

A photograph of a person sitting on a concrete ledge in a landscaped area with a modern building in the background. The person is wearing a grey t-shirt and blue pants, sitting with their back to the camera. The background shows a large, modern building with a mix of brick and light-colored panels, surrounded by greenery and a paved walkway. The sky is blue with some clouds.

FULTON COUNTY **JAIL FEASIBILITY STUDY**

Office of the County Manager

Contract No. 21RFP206340K-BKJ

STV Architects, Inc.
TreanorHL, Inc.

Mar 24, 2023

**EXECUTIVE
SUMMARY**



TRACK 0

PREFACE

Track 0 Overview:

Does Fulton County need a new jail? If so, how big should it be? What services should be provided? Where should it be located? And how much will it cost? The project team has been working to answer these key questions over the past twelve months. Track 0 summarizes the key findings of the Fulton County Jail Feasibility Study in an executive summary format, just after introducing the project team, vision, and goals.

	TRACK 0: PREFACE	
	Project Team, Vision, & Goals	3
	Project Schedule	5
	Executive Summary	7
	TRACK 1: INTERNAL & EXTERNAL STAKEHOLDER ENGAGEMENT	
	Stakeholder Engagement	
	TRACK 2: JUSTICE SYSTEM ANALYSIS FORECAST	
	Population Data Analysis & Forecasts	
	TRACK 3: EXISTING FACILITY & OPERATIONS ASSESSMENT	
	Facility Assessment	
	Healthcare Review & Assessment	
	Jail Classification System Assessment	
	Staffing & Operating Costs Assessment	
	TRACK 4: FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES TO INCARCERATION	
	Operating Principles & Macro Architectural Space Program	
	Alternatives to Incarceration & Means to Reduce the Jail Population	
	TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS	
	Potential Sites & Criteria for Evaluation	
	Conceptual Cost Plan	
	TRACK 6: BOARD OF COMMISSIONERS PRESENTATION	
	Presentation v2 (March 1, 2023)	
	Memorandum to the Board of Commissioners (March 1, 2023)	
	Presentation v1 (February 1, 2023)	

PROJECT TEAM



PROJECT VISION

Our vision is for a facility that provides a safe, humane, and sustainable environment reflecting best practices in pretrial detention.

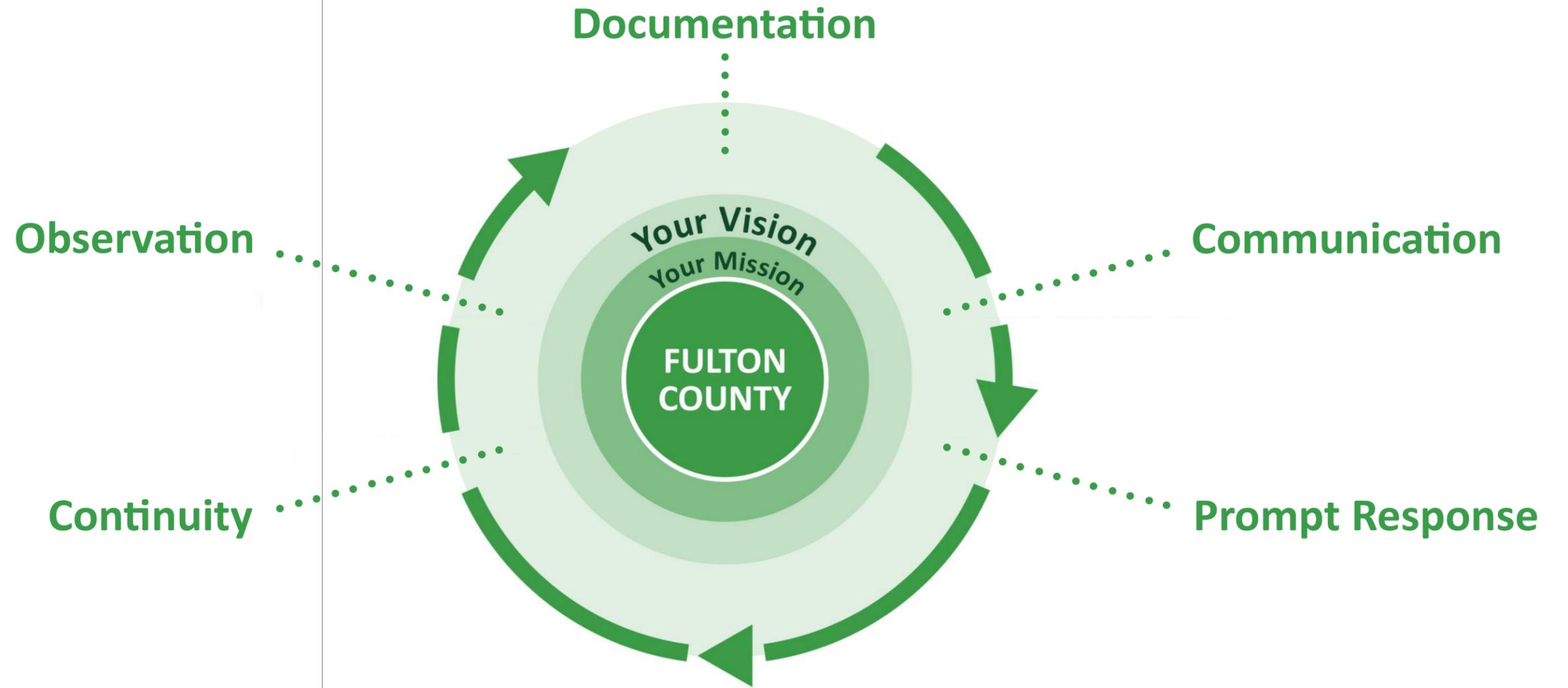
FEASIBILITY STUDY GOALS

The goal of this feasibility study is to answer five key questions:

1. Does Fulton County need a new jail?
2. How big should it be?
3. What services should be provided?
4. Where could it be located?
5. How much will it cost?



EXECUTIVE SUMMARY



EXECUTIVE SUMMARY



Source: Here Magazine, <https://www.heremagazine.com/articles/atlanta-georgia-travel-guide>

Report Overview

The Fulton County Jail system is comprised of the Main Jail at Rice Street and South Annex in Union City. The design capacity of 2,510 beds has outgrown the needs to meet modern best practices for pretrial facilities. The aging physical plant lacks efficient systems, technological infrastructure and support spaces for services. The medical clinic and special housing insufficiently serve the increasing volume of medical and mental health needs of the current population. Daylight deprived spaces create a stressful environment for those in custody and staff, affecting the ability to recruit and maintain staff.

Fulton County Government retained the joint venture team STV|TreanorHL to analyze current conditions and identify long-term options for the Fulton County Jail. Through refurbishing, expanding, purchasing another facility, or constructing a new jail, the goal of the Jail Feasibility Study was to identify an appropriate strategy for a state-of-the-art facility based on rigorous analysis of the adult correctional system in Fulton County. Early in the process, five key questions emerged as the foundation for the Feasibility Study:

1. Do we need a new jail?
2. How big should it be?
3. What services should be provided?
4. Where could it be located?
5. How much will it cost?

To determine if a new jail was required, the project team conducted stakeholder engagement sessions with user groups and representatives of the Fulton County Justice System. The Fulton County Sheriff remarked, “I want the BEST JAIL in the country,” which was defined to include a secure facility with: wraparound services, flexibility with housing, support services, safety accommodations for infectious diseases, implementation of current technology and, finally, to provide supportive spaces for staff.

Concurrently, the project team toured the existing facilities and spoke to staff regarding the condition of the physical plant, equipment, and operational organization. Through the engagement sessions and site visits, the current Fulton County Jail Facilities do not reflect the County’s vision for a forward-thinking new facility that would best serve the Fulton County citizens, stakeholders and staff. An additional review of the healthcare services, classification process,

and staffing analysis informed the comprehensive assessment of the existing facilities.

To determine the size and services required for a new facility, the project team conducted a thorough analysis of the population data to develop three projection forecasts through the year 2047. Exhaustive research into the crime data, bookings, average daily population, average length of stay, and population profiles, as well as implementations and planning measures to reduce the population were factored into each of the predictive statistical models. The project team was not tasked to reinvent the justice system; yet to analyze and formulate grounded projections based on past and current policies and practices that have proven successful for Fulton County.

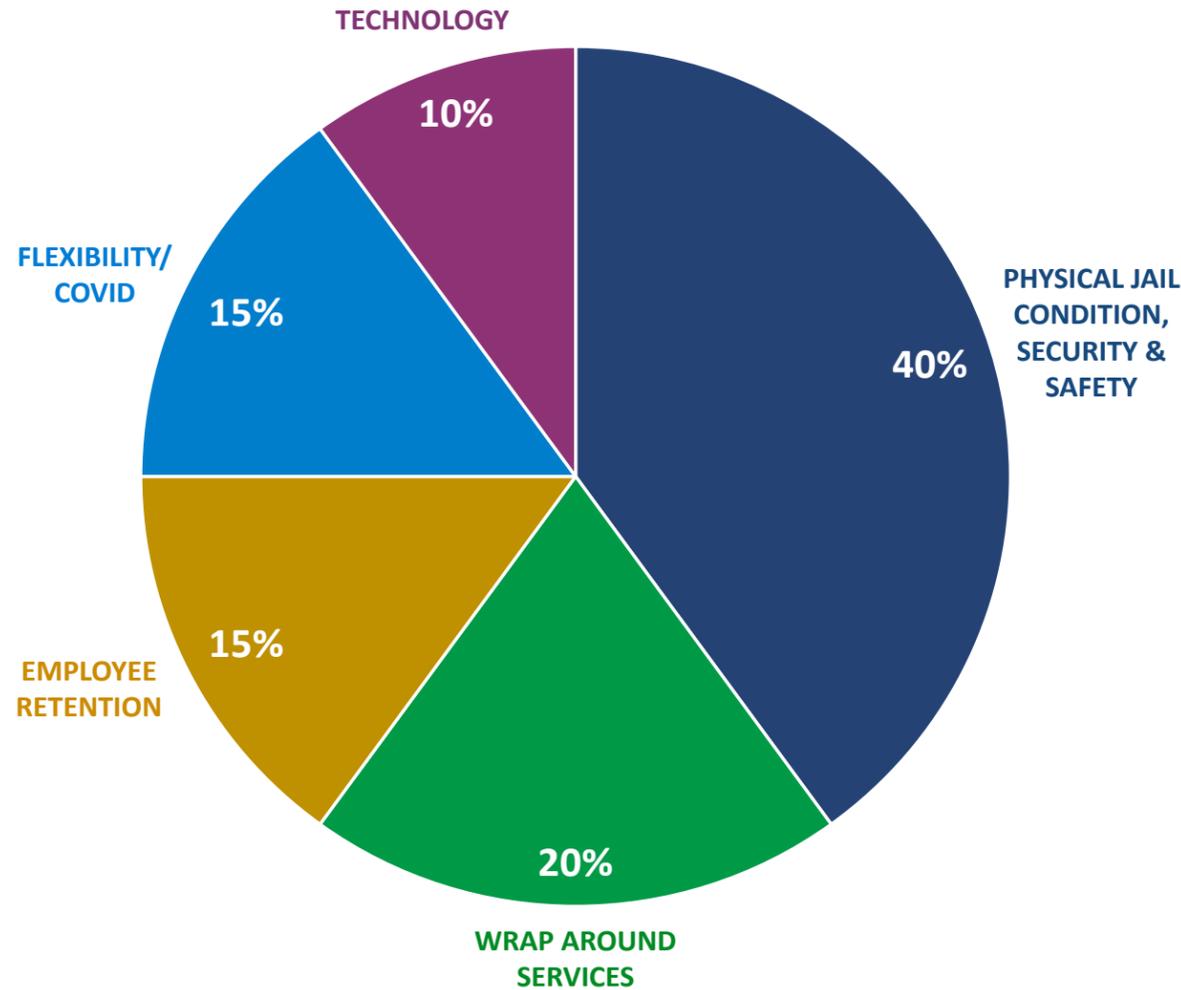
Utilizing the recommended Moderate Improvement Forecast, the new facility plans to accommodate 5,480 beds. Additional operational discussions determined the macro program, approximately 2,070,000 building gross square feet, which includes programs, services, staff support and infrastructure to meet the American Correctional Association standards and modern best practices.

The project team developed a matrix to recommend a location for the new jail facility. Selection criteria for a jail site included proximity to courts and emergency medical services, 35+ acre site, proper aspect ratio for a pretrial detention facility, access to major arterial roadways, and accessibility to sufficient utility infrastructure. A cost analysis was conducted on four site options with an escalation factor applied to forecast final costs after several years of design and construction. After careful consideration of the site and cost analysis, the project team recommends a new state-of-the-art facility at the existing county-owned Rice Street Jail Site. The Rice Street Site has the lowest potential procurement timeline and construction cost, and the existing site provides the best location to better serve the entire county and citizens out of the four site options analyzed.

This Feasibility Study documents the project teams extensive, year-long process to identify, justify and reimagine a vision for the future Fulton County Jail: A new facility that provides a safe, humane, and sustainable environment reflecting best practices in pretrial detention.

EXECUTIVE SUMMARY

Figure 1. Key Concerns and Topics Mentioned Among All User Groups



Stakeholder Engagement Report

Do we need a new jail?

The overwhelming answer was “Yes” among all user groups, but a new jail should not be mistaken as an exact replacement. Based on feedback provided, a transition away from mass incarceration to servicing pretrial detainees requires a “better than what we have” solution. The current jail is extremely outdated, as a result, new demands require a better facility to successfully address Fulton County’s “growing” underlying issues. Both Internal and External groups realized the compounding risks and unrealized potentials of Fulton County Jail. As a result, many stakeholders looked to the future as the only solution.

“I want the BEST JAIL in the country.”

This quote from the Fulton County Sheriff summarizes a dire need to improve jail conditions and rethink jail services. The qualities of a “BEST JAIL” can be tied to five themes for a successful 21st century Facility:

1. Physical Jail Condition, Security & Safety
2. Wrap Around Services
3. Employee Retention
4. Flexibility/COVID
5. Technology

These five themes helped to structure weekly discussions between the client, Steering Committee, Leadership Committee, Internal Stakeholders, External Stakeholders, and the project team.

Topics discussed among all user groups were quantified based on conversation duration and the number of times a particular topic was discussed (see Figure 1). Once concerns and suggestions were quantified, stakeholder concerns began to prioritize themselves.

Out of 100 percent of all discussions:

- 40 percent of all discussions related to the physical jail condition security and safety.
- 20 percent of all discussions related to wrap around services (like deflection and diversion support).

- 15 percent of all discussions related to challenges with employee retention (due to overwhelming demands, obsolete and depressing environments).
- Another 15 percent of all discussions related to housing flexibility (for facility improvements) and COVID outbreak isolation capabilities (to better contain virus outbreaks).
- The remaining 10 percent of all discussions related to future technological capabilities (including but not limited to monitoring staff and detainees, heart rate tracking for activity escalation monitoring, and real-time data point tracking throughout the building).

Key Findings

The number one concern being “**The existing jail is obsolete**” is the primary case for a new facility. Concern for people dying at the Jail was vocalized by all subgroups. Overcrowding, homemade shanks due to poor building conditions, lack of staff, and lack of staff support spaces all contribute to this concern voiced by all subgroups. Data provided by

the Fulton County Sheriff’s Office reveals that 11 fires, 534 fights and 114 stabbings took place over a 14-month period between January 2022 and February 2023. Moving forward with a new facility is not a matter of if, but NOW.

Secondary concerns between different subgroups reveal competing priorities beyond the physical jail condition, security, and safety. Although safety and security is more important in summarizing Fulton County Jail’s challenges, Fulton County’s ability to address secondary concerns between user groups will more accurately measure the success of a 21st century jail facility.

For full report, see Track 1.

TRACK 2: JUSTICE SYSTEM ANALYSIS FORECAST

EXECUTIVE SUMMARY

Table 1. Forecast Comparison - ADP and Bed Need in 2022, 2037 and 2047

Scenario	2022		2037		2047	
	ADP	Bed Need*	ADP	Bed Need*	ADP	Bed Need*
2022 Actual	3300	3942	--	--	--	--
Status Quo Forecast	--	--	5006	5980	5373	6418
Moderate Improvement	--	--	4455	5322	4782	5712
Optimal Improvement	--	--	3686	4403	4012	4792

*Bed Need = Average Daily Population (ADP) + Peaking Factor + Classification Factor

Population Data Analysis & Forecasts

The primary goal of the Population Data Analysis and Forecasts is to determine the projected bed need for the Fulton County jail system through the year 2047. Our main analysis included nearly 112 million calculations based on data from the County’s criminal justice system database, Odyssey. This culminated in a trio of forecasts of the future size of the population, reflecting both a continuation of current policies and practices as well as the impact of possible changes to the criminal justice system.

We combined multiple comprehensive data extracts detailing key information for each individual held in the Fulton County jail between January 1, 2016 and June 2022, raw criminal court case processing data, and Fulton County/Metro Atlanta population growth data to produce time series statistical forecasts. The accuracy of population forecasting is greatly influenced by changes in public policy, law enforcement strategies, socioeconomic factors, and a host of other factors. To avoid producing a population forecast that may have a short shelf life, we utilized the best performing statistical models to produce a status quo forecast as well as two additional ‘what if’ scenarios that consider expected and possible changes

to the criminal justice system. The margin of error for the new forecasts is approximately plus/minus 10% by the year 2037.

The population of the Fulton County jail in January 2023 was at an all-time high, with nearly 3,600 people held in custody. The main causes of this population increase are a significant surge in jail average length of stay (ALOS) due to the effects of the pandemic, accompanied by two straight years of incremental increases in bookings into the jail. The jail’s current ALOS is 50% higher than it was in 2019, prior to the first wave of the COVID-19 pandemic. Bookings in 2022 increased 12% over the levels seen in 2021.

Our statistical modeling has produced a status quo forecast that, assuming nothing changes regarding the practices of the criminal justice system, shows an increase in the Fulton County jail’s population with an expected average daily population (ADP) of 5,006 people by 2037 and 5,373 people by 2047. However, Fulton County is currently implementing and planning measures that are expected to reduce the population growth of the jail. As such, we modified our status quo forecast to predict what the future population of the jail could look like in light of these efforts. While multiple scenarios were modeled and analyzed, two forecast

scenarios were determined to be the most realistic.

The first of these scenarios, the Moderate Improvement Scenario, calculated what the impact of ongoing and possible case processing and jail diversion enhancement changes would have on the jail’s population. The Moderate Improvement Scenario calls for an ADP of 4,455 by 2037 and 4,782 by 2047. The second scenario, the Optimal Improvement Scenario, employs a different strategy by projecting the jail population using data that runs only up to the start of the pandemic as the following two years created anomalies in how the criminal justice system was functioning. This forecast assumes that the population management efforts have unprecedented success in limiting the jail’s growth. This scenario predicts a 2037 ADP of 3,686 and a 2047 ADP of 4,012.

Two factors must be applied to all three forecasts to determine a total bed requirement for a new facility that can operate effectively and in a safe and secure manner:

- **Peaking Factor** – Reflects the daily and seasonal variations in jail occupancy and the temporary unavailability of beds due to unanticipated circumstances, routine repairs and maintenance, etc. and,

- **Classification Factor** – Reflects the need to separate the detainee populations based on gender, security requirements, treatment needs, etc.

Table 1 represents the projected Fulton County Jail bed needs in 2022, 2037, and 2047.

It is important to note that based on the 2022 ADP of 3300 detainees, the Fulton County jail system today would need almost 4,000 beds to securely and safely house its detainee population. However, the county’s jail system is severely overcrowded, and the Rice Street Jail has far exceeded its design capacity.

For planning purposes, the Moderate Improvement scenario was determined to be the scenario that would be utilized to right size the new jail construction and provides the bed needs for men for 2037 and the infrastructure, medical/mental health beds and women’s beds for 2047. This plan creates flexibility for further expansion if needed, based on the outcomes of continued improvements in the criminal justice system.

For full report, see Track 2.

EXECUTIVE SUMMARY



Fulton County Main Jail Main Entry

Facility Assessment

As part of the Fulton County Jail Feasibility Study, a high-level assessment was conducted to understand the status of the physical condition of the Main Jail at Rice Street and South Annex in Union City. This assessment sought to answer the following questions:

1. What is the condition of the building and its systems?
2. How well does the building perform?
3. Does the facility fit its intended function?
4. What shortcomings are experienced due to the condition of the facility?
5. Can the current condition of the facility enable long-term continued use?

The project team visited the facilities April 5-6, 2022. These visits involved meeting with Jail Command Staff and a thorough walk-through of each of the building departments, including the different types of housing units, the medical building, kitchen, administration, intake, warehouse, laundry, and other service departments.

Key Findings

The following are key findings from the existing facility assessment:

1. Main Jail – Rice Street

- a. Overall facility is in average but aging condition.
- b. Frequent alterations have been made to the site, however drainage, security, and circulation issues remain.
- c. Poor condition of building envelope leads to poor building performance, continued deterioration, and poor indoor air quality.
- d. Design and condition of housing units and cells present a significant safety and security risk for both detainees and staff, including the concern for ligature, weapon crafting, and penetrating through security barriers.
- e. Severely deficient daylighting, lack of adequate quantity of plumbing facilities, and the size and provisions within detainee areas do not meet today’s standards for humane facilities.

- f. The facility does not provide enough space to accommodate the necessary detainee services and programs.
- g. While recent upgrades have provided better spaces for staff, amenities such as adequate parking, muster, and cafeteria and break spaces were lacking.
- h. The security system was heavily relied upon, due to poor sightlines, but it was outdated for its needed involvement in the supervision of the facility.
- i. The facility does not fit its intended purpose for the long-term.

2. South Annex – Union City

- a. Overall facility is in extremely poor condition.
- b. Poor drainage and lack of secure parking indicate site is in need of alteration for continued use.
- c. Building envelope is experiencing major failure, evident through the intrusion of water vapor, creating an indoor environment that risks the health and safety of occupants.

- d. Humid indoor environment risks building systems, with mechanical system failing to condition facility properly.
- e. The facility did not provide adequate space for medical, educational, and mental health services for detainees.
- f. Staff amenities were lacking and, in many cases, nonexistent.
- g. The security system, while archaic but properly operating, is at severe risk of failure due to humidity of the indoor environment.
- h. The facility does not fit its intended purpose and requires significant rehabilitation for continued use of any function.

For full report, see Track 3.

EXECUTIVE SUMMARY



Healthcare Review & Assessment

Medical & Mental Health

As part of the Fulton County Jail Feasibility Study, a high-level review and assessment of healthcare services (medical and mental health) being provided to Fulton County detainees was conducted.

The project team was on-site July 8-9, 2022. During the site visit, the team met with Fulton County Sheriff’s Office Staff and NaphCare representatives – the present healthcare contractor – and toured the health clinic and medical and mental health housing areas at both the Main Jail (Rice Street) and the South Annex located in Union City, and Grady Hospital. Of note, the Alpharetta facility is presently closed.

- a. The Main Jail houses both men and those women requiring specialized medical and mental health care/treatment.
- b. The South Annex houses only women.

The purpose of the on-site visit was to understand NaphCare’s healthcare practices as it relates to detainees’ care and to observe the environment and manner in which these services are provided.

Key Findings

The following are key findings from the healthcare review and assessment:

1. There is a lack of privacy for healthcare related interviews and screenings, which does not conform with HIPPA requirements.
2. There is no properly designed housing at the Main Jail for the care and treatment of detainees with a serious medical condition.
3. There is no properly designed medical or acute mental health housing at the women’s facility, requiring the transfer of women to/from the Main Jail for health-care treatment.
4. There is no properly designed housing for psychiatric observation at the Main Jail as it is an extension of the medical observation unit.
5. At the women’s facility, all detainees must be escorted to the clinic for health services, as there is no triage space, which is staff intensive and may result in delayed care.
6. At the women’s facility, there is insufficient space in the health clinic to provide the full range of health services for women.
7. The new emergency care clinic detention wing at Grady Memorial Hospital (GMH), which opened in 2011, provides state-of-the-art and best-practices correctional health treatment for Fulton County Jail detainees.

For full report, see Track 3.

EXECUTIVE SUMMARY



Jail Classification System Assessment

The Fulton County Sheriff's Office (FCSO) Classification Plan addresses critical elements of a jail classification system – an objective initial classification instrument and process, a centralized classification unit, and a systematic housing matrix. During our interactions with division staff, they expressed a commitment to accurate, objective assessments of the detainees' institutional risks and to housing placements that minimize the risk of institutional violence and maximize staff safety. However, going forward FCSO should address the following critical elements of the Plan to ensure it provides accurate and reliable assessments of the risks posed by the FCSO detainee population. These include:

- Assess the reliability and validity of the custody criteria and scale for the current FCSO population.
- Create a classification training manual/handbook to document the initial and reclassification instruments and the classification and housing procedures.
- Develop an objective reclassification instrument and process.
- Create an automated scoring mechanism within the Odyssey system to track the detainees' demographic, criminal history, and institutional adjustment.
- Update the initial classification instrument/tree to address over-classification and threats to the validity and reliability of the System's evaluation.
- Revise the Housing Unit Assignment Plan (HUAP) to ensure proper separation of the detainees by gender and custody level.
- Create simple management reports to track risk factor scoring, custody distributions, and override reason and rates.



Fulton County Main Jail Booking Area

For full report, see Track 3.

EXECUTIVE SUMMARY



Staffing & Operating Costs Assessment

The purpose of this analysis is to provide Fulton County officials with a foundation from which informed decisions can be made regarding the future staffing and operating costs for the new Fulton County Jail. This report provides baseline operating costs and authorized staffing for calendar year 2021 (FY21).

The Fulton County fiscal year runs January 1st through December 31st. The operating costs represent those costs directly associated with detainees committed into the custody and care of the Fulton County Jail (FCJ).

As of December 31, 2021, there were 738 full-time equivalent (FTE) staff allocated in support of the Fulton County Jail operations. Of the 738 allocated positions, 122 (16.5%) positions were vacant. While the FCJ does employ a small contingent of part-time staff to supplement jail operations, the focus of this analysis is on full-time staff.

The cost analysis included costs directly associated with operating the FCJ facilities based on expenditures that occurred in FY21. During FY21, the FCJ served an ADP of 2,968 detainees;¹ the overall per diem per detainee was calculated to be \$90.10.

There is a shortage of qualified staff at Fulton County Jail. With a new facility and provision of a positive and safe work environment, the expectation is that employee attrition will be mitigated and many of the current staff vacancies will be filled.



Footnotes

¹ FCJ began boarding detainees at the Cobb County Jail in November 2021. The ADP of 2,968 includes these detainees.

For full report, see Track 3.

EXECUTIVE SUMMARY



Operating Principles & Macro Architectural Space Program

The operating principles are a series of broad planning assumptions about how the proposed future Fulton County Jail (FCJ) will operate and the square footage required to implement the proposed operations. The operating principles provide clear direction for developing design solutions. Information relative to the development of the operating principles and macro architectural space program emanated from the tours, data analysis, interviews conducted, and documents received during Spring/Summer 2022. The consultant team also conducted a three-day programming charrette in September 2022 with key representatives of the Fulton County Sheriff’s Office, including Sheriff Labat, and NaphCare. The purpose of the programming charrettes was to discuss in depth the operational and architectural requirements for the future jail.

Planning Assumptions

During the master planning study, multiple population forecasts were developed. Three forecast models were developed based on varying factors and assumptions.

The moderate improvement forecast was selected as the basis for establishing the bed needs for the initial construction of the future Fulton County Jail.

- a. Housing for men who are classified as general population is planned for the year 2037.
- b. The 2047 planning horizon was used for specialized housing such as medical housing, mental health housing, restrictive housing, etc. as well as housing for all the women. This is because the difference between the 2037 bed needs and the 2047 bed needs is minor and does not lend itself for future expansion.
- c. The infrastructure and support areas were developed and sized to meet the year 2047 needs, which will facilitate future expansions as needed.

The Fulton County Jail is planning for a future average daily population (ADP) with applicable peaking and classification factors applied of 5,299 detainees,¹ of which 90.1% are men and 9.9% are women. Based on the development of standardized configurations for housing pods based on efficiencies and constructability coupled with our programming and bed disaggregation/configuration discussions with the client team, it was determined that the future FCJ will have 5,480 beds. Of the 5,480 beds, there are 1,592 mental health beds as well as 520 special-

ized beds planned to meet the medical and behavioral needs of the detainees.²

Within the 1,592 mental health beds, there are 672 beds that are designated as special needs beds. These beds have the flexibility to be reallocated for general population use once the demand for special needs beds have been met.

Table 2 outlines the recommended housing configurations by classification that result in a total of 5,480 beds.

Table 2. Housing Configuration by Classification & Gender

Housing – Men	Bed Total	Housing – Women	Bed Total
7.100 Reception	192	7.100 Reception/PC	64
7.200 Minimum	360	7.400 High/Max/Close/RH	32
7.300 Medium	2,176	7.300 Medium & Minimum	64
7.400 High/Maximum/Close	288	8.100 Youthful Detainee	48
7.500 Protective Custody	96	9.600 MH Acute (L1)	120
7.600 Restrictive Housing	128	9.700 MH Subacute (L2)	64
8.100 Youthful Detainee	48	9.800 Special Needs (L3)	168
9.600 MH Acute (L1)	480	9.500 Medical Housing	48
9.700 MH Subacute (L2)	256		
9.800 Special Needs (L3)	504		
9.300 Skilled Nursing	56		
9.300 Medical Detoxification	48		
9.400 Medical GP	240		
Total Beds – Men	4,872	Total Beds – Women	608
		Grand Bed Total	5,480

Footnotes

¹ Population moderate forecast for the year 2037 (men) and for the year 2047 (women). All specialized, mental health, and medical housing is being planned for the year 2047.

² Specialized beds are designed to provide acute healthcare and treatment or provide restrictive housing due to aggressive or violent behavior (not due to a mental illness) or as a sanction for noncompliant behavior with facility rules and regulations.

For full report, see Track 4.

EXECUTIVE SUMMARY



Photo Courtesy of the New York City Mayor's Office for Criminal Justice

Operating Principles Summary

There are 16 components that comprise the operating principles (see Table 3) for the new FCJ. The overall vision for the new FCJ is to create a jail facility that reflects evidence-based practices and contemporary correctional best practices. Key operational goals for the new facility include:

1. Changing the current paradigm of operations that will reflect the following principles:
 - a. commitment to direct supervision,
 - b. creating a normative (not punitive) environment, and
 - c. providing robust wraparound programs and services.
2. Providing state-of-the-art medical & mental health housing that supports treatment and recovery.
3. A focus on case management and reentry services to achieve successful return to the community.
4. Creating a safe, positive work environment for staff that includes staff amenities, staff wellness, and promotes staff recruitment and retention.

Macro Architectural Space Program Summary

Table 3 summarizes the macro space needs based on the operating and spatial requirements outlined throughout this document for the new Fulton County Jail. Each of the 16 component areas is described separately in operational terms in the operating principles narrative. The program square footage addresses the space needs to meet the bed need for the moderate improvement forecast, as described above.

Table 3. Macro Architectural Space Program Summary

#	Major Component	BGSF	Exterior SF	Comments
1.000	Public Lobby	14,600	0	
2.000	Facility Administration	15,050	0	
3.000	Staff Support	42,000	1,000	
4.000	Security Operations	22,550	0	
5.000	Intake/Release & Transfer			
	5.100 Vehicular Sallyport	32,000	0	
	5.200 - 5.700 Intake/Release & Transfer	77,300	0	
6.000	Courts	15,200	0	
7.000	Housing - Adult			
	7.100 Reception	61,950	3,000	4 Pods; 256 beds
	7.200 GP Minimum	73,100	3,750	5 Pods; 360 beds
	7.300 GP Medium	472,850	26,250	35 Pods; 2,240 beds
	7.400 Close & High Maximum	123,350	7,500	10 Pods; 320 beds
	7.500 Protective Custody	24,950	1,500	2 Pods; 96 beds
	7.600 Restrictive Housing	49,950	5,600	4 Pods; 128 beds
	7.700 Decentralized Programs/Services	123,100	0	20 Centers
	7.800 Decentralized Programs/Services - Reception	15,200	0	2 Centers
8.000	Housing - Youth	31,900	1,500	2 Pods; 96 beds
9.000	Healthcare			
	9.100 - 9.200 Administration & Clinic	22,300	0	
	9.300 - 9.500 Medical Housing	127,900	6,500	9 Pods; 392 beds
	9.600 - 9.700 Mental Health Housing	373,500	26,250	35 Pods; 920 beds
	9.800 Special Needs Housing	154,700	9,000	12 Pods; 672 beds
10.000	Visitation	8,750	0	
11.000	Programs & Services Support	7,900	0	Programs at housing level
12.000	Food Service	57,500	750	
13.000	Laundry	23,000	0	
14.000	Warehouse	23,100	20,050	Includes service yard (15,000 sf)
15.000	Maintenance/Central Plant			
	15.100 - 15.300 Maintenance	28,600	0	
	15.200 Central Plant	47,550	0	
16.000	Parking	0	194,800	
	TOTAL	2,069,850	307,450	5,480 Beds

For full report, see Track 4.

EXECUTIVE SUMMARY



Non-custody alternatives to incarceration and other means to reduce the need for jail beds can benefit taxpayers, alleged and convicted offenders, persons with a mental illness, and their families.

Alternatives to Incarceration & Other Means to Reduce the Jail Population

Why Alternatives, and Why Reduce the Jail Population?

Non-custody alternatives to incarceration and other means to reduce the jail population can benefit taxpayers, alleged and convicted offenders, persons with a mental illness, and their families. Primary reasons for expanding alternatives and making other justice system changes include:

- Better address alleged and convicted offenders based on their risks and needs.
- Better address substance abuse, mental illness, and homelessness.
- Decrease the harm from incarceration done to the mentally ill and others.
- Reduce construction costs.
- Control operational costs.
- Reduce recidivism and crime.
- Foster individual accountability.
- Better support individuals and their families.
- Increase the likelihood of voters supporting a referendum. Many taxpayers are more willing to support funding a jail if the bond also supports non-custody treatment-oriented programs – a “balanced approach.”

What New (or Renewed) Programs and Actions Should be Implemented?

1. Expedite court processes to significantly reduce jail length of stay and bed needs.
2. Establish a Criminal Justice and Social Service Coordinating Council (CJ&SSCC) with staff, including a director, to coordinate alternatives, programs, services, research, and help limit the jail population.
3. Reconstruct Misdemeanor Probation, change it from private to County operations, and use evidence-based practices.
4. Change State law enabling diversion of those with warrants for non-violent offenses.
5. Establish a Sobering Center.
6. Establish “One Stop Shops” for justice and social services including Community Courts.
7. Develop a substantive Reentry program at the jail, and comprehensive Early Release and Post-Release programs.

What Programs Should be Expanded?

1. Enhance Policing Alternatives and Diversion (PAD).
2. Divert more pretrial alleged offenders through Pretrial Services.
3. Expand felony and misdemeanor accountability courts: Drug Court, Behav-

ioral Health Court, Mental Health Court, Veterans Court, and DUI Court.

4. Enhance Felony Probation and expand its Day Reporting program.
5. Continue to divert through Familiar Faces and Grady’s Mobile 24/7 Response Teams.
6. Provide more treatment, housing, and placement options for the mentally ill, those with addictions, and the homeless.

Conclusions and Suggested Next Steps

The recommendations in this report are founded on research on “best practices,” yet more research is needed locally and nationally. Data on numbers of participants, cost spent per participant, recidivism, and numbers of jail bed days saved is warranted.

Underway already, a critical next step is to extrapolate how the implementation of some or all of these recommendations might impact bed need projections, staffing for the jail and recommended programs and services, operational costs, and construction costs.

To help implement the recommendations, one of the first next steps should be hiring a director and staff to launch the CS&SSCC.

One of the CJ&SSCC’s first tasks should be to study the cost efficiencies and effectiveness

of each existing alternative to incarceration and other means to reduce the jail population. Knowing this will help answer the question: which, if any, existing alternatives should be phased out, and which ones should be expanded? The information collected and analyzed for this study indicates that every existing alternative helps control the jail population, albeit some more than others.

The following two major tasks should also be addressed as soon as possible:

First, the County should reduce the number of pretrial detainees. Currently, Pretrial Services is recommending many individuals for Pretrial Release who are not approved by judges. Efforts should be made to find ways to increase the percentage approved for Pretrial Supervision without increasing risks to the public.

Second, the County should reduce the length of stay of pretrial detainees. This may involve hiring more Public Defenders and other staff, setting policies that can reduce Continuances, and other measures. Building or renovating space to house non-custody alternatives is much less costly than building or renovating jails. Furthermore, the staffing cost per client is far less for almost all alternatives than for jails.

For full report, see Track 4.

EXECUTIVE SUMMARY



Potential Sites & Criteria for Evaluation

The existing facility assessment established that the current Fulton County Jail no longer meets the needs of the County. It is overcrowded, lacks important programming support, presents a stressful environment to those in custody as well as staff, and is operationally inefficient. Thus, the County is exploring the possibility of building a new state-of-the-art facility that provides the highest level of service, and an uplifting and normative environment to the staff and the residents.

The process of selecting a viable site began with an overarching assessment of county-owned properties, including the existing Rice Street site, as well as the acquisition of new properties. The baseline criteria for selection included the following: proximity to existing County facilities and operations (including Fulton County Courts and Grady Hospital); properties 35+ acres in size; 1:1, 2:3, or 3:4 aspect site ratio; access to major arterial roadways; and accessibility to a sufficient utility infrastructure.

A matrix was then developed to further cull potential sites, scoring them against criteria that addressed environmental, operational, contextual, cost, and infrastructure considerations.

After initial review and grading of potential properties, four site options underwent further in-depth analysis, using the Moderate Improvement Forecast with a bed need of 5,480:

- **Site Option A:** New 5,480-Bed Facility at Rice Street Site
- **Site Option B:** New 3,472-Bed Facility & Renovation of 2,008 Existing Beds at Rice Street Site
- **Site Option C:** New 5,480-Bed Facility on County-Owned Site
- **Site Option D:** New 5,480-Bed Facility on New Greenfield Site Acquisition

The program was test-fitted onto these sites, and the sites were evaluated for accessibility, constructability, environmental constraints, as well as impact on the immediate, adjoining community.

Key Findings

With the exception of the existing Rice Street site, most county-owned properties did not conform to the selection criteria. Sites were deemed either too small, poorly configured, too remote from existing operations, or in locations that would provoke negative community acceptance, prolonging any approval and implementation process.

Purchasing a new, greenfield property would seem optimal. The County could seek a property of an acceptable size and configuration, with ease of vehicular and utility access, minimal environmental encumbrances, and in proximity of active county operations. However, available properties that met these standards proved to be excessively expensive, far from existing County operations, in communities that would not support such a facility, and would require immediate purchase to retain their availability until the County would be ready to build.

As county-owned properties were seen as non-compliant and new acquisitions unreachable due to their cost or location, focus centered on the repurposing of the

existing site. The Rice Street site is optimally located centrally in Atlanta, and a known entity, familiar to staff and families, as well as to adjoining communities and businesses. Whether as new facility or one operating in conjunction with a newly renovated and repurposed existing structure, the benefits become compelling: lowest cost option; immediate availability; workable size and configuration; could be built with or without phased demolition of the existing; ready access to known infrastructure; and has community acceptance.

Recommendation

It is the conclusion and recommendation of the County and the project team that the Rice Street location is the only viable property that can accommodate the new facility to meet the criteria, program, and operational standards and aspirations of designing a state-of-the-art facility, one that reflects the County's commitment of providing a safe, efficient, effective, positive and normative environment to the people-in-custody and to their staff, as well as present the community with a respectful and exemplar work of civic architecture.

For full report, see Track 5.

TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS

EXECUTIVE SUMMARY

Table 4. Conceptual Cost Plans

Site Options	Site Option A: New 5,480 Beds at Rice Street	Site Option B: New 3,472 Beds & Renovation of 2,008 Existing Beds at Rice Street	Site Option C: New 5,480 Beds on County- Owned Site	Site Option D: New 5,480 Beds on New Greenfield Site Acquisition
Direct New Construction Cost	\$1,296,575,138	\$1,122,486,530	\$1,300,575,138	\$1,300,575,138
Direct Renovation Allowance	\$0	\$401,600,000	\$0	\$0
Soft Costs	\$316,689,000	\$457,260,316	\$317,666,000	\$335,166,000
Total Project Cost 2023	\$1,613,264,138	\$1,981,346,846	\$1,618,241,138	\$1,635,741,138
Cost per Bed 2023	\$294,390	\$361,560	\$295,300	\$298,490
Escalated Project Cost 2028	\$1,998,337,247	\$2,454,278,323	\$2,004,502,216	\$2,026,179,325
Cost per Bed 2028	\$364,660	\$447,860	\$365,790	\$369,740
Assumptions: Range of expected cost (-15% / +20%) per AACE, Design Period 2024-2026 (3 years), Construction Period 2027-2028 (2 years), Escalation Assumption: 8% / 6% / 4% + Midpoint of Construction				

Conceptual Cost Plan

Given the four Site Options considered by the project team, Cost Plans were formulated to investigate the potential project costs for each option.

Each Cost Plan was based primarily on the conceptual programmatic information developed for a new Fulton County Jail facility. The Cost Plans assumed a future bed need of 5,480 according to the Moderate Forecast jail population projection.

Each of the four Cost Plans also considered the specific requirements of each site option. By studying the parameters of each site option, the team was able to better arrive at an overall recommendation regarding site selection.

The Cost Plan for each site option included the following components: Sitework and New Construction, Renovation (Site Option B only), Soft Costs, and Escalation.

Construction Cost Drivers

The primary construction cost drivers can be categorized into Site-Specific Cost Drivers (e.g., environmental site conditions, access to utilities, geotechnical and topographic reports, site access), Building Cost Drivers (e.g., building configurations, square footage and bed count, security levels, programs and services), and Construction Cost Escalation.

Construction Cost Escalation has been much higher in recent years, outpacing the increased consumer inflation occurring globally. Nonresidential construction costs have dramatically risen and continue to remain higher than in previous years.

Escalation factors were applied to each cost plan to forecast what the final cost may be after the several years required for design and construction of the new facility. Prudent allowances and best judgment were used to apply future escalation factors, understanding that there are always unforeseen circumstances and future events that introduce additional market volatility when forecasting years into the future.

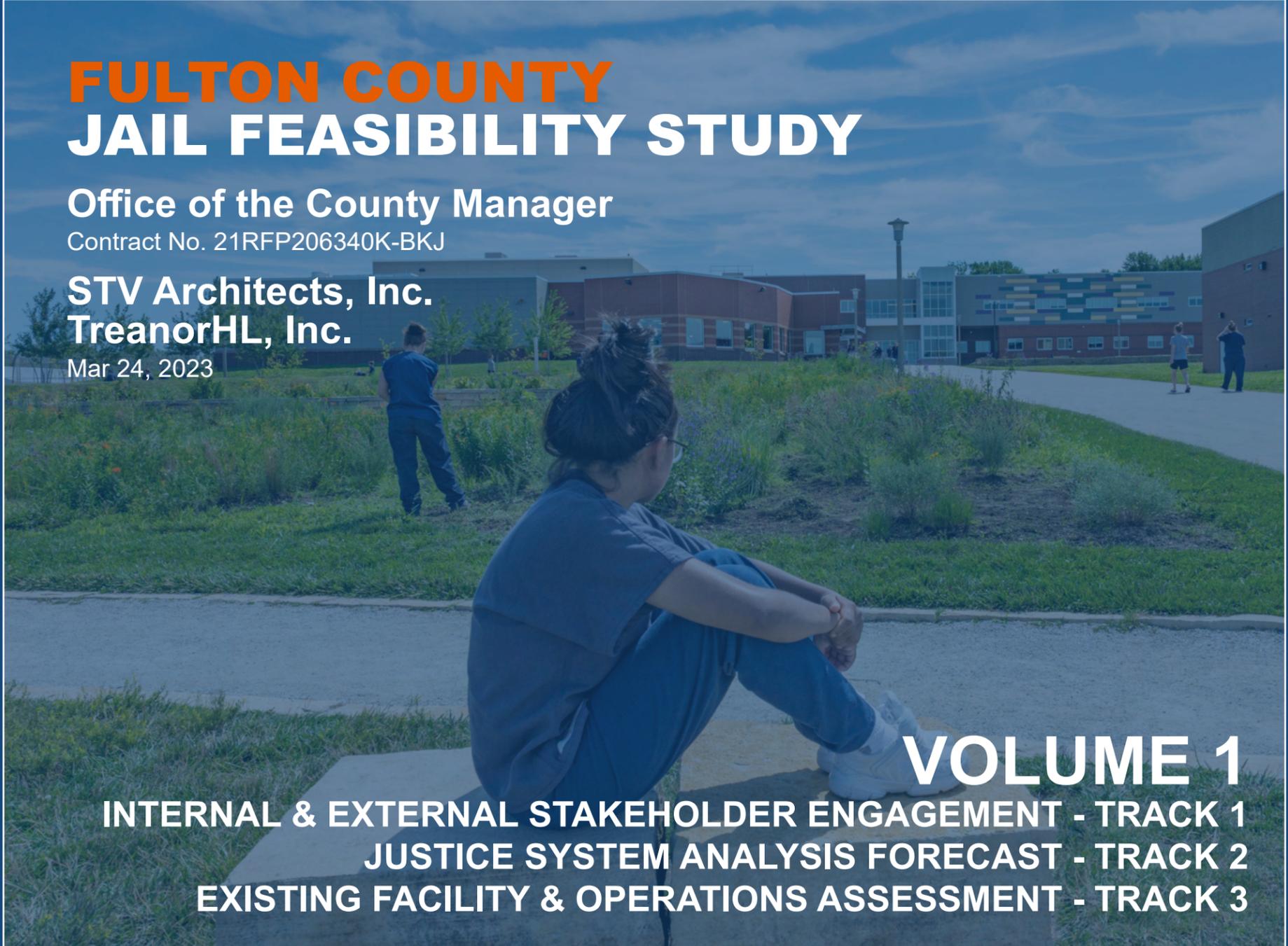
Recommendation

After studying each of the four selected Site Options and associated Cost Plans, the project team recommends Site Option A: the new 5,480-bed jail facility located at Rice Street, enabled by the demolition of existing low-rise structures.

Below are the key findings that support the team's selection of Site Option A:

- Site Option A can be implemented with the lowest potential construction cost of the four options selected.
- Remaining at the existing site on Rice Street eliminates all cost (and other) variables in implementing a move to a different area of town.
- Site Option A avoids any new land acquisition costs for Fulton County.
- Site Option A avoids any renovation of the existing Fulton County Jail, which would likely be cost prohibitive given its current deteriorated state.

For full report, see Track 5.



FULTON COUNTY **JAIL FEASIBILITY STUDY**

Office of the County Manager

Contract No. 21RFP206340K-BKJ

STV Architects, Inc.
TreanorHL, Inc.

Mar 24, 2023

VOLUME 1

INTERNAL & EXTERNAL STAKEHOLDER ENGAGEMENT - TRACK 1

JUSTICE SYSTEM ANALYSIS FORECAST - TRACK 2

EXISTING FACILITY & OPERATIONS ASSESSMENT - TRACK 3



TRACK 1

INTERNAL & EXTERNAL STAKEHOLDER ENGAGEMENT

Track 1 Overview:

Throughout the duration of the Fulton County Jail Feasibility Study, the project team hosted biweekly meetings with the owner. In addition, meetings took place between the project team and Fulton County representatives, stakeholders, and user groups associated with the Fulton County justice system. All meetings provided feedback and considerations of those who would be impacted by a new Fulton County Jail internally, externally, and personally. The learnings and takeaways from these stakeholder engagement sessions are captured in Track 1.

	TRACK 0:	PREFACE Project Team, Vision, & Goals Project Schedule Executive Summary	
	TRACK 1:	INTERNAL & EXTERNAL STAKEHOLDER ENGAGEMENT Stakeholder Engagement3	
	TRACK 2:	JUSTICE SYSTEM ANALYSIS FORECAST Population Data Analysis & Forecasts	
	TRACK 3:	EXISTING FACILITY & OPERATIONS ASSESSMENT Facility Assessment Healthcare Review & Assessment Jail Classification System Assessment Staffing & Operating Costs Assessment	
	TRACK 4:	FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES TO INCARCERATION Operating Principles & Macro Architectural Space Program Alternatives to Incarceration & Means to Reduce the Jail Population	
	TRACK 5:	FUTURE FACILITY POTENTIAL SITES & COSTS Potential Sites & Criteria for Evaluation Conceptual Cost Plan	
	TRACK 6:	BOARD OF COMMISSIONERS PRESENTATION Presentation v2 (March 1, 2023) Memorandum to the Board of Commissioners (March 1, 2023) Presentation v1 (February 1, 2023)	

STAKEHOLDER ENGAGEMENT



STAKEHOLDER ENGAGEMENT REPORT



STEERING COMMITTEE MEMBERS

Chief Jailer Colonel John Jackson
 Chief of Administration, Chief LaMarion Green-Hughey
 Chief of Staff, Chief Amanda Pritchett
 County CFO Sharon Whitmore
 County Manager Dick Anderson
 DREAM Director Joseph Davis
 Sheriff Patrick Labat
 Superior Court Chief Judge Christopher Brasher
 Superior Court Judge Robert McBurney

INTERNAL STAKEHOLDERS

Behavioral Health Dept. Director Latrina Foster
 Commissioner (Chairperson) Robb Pitts
 Commissioner Bob Ellis
 Commissioner Khadijah Abdur - Rahman
 Commissioner Lee Morris
 Commissioner Liz Hausmann
 Commissioner Marvin Arrington Jr.
 Commissioner Natalie Hall
 County Attorney Soo Jo, Esq.
 County Auditor Anthony Nicks
 County External Affairs, Jessica Corbitt
 District Attorney Fani Willis (EDA Kenneth Hutcherson)
 Fulton County Police Chief William Yates
 HHS & Public Works COO Pamela Roshell
 HIV Elimination Dept. Director Jeff Cheek
 Juvenile Court Chief Judge Juliette Scales
 Magistrate Court Chief Judge Cassandra Kirk
 Probate Court Chief Judge Kenya M. Johnson
 Public Defender Maurice Kenner
 Public Safety COO and IT, Alton Adams
 Solicitor Keith Gammage
 State Court Chief Judge Susan Edelin

EXTERNAL STAKEHOLDERS

Atlanta Committee for Progress (ACP), Kathy Waller
 Atlanta Police Foundation, Dave Wilkinson
 Center for Civic Innovation, Rohit Malhotra
 CHRIS 180, Alfred Garner
 DUI Court (State Court), Bradley Jones
 DUI Court (State Court), Judge Susan Edlein
 GA Department of Corrections, Alan Watson & Antonio Printup
 Georgia Department of Behavioral Health and Developmental Disabilities, Maxwell Ruppensburg
 Georgia Department of Community Supervision, Patrick Holsey, Field Operations Director
 Georgia Department of Community Supervision, Cory Beggs, Coordinating Chief
 Community Supervision Officer
 Georgia Justice, Doug Ammar
 Georgia Mental Health Consumer Network, Chris Johnson
 Grady Behavioral Health, Anne Hernandez, Executive Director
 Justice and Mental Health Initiatives, Kristin Schillig Stoycheff, Project Manager
 Justice and Mental Health Initiatives, Nicholas Heaghney, Court Policy Analyst
 Justice and Mental Health Task Force, Judge Robert McBurney, Superior Court Judge
 Mental Health Court, Georgee Corley, Coordinator, Misdemeanor
 Partners for HOME, Cathryn Vassell
 Policing Alternatives and Diversion Initiative, Moki Macias, Executive Director
 Pretrial Court Services, Valerie Jordan, Court Support Manager
 Pretrial Intake, Will Davis, Court Support Manager
 Pretrial Services, Marion Greathouse, Deputy Court Administrator
 Pretrial Services, Sabrina Wells, Management Policy Analyst
 Pretrial Supervision, Felicia Pack, Court Support Manager
 Public Safety, Alton Adams, Chief Operating Officer
 Public Safety, Ketsia Guerrier, Assistant to the Chief Operating Officer
 Superior Court, John Collins, Director of Accountability Courts
 Women on the Rise, Robyn Hasan
 City of Atlanta Mayor's Office, Kenyatta Mitchell

POTENTIAL AND SUGGESTED STAKEHOLDERS

American Correctional Association (ACA)
 American Jail Association (AJA)
 Atlanta City Council
 Atlanta Metro Chamber
 Atlanta Police Department, Atlanta Police Chief
 Community/Non-Profit Organizations/NPU(s)
 Correction Officers
 Emory (Competency Restoration Program), Victoria Roberts
 Georgia Department of Corrections (GDOC)
 Detainees/Families
 Legislative, Fulton Delegation/Senate Public Safety Committee
 National Alliance on Mental Illness
 National Institute of Corrections
 Police Chiefs from Atlanta's neighboring Cities
 Atlanta Police Department, Public Affairs Director

STAKEHOLDER ENGAGEMENT REPORT



Frequency of Meetings and Follow-up Protocol

The timing and frequency of stakeholder meetings were determined by project milestones, the type of information needed, and critical points in the process.

Fulton County Owner/Client

The Public Safety COO served as the owner’s representative and primary point of contact throughout the project schedule. Bi-weekly meetings were scheduled between the owner’s representative and project team to ensure that Fulton County resources from key personnel were provided, responses from stakeholder engagements were implemented, and known investments in new policies and programs (like Project Orca) were not overlooked during the project’s one-year timeline. Additional meetings took place on an “as-needed” basis.

Fulton County Steering Committee

The County Manager, Fulton County’s Chief Financial Manager, Fulton County Office representatives and key staff members (from the Sheriff’s Office, Superior Court’s Office, Department of Real Estate and Asset Management) made up nine individuals who served on the “Fulton County Steering Committee”. Throughout the project, quarterly meetings were scheduled between the Steering

Committee and project team to ensure the project’s one-year timeline progressed successfully.

Fulton County Commissioners

Three meetings between Fulton County’s Commissioners and the project team were scheduled at the beginning, middle, and end of the project’s one-year timeline. Meeting 1 was an early presentation on key findings and deliverables. Meeting 2 was a progress presentation on key findings and deliverables. Meeting 3 was a final presentation on key findings and deliverables. Feedback and discussions during Commissioner meetings ensured that these elected officials voiced county citizens’ concerns. Also, Commissioner engagements helped refine the vision, goals, challenges and opportunities facing the entire county at various points in the project’s one-year timeline.

External Stakeholders

External Stakeholders were engaged throughout the project’s one-year timeline. Meetings between External Stakeholders and the project team followed initial meetings with the owner, Fulton County Steering Committee, and Fulton County Commissioners (who all make up the Internal Stakeholders). As the project progressed, a public relations consultant, with the project team, provided any additional engagement

insights with external groups.

Follow-up Protocol for all Stakeholders

After each stakeholder meeting, guests were asked to feel free to email, call, and/or request future sessions to provide additional ideas or thoughts that may develop after the meeting. Emails were also sent with this information, and participants were thanked for their time. The team also noted other suggested stakeholders to request additional project information and feedback. All “Additional and Potential Stakeholders” should be considered and involved moving forward with developments for the Fulton County Jail.

Stakeholder Sub-Groups

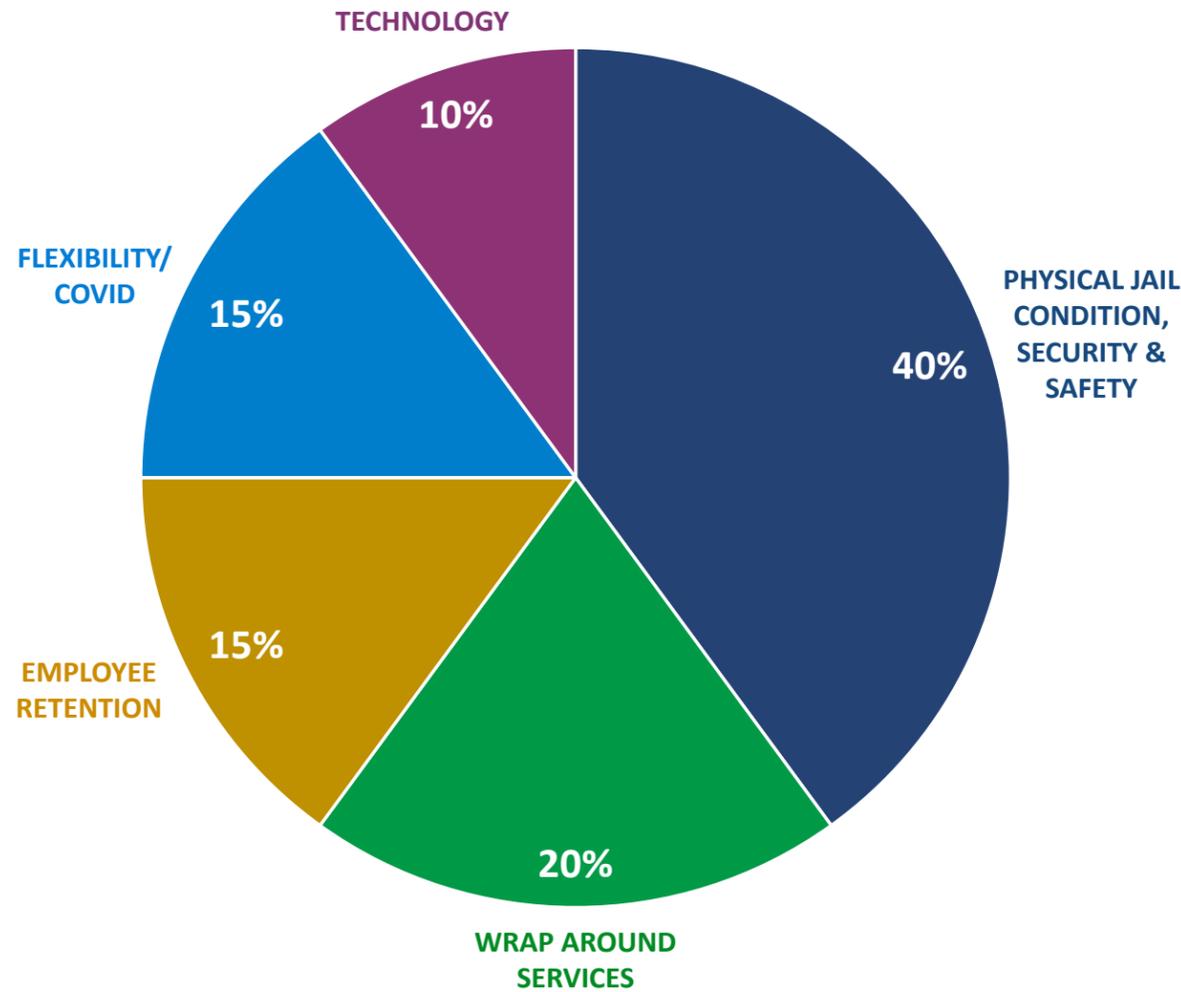
Feedback for all stakeholder engagements were compiled into an extensive list and grouped per stakeholder “subgroups”. Subgroups served as an umbrella to categorize stakeholders’ voices between all individuals, organizations, agencies, and government offices interviewed throughout the project timeline. Public Safety, Justice Agencies, External Stakeholders, and Commissioners were the four Subgroups referenced to report all stakeholder findings. Subgroups provided anonymity (who exactly said what), while realizing the varying needs between users and the Fulton County Jail.

Subgroups are defined as follows:

- **Public Safety:** Entities are affiliated with the protection of the general public (i.e., Sheriff’s Office).
- **Justice Agencies:** Entities affiliated with performing the administration of enforcement, prosecution, defense (etc.) for the jurisdiction.
- **External Stakeholders:** Agencies, organizations, and/or user groups not part of Fulton County’s Organization. Stakeholders have direct contracts with the county, part of initiatives servicing the citizens of Fulton County, or experience in the Fulton County Justice System.
- **Commissioners:** Fulton County’s seven-member board who are elected to four-year terms. Six of the members are district commissioners, and the Chairman is At-Large, representing all of Fulton County.

STAKEHOLDER ENGAGEMENT REPORT

Figure 2. Key Concerns and Topics Mentioned Among All User Groups



Emerging Themes and Concerns

Do we need a new jail? The overwhelming answer was “Yes” among all user groups, but a new jail should not be mistaken as an exact replacement. Based on feedback provided, a transition away from mass incarceration to servicing pretrial detainees requires a “better than what we have” solution. The current jail is extremely outdated, as a result, new demands require a better facility to successfully address Fulton County’s “growing” underlying issues. Both Internal and External groups realized the compounding risks and unrealized potentials of Fulton County Jail. As a result, many stakeholders looked to the future as the only solution.

“I want the **BEST JAIL in the country,**” quoted from the Fulton County Sheriff, summarizes a dire need to improve jail conditions and rethink jail services. The qualities of a “BEST JAIL” can be tied to five themes for a successful 21st century facility:

1. Physical Jail Condition, Security & Safety
2. Wrap Around Services
3. Employee Retention
4. Flexibility/COVID
5. Technology

These five themes helped to structure weekly discussions between the client, Steering Committee, Leadership Committee, Internal Stakeholders, External Stakeholders, and the project team.

Topics discussed among all user groups were quantified based on conversation duration and number of times a particular topic was discussed (see Figure 2). Once concerns and suggestions were quantified, stakeholder concerns began to prioritize themselves.

Out of 100 percent of all discussions:

- 40 percent of all discussions related to the physical jail condition security and safety.
- 20 percent of all discussions related to wrap around services (like deflection and diversion support).
- 15 percent of all discussions related to challenges with employee retention (due to overwhelming demands, obsolete and depressing environments).
- Another 15 percent of all discussions related to housing flexibility (for facility improvements) and COVID outbreak isolation capabilities (to better contain virus outbreaks).

- The remaining 10 percent of all discussions related to future technological capabilities (including but not limited to monitoring staff and detainees, heart rate tracking for activity escalation monitoring, and real-time data point tracking throughout the building).

Key Findings

The number one concern being “**the existing jail is obsolete**” is the primary case for a new facility. Concern for people dying at the Jail was vocalized by all subgroups. Overcrowding, home-made shanks due to poor building conditions, lack of staff, and lack of staff support spaces all contribute to this concern voiced by all subgroups. Data provided by the Fulton County Sheriff’s Office reveal that 11 fires, 534 fights and 114 stabbings took place over a 14-month period between January 2022 and March 2023. Moving forward with a new facility is not a matter of if, but NOW.

Secondary concerns between different subgroups reveal competing priorities beyond the physical jail condition, security, and safety. Although safety and security is more important in summarizing Fulton

County Jail’s challenges, Fulton County’s ability to address secondary concerns between user groups will more accurately measure the success of a 21st century jail facility.

STAKEHOLDER ENGAGEMENT REPORT



Top Concerns per Stakeholder Subgroup

Public Safety

1. Physical Jail Condition, Security, Safety
2. Employee Retention
3. Technology

Justice Agencies

1. Physical Jail Condition, Security, Safety
2. Flexibility/COVID
3. Technology

External Stakeholders

1. Physical Jail Condition, Security, Safety
2. Wrap-Around Services
3. Flexibility/COVID

Commissioners

1. Physical Jail Condition, Security, Safety
2. Wrap-Around Services
3. Employee Retention

Key Quotes Expressed per Stakeholder Subgroup

Public Safety

- Aspire to be the most technologically advanced jail
- Best-in-class staff environments
- Reflect population growth through proper sizing
- What does the jail population look like
- We cannot arrest our way out of current problems
- Need to comply with ACA Standards even by a small margin

Justice Agencies

- Ensure courthouse and jail proximity
- Need deflection and diversion support
- Expand courtroom capabilities at jail facility
- Design with flexibility in mind
- Worst case, over-built than under-built

External Stakeholders

- The most important aspect of the jails is not the actual building, it's the services, rehabilitation, safety (for everyone), and policies and procedures
- Connecting families with detainees
- Repair damaged reputation
- Increase capacity for diversion

- Many of these solutions will take time to address, but we must also ask, "What can we do now? In the meantime?"
- Responsible ways to police population
- Training facility is key

Commissioners

- Reinforce services, not the jail
- Plan with a common-sense approach
- Overcrowded and undercrowded at the same time
- Connect residents to customer service
- Don't over-index

Closing Comments

Each stakeholder engagement revealed:

1. We need a new jail as soon possible.
2. Detainees and staff both deserve a safe and humane environment.

These two key takeaways, combined with secondary priorities between user groups (wrap around services, employee retention, jail flexibility for COVID isolation and facility improvements, and future technological capabilities) resulted from gathering, analyzing, and documenting stakeholders questions, comments, or concerns throughout the entire engagement process.

There is still significant work to be done in finalizing the best solutions for the Fulton County Jail. However, the feasibility study and its engagement process established credible data and feedback to help determine the best path forward for the County. Engaging stakeholders in this potentially controversial conversation was handled with respect and equal consideration of all stakeholders' points of view. The stakeholders were thoughtfully selected, and the meetings were carefully formatted. Meetings were hosted at times and frequencies that were convenient for the participants. And finally, feedback was collected and documented to accurately reflect the sentiments of those involved in the engagement process.

The Fulton County Jail Feasibility Study project team recognized the importance of stakeholder engagement and implemented an open, inclusive, and transparent process. The team's suggestions point towards continued engagement with stakeholders throughout any improvement process and final decisions.



TRACK 2

JUSTICE SYSTEM ANALYSIS FORECAST

TABLE OF CONTENTS

Track 2 Overview:

The feasibility of the current jail or any potential future jail is contingent on the size of the jail population. The project team closely studied the key factors impacting the average daily jail population in Fulton County, tracking data on the number of bookings, severity of charges, average length of stay, and more. Additionally, the project team evaluated the impact of the COVID-19 pandemic and Fulton County’s ongoing efforts to improve the speed of case processing and expand alternatives to incarceration through deflection and diversion. Based on all these factors, the project team built a range of different models to forecast the jail population in Fulton County for the next 15 years (Year 2037) and 25 years (Year 2047). The process of developing these forecasts as well as the results and takeaways are captured in Track 2.

	TRACK 0:	PREFACE Project Team, Vision, & Goals Project Schedule Executive Summary
	TRACK 1:	INTERNAL & EXTERNAL STAKEHOLDER ENGAGEMENT Stakeholder Engagement
	TRACK 2:	JUSTICE SYSTEM ANALYSIS FORECAST Population Data Analysis & Forecasts.....3
	TRACK 3:	EXISTING FACILITY & OPERATIONS ASSESSMENT Facility Assessment Healthcare Review & Assessment Jail Classification System Assessment Staffing & Operating Costs Assessment
	TRACK 4:	FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES TO INCARCERATION Operating Principles & Macro Architectural Space Program Alternatives to Incarceration & Means to Reduce the Jail Population
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POPULATION DATA ANALYSIS & FORECASTS



POPULATION DATA ANALYSIS & FORECASTS

Introduction

The Fulton County Jail is operated by the Fulton County Sheriff's Office in Atlanta, Georgia. The County is exploring replacing the existing facilities. As part of that effort, an analysis of the jail's current and historic population, coupled with the factors that impact that population, was conducted with the goal of developing a forecast for future bed needs. This report, prepared by the research team at Pulitzer Bogard & Associates, details the findings of that analysis.

While the primary goal of the analysis was to determine the projected bed need for the Fulton County jail system through the year 2047, it was important to also understand the future classification and treatment needs for the detainee population. This study should enable the County to make informed decisions regarding the future of the jail. The team's analysis culminated in a trio of forecasts of the future size of the population, reflecting both a continuation of current policies and practices as well as the impact of possible changes to the criminal justice system including opportunities for expanded deflection and diversion of people with mental health issues from jail.

Methodology

Five main tasks were undertaken in order to execute this study.

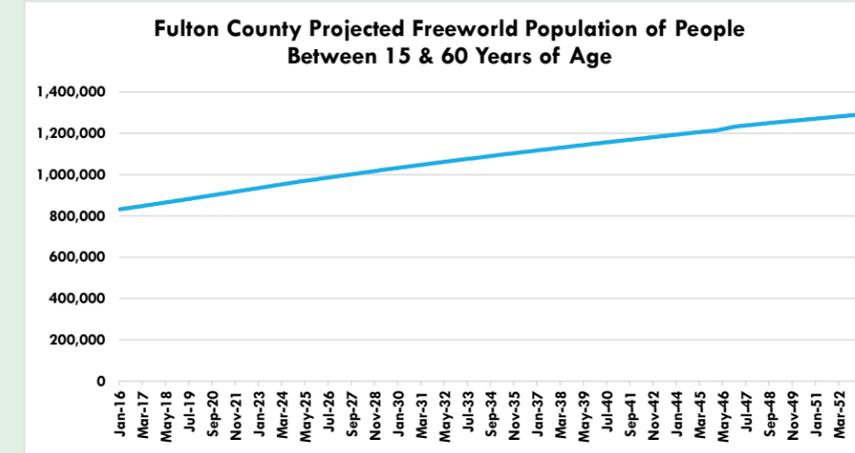
First, historical background and population-related information concerning both the county and the jail were analyzed, including past levels of jail admissions and length of stay.

Second, raw criminal court case processing data were obtained, spanning every case that existed during the time frame of the analysis. This information was combined with the jail population data in order to create several time series for analysis.

The third step of the analysis was to construct multiple comprehensive data extracts which included key information about every single individual held in the Fulton County Jail between January 1, 2016 and June 2022. This enabled the construction of a population profile over time to provide indications of changes within and among key aspects of the jail's population. In addition, macro-level population measures were regularly updated for the study through January 2023.

Fourth, the results of the statistical analyses

Figure 1. Fulton County Population Projection



were combined into multiple time series forecasts using Autoregressive Integrated Moving Average (ARIMA) methods.

Finally, findings and recommendations were developed based on all conversations, meetings, and analyses.

County Population, Crime, & Arrests

Prior to beginning a formal analysis of the actual jail and criminal justice system data, it is important to understand the context in which that system exists. The analysis begins with an examination of the projected population growth of Fulton County as a whole.

Figure 2. Metro Atlanta Population Projection

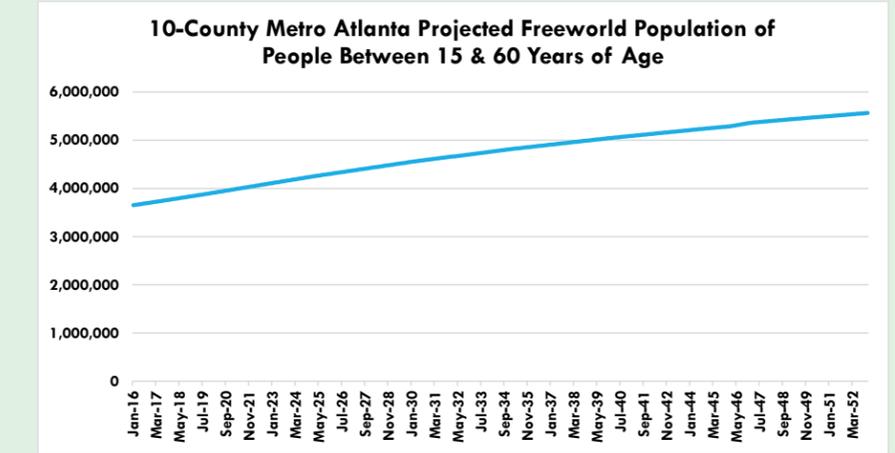


Figure 1 shows the State of Georgia's population forecast for people between the ages of 15 and 60 for the county.¹ This population is expected to be 39% larger in 2052 than it is currently. The population forecast number was cut this way because this age demographic is the population that will impact the jail and is a standard practice for jail forecasting. In a perfect world, the population estimates would have clear subdivisions between age 18 and age 60. However, the best numbers we could acquire span from the age of 15 to age 60. To clarify, the adult population in Fulton County in 2022 is estimated to be 920,635, while the full county population is estimated to be 1,105,574. In 2037, the 15

to 60 population is projected to be 1,117,609 and the full population is expected to be 1,290,360.

Not all people who come to the Fulton County Jail are in fact county residents. The analysis indicates that at any point in time, about 20% of the jail's population is comprised of individuals who are from outside of the county. Not surprisingly, the vast majority of these people have addresses in one of the neighboring counties. It is prudent to be aware of the overall growth of the surrounding area as well as the county itself. Figure 2 shows the combined projected population growth for people between the ages of 15

Footnotes
¹ <https://opb.georgia.gov/census-data/population-projections>

POPULATION DATA ANALYSIS & FORECASTS

and 60 years of age in the 10-county metro Atlanta area. In 2022, this population was estimated to be 4,043,689 while the full population was estimated to be 4,982,924. In 2037, the numbers are expected to be 4,909,215 and 5,819,113 respectively.

Another contextual factor that needs to be considered is the trend of reported crimes and arrests in Fulton County. Figure 3 provides the annual number of reported crimes between 2010 and 2020 according to the FBI's Crime Data Explorer tool.² It should be noted that the reported crimes statistic only includes those reported to the Atlanta Police Department and the Fulton County Police Department. The actual 'true' number of reported crimes is significantly higher. However, these two agencies represent a substantial portion of police activity within the county. The number of reported crimes has decreased each year since 2011, which is similar to trends witnessed in other large metropolitan areas. The most recent data is from 2020.

Figure 4 depicts the number of reported violent crimes in Fulton County. The trend is nearly identical to the total number of reported crimes, as well as property crimes, as noted in Figure 5.

In the end, the crime rate data for the forecasts was not used due to the incompleteness of the data as the data was only available through 2020, the methodological issues surrounding the crime data itself,³ and the time lag between the most recently available data and today.

Jail Population Analysis

Key measures that impact the Fulton County Jail's population were employed in a comprehensive set of analyses such as commitments (the number of people booked into the facility), average daily population (ADP), average length of stay (ALOS, a measure of how long, on average, detainees stay in custody), arrest offenses, and a profile of the detainee population to include mental health, substance abuse, 'long stay' detainees, and recidivism. Multiple sets of data extractions from the jail's information management system were obtained and analyzed. For the population profile analyses, the data typically ran from January 1, 2016 to Summer 2022. For macro-level analyses that directly impacted projections, data generally spanned the time between January 1, 2016, and the end of 2022.

Figure 3. Reported Crimes in Fulton County, 2010 - 2020

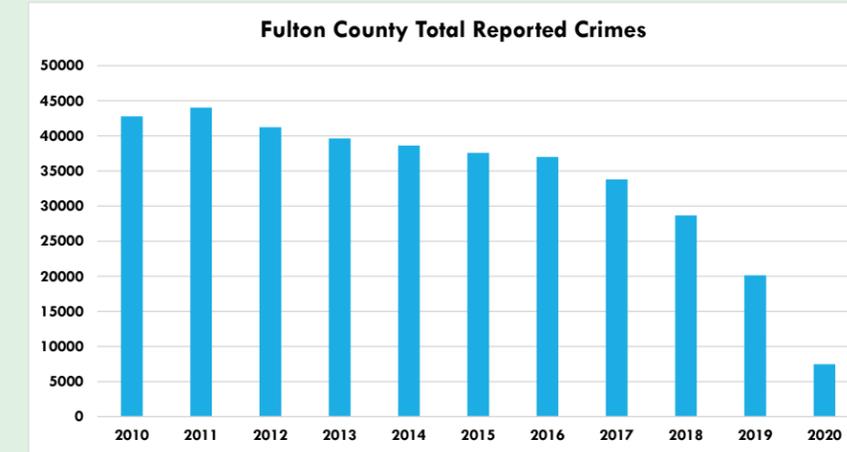


Figure 4. Reported Violent Crimes in Fulton County, 2010 - 2020

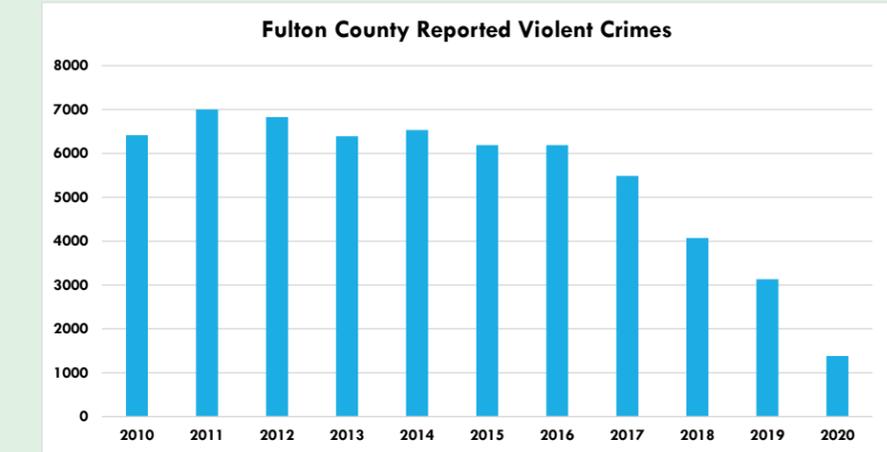
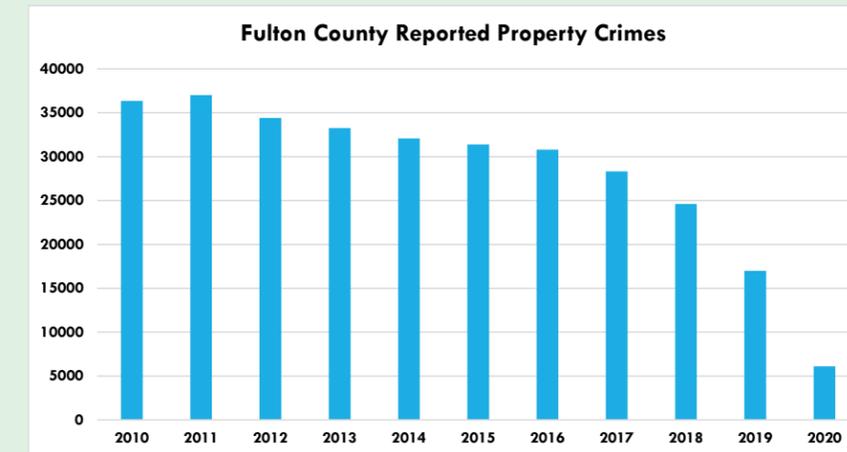


Figure 5. Reported Property Crimes in Fulton County, 2010 - 2020



Footnotes

² <https://crime-data-explorer.fr.cloud.gov/pages/explorer/crime/arrest>

³ For example, see <https://www.themarshallproject.org/2022/10/08/the-problem-with-the-fbi-s-missing-crime-data>

POPULATION DATA ANALYSIS & FORECASTS

Average Daily Population

The Fulton County Jail’s annual ADP from 2016 through the end of 2022 can be found in Figure 6. In a pattern that will become familiar to the reader of this report, stability has been noted between 2016 and the start of 2020, followed by significant growth in the last two years.

Figure 7 focuses on a monthly view of the jail’s population. Again, the jail’s population was relatively stable between 2016 and 2019. However, in Spring 2019 there is a significant spike in the jail’s population that continues through that summer. The population decreases a bit, until the first wave of the COVID-19 pandemic hits in Spring 2020, resulting in the population hitting its lowest point between April and July 2020. After the first wave of the pandemic, the jail’s population has increased at a steady and consistent rate, reaching 3,530 on an average daily basis in September 2022, and staying at or above that number through early February 2023.

Commitments

All jail populations are determined by two factors: how many people are booked into the jail and how long those people stay. Prior to the pandemic, Fulton County would book approximately 25,000 arrestees into the jail (some individuals on more than one occasion) each year. On an average daily basis, this comes out to just over 68 bookings per day. However, historically, the number of daily bookings has been significantly higher. As Figure 8 shows, between 1990 and 2012, the jail booked well over 100 people every day, with 141 being booked in 1997 and 1998. Beginning in 2013, the number declined significantly as the county reduced the number of misdemeanor bookings due to criminal justice policy changes.

Figure 9 focuses on a more recent view of jail bookings. Prior to the pandemic, the daily average number of bookings is quite stable at around 70 per day. Not surprisingly, the number drops significantly due to the pandemic’s onset in 2020. There is a rebound in 2021 of just over 10%, followed by a slightly higher rebound in 2022 of 12%. However, bookings are still not back to the levels of 2019.

Figure 6. Fulton County Annual Jail ADP, 2016 - 2022

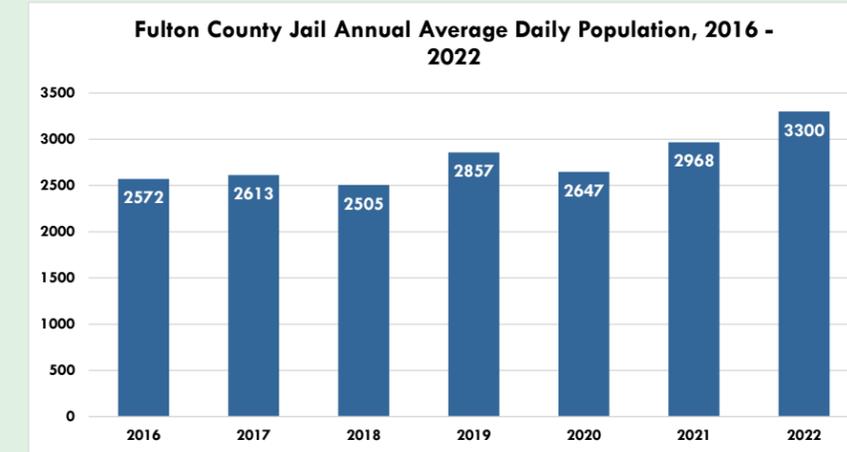


Figure 7. Fulton County Monthly Jail ADP

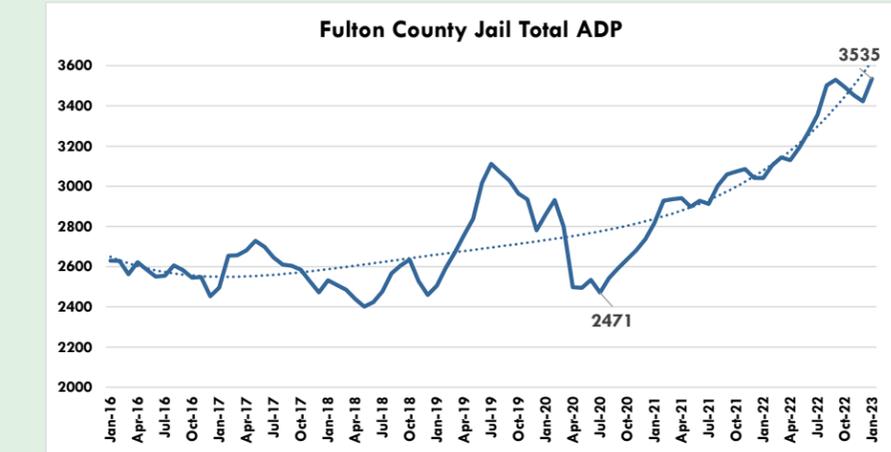


Figure 8. Annual Daily Average Bookings, 1990 - 2022

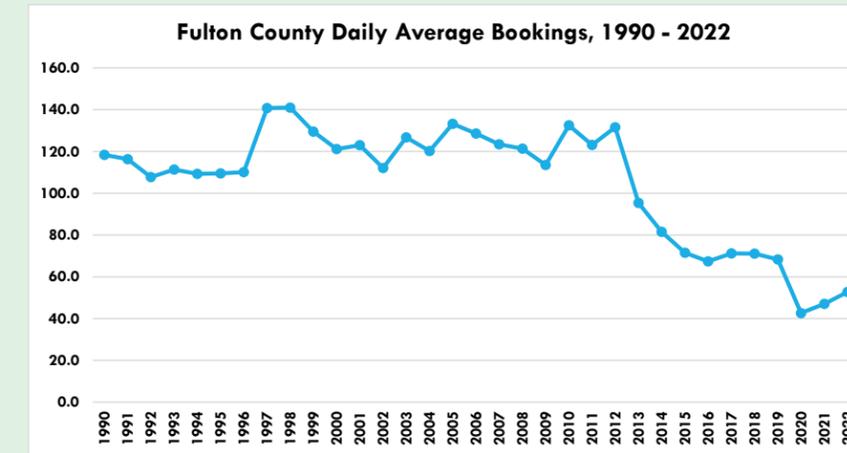
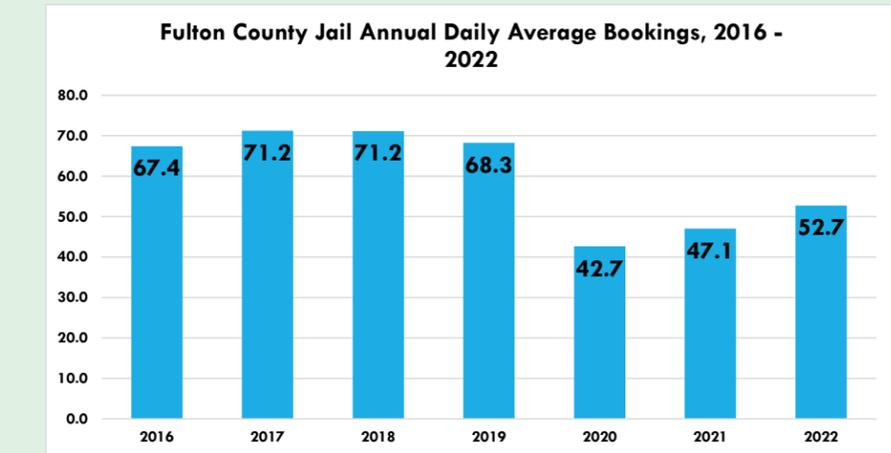


Figure 9. Annual Daily Average Bookings, 2016 - 2022



POPULATION DATA ANALYSIS & FORECASTS

A monthly depiction of the total commitment data between 2016 and January 2023 is provided in Figure 10. The monthly data echo the annual data, with a stable period, followed by the impact of the pandemic, and a steady rise in bookings.

To demonstrate the relationship between ADP and bookings, the two trends are plotted together in Figure 11. Despite the stability of the bookings trend, the ADP rises in 2019. Both trends decrease significantly with the onset of COVID-19 in the first half of 2020. Subsequently, both trends show an increase, with the ADP increase outpacing the increase in bookings.

Commitments By Charge

The research team also examined what the offense was that necessitated each booking during the time period of the analysis. Because most people are booked with more than one offense, in order to make comprehending the nature of the offenses involved across the population easier, it is necessary to determine what was each person’s most serious offense. The data extracts contained every single charge for every single detainee held during the time span of the analysis. These extracts were analyzed, and the

charge information reclassified into multiple categories. This helped to construct a further reclassification to develop the most serious charge for each detainee. The categories used to make the final determination are presented in order of seriousness:

- Violent
- Sex Offenses
- Offenses vs. People
- Weapons
- Burglary
- Theft/Fraud
- Drugs
- Offenses Against the Administration of Government
- DUI
- Public Order
- Other
- Alcohol
- Traffic
- Probation Violation
- Hold/Writ

‘Offenses vs. People’ is defined as crimes such as neglect, endangerment, corruption of minors, harassment, etc. ‘Offenses Against the Administration of Government’ is defined as crimes such as Failures to Appear in Court or Resisting Arrest. ‘Public Order’ offenses include things like Vandalism, Trespassing or Disorderly Conduct. Using the information collected from the large data extract, when a detainee has multiple charges, a primary charge category is assigned according to

Figure 10. Daily Average Bookings, 2016 - 2022

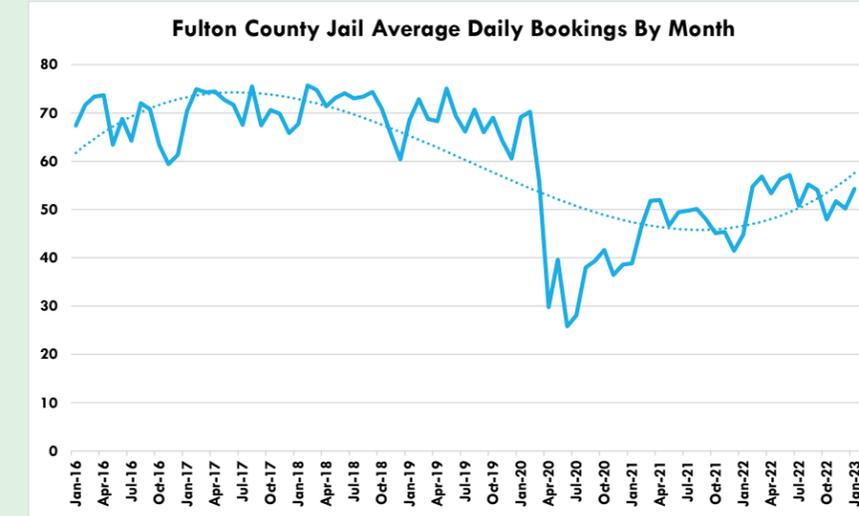
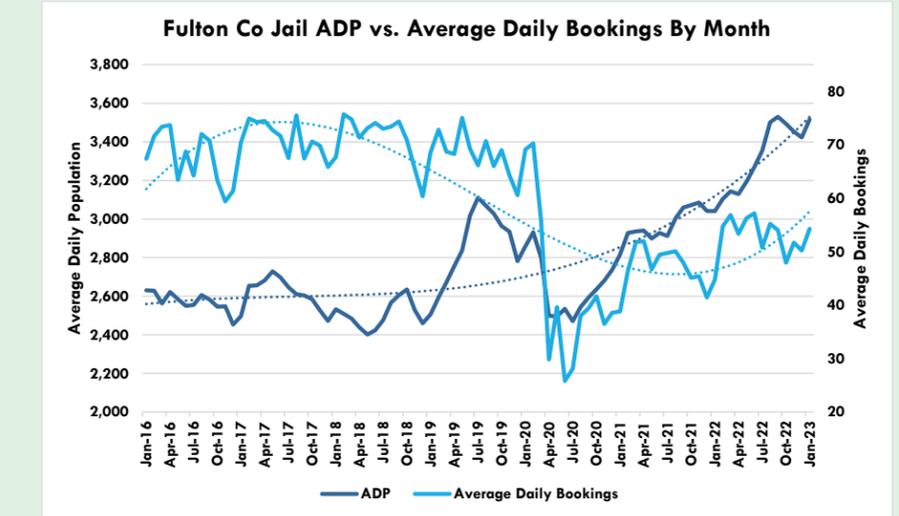


Figure 11. Monthly Bookings vs. ADP, 2016 - 2022



the categories above. The priority listing is premised on the most serious offense having the highest priority. For example, if a detainee were charged with a DUI and a violent offense, the primary charge category for that particular detainee would be violent. In addition, any felony charge will supersede a misdemeanor charge. For instance, a person with a misdemeanor assault (a violent charge) and a felony public order offense, would have a most serious charge category of ‘Felony Public Order.’

POPULATION DATA ANALYSIS & FORECASTS

Table 1 breaks down the Fulton bookings by most serious charge and is sorted by the values for 2022. While it is not surprising to see that the top charge category for booking is comprised of violent felonies (murder, aggravated assault, rape, etc.), it is surprising to see that the proportion of violent misdemeanors is a very close second. Generally, this group is found to be somewhere toward the middle of the list. Notable is the proportion of violent offense bookings that has increased over time, implying that the proportion of some offense categories must decrease, such as traffic offense bookings and misdemeanor drug bookings. In addition, the proportion of probation violations shows a decrease in the table. This decrease reflects the fact that probation violations stopped being recorded at booking in Spring 2021.

Average Length of Stay

While bookings are one half of the equation for determining a jail's population, the remaining half of the equation is how long those committed to the facility remain in custody. The average length of stay (ALOS) is the total number of days, on average, that the jail's population is held from booking into the jail until release. For the present analysis, ALOS was calculated simply by

averaging how long each individual released during a given time period actually stayed in custody. A lower ALOS will help keep a jail's ADP from growing, while an increase in ALOS will put pressure on the ADP to grow.

There is a lack of a national ALOS standard because there are many factors that influence ALOS (e.g., if there is a separate booking facility or 36-hour holding facility, the maximum length of time a detainee can be sentenced locally, and if there are separate pretrial and post-trial facilities). Generally speaking, for large urban jails, prior to the pandemic, an ALOS of 25 days is regarded as good. However, after the pandemic, ALOS numbers have increased nationally. The result is that it is even more difficult now to fairly evaluate different operations against each other for the purposes of benchmarking.

Prior to the pandemic, compared to several large urban jails in the country, the ALOS for the Fulton County Jail was longer than expected when measured by both the mean and the median averages. The annual mean ALOS typically ranged from just over 26.6 days (September 2018) to 49.3 days (September 2019). Figure 12 shows the annual mean ALOS. The ALOS is stable between 2016 and

Table 1. Bookings by Most Serious Offense

	2016	2017	2018	2019	2020	2021	2022
Violent Felony	12.0%	10.9%	10.7%	12.5%	16.8%	18.0%	17.8%
Violent Misd	11.1%	11.1%	11.3%	12.9%	16.3%	16.0%	15.8%
Drugs Felony	8.8%	10.3%	10.1%	9.2%	9.7%	10.7%	10.2%
Theft/Fraud Felony	8.3%	8.4%	8.5%	9.1%	8.5%	9.0%	9.1%
Weapons Felony	4.1%	4.5%	5.2%	5.3%	7.4%	9.3%	8.9%
All Else	7.3%	6.5%	6.3%	6.5%	6.0%	5.8%	5.7%
Public Order Misd	5.5%	5.8%	6.1%	6.2%	4.3%	4.4%	5.3%
Burglary Felony	3.4%	2.9%	3.2%	3.3%	3.6%	3.9%	4.7%
Offenses vs Government Felony	5.1%	5.5%	6.0%	6.7%	6.8%	4.9%	4.6%
Theft/Fraud Misd	6.3%	6.3%	5.9%	5.7%	3.3%	3.2%	3.7%
Public Order Felony	1.4%	1.6%	1.5%	1.9%	3.3%	3.1%	3.0%
Offenses vs Government Misd	3.7%	3.5%	3.4%	3.1%	2.0%	2.2%	2.9%
Hold	4.3%	2.7%	4.3%	4.5%	2.1%	2.2%	2.7%
DUI Misd	1.8%	2.1%	1.9%	1.8%	1.4%	2.7%	2.7%
Traffic	5.4%	6.2%	5.4%	3.4%	1.1%	1.6%	1.6%
Drugs Misd	4.4%	5.2%	2.5%	2.0%	0.9%	0.9%	1.3%
Probation Violation Felony	6.9%	6.6%	7.7%	6.1%	6.5%	2.1%	0.1%
Total	100%						

POPULATION DATA ANALYSIS & FORECASTS

2018, with an 18% increase in 2019 (recall in our discussion of bookings that there is a rise in ADP in 2019 that did not correspond to bookings). The pandemic impacted the jail's ALOS in two main ways: First, the increase in ALOS is due to the fact that the criminal justice system reduced the number of individuals detained with more minor offenses. This has the effect of keeping proportionally more longer-staying individuals in custody, increasing the ALOS. Second, the criminal justice system as a whole was disrupted by the day to day realities of the pandemic, leading to longer case processing times, and as a result, longer jail stays. It is important to note that these statistics go through early 2023. The bottom-line takeaway is that the jail mean ALOS in 2022 is over 50% higher than it was in 2019.

In general, a better measure of the central tendency for the ALOS of a jail is to use the median average (the midpoint of the data). A typical detainee will stay for a time significantly shorter than the mean average, which tends to be impacted by the presence and release of longer-staying detainees. The data extract was used to calculate the median time individuals stayed in custody between 2016 and 2022 (Figure 13). The median represents the midpoint of the lengths of stay for every

person released in a given year. Typically, a median ALOS of between two and four days is expected for a county jail. Well-functioning and efficient criminal justice systems, all things being equal, generally have a median ALOS somewhere under three days. Fulton County historically was well above that number prior to the pandemic. However, in 2021, the median LOS was indeed under three days. The 2022 median number was under three days through the month of May, but by the latter half of September, the median number grew to 3.2 days for the year, roughly where it ended up when 2022 began. This means that the typical detainee is staying a bit longer than they were in 2021. This, coupled with the nearly 12% growth in bookings, explains the ADP increase in 2022.

Figure 14 examines the mean ALOS data from a monthly perspective. Clearly there is significant growth in ALOS, which explains the growth in the jail's population.

Figure 15 examines the monthly median ALOS for the jail. The pattern is very similar, with strong stability until the pandemic hits, followed by significant fluctuations within an overall increasing trend. The typical detainee now has a significantly higher length of time in custody than before 2020.

Figure 12. Annual Mean ALOS, 2016 - 2022

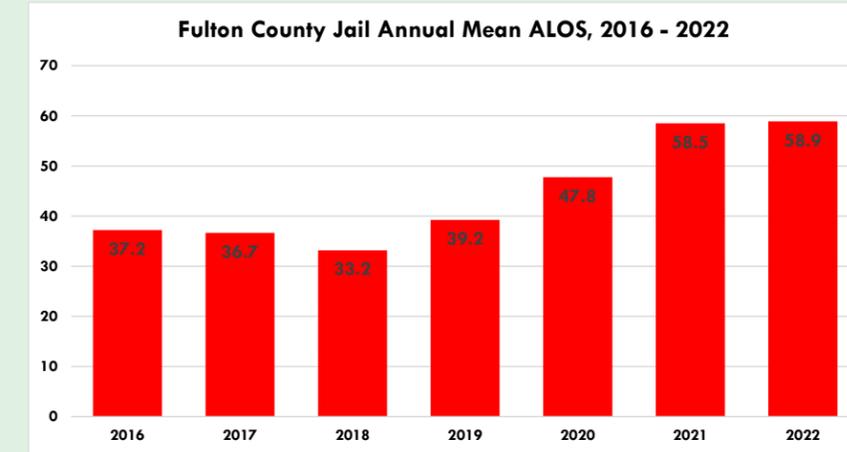


Figure 13. Annual Median ALOS, 2016 - 2022

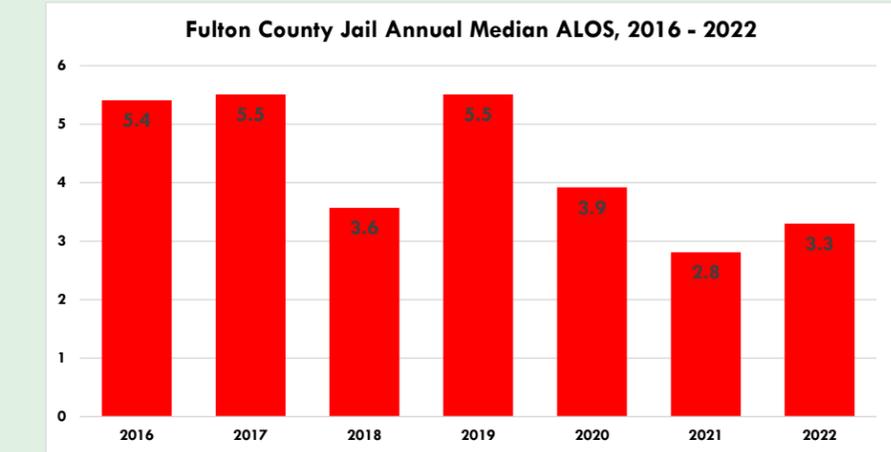


Figure 14. Monthly Mean ALOS, 2016 - 2022

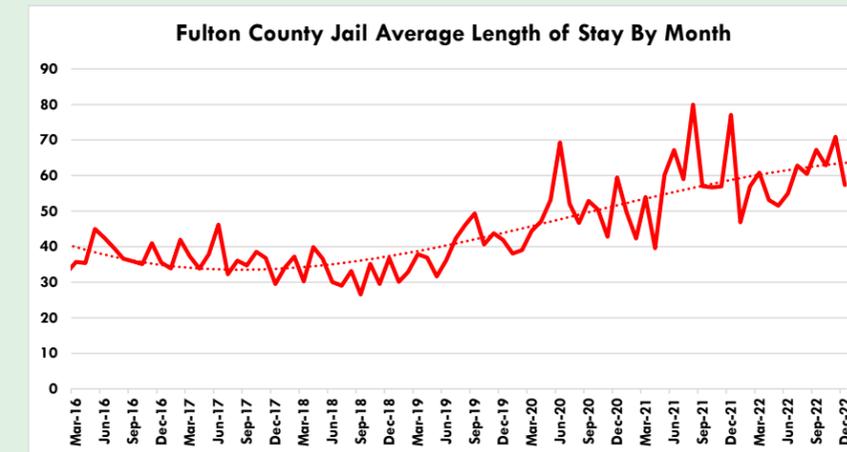
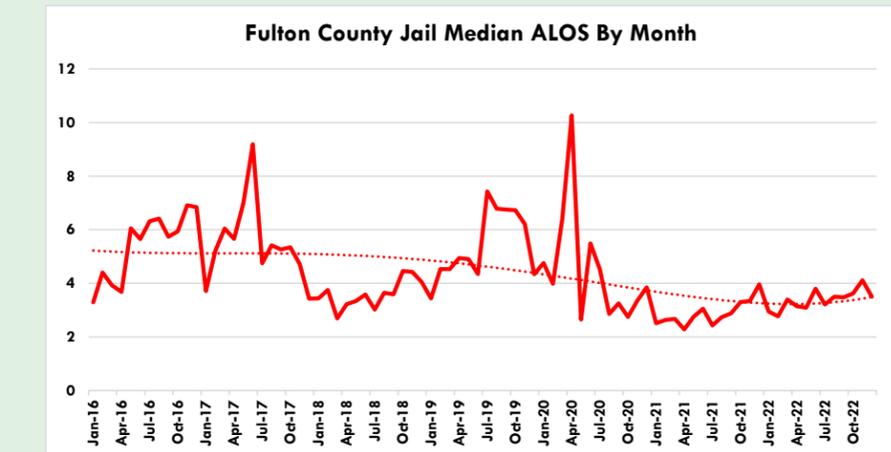


Figure 15. Monthly Median ALOS, 2016 - 2022



POPULATION DATA ANALYSIS & FORECASTS

Each detainee’s length of stay was averaged by the category of their most serious offense. Table 2 shows the ALOS by category for each year of the analysis, sorted by the proportion of each category in the population in 2021. Note that the more serious offenses naturally have the higher ALOS numbers. Some of the values, particularly for 2022, are impacted by relatively small sample sizes (such as the ‘Probation Violation Felony’ category which was discussed earlier).

In addition to the charge analysis, the ALOS was calculated by the overall charge level. It is interesting to note in Figure 16 how the misdemeanor ALOS has stayed stable during the time period of our analysis while the felony ALOS has increased significantly in 2021 and 2022. The fact that the majority of the jail’s population has felony charges explains the population growth at a general level.

Figure 17 compares the monthly mean ALOS against the jail’s ADP through the end of 2022. While the two trends are correlated for much of the time, a slight divergence is noted in 2022. The ADP continues to rise, while the increasing trend of the ALOS has flattened. Recall that the ALOS for 2022 was nearly identical to 2021.

Figure 18 takes the previous chart and adds the bookings time series to complete the picture. There are several relationships present on this chart that are important to understand. First, one should note the stable and steady state for all three trends between 2016 and 2018. Second, there is an increase in the ADP in 2019 due to the increase in ALOS. Third, the population begins to bounce back from the pandemic due to an increase in ALOS as well as an increase in bookings. By 2022, the population is increasing due to bookings, as ALOS has leveled off a bit.

Table 2. Median ALOS by Most Serious Charge, 2016 - 2022

	2016	2017	2018	2019	2020	2021	2022
Violent Felony	136.0	140.6	124.5	137.8	133.5	180.7	317.1
Weapons Felony	44.6	44.3	39.6	46.8	42.0	46.1	69.2
Burglary Felony	80.4	83.6	66.7	79.5	104.6	89.8	123.9
Theft/Fraud Felony	28.9	28.0	26.6	28.7	37.5	38.0	55.7
Drugs Felony	34.1	31.0	27.1	31.9	31.9	33.6	43.3
Offenses vs Government Felony	33.5	36.7	31.2	31.4	44.1	52.0	94.5
Probation Violation Felony	36.5	36.0	44.7	49.1	52.9	81.1	330.3
Violent Misd	10.2	11.0	10.0	11.5	10.7	10.1	15.7
Public Order Felony	36.6	46.5	35.7	29.7	41.3	66.2	89.2
Sex Offense Felony	104.0	88.5	75.7	88.5	89.4	138.6	165.0
Offenses vs People Felony	47.2	47.3	49.7	58.2	61.6	76.8	137.9
Public Order Misd	10.3	10.4	5.4	14.5	15.2	6.7	18.4
Parole Violation	33.5	38.3	39.0	47.0	50.5	44.5	61.3
Theft/Fraud Misd	10.6	11.5	8.6	10.5	15.6	8.7	20.7
Total	37.2	36.7	33.2	39.2	47.8	58.5	55.3

Figure 16. Annual Fulton County Jail Mean ALOS, 2016 - 2022

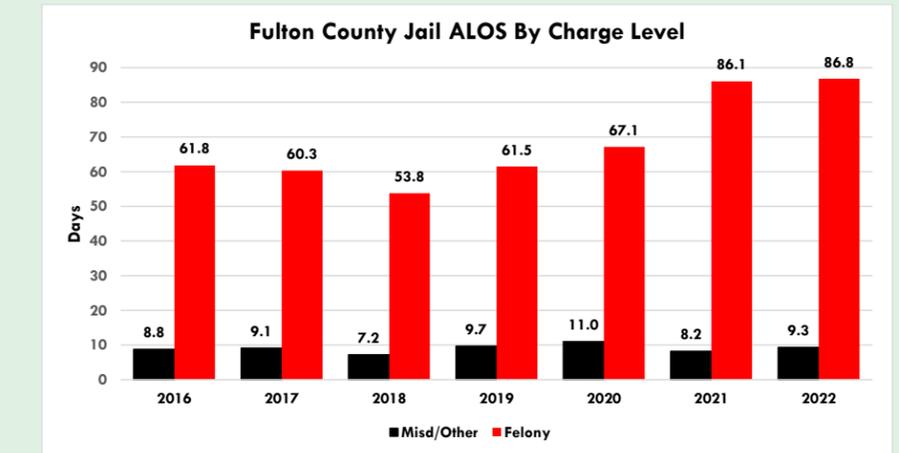


Figure 17. Monthly ALOS vs. ADP, 2016 - 2022

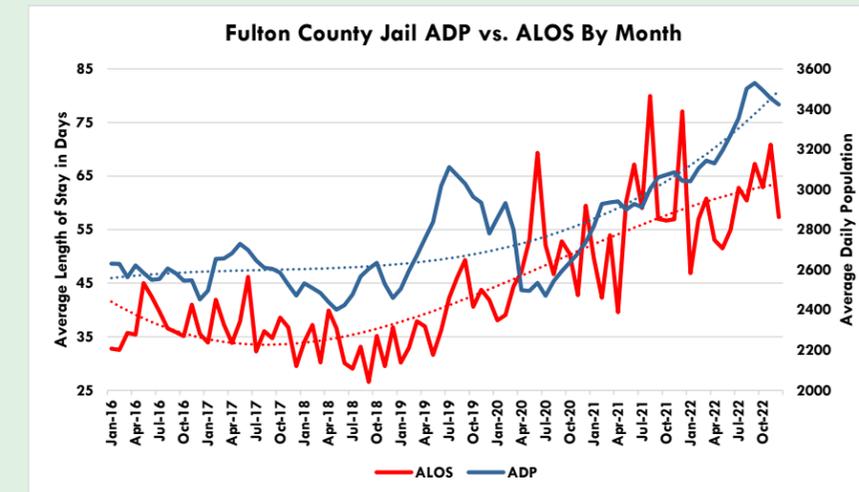
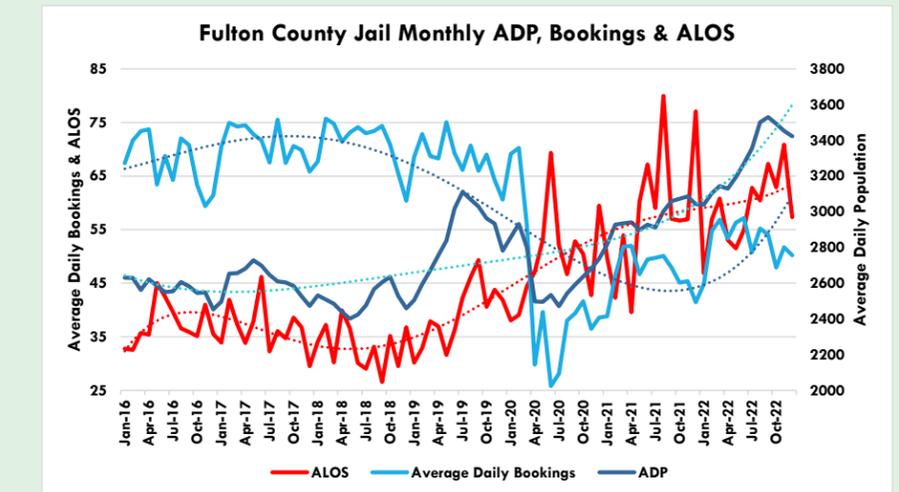


Figure 18. Monthly ADP, Bookings, and ALOS, 2016 - 2022



POPULATION DATA ANALYSIS & FORECASTS

The Fulton County Jail population story, as of January 2023, is reflective of the fact that the jail is booking nearly five extra people a day than in 2021, and while the mean average length of stay has flattened, the median (a better indicator of central tendency) points to the fact that the typical arrestee is being held a half day longer than last year. Those two facts together translate into a population that has increased over 11% from 2021 to 2022. Table 3 summarizes the ADP, ALOS, and Bookings between 2016 and 2022.

One of the interesting aspects of the Fulton County Jail data is the fact that the mean ALOS has significantly increased since 2019. Obviously, the pandemic impacted these numbers by the holding of people with more serious charges. People with more serious matters generally have longer lengths of stay, driving the ALOS higher over time. The dynamics of this may look like from the standpoint of the holding of ‘long stay’ detainees was also of interest. This notion was tested by tabulating the monthly number of people released with jail stays greater than 365 days. Table 4 shows the number of long stay releases, where 2022 is nearly identical to 2021, which is exactly in line with what the mean ALOS numbers are for those two years. The big takeaway is that a higher proportion

of released people had stays greater than a year.

Figure 19 shows the number of long-stay detainee releases on a monthly basis between 2015 and 2022. Looking closely at the right side of the chart, it is apparent that 2021 and 2022 represent a significant number of releases of long stay people.

Figure 20 graphs out the monthly proportion of all releases which are attributable to people who are long stay detainees. The time series is somewhat similar to what is observed with the raw numbers in the previous chart. Indeed, both charts show a reduction in the number and proportion of long stay releases in the first half of 2022, followed by an increase. The monthly ALOS numbers follow this pattern as well – the fewer long stay detainees being released means the ALOS will go down for any given month.

Table 3. Annual ADP, ALOS, and Bookings, 2016 - 2022

Year	ADP	Delta	Mean ALOS	Delta	Bookings	Avg Daily Bookings	Delta
2016	2572.0		37.2		24,677	67.4	
2017	2612.8	1.6%	36.7	-1.5%	26,005	71.2	5.7%
2018	2505.1	-4.1%	33.2	-9.5%	25,970	71.2	-0.1%
2019	2857.2	14.1%	39.2	18.2%	24,917	68.3	-4.1%
2020	2647.5	-7.3%	47.8	21.8%	15,615	42.7	-37.5%
2021	2968.4	12.1%	58.5	22.5%	17,176	47.1	10.3%
2022	3300.0	11.2%	58.9	0.6%	19,244	52.7	12.0%

Figure 19. Monthly Long Stay Detainee Releases, 2015 - 2022

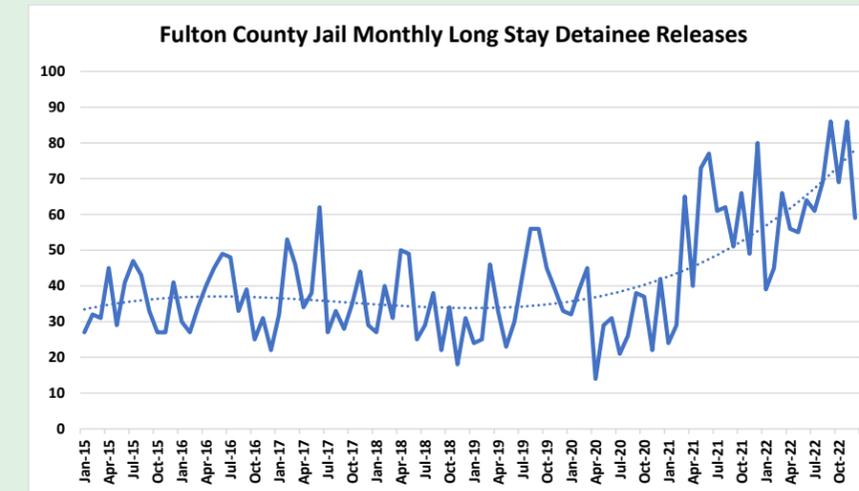
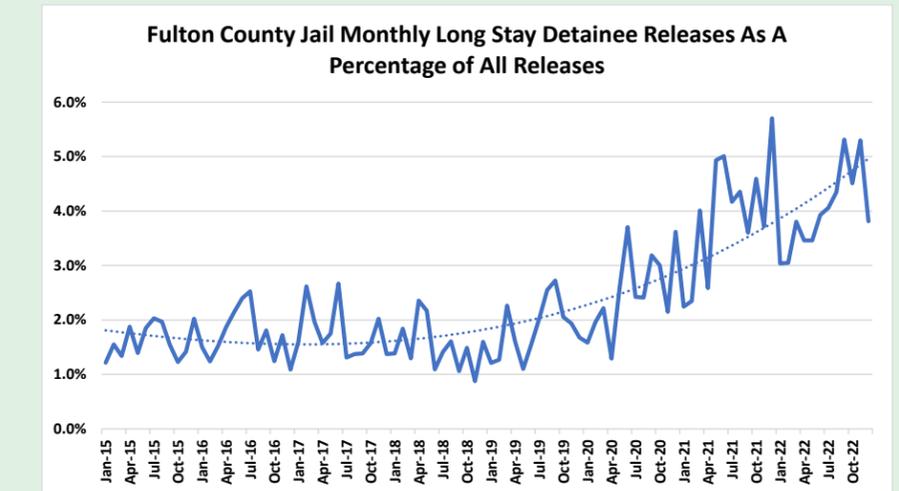


Table 4. Long Stay Releases as a Proportion of All Releases, 2015 - 2022

Year	Long Stay Releases	All Releases	%
2015	423	26,064	1.6%
2016	423	24,853	1.7%
2017	461	26,019	1.8%
2018	394	25,965	1.5%
2019	453	24,598	1.8%
2020	376	15,636	2.4%
2021	677	16,950	4.0%
2022	748	18,812	4.0%

Figure 20. Monthly Long Stay Detainee Releases as a Proportion of All Releases, 2015 - 2022



POPULATION DATA ANALYSIS & FORECASTS

Given the importance of long stay detainees to the ALOS numbers, the current and past facility population to learn more was examined next. First, a snapshot of the population was taken to see what the stay length proportions looked like. Figure 21 shows the results from January 20, 2023. Nearly one quarter of the population has been held 365 days or more and of those, 400 people (over 11% of the population) have been held for over two years. 233 people have been held over 1,000 days.

In order to see the trends, the daily population by length of custody was forensically reconstructed and the results aggregated into monthly averages. Thus, Figure 22 presents the ADP of the jail by length of stay groups through July 2022. The data comes from a complex reconstruction of the population over time (the numbers of people in the chart's categories are not recorded each day; the research team executed a forensic reconstruction of the data to develop this chart) and could not easily be updated to January 2023 like many of the population trends. Several important facts emerge about the population. First, when grouped in this manner, the population of long-stay people constitutes the largest cohort within the jail's population. Second, the long-stay group, as a

proportion of the overall population, significantly increased when the pandemic struck, and the proportion has stayed relatively high for over 18 months. Third, the proportion of shorter-stay people decreased with the start of the pandemic and has stayed steady ever since. Fourth, the proportions of people in the 31-to-100-day and 101-to-200-day groups have been increasing during 2022. If those people continue to stay in custody, this may feed an increase in the long-stay group in the future. Fortunately, there is also a decrease evident in the 201-to-365-day cohort, which may help offset that increase. The key to managing the future levels of the jail's population come from these four groups.

In order to provide a more in-depth picture of the long-stay people, Figure 23 was developed to depict the time series of the ADP of the long-stay individuals with stays between 365 and 1,000 days as well as those who have stays longer than 1,000 days. The number of the latter group has slowly risen to over 200 people during 2022, while the number in the former group rose significantly during the first six months of the pandemic and has risen a bit in the last year. Both time series are the product of a very time intensive forensic reconstruction of the daily data and run through August 2022.

Figure 21. Fulton County Jail Population by Length of Current Stay

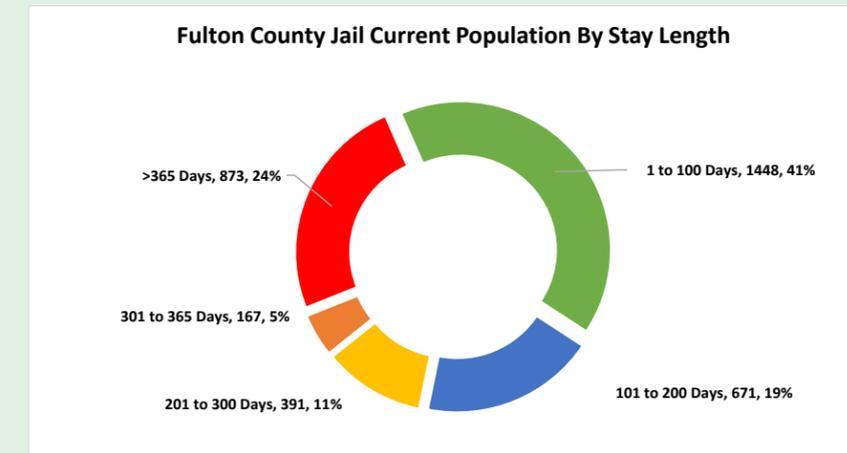


Figure 22. Fulton County Jail Population by Stay Length Groups, 2016 - 2022

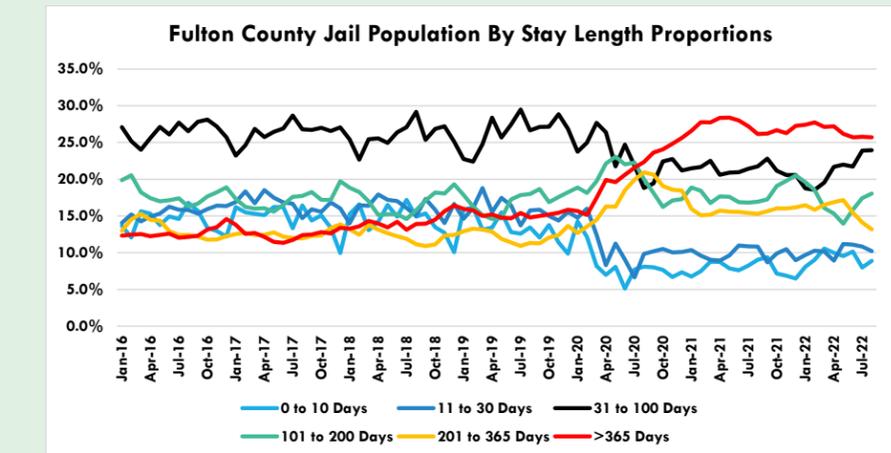
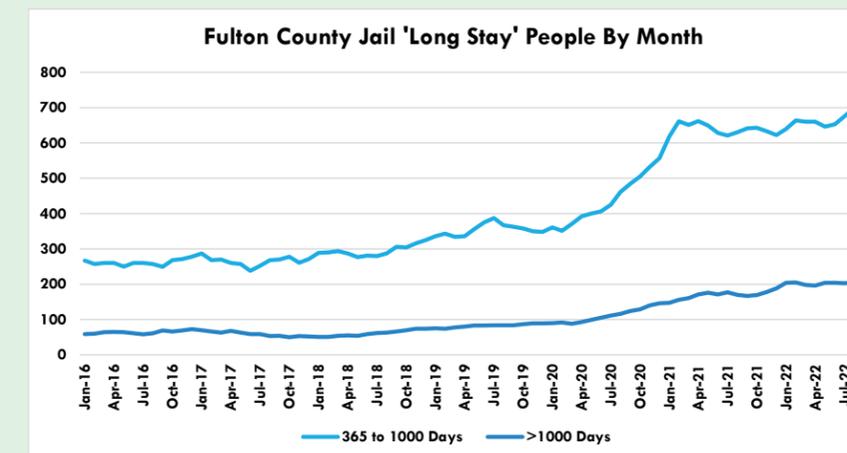


Figure 23. Fulton County Jail Long-Stay People by Month, 2016 - 2022



POPULATION DATA ANALYSIS & FORECASTS

The jail’s population is increasing due to the combined impact of a bookings increase and the fact that people are staying longer. A continuation of these two trends will translate into significantly higher populations in the near and long term.

Table 5 details the release reasons for the long stay population over time. Not surprisingly, the majority of such people are sent to state prison. It is important to note that the number of individuals released due to a nolle pross or decline to prosecute has increased in 2021 and 2022.

Population Profile

The profile of the Fulton County Jail was developed from a forensic reconstruction of each day covered by the main jail data extracts. The key statistics of interest were developed by calculating the total bed days consumed during the entire period of analysis and then converted into ADP figures.

Table 5. Release Reasons of Long Stay Population, 2016 - 2022

	2016	2017	2018	2019	2020	2021	2022	Total
Transferred to DOC	190	207	170	206	85	175	128	1,161
Time Served	44	53	51	59	72	120	72	471
Transfer to Another Agency	39	60	32	52	48	82	68	381
Surety Bond	4	8	9	14	25	77	41	178
Transfer to Program	42	50	40	45	39	43	38	297
Transferred to DOC, with Pending Charges	45	37	22	23	18	44	32	221
Nolle Prossed/Decline to Prosecute	8	7	4	12	14	26	21	92
Probation	5	5	14	7	4	8	6	49
Unsecured Judicial Pretrial Release Jail	0	0	0	0	0	4	3	7
Unsecured Judicial Release Jail	0	0	0	0	0	1	3	4
Release Order	2	4	3	1	9	3	5	27
All Other Reasons	44	28	46	30	62	91	23	324
Total	423	459	391	449	376	674	440	3,212

POPULATION DATA ANALYSIS & FORECASTS

Demographics

The reconstruction of the jail’s ADP between 2016 and 2022 is superior to single point in time snapshots, which may miss important fluctuations in parts of the population as time passes. The first component of the analysis was to examine the ADP by gender. As Figure 24 demonstrates, the percentage of women held on a daily basis has been fairly consistent in the last six years---at around 9% of the overall population. This is somewhat different and lower percentage-wise than what other jails across the country are experiencing, as female populations are growing proportionally.

This reconstruction also provides a historical examination of the proportions of detainees by race (Figure 25). The proportion of black people in the population has been remarkably steady over time.

Figure 26 presents the jail’s population by age group between 2016 and 2022, based on each person’s age at booking. In the last five years, nationally, a decrease in the proportion of detainees in their 20s has been observed, with a resulting increase in the proportion of detainees who are in their 30s and 40s. The Fulton population does not follow this pattern – the proportions are steady and may have implications for steady population growth in the future. Less growth is expected in those jurisdictions where the facility population is shifting older.

The steadiness of the age cohorts within the jail’s population is well-demonstrated by Figure 27. There is no shifting among these cohorts with time, something our research team has not encountered in the last 10 years.

Figure 24. Fulton County Jail Population by Gender

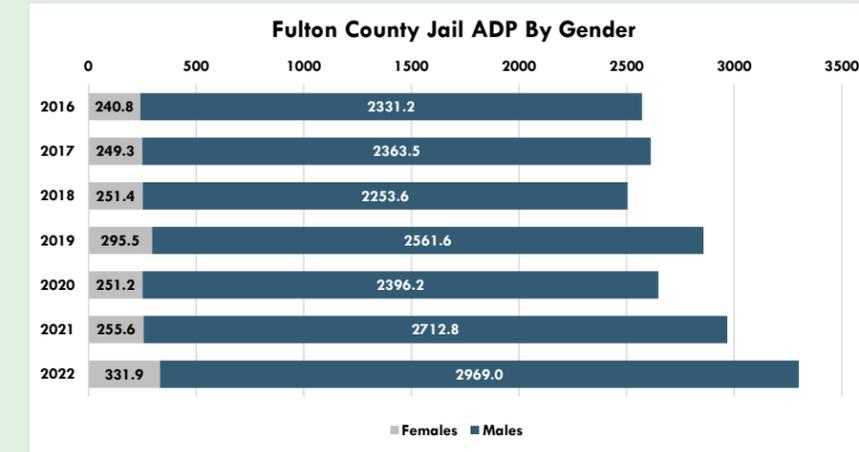


Figure 25. Fulton County Jail Population by Race

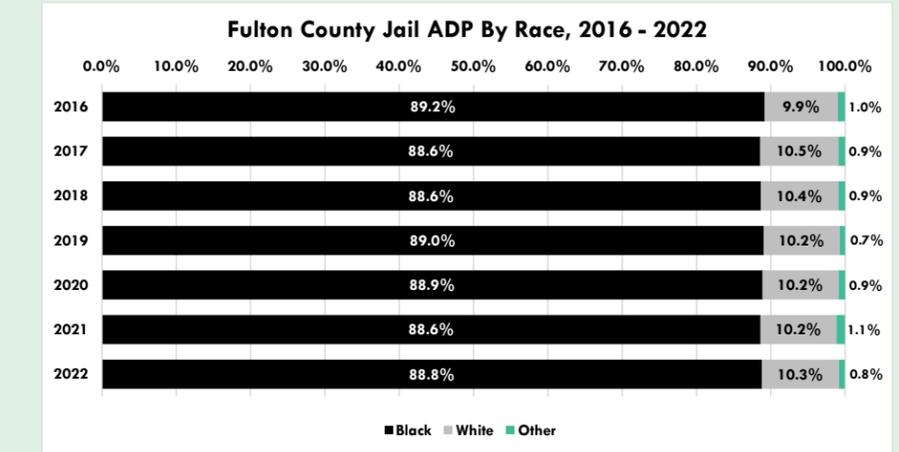


Figure 26. Fulton County Jail Population by Age Group

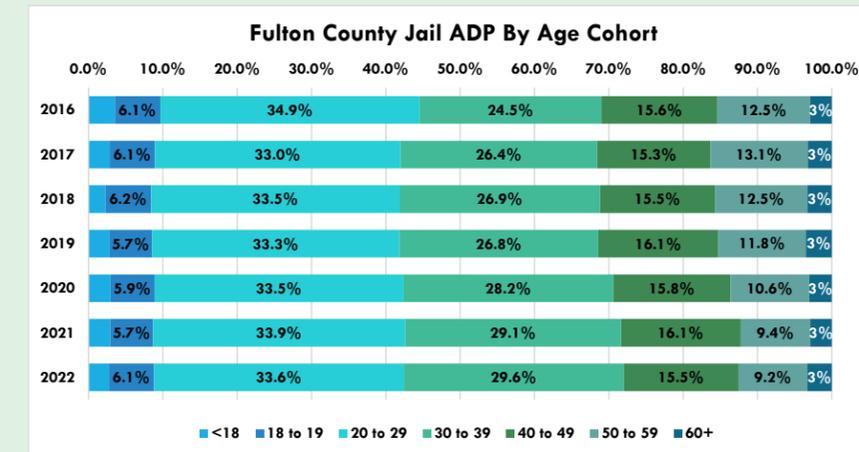
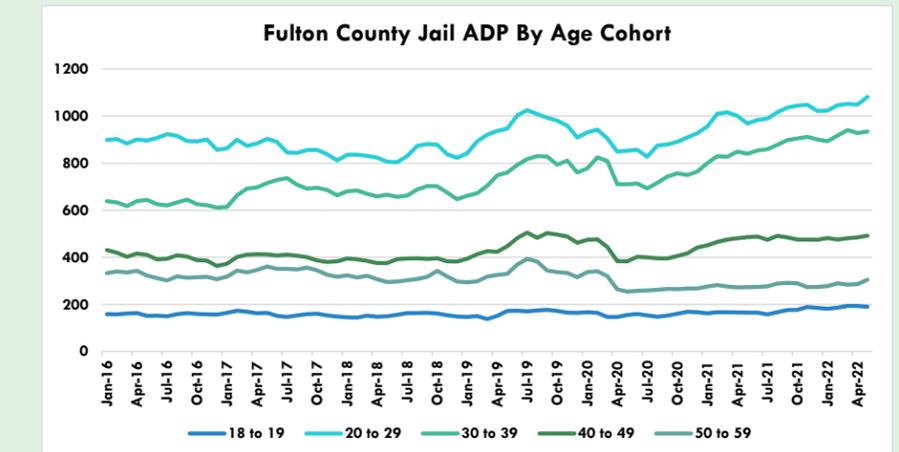


Figure 27. Monthly Fulton County Jail Population by Age Group



POPULATION DATA ANALYSIS & FORECASTS

Custody Classification and Case Status

The custody classification of the population was looked at in two ways. First, a one-day snapshot from August 27, 2022 was utilized (Figure 28). The majority of the population on this date fell into the medium and high/medium categories. Approximately one out of six people in the jail population did not have a classification level in the database. 82 of these 578 people had been booked in the last 72 hours.

The jail’s average daily population by security classification over time was reconstructed (Figures 29 - 31). With the exception of 2016, the security level of the population is fairly stable, particularly if the high/medium and medium classifications within the population are added together. Typically, this segment constitutes between 60% and 66% of the population, which is what is being seen in Fulton County.

Not surprisingly, females have a slightly larger proportion of the minimum custody category, while males have larger proportions in the close and high/medium categories.

Pretrial vs. Sentenced Populations

The majority of the Fulton County Jail population, as with nearly all local jails in the United States, is comprised of individuals who are awaiting disposition of their charges. With the help of Fulton County IT staff, a determination was made where 76.7% of the population on August 31, 2022 were deemed to be pretrial, which is what we would expect for a large jail.

Charges

The analysis of bookings and ALOS examined those numbers by the most serious charge category of the detainees involved. The same analysis was extended to the ADP of the jail over time (see Table 6, which is sorted by 2021 values). Given the bookings and ALOS numbers together, in addition to the public safety mission of the criminal justice system as a whole, it is not surprising to see that the largest group in the jail is comprised of violent felons. A decrease for drug felons and theft/fraud misdemeanants was noted.

Figure 28. Fulton County Jail Population by Custody Classification Level

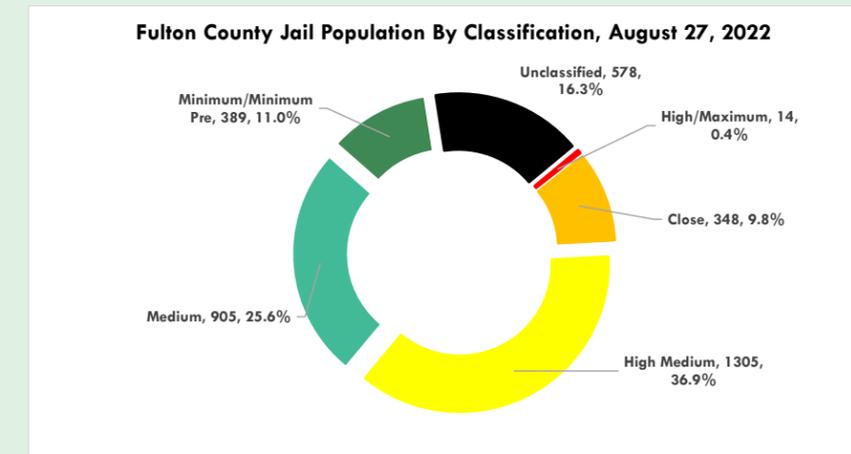


Figure 30. Fulton County Jail Female Custody Classification Level, 2016 - 2022

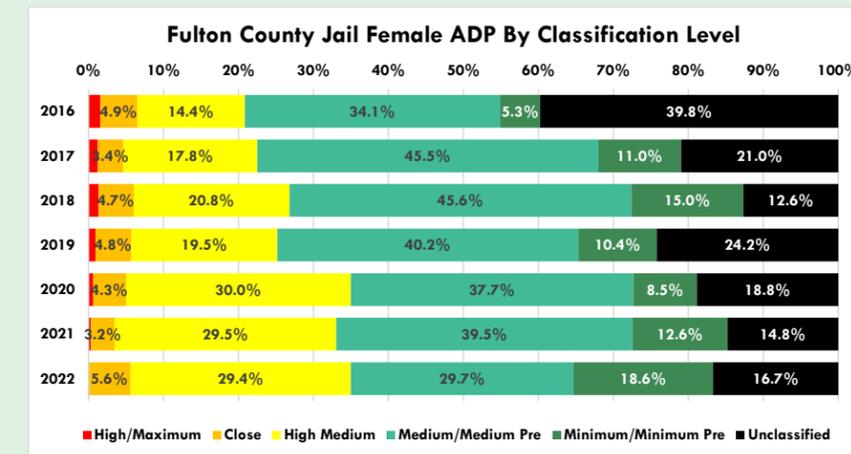


Figure 29. Fulton County Jail Population by Custody Classification Level, 2016 - 2022

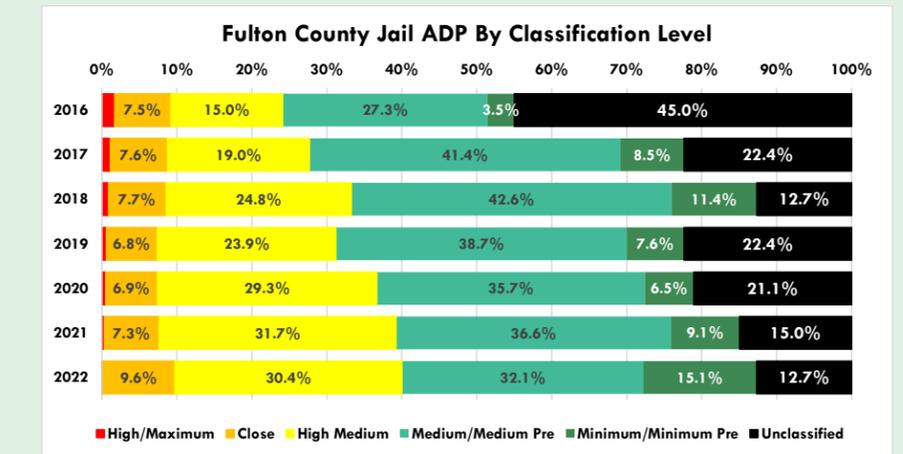


Figure 31. Fulton County Jail Male Custody Classification Level, 2016 - 2022

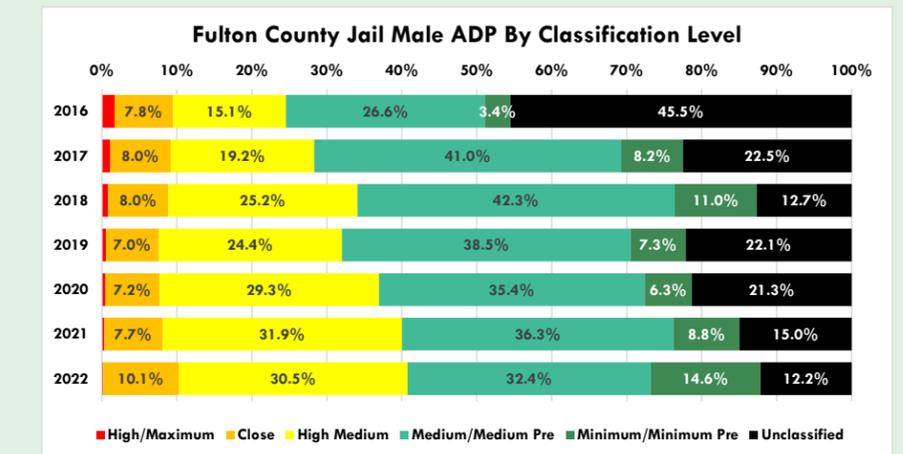


Table 6. Fulton-Responsible ADP by Most Serious Charge Category

	2016	2017	2018	2019	2020	2021	2022
Violent Felony	44.8%	42.5%	42.3%	43.9%	52.6%	57.6%	58.5%
Weapons Felony	4.9%	5.5%	5.7%	6.2%	6.1%	6.5%	6.0%
Burglary Felony	7.6%	6.1%	6.1%	6.3%	6.8%	5.8%	7.4%
Theft/Fraud Felony	6.6%	6.3%	6.4%	6.7%	5.0%	5.7%	6.2%
Drugs Felony	7.9%	9.0%	7.6%	7.2%	5.0%	5.1%	4.7%
Offenses vs Government Felony	4.7%	5.6%	5.7%	5.9%	5.4%	3.7%	3.1%
Probation Violation Felony	6.8%	6.8%	10.1%	7.0%	5.6%	3.0%	0.3%
Violent Misd	2.9%	3.3%	3.1%	3.7%	2.9%	2.6%	2.8%
Public Order Felony	1.5%	1.5%	1.6%	1.7%	2.5%	2.6%	2.7%
Sex Offense Felony	2.1%	2.3%	2.4%	2.2%	2.5%	2.4%	2.2%
Offenses vs People Felony	1.2%	1.6%	1.7%	1.4%	1.8%	2.1%	2.0%
Public Order Misd	1.5%	1.6%	1.1%	2.2%	0.8%	0.6%	1.2%
Parole Violation	1.4%	1.2%	1.0%	1.1%	0.8%	0.6%	0.5%
Theft/Fraud Misd	1.8%	1.9%	1.4%	1.6%	0.7%	0.6%	0.9%
Everything Else	4.4%	4.7%	3.7%	3.0%	1.5%	1.1%	1.4%

Figure 32 is important because it communicates that the vast majority of the jail population is at the felony level. After the pandemic, the proportion has increased.

Violent felons are the largest portion of the jail's population. Figure 33 shows the ADP for violent felons between 2016 and 2022. The population has been steadily increasing since mid-year 2018 and continues to grow today.

Figures 34 and 35 plot the violent felon ADP against bookings and ALOS, respectively. It is interesting to note that the ADP is fed

more by bookings than it is ALOS. In fact, the median LOS for violent felons has pretty much returned to what it was prior to the pandemic. The bookings trend, however, is slightly ahead of where it was immediately before the pandemic. This explains a big portion of the jail's growth. Booking more violent felons into the jail grows the jail's population because the LOS for people with these charges is longer than all of the other charge categories. The median LOS for the jail population as a whole is under four days, while the median for violent felons is around 40 days.

Figure 32. Fulton County Jail ADP by Charge Level, 2016 - 2022

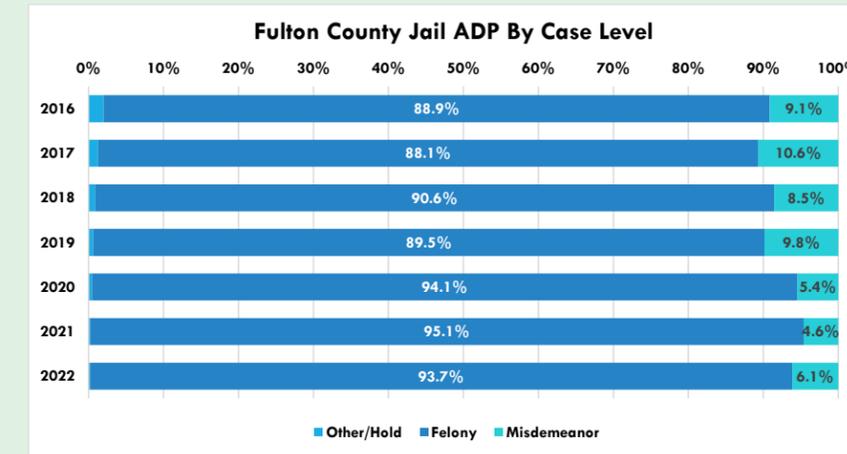


Figure 33. Violent Felon ADP

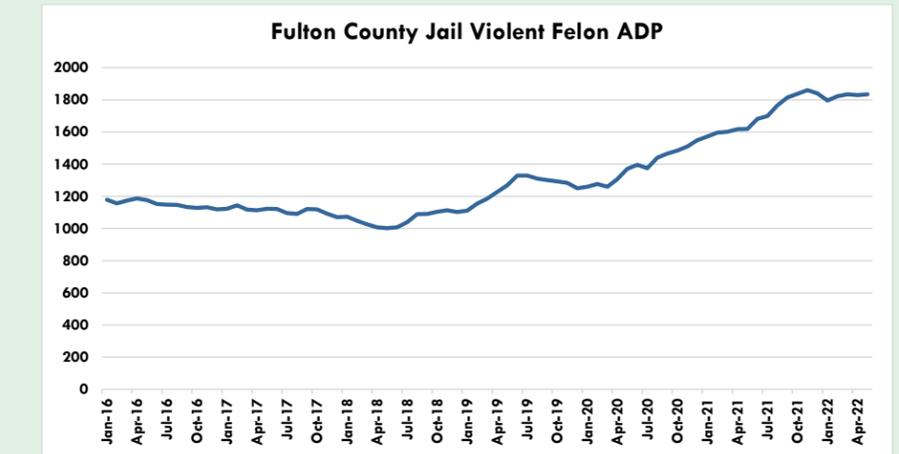


Figure 34. Violent Felon ADP vs. Bookings

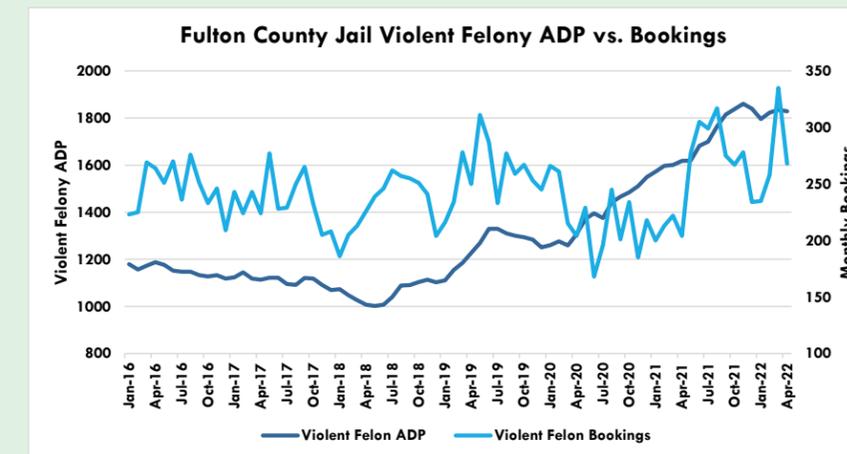
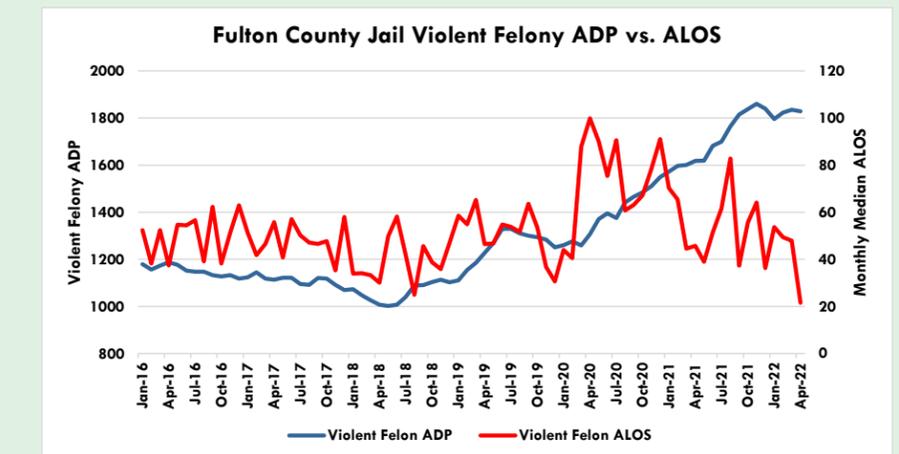


Figure 35. Violent Felon ADP vs. ALOS



POPULATION DATA ANALYSIS & FORECASTS

The second-largest component of the jail's population in 2021 (fourth largest so far in 2022) were people whose most serious charge is a felony weapons charge. Figure 36 shows the ADP for this group. In general, the population has increased during the time of this analysis.

Significant growth has been recorded in the last year and a half in the felony burglary population. Figure 37 shows this segment of the jail's population.

Figures 38 and 39 cover felony theft/fraud and felony drugs, respectively. The theft/fraud population has bounced back to 2019 levels. However, the felony drug population is well below what it was in the years prior to the pandemic. Between 2016 and 2019, felony drugs were the second largest component of the population, but that has changed significantly since the pandemic.

Figure 36. Felony Weapons ADP

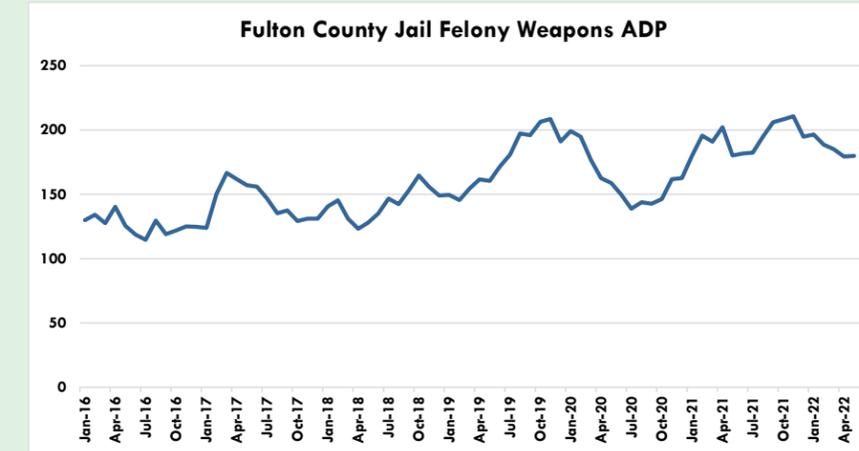


Figure 37. Felony Burglary ADP

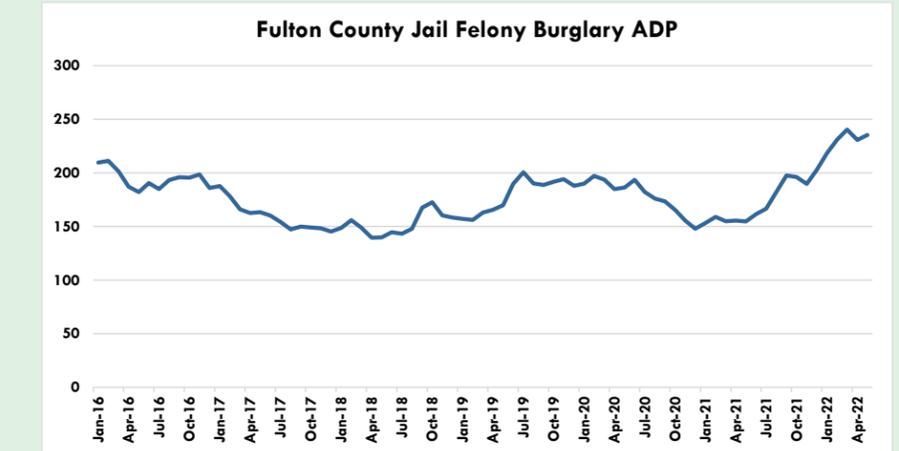


Figure 38. Felony Theft/Fraud ADP

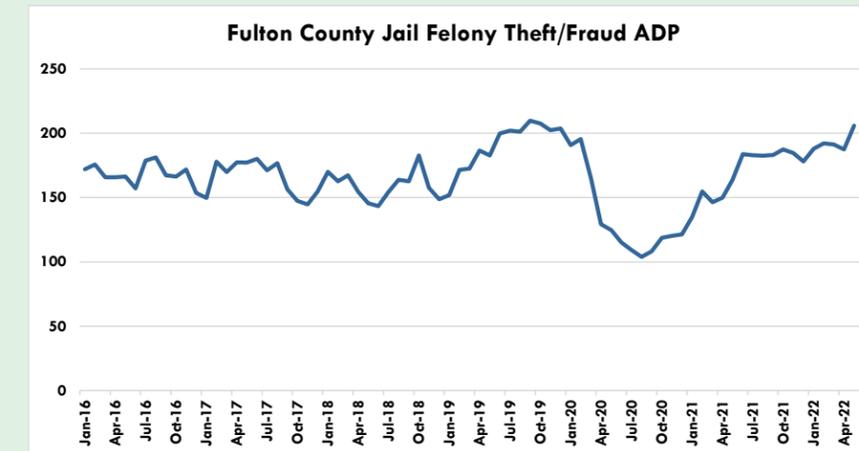
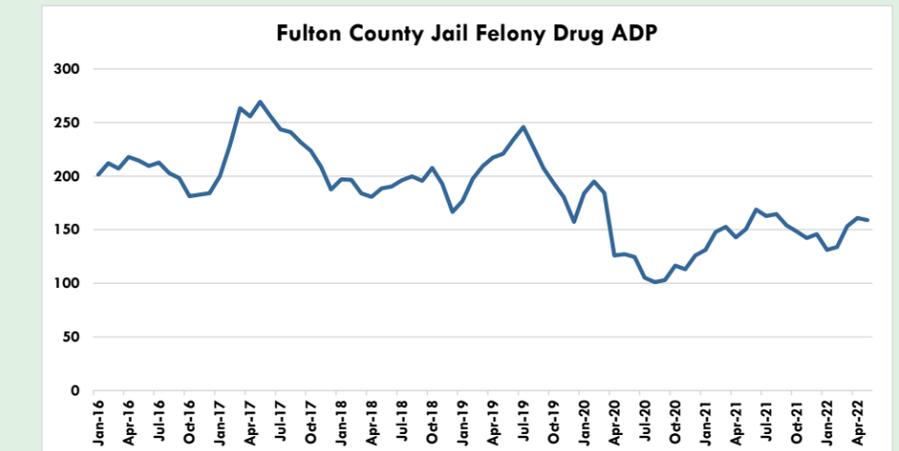


Figure 39. Felony Drug ADP



POPULATION DATA ANALYSIS & FORECASTS

Substance Abuse & Mental Health

The population of people within the jail who have mental health and/or chemical dependency diagnoses has been measured thanks to several large data extracts from the jail's health care provider, NaphCare. The main extract listed every single diagnosis (inclusive of medical, mental health, and substance abuse matters) for every single person within the jail's population between 2018 and 2022. The data extract behaved very much like freeform text, which required row by row manual coding and processing of tens of thousands of records. Fortunately, the NaphCare information contained fields that are shared with the jail's information management system. This enabled the team to construct a relational database and an estimate of the ADP of this important component of the population. Across the 4+ years analyzed, approximately 50% (with some variation from year to year) of all individuals in the population have some sort of mental health or substance abuse issue. Figure 40 provides an annual breakdown of the jail's population between 2018 and 2022.

Figure 41 removes the substance abuse component from the previous chart and provides the top-level coding for the

diagnosis. Thus, the data deals only with those who have mental health issues. A small portion of the jail's population has what the diagnostic information titled "Mental Health Issue." Meanwhile, individuals who had a diagnosis of schizophrenia or bipolar were coded as having a "Serious Mental Illness." Individuals who had diagnoses of any number of mental health disorders (such as Major Depressive Disorder, Oppositional Defiance Disorder, etc.) are grouped into the "Disorder" bucket. Overall, the mental health population proportion generally stayed above 40% for the past few years.

Figure 42 provides the monthly trend of the mental health population in the jail. There was a steady increase between 2018 and 2021. However, the population has leveled off and slightly declined between Spring 2021 and Summer 2022.

Figure 43 demonstrates that the decline can be clearly seen when one looks at the mental health population as a function of the overall jail ADP.

One reason for the small decline may be that the ALOS for people with mental health issues in the Fulton County Jail has slightly

Figure 40. Mental Health and Substance Abuse Proportions in the ADP, 2018 - 2022

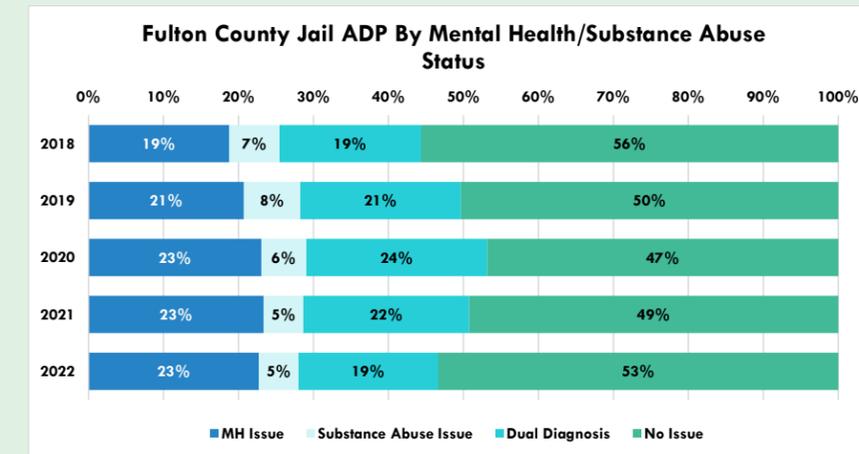


Figure 42. Fulton County Jail Mental Health ADP, 2018 - 2022

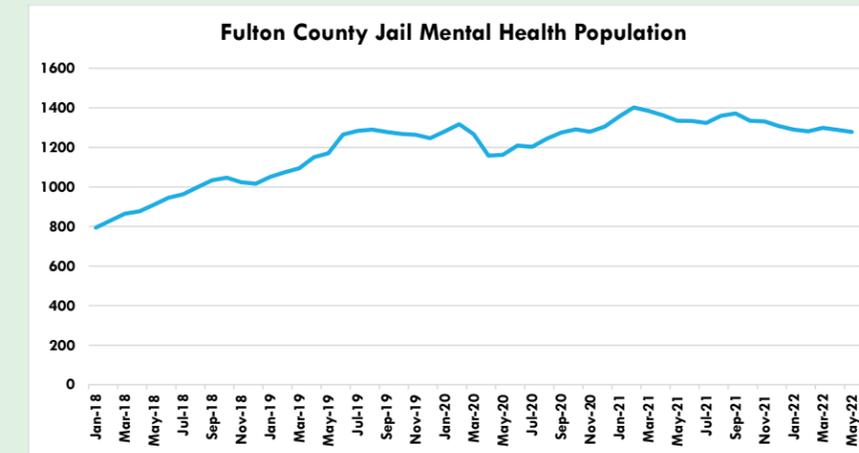


Figure 41. Fulton County Jail ADP by Mental Health Status, 2018 - 2022

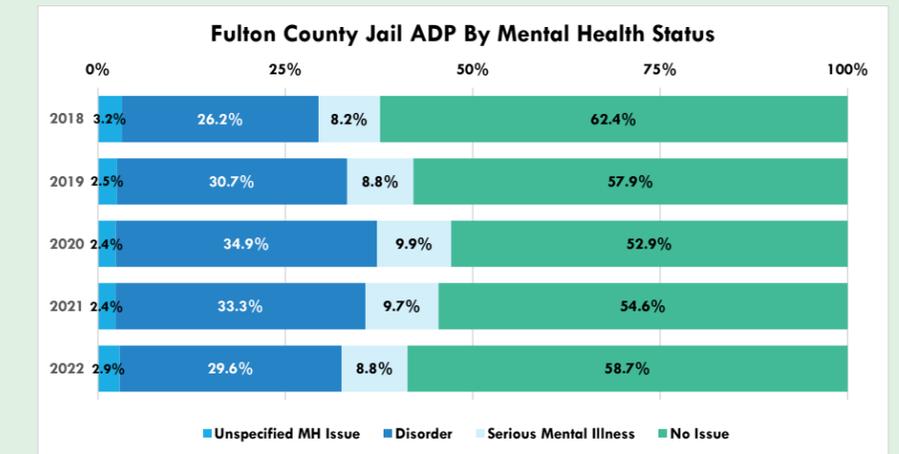
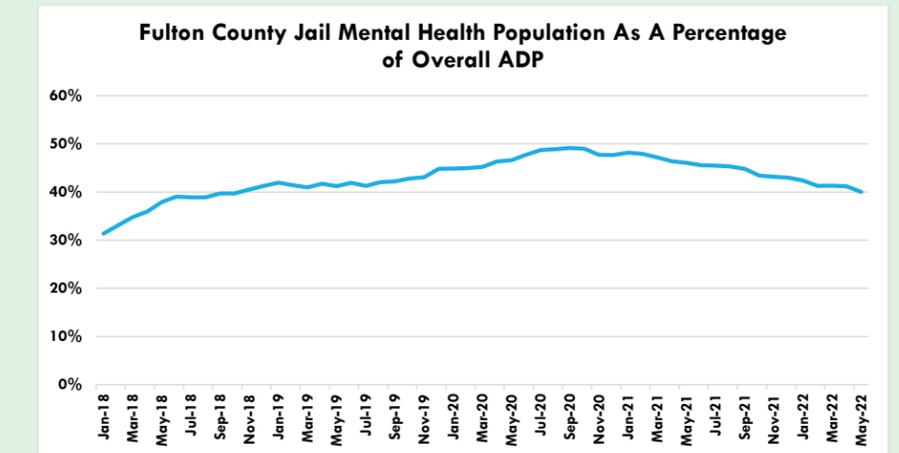


Figure 43. Fulton County Jail Mental Health ADP %, 2018 - 2022



POPULATION DATA ANALYSIS & FORECASTS

decreased in 2022. Table 7 shows the ALOS for the mental health population as well as the population as a whole. The ALOS for people with mental health issues is over three times the ALOS for people who do not have a mental health diagnosis.

NaphCare also supplied a monthly count of people who were receiving psychotropic medications. Figure 44 plots the two trends against each other. It is interesting to note that the decrease which is detected in the analysis of the raw data extract is not present in the psychotropic medication count. It is also noteworthy that the gap between the two trends has narrowed significantly in the last year.

Recidivism

The jail's data enabled an analysis of the frequency of repeat arrests/bookings to be performed. For each year of the analysis, we examined everyone who was booked (custody and non-custody) and then scanned the data for a subsequent booking. Table 8 provides a summary of this analysis. The 24,676 bookings in 2016 involved 20,732 unique people. Of those 20,732 people, 60.5% were not booked again in the next three years. That leaves 8,182 people

(39.5%) who at some point in the analysis (through August 2022) were booked at least one more time. A line has been drawn in the middle of the table for the purpose of showing the 'cut-off' for a three-year return rate. A number of the available studies in the literature report a three-year arrest rate. Above the line on the table is a complete three-year rate, while not enough time has passed to have the full three years indicated below the line.

The three-year 'Fulton-to-Fulton' re-book rate of around 39% is lower than national recidivism estimates (that lump prisons and jails together) which show 66% three-year arrest rates.⁴ One possible reason is that the high proportion of felony charges in the arrestee population in Fulton County reduces the recidivism calculation due to the exclusion of more minor/nuisance charges. The more significant consequences and lengths of stay for felony charges reduce the opportunity for re-bookings into the jail. To test this notion, recidivism rates for Fulton County in 2003 and 2004 were examined (back when the booking level was significantly higher than it is now) and while the re-booking/return percentages were slightly higher (43%), they were nowhere near the 66% number cited above. In all, three people

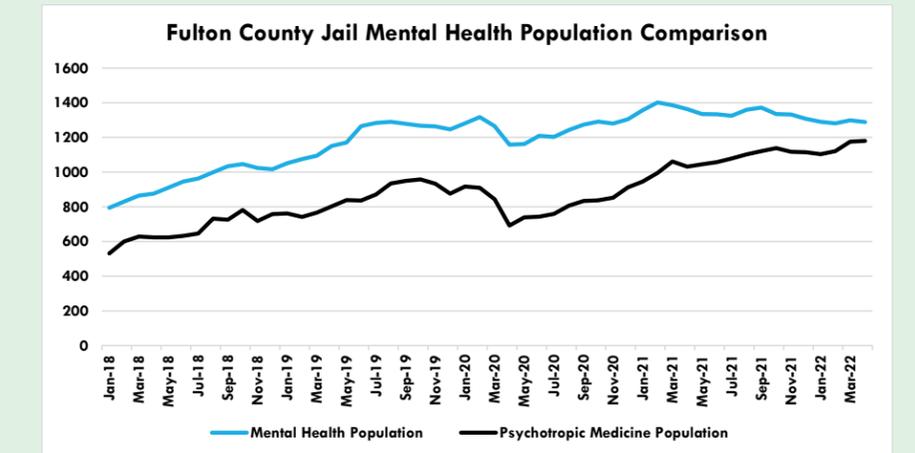
Table 7. Fulton County Jail ALOS: Mental Health vs. Other Detainees

Year	MH Issue	No Issue	Overall ALOS
2018	57.9	27.7	33.2
2019	76.6	29.8	39.2
2020	103.1	33.2	47.8
2021	148.8	38.5	58.5
2022	134.6	38.5	55.5

Table 8. Return Rates for Fulton County Bookings

Year	Total Bookings	People Booked	People Returned	3-Year Return Rate
2016	24,676	20,732	8,182	39.5%
2017	26,005	21,681	8,404	38.8%
2018	25,970	21,595	7,803	36.1%
2019	24,917	21,110	6,564	31.1%
2020	15,615	14,172	3,875	27.3%
2021	17,176	15,709	2,786	17.7%
2022	12,416	11,591	718	6.2%

Figure 44. Mental Health ADP vs. Psychotropic Medication Count, 2018 - 2022



Footnotes

⁴ Harvard Political Review, August 8, 2021.

POPULATION DATA ANALYSIS & FORECASTS

had been booked over 30 times, and the overall average number of bookings per person in the data was 1.7. This is lower than expected. The research team has regularly seen other jurisdictions in which people have been booked more than 50 times in a six-year period, and the average number of bookings per person hovers near 3.0.

Criminal Court Case Processing

The research team also mined the criminal court data to develop estimates of criminal court case processing. Case processing is often a critical predictor of length of stay in jails. Court systems that dispose of cases more quickly tend to have jail lengths of stay that are lower.

In order to provide context for the case processing analysis, the jail’s population was examined on August 31, 2022 to develop case/custody status statistics. It should be noted at the outset that this analysis was very much hampered by the business practices of the jail in terms of how probation violations are handled. The jail’s practice regarding probation violations has been to re-book individuals returning to custody on their original charge rather than on a discreet probation violation charge (as

the vast majority of jails do). This has significant implications for analyzing the jail’s population beyond the count of probation violators. Specifically, rebooking individuals in the jail’s information system brings back a host of information that makes analysis difficult at best, such as counting charges, arrest agency numbers, and case status of the people in question. The numbers we developed need to be viewed cautiously, as it is often difficult to tell a given person’s case status, particularly if they have multiple charges spanning multiple stays in the jail. It must also be noted that the jail is moving to correct the probation violation issue. That said, Table 9 conveys an estimate of the case status groups in the jail in late August 2022. Unsurprisingly, the largest segment of the population are Felony Unsentenced (70%). The percentage of the population that is sentenced is roughly 21%. It is understood that a number of probation violations (VOP) are rolled into that number. In addition, the definition of ‘sentenced’ means that the person in question has at least one charge that is sentenced. An overwhelming number of people in the jail may be sentenced on one or more charges yet have one or more additional charges that are unresolved. Nearly every single one of the 30 ‘Misdemeanor Sentenced’ people have matters

that are still open. There are comparatively few people who are purely sentenced to the Fulton County Jail. The proportion of people who are misdemeanants in the table is 7.6%, consistent with previous analysis of case level populations over time.

In Table 9, ‘Detainer’ refers to individuals in custody who have no outstanding Fulton County charges and are in custody solely because they are on hold for another jurisdiction. While there are many more than four people who are in county programs, these four had a custody status, coupled with charge dispositions, that indicated they are

in county programs. ‘Felony Sentence State Temp’ includes people who were sentenced to prison but have been called back to act as a witness, appeal their conviction, or face additional unresolved charges. ‘Felony VOP’ identifies people who are clearly labeled as such in the Odyssey system’s case status field. We know that a significant proportion of the sentenced population groups also have VOP individuals, but they are not labeled.

‘Felony Sentence State’ refers to people who are awaiting transfer to a state prison. In several jurisdictions, the number of people awaiting transfer to a state facility is a

possible opportunity to reduce the jail’s population. However, in Fulton County’s case, this population is managed quite effectively, as evidenced by having only 19 of these people in custody. The median time between sentencing and transfer to state custody is 27 days in 2022 (through August), a significant reduction from 40 days in 2018 (generally the median time for the last six years has been in the upper 30s range). As noted in Table 10, this population’s overall ALOS has increased while the number of releases has decreased. One possible explanation, in light of the analysis of long stay detainees, is that the number of releases has gone down

Table 9. Fulton County Jail Population by Custody/Case Status

Custody/Case Status Group	Total	Percentage
Detainer	11	0.3%
Felony Sentence County Program	4	0.1%
Felony Sentence State	19	0.5%
Felony Sentence State Temp	27	0.8%
Felony Sentenced	502	14.4%
Felony Unsentenced	2,440	70.0%
Felony VOP	179	5.1%
Misdemeanor Sentenced	30	0.9%
Misdemeanor Unsentenced	232	6.7%
Other	16	0.5%
Parole Violation	17	0.5%
Weekender	7	0.2%
Total	3,484	100.0%

Table 10. Fulton County Jail Transfers to State Prison

Year	Releases to State Prison	Average Daily Releases	ALOS
2016	1160	3.2	250.6
2017	917	2.5	252.9
2018	870	2.4	223.00
2019	955	2.6	251.6
2020	451	1.2	253.5
2021	379	1.0	420.9
2022	303	1.3	441.7

POPULATION DATA ANALYSIS & FORECASTS

because the number of unresolved cases has gone up. This would serve to explain both the ALOS increase as well as the reduction in transfers to the state system.

Court Filings & Dispositions

Figure 45 represents the criminal case filings in Fulton County since 2006. There is a steady decline in the filings count beginning in 2010 with spikes occurring in or around 2017 and 2019, with a decrease occurring when the pandemic first began. Not surprisingly, the filings trend has steadily increased since that time.

To assess case processing time, for every felony case between 2017 and the end of 2022, the time between filing and disposition was calculated. Because the impact of some longer running cases on the average time would be significant, the median time for our case processing measure was calculated and is presented in Figure 46. It should be noted that, due to forecasting work stretching into January 2023, the data for this chart reflects a full year through December, rather than stopping at midyear 2022.

Median felony case processing time in Fulton County is historically good by comparison, with the time hovering around 200 days until the pandemic. Nationally, a similar pattern has been observed with case processing times after the pandemic first struck. The scheduling of hearings and other court events has been significantly impacted throughout the country. Staffing issues have also presented some challenges in the last two years, which has slowed down court case processing in a number of jurisdictions. Figure 47 represents an attempt at measuring case processing time for individuals who were in custody at the time of case disposition vs. all other cases. As expected, case processing time is lower for the in-custody cases, something that apparently was not the case before the pandemic began.

The importance of case processing for the jail's population is demonstrated in Figure 48, which plots the felony case processing trend against the jail's ALOS. Statistically speaking, the trends are significantly correlated with each other. For the most part, increases and decreases in case processing are associated with similar changes in the ALOS trend. Also, note how closely the dotted trend lines follow each other in the graph.

Figure 45. Monthly Fulton County Felony Court Case Filings, 2006 - 2022

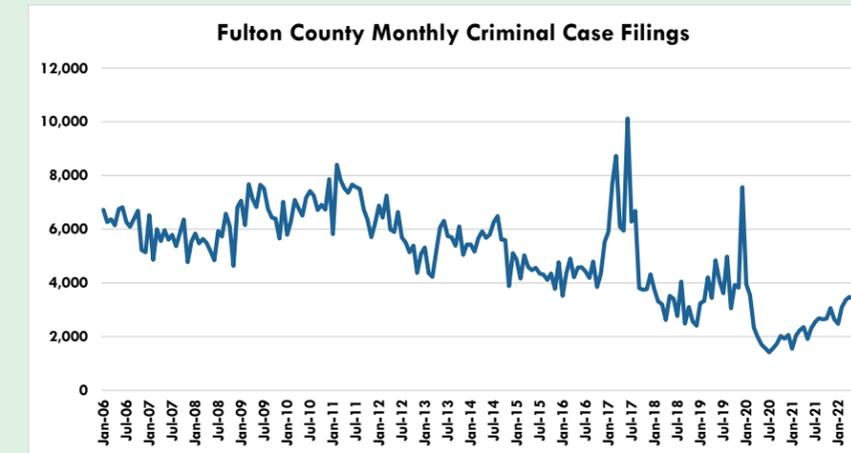


Figure 46. Median Monthly Fulton County Felony Court Case Processing Time

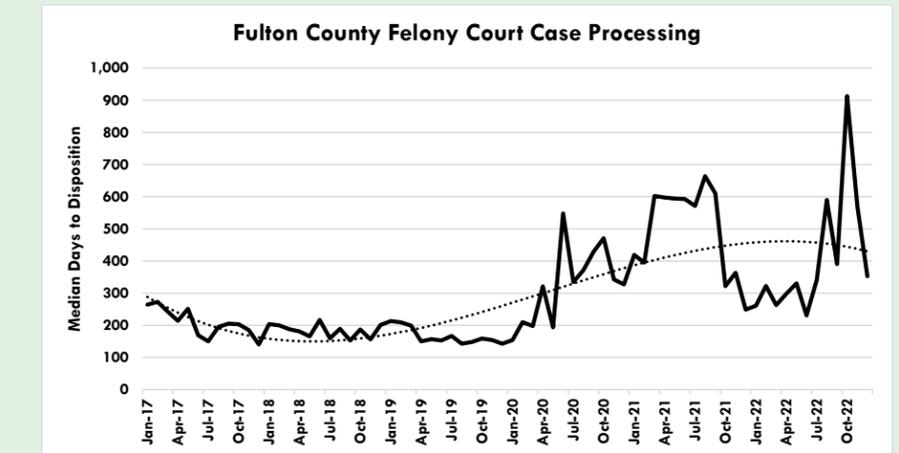


Figure 47. Felony Court Case Processing Time by Custody Status

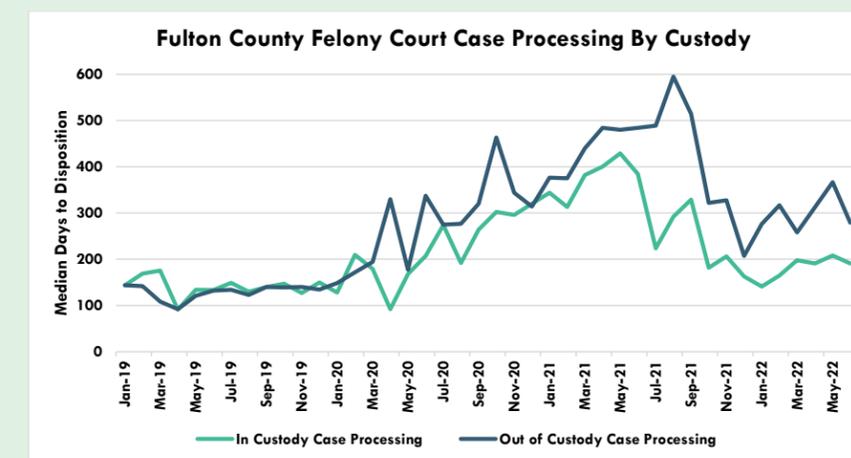
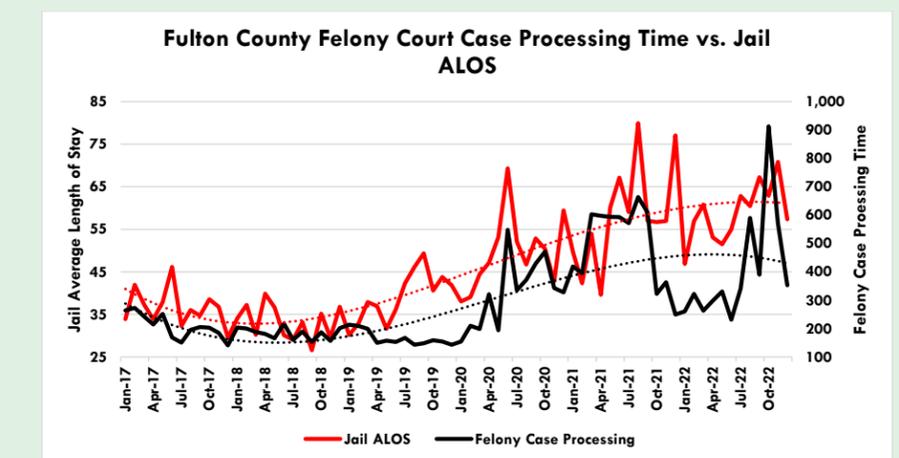


Figure 48. Felony Court Case Processing Time vs. Jail ALOS



POPULATION DATA ANALYSIS & FORECASTS

There are other case processing considerations. While conducting our analysis, it was noted that a large proportion of the jail’s population seemed to be unindicted based on the jail’s population as it stood on January 24, 2023. The jail’s population on that day was 3,581. Tabulation shows that 1,650 (46.1%) people with felony charges had not been indicted. The length of incarceration data was further applied to this population. Figure 49 shows the result. It is not surprising to see that nearly half (49%) of the unindicted population had been held for less than 90 days, given that is the deadline for indictment in Fulton County. It is understood that at the 90-day mark, an individual must be indicted or granted bail. Naturally, this is not a guarantee of an imminent release, as evidenced by the fact that 25% of the unindicted group had been held for over 200 days.

All of the above analysis comes with a significant warning. The research team was able to discuss their findings with members of the District Attorney’s Office during a conference call in Fall 2022. During that call, the District Attorney pointed out that some of the people who are showing up as unindicted in the jail’s system may actually have an indictment on a previous case that may

not be linked to the jail record. Even though the County’s Odyssey system contains both jail and court records, the linkages between the two sides of the system are often not perfect. Based on this, the numbers presented in Figure 49 represent a worst-case scenario. It is expected that some of the people in that chart who are showing up as unindicted in the jail record may in fact be indicted. It is recommended that the County examine these issues in depth and update the Odyssey system to better reflect what is happening with the numbers of unindicted individuals.

Pretrial Release Analysis

Because pretrial release is an important vehicle for diverting people from the Fulton County Jail, an analysis of the tables in the Odyssey system was conducted that contains pretrial services data. The pretrial release process in any jurisdiction moves from information gathering/interviews, to a recommendation for the judge regarding release vs. continued detention, and then supervision after the actual release, if appropriate. Table 11 shows a breakdown of the recommendations that pretrial services made between 2017 and mid-August 2022. There are proportionally more recommenda-

tions for release now than in the past, which is a positive for jail population management.

Once pretrial services makes a recommendation, it is up to the judiciary to accept, modify, or reject the recommendation. Usually, it is possible to evaluate the proportion of recommendations that are accepted by simply tabulating the acceptances and then dividing that number by the total number of release recommendations. However, for Fulton County, the recommendation decisions are not fully entered into Odyssey. Prior to 2018, if the decision was made to not release a given person, the non-release decision was recorded. However, at some point in 2018, the release denials were no longer recorded. The only decisions recorded going forward were for the releases. It is impossible to tell, using Odyssey data, beyond 2017, what percentage of recommendations was actually accepted by the judges. Even then, the data are not fully inclusive---in 2017, 66.4% of the cases do not contain any information regarding judicial decisions. For 2019, the system contains release decisions for about 2,000 cases, but there is no information entered for over 14,000 cases. This continues through 2022.

Figure 49. Unindicted Individuals by Length of Incarceration

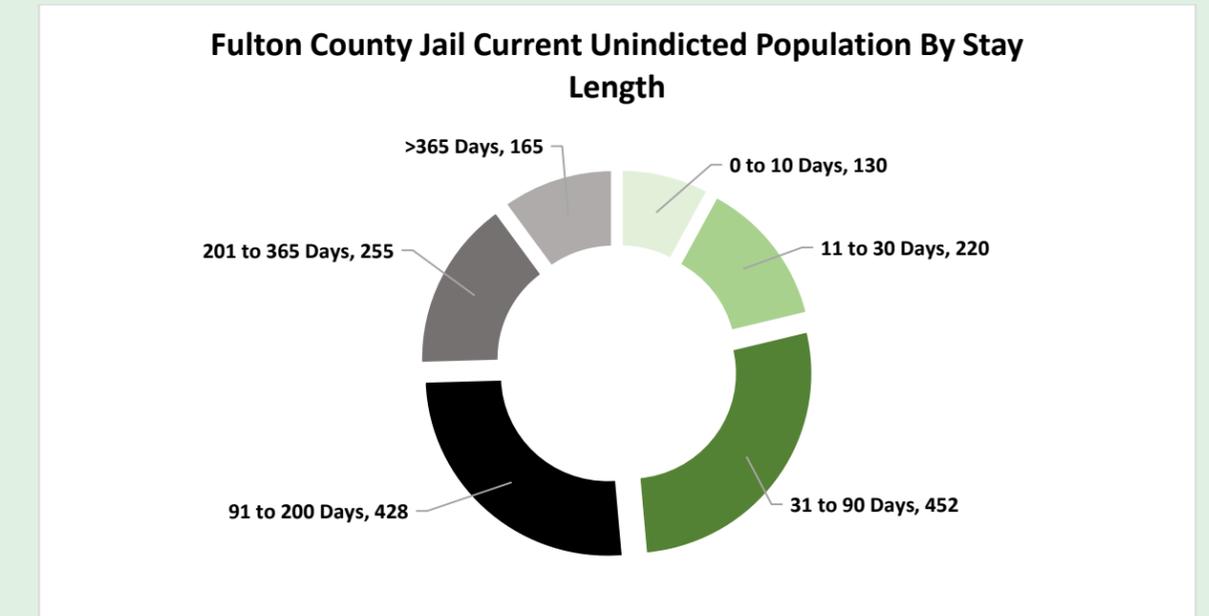


Table 11. Fulton County Pretrial Services Release/Detain Recommendations⁵

Year	Unknown		Release Recommended		Release Not Recommended		Total
	Number	%	Number	%	Number	%	
2017	207	2.3%	2,254	25.1%	6,528	72.6%	8,989
2018	395	2.5%	3,598	23.1%	11,561	74.3%	15,554
2019	252	1.5%	3,246	19.8%	12,887	78.7%	16,385
2020	238	2.0%	3,409	28.9%	8,149	69.1%	11,796
2021	307	2.3%	5,714	42.6%	7,407	55.2%	13,428
2022	193	2.2%	3,865	43.3%	4,873	54.6%	8,931

Footnotes

⁵ Data for this table ends in mid-August 2022.

POPULATION DATA ANALYSIS & FORECASTS

Table 12 looks at all of the pretrial releases between 2017 and 2022, divided by what the pretrial services recommendation actually was. It is important to note that the proportion of release recommendations who were actually released has increased starting in 2020. A fair number of people (17.6%) were not recommended for release by pretrial services and were released. This echoes something noted in the judicial decision data from 2017, where, of the known release/detain decisions, nearly a third of those not recommended for release by pretrial services ended up being released to pretrial services.

An analysis of all 2022 releases (through August 21, 2022) was conducted where the release/detain recommendation from pretrial services was known (9,247 releases, or 78% of all releases so far in 2022). The study took all of the people who were eligible for pretrial release but were released via other avenues and calculates what the impact on the jail's population would have been if those people had been released to pretrial services. Of the 9,247 known recommendations, 3,991 (43%) had a release recommendation. The actual release mechanism for these 3,991 people was then examined.

As Table 12 notes, 1,431 of those recommended for release had an unsecured judicial pretrial release. This left 2,560 people who had a release recommendation but ended up being released via some other mechanism. Not all of the 2,560 people were suitable for pretrial release (for instance, they had a detainer in another county, or had been transferred to DOC, etc.). Once these were eliminated, 2,218 people remained in the analysis. At that point, an individual's actual length of stay during 2022 was replaced with a 2.5-day length of stay (the average length of stay for people released to pretrial services) to simulate what would have happened had the person in question been released via unsecured judicial release. As an example, the most frequent release reason in the data was for surety bonds. The average length of stay was 7.7 days. If each person had been released by pretrial services, there is a delta of 5.2 days. After totaling up the bed day difference, the impact on the jail's average daily population was 73.6. By its very nature, this analysis assumes that each and every recommendation for release would have been accepted by the judiciary, a highly unrealistic assumption.

There are two ways of boosting the pretrial release numbers. First, the number of people recommended for release by pretrial services could theoretically be increased. This would entail increased risk for the county. In addition, pretrial services is already recommending 43% of people get released, which is fairly substantial. The other method for increasing pretrial releases is to improve the proportion of judicial acceptances of the pretrial services recommendations. It appears that this acceptance is increasing with time, based on what Table 12 is showing.

Table 12. Fulton County Pretrial Services Release/Detain Recommendations

Year	Pretrial Recommendation					Grand Total
	Non-Release		Release		#N/A	
	Number	%	Number	%		
2017	1039	47.0%	1121	50.7%	50	2210
2018	1966	49.7%	1874	47.4%	111	3952
2019	1550	49.6%	1516	48.5%	57	3123
2020	628	36.7%	1054	61.5%	31	1713
2021	684	22.8%	2248	75.0%	64	2996
2022	313	17.6%	1431	80.4%	35	1779

POPULATION DATA ANALYSIS & FORECASTS

Jail Population Forecasts

Multiple jail population forecast models were built in order to develop an overall jail population forecast through the year 2047.

Background and Methodology

Generally, the best predictor of any trend's future levels is the past history of that trend. A jail's population time series is no different. However, because of the existence of unforeseen circumstances, the precision of forecasts of all kinds diminishes the further into the future one projects. All forecasts are only as good as what is known when the forecast was produced. The long-term accuracy of jail population forecasting is heavily impacted by changes in public policy, law enforcement strategies, socioeconomic factors, and a host of other influences. Statistically speaking, jail population forecasts by their very nature assume that the status quo at the time the forecast is produced remains in place for the duration of the forecast. The margin of error for these forecasts is essentially plus or minus 10% by the year 2047.

There are multiple methods for building statistical forecasts. The forecasting technique developed from Box and Jenkins' Autoregressive Integrated Moving Averages (ARIMA) approach is one of the best options. To that extent, a series of ARIMA forecasts of jail population variables were employed in this study. ARIMA is generally used in time series forecasting situations primarily because of its ability to avoid the built-in errors of other forecasting techniques. ARIMA approaches are designed to estimate, diagnose, and control for autoregression problems. Because ARIMA examines the past behaviors of a given trend, this approach can forecast multiple time points into the future. Moreover, ARIMA approaches allow the statistician to account for seasonal fluctuations in data as well as smooth out random fluctuations.

Average Daily Population Forecast Scenarios

Status Quo Forecast: Continuation of the Present System (as it was in mid-September 2022)

ARIMA approaches perform best when at least 50 time points of past data are available. For the Status Quo forecast, the ADP of the jail for each month dating back to January 2016 was reconstructed, more than enough to develop a valid and reliable model. Bookings, ALOS, Metro Atlanta Population, the previous population of the jail, and case processing statistics were also employed in the model estimation phase. The ARIMA process treated these measures as predictor variables of the jail's future ADP. Several hundred models were tested, with a final model selected for how well it performed on a number of diagnostic statistics. A base model was initially built that assumes everything that is in place for the above predictor variables remains ongoing for the entirety of our forecast window. The final model had the previous ADP, Bookings, and ALOS as very strong predictors of the jail's future population, followed by case processing, and then the Metro Atlanta pop-

ulation of people between 15 and 60 years of age. To be noted, the last nine months of 2020 were treated as a 'random shock' to the time series so that the overall forecast would not be influenced by the rebound in the jail's population which occurred during that time. Figure 50 shows the outcome of this first jail population forecast. The forecast models were built in mid-September 2022. At that point, a significant and thorough review process lasting approximately four months began, which resulted in the development of some alternative forecast models. However, the Status Quo Forecast from September was not modified. As of this writing in late January 2023, the actual ADP was plotted against the forecast model trend as a way of checking the model's performance. Note how well the model fits the actual ADP in the chart. In fact, the forecast called for a December 2022 ADP of 3,419, and the actual ADP was 3,423.

As far as the overall Status Quo Forecast is concerned, the predicted ADP in 2047 is 5,373. This is due to an expected continued incremental growth in ALOS. Taken out into the future, that variance of the forecast grows significantly.

This first forecast provides a starting point for the determination of the jail's future population. However, the ADP forecast simply represents the average number of detainees that may be housed in the jail for a specific time period and not the actual number of beds needed to accommodate those same detainees in a safe and secure manner. Accordingly, the ADP needs to be increased by two factors:

1. Peaking Factor - to reflect the daily and seasonal variations in jail occupancy and to accommodate the temporary closure of beds due to the need for maintenance.
2. Classification Factor - to adjust for the requirement to separate detainees as needed based on gender, security requirements, treatment needs, etc.

For the peaking factor calculation, the average of the top 10% highest population days between 2016 and September 2022 was taken and compared to the ADP. The jail's daily population fluctuations were such that one could expect the highest population during any day to be 12.8% greater for females and 9.1% larger for males than the ADP. In addition, not all jail beds are

POPULATION DATA ANALYSIS & FORECASTS

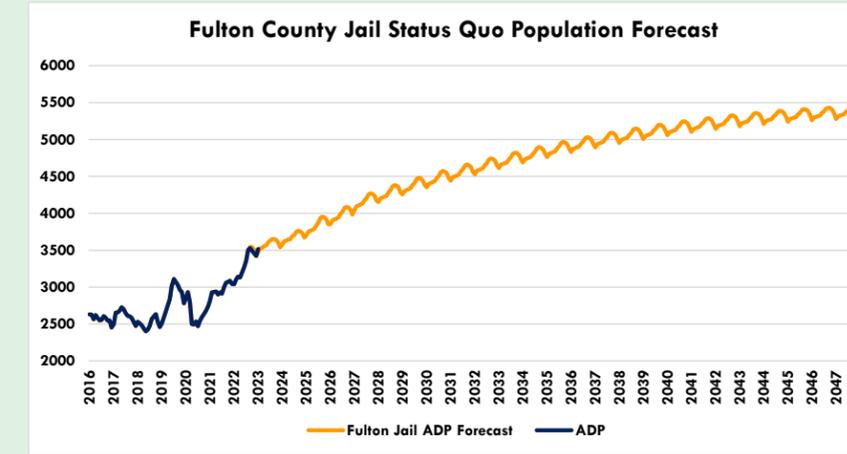
always available for use by every detainee. (For instance, a vacant bed in a female unit cannot be filled with a male detainee, a maximum-security detainee cannot be placed in a vacant bed in a minimum-security setting, etc.) A classification factor is, in effect, an acknowledgment of this reality. A standard 10% classification factor was employed for the calculations.

The peaking and classification factors are added to the ADP to complete the actual number of needed beds. Table 13 shows the bed need calculations for the Status Quo Forecast. Thus, the projected ADP for 2047 of 5,373 detainees would require 6,418 beds to operate a safe and secure facility.

After multiple rounds of discussion with Fulton County senior staff between September 2022 and January 2023, it became clear that an attempt to model the impact of several recent/brand new case processing system changes was needed. These alterations to the present system represent substantial work intended to streamline the criminal justice system as part of Project ORCA and help to hold the jail's population in check. The main changes evaluated were:

1. The addition of video technology into the housing units of the jail's facilities in order to conduct more hearings. The system largely came on line in early July 2022 with the expectation that more hearings would reduce case processing time.
2. An additional track for conducting preliminary hearings is expected to open on October 17, 2022 with the impact being faster preliminary hearings on a person by person basis.
3. Furthermore, the county resumed jury trials on October 31, 2022, which will help alleviate the growth in the 'long stay' population of the jail. It must be kept in mind that this population is well over 800 people and it will take a significant amount of time to reduce the population through trials.
4. In order to help expedite trials, the county has funded 30 private practice attorneys (referred to as 'C3 attorneys') to assist with multi-defendant cases where the defendants cannot share the same counsel. This should further help move the cases of long stay people through the system.

Figure 50. Fulton County Jail ADP: Status Quo Forecast



These changes, coupled with suggested other criminal justice system changes from the overall project team, which included an exhaustive study of existing Alternatives to Incarceration (ATI) as well as proposed expansion of those alternatives to help divert additional individuals from incarceration, resulted in the development of our two alternative scenarios.

Table 13. Bed Need Calculation: Status Quo Forecast

Year	Females				Males				Total Bed Need
	ADP	Peaking (12.8%)	Class. (10%)	Bed Need	ADP	Peaking (9.1%)	Class. (10%)	Bed Need	
2027	405	52	40	497	3768	343	377	4488	4985
2032	451	58	45	554	4199	382	420	5001	5555
2037	486	62	49	596	4521	411	452	5384	5980
2042	509	65	51	625	4738	431	474	5643	6268
2047	521	67	52	640	4852	442	485	5778	6418

POPULATION DATA ANALYSIS & FORECASTS

Alternate Forecast 1: Moderate Improvement in Case Processing/Diversion

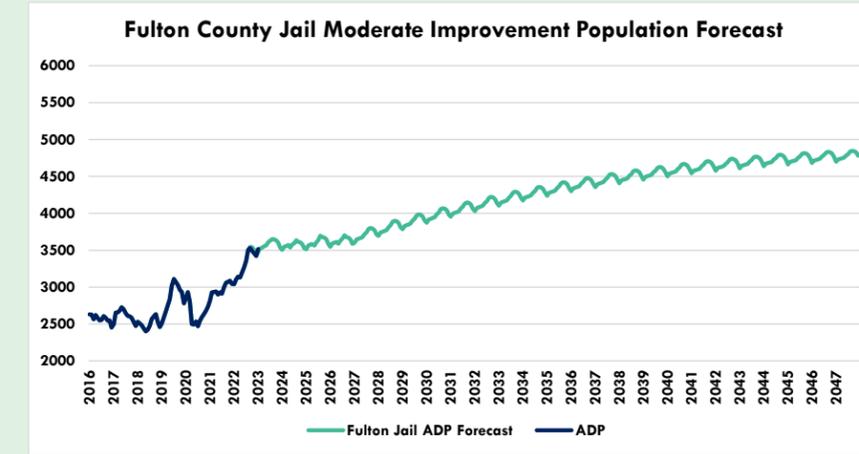
While the base forecast represents a continuation of the present system with no changes from where things stood in September 2022, the first alternate forecast scenario ("Moderate Improvement Scenario") uses the same sets of main predictors, but adds some hypothetical changes to the assumptions to account for possible alterations to how the criminal justice system functions in the future, including some expansion of ATI options that are detailed in Track 4. Based on meetings with Fulton County, the following factors were applied to the original Status Quo forecast model, which incorporated several changes identified in the ATI analysis in Track 4. Specifically, we made the following assumptions for the Moderate Improvement Scenario:

1. While the current judicial acceptance of Pretrial Services recommendations for felony-charged people is 45%, improvement to this number is foreseen. For one thing, judicial acceptance has been increasing over time. A second factor is that Pretrial Services will be shifting to the use of the Arnold Ventures' Public Safety Assessment (PSA) to base rec-

ommendations. The PSA is a statistically validated tool that has a solid track record and in time could be expected to improve judicial acceptance. The analysis assumes that judicial acceptance would improve to 60%.

2. Based on the project team's research on Alternatives to Incarceration (see Track 4), there is available capacity to expand accountability court caseloads by 38%. A conservative 20% expansion was assumed for the analysis. Given the high proportion of felony cases, it may be difficult to achieve the full expansion potential.
3. In reviewing the available data regarding individuals in custody with mental health issues, it is estimated that 18% of the mental health population could be diverted to another setting (if an appropriate destination was available). Thus, the 18% reduction was included in the modeling.
4. A 10% reduction in the probation violation population would be achieved by diverting a portion of the population being held solely due to a technical probation violation.
5. Finally, the impact of a re-implementation of a Rocket Docket program, based on the research team's experience in

Figure 51. Fulton County Jail ADP: Moderate Improvement Forecast



Louisville, Kentucky, is anticipated.⁶ That program saw a 36% reduction in case processing time for felonies that proceeded along this track. Nearly a fifth of all felony cases were in the Rocket Docket program during its pilot implementation in 2015. Therefore, assuming that 20% of felony cases in Fulton County were in a Rocket Docket program, those cases could similarly be processed 36% faster than they are currently.

The Moderate Improvement Scenario was developed using the ARIMA methodology, and the results are depicted in Figure 51. As expected, a reduction in the jail's projected ADP was noted over time – an approximately 11% reduction from the Status Quo forecast. The Moderate Improvement Scenario is identical to the Status Quo Forecast for the first nine months of 2023 in order to allow for implementation time for some of the County's initiatives.

The peaking and classification factors are added to the ADP to complete the actual number of needed beds (Table 14).

Table 14. Bed Need Calculation: Moderate Improvement Forecast

Year	Females				Males				Total Bed Need
	ADP	Peaking (12.8%)	Class. (10%)	Bed Need	ADP	Peaking (9.1%)	Class. (10%)	Bed Need	
2027	360	46	36	442	3353	305	335	3994	4436
2032	401	51	40	493	3737	340	374	4451	4944
2037	432	55	43	531	4023	366	402	4792	5322
2042	453	58	45	556	4217	384	422	5022	5578
2047	464	59	46	570	4318	393	432	5143	5712

Footnotes

⁶ <https://www.courier-journal.com/story/news/politics/metro-government/2015/05/11/felony-cases-court-time-cut-pilot-project/27116681/>

POPULATION DATA ANALYSIS & FORECASTS

Alternate Forecast 2: Optimal Improvement in Case Processing/Diversion

A second alternative forecast was developed. This "Optimal Improvement" model is based on the logic that the period from 2020 through 2022 during the height of the pandemic caused so many disruptions to the system (such as an unprecedented amount of court backlog) that a return to the relatively normal conditions of 2019 is on an uncertain timeline. For this forecast model, the following factors and assumptions were applied:

1. February 2020 was used as the last data point in order to build the forecast model. In effect, it was forecasted what a return to "normal" could be.
2. In February 2020, the ALOS was 39 days while the average number of people booked into the jail was 70. This compares to the full year average in 2022 when the ALOS increased to 58.9 days while average daily bookings were 52.7. While it is anticipated that bookings will continue to increase over time, it is assumed that the ALOS will be significantly lower than it was in 2022 and closer to what it was in February 2020.
3. That said, it is hoped that expansion in alternatives to incarceration and case

processing improvements will still occur.

As expected, Figure 52 shows a further reduction in the forecast from the previous two models.

Table 15 provides the bed need calculations for the optimal improvement forecast. 4,792 beds would be required to safely and securely manage the expected 2047 ADP of 4,011 detainees.

Figure 53 plots all three forecast scenarios on one chart, showing the wide range of possibilities, depending on what happens to the system regarding ALOS and bookings.

Table 16 summarizes the three forecast scenarios with the numbers reflecting what is projected for the years 2037 and 2047.

It is important to note that based on the 2022 ADP of 3,300 detainees, the Fulton County Jail system today would need almost 4,000 beds to securely and safely house its detainee population. However, the county's jail system is severely overcrowded, and the Rice Street Jail has far exceeded its design capacity.

For planning purposes, the Moderate Improvement Scenario was determined the

Figure 52. Fulton County Jail ADP: Optimal Improvement Forecast

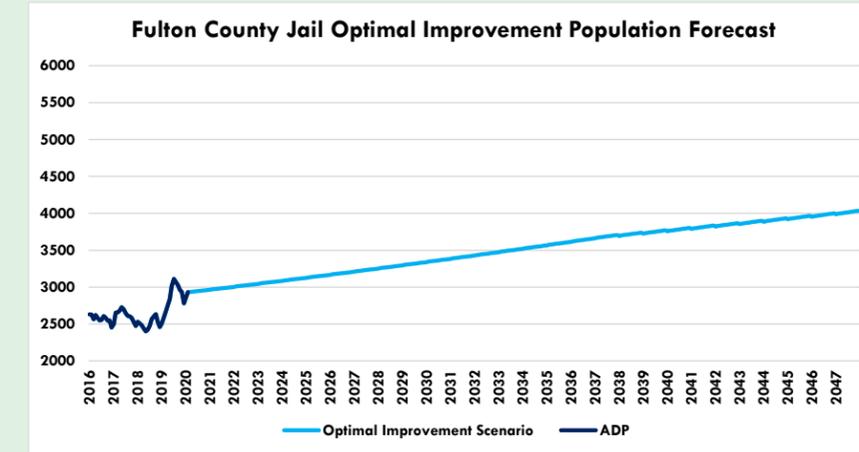


Table 15. Bed Need Calculation: Optimal Improvement Forecast

Year	Females				Males				Total Bed Need
	ADP	Peaking (12.8%)	Class. (10%)	Bed Need	ADP	Peaking (9.1%)	Class. (10%)	Bed Need	
2027	313	40	31	385	2917	265	292	3474	3858
2032	335	43	33	411	3116	284	312	3711	4122
2037	358	46	36	439	3328	303	333	3964	4403
2042	373	48	37	458	3472	316	347	4136	4594
2047	389	50	39	478	3622	330	362	4314	4792

scenario to be utilized to right size the new jail construction and provides the bed needs for men for 2037 and the infrastructure, medical/mental health beds and women's beds for 2047. This plan creates flexibility for further expansion if needed, based on the outcomes of continued improvements in the criminal justice system.

Figure 53. Fulton County Jail ADP: Forecast Scenario Comparison

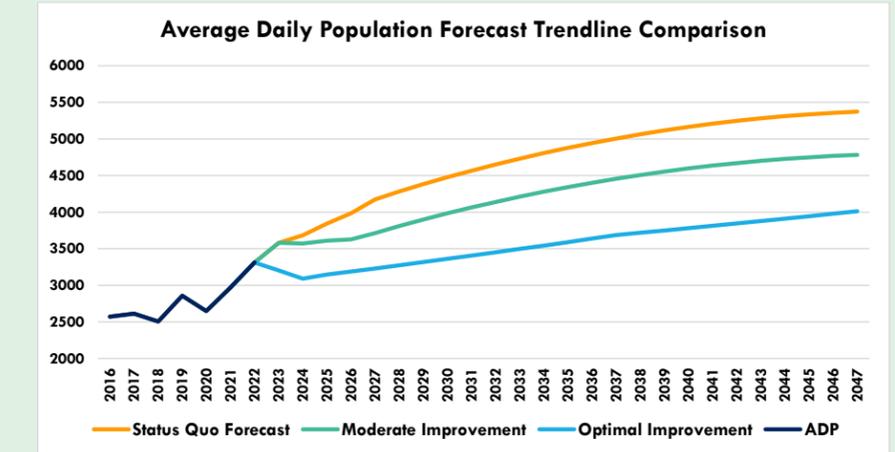


Table 16. Forecast Scenario Summary

Scenario	2022		2037		2047	
	ADP	Bed Need*	ADP	Bed Need*	ADP	Bed Need*
2022 Actual	3300	3942	--	--	--	--
Status Quo Forecast	--	--	5006	5980	5373	6418
Moderate Improvement	--	--	4455	5322	4782	5712
Optimal Improvement	--	--	3686	4403	4012	4792

POPULATION DATA ANALYSIS & FORECASTS

Findings and Recommendations

During the course of this analysis, multiple recommendations were developed regarding potential areas of improvement for the criminal justice system. In the spirit of trying to forward as many options as possible to Fulton County, some of the recommendations may be mutually exclusive with each other. Below are several key recommendations which could be implemented in the near future prior to any new jail construction.

System Recommendations

Finding 1-1: The jail’s ALOS is growing, despite significant efforts to reduce court case backlog, increased jail diversion, and improve case processing.

Recommendation: Key stakeholders should be convened on a regular basis to discuss and examine issues which are delaying cases and releases or instances of unnecessary incarceration. The stakeholder meetings should be formally organized along the lines of a Criminal Justice Coordinating Council (CJCC). Efficiencies should be implemented in order to return ALOS to pre-pandemic levels.

Rationale: Jail ALOS is absolutely critical to managing the size of any jail facility. Beginning a process now to responsibly reduce and manage the ALOS will help keep any future facility from being overcrowded.

Finding 1-2: The jail needs a dedicated Jail Population Manager.

Recommendation: A separate staff member should work with the courts, the District Attorney’s Office, Public Defender and other key stakeholders to monitor the jail’s population and leverage data to help move cases and people through the process.

Rationale: A full-time dedicated person should be hired who would constantly conduct population reviews, assess the composition of the jail’s population, and make regular presentations to the CJCC to maximize the use of data in decision making across the system. The focus of this position would be solely on the jail’s population and working to keep population growth in check. This person would need knowledge of both jail and court operations as well as the ability to conduct analyses within the Odyssey system. There currently exists excellent, detailed jail data dashboards in Fulton County that cover nearly all of the data constructed in this

analysis. This information should be pushed to all stakeholders on a regular basis and then discussed at CJCC meetings in order to improve jail ALOS.

Finding 1-3: Mental health and substance abuse are significantly more prevalent problems in Fulton County than in many communities in the country. The jail population has a very high rate of both issues.

Recommendation: Develop one or more central points of access to care (also known as central receiving centers or diversion centers) for individuals in need. Such a facility could operate as a one-stop shop for receiving services, including getting appropriate and timely assessments and then being routed to treatment.

Rationale: Officers on the street would have an option other than jail for individuals who are not going to be charged with a significant violent crime. The individuals in question would begin the treatment process. Interested organizations could participate in this center, making it a one-stop shop for community-based services. Other jurisdictions have Crisis Stabilization Unit beds, inpatient psychiatric beds, and substance-use disorder beds all at the same location with success.

Finding 1-4: The high rate of mental health and substance abuse needs in the jail’s population needs to be monitored with better data collection and communication methods.

Recommendation: Modify the jail’s detainee management system in such a way that at least two existing database fields be dedicated to noting mental health and chemical dependency needs. This notation could take the form of ratings which give an indication of acuity. With the passage of enough time, managers would have a solid knowledge base regarding both individual needs as well as trends regarding mental health.

Rationale: This approach would begin to meet the needs of the community, law enforcement, and individuals who need care. In addition, the impact of this finding relates to the first two findings above.

Conclusions

A significant amount of research was conducted regarding the population of the Fulton County Jail in order to develop forecasts covering the future of that population. During the course of this work, significant facts were uncovered regarding why the jail’s population is growing. In summary, the recent jail population growth of the last nearly two years has occurred primarily due to two variables, an increase in bookings into the jail (although not yet back to pre-pandemic levels) and an elevated ALOS for the jail.

If both factors continue to develop as they are now, the Status Quo Forecast calling for an ADP of over 5,000 by 2037 is likely to occur. However, this outcome can and should be avoided. Through a variety of adjustments to the current system, described above, the growth curve in that forecast can be flattened such that the ultimate size of a new jail facility could be significantly smaller, hopefully approaching the bed need as projected in the Optimal Forecast.



TRACK 3

EXISTING FACILITY & OPERATIONS ASSESSMENT

Track 3 Overview:

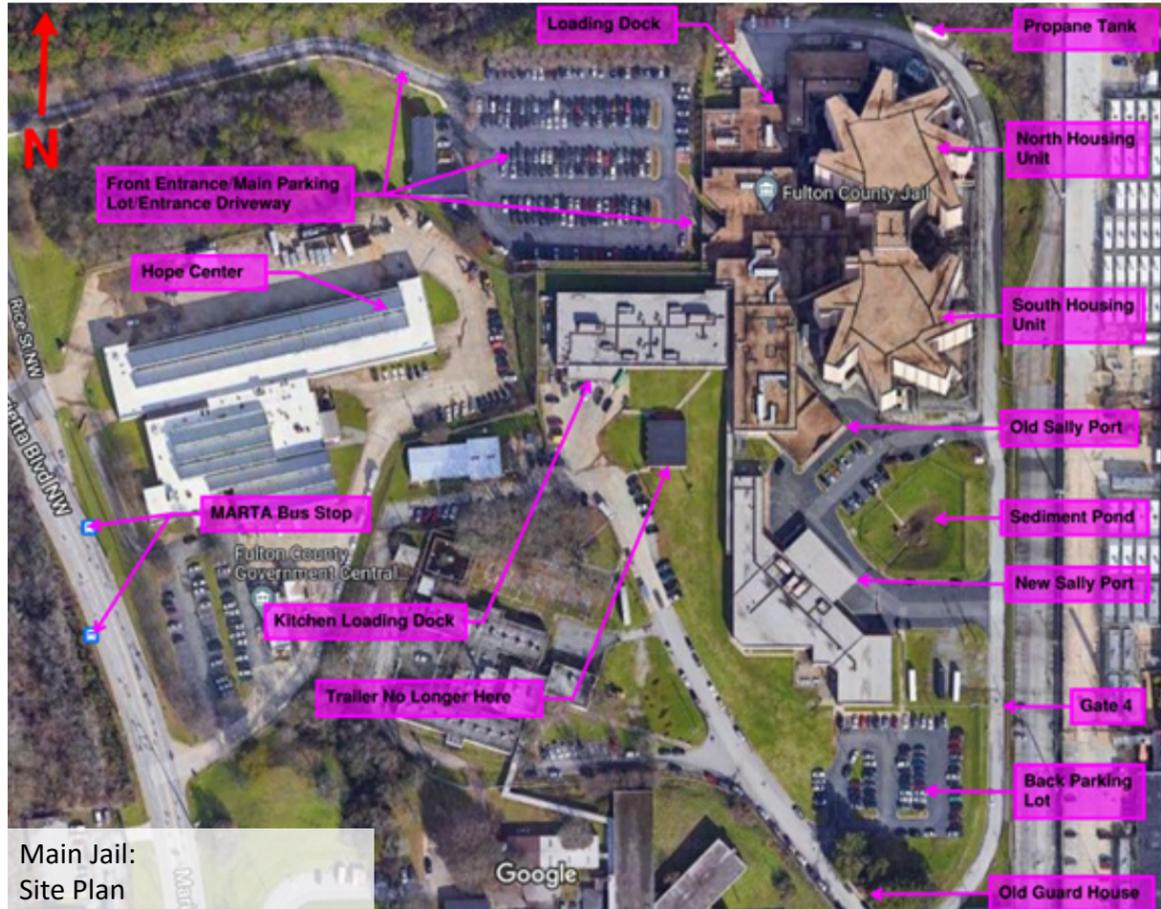
The project team conducted thorough site visits of both the Main Jail at Rice Street and the South Annex at Union City, in addition to many conversations with the Fulton County Sheriff and other stakeholders and user groups. Track 3 examines the existing jail carefully, evaluating the physical jail condition, healthcare system, detainee classifications, jail operations and staffing. The purpose of this analysis is to provide Fulton County officials with a foundation from which informed decisions can be made regarding the future of the Fulton County Jail.

	TRACK 0:	PREFACE Project Team, Vision, & Goals Project Schedule Executive Summary	
	TRACK 1:	INTERNAL & EXTERNAL STAKEHOLDER ENGAGEMENT Stakeholder Engagement	
	TRACK 2:	JUSTICE SYSTEM ANALYSIS FORECAST Population Data Analysis & Forecasts	
	TRACK 3:	EXISTING FACILITY & OPERATIONS ASSESSMENT Facility Assessment3 Healthcare Review & Assessment25 Jail Classification System Assessment43 Staffing & Operating Costs Assessment71	
	TRACK 4:	FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES TO INCARCERATION Operating Principles & Macro Architectural Space Program Alternatives to Incarceration & Means to Reduce the Jail Population	
	TRACK 5:	FUTURE FACILITY POTENTIAL SITES & COSTS Potential Sites & Criteria for Evaluation Conceptual Cost Plan	
	TRACK 6:	BOARD OF COMMISSIONERS PRESENTATION Presentation v2 (March 1, 2023) Memorandum to the Board of Commissioners (March 1, 2023) Presentation v1 (February 1, 2023)	

FACILITY ASSESSMENT



FACILITY ASSESSMENT



Main Jail: Site Plan

Introduction

The project team conducted two days of on-site tours with the intent to answer the following five questions:

1. What is the condition of the building and its systems?
2. How well does the building perform?
3. Does the facility fit its intended function?
4. What shortcomings are experienced due to the condition of the facility?
5. Can the current condition of the facility enable long-term continued use?

On-site tours involved the non-destructive, simplified observation of the physical conditions of the Main Jail building by individuals knowledgeable in the building type and operation. During these tours, jail staff were questioned on how the building conditions affect their day-to-day decisions and any issues that have arisen. In addition to these tours, the Fulton County Department of Real Estate and Asset Management (DREAM) provided all available floor plans of the facility to help the project team better understand the design; these plans were used to understand approximate area of the building departments, housing units, and cells, to compare to current humane jail standards, such as those defined in the American Correctional Association’s Core

Jail Standards and Performance-Based Standards for Adult Local Detention Facilities. The following narrative describes the findings of the project team.

Main Jail – Rice Street

General Observations

Originally built in 1989, the Main Jail at Rice Street shares a campus with various other Fulton County buildings, at the intersection of Marietta Boulevard NW and Jefferson St. NW, in West Atlanta. Located as part of the Knight Park (Howell Station) registered historic district, the Main Jail is directly adjacent to a residential neighborhood, with the pedestrian-friendly Atlanta Beltline running along the West part of the campus, parallel to Marietta Boulevard. The growth and development of the adjacent area creates a growing contrast between the seven-story jail facility and the smaller-scale neighborhood in which it resides.

According to the 2009 Fulton County Jail Complex Master Planning Report, the jail was designed to house and service up to 2,250 incarcerated individuals. A series of expansions and renovations occurred since its completion, including a new food service building, completed in 2010, and a new booking and intake wing, completed in 2004,

increasing the capability to quickly process arrested individuals and feed a growing jail population. The location of the facility, tight to the northeast corner of the campus, restricts the ability for any housing expansion to its current design.

Civil

Following a day of light precipitation, the site was viewed as being in a state of disrepair, particularly the storm drainage structures, and in need of repair or cleaning. Overall, various issues were observed on the site which necessitate remediation for continued use as part of the Fulton County detention system.

Site Drainage

The site, while showing clear signs of age, maintained an ability to redirect most stormwater at the west and north sides of the property, though significant ponding was observed at the north loading dock, the rear parking lot, and in many locations around the drives where staff are forced to park. Staff indicated that this is a major hindrance as it forces parking to occur in undesignated areas and becomes problematic for emergency vehicle accessibility and deliveries to the new food service building. Areas of ponding water were observed as capable of reaching

the building walls and entrances. Due to continual ponding over the years, ponding has worsened and has led to multiple areas of erosion around the property. This erosion and aging of site structures is evident in the poorly performing areas of the site, where ponding can be seen after an event of precipitation, and through cracking and structural degradation of site retaining walls and asphalt drives.

Parking and Circulation

Multiple shortcomings are present in the current site parking and circulation. Jail staff noted that parking is very limited and many park along the drives when the main parking lot is full. Vehicle break-ins are frequent in the main parking lot, staff attributed this to it being the route for released individuals. MARTA buses no longer stop at the jail as they are unable to complete the tight turning radius. The nearest bus stop requires a quarter-mile walk to the MARTA stop along Marietta Boulevard. To further limit staff parking, the fire department has designated certain drives for fire lane access, preventing staff from parking along them.

Sitework

It was observed by the team and noted by the staff that demolition work has occurred

FACILITY ASSESSMENT



Main Jail:
Loading dock ponding



Main Jail:
Site debris



Main Jail:
Poor site drainage and parking



Main Jail:
Neighborhood adjacency

over the years, including the removal of a trailer and demolition of a watchtower near the new food service building. The new food service loading dock was noted as undersized by staff.

Architectural Exterior

The tour of the Main Jail raised concerns about the long-term feasibility of the facility if extensive repairs and modifications were not completed. The conditions found, as defined below, challenge the opportunity for continued use of the facility as it is currently operated.

Context

Despite the adjacency of the Main Jail to the Knight Park neighborhood, the seven-story jail aesthetic of the jail suggests a lack of consideration for surrounding development or public perception, given its height, Brutalist appearance, and heavy amount of razor ribbon. The razor ribbon was installed following an incident involving detainees breaking through windows and falling to their deaths.

Prefabricated metal buildings, which were formerly erected during the original construction, now serve as Visitation. The structure suggests it has outlived its original

purpose and in need of major rehabilitation and renovation to be continued for Visitation.

Exterior Envelope

The physical exterior of the building displays an average but aging condition. The cracking exterior insulated finish system (EIFS), evident on all exterior walls, suggests a building envelope at risk of failure and an inability to resist weather elements from traversing into the indoor environment. Without proper maintenance and repair, such a system, when compromised, will contribute to escalating utility costs, joint cracking, and mold and rust development. The newer food service and intake buildings displayed average exterior conditions.

The ballasted EPDM roof was replaced in 2000, with minimal leaking reported, but ponding on the roof was observed suggesting a need for repairs and routine maintenance. Roof mounted elements, such as structural bracing, doors, and flashing, were observed to be damaged or poorly repaired and are in need of repair to prevent further damage or incident to the roof system.

Architectural Interior

The condition of the interior environments varied by age and function. The main entrance lobby was observed to be in average condition but its age and 30+ years of wear are apparent. Jail Administration and locker room spaces were recently completed and are in good condition.

Lower Level

The facility's lower level consists of most of the building and staff support spaces, however many spaces have been repurposed due to increased need of additional space. Previously a supply room, the current staff roll call room is undersized, disconnected from other staff spaces, and absent of daylight. The former kitchen has been repurposed into property storage and remains heavily undersized for additional storage. The laundry space seemed adequately sized but has head height issues due to very low duct work and piping; this presents a security hazard of tampering.

Main Level

The main level of the facility includes functions for Administration, Intake and Release, Court, Central Control, and Housing. The layout of the many departments inhibits

ability to expand and has become cramped, disabling the jail staff from providing the necessary spaces for additional detainee programs. The administration offices and lockers rooms were recently renovated and completed in 2022 and are in excellent condition, however, the staff break room is outdated and undersized. The control room has been consolidated with release, transport, and bonding; according to questioned staff, the difficulty to access the tight space makes it very challenging for fire department personnel to quickly address and issue at the fire alarm panel. Given the increase in fire incidents within the housing units, this has grown into a significant challenge for jail and emergency staff.

Disconnected Storage

A major shortcoming observed was the disconnected nature of storage and records rooms from the functions they serve. Jail records were dislocated in different spaces without an effectively operated digital record system to easily transfer, process, or organize the information. This results in a cumbersome process to retrieve data with the potential inability to locate data. Similarly, property storage also occurred in several different locations without a unified tracking system. Jail staff, including the booking, release and transport staff, noted challenges in efficient-

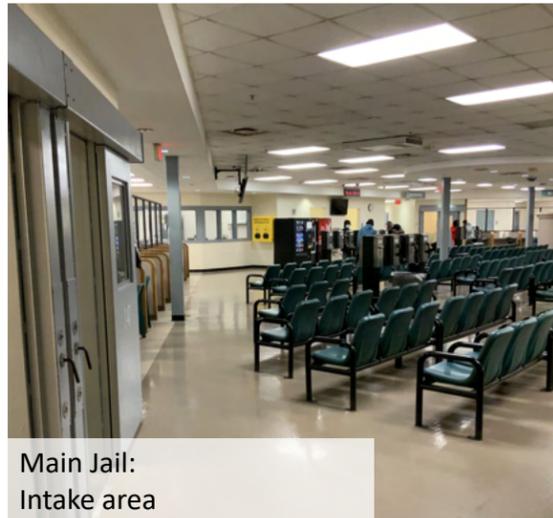
FACILITY ASSESSMENT



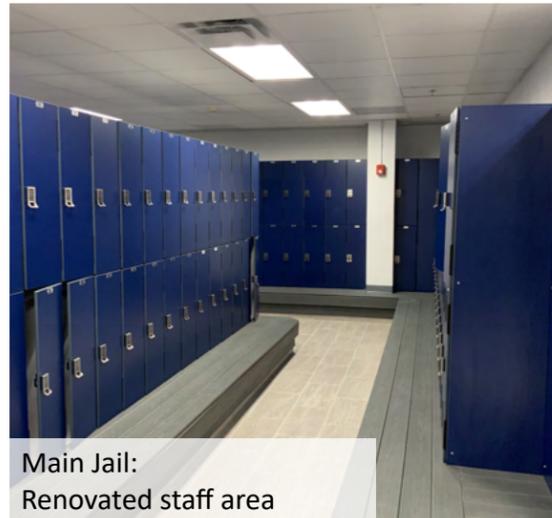
Main Jail:
Roof damage



Main Jail:
Compromised envelope



Main Jail:
Intake area



Main Jail:
Renovated staff area

ly retrieving detainee property at the various stages of the Intake process. In general, the project team recognized the existing facility significantly lacks adequate storage spaces in each department. In addition to this, while the newer intake area appeared properly sized to process the load of daily arrested individuals, staff noted frequent struggles with a failing computer system.

Third Level

The third level of the facility includes the main medical program spaces and new food service area. The medical area is heavily undersized with conditions that are counter-productive to the necessary function of a medical program. The medical service provider personnel noted that medical evacuation experiences ADA egress issues due to space layout and design and are ill-equipped for the needed services; reference Track 3 *Healthcare Review & Assessment* for additional information. The new kitchen, built in 2010, appeared in excellent condition with consideration for the addition of future food service equipment.

Housing

The jail housing is organized into two towers, North Tower (seven stories) and South Tower (six stories), with each tower floor consisting

of six housing units, a recreation yard, and multi-purpose space organized around a mezzanine-level indirect supervision control room. Housing classifications vary by floor and can be found in the Track 3 *Jail Classification System Assessment* of this report. All floors are identical in design, with the exception of the seventh floor which features two housing units that consist of larger cells.

The team observed the housing units as in very poor condition, with visible risks to the safety and security of the detainees and jail staff. Damaged glass, carved-out CMU walls, heavily damaged intercoms, and accessible non-secure elements which present significant ligature points were extensively observed. A concrete ledge, seemingly constructed with the exterior wall, provides an accessible climbing point for all detainees in unit; staff noted an incident when a detainee used the ledge to gain access above the acoustic ceiling in the unit, creating a difficult situation for staff and a life-threatening situation for the detainee.

Cells throughout all units were seen as heavily damaged. Light fixtures used within the cells, while security grade, were heavily tampered with, and were referred by staff as an issue with detainees setting fires within housing units. The conduit to light fixture is exposed in all cells and presents a ligature

point which had been tied to in many cells observed. Damage to the CMU walls within the cells was extensive, with some instances having the cavity of the wall exposed and accessible to detainees. Images provided by the Fulton County Sheriff's Office after the tours showed an instance of cell damage that allowed direct communication between cells.

The design of indirectly supervised units creates very poor sightlines from within the housing control room, resulting in the control staff relying solely on camera supervision. A disconnected supervision such as this may not discourage bad behavior in a unit where detainees do not feel they are well supervised.

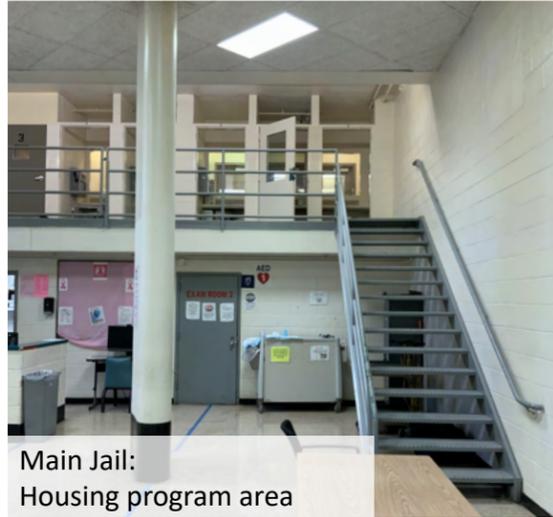
Programs and Services

The jail has few spaces allocated to the detainee programs and services. For the six housing units on each floor of each tower, the facility provides a recreation space and a space for jail staff to provide services, though during the tour it was noted that these spaces are mostly used for medical purposes. For a jail population that is housed at the Fulton County Jail, the space allocated for detainee programs and services is grossly undersized, compared to today's jail design best practices, to provide the necessary services.

Housing Bed Capacity

Housing units that were originally designed to house 2,250 detainees, according to the 2009 Fulton County Jail Complex Master Planning Report, now house 2,691 detainees, as detailed in the Track 3 *Jail Classification System Assessment*. To understand how many detainees the facility can humanely house, the project team reviewed the provided floor plans of the main jail housing units, measuring for the cell areas and calculating the housing unit provisions, and compared the data with today's humane jail standards, such as the American Corrections Association (ACA) Performance-Based Standards for Adult Local Detention Facilities. The following information compares the capacity intended in the original design, today's capacity according to the Track 3 *Jail Classification System Assessment*, and the capacity of the main jail complying to humane jail standards.

FACILITY ASSESSMENT



Main Jail:
Housing program area



Main Jail:
Recreation yard



Main Jail:
Limited storage



Main Jail:
Limited storage

The Original Design

It has been documented previously, including in the 2009 Fulton County Jail Complex Master Planning Report, that the facility had been designed for a capacity of 2,250 detainees. The team calculated 1,294 73-nsf (net square feet) standard cells, sixteen 153-nsf large cells, and 36 medical cells varying in size and function. The classification plan for the original design was not provided, and the team was unable to verify which cells were single-bunked and which were double-bunked. Considering a total number of 1,346 cells, the team understands that the designed capacity of 2,250 detainees includes both a single and double bunking classification strategy. The team's assessed information is as follows:

- 2,250 bed capacity
- 1,294 standard cells = approximately 73 nsf each
- 16 large cells = approximately 153 nsf each
- 36 medical cells = varying in size
- Typical housing dayroom area = approximately 1,738 nsf each
- Showers = 2 per dayroom
- Toilets = 1 in every cell and 1 in dayroom

The Current Operation

Based on the findings of the Track 3 *Jail Classification System Assessment*, the facility houses a total of 2,691 detainees, including 2,650 in housing and 41 in medical. To achieve this capacity, the facility would require that nearly all standard housing cells be double-bunked and all large cells to be quadruple-bunked. Single-bunked cells would only occur as required in the medical units.

- 2,691 beds classified
- Reference Track 3: *Jail Classification System Assessment*

ACA Standards Compliance

To understand the bed capacity of the facility if it were to comply with today's humane jail standards, the project team measured an estimated area for the cells and dayrooms, counted the number of amenities, such as toilets and showers, and compared these figures to those required by the American Corrections Association. Due to the occupation of the facility at the time of this report, a physical assessment of each individual cell and dayroom was not possible, and the information that follows is based on measurements taken from the as-built drawings provided by Fulton County, which provides fair accuracy and understanding of the facility which the project team can make accurate determination on. An extensive physical inspection would need to be carried out to confirm the information below.

The following best practice parameters are used in the calculation of unencumbered cell area:

- Bunk = 15.5 sf (31 sf at large cells)
- Sink/Toilet Combination Unit = 4 sf
- Desk = 5.5 sf (11 sf at large cells)
- Total standard cell area reduction = 25 sf
- Total large cell area reduction = 46 sf

ACA standards allow two different calculations for unencumbered cell area depending on classification and operation:

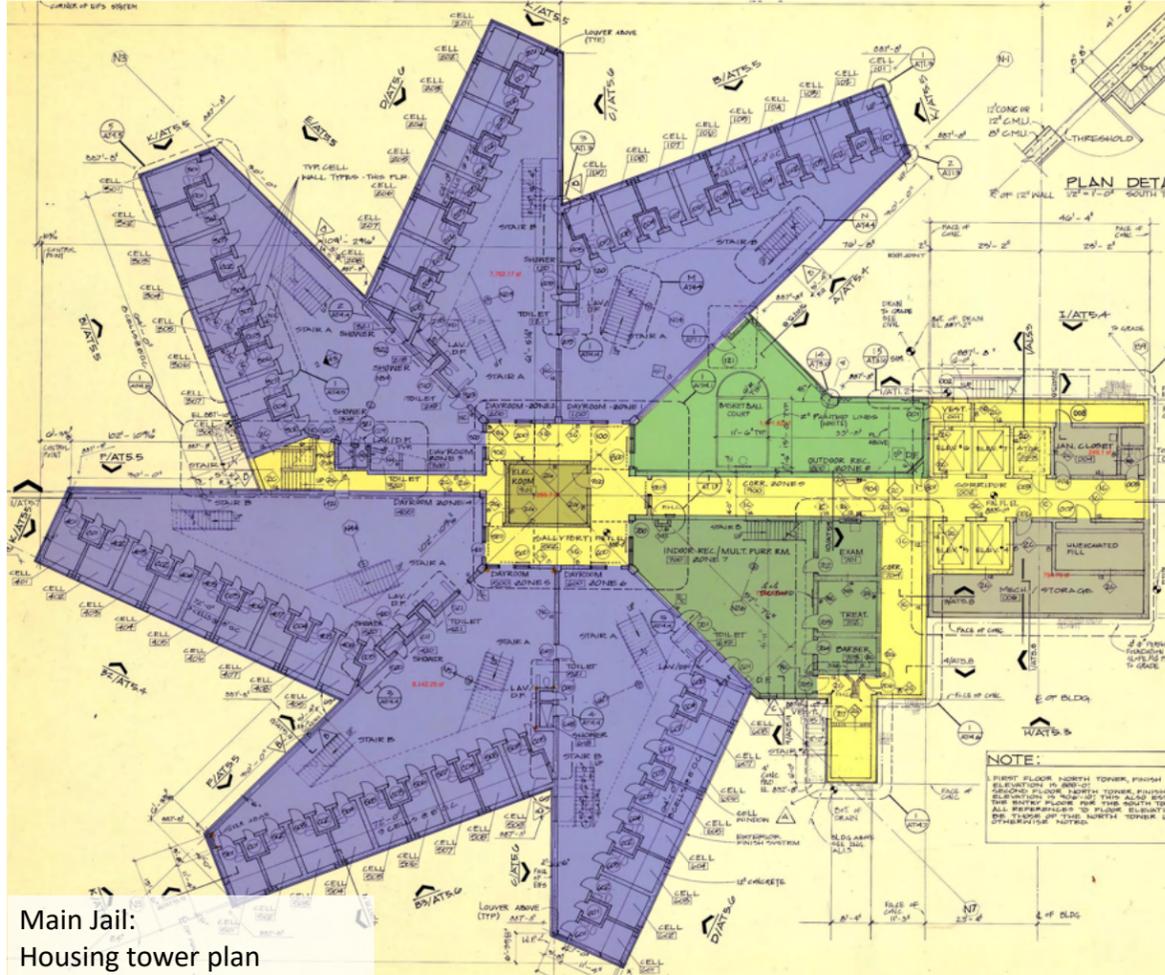
- When housed more than 10 hours/day = 35 sf clear floor area/detainee
- When housed less than 10 hours/day = 25 sf clear floor area/detainee

Designing a facility around the larger cell size allows for ultimate flexibility in operation and classification of a facility, however, it be advantageous to design smaller cells to reduce needed area. For this comparison, the design team will conclude on two scenarios: 1) if all cells were sized for 35/sf clear floor area per detainee, and 2) if some of cells were sized for 25/sf clear floor area per detainee. The team's calculations and findings are as follows:

Dayroom

- Typical housing dayroom – 1,738 nsf
 - This number includes the total net area of the main level of the housing unit, including stairs. It does not include mezzanine area which is considered strictly for circulation.
- ACA standard: 35sf per detainee
 - 1,738 nsf / 35 sf = 49 detainees

FACILITY ASSESSMENT



Main Jail:
Housing tower plan

Cells

- Standard Cells – 73 nsf
 - 73nsf – 25 sf = 48 unencumbered floor area per detainee
 - ACA standard: if 35 sf per detainee, 1 detainee may occupy each standard cell
 - ACA standard: if 25 sf per detainee, 1 detainee may occupy each standard cell
- Large Cells – 153 nsf
 - 153nsf – 46 sf = 107 unencumbered floor area per detainee
 - ACA standard: if 35 sf per detainee, 3 detainees may occupy each large cell
 - ACA standard: if 25 sf per detainee, 4 detainees may occupy each large cell

Showers

- ACA Standard: 1 shower per 12 detainees
- Existing conditions: 2 showers in each housing unit
- 24 detainees allowable per dayroom

Toilets

- ACA Standard: 1 toilet per 12 male detainees
- Existing Conditions: 1 toilet in each cell and 1 cell in each dayroom
- Compliant to ACA standards

Bed Capacity Review Conclusion

The dayroom calculation indicated that 49 detainees are able to occupy the dayroom of each housing unit. This number is reduced when considering that the standard cells cannot support the appropriate area for more than one detainee, regardless of whether they are housed for more or less than 10 hours per day. The capacity for the larger cells differ based on operation, with 3 detainees if housed less than 10 hours per day and 4 detainees if housed more than 10 hours per day. While the toilet counts satisfy ACA standards, the number of showers in each housing unit further restrict the unit bed capacity, with only 2 showers present in each dayroom, a maximum of 24 detainees may be housed in each housing unit. The medical cells are special purpose and vary in size; due to this, the project team carried over the current classified bed capacity in this conclusion.

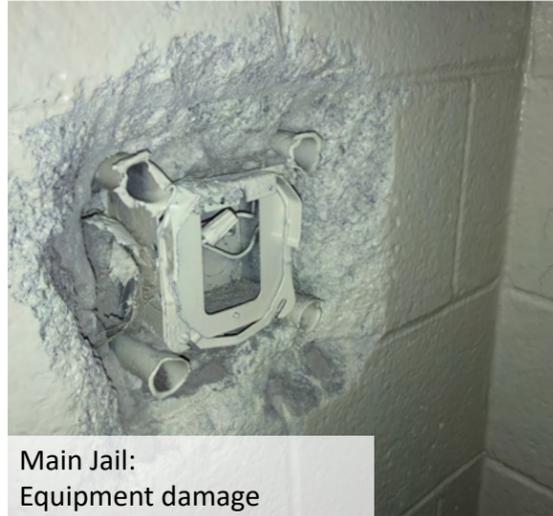
Given the above findings, strictly regarding the cell areas, dayroom areas, and housing unit provisions, the team found that regardless of whether detainees are housed in their cells for more or less than 10 hours per day, the limitations of the buildings result in the same bed capacity as follows:

- 1,294 single-bunked cells = 1,294 beds
- 16 triple-bunked cells = 48 beds
- Medical cells = 41 beds
- Total bed capacity = 1,383 beds

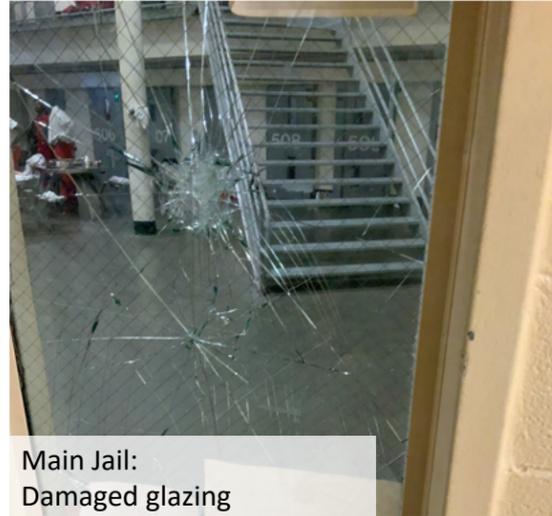
Due to the small size of the standard cells, which limits the ACA-compliant capacity to 1 bed per cell, regardless of daily confinement length, and the limitation of 24 detainees maximum in each unit due to the provision of only two showers, the capacity of this facility, if it were to be ACA compliant, may be 1,383 beds.

It must also be noted that while the housing units were observed for possible ACA compliance, the design of the cells questioned the capabilities for the facility to accommodate housing requirements complaint to the American’s with Disabilities Act. Being constructed one year prior to the signing of ADA into federal law, it is possible the design of the jail did not incorporate facilities necessary to accommodate persons with disabilities. However, it is vital that these provisions now be available as required. The project team was unable to identify ADA-compliant showers, cell toilets, cell turning clearances, or other ADA required items.

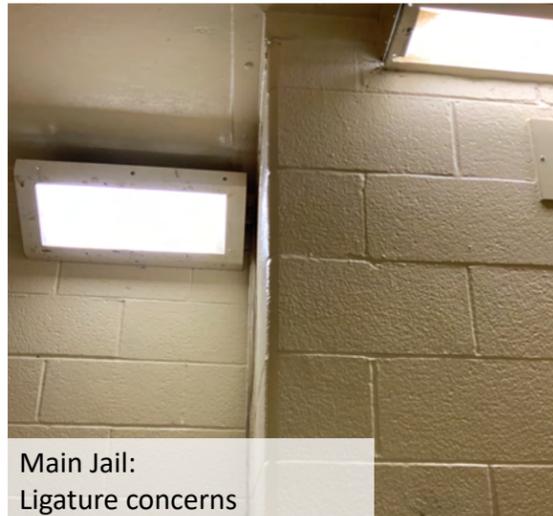
FACILITY ASSESSMENT



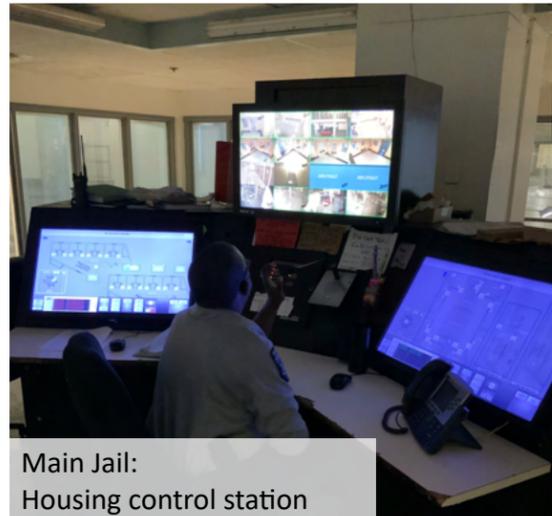
Main Jail:
Equipment damage



Main Jail:
Damaged glazing



Main Jail:
Ligature concerns



Main Jail:
Housing control station

Mechanical, Electrical, Plumbing, and Fire Protection

Mechanical

The Main Jail is served by two cooling towers on the north side of the site. These cooling towers receive condenser water from the two chillers in the basement in the main central plant/mechanical room. Chilled water is then pumped to various air handling units throughout the main jail and towers. The administration areas are served by several roof top units. These units are not supported by the chilled water system and are standalone.

Supplemental HVAC equipment has been installed over the years to bridge the gap of the original systems, which drives inefficiency and poor energy utilization. For instance, in the security operations room, there is a modular HVAC cooling system totally detached from the central HVAC system of the building. Each of the housing units are served by central station HVAC units at grade that provide cooling and heating. These HVAC units were observed as operating normally and were added, replaced, or repaired during a major MEP capital project in 2008; units may have a useful life of 15-20 years.

Though operable, most of the major HVAC equipment is approaching or surpassed its useful life and will not be able to sustain the building requirements for the next 10-15 years. Current repairs are needed as rusting and molded chilled water piping was observed.

Electrical

The Main Jail is supported by a main electrical room within the main mechanical room in the lower level. All original equipment from the initial construction seems to be present still and is likely approaching or has surpassed its useful life. The electrical distribution equipment was last inspected in 2008, necessitating an immediate thorough system reinspection to verify the condition of the equipment.

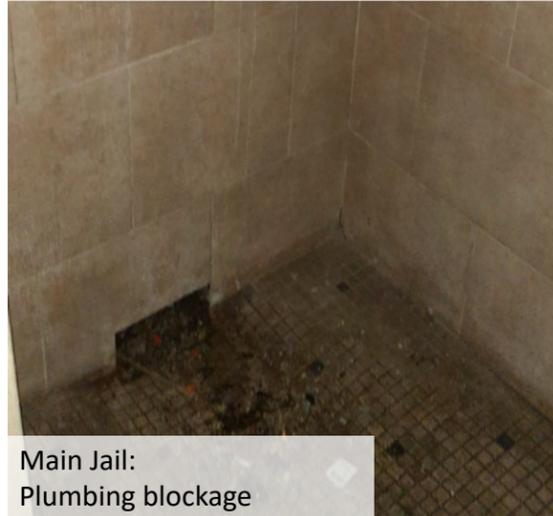
As mentioned in the Architectural section of this assessment, the lighting fixtures in the housing cells are in a state of significant disrepair and require replacement with fixtures that conceal all conduit, in a high-security enclosure.

Plumbing

The Main Jail is served by a collection of water heaters and boilers in the lower level mechanical room with associated expansion tanks. Staff noted that plumbing in the housing units operates inconsistently, with frequent blockages. This can be indicative of extreme degradation of the sanitary piping, requiring major systems replacement. Rusting and molded hot domestic water piping was observed in various areas of the facility.

Staff restrooms seemed to be in good working condition; however, an upgrade to a lower flow fixtures is recommended to conserve water.

FACILITY ASSESSMENT



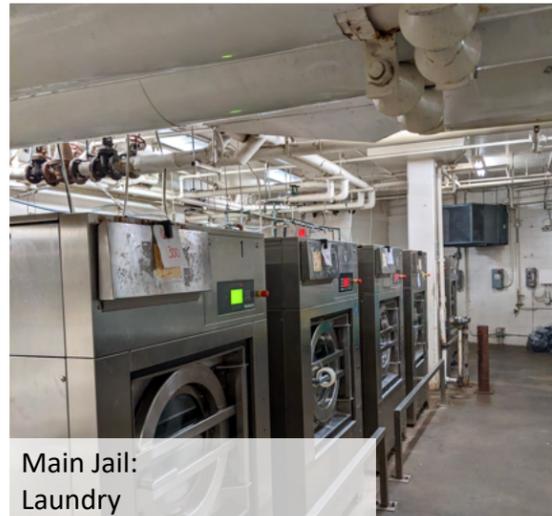
Main Jail:
Plumbing blockage



Main Jail:
Undersized cell



Main Jail:
Kitchen



Main Jail:
Laundry

Conclusion – Main Jail

As defined in the Introduction, the project team conducted facility assessment tours and research to answer five crucial questions. Based on the findings reported above, the project team provides the following responses to these questions:

1. What is the condition of the building and its systems?

The condition of the Main Jail at Rice Street was observed as average but quickly aging. Alternations and Expansions were completed to the facility over the years, including a new food service building, new intake building, and interior upgrades to the facility administration area. Despite these modifications, much of the facility, particularly the housing, is in dire need of betterment and repair. While many of the building systems were operational, and supplemental equipment was added over the years, there is concern for the age of the systems and their remaining useful life; system replacement and significant maintenance is needed in order for the facility to effectively continue operating. **The team concludes that the building is in a state in need of dire repair.**

2. How well does the building perform?

Due to its aging condition, the building is subject to continued and worsening poor performance. The building envelope is of materials that, without continued maintenance and repairs, will become compromised further. A compromised building envelope contributes to peeling or rusting interior finishes, higher utility costs, humid and poorly conditioned or heated spaces, and poor indoor air quality that may impact the health of the occupants. **The building’s performance is poor and will worsen if not properly remedied and maintained.**

3. Does the facility fit its intended function?

The intended function of a jail facility is to safely and securely house detained individuals in a facility that is easy to operate and is well-performing. The Main Jail at Rice Street presents a multitude of challenges to this function. Its aging condition and systems, poor performance, and various shortcomings experienced highlight the reasons for the facility to undergo a wide-range of upgrades in order to effectively function in the future. From this assessment’s comparison of the original design intent, current operation, and ACA compliant capacities, the team understands that for the facility to meet today’s humane jail standards, the bed capacity

would need to be significantly reduced. Additionally, the facility does not provide adequate spaces for programs and services needed and provided by Fulton County. **The project team can clearly determine that the facility does not fit its intended function.**

4. What shortcomings are experienced due to the condition of the facility?

Due to the condition of the facility, as noted above, several shortcomings are experienced that make restrict the safe and secure operation of the facility. Most imperatively, these shortcomings present real life safety risks to the staff and detainees who occupy this facility. The accessibility of detainees to ligature points and materials for weapons crafting within their cells and housing units, the opportunity for detainees to access light fixture wiring to create the frequently seen dayroom fires, the poor sightlines forcing staff to indirectly observe detainees via cameras, and the objects in the units that allow detainees to climb into unwanted and unsecure spaces are instances of the shortcomings experienced that place staff and detainees in serious danger. **The project team determined that the shortcomings are numerous and severe.**

5. Can the current condition of the facility enable long-term continued use?

Given the condition, performance, function, and shortcomings noted above, the project team can clearly determine that the current condition of the facility does not enable long-term continued use. **For the facility to continue operation for the long-term future, significant betterments are needed including the modification of the facility to follow today’s humane jail standards.**

FACILITY ASSESSMENT



South Annex – Union City

General Observations

Originally built by and for the Union City Police Department, the Fulton County South Annex had been purchased by Fulton County to serve as the detention facility for all classifications of female housing. The facility is located in downtown Union City, approximately 24 miles from the Main Jail, and is connected to the Union City Police Department. It was noted by staff and observed that after booking of any female individual at the Main Jail, the females would be transported to the South Annex, requiring significant staff time.

The plans provided by Fulton County were few, limiting the distinguishable information, including the number and type of housing unit cells. Jail staff noted that the facility has a capacity of 260 beds, while 280 females were detained within the facility at the time of the tour. At the time of this report, the females had been relocated from the South Annex to the Atlanta City Detention Center, currently being leased by Fulton County for additional bed needs.

Civil

The tour was conducted a day after precipitation occurred, providing optimal understanding of the site’s drainage capability. Overall, various issues were observed on-site which challenge the prospect of its future use as part of the Fulton County detention system.

Site Drainage

The building is not adequately diverting water from its roof away from the building’s walls. This has caused erosion around the entire building and deterioration of the wall finish material. As more erosion occurs, the ponding and poor drainage worsens, continuing the cycle. This is also contributing to continued water infiltration as described in the Architectural section below. Nearly all storm drain structures were blocked by dirt and/or debris.

Parking

Similar to the Main Jail, staff parking is shared with the public parking. While staff did not note break-ins, like what is experienced at the Main Jail, the concern is shared regardless.

Loading Dock

Major cracking was seen spalling all along the loading dock wall, likely caused by extensive site erosion. The age of the structure is observed as a major contributor to additional structural cracking in this area, necessitating significant repairs.

Architectural Exterior

The tour of the South Annex warranted significant concerns for the safety and wellbeing of the occupants, regardless of the function of the facility. The poor condition observed signified an immediate and significant need to rehabilitate the facility if future use, for any purpose, is considered.

Exterior Walls

Severe deterioration was observed around entire exterior. The building envelope consists of CMU construction clad in EIFS. The EIFS is heavily deteriorated due to its inability to properly drain and dry. The constant presence of heavy moisture has compromised the cladding material to the point where it is soft to touch. At the street-front wall, a bird was observed burrowing into and nesting with the cladding material. The building envelope is responsible for the basic building purpose of keeping the

weather out of the interior environment. The envelope of the South Annex is compromised and unable to maintain a weathertight enclosure, resulting in a structure that does not perform its basic, yet essential function.

Roof

The TPO roof membrane appeared in average condition, with ponding in a few areas, but no known leaks. Downspouts draining water from the roof are damaged and in need of repair, replacement, or upgrade to ensure water is properly drained off the roof and away from the building.

Exterior Recreation

The team observed that the slab of the exterior recreation yard appeared higher in elevation than the slab of the main level inside. This is seen as a contributing factor to the poor drainage capability of the exterior skin as water is unable to wick away from the face at the proper level and may be ponding near and along the exterior wall, preventing drying of the façade.

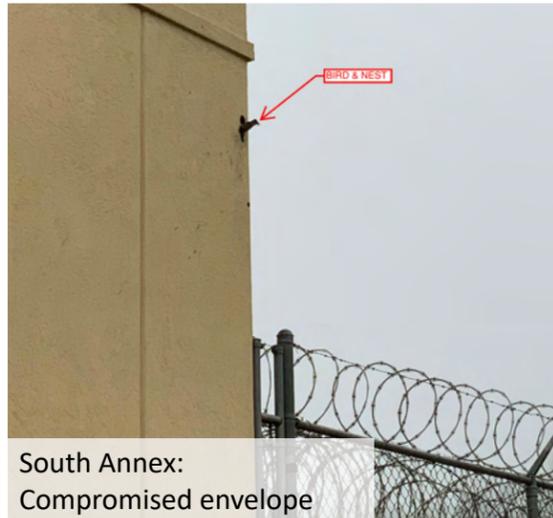
FACILITY ASSESSMENT



South Annex:
Poor site drainage



South Annex:
Poor site drainage



South Annex:
Compromised envelope



South Annex:
Damaged door

Architectural Interior

Interior conditions of the facility were extremely poor and observed as possibly unsafe for continued occupation, and mostly due to the compromised condition of the exterior envelope. Not only is the indoor air quality significantly impacted by these conditions, but the building systems also risk accelerated aging and deterioration.

Indoor Air Quality

It was clearly observed that the interior environment was heavily affected by the compromised building envelope through the thick humidity within the interior spaces despite an activated mechanical system. While a lab test was not conducted as part of the assessment, the heavy humidity was present in all spaces. Poor indoor air quality can lead to significant health issues for occupants and rapid deterioration of interior elements and systems, including the presence of mold throughout.

Building Elements

The amount of humidity present within the spaces impacts the many building elements. Detention doors and frames were observed as heavily rusted, concrete floors were slippery and posed danger to those walking

on them, structural steel framed showed signs of rusting along the exterior walls, and much of the wood flooring and wood casework in the control areas were in poor condition. Without immediate remediation, the building elements will eventually fail and cause harm to occupants.

The staff noted minimal issues with the security system, however, security and electrical equipment is at risk of failure when subject to overly humid environments. The extreme humidity in the indoor air exaggerates this risk, increasing the chance that security system could fail and staff be unable to control the facility.

Detention Facility Services

Most service areas, including medical, intake, food service, and laundry, were undersized for the needed function and poorly maintained. At the time of the tour the intake area was being used as the mental health female housing. Conditions were observed as extremely poor, and counterproductive to mental health services.

Housing

The housing units were occupied and overpopulated, preventing staff from allowing the project team to thoroughly assess the

units' conditions. At the time of the tour, 280 female detainees were housed in the facility the staff had noted to accommodate housing for 260 detainees. The units were indirectly supervised from main level control rooms with proper sightlines into each unit, however, the disconnected nature of indirect supervision has led to unkempt and mismanaged housing units, evident through the disorganization of unit environments. Only six staff were operating the facility at the time of the tour; it was noted that if an incident occurred within the facility, the officers would not be able to respond effectively.

Mechanical, Electrical, Plumbing, and Fire Protection

The systems of the South Annex appeared to be in varying condition and in need of thorough inspection, maintenance, and replacement. The team noted struggles with the mechanical system keeping up with the humidity levels of the interior spaces, the risk imposed on the electrical system, and issues with the plumbing throughout.

Mechanical Systems

The HVAC system appeared in fair working condition with a few years of useful life remaining, but it does struggle with keeping up with the high humidity levels of the

interior spaces. This struggle may lead to accelerated aging and deterioration, necessitating earlier replacement. This struggle was evident through the heavy condensation found on the interior walls and floors. The negative building pressure, when the units eventually shut off, pulls additional humidity into the interior. As mentioned in the Architectural Exterior section above, immediate provision of Vapor control and repair of exterior envelope is needed.

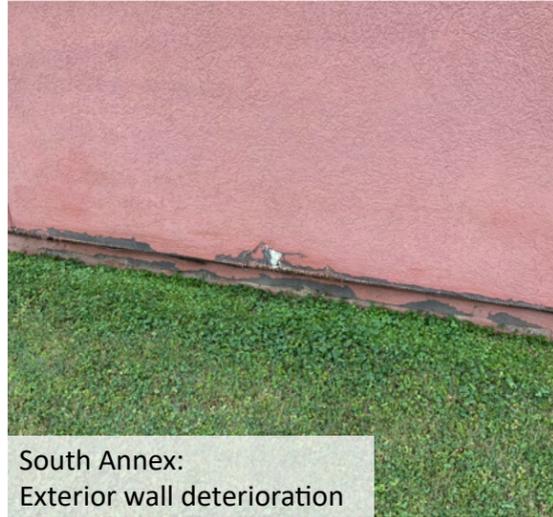
Electrical

The electrical systems appeared to be in working condition with no failures notes. Jail staff noted exterior lighting levels were far from adequate and in need of replacement and upgrade. Electrical equipment is continually at risk of failure as humidity levels rise within the facility.

Plumbing

Plumbing fixtures throughout the facility were observed to be inoperable and/or leaking. It was observed by the project team that the system is in need of major maintenance, replacement, and upgrade to more water-efficient plumbing fixtures.

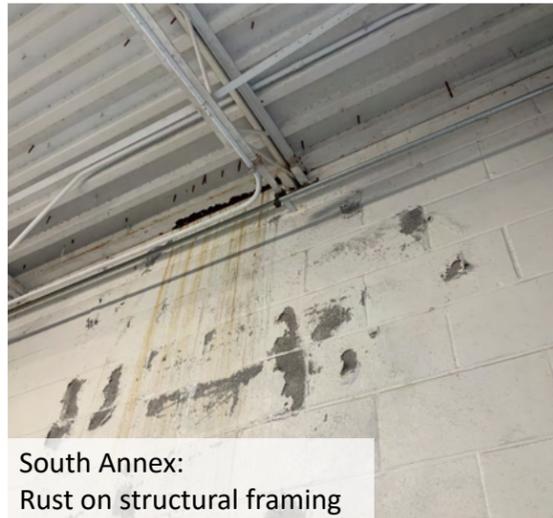
FACILITY ASSESSMENT



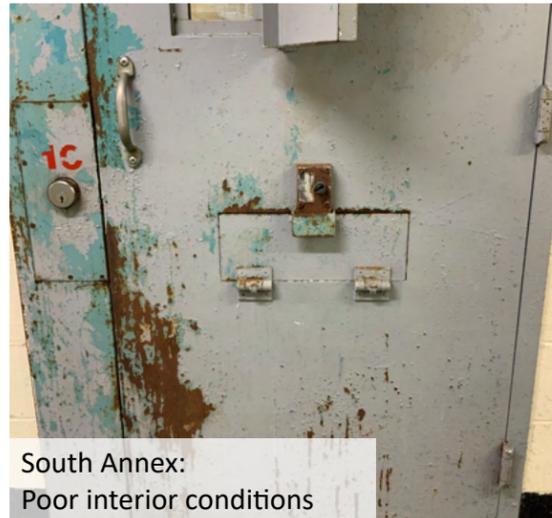
South Annex:
Exterior wall deterioration



South Annex:
Weather intrusion



South Annex:
Rust on structural framing



South Annex:
Poor interior conditions

Conclusion – South Annex

As defined in the Introduction, the project team conducted facility assessment tours and research to answer five crucial questions. Based on the findings reported above, the project team provides the following responses to these questions:

1. What is the condition of the building and its systems?

The condition of the South Annex was noted as severely poor to the level of the team questioning its ability to be safely occupied for any function. The primary cause of this is the compromised building envelope and its inability to provide the basic function of maintaining a weather-tight structure. This issue has led to major issues for the interior environment. The interior environment is subject to heavy rusting on structural framing and security doors and frames, humid indoor air quality risking the health and wellbeing of all occupants, and accelerated aging of the building systems including the risk of failure for the security and electrical systems.

2. How well does the building perform?

The building systems appeared to be in fair working condition but were at significant risk of failure and accelerated aging due to

its struggle keeping up with the increasingly humid interior environment. The building envelope is compromised, and its performance is extremely poor. **The building is in major need of repair and rehabilitation to revive its ability to perform to today's performance and life safety requirements.**

3. Does the facility fit its intended function?

The building does not fit its intended function. While limited floor plans restricted the team's ability to adequately assess the facility and compare to today's humane jail standards, the assessment team found that much of the services needed to properly service a detention facility were heavily undersized or did not exist. The kitchen was noted as mostly inoperable with food being delivered to the facility. The intake area was serving as an undersized and very poorly-maintained mental health space, driving a counter-productive process; current intake processing is being done at the Main Jail, necessitating significant staff time to transport females to South Annex. The medical area was undersized and did not provide the adequate spaces and services of a detention facility.

4. What shortcomings are experienced due to the condition of the facility?

The extremely poor condition of the building

has led to staff struggles to properly operate a detention facility. The compromised building envelope and poor conditions prevent staff from properly and safely circulating detainees and encourages staff to minimize effect programs. It was observed that the building systems are subject to significant risk of failure and this leads staff to make quick, temporary accommodations, such as fans and dehumidifiers in most spaces. The rusting and deterioration of the security doors and frames is unsafe and has led to cells, such as the holding cells used for mental health in the intake area to be of inhumane condition. **The unhealthy indoor environment concerns staff and poses risk to any detainee, officer, or public person occupying the building.**

5. Can the current facility enable long-term continued use?

The current facility does not enable long-term continued use, and calls into question any current use for the immediate future. The function of a detention facility is to safely and humanely house and service detained individuals and enable staff to properly provide the security and supervision of all occupants. The building does not provide its basic, essential purpose to maintain a weather-tight structure to ensure the safety and wellbeing of all

occupants. The compromised nature of the building envelope poses a severe life safety risk. Despite the team's inability to properly compare the current housing provisions to today's humane jail standards, the risks to health and wellbeing and the poor building conditions deny the opportunity for continued use to safely and securely house and service detainees. Significant rehabilitation of the building is needed prior to resumed occupancy.

Comparison to the 2009 Fulton County Jail Complex Master Planning Report

A previous study was completed and issued in 2009 that also analyzed the condition of the existing facilities. This earlier study involved the assessment of multiple buildings on the Rice Street campus, while this report focuses on the Main Jail and South Annex facilities, highlighting a change in facility use and operation by Fulton County Sheriff's department.

The previous study found the condition of the Main Jail in good condition but shares similar security concerns with this new report. A major shared concern is the sightline and supervision of the housing units from the control rooms, stating that, "One staff controlling and monitoring eight dayrooms is problematic and inefficient."

HEALTHCARE REVIEW & ASSESSMENT



HEALTHCARE REVIEW & ASSESSMENT

Medical & Mental Health



Introduction

As part of the Fulton County Jail Feasibility Study, a high-level review and assessment of healthcare services (medical and mental health) provided to Fulton County detainees was conducted. In advance of the site visit, the project team requested the following information:

- a. Healthcare utilization summary information
- b. Healthcare staffing summary
- c. NaphCare healthcare contract

The project team was on-site July 8-9, 2022. During the site visit, the team met with Fulton County Sheriff’s Office staff and NaphCare representatives – the present healthcare contractor – and toured the health clinic and medical and mental health housing areas at both the Main Jail (Rice Street) and the South Annex located in Union City, and Grady Hospital. Of note, the Alpharetta facility is presently closed.

- a. The Main Jail houses both men and those women requiring specialized medical and mental health care/treatment.
- b. The South Annex houses only women.

NaphCare is the contracted provider for healthcare within the Fulton County jail system. The current NaphCare contract went into effect in January 2018, and is presently in the fourth of nine annual renewal terms. Dr. Elam of the Sheriff’s Office provides oversight of the NaphCare contract and the delivery of healthcare services within the jail facilities.

Healthcare administration for the Fulton County jail facilities recently underwent a leadership change – the medical director started in February 2022, the health services administrator started in May 2022, and the mental health director started in September 2021.

The County’s contract with NaphCare is all-inclusive in that, except for select exceptions outlined in the contract, NaphCare is responsible for all costs associated with the provision of healthcare including pharmaceuticals. Of note, hospital-level care is provided at Grady Memorial Hospital (GMH), which is at no cost to either the jail or NaphCare. However, The County contributed \$61,904,005 in FY21 in support of GMH and its care and treatment of jail detainees as well as Fulton County residents who are indigent or otherwise unable to pay for services.

The purpose of the on-site visit was to understand NaphCare’s healthcare practices as it relates to detainees’ care and to observe the environment and manner in which these services are provided.

NaphCare at the Fulton County Jail is accredited by the National Commission on Correctional Health Care (NCCHC), which is a contractual requirement. The County’s contract with NaphCare requires that all health services be compliant with:

- a. NCCHC standards
- b. American Correctional Association Standards
- c. American Medical Association Standards
- d. American Psychiatric Association Standards

The review and assessment of healthcare services encompassed the following components:

- Intake
- Sick Call
- Pharmaceutical Services
- Medical Housing
- Mental Health Housing

HEALTHCARE REVIEW & ASSESSMENT

Medical & Mental Health



Main Jail

Intake

1. Contractually, health screenings conducted during the intake process include pre-admission health screening; an intake health screening examination; and an in-depth screening within 12 hours of admission. Data from these screenings and examinations are entered into the electronic medical record system (TechCare).
 - a. A pre-admission health screening is conducted on newly admitted detainees, but only once they have been physically searched and subjected to a full body scan search. In many jails, a pre-admission health screening occurs immediately upon arriving at the facility so as to deny admitting someone into the jail who requires emergency/urgent-level healthcare, which helps to mitigate liability. This may occur following an initial pat-down search.
 - b. The pre-admission health screenings are completed by a licensed practical nurse. The space allocated for intake health screenings comprises three (3) workstations that are located closely together and open to the entire intake area. The workstations lack

the requisite privacy to obtain confidential and sensitive information.

- c. Detainees who are flagged due to an identified mental health concern during the pre-admission health screening during the evening hours must wait until the mental health professional can come to the intake area from within the facility to assess the detainee's need for mental health services.
- d. While in intake and prior to being assigned to classification housing (2 South), detainees are subject to a medical screening examination conducted by a nurse practitioner or physician. There are two rooms where these examinations occur, which are directly accessible from the detainee waiting area.
- e. The required in-depth screening within 12 hours of admission as well as the physical exam required within 14 days of admission is performed by nurse practitioners in the reception/classification housing service center.

Sick Call

2. Contractually, sick call (routine healthcare services) is conducted Mondays through Fridays (excluding holidays). The contract requires a physician assistant or

nurse practitioner or physician on-site on a 24-hour/seven-day basis. Medical sick call requests are triaged within 24 hours of receipt, while mental health sick call requests are processed daily upon receipt.

3. Generally, healthcare services have been decentralized and are provided on the respective housing floors in the common support areas, which is where sick call is provided. A triage/examination room and a nurse's office are in each of these areas.

Health Clinic

4. The health clinic at the Main Jail is located on the third floor. The clinic is primarily reserved for specialty clinical services and urgent care. The following specialty clinical services are available on-site at the Main Jail:
 - a. Infectious disease (includes HIV)
 - b. Obstetrics/Gynecology
 - c. Internal Medicine
 - d. Chronic disease: asthma, hypertension, epilepsy, diabetes, hepatitis B & C
 - e. Kidney dialysis
5. The following clinical spaces comprise the clinic:
 - a. Trauma/examination room (1)
 - b. Radiology

- c. X-ray room (mobile x-ray)
- d. Dialysis chairs (2)
- e. Dental chairs (3)

6. There is a radiology room with digital x-ray equipment and an on-site radiology technician. The radiologist works remotely. There is also a designated x-ray room for use by the mobile x-ray vendor. Mobile x-ray is used depending upon the situation and availability of on-site staff to perform x-rays.
7. The Main Jail is equipped to provide IV fluids/antibiotics and oxygen in the medical observation unit (MOU).
8. There is an office suite for healthcare administration staff at the Main Jail proximate to the healthcare clinic, and its access is controlled by staff.
9. As routine sick call services occur on the housing floors, there is only a single exam room in the clinic, which is where urgent and trauma care is provided.
10. Kidney dialysis occurs in a designated room within the MOU.
11. Basic dental services including cleanings, extractions and temporary fillings for cavities are provided at the Main Jail. Grady Memorial Hospital provides specialized dental treatment for more complicated dental procedures, such as the treatment of trismus or complex dental extractions.

HEALTHCARE REVIEW & ASSESSMENT

Medical & Mental Health



Pharmaceutical Services

12. NaphCare operates a medication room on-site at the Main Jail. Medications are delivered overnight to the Main Jail from NaphCare’s pharmacy headquarters in Alabama. The Main Jail maintains stock inventory of commonly prescribed medications.
13. Medications are administered in blister packs as prescribed and manually entered into the electronic medication administration record as medications are administered. However, during medication administration, there is no scanning of the actual medication blister pack nor simultaneous scanning of the detainee’s identification.
14. Medications are distributed twice daily. Anecdotally, it was reported that normal distribution rounds of medications have often been missed at the Main Jail – mostly on the weekend.
15. A 30-day medication supply is provided to detainees upon release when ordered by the court or transferred to the Cobb County Jail. A four-day supply of medication is provided upon release for those detainees with HIV and/or a mental health condition, and a 14-day supply of medication for those detainees transferred to another facility other than Cobb County Jail.

Medical & Mental Health Housing

16. There is housing designated at the Main Jail for both men and women who require medical observation, medical detoxification, and/or nursing level of care.
 - a. Medical housing at the Main Jail includes the observation unit, which provides beds for medical observation and nursing care for men and women. Medical housing also includes beds for medical detoxification as well as general population medical beds.
17. There is housing designated at the Main Jail for those detainees who have a mental health condition. Detainees whose mental health needs exceed NaphCare’s capacity to effectively treat are transferred to Georgia Regional Hospital – Atlanta for evaluation and treatment.
 - a. Mental health housing at the Main Jail includes the observation unit, which provides beds for psychiatric observation – primarily for suicide watch. Mental health housing also includes beds for detainees whose mental illness is stable, detainees with intellectual and developmental disabilities, and detainee housing for the competency restoration program run by Emory University.

Medical Housing

18. There is a housing area on the third floor adjacent to the clinic and comprises two wings with an enclosed triage area along with healthcare staff workstations in the center. One wing (the MOU) is for medical observation, acute medical detoxification, and nursing care, and one wing (POU) is for psychiatric observation.
 - a. The MOU comprises 17 beds for men – 15 single-occupancy cells and one double-occupancy cell. Eight of the single-occupancy cells have negative pressure (but no anteroom). Only two of the cells were equipped with hospital beds, which were in substandard condition. In the remaining cells, detainees were sleeping on concrete bunks. Detainees with a C-Pap machine or who require an IV or PICC line are housed in this area. This area is also used to house detainees requiring protective custody and high-profile detainees (e.g., politician, professional athlete, etc.).
 - b. The POU comprises 14 single-occupancy cells for men. Primarily these cells are used for suicide watch. This includes detainees who are actively suicidal (SO-1) and on a one-on-one watch as well as detainees who are suicidal (SO-2) and by policy are on a

19. The third floor of the South tower (3S) is designated medical housing for male medical detoxification and medical general population. There are six housing pods on 3S: two housing pods each have
 - c. There is a secure glass-enclosed nurse’s station with a view into both wings that also has direct access to each wing. There are no direct sightlines into the cells. Staff must be right in front of the cell door to view a patient through a small window to observe inside the cell. There are no cameras in any of the cells.
 - d. Both wings have limited natural light and no direct access to fresh air and exercise.
 - e. There are eight single-occupancy cells annexed to the POU designated for women who require nursing care, medical observation, and/or psychiatric observation.
 - f. There are two “padded safety cells” for special observation of either men or women that bridge the male and female observation units.
 - g. The overall environment of the unit was not conducive to healing and recovery and does not reflect contemporary correctional healthcare practices for nursing care and medical and psychiatric observation.

HEALTHCARE REVIEW & ASSESSMENT

Medical & Mental Health



16 double-occupancy cells and four housing pods each have 18 double-occupancy cells.

- a. Housing pod 3S-600 is designated for medical detoxification and has 18 double-occupancy cells. Classification housing in 2 South is also used for medical detoxification. Detainees housed in 3S-600 and 2 South include individuals who have scored high on the alcohol/substance use risk assessment tool but who are not seriously symptomatic. Individuals experiencing severe withdrawal symptoms or who are not responding to medication treatment are housed in the MOU where there is direct observation and 24-hour/day nursing coverage.
- b. Housing pod 3S-400 is designated for transgender detainees.
- c. The remaining housing pods on 3S, which collectively have 136 beds, are for those who have a stable medical condition but who require routine observation/review by healthcare staff.
- d. There are no specialized housing pods in the facility that are designed to meet contemporary best practices for treating and housing the medical detoxification population. Furthermore, no special physical plant alter-

ations have been made nor implemented to meet the specific medical treatment and care needs of the detainees housed in these pods.

Mental Health Housing

20. The third floor of the North tower (3N) is designated for mental health housing for men. There are six housing pods on 3N: each housing pod has double-occupancy cells; the number of cells range from 16 to 18 cells per housing pod for a total of 32 to 36 detainees per housing pods exclusive of detainees sleeping in portable sleeping devices (known as 'boats') on the floor for a total of 208 beds.
 - a. Housing pod 3N-100 with 36 beds houses the competency program, which is run by Emory University and is designed to restore a detainee's competency to participate in legal proceedings.
 - b. 3N houses detainees whose mental illness is stabilized as well as special needs detainees such as those with intellectual and development disabilities.
 - c. The 3N housing pods are designed and configured for general population detainees.
 - d. There are no specialized mental

health housing pods in the facility. The housing pods designated for mental health housing were designed as general population housing and their design does not reflect contemporary mental health housing in a correctional facility. Each of the housing pods have mezzanines, which pose a threat to detainees who may wish to harm themselves by jumping off the mezzanine.

21. NaphCare staff collaborate with FCSO classification staff when making housing decisions for detainees with special medical or mental health care needs.

HEALTHCARE REVIEW & ASSESSMENT

Medical & Mental Health



South Annex

Intake

1. The women housed at the South Annex are admitted through the Main Jail where they undergo intake processing. There is a small receiving area for detainees after transfer from the Main Jail. A medical and mental health screening is completed during the admissions process, where detainees are housed in a secure holding cell located in the receiving area pending clearance by health staff to be assigned a housing pod.

Sick Call

2. The clinic at the South Annex provides basic health services on-site. Health conditions subject to specialized care require transfer to the Main Jail or Grady Memorial Hospital for care and treatment.
3. The clinic at the South Annex is a self-contained suite, which includes two exam rooms, pharmaceutical storage, and offices and workstations for healthcare staff.
4. No dental services are provided at the South Annex. Detainees must be transported to the Main Jail to receive required dental services.

5. One of the exam rooms is used for mobile x-rays. However, a detainee may be transferred to the Main Jail for x-rays when a higher-quality image is required.
6. Healthcare services are centralized within the clinic area, which includes healthcare administration. The area is cramped, and its configuration does not offer the privacy necessary to obtain confidential sensitive information.

Pharmaceutical Services

7. NaphCare operates a small satellite medication room at the South Annex. Medications are delivered overnight to the South Annex from NaphCare’s pharmacy headquarters in Alabama. The South Annex maintains stock inventory of commonly prescribed medications. When prescribed, narcotic medications are transferred from the Main Jail medication room to the South Annex where a signature receipt is required.
8. Medications are delivered in blister packs. Medications are distributed as prescribed and manually entered into the electronic medication administration record as medications are distributed. However, during medication administration, there is no scanning of the actual medication blister pack nor simultaneous scanning of the detainee’s identification.
9. Medications are distributed twice daily.

10. Detainees being released from custody or transferred to another facility are brought to the Main Jail to undergo release processing. If applicable, they are provided a medication supply upon release or transfer.

Medical & Mental Health Housing

11. The South Annex does not have medical housing. Detainees who require assignment to medical housing for conditions requiring nursing care are transferred to the Main Jail.
12. While there is housing designated at the South Annex for those detainees who have a mental health condition, these housing pods were designed for general population or restrictive housing detainees and are not all conducive to specialized care and treatment of detainees with a mental health diagnosis. Detainees housed at the South Annex who are experiencing a psychotic crisis or are deemed suicidal are transferred to the Main Jail. Detainees whose mental health needs exceed NaphCare’s capacity to effectively treat are transferred to Georgia Regional Hospital – Atlanta for evaluation and treatment.
13. The South Annex does not have specially designed or designated housing pods for detainees with non-serious medical conditions. Detainees housed at the

South Annex who have a stable medical condition are housed in general population. Detainees requiring nursing care, medical observation, and/or special medical equipment like a C-pap machine are transferred to and housed at the Main Jail.

14. Mental health housing at the South Annex comprises three housing pods (Pods B, C, and G), each having 10 double-occupancy cells. Pod B and Pod C are designated for those whose mental illness is stable and who cannot function in a general population housing environment. Pod G is designated for those whose mental illness is more severe or less controlled.
15. Housing assignments for detainees with a mental health condition are made by the on-site mental health provider.
16. As stated above, there is no specialized housing pods for detainees with mental illness. The housing pods designated for mental health housing were designed as general population housing and their design does not reflect contemporary mental health housing in a correctional facility. A major concern is the lack of natural light, a condition that does not support mental health wellness. In addition, all the housing pods have mezzanines, which pose a threat to detainees who may wish to harm themselves by jumping off the mezzanine.

HEALTHCARE REVIEW & ASSESSMENT

Medical & Mental Health



Grady Memorial Hospital

1. Grady Memorial Hospital (GMH) is the primary hospital used by Fulton County for detainee health services for both men and women that include emergency healthcare and specialized health services.
2. Detainees arriving to GMH via ambulance are triaged through the main emergency room – the same emergency room as the public.
 - a. Detainees seen in the emergency room will be triaged, treated, and referred for surgery, moved to inpatient care, or transferred to the emergency care clinic (described below) for further evaluation, treatment, and monitoring.
3. There is a specialized hospital unit called the emergency care clinic (ECC), which opened in 2011, where in-custody persons – both detainees and those persons newly arrested receive non-life-threatening urgent care. The ECC has capacity to provide minor procedures such as stitches, casts, etc. It is a short-term unit with 10 single-occupancy hospital rooms, which are available to Fulton County as well as all area law enforcement agencies.
 - a. In-custody persons admitted to the ECC will be triaged by a doctor and a

nurse and will be either treated and released or admitted to the hospital as a patient.

- b. New arrests who have been refused admission by the Main Jail due to a medical concern are brought here for evaluation and treatment.
- c. In-custody persons may be moved to this specialized unit for further stabilization and/or evaluation and monitoring from the emergency room, recovery from a medical procedure, etc.
- d. Detainees who are brought/moved to the ECC will either be stabilized and discharged back to the Main Jail or be admitted to an inpatient unit within the hospital for further care and treatment. If the latter, they require 24-hour/day supervision by a corrections officer.
4. The ECC is in a relatively new wing attached to the hospital. It is a well-designed contemporary hospital unit comprising 10 single-occupancy hospital rooms, a large nurses' station and charting area, and several ancillary spaces. The unit is managed and operated by GMH medical staff. Staff from the respective law enforcement agencies, which include Fulton County, DeKalb County, Atlanta Police Department, Capital Police Department, and Georgia State Patrol, supervise their

respective in-custody persons/patients.

5. In addition to the above, a detainee from the Fulton County Jail may be brought to GMH for a specialty clinic appointment, specialized treatment, or specialized imaging (CT scan or MRI). There is a vehicular sallyport (VSP) where detainees are received. A control room adjacent to the VSP is staffed and operated by a corrections officer from the Atlanta City Detention Center who controls the entry and egress to the VSP as well as to the adjacent secure holding area that is operated by Fulton County corrections officers.
6. This secure holding area is used to stage detainees who are attending an appointment at a GMH specialty clinic such as dental, OB/GYN, orthopedic, ophthalmology, etc. as well as detainees who are being discharged from GMH and returned to the Main Jail.
 - a. The holding area consists of three cells that can each accommodate up to four detainees, two repurposed cells – one for supplies and one for a breakroom, and an office area. While the holding cells are equipped with beds and mattresses, no one sleeps here. Rather the holding cells are just for waiting and staging until a detainee can be either escorted to their appointment or returned to the

Main Jail.

7. The future utilization of Grady Memorial Hospital will need to be evaluated from an operational and cost-efficiency perspective as the new Fulton County Jail may be able to handle many of the examinations and procedures currently occurring at GMH, which will potentially save corrections officer positions and operating costs. On the other hand, health services provided by GMH to detainees are not paid for by NaphCare or from the jail budget, so that will need to be factored into any future cost-benefit analysis.

HEALTHCARE REVIEW & ASSESSMENT

Medical & Mental Health



Conclusions

NaphCare has been Fulton County Jail’s long-time health services provider. NaphCare leadership at the jail is relatively new but was responsive to our inquiries and provided insights into their operations at the Main Jail and at the South Annex. Following are areas of concern that should be addressed in any future jail facility being planned.

Main Jail

Intake

1. There is a lack of privacy for new admissions when healthcare staff are completing health screenings, which can inhibit the conveyance of personal and sensitive health information.
2. No mental health screening personnel are assigned to the intake area except during the dayshift nor were there dedicated areas for mental health screening.
3. The healthcare areas in intake are fragmented in terms of location, which results in inefficiencies related to collaboration and care.

Sick Call

4. The present delivery model has decentralized most health services to the housing floor level in lieu of sick call being provided in the health clinic. Typically,

nursing triage occurs at the housing floor level and follow up sick call occurs in the health clinic. The current model may be inefficient as it requires a higher number of providers and nurses to be available throughout the facility as opposed to having security staff escort detainees to medical appointments in a centralized health clinic.

Health Clinic

5. The health clinic is not in its own secure zone. The clinical spaces and waiting area are each accessible from the main circulation corridor.

Pharmaceutical Services

6. The recording of medications distributed into the electronic medical administration record is done manually; it does not include the scanning of the actual medication nor the detainee’s identification. This method of recording of medications distributed is particularly susceptible to error.

Medical & Mental Health Housing

7. Medical housing at the Main Jail does not promote effective observation of patients nor does it promote health, healing, and recovery. The medical observation unit (MOU) comprises cells instead of rooms, many with cement bunks as beds. The

cells are not well lit and are difficult to observe – staff must be right in front of the cell door to view a detainee patient through a small window. There are no cameras in any of the cells.

- a. The physical design of the facility does not provide detainees with ready access to fresh air and exercise.
8. There are no specialized housing pods in the facility to serve the medical detoxification and medical general population detainees.
 - a. Detainees who do not have a serious medical condition and/or who require medical detoxification are housed on the second or third floor of the South tower (2S & 3S). There is no distinction between these housing pods and any other general population housing pods within the jail. One would expect that detainees identified as needing medical detoxification would typically be housed in a designated area where nursing staff is readily available and the fixtures and furnishings support safe withdrawal such as low-to-the-floor beds, open spaces, extra toilets/sinks, no mezzanines, etc.
 - b. There is a concern that there is an overuse of the medical detoxification flag. It turns out, because of the alcohol/substance use risk as-

essment results, this flag is often applied to a detainee not actively experiencing or exhibiting symptoms of withdrawal.

9. Mental health housing in the jail is not conducive to good mental health and the housing conditions are such that it can worsen a detainee’s already fragile mental health state. There are no specially designed and designated mental health housing pods operating with an integrated treatment team that includes mental health clinicians, security staff, and program staff that serves the acute, subacute, and special needs populations.
 - a. The psychiatric observation unit should not be part of the medical observation unit.
 - b. Except for the POU, the pods housing detainees with mental illness are converted general population housing pods.
 - All of the housing pods have mezzanines, which pose a threat to detainees who may wish to harm themselves by jumping off or pushing someone else over the mezzanine.

HEALTHCARE REVIEW & ASSESSMENT

Medical & Mental Health



South Annex

Intake

1. The intake area does not support contemporary practices for health screenings during the admissions process. There are no private screening/interview areas that allow detainees to convey confidential and sensitive information.

Sick Call

2. There are no health triage areas localized to the housing pods. All detainees must be escorted to the clinic for health services, which is staff intensive and may result in delayed care.

Health Clinic

3. There is insufficient space in the health clinic to provide the full range of health services for women. The women must be transported to the Main Jail or Grady Memorial Hospital to receive specialized care and/or treatment. This requires movement of women to/from the Main Jail, which can be staff intensive.

Pharmaceutical Services

4. The recording of medications distributed into the electronic medical administration record is done manually; it does not include the scanning of the actual medication nor the detainee's identification.

This method of recording of medications administered is susceptible to error.

Medical & Mental Health Housing

5. There is no medical housing at the South Annex for women. The women must be transferred to the Main Jail. This requires movement of the women to/from the Main Jail, which can be staff intensive.
6. While there is housing designated at the South Annex for those detainees who have a serious mental health condition, these housing pods were designed for general population or restrictive housing detainees and are not all conducive to specialized care and treatment of detainees with a mental health diagnosis. Detainees housed at the South Annex who are experiencing an acute worsening of their mental illness or are deemed suicidal are transferred to the Main Jail. This requires movement of detainees to/from the Main Jail, which can be staff intensive.

Grady Memorial Hospital

1. While the emergency care clinic facility and services provided at GMH are state-of-the-art and represent best practices for correctional health, it is operationally inefficient with overlapping security responsibilities amongst the agency users, as each agency provides security supervision for their respective in-custody persons. For example, if all 10 hospital rooms were occupied by in-custody persons from 10 different agencies, it would require 10 different officers to provide security supervision.

JAIL CLASSIFICATION SYSTEM ASSESSMENT



JAIL CLASSIFICATION SYSTEM ASSESSMENT



Footnotes

¹ Fulton County Government (October 25, 2021). "JAIL FEASIBILITY STUDY For FULTON COUNTY GOVERNMENT." Request For Proposal #21rfp206340k-BKJ. Atlanta, GA: Department of Purchasing and Contract Compliance.

² Austin, James (1998). "Objective Jail Classification Systems: A Guide for Jail Administrators." Washington, D.C.: National Institute of Corrections.

³The FCSO Housing Matrix (5-22-2022) lists the female custody levels as Low, Medium, and High while the male custody levels are Low, Medium, and Maximum.

Jail Classification System Review

I. Statement of the Problem

This review of the Fulton County Jail Classification System is one element of a much larger planning process to "evaluate options for the Fulton County Jail as well as on-site headquarters for the Sheriff's Office Jail Administration operations. The Jail Feasibility Study analyzes and identifies the long-term options for the jail, including refurbishing and/or expanding the current facilities, purchasing/leasing an existing facility, or constructing a new jail."¹ Our review focused on the detainee classification and housing processes, i.e., The Classification of Detainees Plan (Plan). It did not include statistical assessments of the reliability or validity of the classification system or the housing process. FCSO's goal for this review was to assess the Plan's adequacy for guiding the jail feasibility planning process regarding the size and security requirements for the current FCSO detainee population. The Classification Division also sought recommendations for improving the Plan to ensure detainees were objectively classified, assigned custody levels to protect staff and detainees, and the FCSO-supported programs and services created the best outcomes for reentry.

Classification Division staff also questioned the validity of the Classification Plan for the FCSO population and noted concerns as to the simplicity and complexity of the Plan. For example, the detainee's current charge dictates the housing location and the initial custody tool is simple, and there is no reclassification instrument. On the other hand, the Plan is complex in that the initial classification assessments assign detainees to one of eight custody levels and then rates them according to their special management, medical, mental health, separation, and vulnerability needs.

II. Description of the FCSO Classification Plan

The FCSO Classification Plan is a decision tree system based on the Northpointe Initial Assessment Instrument.² The initial or primary custody assessment instrument is composed of five yes/no questions. FCSO does not use a standardized form or tool for custody reassessments. The reclassification process is a subjective, unstructured review of the individual's legal status and institutional adjustment. FCSO Classification Division staff is responsible for all initial classification, custody reviews, and housing unit assignments.

Custody Levels

At intake, all detainees are assigned to one of eight custody levels: High, Close, High-Medium, Medium, Medium Pre-Sentence, Minimum Pre-Sentence, Minimum, and Low. However, for housing purposes, these custody levels are collapsed into three basic levels:

- Maximum/High³ = High, Close;
- Medium = High-Medium, Medium, and Medium Pre-Sentence; and
- Minimum = Minimum Pre-Sentence, Minimum, and Low.

Classification Process

Initial Classification

During the intake process at the Rice Street Jail, an initial classification assessment is completed for all detainees booked into the jail system who are not released before their transfer to a reception pod or special population module. This process includes an interview in a semi-private setting, a criminal history review via Georgia Criminal Records (GRC), reviews of the detainee's prior classification, housing, disciplinary, and victim-

ization/predation histories within FCSO facilities, and medical/mental health screenings. Once compiled, the information is input into the classification module of the jail management system (Odyssey), and the "Primary Classification Decision Tree" is completed.

The FCSO "Primary Classification Decision Tree" includes 12 yes/no questions:⁴

1. Current Offense Assaultive Felony?
2. Prior Assaultive Felony Conviction?
3. Escape History from a Secure Facility?
4. Known Past/Present Serious Institutional Behavior Problems?
5. Three+ Prior Felony Convictions within the past five years?
6. Detainer, Warrants, or Pending Charges?
7. Has the detainee been sentenced?
8. Is the Current Offense a Felony or Misdemeanor?
9. Drug/Alcohol Abuse History?
10. Age 18 or over?
11. Special management issues?
12. Prior PREA History?

JAIL CLASSIFICATION SYSTEM ASSESSMENT



The first four questions set the custody level for most detainees -- Current or Prior Assaultive Crime/Conviction, History of Escape from a Secure Facility, and Past/Present Serious Institutional Behavior Problems. The Classification Plan does not delineate mandatory overrides/restrictors that dictate specific custody levels. However, the classification deputy has the option to modify/override the custody level derived from the Classification Decision Tree Instrument.

Reclassification

There is no routine reclassification process except for detainees assigned to a restricted housing status. Thus, most detainees retain their initial custody levels throughout incarceration unless significant behavioral incidents prompt placement in administrative segregation or restrictive housing. As of June 2022, legal status and charge modifications were not provided directly to Unit staff. The Unit is revamping the Classification Plan to ensure staff is notified promptly of legal status, charge modifications, and other new information that might change the detainee’s custody level.

Housing Criteria

In addition to the custody questions, the automated classification worksheet includes 40 yes/no questions that inform the housing assignment, services, and treatment requirements. Housing decisions consider gender, custody level, age (youth less than or equal to 17 years or “elders” greater than or equal to 45 years), legal status, and special needs. As per the FCSO housing matrix dated May 22, 2022, housing options include (see Appendix A):

1. Intake – COVID-19 protocols required quarantine of incoming detainees.
2. General Population (GP) – Detainees are assigned according to their criminal history and current charges.
3. Inmate Worker/Trusty Housing Zones – Unsentenced misdemeanants with “satisfactory” attitude and adjustment to the custodial environment.
4. Emory Program – A court-ordered program to assist detainees in gaining competency to stand trial and resolve pending legal cases.

5. Mental Health – Detainees who need treatment and services by a mental health professional.
6. Medical – Detainees who need treatment and services by a medical professional.
7. Pre-Stabilization Program – Intensive substance-abuse behavior modification program prepares individuals for successful community reintegration.
8. General Education Diploma Program (GED) – Prepares and tests detainees for competency in the primary and secondary education subjects – math, science, social studies, writing, and critical reading.
9. Protective Custody (PC) – Detainees vulnerable units due to individual, case, or legal factors.
10. Extended Restrictive Housing (ERH) – Detainees who pose a serious threat to the safety of staff, other detainees, life, or property and thus require a higher degree of supervision.
11. Restrictive Housing (RH) – Detainees who have committed institutional rule violations and must serve disci-

- plinary sanctions as per the Disciplinary Committee.
12. New Beginning Program – A program to help female detainees channel their anger and conflict.
13. Court Production Orders (CPOs) – GA DOC detainees with case(s) pending in Fulton County.
14. Alternative Lifestyle – Detainees whose lifestyle and preferences can opt to live in this pod.
15. Segregation (S) – Detainees are separated from General Population due to violent or aggressive incident reports.
16. Court Ordered (CO) – Detainees assigned due to court-ordered separations.

Footnotes

⁴Fulton County Sheriff’s Office. (May 18, 2022) “Classification of Detainees/Classification Plan.” Policy # 200-13.

JAIL CLASSIFICATION SYSTEM ASSESSMENT



III. FCSO Population and Statistics

Custody Classification and Case Study

The custody classification of the population was looked at in two ways. First, we utilized a one-day snapshot. As of August 27, 2022, the majority of the population fell into the High-Medium and Medium custody categories (see Figure 21). Approximately one out of six people in the jail population did not have a custody classification level in the database. Less than three percent (2.3% or 82 individuals) had been booked in the last 72 hours.

Figure 22 illustrates the FCSO Jail ADP by custody level from 2016 through August 27, 2022. These data suggest that the percentage of individuals classified as High-Medium increased each year. For example, since 2016, the percentage of High-Medium has doubled: 2016 = 15.0% vs. 2022 = 30.4%. Further, during 2020-2022, the number of individuals assigned to Close custody increased. However, it is important to note that for 2016, the custody level for nearly half of the population (45.0%) is unavailable.

Figures 23 and 24 provide the FCSO Jail ADP by custody level for 2016-2022 by gender. These data illustrate the importance of differentiating the size and security parameters of the housing units designed for male vs.

Figure 21. Fulton County Jail Population by Custody Classification Level

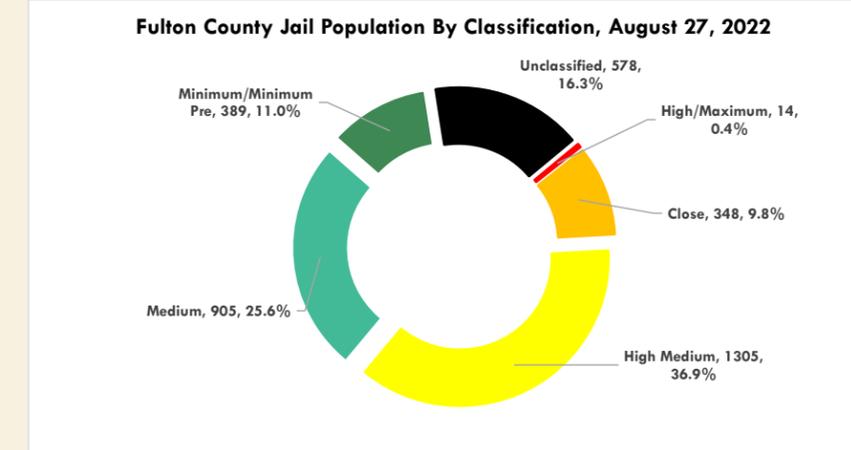


Figure 22. Fulton County Jail Population by Custody Classification Level, 2016 - 2022

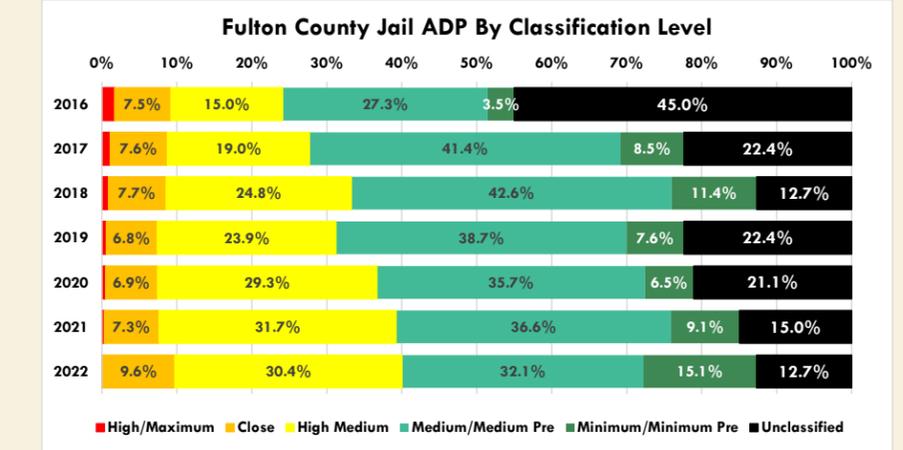


Figure 23. Fulton County Jail Female Custody Classification Level, 2016 - 2022

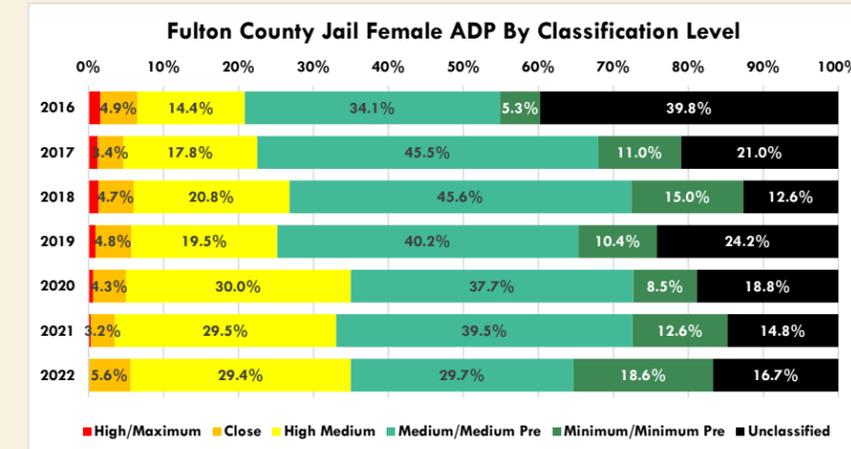
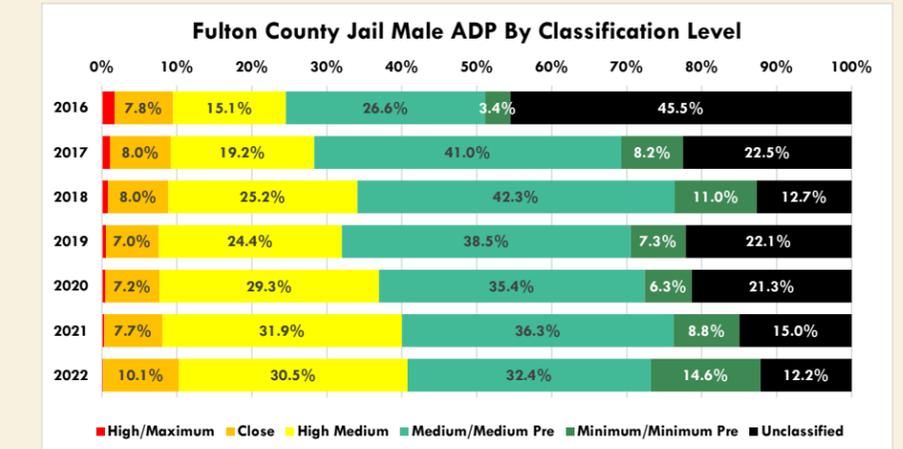


Figure 24. Fulton County Jail Male Custody Classification Level, 2016 - 2022



JAIL CLASSIFICATION SYSTEM ASSESSMENT

Table 1: Comparison of Large Jail System Custody Distributions with Decision Trees⁵

	County A West Coast		County B West Coast	County C West Coast	County D Southeast	FCSO	
	ADP	ADP	ADP	ADP	ADP	ADP	ADP
Pre = pre-pandemic Post = post-pandemic	985.2	664.6	5,456	5,305	4,710	2,505	3,288
Custody Level	Pre	Post	Pre	Pre	Pre	2018 Pre	2022 Post
GP Maximum	31.6%	30.6%	7.1%	6.0%	7.7%	8.5%	10.2%
GP Medium	29.0%	31.9%	38.7%	33.0%	58.6%	67.4%	62.5%
GP Minimum	33.7%	27.2%	30.8%	38.0%	8.7%	11.4%	11.0%
Special Population (PC, Ad-Seg, MG, Other)	9.1%	10.3%	22.0%	23.0%	25.0%	--	--

Footnotes

⁵ The specific jurisdiction and location of Counties A – D are not provided to ensure the confidentiality of the agencies’ data.

female detainees. Across this seven-year period, very few were classified as High/Maximum. Twice as many men were classified as Close Custody as women. In 2022, for example, 5.6% of the women were classified as Close Custody compared to 10.1% of the men. On the other hand, a higher percentage of the women were assigned to Minimum Custody. A notable trend was the increase in the portion of the ADP – men and women – assigned to Minimum Custody.

Despite the reduced populations during the COVID pandemic, fewer detainees have been assigned to Medium Custody. This trend contradicts observations from other jail systems where low-risk detainees were diverted from custody during the peak of the COVID pandemic.

Table 1 provides a breakdown of the custody distributions for comparable large jail systems that use decision trees for their classification process. Pre- and Post-Pandemic data were available for County A. Only Pre-Pandemic data were available for Counties B, C, and D. These data suggest that FCSO custody distributions are comparable to County D; they differ significantly from the other jurisdictions. Observation of the respective counties’ classification processes revealed that FCSO and County D over-classify their incarcerated individuals. Both

counties rely heavily on restrictive policies and a heavy emphasis on the current offense to determine the custody level. Unfortunately, the percentage of the FCSO ADP assigned to a Special Population Unit was unavailable. However, as many “Special Population” detainees are designated as Maximum or Medium Custody, the absence of these data does NOT account for the low percentage of the FCSO ADP assigned to Minimum Custody. These data support the observations that the FCSO Classification Plan over-classifies many individuals.

IV. Assessment Activities

This assessment of the FCSO Classification Plan included: Policy/Statistical Review and a Remote/Virtual Meeting with FCSO Administrators and Classification Division staff. This assessment did not include on-site tours of the FCSO facilities or observation of the classification/housing process. As described below, each phase included multiple assessment activities.

Policy and Aggregate Statistical Review

Our first step for this assessment was a review of the FCSO Classification Plan, housing-related policies, and population statistics. The following documents were reviewed:

- a. Jail Operations Standard Operation Procedures, #1700-01. Rules and Discipline: Inmate Rules and Discipline. Effective date: November 27, 2002.
- b. Jail Operations Standard Operation Procedures, #200-13. Security: Classification of Inmates/Classification Plan.” Effective date: May 18, 2022.
- c. FCSO – HOUSING UNIT ASSIGNMENT PLAN – dated May 25, 2022.
- d. FCSO Odyssey Screens: Booking Summary (Charges and Demographics), Booking Details (Charges, Court, Bond, etc.), Inmate Classification Summary, Initial Assessment Questions, Classification Worksheet Interview (seven pages), and Incident Reports.

Remote/Virtual Assessment Activities

The remote/virtual assessment included interviews with senior FCSO Administrative and Classification Division staff conducted via a proprietary video teleconferencing software program developed by Zoom Video (ZOOM). The interviews explored the FCSO classification and housing plans from multiple perspectives. Topics included the Classification Division’s current approach to classification and housing with particular attention to its strengths and weaknesses. Also explored were the staff's goals and expectations for this classification system

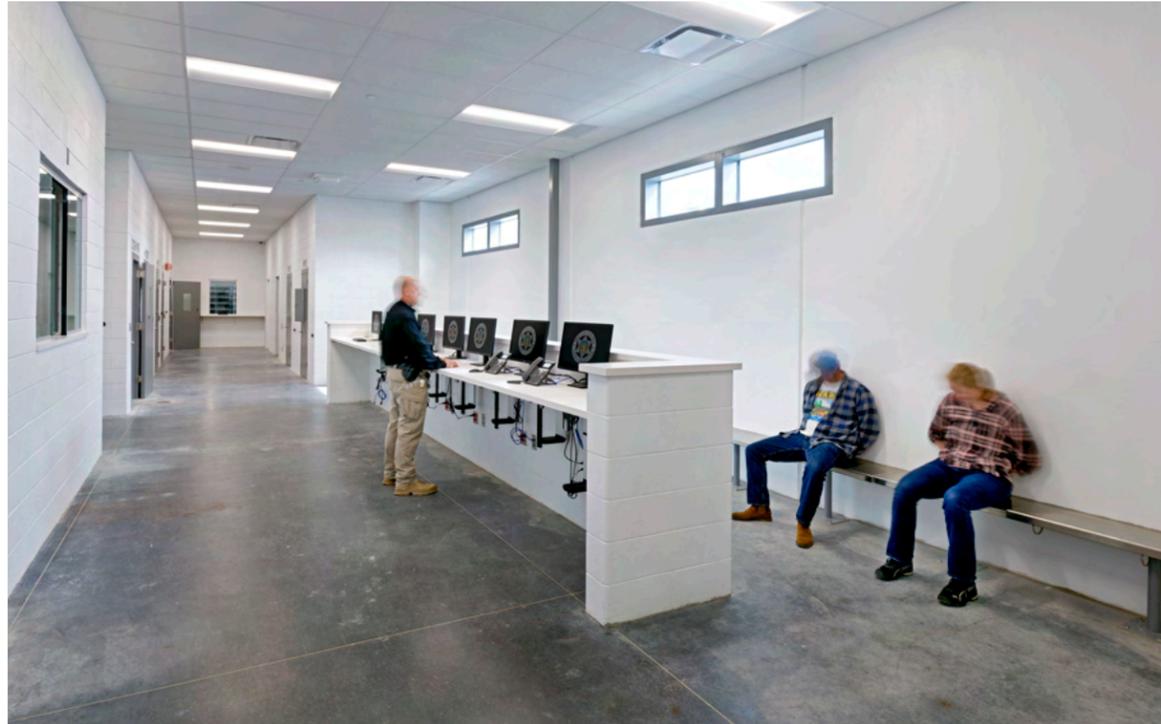
assessment and their specific classification-related concerns. In addition, the virtual meeting format allowed for the review of the primary intake and classification screens within the FCSO Odyssey system and observation of sample custody assessments. FCSO participants included: Lt. Colonel Byron LeCounte, Lt. Colonel Derrick Singleton, Capt. Yashi Youmans, and Lt. Harvey Apfollo.

V. Preliminary Observations and Recommendations

The review of the FCSO classification and housing-related documents, FCSO staff interviews, and virtual observations of the classification process indicated strengths as well as concerns with the FCSO Classification Plan and housing processes. Summarized below are the observations and findings regarding the system.

It is essential to highlight a vital strength of the System – Great Staff. A recent reorganization of the Classification Division changed staff assignments and classification procedures. Their challenge was to quickly learn the intricacies of the current Classification Plan while adapting the Plan to meet the current needs of the jail. All expressed a sincere commitment to build an objective and valid classification system for FCSO.

JAIL CLASSIFICATION SYSTEM ASSESSMENT



Footnotes

⁶ Austin, James (1998). "Objective Jail Classification Systems: A Guide for Jail Administrators" Washington, D.C.: National Institute of Corrections. Hardyman, Patricia L. and James Austin (July 2021). "Objective Prison Classification: A Guide for Correctional Agencies." Second Edition. Washington, D.C.: National Institute of Corrections.

⁷ Hardyman, Patricia and Austin, James (2021). Objective Prison Classification: A Guide for Correctional Agencies. Second Edition. Washington, D.C.: National Institute of Corrections.

This assessment relied on the National Institute of Corrections (NIC) objective jail classification systems standards.⁶ The standards in italics below embody the fundamental principles of an objective classification system to which most US jail and prison systems adhere. Further, they are the foundation on which courts assess the constitutionality of classification and housing process. Provided below are the project team's observations and recommendations for the FCSO.

Classification Instruments (Forms) That Use Reliable and Valid Criteria

A jail classification system must use standardized, objective forms to guide the proper custody level of detainees. The basic forms are screening/interview, initial classification, reclassification, and needs assessment. The forms should provide for:

- a. **Validity:** A custody level that reflects the detainee's actual risk for disruptive and violent institutional behaviors.
- b. **Reliability:** Similar classification decisions for comparable detainees.
- c. **Equity:** The system must use decision-making items that are non-discriminatory and are consistent with commonly accepted societal values.
- d. **Utility:** Is the classification process efficient, simple, and easy to understand?

Validity Comments

As previously indicated, the current FCSO Classification Plan uses the standardized jail decision tree developed by Northpointe Compass during the early 1990s. While this decision tree has served as an initial assessment instrument in jails across the country over the last 35+ years, it relies on somewhat dated risk factors and excludes critical factors for assessing detainees' risk for "disruptive and violent institutional behaviors."⁷ For example, absent are factors related to gang/security risk group involvement, age, and gender. Further, this instrument has not been validated for the FCSO detainee population. Thus, its validity is questionable.

Recommendations regarding Validity:

1. Conduct a gender-specific statistical validation of the initial assessment instrument for the FCSO incarcerated population.
2. Develop and validate an objective reclassification instrument and process for men and women incarcerated in the FCSO Detention for 60+ days. As previously noted, FCSO does not have an objective reclassification instrument. Although detainees can request a custody or housing review via the kiosks within the housing units, staff-initiated reclassifica-

tions are limited to updating detainees' segregation, restrictions, or vulnerability status based on ad hoc incident reporting. This process is neither objective nor valid as there are no standard rules for the assessments or instrument(s) for documenting the decisions. Further, the "review process" is limited to segregated populations. Thus, most detainees are not re-assessed throughout their incarceration despite institutional infractions, charge modification(s), detainers lifted/imposed, mental health/medical, or other legal/case status changes.

Reliability Comments

Perhaps, the most telling and troubling threat to reliability was that the Policy did not match current practices. Although the Plan was dated May 18, 2022, when asked about specific procedures and forms, staff indicated that the process had changed, and they did not use many of the forms listed in the Policy. In addition, there were several specific threats to the reliability of the FCSO Classification Plan.

The Classification Division does not have a handbook/training manual to document the instrument scoring. The risk factors/questions are not well-defined, with specific scoring rules and standards. For example,

instructions for which crimes to score as "assaultive" or for rating the severity of "institutional behavior" are unavailable.

Training for new staff is "on-the-job" by fellow staff members. Thus, the classification process depends on the "mentor" and when the staff member joined the Division.

The Division does not have audit protocols to review the custody assessments or housing decisions to ensure compliance with the Classification Plan.

A supervisor does not routinely review custody level overrides. There is no formal list of acceptable override reasons or standards for documenting a recommended override.

The Classification Division is not systematically provided with critical information for updating the custody and housing assignments. For example, the Classification Division is not routinely notified of institutional infractions, charge modification(s), detainers lifted/imposed, or other legal/case status changes. Further, updates regarding the detainee's medical and mental health service needs are not systematically provided to the Division. Thus, a detainee's custody and housing depend on the individual staff member's procedures for tracking down and

JAIL CLASSIFICATION SYSTEM ASSESSMENT



Footnotes

⁸ As of June 2022, the classification policy did not reflect the classification process. However, the Unit is reviewing its procedures and anticipates revising the classification system. On completion of this process, the policy and a classification handbook will be updated to reflect the new classification instruments and process.

⁹ Austin, James (1998) "Objective Jail Classification Systems: A Guide for Jail Administrators." Washington, D.C.: National Institute of Corrections. pp 12.

¹⁰ Austin, James (1998) "Objective Jail Classification Systems: A Guide for Jail Administrators" Washington, D.C.: National Institute of Corrections. pp. 21.

updating a detainee’s custody level, status, or housing assignment.

Recommendations regarding Reliability:

1. Assess the reliability of the FCSO primary decision tree and custody review assessments.
2. Create a comprehensive classification manual that documents the current custody assessment and housing assignment processes.
3. Provide standardized training for all Classification Division staff.
4. Conduct routine audits of the custody assessments and housing assignments to ensure compliance with the Classification Plan.
5. Update the Classification Plan to reflect the current classification procedures. Once recommendations 1-4 are complete, revise Policy #200-13 to reflect the updated Classification Plan.⁸

Equity Comments

The Classification Plan is not gender specific. Thus, women and youthful offenders are likely to be misclassified. As the reclassification process is limited to the segregation populations, “general” population detainees do not have an opportunity to progress to a lower custody level. Both concerns violate

the objective classification principle of housing all detainees within the least restrictive setting.⁹

Recommendation regarding Equity:

1. Update the FCSO decision trees to reflect current research and best practices regarding gender-specific assessments and objective risk factors for current age, institutional adjustment, criminal record, and escape history.

Utility Comments

The FCSO custody assessment instrument, as operationalized within the Odyssey System, appeared easy to use. On the other hand, the housing matrix was complex. Several housing categories were not well-defined or documented in the Classification Plan, a classification staff handbook, or Odyssey.

Recommendations regarding Utility:

1. Update the Odyssey classification screens to auto-score the custody assessment risk factors, mandatory restrictors, and custody assignments.
2. Build a housing screen within Odyssey to auto-identify the appropriate facility, pod, and bed assignment according to the individual’s custody level, gender, and

specific risks and needs (e.g., medical, mental health, protective custody, etc.).

Use of Overrides

No classification system automatically assigns all detainees to the most appropriate custody level. A system must allow for staff to assign a custody level other than the one designated by the scored custody and needs assessments, based on their professional judgment and factors that are not captured by the classification forms. The National Institute of Corrections recommended override rate is 5-15 percent of the custody decisions. The override decisions should be stored by type (mandatory vs. discretionary) and reason (e.g., felony warrant, program participation, or management problem).¹⁰

The FCSO Classification Plan lacks well-defined criteria for overrides. Generally, most decision-tree yes/no questions reflect the agency’s classification policies regarding the least restrictive custody level for detainees with specific characteristics. For example, a detainee with a pending murder charge must be assigned to Maximum Custody. As the FCSO Classification Plan does not delineate the mandatory or discretionary override criteria and supervisors are not required to review all overrides, it is unclear if the staff are aware and consistently apply appropriate

overrides. Further, Odyssey does not track the modification of the custody level recommended by the primary decision tree vs. the assigned custody level. Thus, the FCSO override rates and reasons are not available.

Recommendations regarding the Use of Overrides:

1. Develop monthly management reports to track the type (mandatory vs. discretionary), number, and reason of overrides of the “scored” custody level for the primary and custody review assessments.
2. Mandate supervisor reviews of all custody overrides.
3. Include a review of the custody override process in the reliability assessment.

Centralized Classification Unit with Dedicated and Trained Staff

A centralized classification unit must have the authority to make all classification and housing decisions. Training in the principles of objective jail classification, as well as the agency's classification and housing policies and procedures, is essential.

The FCSO Classification Unit is responsible for all initial classification and custody reviews. The Classification staff completes

JAIL CLASSIFICATION SYSTEM ASSESSMENT



the custody assessments and oversees the housing assignments. One of the strengths of the FCSO Classification Plan is the Classification Unit's control over housing assignments. The exception, like most jurisdictions, are the medical and mental health units in which the medical/mental health staff direct who is placed in the unit and most separations.

As noted above for the reliability concerns, Classification staff training is primarily "on-the-job" by fellow staff members. There is no handbook or training manual with instructions for scoring the risk factors or completing the initial interview worksheet. The risk factors/questions are not well-defined, with specific scoring rules and standards. Further, Classification Policy #200-13 does not reflect the current practices. Thus, if a staff member reads and tries to implement the Policy, there would be many questions and confusion.

Recommendations regarding a Centralized Classification Unit:

1. Provide standardized training on objective classification principles, FCSO decision tree risk factors, initial classification and reclassification and housing procedures, and the Odyssey classification system, offender profile, disciplinary, and security alerts screens for all new Classi-

fication Division staff.

2. Provide in-service training, as needed, to address observed errors/problems or to introduce new or revised policies.

Housing Plan Consistent with the Classification System

A written housing plan is required to establish sufficient space at each custody level to accommodate housing of detainees per custody level and housing status.

The FCSO housing matrix delineates the number and type of detainees per housing unit/facility (see Appendix A.) The Matrix is relatively easy to read and has been updated recently, i.e., May 25, 2022.

The South Annex Matrix raises concerns for the general population females. All units – the general population and special needs – house all custody levels. It is common for a jail matrix to mix the custody levels within the special population units, e.g., mental health and program. While it is best to maintain separate units for each custody level, the general population units should be at least differentiated as minimum/medium custody or medium/maximum custody. The North Facility Matrix separates general population detainees by custody level. Therefore, it is unclear why the custody levels are mixed

with the South Facility Units. Neither the North nor South Facility Matrix specified the PREA designations.

Recommendations regarding the Housing Plan:

1. Revise the FCSO South Annex Housing Matrix to eliminate mixing all custody levels within the general population housing units.
2. Identify PREA Designation(s) (e.g., Known/Potential Predator, Known/Potential Victim) for all FCSO housing units.

Automation of the Classification System

A jail classification system must be completely automated. All information from the screening, initial custody assessment, and custody reassessment forms should be input into the jail's management information system (MIS). Further, the MIS should tally the responses, generate the preliminary custody level, document any override reasons, and record the assigned custody level. Given the sophistication of current information systems, the automation should score the risk factors based on the stored data from the current and prior bookings, institutional misconduct, demographics, gang affiliation, and the like. Also, the MIS should generate

simple management reports to track housing availability, custody distributions by gender by facility, special populations by gender by the facility, etc.

The FCSO classification module within Odyssey records the information gathered during the initial classification interview and the decision tree scoring. A preliminary custody level is generated from the custody factor categories manually selected by the classification deputy. Thus, the Odyssey System does not "auto-score" the risk factors from the current or prior demographic, criminal, or institutional booking data. Staff must click through the disciplinary history from each previous booking to identify prior institutional behaviors. Staff must indicate yes/no if a custody override is recommended. The override reason(s) are added as a text comment. Custody reviews are recorded as comments and housing status changes. And as previously indicated, the system does not track detainees due for a custody review for changes in the detainee's charge, legal status, disciplinary, vulnerability/predation, mental health status, medical needs, or time since the last custody review.

JAIL CLASSIFICATION SYSTEM ASSESSMENT



Footnotes

¹¹ Austin, James (1998) "Objective Jail Classification Systems: A Guide for Jail Administrators." Washington, D.C.: National Institute of Corrections. pp 12.

Recommendations regarding System Automation:

1. Upgrade the classification screens to auto-score the custody risk factors, custody level, classification codes, and mandatory restrictors based on the stored data from the current and prior FCSO bookings, any institutional misconduct, demographics, gang affiliation, etc.
2. Create a housing recommendation screen within the classification module to provide appropriate housing options according to a detainee's custody level, services requirements, and gender.
3. Create a "reclassification" log to track detainees due for custody or housing reviews based on new information.

Periodic Formal Evaluations of the Classification System

A classification system must be audited and evaluated regularly. At the most basic level, classification staff should verify that the detainees were classified correctly and housed according to the jail's housing plan. After a classification system has been in use for several years, the jail should conduct a comprehensive evaluation of the system to determine if the classification criteria and format should be adjusted to reflect the current populations.

The custody and housing assignments are not routinely audited to verify the accuracy of the custody assessment and service needs. Further, the staff does not confirm that the detainee's location matches the housing unit, cell, and bed designated by the classification staff. The scope of this Feasibility Study did not allow for a review of the reliability and accuracy of the custody assessments or housing assignments.

A critical step in any validation of a classification system is an assessment of the system's reliability. For example, we recommend rescoring a random sample of at least 50 initial custody and 50 custody reviews. The risk factor scores, assigned custody level, override reason, and classification codes identified by the original classification deputy (Rater 1) should be compared with those by the second deputy (Rater 2).

The FCSO classification system's reliability and validity have not been formally evaluated since its implementation as part of the system when Odyssey was implemented. As suggested by the FCSO custody statistics in Figures 21-24, the 2019-2022 FCSO population has changed significantly in recent years (see Figures 21-24).

The project team and NIC recommends revalidation and updating a classification

system every three to five years to ensure it operates as intended and the risk factors and custody scale are appropriate for the current detainee population.¹¹ Given our observations regarding the FCSO objective classification risk factors, statistical validation of the system is highly recommended. This validation study would also provide the opportunity to test alternative risk factors for current age, institutional behaviors, and institutional sophistication. It would also create the opportunity to design and simulate an objective reclassification instrument and process.

Provided in Appendix B are the fundamental reliability and validation tasks. Appendix B also includes a list of the data required for statistical analysis of the system's validity.

Recommendations regarding the Formal Evaluation of the System:

1. Evaluate the reliability and validity of the custody criteria and scale for the current FCSO population.
2. Develop and implement ongoing audit processes for the primary and custody review assessments using systematic, random samples, documentation of the findings, and appropriate strategies for addressing any problems noted. These audits should inform staff classification training, mentoring, and retention.

3. Expand current JMS to include a functional "Classification Module" to enable tracking of the system via the Classification dashboard.
4. Integrate records management within the JMS to prompt the Classification Unit to conduct custody reassessments due to change(s) in a detainee's charges, convictions, and/or active warrants.

VI. Summary

Fulton County Sheriff's Office Classification Plan addresses critical elements of a jail classification system – an objective initial classification instrument and process, a centralized classification unit, and a systematic housing matrix. Division staff expressed a commitment to accurate, objective assessments of the detainees' institutional risks and to housing placements that minimized the risk of institutional violence and maximized staff safety. However, FCSO should address critical elements of the Plan to ensure it provides accurate and reliable assessments of the risks posed by the FCSO detainee population. These include:

JAIL CLASSIFICATION SYSTEM ASSESSMENT



1. Assess the reliability and validity of the custody criteria and scale for the current FSCO population.
2. Develop an objective reclassification instrument and process.
3. Update the initial classification instrument/tree to address over-classification and threats to the validity and reliability of the System's evaluation.
4. Create a classification training manual/handbook to document the initial and reclassification instruments and the classification and housing procedures.
5. Create a scoring mechanism within the Odyssey system to track the detainees' demographic, criminal history, and institutional adjustment.
6. Revise the Housing Unit Assignment Plan (HUAP) to ensure separation of the detainees by gender, custody level, and special needs, e.g., medical, mental health, protective custody, and/or special management requirements.
7. Create simple management reports to track risk factor scoring, custody distributions, and override reason and rates.
8. Review the Classification Unit staffing plan to ensure adequate coverage of the shifts and timely completion of the initial and custody re-assessments.



JAIL CLASSIFICATION SYSTEM ASSESSMENT



Appendix A: FCSO Housing Unit Assignment Plan

Table 2: FCSO North Facility - Housing Unit Assignment Plan (updated 5-25-2022)

UNIT(s)	GENDER	CLASSIFICATION OF INMATE	CUSTODY ¹²	COUNT
1N: 100 – 500	MALE	MINIMUM-GP	LOW	168
1N: 600	MALE	MINIMUM-GP/COVID ZONE	LOW	32
2N: 100 – 200, 400, 600	MALE	MINIMUM-GP	LOW	136
2N: 300	MALE	YOUTHFUL OFFENDERS	LOW	32
2N: 500	MALE	INMATE WORKERS	LOW	36
2S: 100 – 600	MALE	CLASSIFICATION	LOW-MED	204
3N: 100	MALE	EMORY PROGRAM	LOW-MED	36
3N: 200 – 500	MALE	MENTAL HEALTH	LOW-MED	136
3N: 600	MALE	HIGH-RISK MENTAL HEALTH	LOW-MED-HIGH	32
3S: 100 – 300	MALE	MEDICAL	LOW-MED-HIGH	100
3S: 400	MALE	ALTERNATE LIFESTYLE	LOW-MED	36
3S: 500	MALE	PRE-STABILIZATION PROGRAM	LOW-MED	36
3S: 600	MALE	MEDICAL DETOX UNIT	LOW-MED-HIGH	32
4N: 100 – 500	MALE	MEDIUM GENERAL POPULATION	LOW-MED / NA for 4N 200	208
4N: 600	MALE	GED PROGRAM	LOW-MED	32
4S: 100 – 600	MALE	MEDIUM GENERAL POPULATION	LOW-MED	204
5N: 100 – 600	MALE	MEDIUM GENERAL POPULATION	MED	204
5S: 100 – 600	MALE	MEDIUM GENERAL POPULATION	MED	204
6N: 100 – 500	MALE	MAXIMUM SECURITY	MAX	172
6N: 600	MALE	PROTECTIVE CUSTODY (PC)	MAX	32
6S: 100	MALE	MAXIMUM SECURITY	MAX	100
6S: 400	MALE	MAXIMUM YOUTHFUL OFFENDERS	MAX	36
6S: 500 – 600	MALE	MAXIMUM SECURITY	MAX	68
7N: 100	MALE	EXTENDED RESTRICTIVE HOUSING (ERH)	MAX	36
7N: 200 – 400	MALE	MAXIMUM SECURITY	MAX	100
7N: 500	MALE	EXTENDED RESTRICTIVE HOUSING/RESTRICTED HOUSING (RH)	MAX	36
7N: 600	MALE	RESTRICTED HOUSING	MAX	32
7S:100 – 300	MALE	MAXIMUM SECURITY	MAX	100
7S: 400	MALE	RESTRICTED HOUSING	MAX	36
7S: 500	MALE	COURT PRODUCTION ORDER (CPO)	MAX	36
7S: 600	MALE	EXTENDED RESTRICTIVE HOUSING	MAX	32
3LB: 25, 3LB:30, 3LB:33, 3LD:53, 3LD:52, 3LD:50, 3LD:49	FEMALE	MEDICAL OBSERVATION	LOW-MED-MAX	8
3LD:82	FEMALE	PADDED CELL	LOW-MED-MAX	1
3LD47, 3LD46, 3LD44,3LD43, 3LD41, 3LD40, 3LD37, 3LD38, 3LD34, 3LD35, 3LD32, 3LD28	MALE	PSYCH OBSERVATION CELLS	LOW-MED-MAX	12
3LD03, 3LD05, 3LD06, 3LD08, 3LD09, 3LD11, 3LD12, 3LD14, 3LD15, 3LD17, 3LD18, 3LD20, 3LD21, 3LD23, 3LD25, 3LD26	MALE	MEDICAL OBSERVATION UNIT	LOW-MED-MAX	17
3LD60, 3LD64	MALE	PADDED CELL	LOW-MED-MAX	2
			FCSO NORTH FACILITY – HOUSING	2,650
			MEDICAL OBSERVATION BEDS	41
			TOTAL FCSO NORTH FACILITY BEDS	2,691

Footnotes

¹² P.R.E.A. designations were not available for any of the FCSO Housing Units.

JAIL CLASSIFICATION SYSTEM ASSESSMENT



Appendix A: FCSO Housing Unit Assignment Plan

Table 3: FCSO South Annex - Housing Unit Assignment Plan (updated 5-25-2022)

UNIT(s)	GENDER	CLASSIFICATION OF INMATE	CUSTODY ¹²	COUNT
H-1 - 8	FEMALE	INTAKE *MULTIPURPOSE DISCIPLINARY & COVID	LOW-MED-MAX	30
H-9	FEMALE	CENTRAL HOLDING/TELEPHONE	LOW-MED-MAX	N/A
A-10 – 12, A- 20 - 23	FEMALE	GENERAL POPULATION	LOW-MED-MAX	48
B-10 – 14, B-20 - 24	FEMALE	MENTAL HEALTH	LOW-MED-MAX	20
C-10 – 14, C-20 - 24	FEMALE	MENTAL HEALTH	LOW-MED-MAX	20
D-10, D-12, D-20 - 23	FEMALE	GENERAL POPULATION	LOW-MED-MAX	48
E-10 -12, E-20 - 23	FEMALE	GENERAL POPULATION	LOW-MED-MAX	56
F-10 – 14, F-20 - 23	FEMALE	NEW BEGINNINGS PROGRAM	LOW-MED-MAX	18
G-10 – 14, F-20 - 24	FEMALE	MENTAL HEALTH	LOW-MED-MAX	20
I-10	FEMALE	17-YEAR-OLDS * MULTIPURPOSE GENERAL POPULATION	LOW-MED-MAX	8
1-11	FEMALE	GENERAL POPULATION	LOW-MED-MAX	8
I-20 – I22	FEMALE	INMATE WORKERS	LOW-MED-MAX	24
FCSO SOUTH ANNEX – HOUSING TOTAL				308

Footnotes

¹² P.R.E.A. designations were not available for any of the FCSO Housing Units.

JAIL CLASSIFICATION SYSTEM ASSESSMENT



Footnotes

¹³ Austin, James, and Hardyman, Patricia L. (July 2004). Objective Prison Classification: A Guide for Correctional Agencies. Washington, D.C.: National Institute of Corrections, pp. 44.

¹⁴ For a more detailed description of the classification design and validation methodologies see: Hardyman, Patricia L., James Austin, and Owan Tulloch (2002) "Revalidating External Prison Classification Systems: The Experience of Ten States and Model for Classification Reform." Washington, DC: National Institute of Corrections (<http://nicic.gov/Library/017382>).

Appendix B: Reliability and Validation Methodology

I. Assessment of System Reliability

Assessment of the reliability of a classification system evaluates the degree of consistency in the decision-making process. There are two types of reliability -- inter-rater and intra-rater. Inter-rater reliability refers to the consistency among raters for similar classification decisions when using the same criteria. Having different classification deputies classify the same detainee can test inter-rater reliability. Intra-rater reliability refers to an individual rater's consistent application of the classification criteria.

A formal assessment of the reliability of a classification system requires the scoring of an individual's custody level by at least two individuals to determine the rate of agreement between the raters as to the scores for the custody risk factors, the assigned custody levels, and the application of any mandatory and discretionary override factors and or housing status. Generally accepted reliability standards for inter-rater agreement are 80 percent for scoring the classification risk items and 90 percent for the custody level decision.¹³ Any percentages below these levels are considered unacceptable.

Recommended Methodology for Reliability Assessment:

N of Cases:

- Initial Classification – Minimum of 100 males and females assigned to general population housing during the initial classification process.
- Reclassification – Minimum of 100 males and females for whom custody reviews were completed.
- Special Population – Minimum of 10 individuals per the special population status – Protective Custody, and Administrative Segregation.

Target Population:

Random sample of custody assessments completed for men and women representative of the FCSO population during the last 12 months.

Rater:

A random sample of classification deputies responsible for completing the initial custody assessments should score the initial custody assessments. The custody reassessments should be completed by a random sample of deputies familiar with the reclassification process. Do NOT select deputies based on their length of service as a caseworker, reputation for the quality of their custody assessments, or other career experiences.

Process:

At least two different deputies must independently score each custody assessment. Neither rater should have access to the scoring, custody decisions, or application of overrides by the other rater(s).

Standards:

The system is reliable if the scoring of each custody rating item agrees in 80 percent of the cases tested, and the assignment of custody level agrees in 90 percent of the cases tested.

II. Validation of a Jail Classification System

Research cohort: Stratify the research cohorts by gender, legal status (pretrial vs. sentenced), and length of incarceration (initial vs. reclassification) to explore the questions: 1) Is a gender-specific system required to ensure the validity of the system for the women? 2) Is the system appropriate for both sentenced and pretrial detainees? 3) What risk factors are appropriate for the initial classification and custody reviews? A validation study also provides the opportunity to test alternative risk factors to potentially improve the predictive power of the custody assessment instruments and refine the classification process. The validation processes should, at a minimum, include the following tasks:¹⁴

Task 1:

Review the classification system to identify any questions or suggestions for updating the current factor definitions, score/weight, procedures, or policies and exploring options for the reclassification process. This review should include input from the Detention Division and Classification Unit leadership, supervisors, and deputies, as well as security, medical/mental health, program, and information system staff.

Task 2:

Assess the validity of the current risk factors, custody scale, and classification procedures. Test the predictive power of the suggested refinements to the current and new risk factors identified during Task 1. This task requires statistical analyses of electronic files with individual-level demographic, criminal history, and classification data for men and women admitted to the custody of the FCSO.

Suggested Cohorts:

1. Initial Classification: FCSO initial classification assessments completed during the first six months of 2022 (CY 2021) stratified by gender, legal status, and length of incarceration. This sampling frame allows for a 90-day+ follow-up of the detainees' behavior from the initial custody assessment date. Exclude individuals incarcerated for less than 15 days

JAIL CLASSIFICATION SYSTEM ASSESSMENT



from the initial classification cohort as their institutional behaviors, alerts, etc., may not have been formally reviewed and recorded prior to their release.

2. **Reclassification:** FCSO custody reviews completed during CY 2022 stratified by gender, legal status, and length of incarceration. Individuals incarcerated for at least 30 days are the primary cohort for the custody reviews. Still, the stratification of the cohort by the length of stay allows for testing the custody follow-up period. A CY 2022 sampling frame allows for testing multiple reassessment periods. This cohort also provides for the testing and simulation of risk factors to develop an objective reclassification instrument.

Statistical Analyses of the Current Classification System Should Include:

1. Correlation between risk factors, custody scales, custody designations, and the respective measures of institutional adjustment at initial and reclassification.
2. Rates of institutional misconduct across the respective categories for the objective risk factors, custody scales, and custody designations at initial and reclassification.
3. Analyses of variance (ANOVA) of scored and final initial and reclassification

custody designations.

4. Multiple regressions of initial classification risk factors, institutional adjustment, and final custody designations.
5. Multiple regressions of custody reassessment risk factors, institutional adjustment, and final custody designations.
6. Comparison of the current to any change(s) to the custody risk factors or scale.

Task 3:

Revise and fine-tune the system. Based on the statistical analyses and simulations, update the classification instruments, housing matrix, and policies.

Task 4:

Document the validation process and results. Document the presenting problems, statistical analyses, recommendations, and refinements.

Task 5:

Implement the approved modifications to the classification system. A comprehensive, realistic time-task chart for training all classification staff, educating the non-classification staff, modifying the automated information system, and structuring the implementation of the approved changes to the system should be developed.

STAFFING & OPERATING COSTS ASSESSMENT



STAFFING & OPERATING COSTS ASSESSMENT



Introduction

The purpose of this analysis is to provide Fulton County officials with a foundation from which informed decisions can be made regarding the future staffing and operating costs for the new Fulton County Jail (FCJ). This report provides baseline operating costs and authorized staffing for calendar year 2021 (FY21).

The Fulton County fiscal year runs January 1st through December 31st. The operating costs represent those costs directly associated with detainees committed into the custody and care of the Fulton County Jail.

The personnel described in this report include those staff that were authorized to support FCJ operations as of December 31, 2021.

Personnel

1. As of December 31, 2021, there were 738 full-time equivalent (FTE) staff allocated in support of the Fulton County Jail operations. Of the 738 allocated positions,² 122 (16.5%) positions were vacant. While the FCJ does employ a small contingent of part-time staff to supplement jail operations, the focus of this analysis is on full-time staff.
2. The staff allocated to support the jail operations includes those staff based at the Rice Street Jail, the South Annex, Marietta Annex, Grady Hospital, Sheriff’s Administration, and Sheriff’s Law Enforcement Transfer Division. Table 4 summarizes the FCJ’s allocated FTE staff by Fulton County Sheriff’s Office (FCSO) division and job classification.

Table 4: Fulton County Jail FTE Staff by Division & Job Classification, FY21

Division Job Classification	Sworn	Unsworn	FTE	Vacant
Jail	584	118	702	110
Colonel	1	0	1	0
Lt. Colonel	3	0	3	0
Major	2	0	2	0
Captain	8	0	8	0
Lieutenant	24	0	24	3
Sergeant	82	0	82	10
Deputy Sheriff	189	0	189	32
Detention Officer	259	0	259	38
Crime Suppression Investigator	14	0	14	2
Crime Suppression Supervisor	2	0	2	0
Security Specialist	0	39	39	16
CIS ³ Supervisor	0	10	10	0
CIS ³ Technician	0	43	43	5
Civilian	0	26	26	4
Sheriff’s LE Transfer	24	2	26	11
Captain	1	0	1	1
Lieutenant	1	0	1	0
Sergeant	4	0	4	1
Deputy Sheriff	18	0	18	9
Civilian	0	2	2	0
Sheriff’s Administration	3	7	10	0
Lieutenant	1	0	1	1
Sergeant	2	0	2	9
Civilian	0	7	7	0
Total	611	127	738	122

Footnotes

¹ FCJ began boarding detainees at the Cobb County Jail in November 2021. The ADP of 2,968 includes these detainees.

² The FTE staff associated with the warehouse/fleet unit who support jail operations was not available for this analysis.

³ CIS = Criminal Information System.

STAFFING & OPERATING COSTS ASSESSMENT



3. The FCSO administration provides support for the FCJ as it relates to accounting, human resources, information technology, and training. Table 5 breaks down the FCSO administrative staff whose responsibilities support jail operations listed in Table 4.

4. The FCSO law enforcement division supports the FCJ by providing transportation of detainees to/from court, to the State’s prison(s), to/from scheduled community-based appointments, and/or to/from outside jurisdiction warrant pickups, etc. Table 6 outlines the law enforcement division’s allocation of personnel designated for the movement of detainees listed in Table 4.

Operating Costs

1. The operating costs reflected in this report are those associated with the operation of the Fulton County Jail facilities. Sources for the analysis conducted herein include:
 - a. Fulton County Sheriff’s Office (fiscal and human resources)
 - b. Department of Real Estate and Asset Management
 - c. Board of Commissioners Budget (detainee boarding)

Table 5: FCSO Administrative Staff, Jail Responsibilities

Position	FTE
Finance – Civilian	3
Human Resources – Civilian	2
Information Technology – Civilian	2
Training – Lieutenant	1
Training – Sergeant	2
Total	10

Table 6: FCSO Law Enforcement – Transfer

Position	FTE
Captain	1
Lieutenant	1
Sergeant	4
Deputy Sheriff	18
Civilian	2
Total	26

2. Table 7 summarizes the costs directly associated with operating the FCJ facilities based on expenditures that occurred in FY21. During FY21, the FCJ served an ADP of 2,968 detainees;⁴ the overall per diem⁵ per detainee was calculated to be \$90.10.

Table 7: Fulton County Jail Operating Costs, FY21

Unit Cost Category	Amount	% of Budget	Per Diem
Jail (ADP = 2,968)			
Personnel	\$53,561,573	54.87%	\$49.44
Healthcare	\$25,131,316	25.75%	\$23.20
Maintenance	\$4,678,064	4.79%	\$4.32
Operations	\$4,301,450	4.41%	\$3.97
Food Service	\$3,548,152	3.63%	\$3.27
Utilities	\$3,506,731	3.59%	\$3.24
Inmate Programs & Services	\$329,759	0.34%	\$0.30
Laundry	\$20,317	0.02%	\$0.02
Jail Total	\$95,077,362	97%	\$87.75
Board of Commissioners			
Boarding Detainees	\$682,690	0.70%	\$0.63
Board of Commissioners Total	\$682,690	0.70%	\$0.63
Sheriff’s LE Transfer			
Personnel ⁶	\$1,088,110	1.11%	\$1.00
Operations	\$231,370	0.24%	\$0.21
Sheriff’s LE Transfer Total	\$1,319,481	1.4%	\$1.22
Sheriff’s Administration			
Personnel ⁶	\$536,677	0.55%	\$0.50
Sheriff’s Administration Total	\$536,677	0.55%	\$0.50
Grand Total	\$97,616,210	100%	\$90.10

Footnotes

⁴ FCJ began boarding detainees at the Cobb County Jail in November 2021. The ADP of 2,968 includes these detainees.
⁵ Per diem is the calculated cost per day.
⁶ Personnel costs for the Sheriff’s LE transfer and administrative staff supporting the jail are premised on the actual compensation for assigned staff. Compensation for these positions includes wages paid as well as personnel benefits.

STAFFING & OPERATING COSTS ASSESSMENT



3. Healthcare costs, at \$25,131,316, accounted for 59.2% of the expenditures attributed to the jail excluding personnel costs, and 25.8% of its total expenditures.

4. As the adage goes, ‘there’s nothing cheaper to operate than an overcrowded jail.’ In an overcrowded jail, staff resources are strained and overextended providing care and custody for the detainee population that is in excess of normal operating capacity.

5. This adage proves true for the Fulton County Jail with a per diem cost of \$90.10, which is 42.8% lower when compared to other facilities where the average per diem was \$157.40.

a. In 2015, Vera Institute of Justice published a report⁷ that examined the price of jails in the United States. Researchers analyzed surveys submitted in 2014 by 35 jail jurisdictions and calculated per diem costs for each agency.

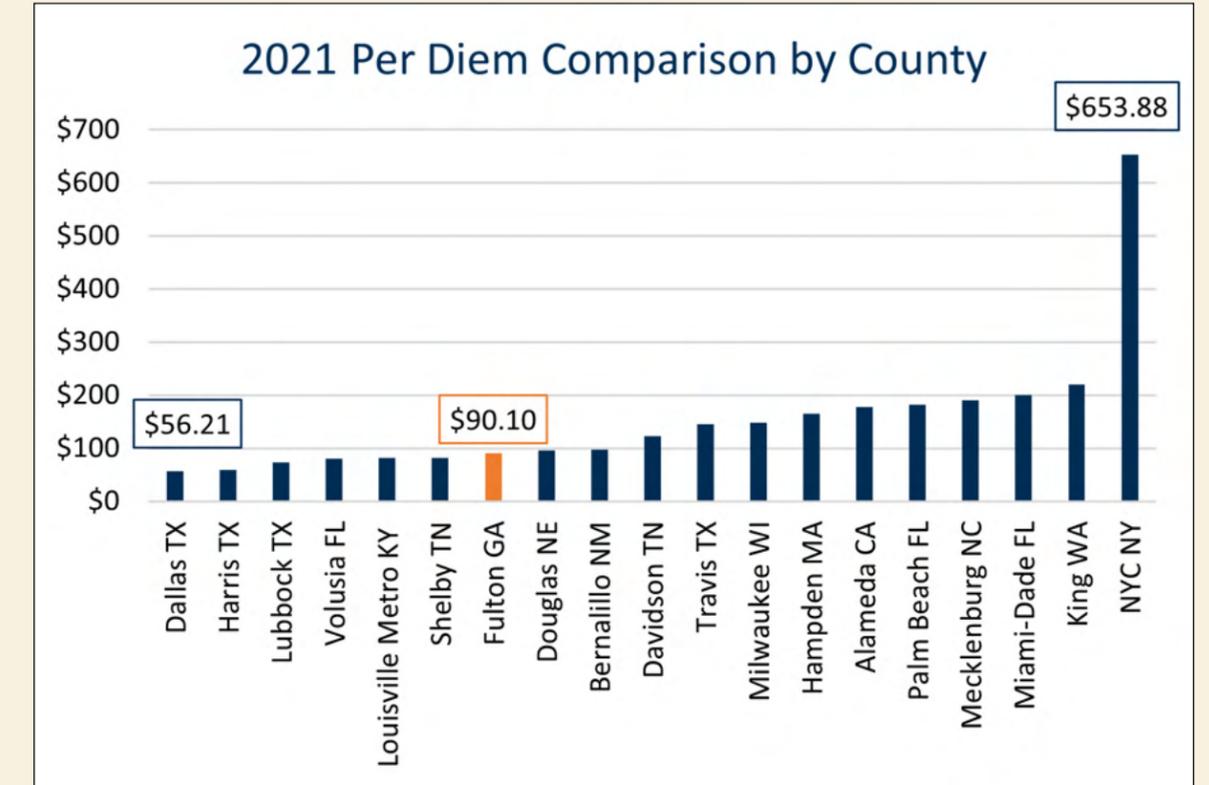
b. Eighteen of the 35 jails had an ADP of over 1,000, ranging from 1,222 to 11,408 detainees with a median of 2,167 detainees.

c. The per diems developed for the 18 jurisdictions were updated to account for inflation since 2014 to their equivalent in 2021 dollars.⁸

d. In 2021 dollars, the per diems in the comparison ranged from a low of \$56.21 in Dallas County, TX to a high of \$653.88 in New York City, NY with a median per diem of \$134.05.

6. Figure 25 graphically compares the per diems of the 18 jurisdictions in the analysis to Fulton County Jail’s per diem.

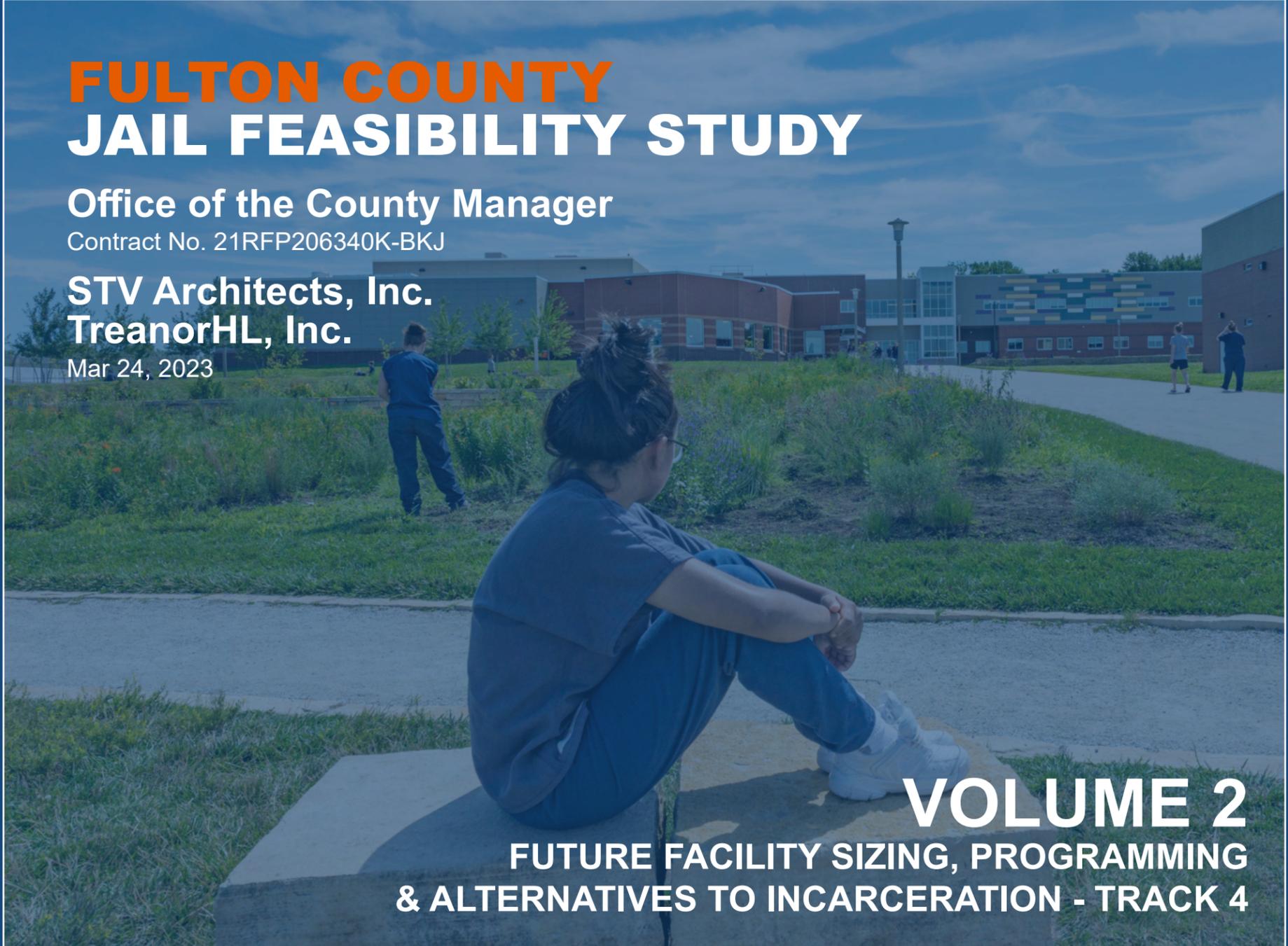
Figure 25: 2021 Per Diem by County



Footnotes

⁷ Christian Henrichson, Joshua Rinaldi, and Ruth Delaney. The Price of Jails: Measuring the Taxpayer Cost of Local Incarceration. New York: Vera Institute of Justice, 2015.

⁸ Inflation Calculator. Retrieved November 10, 2022, from <https://www.usinflationcalculator.com>. The cumulative rate of inflation from 2014 to 2021 is 14.5%.



FULTON COUNTY **JAIL FEASIBILITY STUDY**

Office of the County Manager

Contract No. 21RFP206340K-BKJ

STV Architects, Inc.
TreanorHL, Inc.

Mar 24, 2023

VOLUME 2

**FUTURE FACILITY SIZING, PROGRAMMING
& ALTERNATIVES TO INCARCERATION - TRACK 4**



TRACK 4

**FUTURE FACILITY
SIZING, PROGRAMMING &
ALTERNATIVES TO INCARCERATION**

Track 4 Overview:

Based on assessments of the operations, programs, and services at the existing Fulton County Jail, Track 4 lays out recommendations for future facility sizing, presenting a series of broad planning assumptions about how the proposed future Fulton County Jail will operate and the square footage required to implement the proposed operations. Track 4 also turns to recommendations regarding deflection and diversion alternatives to incarceration. Non-custody alternatives offer ways to reduce the jail population and better address alleged and convicted offenders based on their risks and needs.

	TRACK 0: PREFACE Project Team, Vision, & Goals Project Schedule Executive Summary
	TRACK 1: INTERNAL & EXTERNAL STAKEHOLDER ENGAGEMENT Stakeholder Engagement
	TRACK 2: JUSTICE SYSTEM ANALYSIS FORECAST Population Data Analysis & Forecasts
	TRACK 3: EXISTING FACILITY & OPERATIONS ASSESSMENT Facility Assessment Healthcare Review & Assessment Jail Classification System Assessment Staffing & Operating Costs Assessment
	TRACK 4: FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES TO INCARCERATION Operating Principles & Macro Architectural Space Program3 Alternatives to Incarceration & Means to Reduce the Jail Population119
	TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS Potential Sites & Criteria for Evaluation Conceptual Cost Plan
	TRACK 6: BOARD OF COMMISSIONERS PRESENTATION Presentation v2 (March 1, 2023) Memorandum to the Board of Commissioners (March 1, 2023) Presentation v1 (February 1, 2023)

TRACK 4: FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES
TO INCARCERATION

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



The operating principles are a series of broad planning assumptions about how the proposed future Fulton County Jail will operate and the square footage required to implement the operation.

Report Overview

The operating principles are a series of broad planning assumptions about how the proposed future Fulton County Jail (FCJ) will operate and the square footage required to implement the proposed operations. The operating principles provide clear direction for developing design solutions. Information relative to the development of the operating principles and a macro architectural space program emanated from the tours, data analysis, interviews conducted, and documents received during Spring/Summer 2022. The project team also conducted a three-day programming charrette in September 2022 with key representatives of the Fulton County Sheriff’s Office, including Sheriff Labat, and NaphCare. The purpose of these programming charrettes was to discuss in depth the operational and architectural requirements for the future jail. The Sheriff’s Office review of the Draft Report provided additional meaningful input into the refinement of the operating principles and spaces to ensure that they reflect the department’s intent on how the future jail should operate.

Planning Assumptions

During the master planning study, multiple population forecasts were developed. Three forecast models were developed based on varying factors and assumptions (see Track 2).

The moderate improvement forecast was selected as the basis for establishing the bed needs for the initial construction for the future Fulton County Jail.

- a. Housing for men who are classified as general population is planned for the year 2037.
- b. The 2047 planning horizon was used for specialized housing such as medical housing, mental health housing, restrictive housing, etc. as well as housing for all women. This is because the difference between the 2037 bed needs and the 2047 bed needs is minor and does not lend itself for future expansion.
- c. The infrastructure and support areas were developed and sized to meet the year 2047 needs, which will facilitate future expansions as needed.

The Fulton County Jail is planning for a future average daily population (ADP) with applicable peaking and classification factors applied to 5,299 detainees,¹ of which 90.1% are men and 9.9% are women. Based on developing standardized configurations for housing pods based on efficiencies and constructability coupled with our programming and bed disaggregation/configuration discussions with the client team, it was determined that the future FCJ will have 5,480 beds. Of the 5,480 beds, there are 1,592 mental health beds as well as 520 specialized beds planned to meet the medical and behavioral needs of the detainees.²

Within the 1,592 mental health beds, there are 672 beds that are designated as special needs beds. These beds have the flexibility to be reallocated for general population use once the demand for special needs beds have been met. However, care must be given that the two populations are kept separate and not housed together.

Table 1 outlines the recommended housing configurations by classification that result in a total of 5,480 beds.

Table 1. Housing Configuration by Classification & Gender

Housing – Men	Bed Total	Housing – Women	Bed Total
7.100 Reception	192	7.100 Reception/PC	64
7.200 Minimum	360	7.400 High/Max/Close/RH	32
7.300 Medium	2,176	7.300 Medium & Minimum	64
7.400 High/Maximum/Close	288	8.100 Youthful Detainee	48
7.500 Protective Custody	96	9.600 MH Acute (L1)	120
7.600 Restrictive Housing	128	9.700 MH Subacute (L2)	64
8.100 Youthful Detainee	48	9.800 Special Needs (L3)	168
9.600 MH Acute (L1)	480	9.500 Medical Housing	48
9.700 MH Subacute (L2)	256		
9.800 Special Needs (L3)	504		
9.300 Skilled Nursing	56		
9.300 Medical Detoxification	48		
9.400 Medical GP	240		
Total Beds – Men	4,872	Total Beds – Women	608
		Grand Bed Total	5,480

Footnotes

¹ Population moderate forecast for the year 2037 (men) and for the year 2047 (women). All specialized, mental health, and medical housing is being planned for the year 2047.

² Specialized beds are designed to provide acute health-care and treatment or provide restrictive housing due to aggressive or violent behavior (not due to a mental illness) or as a sanction for noncompliant behavior with facility rules and regulations.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Operating Principles Summary

There are 16 components that comprise the operating principles (see Table 2) for the new FCJ. The overall vision for the new FCJ is to create a jail facility that reflects evidence-based practices and contemporary correctional best practices. Key operational goals for the new facility include:

1. Changing the current paradigm of operations that will reflect the following principles:
 - a. commitment to direct supervision,
 - b. creating a normative (not punitive) environment, and
 - c. providing robust wraparound programs and services.
2. Providing state-of-the-art medical & mental health housing that supports treatment and recovery.
3. A focus on case management and reentry services to achieve successful return to the community.
4. Creating a safe, positive work environment for staff that includes staff amenities, staff wellness, and promotes staff recruitment and retention.

Macro Architectural Space Program Summary

Table 2 summarizes the macro space needs based on the operating and spatial requirements outlined throughout this document for the new Fulton County Jail. Each of the 16 component areas is described separately in operational terms in the operating principles narrative. The program square footage addresses the space needs to meet the bed need for the moderate improvement forecast, as described above.

The operating principles describe how each component is to function. The architectural macro space program is organized by the same functional components as the operating principles and provides the required gross square feet (GSF) for each component. Each GSF number includes both the net square feet for each component as well as a grossing factor to accommodate necessary circulation space within functions, interior wall thicknesses, and other unassigned areas that are part of the component. Additional square footage, referred to as the building grossing factor, is required to accommodate major circulation corridors connecting components as well as enclosed circulation (e.g., stairs

and elevators), mechanical rooms that relate to the overall facility, the building structure, and the exterior “skin,” which is computed by applying the building grossing factor to the sum of the individual components’ departmental gross square footage.

Table 2. Macro Architectural Space Program Summary

#	Major Component	BGSF	Exterior SF	Comments
1.000	Public Lobby	14,600	0	
2.000	Facility Administration	15,050	0	
3.000	Staff Support	42,000	1,000	
4.000	Security Operations	22,550	0	
5.000	Intake/Release & Transfer			
	5.100 Vehicular Sallyport	32,000	0	
	5.200 - 5.700 Intake/Release & Transfer	77,300	0	
6.000	Courts	15,200	0	
7.000	Housing - Adult ⁷			
	7.100 Reception	61,950	3,000	4 Pods; 256 beds
	7.200 GP Minimum	73,100	3,750	5 Pods; 360 beds
	7.300 GP Medium	472,850	26,250	35 Pods; 2,240 beds
	7.400 Close & High Maximum	123,350	7,500	10 Pods; 320 beds
	7.500 Protective Custody	24,950	1,500	2 Pods; 96 beds
	7.600 Restrictive Housing	49,950	5,600	4 Pods; 128 beds
	7.700 Decentralized Programs/Services	123,100	0	20 Centers
	7.800 Decentralized Programs/Services - Reception	15,200	0	2 Centers
8.000	Housing - Youth ⁷	31,900	1,500	2 Pods; 96 beds
9.000	Healthcare ⁷			
	9.100 - 9.200 Administration & Clinic	22,300	0	
	9.300 - 9.500 Medical Housing	127,900	6,500	9 Pods; 392 beds
	9.600 - 9.700 Mental Health Housing	373,500	26,250	35 Pods; 920 beds
	9.800 Special Needs Housing	154,700	9,000	12 Pods; 672 beds
10.000	Visitation	8,750	0	
11.000	Programs & Services Support	7,900	0	Programs at housing level
12.000	Food Service	57,500	750	
13.000	Laundry	23,000	0	
14.000	Warehouse	23,100	20,050	Includes service yard (15,000 sf)
15.000	Maintenance/Central Plant			
	15.100 - 15.300 Maintenance	28,600	0	
	15.200 Central Plant	47,550	0	
16.000	Parking	0	194,800	
	TOTAL	2,069,850	307,450	5,480 Beds

Footnotes

³ ACA Performance-Based Standards for Adult Local Detention Facilities, 4th Ed. June 2004. ACA 2016 Standards Supplement. November 2016.

⁴ NCCHC. Standards for Health Services in Jail. 2018.

⁵ Prison Rape Elimination Act – Prisons and Jail Standards. 2012.

⁶ ADA Standards for Accessible Design. 2010.

⁷ The exterior square footage for this component is for outdoor exercise yards.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

The public lobby will serve as the central reception point for all visitors to the Fulton County Jail.



Introduction

The operating principles are a series of broad planning assumptions about how the proposed future Fulton County Jail (FCJ) will operate and the square footage required to implement the operation. The operating principles provide clear direction for developing design solutions. Information relative to the development of the operating principles and macro space program emanated from the tours, data analysis, interviews conducted, and documents received during Spring/Summer 2022. The project team also conducted a three-day programming charrette in September 2022 with key representatives of the Fulton County Sheriff’s Office and NaphCare. The purpose of the programming charrette was to discuss in depth the operational and architectural requirements for the future jail.

The operating principles were informed by current evidence-based best practices as well as the American Correctional Association’s Performance-Based Standards for Adult Local Detention Facilities,³ National Commission on Correctional Health Care standards,⁴ Prison Rape Elimination Act standards,⁵ and ADA Standards for Accessible Design.⁶

The operating principles are organized by each functional component that comprises the future Fulton County Jail as listed below:

- 1.000 Public Lobby
- 2.000 Facility Administration
- 3.000 Staff Support
- 4.000 Security Operations
- 5.000 Intake/Release & Transportation
- 6.000 Courts
- 7.000 Housing – Adult
- 8.000 Housing – Youth
- 9.000 Healthcare
- 10.000 Visitation
- 11.000 Programs & Services
- 12.000 Food Service
- 13.000 Laundry
- 14.000 Warehouse
- 15.000 Maintenance/Central Plant
- 16.000 Parking

1.000 Public Lobby

The public lobby will serve as the central reception point for all visitors to the Fulton County Jail. Members of the public, official visitors, professionals, bondsmen, attorneys, service providers, and volunteers will enter the public lobby via the security screening lobby. Facility personnel may also enter through the public lobby, although their primary entrance will be through a separate secure entrance designated for staff only.

1.100 Security Screening Lobby

1. The main door of the facility will open into a weather vestibule through which all individuals will pass into the security screening lobby, and which should be easily accessible from the public parking area.
2. During periods of pandemic or as a manner of course, persons seeking entry may be subject to a brief health screening upon entering the security screening lobby. There will be a mobile workstation with computer access and storage for items such as thermal scanners, single-use surgical masks, sanitizer, etc.
3. There will be a staffed reception station where visitors will be greeted and

directed (as needed). The public lobby will be staffed on a 24-hour/seven-day per week basis.

- a. Both professional and personal visitors will register at the public reception workstation and declare the purpose of their visit. The visitor may be required to register and display identification.
4. The security screening lobby is where, before undergoing security screening, persons will secure all items not permitted to enter the facility including prohibited personal items such as keys and mobile phones, and outerwear. Half-height public property lockers (100) and mini-compartment public property lockers (50) will be provided for use by volunteers, visitors, attorneys, etc. Guns will not enter the facility except for law enforcement officers who will use the gun lockers (20) provided.
5. For the release and/or receipt of detainee property to/by family and friends, a smart locker system will be utilized. 40 lockers of varying sizes will be available for this purpose within the security screening lobby.
6. Finance kiosks will be available for depositing monies into a detainee’s account, scheduling detainee visits, paying bonds,

and ATMs for both public and staff use.

7. Since the security screening lobby is intended for short-term waiting, limited seating (to include bariatric seating) will be available. In addition, a restroom and janitor closet will be provided.
8. The security screening lobby will be the location for the secure remote fire control panel.
9. There is direct access from the security screening lobby to the mailroom (see 1.300 Mailroom).

Security Screening

10. All visitors, including official visitors, professionals, and volunteers will need to successfully pass metal detection/security screening. As part of security screening, a person may be subject to a full-body scan.
11. For security screening, a queuing system will be utilized to manage peak periods – it will be a standing-only system using retractable barriers sized to accommodate 20 people at a time and will be configured to accommodate wheelchairs.
12. A securable one-way, glazed exit door will provide egress from the public lobby back into the security screening lobby where a person can exit the building.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



1.200 Public Lobby

1. Upon entering the public lobby, visitors will be greeted at one of three fully equipped public reception workstations that provide for maximum visibility of the doors leading into and out of the public lobby areas, visitor waiting, and the security perimeter. This public reception area is the same sub-component introduced in section 1.100.
 - a. The three public reception workstations will serve both the security screening lobby and the public lobby. Two open counters – one facing the security screening lobby and one facing the public lobby, will be accessible from the public reception workstations.
 - b. The three public reception workstations will also have door controls to provide access to the mailroom and facility administration.
 - c. Collocated with the three public reception workstations will be two additional workstations for processing detainee visitors.
2. An area of the public lobby, visible from the public reception workstation, will be designated as a visitor waiting area; the waiting area should provide sufficient

- seating (to include bariatric seating) for approximately 50 visitors. Proximate to the visitor waiting area, the following will be provided:
- a. a vending machine alcove,
 - b. group restrooms,
 - c. an individual restroom,
 - d. a lactation room, and
 - e. a water cooler.
3. Four transaction windows will be open to the public lobby from the jail records office, which is where bonds may be executed.
 4. Finance kiosks will be available for depositing monies into a detainee's account, scheduling detainee visits, paying bonds, and ATMs for both public and staff use.
 5. A room, accessible from the public lobby, will be used for creating ID badges for contractors and volunteers. It will be equipped with the requisite equipment (camera, badge maker, etc.) and supplies.
 6. A community/media room sized to accommodate upwards of 100 people will be available and accessible from the public lobby for press conferences, large staff meetings, community meetings, holiday gatherings, etc. An adjoining control room will provide unobstructed viewing of the community/media room as well as live audio feed and recording

- capabilities.
7. Along the perimeter of the circulation space of the public lobby will be secure transaction windows and queuing areas serving facility administration.
 8. An office that is accessible from the public lobby will be provided for use by the on-duty security sergeant.
 9. The public lobby provides direct access to/from:
 - a. court,
 - b. facility administration,
 - c. information technology,
 - d. mailroom,
 - e. main pedestrian sallyport,
 - f. release pedestrian sallyport,
 - g. security screening, and
 - h. staff support.
 10. Within the public lobby, a janitor closet will be provided.

1.300 Mailroom

1. The mailroom operates on a five-day basis, Monday through Friday excluding holidays. The mailroom will have direct access from the security screening lobby and will be accessed by remote electronic release from the public reception workstation and/or by card reader, pin code, and/or biometric means (autho-

- alized persons only).
2. Except for incoming detainee personal mail, all mail will be processed through the mailroom. Incoming detainee mail will first be processed at a remote location by a third-party vendor. Once processed by the vendor, detainee mail arrives on-site at the mailroom and is sorted for distribution.
 3. A mail anteroom having controlled access will provide mailboxes for individual staff and for specific departments (e.g., programs, facility administration). In addition, two mail chutes (large enough for small packages) will be accessible from the mail anteroom – one designated for outgoing/interdepartmental facility mail and one designated for outgoing detainee mail (collection containers located within the mailroom).
 4. The mailroom will be fully functioning, which requires racks for staging mail bins and packages and temporary storage of rejected mail/packages. The mailroom will be equipped with worktables for sorting mail, mail processing equipment (package x-ray, shredder, postage machine, scale, automated letter opener), drug detection screening equipment, ion scanner, shelving, bins, staff workstation(s).

- a. The mailroom's air ventilation system will include an automatic air purifying system as well as an independent supply and exhaust, which is designed to eliminate dangerous airborne contaminants and irritating scents.
5. Privileged and legal mail will be hand delivered to the housing pod where the housing officer will distribute the mail to the detainee recipient. It is at this time that mailroom staff will collect outgoing detainee mail for processing in the mailroom.
 - a. Prior to distributing privileged and legal mail to the detainee recipient, the housing officer will first open/inspect it in front of the intended detainee.
6. Within the mailroom, a printer/copier work alcove, mobile scanner/copier/shredder cart, an ADA restroom, an ADA decontamination shower, an emergency eyewash station, a trash alcove, and a janitor closet will be provided.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

The facility administration component is where day-to-day administration, records, business, and personnel activities occur, and will be open during standard business hours.



2.000 Facility Administration

The facility administration component is where day-to-day administration, records, business, and personnel activities occur, and will be open during standard business hours. Facility administration (administration) will be located outside the secure perimeter, yet in an area where access by the public is controlled, and away from detainee and visitor movement.

2.100 Administration

1. Access to the administration area will be primarily through the public lobby; a second entrance will provide direct access from the staff support area. Entry to the administration area will be controlled to prevent casual access and will be by electronic release either by facility administration staff, the public reception officer in the public lobby, and/or central command, and/or by card and/or biometric access (authorized persons only).
 - a. Although only authorized persons are allowed access to the facility administration area, detainee workers may be authorized to perform house-keeping services on a supervised,

2. Within the administration area there will be two reception workstations and a waiting/reception area sized to accommodate 6-8 people. The two reception workstations will each contain a secure service window into the public lobby to facilitate communication with persons that require limited interaction with administration staff.
3. A combination of private and shared offices, and open workstations will be provided for facility administration staff. The design of this area should be in the form of a suite, so that shared resources such as storage and meeting space can be easily accessed. This design will help build a collaborative culture and promote a consistent philosophical approach to operations. Office and/or workspace will be provided for the following positions and functions:
 - Private Office
 - a. Corrections Colonel
 - b. Lieutenant Colonel (3)
 - c. Major (2)
 - d. Administrative Captain
 - e. Administrative Sergeant
 - f. PREA (Prison Rape Elimination Act) Coordinator Sergeant
 - g. Health Program Manager

- h. Executive Assistant
- i. Accreditation Manager
- j. Account Supervisor
- k. Jail Investigations – Lieutenant
- l. Fire/Life Safety Officer
- m. Future Expansion – Office (1)
 - Shared Office #1
- n. Accreditation Coordinator (3)
 - Shared Office #2
- o. Accountant
- p. Accounting – Support Specialist (2)
 - Shared Office #3
- q. Human Resource Generalist (4)
 - Shared Office #4
- r. Jail Investigations – Sergeant (2)
 - Shared Office #5
- s. Jail Investigator (6)
 - Shared Office #6
- t. COMPSTAT – Administrative Sergeant
- u. COMPSTAT – Administrative Coordinator
- v. COMPSTAT – Administrative Specialist
 - Shared Office #7
- w. Visiting Professionals (2)
 - Workstation
- x. Administrative Coordinator III
- y. Administrative Coordinator I
- z. Administrative Technician
- aa. Future Expansion – Workstation (4)
 - Office design and furniture and

4. There will be an executive conference room sized to accommodate 20 people seated at the table with additional seating along the wall. The executive conference room will:
 - a. have a secondary entrance from the Corrections Colonel’s office, and
 - b. have the ability to monitor and communicate with the incident command center.
5. A second conference room sized to accommodate 12 people as well as two interview rooms will be provided.
6. While most files/records will be digitally stored, basic file storage will be provided for active files:
 - a. general administration records,
 - b. accounting, and
 - c. jail investigations.
 Inactive records will be digitized, and requisite hardcopy records will be stored in the County’s archive facility.
7. Within administration, printer/copier work alcoves (3), office supply storage, a staff breakroom (sized for 25 people),

a water cooler, staff restrooms, a trash alcove, and a janitor closet will be provided.

2.200 Information Technology

1. Information technology (IT) staff will be based primarily at the Sheriff’s Office headquarters. There will be designated space in the form of a suite within the FCJ for IT staff to monitor and repair non-security electronics and FCJ servers, and to store spare electronics/parts.
 - a. Access to the IT suite may be through the public lobby, and entry will be controlled to prevent casual access.
2. The IT suite will include a shared office with four workstations for IT help desk staff and IT network specialists. A repair lab will include a worktable for repairing electronics with dust and static control.
3. Adjoining the IT office will be the main server room for all of the non-security servers for the FCJ. The server room will have special temperature and humidity control with glass sliding doors to provide visibility to and direct access from the IT office.
4. The telephone server racks and equipment (e.g., VOIP racks) for the facility phone system will be located

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Training and staff support amenities generally lead to enhanced programming and services, positive employee morale, increased staff retention, and compliance with applicable standards.



- within the main server room.
5. The master distribution frame server room will be the point where the fiber optics head-in originates and will be a room that is temperature and humidity controlled. Satellite server rooms (intermediate distribution frame) that are temperature and humidity controlled will house the switch gear equipment; these server rooms will be located as needed throughout the FCJ.
 6. There will be a room provided for use by the detainee telephone and video visitation vendor(s), which will act as the server room for the video visitation and detainee phone computers/systems and will include a workstation.
 7. Secure storage for spare computers, electronic parts, etc. will be provided.
 8. Within the information technology area, a printer/copier work alcove, a beverage station, a water cooler, a staff restroom, and a janitor closet will be provided.

3.000 Staff Support

It is important that a facility’s physical plant and operations recognize the critical role that staff play in delivering quality services, and that appropriate emphasis be placed on addressing staff needs and staff wellness. Training and staff support amenities generally lead to enhanced programming and services, positive employee morale, increased staff retention, and compliance with applicable standards. The staff support component includes staff entrance, staff roll call/briefing, training, staff lockers, fitness, and staff respite spaces designed to meet staff needs. Unless otherwise noted, staff support spaces will be located outside of the security perimeter.

3.100 Staff Entrance

1. Facility staff support areas will have three access points – one exterior entrance accessible from the staff parking area, and two interior entrances via the public lobby and facility administration.
 - a. Access to the staff support areas will be controlled to prevent casual access and will be by remote electronic release either by the public reception officer, and/or central

command, and/or by card reader and/or biometric means (authorized persons only).

2. From the staff support areas circulation, there will be a mail anteroom having controlled access where mail may be retrieved from mailboxes designated for individual staff or for specific departments (e.g., programs, facility administration).

3.200 Shift Roll Call/Briefing & Training

Shift Roll Call/Briefing

1. Prior to reporting for duty, all security staff working inside the security perimeter will attend roll call/briefing. The roll call/briefing room will be located within the security perimeter and is described in greater detail in report section 4.200 Shift Roll Call/Briefing.
2. Electrical outlets and cabling should be provided for the installation of digital “time clocks” – one located adjacent to the staff pedestrian sallyport, and one located in the public lobby adjacent to the main pedestrian sallyport.

Training

3. A fully equipped training room sized to accommodate 30 participants will be provided. The training room will be configured to support self-defense training/instruction.
4. A fully equipped mock cell with camera recording capability will be provided proximate to the training room.
5. A room adjacent to the training room will contain 30 computer carrels for self-instruction and/or small class instruction, and for staff to check email.
6. A secure storage closet will be provided adjacent to the training rooms for larger pieces of training equipment, easel pad stands, screens, mats, audio/visual equipment, additional chairs, etc.
7. Proximate to the training room, a beverage/snack station, restrooms, a water cooler, and a janitor closet will be provided.

Training Administration

8. Office and/or workspace will be provided for the following positions and functions:
 - Private Office
 - a. Training Lieutenant
 - Shared Office

- b. Training Instructors/Guest Trainer (5)
9. A files/records workroom equipped with file cabinets, a worktable, scanner, shredder, etc. will be provided and is where training records and instructional materials will be stored and where inactive/historical training records may be digitally archived. A workstation for a training records clerk will be located within the file/records workroom.
10. Within training administration, a printer/copier work alcove, a beverage/snack station, a water cooler, and a trash alcove will be provided.

3.300 Locker Rooms & Fitness Room

Locker Rooms

1. Half-height lockers will be provided for all jail staff and jail-based healthcare staff. Separate locker rooms for men and women will assume 50% of staff will be men and 50% will be women. Toilets, sinks, and showers will be provided in each locker room. A lactation room will be accessible from within the women’s locker room.
 - a. Within each locker room, a water cooler and a janitor closet will be provided.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Fitness Room

2. A dedicated fitness room will be provided and will be sized to accommodate 50 people exercising simultaneously. Equipment may include multi-station weight equipment, free weights, exercycles, treadmills, ellipticals, etc.
 - a. The fitness room will have direct access from each of the locker rooms.
 - b. A controlled-access door into the fitness room will provide access from the staff support circulation area.
3. Within the fitness room, a water cooler and a janitor closet will be provided.

Ancillary Staff Support Spaces

4. Storage for 100 cots designated for staff use during an extended emergency or weather-related event will be provided. In these circumstances, the training room, briefing room, and/or the community/media room may be used for sleeping purposes.

3.400 Staff Respite & Breakroom

1. Staff breakrooms are provided in strategic locations throughout the facility.
2. A staff breakroom/lounge is provided

outside the security perimeter. It will be sized to accommodate up to 40 people. It will be configured to provide both tables and seating for eating and comfortable lounge seating and include a kitchenette and micro-café. Within or accessible from the breakroom, will be:

- a. A debit card kiosk,
 - b. restrooms,
 - c. a water cooler,
 - d. a trash alcove, and
 - e. a janitor closet.
3. Greenspace with bench seating and picnic tables will be directly accessible from the staff breakroom/lounge.
 4. Available for staff use will be two calming/restoration rooms each with comfortable seating/recliners, a television, music, murals, and a view to the outside.
 5. Inside the security perimeter will be a staff dining room and is described in greater detail in report section 12.600 Staff Café.

3.500 Security Screening – Staff

1. Prior to entering the FCJ’s security perimeter, all staff will need to successfully pass through full-body scan security screening, and personal items allowed will be subject to package

x-ray screening. A designated security screening area separate from the public security screening will be provided for staff and will bridge the staff support areas and the security perimeter.

2. For security screening, a queuing system will be utilized to manage peak periods – it will be a standing-only system using retractable barriers and will be configured to accommodate wheelchairs.
3. Staff will access the FCJ’s security perimeter after successfully passing through security screening via the staff pedestrian sallyport. The staff pedestrian sallyport will have two interlocking secure doors. One door will provide access to/from the staff support circulation area (outer door) and one door will provide access to/from the security perimeter (inner door). Both doors will be operated by remote electronic release from central command upon verification that the person is authorized entry/exit. An intercom (with appropriate signage) located on each side of the doors will allow communication between people requesting entrance/exit to the staff pedestrian sallyport and central command staff.

4.000 Security Operations

The mission of security operations is to provide for the safety and security of all staff, visitors, and detainees in the entire facility and, thus, facilitate orderly operations and programming. The security operations component includes such functions as security administration, central command, STRIKE Team, armory, key control, security and safety communications and surveillance, and fire safety and emergency response.

4.100 Security Administration

1. All security operations staff will be managed from a single location inside the security perimeter and, ideally, near central command. This space will function as the security administration space for the security/housing operations and will be set up suite style, with common areas and distinct workspaces.
 - a. A reception waiting area will accommodate up to eight visitors/staff to the security administration suite.
2. A combination of private and shared offices, and open workstations will be provided for security administration staff. Office and/or workspace will be provided for the following positions and functions:

Private Office

- a. Security Commander
- b. STRIKE/STG Commander (Lieutenant)
- c. Watch Commander – Captain (4)*

Shared Office

- d. Asst. Watch Commander – Lieutenant (2)*
- e. Shift Commander – Lieutenant (6)
- f. Security Shift Sergeant (4)

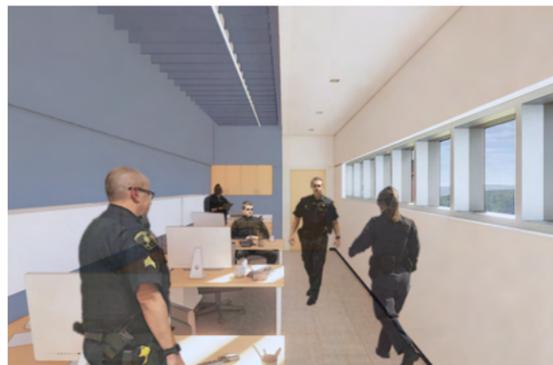
Workstation

- g. Perimeter Sergeant
- h. Administrative Coordinator
- i. Unassigned (2)

Office design and furniture and equipment will be commensurate with assigned responsibilities. Although offices will be shared (e.g., shift commanders, shift sergeants), they should provide sufficient privacy for conducting staff coaching sessions. There will be two unassigned workstations for use on an as-needed or as-assigned basis.

* The offices for the watch commanders and assistant watch commanders will each have a conference table with seating for four people.

3. Limited storage will be provided for records generated by security operations. It is assumed that non-electronic records related to security operations will be scanned and electronically archived.



OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

The mission of security operations is to provide for the safety and security of all staff, visitors, and detainees in the entire facility and, thus, facilitate orderly operations and programming.



4. Within the security administration suite, a printer/copier work alcove (includes office supply storage), shelving with sufficient electrical outlets for spare radios/batteries and chargers, a beverage/snack station, a water cooler, staff restrooms, and a janitor closet will be provided.

4.200 Grievances & Discipline

1. Grievances and detainee discipline will each be handled by a dedicated team. This space will be set up suite style, with common areas and distinct separate workspaces.
 - a. A reception waiting area will accommodate up to four visitors/staff.
2. A combination of private and shared offices, and open workstations will be provided for grievance and discipline staff. Office and/or workspace for the two teams will be separate and distinct from each other and will include:
 - Grievances
 - b. Private Office – Grievance Lieutenant
 - c. Private Office – Grievance Sergeant
 - d. Shared Office – Grievance Officer (3)
 - Discipline
 - e. Workstation – Administrative Coordinator
 - f. Private Office – Discipline Lieutenant

- g. Private Office – Discipline Sergeant
 - h. Shared Office – Discipline Officer (2)
 - i. Workstation – Administrative Coordinator
3. Limited storage will be provided for records generated by the grievance and discipline teams. It is assumed that records related to grievances and discipline that are not electronic in nature will be scanned and electronically archived.
 4. Within the grievance and discipline suite, a printer/copier work alcove (includes office supply storage), a beverage/snack station, a water cooler, a staff restroom, and a janitor closet will be provided.

4.300 Shift Roll Call/Briefing

1. Prior to reporting for duty, all security staff working inside the security perimeter will attend shift roll call/briefing to receive operational updates/bulletins and to receive post assignments issues by the shift commander.
2. The shift roll call/briefing room will be located within the security perimeter near the security administration suite. The shift roll call/briefing room will be sized (standing room only) to accommodate up to 150 staff reporting for duty. The room will also serve as a standard

- training room to accommodate short-duration training or meetings for up to 20 participants and will be equipped with the requisite data and transmission technology and tables and seating that will be stored in an adjacent storage room.
3. A key watcher system, which is a secure key system whereby keys are locked in place and only released to authorized users, will be used for the storage of keys. The key watcher room will be located adjacent to the shift roll call/briefing room.

4.400 Main Pedestrian Sallyport & Central Command

Main Pedestrian Sallyport

1. The public and volunteers will access the security perimeter through the main pedestrian sallyport located off the public lobby after successfully passing through security screening. Staff will access the security perimeter through a separate dedicated sallyport.
2. The main pedestrian sallyport will have three interlocking secure doors providing access between the public lobby and visitation room or the security perimeter.
 - a. Access to and egress from the main

pedestrian sallyport will be controlled by central command once verification of authorized entry/exit is made. An intercom (with appropriate signage) located on each side of the doors will allow communication between people requesting entrance/exit to the main pedestrian sallyport and central command staff.

Central Command

3. Central command, a 24-hour continuously staffed secure center, is the focal point of daily facility operations by providing entry/exit access to the security perimeter, exterior doors, and other high-security doors, and monitoring activities via cameras located throughout the facility. There should be very limited access into central command other than during shift change for the central command room officers or during emergency situations.
4. Central command will be located within its own security zone of the facility, and access into this area is strictly limited to authorized personnel. Access to central command will be via a dedicated sallyport accessible from within the staff pedestrian sallyport (see 3.000 Staff Support) to

- further enhance security and minimize breaches of core security systems operations. Two additional doors within the central command sallyport will provide access to the armory and the key control/locksmith shop.
5. Within the central command room will be four redundant workstations (one will be used for training and/or backup needs). Central command will be laid out to provide easy maneuvering for the benefit of the assigned staffs' activities. Because central command will be a crucial and highly specialized 24-hour/seven-day operation with specialized technological equipment, a separate HVAC system should be provided to ensure appropriate temperatures and uninterrupted climate control. Sufficient wall space should be provided for fire and smoke panels as well as secure key cabinets.
 6. Activities within central command include:
 - a. observation and control of all perimeter doors/exits (pedestrian and vehicle),
 - b. monitoring of life safety and security alarm systems,
 - c. control of internal movement into and out of major zones within the

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



- facility,
 - d. making public address system announcements,
 - e. maintaining radio communications and having the base station for internal transmissions and facility-based transports,
 - f. responding to all internal security communications via security intercoms,
 - g. monitoring of cameras throughout the FCJ as well as redundant monitoring of all secure doors,
 - h. control and active monitoring of all security perimeter sallyports,
 - i. control and active monitoring of key internal security doors,
 - j. ability to assume command of all locking doors within the facility, particularly in emergency situations, and
 - k. managing the card-reader access system.
7. Central command will be capable of assuming control of any subordinate control panel throughout the facility.
 8. A secure equipment room with controlled access from within central command, adequately sized to house the primary security electronic equipment and servers, recording of all CCTV cameras, an uninterrupted power source

(UPS) that prevents interruption of electrical current, and security management computers, will be provided. Access to this room will be by card reader and/or biometric means for authorized staff or access provided by central command once identity of the person and authorization to enter is verified. This room will be accessible directly from within the central command room.

9. Within the central command room, a beverage/snack station, a staff restroom, and a janitor closet will be provided.

4.500 Full Body Search Scanners

1. A full-body scanner will be utilized to detect unauthorized objects on a person's body without physically removing clothes or making physical contact.
2. Six full-body scanner stations will be strategically located within the facility. Locations include:
 - a. security screening lobby,
 - b. staff support,
 - c. pre-admission processing,
 - d. transfer, and
 - e. housing.
3. The housing scanner will be strategically located within the facility such that detainees that have left their assigned

housing zone will be subject to a full-body scan prior to returning to their assigned housing.

- a. To facilitate effective screening for the housing scanner, two waiting areas will be provided, one serving the pre-screening area and one serving the post-screening area. Each open waiting area will be sized to accommodate 30 people (standing only).

4.600 STRIKE Team

1. In the event of a major facility emergency, the incident response shall be the responsibility of FCJ command staff in concert with the STRIKE Team.
2. STRIKE is a team of specially trained corrections security staff tasked with responding to critical incidents within the facility such as disturbances, riots, cell extractions, mass searches, or other situations in the jail that are likely to involve uncooperative or violent detainees. STRIKE-trained staff will be assigned to each shift, with an estimated total of 25-30 STRIKE staff. The role and responsibilities of STRIKE team will be an added duty for STRIKE team members.
3. The STRIKE/STG commander (lieutenant)

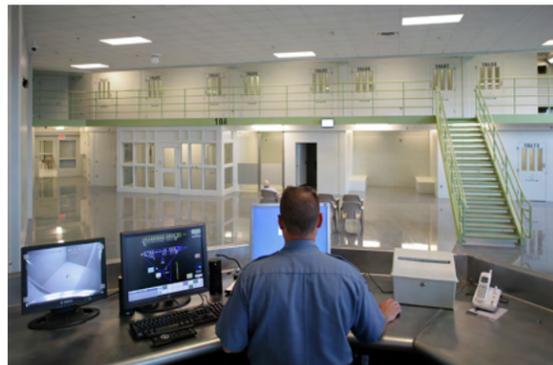
will assume the role and responsibilities of the STRIKE commander. The on duty watch commander will direct the immediate STRIKE response.

4. Space will be provided for the STRIKE team to prepare response plans in cases of emergencies, and to store and don their equipment. This area is to be located outside the facility's security perimeter and near staff support.
 - a. The STRIKE area will include a muster room. This is the primary location where staff will plan their tactical responses, and to write reports following an incident. Whiteboards and bulletin boards should be located on the walls to aid the response planning efforts. Shelving will be provided for storing architectural drawings (which will also be available electronically), keying schedules, and security systems specifications.
 - b. Three computer workstations will be located in an alcove within the STRIKE muster room, with additional data lines and power receptacles available in the room for the use of additional computers, when needed.
5. STRIKE staff will change into their issued STRIKE uniform prior to responding to an event; a room with changing cubicles is

provided for this purpose.

- a. Full-height lockers are provided for storage of clothing and equipment for STRIKE members responding to an incident.
 - b. STRIKE uniforms may be laundered using the washer and dryer provided for this purpose.
6. Accessible from within the STRIKE muster room, will be space designated for secure STRIKE equipment storage (biohazard suits, shields, PPE, OC, pepper-ball launches, cameras, video recording equipment, etc.).
 7. Two decontamination showers (each with a decontamination capable showerhead) will be provided. Each shower room must have appropriate drainage and adequate ventilation to allow decontamination to occur.
 8. Accessible from or within the STRIKE muster room, a printer/copier work alcove (includes office supply storage), an emergency eyewash station, a beverage/snack station, a staff restroom, a water cooler, a trash alcove, and a janitor closet will be provided.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



4.700 Incident Command

1. In the event of a major facility emergency, a specially furnished and equipped room accessible from within the central command sallyport will serve as the incident command center (ICC). The ICC will be properly equipped and be capable of supporting a remote security electronics console to take over control of the facility's security electronics systems. Adequate pin-up space for floor plans of the facility and wall-mounted writing surface should be provided. Additionally, the room must have multiple phone lines at various locations (to enhance uninterrupted communication), computer terminals with access to security and life safety information, smart TVs with capability of supporting audio/visual presentations, and adequate counterspace for radio chargers. Workstations will be arranged in a U-shape with the command leader workstation in the center.
2. Accessible from or within the incident command room, a printer/copier work alcove (includes office supply storage), a beverage/snack station a staff restroom, a water cooler, a trash alcove, and a janitor closet will be provided.

4.800 Armory

1. The armory will be located adjacent to central control and will be accessible from the central command sallyport and requires a two-step access procedure. The first step will require remote electronic release by central command once identity of the person and authorization to enter is verified or a key issued by central command, and the second step will provide access via pin code, card reader, or biometric means (authorized staff only). The armory will be a specially designed room, which will be managed by the armorer.
 - a. The armory requires special ventilation and humidity control, smoke and fire detection, and an explosion hatch.
2. The armory is where nonlethal (inventory) and lethal weapons and devices will be stored, which may include:
 - a. disabling agents such as OC spray, tasers, etc.,
 - b. tactical nonlethal weapons and explosive devices such as blast strips, flash bangs, rubber bullets, and pepper balls,
 - c. rifles,
 - d. ammunition,
 - e. additional OC products, and

- f. other lethal arsenal items.
3. The armory will be equipped with shelves and racks for nonlethal weapons and devices as well as a gun safe for secure storage and retrieval of firearms.
4. Within the armory, the following will be provided:
 - a. a work surface is provided for routine cleaning and maintenance of the equipment,
 - b. two workstations for inventory and issuance,
 - c. adequate ventilation and secure space for chemical storage, and
 - d. an emergency eyewash station.
5. Within the armory, a printer/copier work alcove, a beverage/snack station, a staff restroom, a water cooler, and a trash alcove will be provided.

4.900 Keys/Locksmith Shop

1. Generally, keys for daily use by authorized staff/persons will be accessed from the electronic key control system (key watcher) located adjacent to the shift roll call/briefing room. The key watcher system will be programmed by an individual employee/authorized person and will establish authorization for each person to access specific keys and/or key

- sets. The key watcher system will require a two-step process to access authorized keys (e.g., a card reader, pin-code, and/or biometric means).
2. A full set of emergency keys will be stored securely within central command. Emergency keys will be issued from central command.

Key/Locksmith Shop

3. A key/locksmith shop will be located adjacent to central control and will be accessible from the central command sallyport and requires a two-step access procedure. The first step will require remote electronic release by central command once identity of the person and authorization to enter is verified or a key issued by central command, and the second step will provide access via pin code, card reader, or biometric means (authorized staff only). The armorer will serve as the facility key/locksmith.
4. The key/locksmith shop is where all the master keys for the FCJ will be accounted for and maintained. The key/locksmith shop will be/have:
 - a. equipped to perform basic locksmith functions (i.e., cut new keys, repair locks, etc.),

- b. adequate counterspace for a computer and for key cutting machines for high security keys (other than paracentric) as well as commercial security keys. The counter space will also be used to conduct regular inventories of keys,
- c. shelving for storing notebooks and key manufacturer information and data/cut sheets, and
- d. a workstation with printer/copier.
5. In the key/locksmith shop, surplus or unassigned general use and emergency keys will be well marked and may be stored on wall-mounted pegboards, as will key blanks, or they may be stored in a secure key cabinet.
6. Within the key/locksmith shop, an emergency eyewash station, a beverage/snack station, a staff restroom, a water cooler, a trash alcove, and a janitor closet will be provided.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Thorough admissions processing is a critical component of jail operations; it is at this point that decisions are made regarding the legality of the commitment authority and, on the other end, the point at which decisions are made regarding the lawful authority to release individuals from custody.

5.000 Intake/Release & Transfer

The intake/release & transfer component includes law enforcement processing of new detainees, initial assessment, booking, property, short-term holding, release for bail or from custody, transportation for courts, transfer to another agency/jurisdiction or to a state facility, or other reasons, and release/transfer to other areas of the facility. Thorough admissions processing is a critical component of jail operations; it is at this point that decisions are made regarding the legality of the commitment authority and, on the other end, the point at which decisions are made regarding the lawful authority to release individuals from custody.

5.100 Vehicular Sallyport

1. A vehicular sallyport (VSP) is required for processing new arrestees and for receiving or transporting detainees to/from other facilities, including the Georgia Department of Corrections, to/from courts and community-based appointments. A secure, covered drive-through VSP provides security while detainees are loaded/unloaded into security vehicles. The vehicular sallyport will have four lanes – two drive-through

lanes – sized (height and width) to accommodate standard rescue and emergency vehicles, and a passenger/tour bus; one drop-off lane – sized to accommodate parallel parking of 12 police cruisers, two 15-passenger vans and two 48-passenger buses; and one staging lane to accommodate 35 angled parking spaces (includes four spaces to accommodate passenger buses). There will be an exterior pedestrian entrance/exit to the VSP.

2. The VSP provides direct access to the pre-admission processing and transfer areas via separate pedestrian sallyports – pre-admission pedestrian sallyport and transfer pedestrian sallyport, respectively. The doors of these two pedestrian sallyports will be operated by remote electronic release from the VSP control room.
3. The vehicular sallyport doors will be operated by remote electronic release from the VSP control room with backup support from central command. Authorized vehicles will approach the vehicular sallyport gates, at which point they pass onto a vehicle detector device that will automatically activate a camera, which in turn will show the vehicle and alert VSP control room staff to its presence. VSP control room staff may confer with the

driver and the driver with VSP control room staff through the use of a weather-protected, pole-mounted two-way intercom/CCTV camera situated at an appropriate height and location to enable VSP control room staff to view the driver and to verbally communicate without the driver needing to leave the vehicle. The same verification and visual/audio communications system will be utilized for vehicles exiting the vehicular sallyport. Additional cameras will be strategically placed in a manner that provides visual monitoring of all areas within the vehicular sallyport.

4. The vehicular sallyport control room will be accessible via a sallyport and is a 24-hour continuously staffed secure room responsible for controlling movement in and out of the VSP.
 - a. The VSP control room will be accessible from the intake/release processing area.
 - b. The VSP control room will have ample glazing providing good visibility into the vehicular, intake, and transfer sallyports.
 - c. Within the VSP control room will be:
 - an ADA-accessible workstation with VSP door controls, intercoms, and camera monitors,

- a beverage station, and
- a staff restroom.

- d. The VSP control room will have a separate HVAC system to ensure appropriate temperatures and an uninterrupted climate control, and specialized fire suppression system.
5. From the VSP, there shall be a convenient means for the Sheriff and other authorized officials to gain direct access to the jail.
6. Ancillary spaces within the VSP include an emergency eyewash station and gun lockers.

5.200 Pre-admission Processing

Pre-admission Pedestrian Sallyport

1. There will be a pre-admission pedestrian sallyport that has two interlocking secure doors that provide access to/from the vehicular sallyport (outer door) to/from the pre-admission processing area (inner door). The pre-admission pedestrian sallyport should be large enough to accommodate up to 15 detainees (will include seating) awaiting preliminary search and security screening.
 - a. The pre-admission pedestrian sallyport doors will be operated by

remote electronic release from the VSP control room with backup from central command upon verification that a person is authorized for entry/exit. The inner doors of the pre-admission pedestrian sallyport may be operated via card reader or biometric means (authorized persons only).

2. A pre-admission health screening will be conducted by healthcare staff prior to a detainee entering the pre-admission processing area. The purpose of this health screening is to identify health concerns requiring immediate medical attention and/or PREA-related concerns/vulnerabilities or deny entry into the intake area by the admitting law enforcement officer should the detainee need to be transported to a hospital for emergency treatment. To facilitate this screening, four transaction windows within the pre-admission pedestrian sallyport that bridges the healthcare intake screening area will be provided. These windows will have the requisite acoustical privacy for the relay of sensitive and/or confidential information. It is here that detainees' personal medications will be collected and securely stored pending the health screening conducted as part of intake processing.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



3. Prior to entering the pre-admission processing area, detainees will be subject to a pat search and security screening with a handheld metal detector. This will occur within the pre-admission pedestrian sallyport.

Pre-admission Processing

4. All detainees must successfully complete pre-admission processing before they are officially taken into the jail's custody and care. This will occur within a designated secure zone.

5. Upon entering the pre-admission processing area, all detainees will be subject to a full-body scanner search, which will be utilized to detect unauthorized objects on a person's body without physically removing clothes or making physical contact.

a. For the full-body search, a standing-only queuing system sized to accommodate up to 15 people will be used to manage peak periods.

b. A secondary search alcove with four search cubicles sized to accommodate strip searches will be located proximate to the full-body search area. One of the cubicles will be ADA accessible.

6. A waiting area easily monitored by law enforcement (LE) staff provides adequate seating (to include bariatric seating) for up to 10 detainees completing the initial processing and awaiting admission to the facility. The area will be divided into two 15-person seating areas creating a separation between groups. Bench seating will be provided, a portion of which will have a cuff bar.

a. If a detainee's behavior is noncompliant or exhibits irrational or dangerous behavior, the detainee may be held in one of five secure holding cells, each cell has a maximum capacity for three people.

b. Accessible from the waiting area will be three detainee restrooms, one restroom will be ADA accessible.

7. Within the pre-admission processing area will be a work area for law enforcement; this work area includes space for law enforcement officers to electronically write their reports and complete any necessary additional paperwork relating to the arrest and initial processing. The work area will contain six workstations with computer access and the requisite equipment and privacy (confidentiality) for the designated function or task. Data entered into the system should auto-

matically populate the jail management system.

8. The pre-admission processing area will have transaction windows that provide the requisite access to the intake processing area.

a. There will be five transaction windows where the requisite paperwork securing admission is submitted. Once the requisite paperwork is received, the booking officer will generate record number and detainee number. In addition, the booking officer will subject the detainee to an IRIS scan and will generate/issue the detainee a scannable ID wristband.

b. There will be two transaction windows where detainees will be interviewed for potential diversion. Requisite acoustical privacy will be provided for the sharing of confidential and/or sensitive information.

9. As part of the pre-admission processing, detainees' valuable and loose property will be collected.

a. An open transaction counter bridging the pre-admission processing area and the property room that can accommodate three simultaneous collections is where detainees'

valuable and/or loose property will be collected.

b. Collection of detainees' money will be via a cash deposit kiosk, which has capacity to issue receipts for money collected.

c. The LE officer will be present as the detainee's money and/or valuable and/or loose property (includes cell phones) is collected.

10. Pre-admission processing also includes and provides appropriate spaces for the following functions/activities:

a. Two interview rooms for confidential questioning/interviewing of detainees.

b. A commissary registration kiosk whereby detainees may register using the voice recognition system.

11. Within the pre-admission processing area, a printer/copier work alcove, supply storage, LE officer/staff restrooms, a water cooler, a trash alcove, and a janitor closet will be provided.

5.300 Intake/Release Processing

Pre-admission Processing

1. Acceptance of new detainees will occur once proper authorizing documentation

is submitted to jail staff via one of the five pre-admission transaction windows. At each workstation with the pre-admission transaction window, intake staff will initiate the booking process by generating a booking card, confirming bail amount, completing a IRIS scan, generating an ID band & property label (any or all may occur at this station or at any intake processing station).

2. Upon completion of pre-admission processing, the intake officer will take possession of the detainee. All new detainees will be processed through the intake processing area.

a. A controlled-access door provides access to/from the pre-admission processing area to/from the intake processing area.

Self-reports

3. The court may authorize a person to self-report to the jail to begin serving a period of incarceration as outlined by the sentencing court. These people will report to one of the four bond transaction windows located in the public lobby.

4. Upon verification of the individual's sentence/reporting requirements, intake staff will report to the public lobby and take custody of the new detainee and

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



escort them through the release pedestrian sallyport to the intake area for processing.

5. Within the release pedestrian sallyport, individuals will be subject to a pat search. Upon entering the intake area, they will be subject to a full body search (located in pre-admission processing) before proceeding to the intake waiting area.

Intake Waiting

6. The intake processing area will be operated based on best practices, generally, 95% of the detainees in this area will be compliant. These detainees can sit in a waiting area to be called to the station that is appropriate for the status of their processing (e.g., classification, property inventory, health screening, etc.) or who have completed the booking process. The waiting area will be sized to accommodate 80 detainees and be equipped with seating (to include bariatric seating), telephones, televisions, water coolers, and detainee restrooms. The waiting area will have two to four zones/soft separations to distinguish varying populations (e.g., women and men, court admissions, self-reports).
7. While the operating assumption should

be that detainees are permitted to wait in the intake waiting area, secure holding cells will be provided for new commitments who require separation from other detainees, whose behavior necessitates that they not await processing in the intake waiting area, and/or to separate groups who may not come into contact with one another. Eleven secure holding cells are planned: four with capacity for up to three, and seven with capacity for up to 10. Secure holding cells will be located in a manner to minimize noise disruption to other areas of intake while affording visibility by staff.

8. Three safety cells will be available and may be employed as a last measure to manage out-of-control behavior on the part of detainees for whom the behavior is not associated with a known mental illness. The safety cells should only be utilized on a short-term basis.
 - a. The safety cells provide an immediate option for responding to a detainee who becomes a danger to staff or self through aggressive or violent behavior. It allows the detainee to be removed from their current environment and placed in a room that is configured to minimize harm by a detainee to self or others.

9. In the event a detainee is subdued with OC (or similar chemical), there will be an emergency eyewash station with an adjacent wall-mounted towel dispenser located adjacent to or part of the intake waiting area.

Intake Processing

10. The intake process includes collecting admissions data and information, photo-identification, fingerprinting, DNA sample collection (if applicable), medical and mental health screenings, and initial classification screening as well as pretrial release screening.
11. The intake processing area will include a series of stations/areas, with interview rooms, that will be properly configured to provide requisite sight and acoustical privacy. The offices, workstations, and other areas required as part of intake processing functions will be located, to the degree feasible, so that they surround the intake waiting area.
 - a. Depending on staff workload, a detainee may complete all intake processes sequentially at one time or intermittently. Detainees will be called to specific processing stations as staff are prepared to perform

a particular function. For ease in identifying detainees who have not completed specific intake processes, a queue monitor will display each newly admitted detainee and yet-to-be completed intake processes. The queuing system will have audio capabilities to announce and direct a specific detainee to a specific intake process.

Booking

12. 10 booking stations will be provided where the detainee's full admissions record including emergency contact information, verifiable enemies, and other basic admissions information is entered into the jail management system.
 - a. These booking stations will be adjacent to and with ready access to the jail records office. An open work counter will bridge the booking processing station with the jail record's office to facilitate communication regarding a detainee's commitment documents.
 - b. These stations should be clustered together and collocated with the pre-admission booking stations.
13. If not completed during pre-admission processing, a means of identifying the

detainee throughout their incarceration (such as IRIS scan, two-finger scanner) and in preparation for their release will be established.

14. Detainees, as part of the intake process will have their fingerprints and photograph taken with:
 - a. Electronic fingerprinting (AFIS) – 4 stations
 - b. Photographing (included in AFIS operation)
 - c. Manual fingerprint station (backup) – 1 station
 - d. Digital photo station (backup) – 1 station

Detainee Property

15. Collection, inventory, storage of detainee property is described in report section 5.400 Detainee Property.

Health Screening

16. There will be four pre-admission health screening stations, each with a securable transaction window into the pre-admission pedestrian sallyport.
 - a. The pre-admission health screening stations will have the requisite acoustical privacy for the sharing of confidential and/or sensitive information. There will be secure cabinetry for

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



detainees’ personal medications collected during pre-admission screening pending prescription verification.

b. PREA assessment/screening (occurs during pre-admission health screening performed by health staff).

17. Intake health screening – identification of medical and mental healthcare issues that may require medical or mental health attention prior to the detainee being assigned to reception housing (i.e., health screening, mental health screening, medication review, substance use disorder screening, dental screening, MAT initiation, suicide screening, etc.). When more in-depth screening/evaluation is indicated, it will occur within the main health clinic.

a. Four intake medical/mental health screening alcoves with requisite acoustical/visual privacy will be directly accessible to the intake waiting area.

b. There will be three interview rooms located adjacent to the health screening stations, which will be available for use when the subject matter being discussed requires an additional level of privacy than can be provided at the medical/mental

health screening stations. These interview rooms may be used by others working in the intake processing area.

c. Three fully equipped intake healthcare triage/examination rooms will be provided for healthcare practitioners to conduct more in-depth health screenings or immediate healthcare treatment to detainees in need. The room will be equipped so that in-depth examinations may be completed prior to detainees being moved to reception housing. This triage/examination room should be secured when not in use and will have ample glazing into the intake processing area for monitoring detainee behavior while also providing acoustical privacy.

18. Proximate to the triage/examination room will be two secure closets – one where limited medical supplies and medication such as insulin and an emergency response bag may be stored, and one where durable medical equipment will be stored.

19. The healthcare staff assigned to this area will also be available to respond to any health problems that arise in the overall intake and release areas. This

may include providing insulin, snacks, or supplemental hydration as necessary. An icemaker and nourishment pantry will be provided for this purpose.

20. To support healthcare within intake processing, the following is provided:

a. Health records technician workstations (3)

b. Printer/Copier work alcove

Initial Classification

21. Classification staff or specially trained staff will perform the initial classification screening to identify whether there are any special management considerations to determining appropriate housing for the detainee.

22. Four workstations provided for this purpose will be in the intake processing area. The workstations need to include acoustical privacy panels that allow detainees to relay sensitive information without being overheard by others in the area.

23. A storage alcove is provided for classification services with shelving for forms, files, and assessment materials.

Diversion & Pretrial Services

24. The FCJ provides workspace for diversion and pretrial services agencies to advance

the County’s goal of:

a. detaining only those individuals who present a significant threat to community safety and/or are a flight risk, and

b. diverting those individuals with serious mental illness and/or substance use disorder to an appropriate community setting that supports positive treatment outcomes and resolution of the criminal charges without incarceration.

25. Specially trained diversion staff will interview detainees to ascertain whether a detainee’s mental illness and/or substance use disorder was a major factor contributing to their alleged criminal conduct. Generally, when a detainee is receptive, diversion staff will identify the best community setting for treatment and will work with the district attorney’s office to drop or reduce the charges provided the detainee agrees to participate in treatment. Decisions to drop or reduce the charges will be informed by a pretrial risk assessment.

a. Detainees will be screened for diversion as part of pre-admission processing. Two workstations located within intake processing will each have a securable transaction window

into the pre-admission processing area.

26. Pretrial Services are designed to maximize the release of qualified detainees from custody on non-financial conditions. This is accomplished by identifying those detainees most likely to appear in court on their scheduled court date, supervising these individuals while out on pretrial, and providing accurate information to be used in the determination of bond setting.

a. Six pretrial services interview stations, each with acoustical privacy, shall contain the necessary furnishings and equipment to complete interviews with detainees undergoing intake processing.

27. Adjacent and accessible from the interview stations will be office and/or workspace that will be provided for the following pretrial services positions and functions.

a. A private office for:

- Pretrial Services – Intake Director

b. A shared office for:

- Pretrial Services Supervisor (2)

c. A workroom with workstations for:

- Pretrial Services Manager
- Pretrial Court Services
- Pretrial Services Staff (20)

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

28. Located within the pretrial services workroom, a printer/copier work alcove, file cabinets, cabinetry for supplies, and a beverage/snack station will be provided.

Intake/Release/Classification Administration

29. Adjacent and accessible from the classification interview stations will be office and/or workspace that will be provided for the following intake/release and classification supervisor positions and functions.

- a. A private office for:
 - Intake/Release Captain
 - Intake/Classification Lieutenant
- b. A workroom with workstations for:
 - Intake/Classification Sergeant
 - Intake/Classification Civilian Supervisor
 - Unassigned (1)

Release Processing

30. All final releases from custody will be processed in the intake/release component. While many of the functions and spaces of intake and release are the same, just in reverse, these areas should be operated so contact between newly committed detainees and detainees

being released is minimized. The release function includes the release processing area, detainee identification, detainee waiting, and property return, and should be located adjacent to intake processing as well as the property function.

- 31. The expectation is that detainees undergoing intake will not come in contact with detainees undergoing release.
 - a. Detainees who are being released prior to being fully processed into the facility will be processed for release in the intake processing area. Any property collected during pre-admission and intake processing will be retrieved from the property room and returned to the detainee (see 5.400 Detainee Property).
 - b. Detainees who have been fully processed into the facility will be processed for release in the release processing area. The release processing area for detainees is accessible from the main part of the jail through a separate distinct circulation pathway and is located adjacent and accessible to the jail records office (access provided to/from release processing via an open work counter, the property function, and the release pedestrian sallyport).

- 32. When informed of a pending release from custody, the jail records office clerk will process the necessary papers, verify release authorization, check for warrants or detainers, and notify the release officer, the property room, and housing unit staff of a detainee's pending release. Ideally, the records staff will be able to assist persons involved in release processing through electronic means.
- 33. The administrative process of releasing detainees will occur from one of four release processing workstations. A service counter will bridge the release processing area with the jail records' office to facilitate communication regarding a detainee's final release, bond/bail, release conditions, and/or future court dates.
- 34. Once the administrative activities of the release process have been completed, the detainee will be directed to property where the detainee will retrieve and change into his/her personal clothing in the release changing area, return any remaining jail-issued items, and receive any remaining personal property and valuables retained by the facility. Although this function occurs in the property component, it should be located so that it is easily accessible to

- the release processing area.
- 35. The primary release waiting area for detainees is an open area for those detainees who are pending or have completed the final release process. Within the release waiting area, tandem seating (to include bariatric seating) with capacity for 50 detainees, a telephone to aid detainees in securing a ride upon release, and a finance kiosk for released detainees to obtain a debit card for any funds remaining in their commissary account will be provided.
 - a. Three secure holding cells, each with a maximum capacity for three people, will be provided for use in separating keep separates and/or noncompliant detainees.
 - b. The release waiting area should be located proximate to the release pedestrian sallyport and within line of sight of the release processing workstations.
- 36. A process of verifying identification will occur before the detainee is released. This verification will occur visually and by interview (asking the detainee a series of identifying questions from the detainee's file), and having the detainee submit to the IRIS scan or other biometric means for verification of identity.

- 37. Office and/or workspace will be provided for the following release positions and functions.
 - a. A private office for:
 - Release/Bond Lieutenant
 - Release Supervisor
 - b. Workstations for:
 - Release Movement/Escort Officer (4)
- 38. Upon final release, detainees will exit the facility via the release pedestrian sallyport, which opens into the public lobby as well as into the release resource office. Central command will operate the doors by remote electronic release upon verification that the person is authorized for entry/exit.
 - a. The release pedestrian sallyport will have three interlocking secure doors that provide access to/from the release processing area (inner door), to/from the public lobby (outer door #1) or to/from the release resource office (outer door #2). During hours of operation, detainees will exit via the release resource office where a detainee may receive information regarding follow up community-based resources/services as well as meeting with community service providers (when available) to



OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



facilitate a released detainee's successful reentry into the community. Otherwise, detainees will exit the facility via the public lobby.

- 39. In the interstitial space within the release pedestrian sallyport will be a door leading to the electronic monitoring/GPS room. It is here that, if required, electronic monitoring devices will be activated and applied prior to a detainee's release. The room will have the requisite data and transmission technology and secure cabinetry for device storage.
- 40. Within releasing processing, detainee restrooms and a water cooler will be provided.

Intake/Release Support

- 41. Within intake/release processing, an area for staging meals, a conference room sized for 12 people, a staff breakroom sized for 15 people, a printer/copier work alcove, an office supply closet, staff restrooms, a water cooler, a trash alcove, and a janitor closet will be provided.

5.400 Detainee Property

- 1. The detainee property function comprises detainees' personal property retained by the facility, which will be officially inventoried and verified by the detainee prior to secure storage. It will also include the authorized receipt and/or release of property from/to a family member or friend.
- 2. The detainee property function has a relationship and a direct adjacency to the pre-admission processing, intake processing, release processing, and detainee transfer functions. The detainee property function includes both temporary storage of property and long-term storage of property. The detainee property function will be located to provide easy access to perform property exchanges for both the intake and the release of detainee (includes releases from custody as well as transfers to another facility, e.g., state prison).

Property Room

- 3. All components of property will be self-contained within a single area (detainee property room) with adequate capacity to store all detainee property

until a detainee is released from custody or transferred to another facility, and unclaimed property pending release/disposition. All areas comprising the property function will be camera monitored and recorded.

- 4. The entry door into the property room should be kept locked at all times with access via card reader and/or biometric-means (authorized staff only), and/or with remote electronic release from the staff side of the property transaction counters and/or central command.
- 5. The property room will have property stations with a corresponding transaction counter in four locations for processing property being collected and/or released. Property stations will be designated to serve the following areas:
 - a. Pre-admission processing: valuable and loose personal property collection
 - b. Intake processing: official inventory of property retained/uniform issue
 - c. Release processing: valuable/personal property return and jail-issued uniforms/items collection
 - d. Detainee transfer: temporary authorization for personal clothing, and release of valuable/personal property of detainees being trans-

ferred to another facility

- 6. The property room should be designed to economize space (e.g., hanging bags), with sufficient capacity for a mechanized double-height conveyance system (e.g., a heavy duty electronically controlled conveyor clothing rack) that will allow staff to efficiently store and retrieve detainee property. Space for clothing and valuable storage will accommodate up to 8,000 property bags, which includes space for short-term unclaimed property. The detainee's property will be stored in a garment bag (the tamper-proof pouch containing the detainee's valuable property may be stored in the garment bag). Bulk storage of large items will be on racked shelves. In addition, a washer and dryer will be in this area.
- 7. A designated storage area within the property room will be provided for clothing and property belonging to detainees who have been released from custody but have not retrieved their items. Those items not retrieved after 30 days will be properly disposed of, with usable items being donated to charity or disposed of administratively.
- 8. Within the property room, an office for the property supervisor, two workstations for property clerks, a printer/copier work

alcove (includes office supply storage), a beverage/snack station, a water cooler, a staff restroom, a trash alcove, and a janitor closet will be provided.

Detainee Property – Pre-admission & Intake Processing and Showers

- 9. As described previously, detainees' valuable and/or loose property will be collected and retained for safekeeping pending official inventory as part of pre-admission processing. Three valuable and loose property stations with transaction windows bridging the pre-admission processing area will be provided for this purpose.
 - a. A transaction counter bridging the pre-admission processing workroom and the property room is where detainees' money and/or valuable and/or loose property will be collected, shrink wrapped with the detainee's property label applied and detainee's signature (on the package), recorded in the detainee's jail record (electronically), and placed in an assigned property garment bag, which will be retained for safekeeping pending official inventory and retention.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



- b. The property will be camera recorded, and the LE officer and the detainee will both sign verifying the property collected/retained by the jail.
 - c. Within the property room adjacent to the valuable and loose property stations will be the equipment and supplies necessary to shrink wrap detainees' valuable & loose property.
 - d. There will be a staging area located within the property room next to the pre-admission property transaction stations where property that has been retained pending final inventory will be held.
10. If the detainee is not likely to obtain release, he/she will be fully processed into the facility and, therefore, their property will be stored in a permanent area. At this juncture, property staff will locate any valuable and/or loose property collected during pre-admission processing and ensure it is included within the record of property being retained by the facility and store it either with the detainee's other property or an area specifically designated within the property room.
- a. All property (including valuables and clothing) that cannot be retained by the detainee will be placed in hermetically sealed packaging. Prior to being sealed, property that fits on the property board will be photographed and property that does not fit on the property board will be inventoried (itemized) (e.g., larger items such as clothing). All property will be placed in property garment bags. Detainees will sign (a digital signature is preferred) verifying the personal property being retained by the facility.
 - b. Intake property transaction stations within the property room will be available for this purpose and will have a secure transaction counter bridging the respective search/shower room (described below) and the property room. It is here that any remaining detainee property is collected and inventoried. There are two search/shower rooms – one designated for men and one designated for women, each with five intake property transaction stations.
 - c. Within the property room adjacent to the intake property stations will be the equipment and supplies necessary to shrink wrap/hermetically seal detainees' property.
 - d. Intake property staging is an area

- located within the property room next to each set of intake property transaction stations where property that has been officially inventoried will be held until it is moved to its assigned storage location within the property room.
11. Detainees will be subject to search and shower as part of intake processing. This will occur in one of the two search/shower rooms adjoining the property room – one designated for men and one designated for women. In each search/shower room:
- a. Two seating areas (to include bariatric seating) each sized to accommodate 10 detainees will be available for staging detainees undergoing search – one will be in the pre-search area, and one will be in the post-search area.
 - b. New detainees will be required to take a shower (includes built-in lice/staph treatment dispenser) before being moved to a housing unit. Within the search/shower room, five shower areas with private changing space will be provided for detainees to remove their personal clothing, shower, and change into a facility uniform.
 - c. Two private changing areas sans a shower will also be provided.
 - d. All changing areas will be sized to accommodate authorized strip searches.
 - e. A detainee restroom will be provided.
12. Each search/shower room is the distribution point for issuance of a facility uniform and shower shoes will be exchanged for detainees' shoes and footwear. It is also the distribution of facility property to detainees, including bedding, mattress cover, towels, washcloths, hygiene kits, and undergarments. A storage area within the search/shower room will be provided for staging facility-issued clothing/items.
13. Once the detainee has been processed into the facility and has been issued a uniform, they should not encounter detainees in the intake or release areas that have not been processed for entry into the secure portion of the facility.
- Detainee Property – Release*
14. Detainees undergoing release processing will be escorted to the release changing room that adjoins the property room. It is here that detainees will retrieve any personal property retained by the facility and return facility-issued items. There will be two release changing rooms – one designated for men and one designated for women. In each release changing room:
- a. Seating (to include bariatric seating) sized to accommodate 10 detainees will be available for detainees awaiting release processing of property.
 - b. Detainees will change into their personal clothing in one of five changing cubicles.
 - c. Five release property transaction stations within the property room will be available for this purpose and will have a secure transaction counter bridging the release changing room and the property room. It is here that personal property will be returned to the detainee and issued items may be returned and accounted for.
 - The detainee side of the release property windows will have a counter whereby issued items may be returned and accounted for (if applicable) as well as space for signing receipt of property returned (a digital signature is preferred).

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



Detainee Property – Transfer

15. To facilitate those occasions when a detainee is being permanently transferred to another jurisdiction's custody, space is provided for the return of clothes/property within the property room as well as the corresponding space within the detainee transfer component (see 5.700 Detainee Transfer).
16. Four transfer property transaction stations within the property room will be available for this purpose and will have a secure transaction counter bridging the transfer changing room. It is here that personal property (including funds in the form of a debit card) will be returned to the detainee and issued items may be returned and accounted for.
 - a. The detainee side of the transfer property windows will have a counter whereby issued items may be returned and accounted for (if applicable) as well as space for signing receipt of property returned (a digital signature is preferred).
17. Adjacent to the transfer property transaction stations will be space specifically designated for staging clothes/property that is being released. The transfer property staging area is intended to be

utilized on a short-term basis.

Detainee Property – Security Screening Lobby

18. Members of the public may be authorized to either drop off personal clothing or allowed property for a detainee, or pick up personal clothing or property belonging to a detainee. Detainees have 30 days from the date of admission to dispose of their personal property – either through pick up by family or friends or releasing it for disposal/donation. Detainees are responsible for taking the necessary steps to receive proper authorization for the release or receipt of personal property prior to any transactions occurring.
19. Property staff will determine whether the requested property transaction is authorized or not. Proper documentation of the transaction is required. Once proper authorization is obtained:
 - a. Property staff will place property being released into a property locker located within the security screening lobby and notify the recipient via email and/or text that the property is ready for pickup as well as the designated locker number and access code. Property will be picked up within seven days of notification.

- b. Property staff will notify persons dropping off property for a detainee via email and/or text that such property will be accepted. The person will be notified of the designated locker number and access code where the property will be deposited. Once received, property staff will inventory items as part of the detainee's record.
- c. The property lockers in the security screening lobby will be camera monitored/recorded.

5.500 Jail Records

1. The jail records office is responsible for managing detainee legal and court documents. Jail records staff interpret legal documents and review court orders to ensure correctness as well as confirming the accuracy of data entry by intake staff related to commitment and case status documents received during intake processing. In addition, jail records staff are responsible for determining and confirming detainees' eligibility for release, whether it be by court order, execution of pretrial release (bail, bond), or expiration

2. The jail records office will operate on a 24-hour/seven-day per week basis and will be accessible from intake & release processing via a secure entrance.
3. Active and inactive detainee records are maintained and managed by jail records staff. Primary detainee records will be entered into the jail management system. Workspace will be provided accessible from or within the jail records workroom for the following positions/functions:
 - a. A private office for:
 - Jail Records/Intake Manager
 - b. A shared office for:
 - Jail Records Supervisor (4)
 - c. Workstations for:
 - Criminal Information System (CIS) Technician (15)
 - CIS Technician – Unassigned/Future (5)
4. The jail records file room will be the primary location for the storage of active and inactive detainee records, which is adjacent to the jail records workroom. A high-density mobile filing system for active hard-copy records will be provided.

of a sentence. This includes calculating release dates for sentenced detainees, which involves calculating and applying periods of pre-confinement to applicable sentences.

5. Jail records staff will digitize inactive files upon the detainee's release from custody and once digitized, the files will either be destroyed (shredded) or archived. Therefore, limited space is planned for inactive records.
 - a. Within the jail records room, a document scanning alcove with worktables and two sets of high-speed, high-volume scanning & heavy-duty, high-volume shredding equipment will be provided for digitizing records.
6. Two open service counters will facilitate records submission/retrieval between the jail records office and the intake processing and release processing areas. One service counter will serve intake processing and one service counter will serve release processing.
7. Execution of bonds will be facilitated via an open service counter that is part of jail records that serves the public lobby.
 - a. Within the jail records room, a safe is provided for securing funds received in execution of a bond.
8. As needed, jail records staff will utilize the conference room serving the intake and release processing areas.
9. Accessible from or within the jail records workroom, a printer/copier work alcove (includes office supply storage), a staff

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

breakroom sized for eight people, a water cooler, staff restrooms, a trash alcove, and a janitor closet will be provided.

5.600 Release Resource Office

1. Detainees released from custody (including those released upon completion of the booking process as well as those who have been incarcerated for a period of time – pretrial and/or sentenced) will exit the facility via the release resource office.
 - a. In the event the release resource office is not staffed, released detainees will proceed directly to the public lobby from the release pedestrian sallyport.
2. The release resource office is located outside the security perimeter and is directly accessible from the public lobby (see 1.100 Public Lobby) and the release pedestrian sallyport (see 5.300 Intake/Release Processing).
3. The release resource office, which will be configured as a suite, is where detainees and/or their family member(s)/friend(s) may receive information regarding appointments for treatment and/or ongoing medical/mental healthcare or medication management strategies, and

housing, employment, and/or education resources, which are intended to facilitate the detainee’s successful transition back into the community.

4. Jail program and/or treatment staff and staff from community agencies will staff the release resource office either on a scheduled basis or on an as-needed basis. The following offices and workspaces are provided, which may be assigned or used as hoteling workspace:
 - a. Two private offices
 - b. One shared office (occupancy 2)
 - c. One shared office (occupancy 4)
 - d. One receptionist workstation.
5. Two interview rooms and two group rooms are provided. It is here that confidential and/or sensitive information may be exchanged between the provider and the released detainee and/or educational groups may be conducted.
6. Within the release resource office, a printer/copier alcove, a beverage/snack station, a staff restroom, a water cooler, and a janitor closet will be provided.
 - a. Members of the public and released detainees will utilize restrooms located in the public lobby.

5.700 Transfer

1. The Fulton County Sheriff’s Office, specifically the Law Enforcement – Transfer Division, is primarily responsible for the transfer of detainees to/from courts, other facilities – including county jails and the GA Department of Corrections, healthcare and court-ordered appointments, and prearranged off-site appointments. FCJ staff are responsible for hospital (emergency services) transports.

Transfer Management

2. The transfer coordinator will electronically notify the records clerk, who, in turn, will notify the respective housing officer of those detainees who will be transported. Utility staff will escort detainees to the transfer staging area where the transfer officer will check them in.
3. A transfer workroom with eight shared workstations will be located adjacent to the transfer staging area, and available for use by transfer staff. The workroom will have extensive glazing to have good visibility of the transfer staging area.
4. Accessible from the transfer workroom, a private office for the transfer watch commander (lieutenant) and a shared

office for the transfer supervisor (sergeant) will be provided.

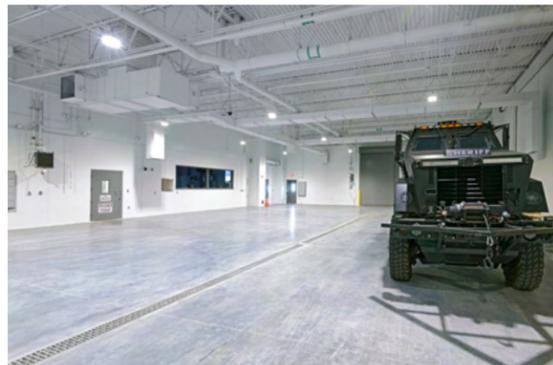
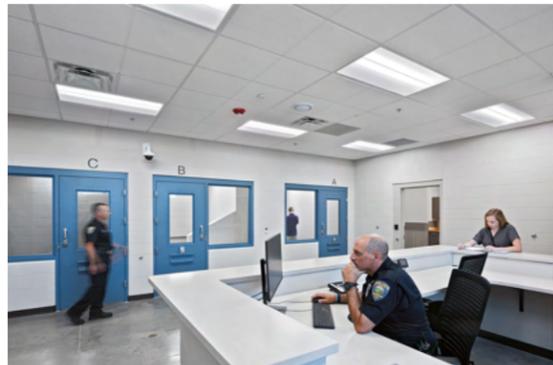
5. Wall-mounted, secure storage cabinetry will be used to store restraint equipment (leg- and wrist-restraints, belly chains, and group restraints) necessary to transport detainees.
6. Accessible from the transfer workroom, will be a staff restroom.

Transfer Staging

7. This area is expected, at times, to manage multiple transports simultaneously and should be configured such that groups may be distinctly separated to avoid mistakenly including detainees who are not otherwise scheduled for a specific transport (e.g., detainees slated for court being commingled with detainees going to healthcare appointments).
 - a. Detainees may be separated based on detainees’ classifications, gender, or custody levels, or by destination. To the degree feasible, detainee transfers will be scheduled to avoid a high number of detainees in the transfer staging area at any given time.
8. An elevated workstation located proximal to the transfer pedestrian sallyport with

good visibility of the transfer staging area will be designated for transfer coordination. It is here that incoming/outgoing transfer activities will be finalized and activity logs maintained. This workstation will maintain observation of the transfer staging area and will operate redundant controls associated with the vehicular and transfer pedestrian sallyport doors, cameras, and intercoms.

9. Detainees may be subject to a full-body scanner search prior to a transfer and/or upon return from a transfer. A full-body scan will be utilized to detect unauthorized objects on a person’s body without physically removing clothes or making physical contact.
 - a. For the full-body search, a standing-only queuing system sized to accommodate up to 30 people will be used to manage peak periods.
 - b. A secondary search alcove with four search cubicles sized to accommodate strip searches will be located proximate to the full-body search area. One of the cubicles will be ADA accessible.
10. It is anticipated that most detainees will be compliant and can be staged in an open waiting area. Multiple open waiting areas are provided to allow for separation



OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

First appearance court and its support components will be provided on site at the Fulton County Jail to serve the local municipal courts, magistrate courts, and state courts.



of detainees, and secure holding cells are provided for those detainees who require separation or special handling.

- a. The open waiting area provides seating (to include bariatric seating) for up to 90 detainees who are compliant with staff instructions. This area will be configured as three 30-person waiting areas arranged such as to provide distinct separation between groups.
 - b. Five secure holding cells (max occupancy 3) and 15 secure holding cells (max occupancy 10) are provided. Secure holding cells will be located in a manner to afford good visibility by staff.
11. The transfer staging area is where application of transport restraints will occur. Seating (to include bariatric seating) for 30 detainees will be provided for this purpose.
 12. The transfer changing room located within the detainee transfer function is where detainees will receive their personal clothing from the property staff through one of four transfer property transaction windows. It is also here that changing cubicles are provided for detainees to change out of jail-issued clothing and into personal clothing

- a. Five changing cubicles with PREA-compliant privacy partitions will be provided. All changing cubicles will be sized to accommodate strip searches.
- b. While both men and women will use the transfer changing area, only one gender will be in the area at a given time.

13. Detainee property that is to be transported with the detainee (e.g., transfer to a GADOC facility) will be transferred through the transfer property transaction window located in the transfer changing room. Detainees being transferred to a GADOC facility will remain in their jail-issued uniform.
14. The functions of returning a detainee to the facility via vehicle transport are similar to those when a detainee is being prepared for transport, just in reverse.
15. Within transfer staging, detainee restrooms, a water cooler, an emergency eyewash station, a trash alcove, and a janitor closet will be provided.

Transfer Pedestrian Sallyport

16. Detainees will be taken from the transfer staging area into the vehicular sallyport through the transfer pedestrian sallyport.

Likewise, detainees returning to the facility will be taken from the vehicular sallyport into the transfer staging area through the transfer pedestrian sallyport. An IRIS ID scan will be located within the transfer pedestrian sallyport so that detainees' identities can be verified prior to being transported or upon return to the facility.

17. The transfer pedestrian sallyport will be large enough to accommodate up to 20 detainees seated on a bench and removal of transport restraints and will have three areas designed to conduct pat searches.

6.000 Courts

A key policy and facility planning decision has been made for in-custody first appearance matters to continue to be handled via an initial appearance court located at the FCJ – either in person or virtually. First appearance court and its support components will be provided on site at the FCJ to serve the local municipal courts, magistrate courts, and state courts. Based on planning efforts to-date, all court spaces will be shared between the respective courts and their respective staff. Besides conducting first-appearance proceedings, other preliminary examinations (establishment of probable cause, felony arraignments, bond review hearings) and court proceedings that occur up to the point of trial may be handled in these courtrooms either virtually or in person before judge or other judicial personnel.

6.100 Court Lobby

1. The public and media will access the court through the court lobby via the FCJ's public lobby (following security screening). The court lobby, which is in the nonsecure zone of the court, will be locked when the courtroom is not in session with card-reader access allowed

by authorized persons or allowed by central through remote release after verification by camera and intercom.

2. A court security officer will be assigned to the court lobby during hours of court operation to assist and direct persons having business with the court.
3. Two noncontact interview rooms will be available on a first-come first-serve basis for use by private defense counsel, victim/witness advocates, and social service agencies to conduct business associated with cases being actively processed by the court. One side of the interview room will be accessible from the court lobby, and one side of the interview room will be accessible directly from the courtroom.
4. Since the court lobby is intended for short-term use, limited seating (to include bariatric seating) for 15 people and personal lockers will be available. In addition, public restrooms with a child-changing station will be provided.

6.200 Courtrooms

1. The Fulton County Jail will have two fully functioning courtrooms.
2. Because the courtrooms will be configured to support either in-person or virtual

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



court proceedings, the various courthouses throughout Fulton County can opt to conduct court proceedings remotely. This approach benefits jail operations by eliminating or reducing the need to escort large numbers of detainees to the courts and then to supervise them in holding cells and in the courtroom. An additional benefit in conducting court proceedings virtually is in the event of a pandemic, where in-person courtroom proceedings are suspended or limited, judicial proceedings could still occur virtually.

- a. Each housing pod will have a video court booth as well as a video visitation booth for attorney consultations.

Public and Media

3. Members of the public and media may attend court. There will be an area designated for the public and media, which is outside of the court's secure zone. A vestibule will provide access from the court lobby into the public and media area as well as to provide sound attenuation for the courtroom.
4. The public and media area will be separated from the court well and court deliberation area by generous security glazing that will allow unobstructed

viewing of court proceedings. The court proceedings will include a live audio feed into the public and media area from the courtroom. There will be an alcove, which provides for two-way communication between public and first appearance court that will allow the court to hear from victims and/or witnesses, as needed.

5. Seating (to include bariatric seating) will be provided for up to 30 people as well as space to accommodate wheelchairs, to be used on a first come, first serve basis. In addition, the area will be configured with the requisite data and transmission technology for recording the camera and audio feeds in the respective courtroom.

Courtroom

6. Each courtroom, which is inside the secure zone of the court, will be configured like a traditional courtroom in that the judge will work from behind a "bench" that fronts the courtroom. Access to the bench will be from the court's ancillary spaces through a secure door located behind the bench. For all other courtroom officials, a secondary secure door will be the access point between the courtroom and the court's ancillary spaces.

7. The courtroom will be configured to allow remote court proceedings to occur from the various courthouses throughout Fulton County. It will also have capacity to conduct court proceedings via video links with the video court booths within the FCJ itself.
8. Within the courtroom, workspace will be provided for the following positions and functions:
 - a. Judge
 - b. Prosecution
 - c. Defense
 - d. Court Clerk
 - e. Court Reporter
 - f. Pretrial Services
 - g. Victim/Witness Advocate
 - h. Bailiff
9. No specialized space is provided for interpreter services. Interpreters will be assigned to a space within the courtroom by the judge on an as-needed-basis.
10. At scheduled times, detainees will be escorted to the secure court holding area to await their court hearing. Detainees will remain in the court holding area until their case is called and at that time, be escorted into the respective court. Once the process is complete, the detainee will be escorted to his/her housing pod or to the waiting area in intake. A utility

- officer will assist in supervising detainees awaiting a court hearing, escorting detainees to/from court, and/or handling, on behalf of the jail, paperwork associated with court hearings.
- a. For each courtroom, there will be two secure group holding rooms and one individual holding room, each having a secure door from the facility side and a secure door from the courtroom side. This will allow for movement of detainees to court without disrupting court proceedings in progress. Generally, one group holding room will be designated for men and one designated for women. Depending on demand, secure group holding rooms can be used for either gender; however, not at the same time.
 11. In the courtroom, seating (to include bariatric seating) for 15 detainees will be provided, which will include unobstructed viewing of the courtroom. The court officer will provide security supervision of detainees in the courtroom and oversee the movement of detainees within and in/out of the courtroom.
 12. Three interview rooms that are accessible from within the courtroom will be provided, where defense counsel and the detainee may confer privately, and where

pretrial services may explain to detainees the conditions of release. These rooms are in addition to the ones described in section 6.100. Detainees being released on condition of electronic monitoring (EM) will have their EM device applied in the EM/GPS room accessible from within the release pedestrian sallyport.

6.300 Ancillary Court Spaces

1. Judicial and officials of the court will access the courts (secure zone) from the public lobby (following security screening) through a court official pedestrian sallyport that leads to the court's ancillary support area. The court official pedestrian sallyport will be operated by remote electronic release by central command upon verification that the person is authorized for entry/exit. The inner doors of the court official pedestrian sallyport may be operated via card reader or biometric means (authorized persons only).
2. A shared judge's chamber having a private restroom will be provided for judges to use during their respective scheduled court proceedings. A conference room with access from the judicial chamber and from the circulation area

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Detainees have a right to safe, humane living conditions. Critical to keeping detainees safe is the availability of appropriate types of housing for the different classifications and treatment needs of detainees being held.

Footnotes

⁸ Based on the moderate improvement forecast for the year 2037 (men) and for the year 2047 (women). All specialized, mental health, and medical housing is being planned for the year 2047.

⁹ Specialized beds are designed to provide acute healthcare and treatment or provide restrictive housing due to aggressive or violent behavior (not due to a mental illness) or as a sanction for noncompliant behavior with facility rules and regulations.

¹⁰ The bed need numbers were derived from the population forecast and in consultation with key representatives of the Fulton County Sheriff's Office, including Sheriff Labat, and NaphCare.

¹¹ A wet cell includes a combination toilet and sink.

will be provided for judicial conferencing with attorneys.

3. A shared office will be provided for use by the district attorney, with a dedicated printer/copier/fax/scanner machine.
4. A shared office will be provided for the county public defender, which will include a dedicated printer/copier/fax/scanner machine.
5. Workstations to support on-site judicial operations will be provided (e.g., clerks, pretrial services, etc.). Clerks for the municipal and state courts will each have a workstation. Two of the clerks' workstations will have a transaction window to the public lobby where bonds and fine payments may be processed. If feasible, there will be a securable service window between the clerks' office and the jail records office for the distribution of court-generated commitment and release paperwork.
6. As part of ancillary court spaces, a multipurpose conference room (case conferences/negotiations), a video/audio feed server room, a printer/copier work alcove (with office supply storage), a staff breakroom (with personal lockers) sized for 10 people, a water cooler, staff restrooms, and a janitor closet will be provided.

7.000 Housing – Adults

Detainees have a right to safe, humane living conditions. Critical to keeping detainees safe is the availability of appropriate types of housing for the different classifications and treatment needs of detainees being held.

The Fulton County Jail is planning for a future average daily population (ADP) with applicable peaking and classification factors applied of 5,299 detainees,⁸ of which 89.6% are men and 10.4% are women. Based on developing standardized configurations for housing pods based on efficiencies and constructability coupled with our programming and bed disaggregation/configuration discussions with the client team, it was determined that the future FCJ will have 5,480 beds. Of the 5,480 beds, there are 1,592 mental health beds as well as 520 specialized beds planned to meet the medical and behavioral needs of the detainees.⁹

Table 3 outlines the recommended housing configurations by classification to meet the anticipated target of 5,299 beds.

- a. Housing for youth is described in report section 8.000 Housing – Youth.
- b. Medical and mental health housing is described in section 9.000 Healthcare.

Adult Housing Overview

1. The FCJ housing areas will be operated following the principles of direct supervision. Operating a direct supervision facility reflects current best professional correctional practices. In a direct supervision facility, the housing officers are the primary managers of the housing pods and cannot leave their post to perform duties outside of his/her assigned housing pod. "Movement" staff, often referred to as escort officers, generally perform escort and other utility functions in support of the housing officer.
2. In direct supervision, housing officers are in charge of a single housing pod and are responsible for managing the behavior of detainees in their pod, keeping negative behavior to a minimum by reducing tension, and encouraging positive interactions. To ensure that the officer retains control, challenges to the officer's leadership must be dealt with quickly and effectively and may result in the offending detainee's immediate removal from that pod to a more restrictive setting. This is best achieved when the housing officer actively supervises them by continually moving throughout the housing pod and through frequent interactions with

Table 3. Housing Configuration by Bed Type & Gender

Housing Category	Bed Need ¹⁰	No. of Beds per Pod	No. of Pods	Bed Total	Notes/Assumptions
Housing – Men					
Conventional					
7.100 Reception	154	64	3	192	Pod (mezzanine configuration) = 8 single-occupancy wet cells & 26 double-occupancy wet cells ¹¹ plus 1 subpod with 4 single-occupancy wet cells
7.200 Minimum	385	72	5	360	Pod (mezzanine configuration) = 36 double-occupancy wet cells
7.300 Medium	2,160	64	34	2,176	Pod (mezzanine configuration) = 32 double-occupancy wet cells
7.400 High/Maximum/Close	302	32	9	288	Pod (mezzanine configuration) = 4 subpods each with 8 single-occupancy wet cells
7.500 Protective Custody	71	48	2	96	Pod (mezzanine configuration) = 12 single-occupancy wet cells & 16 double-occupancy wet cells plus 1 subpod with 4 single-occupancy wet cells
7.600 Restrictive Housing	117	32	4	128	Pod (mezzanine configuration) = 4 subpods each with 8 single-occupancy wet cells
8.100 Youth	0	48	1	48	Pod (mezzanine configuration) = 20 double-occupancy wet cells plus 2 subpods each with 4 single-occupancy wet cells
Conventional Total	3,189		58	3,288	
Medical & Mental Health					
9.600 MH Acute (L1)	485	24	20	480	Pod (no mezzanine) = 20 single-occupancy wet cells plus 1 subpod with 4 single-occupancy wet cells
9.700 MH Subacute (L2)	243	32	8	256	Pod (no mezzanine) = 8 single-occupancy wet cells & 12 double-occupancy wet cells
9.800 Special Needs (L3)	485	56	9	504	Pod (mezzanine configuration) = 28 double-occupancy wet cells
9.300 Skilled Nursing	59	28	2	56	Pod (no mezzanine) = 28 single-occupancy wet rooms
9.300 Medical Detoxification	55	48	1	48	Pod (no mezzanine) = 48 beds; two zones with 24 dorm beds per zone
9.400 Medical GP	233	48	5	240	Pod (mezzanine configuration) = 8 single-occupancy wet cells & 20 double-occupancy wet cells
Medical & Mental Health Total	1,560		45	1,584	
Total Housing – Men	4,749		103	4,872	

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



and continual observation of detainees, rather than sitting at his/her workstation.

a. The housing officer does not work alone, but as part of a team. The team consists of classification specialists, program staff, and shift supervisors. Well-trained and motivated staff are essential to guarantee a professional, safe, consistent, and positive approach to the operation of the facility. Essential to the success of this facility is the relationship between staff and detainees at all levels. Communication should be open, honest, professional, and collaborative.

3. General population (GP) detainees are recognized as individuals who do not present significant risk to the safety of self or others or the security of the institution. In a direct supervision environment, detainees are considered general population unless the need for specialized housing is identified through the classification process or indicated by the detainee's behavior.

a. Typically, detainees will be grouped by classification and housed together in designated housing pods. When the number of detainees in a particular classification group makes it impractical to operate as a single direct

supervision housing pod, multiple classifications may be clustered within one housing pod provided that the different treatment, and classifications' needs and considerations can be met.

4. Although there are some physical differences in the housing areas (e.g., subpods, single-occupancy cells for restrictive housing, and double-occupancy cells for general population), the housing pods are designed to provide maximum flexibility for housing detainees within the facility. For example, it is difficult to account for the fluctuations in the population distribution that may occur (e.g., men v. women, various security/custody classifications, and the various special needs/management classifications), and the handling of peaks in the population levels. In addition, the living environment needs to provide adequate lighting, temperature/humidity control, air quality, appropriate noise levels, cleanliness, sanitation facilities/fixtures, potable water, etc.

a. Designated housing pods will be equipped with appropriate mechanical ventilation, UV light protection, and HEPA filters so that it may be repurposed in the event of a pandemic

to house non-chronic detainees who may be infected.

5. The housing areas have various design considerations that must be incorporated into the basic design and layout of the housing pods. Housing areas with mezzanines are preferable for general population detainees where possible and where the classification of the detainee allows this; although careful consideration must be given to ensure that the design does not permit detainees the ability to congregate above or behind officer workstations. Maximum visibility by the assigned housing officer is a primary concern. Spaces must be as open as possible to prevent, easily detect, and quickly respond to any assault or sexual abuse or incidents of self-injury.

a. Some of the housing pods will have subpods for special populations such as detainees assigned to restrictive housing. Each subpod will be separated from the remainder of the main pod by a glazed security wall that faces into and is accessible from the dayroom of the main pod. This configuration will permit one officer to supervise the entire pod.

b. As with all areas of the facility, the design and construction of the

Table 3. Housing Configuration by Bed Type & Gender (Cont.)

Housing Category	Bed Need ¹⁰	No. of Beds per Pod	No. of Pods	Bed Total	Notes/Assumptions
Housing – Women					
Conventional					
7.100 Reception Protective Custody	77	64	1	64	Pod (mezzanine configuration) = 8 single-occupancy wet cells & 26 double-occupancy wet cells plus 1 subpod with 4 single-occupancy wet cells
7.400 High/Max/Close (3) Restrictive Housing (27)	30	32	1	32	Pod (mezzanine configuration) = 4 subpods each with 8 single-occupancy wet cells
7.300 Medium (44) Minimum (11)	55	64	1	64	Pod (mezzanine configuration) = 32 double-occupancy wet cells
8.100 Youth	0	48	1	48	Pod (mezzanine configuration) = 20 double-occupancy wet cells plus 2 subpods each with 4 single-occupancy wet cells
Conventional Total	162		4	208	
Medical & Mental Health					
9.600 MH Acute (L1)	125	24	5	120	Pod (no mezzanine) = 20 single-occupancy wet cells plus 1 subpod with 4 single-occupancy wet cells
9.700 MH Subacute (L2)	50	32	2	64	Pod (no mezzanine) = 8 single-occupancy wet cells & 12 double-occupancy wet cells
9.800 Special Needs (L3)	167	56	3	168	Pod (mezzanine configuration) = 28 double-occupancy wet cells
9.500 Medical Housing: Skilled Nursing (12) Medical Detoxification (7) Medical GP (27)	46	48	1	48	Pod (partial mezzanine configuration) = two zones (48 beds total); Zone One (skilled nursing & medical detoxification; no mezzanine) = 12 single-occupancy wet rooms & 8 dorm beds (no stacked bunks); Zone Two (medical GP; mezzanine configuration) = 8 single-occupancy wet cells & 10 double-occupancy wet cells
Medical & Mental Health Total	388		11	400	
Total Housing – Women	550		15	608	
Housing Grand Total	5,299		118	5,480	

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



housing must meet the standards of the American Correctional Associations for adult local correctional facilities¹² and the Prison Rape Elimination Act (PREA).

6. Another key attribute of direct supervision is decentralizing many programs and services to the housing areas versus a centralized location, which serves to increase staff efficiency and minimize detainee movement. For example, recreation yards are accessed directly from the housing pod; placing video visitation kiosks/tablets in the housing pods will afford detainees greater opportunities for visitation through extended visiting hours; and multipurpose rooms within the housing pods for activities and social services. These measures reduce the workload of the escort officer, which allows the facility operation to focus more on the safety and security components of the FCJ.
 - a. There are some programs and activities for detainees that are not practical to provide within the housing pod. These will be primarily decentralized and located near the housing pods to minimize travel distances, particularly with detainees who may travel via pass.

Description of Detainee Housing Pods

1. This section describes, generally, the operational principles and practices that will be the foundation from which all detainee housing pods will be operated, designed, and constructed.
2. Housing pods will be configured with a mezzanine level, unless otherwise noted as a single-level configuration (no mezzanine).
3. Access to the housing pod will be provided through a pedestrian sallyport. The housing pod pedestrian sallyport has three interlocking secure doors. One door provides access to/from the circulation area (outer door) into the pedestrian sallyport; within the pedestrian sallyport there are two doors, one that provides access to/from the housing pod (inner door #1) and one door that provides access to/from the medication distribution room (inner door #2; see room description below). The outer door will be operated by remote electronic release from central command upon verification that the person is authorized for entry/exit. The housing officer will have primary responsibility, with central command backup, for operating inner door #1 of the pedestrian sallyport by

remote electronic release upon verification that the person is authorized for entry/exit. Authorized healthcare staff will operate inner door #2 via card-reader access or biometric means.

- a. Authorized staff may exit the housing pod (inner door #1) via card-reader access or biometric means. Select supervisory and security response team personnel may have card-reader access capability that provides direct access (outer door [entry access only] & inner door #1) into the housing pod via the housing pod pedestrian sallyport so that they can respond quickly to an emergency occurring within the pod.
 - b. An intercom (with appropriate signage) located on each side of the doors will allow communication between people requesting entrance to/exit from the housing pod pedestrian sallyport and either central command or the housing officer. CCTV cameras will be situated such that central command and/or housing staff may view people entering/exiting the housing pod pedestrian sallyport.
4. Detainees are subject to a pat search upon entry to/exit from the housing pod.

5. Dayroom spaces as well as cell windows should be designed in a manner to prevent any visual access between detainees and the public outside the facility. In other words, the public should not be able to view into housing areas or, conversely, detainees should not be able to communicate with the public.

6. Housing pod dayrooms will be camera monitored and recorded in real-time. Although this monitoring is not intended to diminish the need for staff supervision, it will primarily provide for recording of any incidents that may occur.
7. Cells, dayrooms, and other housing pod spaces will be constructed with materials and outfitted with normative correctional furnishings and fixtures commensurate with the assigned population's security classification and special needs considerations. Spaces with an ADA designation shall be configured and furnished to provide the requisite mobility and accessibility features.
8. Detainee cells will typically be accessible during the day and evening hours. Cells will be locked during the night hours but will be equipped with a "push-to-exit" call button for detainees to exit their cell when enabled and authorized by the housing officer, or when detainees

need to contact the housing officer in case of emergency. If the doors are set as secured, the "push-to-exit" button will operate as a staff call button, which sends an alert tone to the housing pod control panel. If the housing officer does not respond to the call within the designated time, the call will be directed to central command, where it will enunciate as an unacknowledged call-in.

- a. Minimally, each cell will have a correctional bed or stacked bunk, a mirror, a desk/writing surface, a seat, clothing and personal property storage, and suicide/ligature-resistant hooks for clothes and towels. The number of ADA-accessible cells will comply with applicable federal regulations and will be located proximate to the shower area.
- b. All cells will have access to natural light. If feasible, cells will have an exterior window. While detainees may have the ability to control their assigned cell's lighting and sanitary fixtures, water and lighting shut offs will also be located at the officer's workstation. Careful consideration must be given to the design of cells to limit sharp edges and opportunities for detainees to attempt suicide from

Footnotes

¹² ACA Performance-Based Standards for Adult Local Detention Facilities, 4th Ed. June 2004. ACA 2016 Standards Supplement. November 2016.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



- vents, sprinkler heads, plumbing fixtures, door knobs, etc.
9. Sufficient toilets and sinks are required in each housing area to meet applicable ACA standards. Single- and double-occupancy cells shall each have a toilet and sink.
 10. A common-use toilet and sink directly accessible from the dayroom will be available for detainees' use while using the dayroom. This toilet area will not be fully enclosed; rather, it will be a stall design that affords the officer with a clear view of the detainee's feet.
 11. Showers, centralized to the common areas, will be of sufficient number to comply with required codes and ACA jail standards, which require one shower per eight detainees, and which will also stipulate the requisite number of ADA-accessible showers. Extra care must be taken to provide adequate drainage to avoid water runoff from the showers.
 - a. Each individual shower stall includes a private outer area for drying/dressing. The shower heads should be suicide/ligature resistant and, ideally, will be recessed.
 - b. The shower stalls facing the dayroom should have curtains/doors that allow visibility of the head and feet

- and comply with PREA. Floor drains will be in both the shower and dressing areas.
12. Razors will not be allowed in the facility. Detainees may use a razor-less shaving cream like Magic Cream for their shaving needs.
 13. A dayroom, which is centralized to the cells, is provided. Sufficient seating and tables will be provided for the maximum capacity of the housing pod. If movable, seating can be relocated for television viewing or to activity areas as necessary. Multiple seating areas will be provided, potentially including the mezzanine (where applicable), that may include television viewing or reading or any combination thereof. In addition, a book cart, telephones, and wall-mounted boxes for outgoing mail and other communications will be provided. The dayroom will be equipped with sound-attenuating measures and will have direct access to natural light.
 14. Generally, detainees will eat their meals at tables located in the dayroom. An alcove will be provided for staging food carts and dispensing trays that will also be equipped with a food and beverage station (i.e., juice, hot/cold water, storage cabinetry, ice). This area will

- also accommodate regular and recycled trash/refuse.
15. Water coolers will be provided for general use and for taking prescribed medications and should be located adjacent to the medication distribution window.
 16. Multifunctional tablets that can be used at the dayroom tables and/or in detainees' cells are required in each housing pod on a tablet/detainee ratio of 1:1 that will be used for video visitation, to order commissary items, download materials to an e-reader, schedule sick call and other appointments, submit grievances and requests, send/receive email/text messages, and/or allow access to pertinent detainee management information (e.g., release date lookup).
 - a. A closet with a sufficient number of docking stations for storing/recharging tablets is provided and accessible from the dayroom.
 17. Tablets that can be used in privacy carrels will be provided on a tablet/detainee ratio of 1:8 and will be dedicated solely for legal research (web-based). Legal materials will be electronically transmitted for printing in the library workroom (see 11.000 Programs and Services). The interview rooms (see room description below) will each contain a video visita-

- tion kiosk that will be equipped with the requisite audio/visual privacy to allow for attorney video visitation.
18. Central to the dayroom will be a multipurpose room sized to accommodate 10 people. The multipurpose room is provided for specialized activities deemed appropriate by the housing officer or scheduled by the program staff, which may include self-help substance use disorder counseling (and similar programs). The multipurpose room should have clear visibility into it from the dayroom and should be located proximate to the housing officer's workstation to enhance supervision, but also be located away from the eating area. The room should be equipped for real-time broadcast/video distribution and storage cabinetry. Most programs and counseling services will occur in the adjacent shared decentralized program spaces.
 19. Accessible directly from the housing pod dayroom will be:
 - a. A video court booth with the requisite audio privacy and videoconferencing capabilities with the court. This video court booth may be used for initial appearances, bail review hearings, etc.

- b. A video visitation booth for attorney visits with the requisite audio and visual privacy.
 - c. Two interview rooms where program/treatment providers or facility staff may interview detainees in a confidential setting. The interview room will be sized to accommodate up to four people seated and will have sufficient windows to allow for observation by the housing pod officer. The interview room will also have a video visitation kiosk that can be utilized for attorney and professional video visits. It is important to note that the interview room cannot be utilized for other purposes while the video visitation kiosk is in use.
20. Most detainees will receive their medications from within the housing pod dayroom, while some detainees may receive their medications cell side. Healthcare personnel will have the ability to access the medication distribution room without first having to enter the housing pod, as there is direct access to the room from the housing pod pedestrian sallyport. Detainees will line up in the dayroom to receive their medications through a securable roll-up window or pass-through opening to the dayroom.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



The housing officer will control/operate the securable window or pass-through opening.

21. Detainees' uniforms will be cleaned in the laundry, as will blankets, linens, and towels. Issued items will be laundered on a scheduled basis. Within the housing pod, there will be staging for clean and soiled laundry carts, and storage is provided for disinfectant wipes for cleaning mattresses prior to a new detainee occupant or at other times deemed appropriate.
 - a. Each housing pod will have a washer and dryer whereby detainees may launder their personal whites (undergarments, t-shirts, etc.).
22. A room accessible from the dayroom is provided for the cutting of hair. It will be sized to accommodate a chair for cutting hair, a hand sink, and secure cabinetry for clippers, haircutting capes, etc.
23. Adjoining the housing pod, outdoor exercise facilities will be provided, and detainees will be permitted to freely access these facilities during scheduled times. Direct access to the exercise area is through a door located in the housing pod dayroom. The outdoor exercise area will be equipped with appropriate physical exercise equipment and will be sized to accommodate a portion of the

housing pod population. These areas may be used for active group recreation or exercise as well as individual exercise in select housing pods, and for passive activities such as board games. They should be equipped with tables and seating. The outdoor yard area should be partially or fully covered for weather protection. A storage closet for exercise yard equipment will be provided, located proximate to the outdoor exercise yard.

24. Because there will be occasions when a detainee may not retain all accumulated personal property (e.g., due to privilege suspension, newly identified suicide risk), a secure closet for temporarily storing detainee property will be provided.
25. Space will be provided in the housing pod to accommodate a fully equipped workstation for the housing officer, which will be located within the dayroom such that it provides optimal visibility into the dayroom, all cells, and program areas. The workstation will be equipped with a portable phone and an administrative computer that can access the jail management system, and a flat touch-screen panel for electronic door control and monitoring, fire and smoke enunciation, and an override for detainee telephones, detainee tablets, lighting,

electric receptacles, and water controls, and a stool. Security equipment/supplies and charging stations for portable technology devices (e.g., radio, tablets, etc.) will be integrated into the officer workstation. These items can be secured in lockable cabinetry. The workstation will be equipped with a mechanism for securing the control panel (most likely a touch screen device) to prevent detainee tampering when the housing officer is away from the workstation.

- a. Portable technology tools to control and monitor cell doors and perform other functions such as counts, bar scanner to help track detainees, answer intercom and/or phone calls, view detainee information, etc., are anticipated to be in place to maximize staff's ability to roam the housing pod to better manage the population.
 - b. Space must be identified proximate to or integrated within the housing officer's workstation for an emergency first-aid kit, an AED, daily needs storage, and secure storage of staffs' personal items (e.g., windbreaker, lunch box).
26. Within the housing pod, a staff restroom, a supply storage closet, an emergency eyewash station, and a janitor closet

(one on each level if a multilevel design) will be provided.

27. Within the housing descriptions below, housing pods can be one of two configurations.
 - a. One configuration is where all detainee sleeping areas open into a common dayroom, from which all housing activities and services are provided.
 - b. The second configuration is where some or all of the detainee sleeping areas are subdivided into one or more subpods that are accessible directly from the principal pod.
28. The operational principles and practices described above serve as the foundation from which all adult detainee housing pods will be operated, designed, and constructed. The individual housing types that are described below, unless otherwise noted, will adhere to these operating principles. Where there is a modification to the operating principles, it will be detailed in the respective housing area description.

7.100 Reception (8-72 hours) [64 beds per pod; 4 pods: men = 3 pods; women = 1 pod]

1. Newly admitted detainees are separated from the rest of the population pending completion of classification, a process that assesses individual detainees' risk and needs and identifies any special considerations in terms of custodial, treatment, and programmatic care that may be present. Detainees pending a first appearance in court or who are serving a short-term sentence of seven days or less may also be housed in reception housing. On occasion, detainees will need to be separated prior to being classified, e.g., medical detoxification, uncontrolled violent behavior. This housing pod has capacity for 64 detainees.
2. The reception housing pod is comprised of one principal pod and one subpod.

Principal Pod

 - a. The principal pod will be comprised of eight single-occupancy wet cells (one is ADA compliant) and 26 double-occupancy wet cells (two are ADA compliant) for a capacity of 60 detainees.
 - b. Four classification interview booths (one is ADA compliant) will be provided. Detainees will access

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



- the booth from the dayroom while staff will access the booth from the housing pod pedestrian sallyport.
- c. Three video court booths and two attorney video visitation booths are provided.
- d. A timeout room is provided.

Subpod

- e. The subpod will be comprised of four single-occupancy wet cells (one is ADA compliant) for a capacity of four detainees.
- f. This subpod is part of the overall housing pod, and will rely on the principal pod for some activities and services such as interview rooms, multipurpose rooms, outdoor exercise, etc.
- g. The subpod will have its own dayroom, showers, tablets, and detainee telephones, etc.
- h. The subpod will be separated from the principal pod by a glazed security wall that faces into and is accessible from the principal pod dayroom.
- i. When the subpod is not needed for separation purposes, the subpod entry doors may be left unsecured, which will allow detainees housed in the subpod to be merged with the principal pod.

- 3. The juxtaposition of the principal pod to the subpods will permit one officer to supervise the entire pod.
- 4. The Description of Detainee Housing Pods described above applies to reception housing, except for the modifications detailed in this section.

7.200 GP Minimum [72 beds per pod; 5 pods: men = 5 pods, women = 0 pods]

- 1. GP minimum detainees are recognized as individuals who do not present a risk to the safety of self or others or the security of the institution. This housing pod has capacity for a total of 72 detainees.
- 2. The GP minimum housing pod will be comprised of 36 double-occupancy wet cells (four are ADA compliant).
- 3. The Description of Detainee Housing Pods described above applies to GP minimum housing.

7.300 GP Medium [64 beds per pod; 35 pods: men = 34 pods, women = 1 pod]

- 1. GP medium detainees are recognized as individuals who do not present significant risk to the safety of self or others or the security of the institution. This housing pod has capacity for a total of 64

- detainees.
- 2. The GP medium housing pod will be comprised of 32 double-occupancy wet cells (four are ADA compliant).
- 3. The GP medium housing pod will include a timeout room.
- 4. The *Description of Detainee Housing Pods* described above applies to GP medium housing, except for the modifications detailed in this section.

7.400 Close & High Maximum [32 beds per pod; 10 pods: men = 9 pods, women = 1 pod]

- 1. Close and high-maximum detainees are recognized as individuals who present significant risk to the safety of self or others or the security of the institution. This housing pod has capacity for a total of 32 detainees.
- 2. The close and high-maximum housing pod will be comprised of one principal pod and four subpods.
 - Principal Pod
 - a. The principal pod will have no beds.
 - b. The principal pod will have dayroom seating for four for those detainees transitioning to GP medium or GP minimum housing.
 - c. The housing officer workstation will be sized to accommodate two officers.

Subpods 1 - 4

- d. Each subpod will be comprised of eight single-occupancy wet cells (one is ADA compliant) for a capacity of eight detainees.
- e. Each subpod will be part of the overall housing pod, and will rely on the principal pod for some activities and services such as interview rooms, multipurpose rooms, outdoor exercise, etc.
- f. Each subpod will have its own dayroom, showers, tablets, and detainee telephones, etc.
- g. Each subpod will be separated from the principal pod by a glazed security wall that faces into and is accessible from the principal pod dayroom.
- h. When the subpod is not needed for separation purposes, the subpod entry doors may be left unsecured, which will allow detainees housed in the subpod to be merged with the principal pod.
- 3. The juxtaposition of the principal pod to the subpods will permit two officers to supervise the entire pod.
- 4. The Description of Detainee Housing Pods described above applies to close and high-maximum housing, except for the modifications detailed in this section.

7.500 Protective Custody [48 beds per pod; 2 pods: men = 2 pods, women = 0 pods]

- 1. Detainees assigned to protective custody housing generally are at risk for harm inflicted by other detainees, which may be the result of a high-profile offense, high-profile position/occupation within the community (e.g., political figure, law enforcement officer), a threat carried over from the community, etc. This housing pod will have capacity for a total of 48 detainees.
- 2. Women requiring protective custody will be housed in the reception housing pod.
- 3. The protective custody housing pod will be comprised of one principal pod and one subpod.
 - Principal Pod
 - a. The principal pod will be comprised of 12 single-occupancy wet cells (one is ADA compliant) and 16 double-occupancy wet cells (one is ADA compliant) for a capacity of 44 detainees.
 - Subpod
 - b. The subpod is comprised of four single-occupancy wet cells (one is ADA compliant) for a capacity of four detainees.
- 4. The Description of Detainee Housing

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Pods described above applies to protective custody housing.

7.600 Restrictive Housing [32 beds per pod; 4 pods: men = 4 pods, women = 0 pods]

1. Detainees in restrictive housing present a significant security/safety threat to the facility or others or fail to consistently recognize their ability to adjust and follow the jail's rules and regulations. Restrictive housing may also include detainees in disciplinary detention because of a disciplinary action. This housing pod will have capacity for a total of 32 detainees.
2. Women requiring restrictive housing will be housed in the close and high-maximum housing pod.
3. The restrictive housing pod will be comprised of the principal pod and four subpods.

Principal Pod

- a. The principal pod will have no beds.
- b. The principal pod will have dayroom seating for four for those detainees transitioning to GP housing.
- c. A shower will be provided in the principal pod in the event the shower in one of the subpods malfunctions.
- d. Medications will generally be distributed cell side. However, for those

detainees transitioning to GP, medications may be distributed through the medication distribution room that is accessible from the principal pod.

- e. The outdoor exercise yard will be oversized to accommodate a small group (2-4 detainees) exercise area as well as four individual-use yards.
- f. A safety cell is an immediate option for responding to a detainee who becomes a danger to staff or self through aggressive or violent behavior. It allows the detainee to be removed from their current environment and placed in a room that is configured to minimize harm by a detainee to self or others. A safety cell may be employed as a last measure to manage out-of-control behavior on the part of detainees for whom the behavior is not associated with a diagnosed mental illness. The safety cell should only be utilized on a short-term basis.
- g. The housing officer workstation will be sized to accommodate two officers.

Subpods 1 - 4

- h. Each subpod will be comprised of eight single-occupancy wet cells (one

is ADA compliant) for a capacity of eight detainees.

- i. Each subpod will be part of the overall housing pod, and will rely on the principal pod for some activities and services such as interview rooms, multipurpose rooms, outdoor exercise, etc.
- j. Each subpod will have its own dayroom, showers, tablets, and detainee telephones, etc. A phone/data jack will be provided between each pair of cells within each subpod dayroom so a portable telephone can be connected to allow detainees to make a call from within their cell.
- k. The cells will have the requisite connectivity/equipment for in-cell programming and exercise instruction and will also afford video-based interaction with program providers.
- l. Cells will have camera-monitoring capabilities and doors equipped with food and cuff passes, and furnishings shall be security grade.
- m. For the showers, a security door will be required at the entrance to the outer dressing area with vision panels or security screens that will allow a view of the head and feet of the detainee while in the shower. The

door to the showers can be secured, if necessary, and will include a cuff pass so that detainees who are potentially violent can be restrained within the secure shower prior to opening the door.

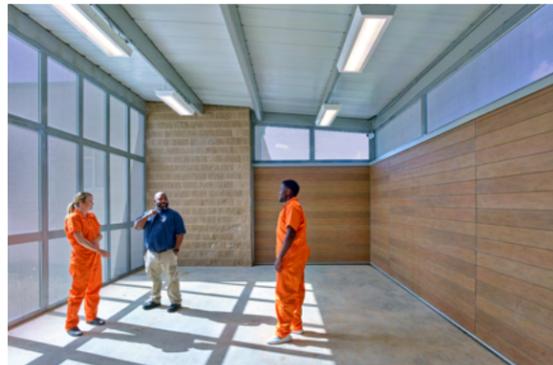
- n. Each subpod will be separated from the principal pod by a glazed security wall that faces into and is accessible from the principal pod dayroom.
- o. If feasible, a door in each subpod will provide direct access to the outdoor recreation yard.
- p. When a subpod is not needed for separation purposes, the subpod entry doors may be left unsecured, which will allow detainees housed in the subpod to be merged with the principal pod.
4. The juxtaposition of the principal pod to the subpods will permit two officers to supervise the entire pod.
5. The Description of Detainee Housing Pods described above applies to restrictive housing, except for the modifications detailed in this section.

7.700 Decentralized Programs & Services

1. It is anticipated that some programs and services will be provided directly

within the respective housing pods. For increased efficiency and efficacy, some programs and services may serve multiple housing pods concurrently in a single location. This area (single location) is referred to as decentralized programs and services center (DPSC).

2. Decentralized programs and services centers are planned throughout the facility. Each DPSC serves a cluster of housing pods that, to the extent it is feasible, reflect similar classifications. Detainees assigned to a skilled nursing or medical detoxification bed will not access the DPSC due to the limited time the detainees will spend in these beds and/or the acuity of their health condition and, as such, will not have an assigned DPSC.
3. The DPSC will be located proximate to the housing pods to minimize travel distances, particularly with detainees who are allowed self-movement and who will travel via pass. These areas should be designed to provide maximum flexibility of use to respond effectively to changing uses and program requirements. These areas are expected to be busy throughout the day. Since detainees will utilize them heavily, escort officers will monitor the program areas when they are in use.



OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

These spaces must be as open as possible to prevent, easily detect, and quickly respond to any assault or sexual abuse or incidents of self-injury.

Description of Decentralized Programs and Services Center

4. This section describes, generally, the operational principles and practices that will be the foundation from which all decentralized programs and services centers will be operated, designed, and constructed.
5. The decentralized programs and services centers will serve detainees by providing space for select educational and treatment activities to facilitate detainee participation in programs with minimal movement throughout the facility. The DPSC space will be located within the circulation areas adjacent to a cluster of up to, generally, four-to-eight housing pods.
6. Detainees will make a request to participate in any program or service offered in the facility. The detainee's assigned corrections counselor will receive these requests and will coordinate eligible detainees' participation. If a program/service is at capacity, the eligible detainee will be placed on a waiting list

to be processed on a first-come first-served basis.

7. Some DPSCs will have targeted programs and/or services to meet the unique needs for detainees assigned housing within that designated housing cluster.
8. Ideally, all detainee programming will be held within the detainee's respective DPSC. However, the realities of detainee programmatic needs as well as space and program staffing efficiencies suggest that, in some cases, detainees may need to be escorted to a different housing cluster's DPSC.
9. Detainees may travel to the DPSC via individual pass, or they will travel by individual or group escort. Escort officers will monitor movement in the circulation corridors and will make periodic checks of these centers to verify detainees' authorization to be in the area. Careful scheduling must be employed to coordinate start times incrementally so that large numbers of detainees are not entering and leaving the centers at the same time. Seating (to include bariatric seating) will be available for up to 15 detainees who arrive just prior to the scheduled program or service.
10. For educational, treatment, and program purposes, the DPSC will contain a mul-

tipurpose room/classroom and an interview room. These spaces will be located in a manner to ensure maximum visibility of areas from a central location at which will be the DPSC security officer's workstation. This workstation will be configured and furnished commensurate with assigned tasks and responsibilities and will be staffed during those periods that detainees are present in the DPSC.

11. One multipurpose room/classroom will be designed and furnished similarly to traditional adult education classrooms and sized to accommodate up to 20 detainees. The classroom will be equipped with CCTV capabilities to allow for programs to be aired live or videotaped for later showing in the housing pods.
12. The centralized software system with appropriate file servers that serve the DPSC as well as the housing pods will be located in a secure room within the central program and service center.
13. A secure closet will be provided for storage of supplies and expensive and/or adaptive instructional materials/equipment as well as an electronics storage/recharging station with docking stations to store and recharge laptops and/or tablets.

14. An interview room will be provided, which is equipped for videoconferencing for use by professional counselors, classification staff, program leaders, and volunteers when it is not conducive to use the multipurpose or interview rooms in the detainee's assigned housing pod. The interview room will provide the requisite privacy to prevent casual observation of room occupants by other detainees.

15. Generous glazing on the walls in the programs and activity rooms will enhance supervision without disrupting the programmed activities.
16. Two fully equipped and furnished triage/examination rooms will be provided in the DPSC to minimize movement throughout the facility of detainees undergoing healthcare assessment. Detainees will be seen for sick call on a scheduled basis in the triage/examination room located in their respective DPSC. Detainees will make an electronic (via tablet) or hand-written request to be seen by healthcare staff, and initial triage may occur in this area prior to having to visit the main health clinic. Additionally, detainees newly admitted to the facility may receive their history and physical examination in this room located in the DPSC designated to serve reception

housing.

17. There will be a phlebotomy alcove located near the triage/examination room adjoining a detainee restroom that will have a specimen pass through that bridges the alcove and the restroom. It is here that preliminary blood and urine analyses will occur. The phlebotomy alcove will:
 - a. include equipment for drawing laboratory specimens, and equipped with a work counter, a securable cabinet for centrifuge, a securable specimen storage, "sharps" container, and an under-counter refrigerator with small freezer for specimen holding,
 - b. have locked storage for reagent strips, urine specimen receptacles, vacuum tubes for blood draws and sharps, and
 - c. have an emergency eyewash station.
18. Proximate to the triage/examination room located in the DPSC will be:
 - a. a charting alcove,
 - b. secure storage designated for medical durable equipment & emergency response equipment, such as a gurney, emergency response bag/kit, etc., and medications and medication carts,
 - c. an icemaker and nourishment pantry,



OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



- d. clean and soiled utility, and
 - e. a healthcare staff workroom having three workstations for on-duty providers and nurses, one workstation for the medical assistant, and one unassigned workstation.
19. Within the DPSC, detainee restrooms, a water cooler, a trash alcove, and a janitor closet will be provided.
- DPSC Staff-only Zone*
20. Offices and/or workspaces will be provided for:
- Private Office
 - a. Unit Sergeant
 - b. Social Worker
 - Shared Office #1
 - c. Unit Manager Captain
 - d. Unit Manager Lieutenant
 - Shared Office #2
 - e. Corrections Counselor (2)
 - f. Classification Specialist
 - Shared Office #3
 - g. Program Volunteers (2)
- Workspace design and furniture and equipment will be commensurate with assigned responsibilities.
21. The unit sergeant's office within the DPSC should be located with easy access to and with good visibility of the general

- circulation areas.
22. The DPSC staff-only area is where the printing of documents related to a detainee's legal research will occur. Once payment, if required, for copies has been verified, detainees' legal research documents will be delivered by designated program staff.
23. In the DPSC staff-only area, a conference room sized for eight people, a printer/copier work alcove (includes office supply storage), a staff breakroom, a water cooler, and a staff restroom will be provided.

Housing Cluster Support

24. In the circulation area convenient to the housing pods served by the respective DPSC will be a trash room for staging refuse that is collected from the cluster served by the DPSC.

Housing Cluster Management

25. Housing pods will be grouped into clusters. A unit manager (Capt/Lt) will be responsible for overseeing the operations in two clusters.
26. A shared office for the captain and the lieutenant will be provided. Located

- within the shared office will be records/file storage and a printer/copier alcove.
- a. Accessible from the shared office will be a staff restroom.

Hairstyle Program

27. In the DPSC serving the women's general population will be the hairstyle program. The hairstyle program's learning focus can lead to a participant receiving a certification in braiding, which will afford graduates employment opportunities.
28. The hairstyle program training room will be designed and furnished similarly to traditional adult education classrooms and sized to accommodate up to 15 detainees. It will include three washbowl stations and three tabletop dryers.
29. Accessible from within the hairstyle program training room, hairstyle supply storage, a water cooler, a staff restroom, a detainee restroom, and a janitor closet will be provided.

Grouping of Housing Pods & Decentralized Programs and Services Centers

- 1. In a correctional facility, it is advantageous to group housing pods and their associated DPSC together in a manner

- that optimizes staffing and resource allocation efficiencies and effectiveness. By doing so, the span of supervisory control can be clearly defined based on the characteristics of the detainee population being served. For example,
- a. GP detainees are generally not as staff intensive to supervise; therefore, the management span of control can include a higher number of GP detainees grouped together.
 - b. Grouping detainees requiring specialized staff and services in a single location rather than throughout the facility is more efficient from a staff and resource allocation perspective.
2. These groupings may be referred to as clusters and include a DPSC that is associated with a grouping of up to, generally, four-to-eight housing pods. The future FCJ provides for 22 clusters that are organized by classification and/or treatment needs. Table 4 outlines the clustering of housing pods that will be served by the respective decentralized programs and services center.
- a. There is no decentralized programs and services center designated for detainees assigned to a skilled nursing or a medical detox bed due to the limited time detainees will

- b. Women assigned to medical GP will attend activities in the women's DPSC closest to their housing pod.

TRACK 4: FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES TO INCARCERATION

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Table 4. Clusters by Housing Pod & Decentralized Programs and Services

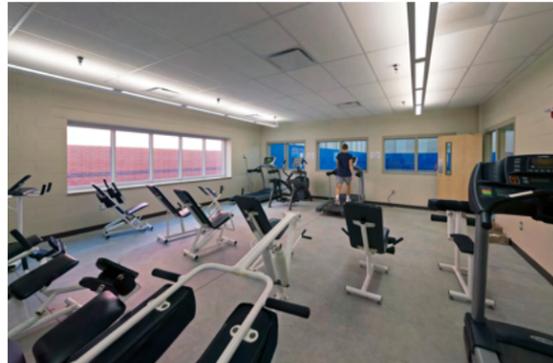
Clusters by Housing Pod Classification	No. of Beds
Men	
Men - Cluster #1: Recep/PC/Youth	228
Decentralized Programs and Services Center #1	-
7.100 Men - Reception	64
7.100 Men - Reception	64
7.100 Men - Reception	64
7.500 Men - Protective Custody	48
8.100 Men - Youthful Inmate	48
Men - Cluster #2: Minimum	360
Decentralized Programs and Services Center #2	-
7.200 Men - Minimum	72
Men - Cluster #3: Medium	256
Decentralized Programs and Services Center #3	-
7.300 Men - Medium	64
7.300 Men - Medium	64
7.300 Men - Medium	64
Men - Cluster #4: Medium	256
Decentralized Programs and Services Center #4	-
7.300 Men - Medium	64
7.300 Men - Medium	64
7.300 Men - Medium	64

Clusters by Housing Pod Classification	No. of Beds
Men - Cluster #5: Medium	256
Decentralized Programs and Services Center #5	-
7.300 Men - Medium	64
Men - Cluster #6: Medium	256
Decentralized Programs and Services Center #6	-
7.300 Men - Medium	64
7.300 Men - Medium	64
7.300 Men - Medium	64
Men - Cluster #7: Medium	256
Decentralized Programs and Services Center #7	-
7.300 Men - Medium	64
7.300 Men - Medium	64
Men - Cluster #8: Medium	256
Decentralized Programs and Services Center #8	-
7.300 Men - Medium	64
7.300 Men - Medium	64
7.300 Men - Medium	64

Clusters by Housing Pod Classification	No. of Beds
Men - Cluster #9: Medium	256
Decentralized Programs and Services Center #9	-
7.300 Men - Medium	64
Men - Cluster #10: Medium	256
Decentralized Programs and Services Center #10	-
7.300 Men - Medium	64
Men - Cluster #11: High/Max/Close	256
Decentralized Programs and Services Center #11	-
7.400 Men - High/Maximum/Close	32

Clusters by Housing Pod Classification	No. of Beds
Men - Cluster #12: Max/RH/Med	224
Decentralized Programs and Services Center #12	-
7.400 Men - High/Maximum/Close	32
7.600 Men - Restrictive Housing	32
7.600 Men - Restrictive Housing	32
7.600 Men - Restrictive Housing	32
7.600 Men - Restrictive Housing	32
7.600 Men - Restrictive Housing	32
7.300 Men - Medium	64
Men - Cluster #13: Medium/Medical GP	304
Decentralized Programs and Services Center #13	-
7.300 Men - Medium	64
9.400 Men - Medical GP	48
9.400 Men - Medical GP	48
9.400 Men - Medical GP	48
9.400 Men - Medical GP	48
9.400 Men - Medical GP	48
Men - Cluster #14: MH Acute (L1)	144
Decentralized Programs and Services Center #14	-
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24

Clusters by Housing Pod Classification	No. of Beds
Men - Cluster #15: MH Acute (L1)	168
Decentralized Programs and Services Center #15	-
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
Men - Cluster #16: MH Acute (L1)	168
Decentralized Programs and Services Center #16	-
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24
9.600 Men - MH Acute (L1)	24



OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

The housing being planned to serve youth will be configured such that when the time comes when youth will no longer be detained at the Fulton County Jail, the housing pods can easily be converted to support adults in a specialized therapeutic community environment.

Table 4. Clusters by Housing Pod & Decentralized Programs and Services (Cont.)

Clusters by Housing Pod Classification	No. of Beds	Clusters by Housing Pod Classification	No. of Beds
Men - Cluster #17: MH Subacute (L2)	256	Women	
Decentralized Programs and Services Center #17	-	Women - Cluster #20: Rec/PC/Max/RH/GP/Youth	208
9.700 Men - MH Subacute (L2)	32	Decentralized Programs and Services Center #20	-
9.700 Men - MH Subacute (L2)	32	7.100 Women - Reception/PC	64
9.700 Men - MH Subacute (L2)	32	7.500 Women - High/Maximum/Close/RH	32
9.700 Men - MH Subacute (L2)	32	7.300 Women - Medium/Minimum	64
9.700 Men - MH Subacute (L2)	32	8.100 Women - Youthful Detainee	48
9.700 Men - MH Subacute (L2)	32	Women - Cluster #21: MH (L1) & (L2)	184
9.700 Men - MH Subacute (L2)	32	Decentralized Programs and Services Center #21	-
9.700 Men - MH Subacute (L2)	32	9.600 Women - MH Acute (L1)	24
Men - Cluster #18: Special Needs (L3)	280	9.600 Women - MH Acute (L1)	24
Decentralized Programs and Services Center #18	-	9.600 Women - MH Acute (L1)	24
9.800 Men - Special Needs (L3)	56	9.600 Women - MH Acute (L1)	24
9.800 Men - Special Needs (L3)	56	9.600 Women - MH Acute (L1)	24
9.800 Men - Special Needs (L3)	56	9.700 Women - MH Subacute (L2)	32
9.800 Men - Special Needs (L3)	56	9.700 Women - MH Subacute (L2)	32
9.800 Men - Special Needs (L3)	56	Women - Cluster #22: Special Needs (L3)	168
9.800 Men - Special Needs (L3)	56	Decentralized Programs and Services Center #22	-
9.800 Men - Special Needs (L3)	56	9.800 Women - Special Needs (L3)	56
Men - Cluster #19: Special Needs (L3)/PC	27	9.800 Women - Special Needs (L3)	56
Decentralized Programs and Services Center #19	-	9.800 Women - Special Needs (L3)	56
7.500 Men - Protective Custody	48	9.800 Men - Special Needs (L3)	56
9.800 Men - Special Needs (L3)	56	9.800 Men - Special Needs (L3)	56
9.800 Men - Special Needs (L3)	56		
9.800 Men - Special Needs (L3)	56		
9.800 Men - Special Needs (L3)	56		

Footnotes

¹³ The bed need numbers were derived from the population forecast and in consultation with key representatives of the Fulton County Sheriff's Office, including Sheriff Labat, and NaphCare.

¹⁴ ACA. Performance-Based Standards for Adult Local Detention Facilities, 4th ed. June 2004. 4-ALDF-2A-37 through 42.

8.000 Housing – Youth

Georgia Code §15-11-2 defines an adult as a person 17 years of age or older for purposes of criminal prosecution and detention. We refer to adults under the age of 18 as “youth.” Georgia is one of a handful of states left that consider youth aged 17 years old to be adults and allows them to be housed in an adult-serving jail facility. There are ongoing legislative efforts in Georgia to prohibit the detention of youth within an adult-serving jail facility.

The housing being planned to serve youth will be configured such that when the time comes when youth will no longer be detained at the Fulton County Jail, the housing pods can easily be converted to support adults in a specialized therapeutic community environment.

Table 5 summarizes the housing configurations designated for youth. Two housing pods are planned: one designated for each gender.

Table 5. Housing Configuration – Youth

Housing Category	Bed Need ¹³	No. of Beds per Pod	No. of Pods	Bed Total	Notes/Assumptions
Housing – Male Youth					
8.100 Male Youth	0	48	1	48	Pod (mezzanine configuration) = 20 double-occupancy wet cells plus 2 subpods each with 4 single-occupancy wet cells
Male Youth Total			1	48	
Housing – Female Youth					
8.100 Female Youth	0	48	1	48	Pod (mezzanine configuration) = 20 double-occupancy wet cells plus 2 subpods each with 4 single-occupancy wet cells
Female Youth Total			1	48	
Youth Grand Bed Total			2	96	

Youth Housing Overview

1. Housing pods designated for youth must have sight and sound separation from adult detainees. Because there is only a single housing pod planned for each gender, the housing officer will be expected to manage the full continuum of behavior ranging from youthful detainees who do not present significant risk to the safety of self or others or the security of the institution to those who are deemed to present a significant security/safety threat to the facility or others, or who fail to consistently recognize their ability to adjust and follow the jail's rules and regulations. Therefore, the housing pod will be configured such that it may accommodate the needs of a varied population.
2. The operating principles and design for housing youth relies heavily on education and program-intensive daily routines, on therapeutic and normalized living environments, direct supervision, and staff modeling appropriate behavior. An essential guiding principle is to provide as many of the youth as possible with the opportunity to participate in a full day of constructive education, skill building, treatment, and/or recreation

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



Footnotes

¹⁵ ACA Standard 4-ALDF-2A-38.

consistent with their individual needs. A program stressing productive activity for the better part of each day and designed for all eligible youth is a prudent and an effective way to manage the facility and provide youth with opportunities for self-improvement.

3. PREA standards require that:
 - a. A youth shall not be placed in a housing unit in which the youth will have sight, sound, or physical contact with any adult detainee through use of a shared dayroom or other common space, shower area, or sleeping quarters.
 - b. In areas outside of housing units, agencies shall either:
 - maintain sight and sound separation between youth and adult detainees, or
 - provide direct staff supervision when youth and adult detainees have sight, sound, or physical contact.
 - c. Agencies shall make best efforts to avoid placing youth in isolation to comply with this provision. Absent exigent circumstances, agencies shall not deny youth daily large-muscle exercise and any legally required special education services to comply

with this provision. The youth shall also have access to other programs and work opportunities to the extent possible.

4. Perhaps the most salient guiding concept affecting the design of housing for youth is the direct supervision management concept. The primary assumption is that the facility staff must be in control of the housing pods. As such, the design and staffing patterns are built on the principle that staff must continuously and directly supervise youth to prevent negative behavior and to model positive prosocial behavior. Direct supervision also supports compliance with PREA standards.
5. The American Correctional Association standards require a specialized direct supervision housing unit having no more than incidental sight or sound contact with adult detainees, plus a classification plan that determines the level of risk and program needs developmentally appropriate for adolescents, and adequate program space to meet the physical, social, and emotional needs of youth that allows for personal interactions and group activities.¹⁴
6. Staff assigned to these housing pods must be mindful that it is possible that all

security classifications will be managed within the same pod and assigned staff should receive specialized training related to interacting and managing developing adolescents.

- a. All youth will be housed in these specialized housing pods except when a violent, predatory youth poses an undue risk of harm to others within the specialized pod or when a qualified medical or mental health specialist documents that the youth would benefit from placement outside the unit.¹⁵
- b. Should a youth not meet criterion for housing in the housing pod designated for youth, FCJ officials shall make alternate housing arrangements with another agency.

Description of Youth Housing Pods

1. This section describes, generally, the operational principles and practices that will be the foundation from which all housing pods designated for youth will be operated, designed, and constructed.
2. The housing pods will be configured with a mezzanine level.
3. Access to the housing pod will be provided through a pedestrian sallyport.

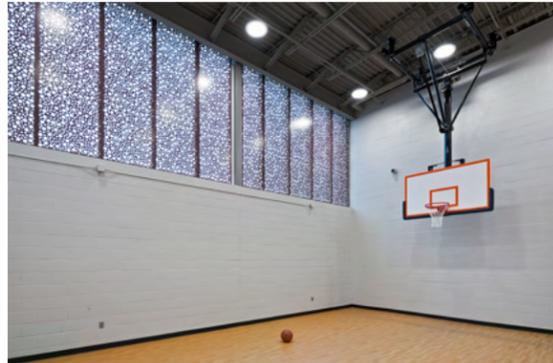
The housing pod pedestrian sallyport will have three interlocking secure doors. One door provides access to/from the circulation area (outer door) into the pedestrian sallyport; within the pedestrian sallyport there are two doors: one that provides access to/from the housing pod (inner door #1) and one door that provides access to/from the medication distribution room (inner door #2; see room description below). The outer door will be operated by remote electronic release from central command upon verification that the person is authorized entry/exit. The housing officer will have primary responsibility, with central command backup, for operating inner door #1 of the pedestrian sallyport by remote electronic release upon verification that the person is authorized entry/exit. Authorized healthcare staff will operate inner door #2 via card-reader access or biometric means.

- a. Authorized staff may exit the housing pod (inner door #1) via card-reader access or biometric means. Select supervisory and security response team personnel may have card-reader access capability that provides direct access (outer door [entry access only] & inner door #1) into

the housing pod via the housing pod pedestrian sallyport so that they can respond quickly to an emergency occurring within the pod.

- b. An intercom (with appropriate signage) located on each side of the doors will allow communication between people requesting entrance to/exit from the housing pod pedestrian sallyport and either central command or the housing officer. CCTV cameras will be situated such that central command and/or housing staff may view people entering/exiting the housing pod pedestrian sallyport.
4. Youth may be subject to a pat search upon entry to/exit from the housing pod.
5. Dayroom spaces as well as cell windows should be designed in a manner to prevent any visual access between the youth and the public outside the facility. In other words, the public should not be able to view into housing areas or, conversely, the youth should not be able to communicate with the public.
6. Housing pod dayrooms will be camera monitored and recorded in real-time. Although this monitoring is not intended to diminish the need for staff supervision, it will provide for recording of any

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



incidents that may occur.

7. Cells, dayrooms, and other housing pod spaces will be constructed with materials and outfitted with normative correctional furnishings and fixtures commensurate with the youths' security classification and special needs considerations. Spaces with an ADA designation shall be configured and furnished to provide the requisite mobility and accessibility features.
8. Cells for youth will typically be accessible during the day and evening hours. Cells will be locked during the night hours but will be equipped with a "push-to-exit" call button for youth to exit their cell when enabled and authorized by the housing officer, or when youth need to contact the housing officer in case of emergency. If the doors are set as secured, the "push-to-exit" button will operate as a staff call button, which sends an alert tone to the housing pod control panel. If the housing officer does not respond to the call within the designated time, the call will be directed to central command, where it will enunciate as an unacknowledged call-in.
 - a. Minimally, each cell will have a correctional bed or stacked bunk, a mirror, a desk/writing surface, a seat, clothing
9. Sufficient toilets and sinks are required in each housing area to meet applicable ACA standards. Single- and double-occupancy cells shall each have a toilet and sink.
10. A common-use toilet and sink directly accessible from the dayroom will be available for youth to use while using the dayroom. This toilet area will not be fully enclosed; rather, it will be a stall design that affords the officer with a clear view

and personal property storage, and suicide/ligature-resistant hooks for clothes and towels. The number of ADA-accessible cells will comply with applicable federal regulations and will be located proximate to the shower area.

- b. All cells will have access to natural light. If feasible, cells will have an exterior window. While the youth may have the ability to control their assigned cell's lighting and sanitary fixtures, water and lighting shut offs will also be located at the officer's workstation. Careful consideration must be given to the design of cells to limit sharp edges and opportunities for youth to attempt suicide from vents, sprinkler heads, plumbing fixtures, door knobs, etc.

of the youth's feet.

11. Showers, centralized to the common areas, will be of sufficient number to comply with required codes and ACA jail standards, which require one shower per eight youth, and also stipulate the requisite number of ADA-accessible showers. Extra care must be taken to provide adequate drainage to avoid water runoff from the showers.

- a. Each individual shower stall will include a private outer area for drying/dressing. The showerheads should be suicide/ligature resistant and, ideally, will be recessed.
- b. The shower stalls facing the dayroom should have curtains/doors that allow visibility of the head and feet and comply with PREA. Floor drains will be in both the shower and dressing areas.

12. Razors will not be allowed in the facility. Youth may use a razor-less shaving cream like Magic Cream for their shaving needs.

13. A dayroom, which is centralized to the cells, will be provided. Sufficient seating and tables will be provided for the maximum capacity of the housing pod. If moveable, seating can be relocated for television viewing or to activity areas as necessary. Multiple seating areas will

be provided, potentially including the mezzanine (where applicable), that may include television viewing or reading or any combination thereof. In addition, a book cart, telephones, and wall-mounted boxes for outgoing mail and other communications will be provided. The dayroom will be equipped with sound-attenuating measures and will have direct access to natural light.

14. Generally, the youth will eat their meals at tables located in the dayroom. An alcove will be provided for staging food carts and dispensing trays that will also be equipped with a food and beverage station (i.e., juice, hot/cold water, storage cabinetry, ice). This area will also accommodate regular and recycled trash/refuse.

15. Water coolers will be provided for general use and for taking prescribed medications and should be located adjacent to the medication distribution window.

16. Multifunctional tablets that can be used at the dayroom tables and/or in youths' cells are required in each housing pod on a tablet/youth ratio of 1:1 that will be used for video visitation, to order commissary items, download materials to an e-reader, schedule sick call and other appointments, submit grievanc-

es and requests, send/receive email/text messages, and/or allow access to pertinent detainee management information (e.g., release date lookup).

- a. A closet with a sufficient number of docking stations for storing/recharging tablets will be provided accessible from the dayroom.

17. Tablets that can be used in privacy carrels will be provided on a tablet/youth ratio of 1:8 and will be dedicated solely for legal research (web-based). Legal materials will be electronically transmitted for printing in the library workroom (see 11.000 Programs and Services). The interview rooms (see room description below) will each contain a video visitation kiosk that will be equipped with the requisite audio/visual privacy to allow for attorney video visitation.

18. Central to the dayroom will be a multipurpose room sized to accommodate 10 people. The multipurpose room is provided for specialized activities deemed appropriate by the housing officer or scheduled by the program staff, which may include self-help substance use disorder counseling (and similar programs).

- a. The multipurpose room should have clear visibility into it from the

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



- dayroom and should be located proximate to the housing officer's workstation to enhance supervision, but also be located away from the eating area.
 - b. The room should be equipped for real-time broadcast/video distribution and storage cabinetry. Most programs and counseling services will occur in the adjacent shared decentralized program spaces.
19. To facilitate meeting the educational requirements for youth, education spaces will be directly accessible from the housing pod dayroom.
- a. Four classrooms, each having capacity for up to 16 students, will be provided. The classrooms will be configured as traditional classrooms with the requisite data and transmission technology to afford remote learning opportunities.
 - b. An educator workroom with three workstations will be provided for educators to use before and after periods of instruction.
 - c. Storage will be provided for larger pieces of training equipment; easel pads, audio/visual equipment, etc.
20. Accessible directly from the housing pod dayroom will be:
- a. A video court booth that has the requisite audio privacy and videoconferencing capabilities with the court. This video court booth may be used for initial appearances, bail review hearings, etc.
 - b. A video visitation booth for attorney visits with requisite audio and visual privacy.
 - c. A group room sized to accommodate up to 10 youth for treatment and program purposes.
 - d. Two interview rooms where program/treatment providers or facility staff may interview detainees in a confidential setting. The interview room will be sized to accommodate up to four people seated and will have sufficient windows to allow for observation by the housing pod officer. The interview room will also have a video visitation kiosk that can be utilized for attorney and professional video visits. It is important to note that the interview room cannot be utilized for other purposes while the video visitation kiosk is in use.
21. Most youth will receive their medications from within the housing pod dayroom, while some may receive their medications cell side. Healthcare personnel will

- have the ability to access the medication distribution room without first having to enter the housing pod, as there will be direct access to the room from the housing pod pedestrian sallyport. Youth will line up in the dayroom to receive their medications through a securable roll-up window or pass-through opening to the dayroom. The housing officer will control/operate the securable window or pass-through opening.
22. Within each housing pod for youth will be a calming room for use by youth as a means of de-escalation.
23. The uniforms for youth will be cleaned in the laundry, as will blankets, linens, and towels. Issued items will be laundered on a scheduled basis. Within the housing pod, there will be staging for clean and soiled laundry carts, and storage is provided for disinfectant wipes for cleaning mattresses prior to a new detainee occupant or at other times deemed appropriate.
- a. Each housing pod will have a washer and dryer whereby youth may launder their personal whites (undergarments, t-shirts, etc.).
24. A room accessible from the dayroom will be provided for the cutting of hair. It will be sized to accommodate a chair for cutting hair, a hand sink, and secure cabinetry for clippers, haircutting capes, etc.
25. Adjoining the housing pod, outdoor exercise facilities will be provided, and detainees will be permitted to freely access these facilities during scheduled times. Direct access to the exercise area will be through a door located in the housing pod dayroom. The outdoor exercise area will be equipped with appropriate physical exercise equipment and will be sized to accommodate a portion of the housing pod population. These areas may be used for active group recreation or exercise as well as individual exercise in select housing pods, and for passive activities such as board games. They should be equipped with tables and seating. The outdoor yard area should be partially or fully covered for weather protection. A storage closet for exercise yard equipment will be provided proximate to the outdoor exercise yard.
26. Because there will be occasions when a youth may not retain all accumulated personal property (e.g., due to privilege suspension, newly identified suicide risk), a secure closet for temporarily storing the property will be provided.
27. Space will be provided in the housing pod to accommodate a fully equipped workstation for the housing officer, located within the dayroom such that it provides optimal visibility into the dayroom, all cells, and program areas. The workstation will be equipped with a portable phone and an administrative computer that can access the jail management system, and a flat touch-screen panel for electronic door control and monitoring, fire and smoke enunciation, and an override for detainee telephones, detainee tablets, lighting, electric receptacles, and water controls, and a stool. Security equipment/supplies and charging stations for portable technology devices (e.g., radio, tablets, etc.) will be integrated into the officer workstation. These items can be secured in lockable cabinetry. The workstation will be equipped with a mechanism for securing the control panel (most likely a touch screen device) to prevent detainee tampering when the housing officer is away from the workstation.
- a. Portable technology tools to control and monitor cell doors and perform other functions such as counts, bar scanner to help track detainees, answer intercom and/or phone calls, view detainee information, etc., are anticipated to be in place to maximize

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

The healthcare component includes the space necessary to support the delivery of services to meet the medical, dental, and mental health needs of the detainee population to be housed in the Fulton County Jail.

- staff’s ability to roam the housing pod to better manage the population.
- b. Space must be identified proximate to or integrated within the housing officer’s workstation for an emergency first-aid kit, an AED, daily needs storage, and secure storage of staffs’ personal items (e.g., wind-breaker, lunch box).
- 28. Within the housing pod, a staff restroom, a supply storage closet, an emergency eyewash station, and a janitor closet (one on each level if a multilevel design) will be provided.
- 29. The housing pods for youth will be configured such that some of the sleeping areas are subdivided into two subpods that are accessible directly from the principal pod.
- 30. The operational principles and practices described above serve as the foundation from which housing pods designated for youth will be operated, designed, and constructed.

8.100 Youth [48 beds per pod: 2 pods: boys = 1 pod; girls = 1 pod]

- 1. Each housing pod for youth will be comprised of one principal pod and two subpods and has capacity for 48 youth.

Principal Pod

- a. The principal pod will be comprised of 20 double-occupancy wet cells (two are ADA compliant) for a capacity of 40 youth.

Subpods 1 & 2

- b. Each subpod will be comprised of four single-occupancy wet cells (one is ADA compliant) for a capacity of four youth per subpod.
- c. Each subpod will be part of the overall housing pod, and will rely on the principal pod for activities and services such as interview rooms, multipurpose rooms, group room, classrooms, calming room, outdoor exercise, etc.
- d. Each subpod will have its own dayroom, showers, tablets, and telephone.
- e. Each subpod will be separated from the principal pod by a glazed security wall that faces into and is accessible from the principal pod dayroom.
- f. When the subpod is not needed for separation purposes, the subpod entry doors may be left unsecured, which will allow the youth housed in the subpod to be merged with the principal pod.
- 2. The juxtaposition of the principal pod to

- the subpods will permit one officer to supervise the entire pod.
- 3. The Description of Youth Housing Pods described above applies to housing designated for youth.

Decentralized Programs & Services

- 1. It is anticipated that most programs and services for youth will be provided within the respective housing pods. However, some programs and services may be delivered in one of the decentralized programs and services centers described in section 7.000 Housing – Adult.
- 2. The DPSC serving youth will also be serving adult detainees. Careful scheduling of programs and services should limit any exposure of youth to adult detainees. There shall be direct staff supervision in the event youth do have sight, sound, or physical contact with adult detainees.

9.000 Healthcare Services

The healthcare component includes the space necessary to support the delivery of services to meet the medical, dental, and mental health needs of the detainee population to be housed in the FCJ. Healthcare services provided will be acute (non-life threatening), subacute, chronic healthcare, and health maintenance services.

Healthcare should be provided in compliance with HIPAA regulations and in accordance with American Correctional Association and National Commission on Correctional Health Care (NCCHC) standards.

Medical Services

Medical services provided at the FCJ will include special housing units for skilled nursing, medical detoxification (medical detox), general population medical housing, and outpatient medical including physical examinations, triage, sick call, chronic care clinics, and medication services. Detainees will receive most healthcare as required in the triage/examination rooms in the decentralized programs and services centers that are associated with the respective housing pods and/or specialized and/or trauma

response healthcare in the central clinic.

Any serious wounds, life-threatening conditions, or acute medical detox will be treated at a local hospital.

Given the spread of infectious diseases such as COVID-19, tuberculosis, hepatitis B, MRSA and HIV, it is expected that there will be a risk of infectious disease among the detainees in the facility. Detainees with infectious airborne diseases will be housed in negative pressure cells located in skilled nursing housing.

Behavior Health Services

The provision of behavior health services within the FCJ will include specialized housing designated for those with acute mental illnesses, with subacute mental illnesses, and with stable serious mental illnesses or intellectual or developmental disabilities (IDD) who are too vulnerable to be placed in general population. In addition, outpatient behavior health services will include psychiatric medication management, crisis intervention, stabilization, and counseling.

Detainees with acute psychiatric illnesses who have not been stabilized with medica-

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

tion and crisis intervention and whose illness manifests serious behavior disorders or risks to self or others will be assessed for transfer to hospital level care.

Dental Services

Routine dental services will be provided at the facility. Specialty dental care and oral surgery will be provided either on site or off site depending on the nature of the dental condition.

9.100 Healthcare Administration

1. Healthcare administration services will be located within the security perimeter and include medical records and a limited number of offices and support spaces. This area will be provided in a single location (suite) and located contiguous with the clinic and the medical beds, and easily accessed by healthcare staff and professionals.
 - a. The healthcare suite will be accessible from the facility circulation spine and from the health clinic.
 - b. Access to the healthcare administration suite will be via card reader or biometric means (authorized persons only) to control movement in and out

2. A reception waiting area sized to accommodate four people will be used by visitors to the healthcare suite.
3. Office and workspace for healthcare administration positions/functions will be provided in a single location (suite) for the following positions and functions:
 - Private Office
 - a. Medical Director
 - b. Mental Health Director
 - c. Health Services Administrator
 - d. Assistant Health Services Administrator
 - e. Director of Nursing
 - f. Director of Dentistry
 - g. Chief of Psychiatry
 - h. Healthcare Scheduler
 - i. Quality Manager
 - Shared Office/Workroom
 - j. Healthcare Providers (15 workstations)
 - k. Configured to support healthcare provider training
 - Workstation
 - l. Administrative Assistant (3)
 Workspace design and furniture and equipment will be commensurate with assigned responsibilities.
4. While accepted practice is to have all healthcare offices in a central location

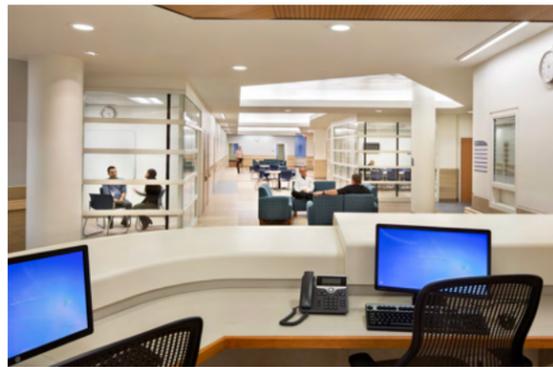
- adjacent to the clinic, to optimize staff effectiveness, offices and workspace for mental health personnel will be located near or within mental health housing.
5. While most files/records will be digitally stored, basic file storage will be provided for general healthcare administration files.
 6. Within the healthcare administration suite, a conference room sized to accommodate 15 people, an interview room, a printer/copier work alcove, an office supply closet, a staff breakroom sized to accommodate 12 people, staff restrooms, a water cooler, and a janitor closet will be provided.

9.200 Health Clinic

1. Outpatient medical services will optimize the opportunities for general medical care as well as on-site specialty care to minimize the need for taking detainees into the community for specialty care.
 - a. Routine sick call, triage of healthcare requests, health physicals, and provision of general healthcare treatment (e.g., wound care, diabetic check) will be accomplished by using the triage/exam rooms located in the detainees' respective decentralized

2. It is assumed that treatment for sexually transmitted diseases, dermatology, psychiatry, optometry, dentistry, orthopedic, wound care, and minor procedures (e.g., suturing) will occur on-site. Due to special equipment requirements, specialty ophthalmological services, oral surgery, and comprehensive physical therapy may occur off site.
3. All clinical areas within the facility will include the capacity for telemedicine to help reduce the number of specialty clinics held off site.
 - a. The provision of telemedicine hardware in clinical areas will facilitate the provision of these services at the jail, thereby reducing the number of transports for medical reasons.
 - b. All exam rooms will be wired for telemedicine, which can be connected via secure audio/video hookups either to specialty clinics at the local hospital or similarly equipped community providers.
4. The clinic will be accessible by detainees via the health clinic pedestrian sallyport.

- Authorized persons may access the clinic through an authorized-persons-only entrance via card reader, pin code, and/or biometric means.
5. A waiting area sized to accommodate up to 45 people will be provided. The waiting area will be configured into three zones:
 - a. Clinic check in
 - b. Awaiting appointment
 - c. Awaiting return to housing
 6. Detainees with medical clinic and mental health appointments will share waiting spaces.
 - a. Careful scheduling will be incorporated so that detainees that must be kept separate due to custody classification, security requirements, and/or special needs are not in the clinic at the same time.
 - b. Detainees who require separation will be scheduled accordingly or staged in one of the three secure holding cells. Each of the three secure holding cells will be sized to accommodate up to three people.
 - c. Detainees escorted to the clinic in restraints will be seen immediately.
 7. A controlled entrance will separate the detainee waiting area from the clinic itself.



OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



- a. Door operation is by remote electronic release by the clinic security officer and/or by card reader, pin code, and /or biometric means (authorized persons only).
- 8. Two collocated workstations will be provided – one for the clinic security officer and one for the clinic nurse.
 - a. The workstation designated for the clinic security officer, in addition to controlling access into and egress from the clinic, will be situated facing the waiting areas and will have direct lines of visibility to the entrance to all exam rooms.
 - b. The workstation designated for the clinic nurse will be located to receive detainees into the clinic and will also have ready access to all areas of the clinic. The nurse’s workstation will be situated so that detainees and non-healthcare staff cannot arbitrarily observe detainee medical records at the nurse’s workstation.
- 9. There will be an exam prep alcove with four stations located near the exam rooms, which will be available for taking pre-exam vital signs and completing health questionnaires.
- 10. There will be two phlebotomy alcoves located near the exam prep alcove.

One of the alcoves adjoins a detainee restroom that will have a specimen pass through that bridges the alcove and the restroom. It is here that preliminary blood and urine analyses will occur.

- a. Those specimens that cannot be analyzed on-site will be sent to a community-based lab. This will require a mutually agreed upon method to provide the specimens to the lab and results to the FCJ.
- b. The phlebotomy alcove will:
 - include equipment for drawing laboratory specimens, and be equipped with a work counter, a securable cabinet for centrifuge, a securable specimen storage, “sharps” container, and an under-counter refrigerator with small freezer for specimen holding,
 - have locked storage for reagent strips, urine specimen receptacles, vacuum tubes for blood draws and sharps, and
 - an emergency eyewash station.
- 11. There will be two interview rooms, each sized for up to four people and equipped with an EMR workstation and locked cabinets. There will be acoustical and sight privacy. The interview rooms will be equipped with telemedicine for psychia-

- try and/or crisis evaluations.
- 12. Four specialized ortho/trauma exam rooms will be provided and equipped to provide emergency, trauma, ortho, and specialized care, which might include procedures such as suturing injuries because of a physical altercation. The rooms will be immediately accessible from the waiting area and equipped to provide emergency treatment. The exam tables will be accessible from four sides.
- 13. There will be four unassigned charting alcoves provided; these spaces should be independently located, and strategically spaced and proximate to the exam rooms. These spaces will have requisite privacy and sound attenuation that will allow confidential staff consultations.
- 14. Dialysis will be provided on-site thereby reducing the need to take detainees off site for dialysis and/or IV therapy. There will be six dialysis chairs that can also be used for IV therapy as needed. This space will accommodate a work counter, three EMR workstations, a sink, lockable cabinets, and required dialysis equipment.
- 15. A radiology suite will allow for digital radiology and ultrasound to occur on-site thereby reducing the need to escort detainees into the community for these

- tests. This space will be sized for both horizontal and upright x-rays and ultrasound. Within the radiology suite there will be a small waiting area sized for four people, a changing room, access to toilet and sink, and space for the radiology technician to read x-rays and to access EMRs, and a control station for the radiology technician.
- 16. A multipurpose health room will be available for physical therapy services. Physical therapy is limited to instruction for a home exercise program (HEP) that includes basic physical therapy exercises that can be performed within detainees’ assigned housing pods. The room will have a railing along one wall, and securable storage for HEP supplies and towels.
- 17. Dental services include dental cleanings, checks, and fillings and extractions. Outpatient dental services will be provided in four open-bay dental operatories (single chair) as well as four hygienist chairs, which include diagnostic equipment (as indicated), handwashing sinks, emergency eyewash stations, work counters, and lockable cabinetry for dental instruments.
 - a. One of the operatories will be outfitted for extractions.

- b. Digital x-ray equipment will be available on a 1:2 operator chair basis.
- c. There should be a provision for privacy between chairs via a pulled curtain or divider.
- d. Standalone digital panorex imaging equipment will be available and adjacent to the dental operatories.
- 18. A dental lab and instrument sterilization station will be provided.
 - a. The instrument sterilization station (which includes an autoclave) will also be used to sterilize non-dental instruments used by the health clinic.
- 19. Air compressors will be in a closet adjacent to the operatories.
- 20. A supply closet will be provided for spare dental instruments and consumable supplies such as gloves, chair covers, napkins, gowns, etc.
- 21. A separate secure room will be provided for storage of oxygen and flammable gases such as nitrogen.
- 22. Within the dental suite, a workroom for dental staff will be provided. The workroom will include:
 - a. Four workstations, and
 - b. Conference table/seating for four people.
- 23. Serving the entire health clinic, clean

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



Footnotes

¹⁶ When the population forecast is updated, the number and type of medical beds will be reviewed and adjusted as indicated during the next phase of work.

¹⁷ The bed need numbers were derived from the population forecast and in consultation with key representatives of the Fulton County Sheriff's Office, including Sheriff Labat, and NaphCare.

utility and soiled utility staging, storage (including locked temporary storage for biohazard waste), lactation storage, an icemaker and nourishment pantry, a trash alcove, and a janitor's closet will be provided.

24. Individual detainee health records will be maintained as an electronic medical record (EMR) and will utilize a virtual storage and retrieval system such that there is ready access to the records. A secure workroom that is accessible via card reader, pin code, and/or biometric means (authorized persons only) will be provided where EMRs are updated by scanning and digitizing health records from off-site healthcare. Hard-copy health records storage is limited to two years of records.

a. Within the health records room, a document scanning alcove with worktables and high-speed, high-volume scanning & heavy-duty, high-volume shredding equipment will be provided for digitizing records.

25. Within the health clinic, a workroom for healthcare providers/staff is provided. The workroom will include:

- a. 10 workstations, and
- b. Conference table/seating for eight people.

26. Within the health clinic in a staff-only zone, a printer/copier work alcove, an office supply closet, a staff breakroom sized to accommodate 10 people, staff restrooms, a decontamination shower, and a water cooler will be provided.

Pharmaceutical Services

27. Medications are obtained through a contracted healthcare vendor's pharmacy that provides overnight service. All medications are received in dosing packets (blister packs). In addition, the facility will maintain select stock medications that may be prescribed or given to a detainee based on established healthcare protocols.

28. Medication administration will be decentralized to the housing unit level. Medications will, generally, be administered via the medication distribution room located in each housing pod. However, some medications may be distributed cell side.

29. The medication storage and preparation space will be located within the health clinic. The medication storage room must be secured, and access controlled; the room will be accessed by authorized card reader in combination with a biometric

method (e.g., finger identifier) or pin code. The medication room should be located to facilitate movement of medication (carts) through direct and secure routes to the housing pods. Within the medication room, four workstations should be available to process medication orders as well as a work counter for processing incoming medications and a sink.

a. Within the medication room, temporary staging for six restocking medication carts will be provided. Within each respective DPSC there will be a secure storage room for limited over-the-counter medications and medication carts. The medication carts will be replenished from the restocking medication carts.

30. Within or accessible from the medication room, a printer/copier work alcove (includes office supply storage, a supply closet, a staff restroom, a water cooler, a trash alcove, and a janitor closet will be provided.

Medical Housing¹⁶

1. Medical housing (beds) will be provided for the following populations – skilled nursing, medical detox, and medical GP. Table 6 outlines the distribution of medical beds by gender previously presented in Table 3: Housing Configuration by Bed Type & Gender.

2. To the extent afforded by design and health-related considerations, medical housing will mirror the components and elements of the general population housing pods (see 7.000 Housing – Adults Description of Detainee Housing Pods).

3. Detainees assigned to a medical bed will receive their prescribed medications as follows:

- a. Skilled nursing bed – bedside.
- b. Medical detoxification bed – on an individualized-basis, will receive their prescribed medications either bedside or distributed from the medication cart.
- c. Medical GP bed – dayroom medication distribution window.

4. Detainees assigned to a medical bed will access, to the extent their physical or medical condition permits, their respective designated decentralized programs and services center (previously

described).

a. There is no decentralized programs and services center designated for detainees assigned to either a skilled nursing bed or a medical detoxification bed due to the limited time detainees will spend in these beds and/or the acuity of their health condition prevents them from moving beyond their assigned housing.

Skilled Nursing

5. Skilled nursing beds will be provided for detainees who are suffering acute exacerbations of health conditions that require closer medical observation and/or nursing care (e.g., diabetes, exacerbations of asthma, post-surgical observation, neuro-checks, need for medical isolation). These beds may also be used to ensure that they don't eat or drink prior to a study or surgical procedure.

6. Skilled nursing beds should adjoin or be proximate to the health clinic and will not be configured with a mezzanine. Access to the skilled nursing areas will be via a secure door in lieu of a pedestrian sallyport.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

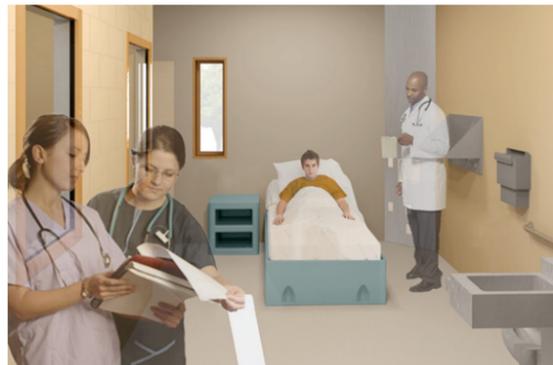


Table 6. Medical Housing by Bed Type & Gender

Housing Category	Bed Need ¹⁷	No. of Beds per Pod	No. of Pods	Bed Total	Notes/Assumptions
Medical Housing – Men					
9.300 Skilled Nursing	59	28	2	56	Pod (no mezzanine) = 28 single-occupancy wet rooms
9.300 Medical Detoxification	55	48	1	48	Pod (no mezzanine) = 48 beds; two zones with 24 dorm beds per zone
9.400 Medical GP	233	48	5	240	Pod (mezzanine configuration) = 8 single-occupancy wet cells & 20 double-occupancy wet cells
Medical Housing – Men	347		8	344	
Medical Housing – Women					
9.500 Medical Housing: Skilled Nursing (5) Medical Detoxification (9) Medical GP (20)	46	48	1	48	Pod (partial mezzanine configuration) = two zones (48 beds total); Zone One (skilled nursing & medical detoxification; no mezzanine) = 12 single-occupancy wet rooms & 8 dorm beds (no stacked bunks); Zone Two (medical GP; mezzanine configuration) = 8 single-occupancy wet cells & 10 double-occupancy wet cells
Medical Housing – Women	46		1	48	
Medical Housing Grand Total	393		9	392	

Medical Detoxification

- Medical detoxification (medical detox) beds will be provided for detainees who are withdrawing from opiates, benzodiazepines or alcohol or a combination of these. Should the detainee's acuity require a higher level of care, he/she will be transferred to a medical stabilization bed.
- Medical detoxification beds should adjoin or be proximate to the health clinic and will not be configured with a mezzanine. Access to the medical detox areas will be via a secure door in lieu of a pedestrian sallyport.

Medical GP

- Medical GP beds will be provided for detainees who require short-term or long-term health monitoring/care. Healthcare staff will make multiple rounds daily inside the medical GP housing pods to ascertain detainees' health conditions and need for medically indicated care.
 - Short-term health monitoring/care will be provided for those who are medically stable following recovery from surgery(ies), acute illnesses, or

require wound care. These detainee patients will be housed in Medical GP until they are stable enough to return to general population.

- Long-term health monitoring/care will be provided for those with chronic health conditions who require proximity to nursing staff due to fragility (e.g., asthma, diabetes, cardiovascular diseases) or frailty (elderly or requiring some assistance with activities of daily living).
- These detainees, typically, are not bed bound; however, the seriousness of their health condition requires that they be housed in a location where medical care is immediately available.
 - Medical GP housing should be proximate to the health clinic and should not be configured with a mezzanine.

9.300 Medical Housing – Men: Skilled Nursing [28 beds per pod; 2 pods]

- Each skilled nursing housing pod will comprise 26 single-occupancy wet rooms and two single-occupancy bariatric wet rooms for a capacity of 28 detainees.
 - Due to the COVID-19 experience, one of the skilled nursing pods will be designed having all respiratory

isolation rooms to respond to future pandemics.

- Each respiratory isolation room will have an ADA shower and drying/changing area.
 - There will be anterooms for the respiratory isolation (negative pressure) rooms, which will be designed to meet isolation requirements. Each anteroom will serve two respiratory isolation rooms.
- To prevent the spread of infectious contagions, the skilled nursing housing pods will require separate, specialized ventilation systems.
- Skilled nursing rooms will:
 - have hospital beds with IV capability along with secure nurse call system, data port/lines and telemetry,
 - have at least four electrical outlets per bed, and
 - have generator backup for all electrical components.
 - The skilled nursing pod not designated for respiratory isolation will have a tub room to facilitate the bathing of detainee patients. The tub room will have a walk-in tub area with a double showerhead and drying/dressing area, and a Hoya lift and nurse call button. The room will provide

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



- appropriate glazing with clear view of the detainee's feet.
4. All areas and rooms within skilled nursing will meet ADA mobility and accessibility requirements, including doors, assistive device maneuverability (e.g., wheelchair, walker), door handles, grab bars, etc. ADA suicide/ligature-resistant grab bars along the walls will be provided to assist detainee patients with walking safely.
 5. Within each skilled nursing pod, there will be nursing and housing officer workstations that have good visibility into the detainee patient rooms. It is stressed that both the officer and nursing staff should not be sitting at their workstations; rather, they are expected to make frequent rounds of the medical skilled nursing areas to view/respond to detainee patient needs.
 6. Detainee patients who are sufficiently recovered may eat their meals at tables located in the dayroom. However, it is anticipated that most detainee patients will eat their meals in their room. An alcove will be provided for staging food carts and dispensing trays that will also accommodate regular and recycled trash/refuse.
 7. Water coolers will be provided for general use and for taking prescribed

- medications.
8. Each skilled nursing pod will have a fresh air court with anchored bench seating and ADA suicide/ligature-resistant grab bars along the walls. Because of the high risk for injury, opportunities for major physical exercise will not be provided in this area.

Skilled Nursing Support

9. Ancillary spaces to support skilled nursing will be provided with ready access from both skilled nursing pods for men, which include:
 - a. medication storage room,
 - b. medical supply room (includes emergency response bag),
 - c. durable medical equipment storage,
 - d. clean utility,
 - e. soiled utility,
 - f. a video court booth, and
 - g. a video visitation attorney booth.
10. The Description of Detainee Housing Pods described in report section 7.000 Housing – Adults applies to skilled nursing housing, except for the modifications detailed in this section.

9.300 Medical Housing – Men: Medical Detoxification [48 beds per pod; 1 pod]

1. The medical detoxification housing for men will comprise one pod with 48 beds, subdivided into two zones – each zone will have 24 beds.
 - a. The juxtaposition of the two zones will permit one officer to supervise the entire pod.
2. Each zone will:
 - a. have its own showers and restrooms, dayroom/dining/TV area, and legal carrel,
 - b. be a dormitory with low-to-the-floor correctional beds (not stacked) and will not be configured with a mezzanine, and
 - c. due to the symptoms associated with medical detox such as profuse sweating, nausea, and/or vomiting, an additional shower and additional restrooms will be provided in each zone.
3. To prevent the spread of infectious contagions, the medical detox housing pod will require separate, specialized ventilation systems.
4. Within the common area between the two zones will be a shared area that includes a triage/examination room and

- a group room to facilitate substance use disorder treatment.
5. ADA suicide/ligature-resistant grab bars will be provided along the walls to assist detainee patients with walking safely as indicated due to unsteadiness on their feet.
 6. There will be nursing and housing officer workstations within the shared area that have good visibility of the medical detoxification beds/areas. Both the officer and nursing staff should not be sitting at their workstations; rather, they are expected to make frequent rounds of the medical detoxification areas to view/respond to detainee patient needs.
 7. The medical detoxification pod will have a fresh air court with anchored bench seating and ADA suicide/ligature-resistant grab bars along the walls. Because of the high risk for injury, opportunities for major physical exercise will not be provided in this area.
 8. The medical detoxification housing will include medical supply, and clean and soiled utility.
 9. The Description of Detainee Housing Pods described in report section 7.000 Housing – Adults applies to medical detoxification housing, except for the modifications detailed in this section.

9.400 Medical Housing – Men: Medical GP [48 beds per pod; 5 pods]

1. The medical GP housing pod will be comprised of eight ADA compliant single-occupancy wet cells and 20 double-occupancy wet cells (six are ADA compliant) for a capacity of 48 detainees. These cells will not have stacked bunks but correctional beds on the floor.
2. All areas and rooms within medical housing will meet ADA mobility and accessibility requirements, including doors, assistive device maneuverability (e.g., wheelchair, walker), door handles, grab bars, etc. ADA suicide/ligature-resistant grab bars along the walls will be provided to assist detainee patients with walking safely.
 - a. It is important to note that ADA-accessible beds/cells will be available in all housing types, so that the need for ADA accommodation will not necessarily require assignment to a medical bed.
3. To prevent the spread of infectious contagions, the medical GP housing pods will require separate, specialized ventilation systems.
4. The medical GP housing pods will be operated similarly to the other general

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



Footnotes

¹⁸ When the population forecast is updated, the number and type of mental health beds will be reviewed and adjusted as indicated during the next phase of work.

population housing pods described in report section 7.000 Housing – Adults. Eligible detainees housed in a medical GP bed will have access to the same programs and services that are available to other GP detainees.

5. The Description of Detainee Housing Pods described in report section 7.000 Housing – Adults applies to medical GP housing, except for the modifications detailed in this section.

9.500 Medical Housing – Women [48 beds per pod; 1 pod]

1. The medical housing pod for women will comprise one pod with 48 beds, subdivided into two zones – one zone will accommodate assignment to a skilled nursing (12 beds) or a medical detoxification (eight beds) bed, and one zone will accommodate assignment to a medical GP (28 beds) bed.
 - a. The juxtaposition of the two zones will permit one officer to supervise the entire pod.
 - b. These cells will not have stacked bunks but correctional beds on the floor.
2. Medical housing for women will have a secondary entrance from the health

- clinic.
3. All areas and rooms within medical housing for women will meet ADA mobility and accessibility requirements, including doors, assistive device maneuverability (e.g., wheelchair, walker), door handles, grab bars, etc. ADA suicide/ligature-resistant grab bars along the walls will be provided to assist detainee patients with walking safely.
 - a. It is important to note that ADA-accessible beds/cells will be available in all housing types, so that the need for ADA accommodation will not necessarily require assignment to a medical bed.
 4. To prevent the spread of infectious contagions, the medical housing pod for women will require separate, specialized ventilation systems.
 5. There will be nursing and housing officer workstations that have good visibility into the two zones. It is stressed that both the officer and nursing staff should not be sitting at their workstations; rather, they are expected to make frequent rounds of the medical housing pod to view/respond to detainee patient needs.
 6. The two zones within the medical housing pod for women will have:
 - a. its own dayroom, showers, legal

- research carrels, and detainee patient telephones, etc., and
 - b. a water cooler for general use and for taking prescribed medications.

Zone One – Skilled Nursing & Medical Detoxification

7. The skilled nursing and medical detoxification zone will comprise 12 single-occupancy wet rooms for skilled nursing and 8 dorm beds for medical detoxification for a zone capacity of 20 detainees.
 - a. Due to the COVID-19 experience, six of the skilled nursing beds will be designed as respiratory isolation rooms to respond to future pandemics.
 - Each respiratory isolation room will have an ADA shower and drying/changing area.
 - There will be anterooms for the respiratory isolation (negative pressure) rooms, which will be designed to meet isolation requirements. Each anteroom will serve two respiratory isolation rooms.
8. Detainee patients who are sufficiently recovered may eat their meals at tables located in the dayroom. It is anticipated

ed that most skilled nursing detainee patients will eat their meals in their room.

Skilled Nursing

9. Skilled nursing rooms will have:
 - a. hospital beds with IV capability along with a secure nurse call system, data port/lines and telemetry,
 - b. at least four electrical outlets per bed,
 - c. a shower with a drying/changing area (respiratory isolation rooms only, and toilet and a sink, and
 - d. generator backup for all electrical components.
10. Four of the skilled nursing rooms will be bariatric rooms.
 - a. Two of the bariatric rooms will be respiratory isolation rooms.

Medical Detoxification

11. Medical detoxification will be a dormitory in nature and have low-to-the-floor correctional beds (not stacked).
12. Due to the symptoms associated with medical detox such as profuse sweating, nausea, and/or vomiting, an additional shower and additional restrooms will be provided.
13. There will be no decentralized programs

and services center designated for detainees assigned to a skilled nursing or a medical detox bed due to the limited time detainees will spend in these beds and/or the acuity of their health condition prevents them from moving beyond their assigned housing.

Zone Two – Medical GP

14. The medical GP zone within medical housing for women will comprise eight single-occupancy wet cells and 10 double-occupancy wet cells for a zone capacity of 28 detainees.
15. The medical GP zone will be operated similarly to the other general population housing pods described in section 7.000 Housing – Adults. Eligible detainees housed in a medical GP bed will have access to the same programs and services that are available to other GP detainees.

Medical Housing – Women Common Support Spaces

16. The two housing zones within the medical housing pod for women will share the following spaces:
 - a. Housing pedestrian sallyport,
 - b. Health clinic entrance,

TRACK 4: FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES TO INCARCERATION

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



Footnotes

¹⁹The bed need numbers were derived from the population forecast and in consultation with key representatives of the Fulton County Sheriff’s Office, including Sheriff Labat, and NaphCare. When the population forecast is updated, the number and type of mental health beds will be reviewed and adjusted as indicated during the next phase of work.

- c. Nurse workstation,
- d. Housing officer workstation,
- e. Meal staging,
- f. Electronics storage/recharging,
- g. Multipurpose room,
- h. Interview rooms,
- i. Video court room,
- j. Video visitation room – attorney,
- k. Triage/Examination room,
- l. Medication distribution room,
- m. Tub room (described previously),
- n. Medical supply room (includes emergency response bag),
- o. Durable medical equipment storage,
- p. Clean utility,
- q. Soiled utility,
- r. Laundry cart staging,
- s. Haircutting room,
- t. Outdoor exercise,
 - The outdoor exercise yard will include anchored bench seating and ADA suicide/ligature-resistant grab bars along the wall.
- u. Exercise equipment storage,
- v. Temporary detainee property storage closet,
- w. Staff restroom,
- x. Supply storage closet,
- y. Emergency eyewash station, and
- z. Janitor closet.

17. The *Description of Detainee Housing*

Pods described in report section 7.000 Housing – Adults applies to medical housing for women, except for the modifications detailed in this section.

Mental Health Housing¹⁸

1. Mental health housing (beds) will be provided for the following populations – acute (L1), subacute (L2), and special needs (L3). Table 7 outlines the distribution of mental health beds by gender previously presented in Table 3: Housing Configuration by Bed Type & Gender.
2. To the extent afforded by design and mental health-related considerations, mental health housing will mirror the components and elements of the general population housing pods (see 7.000 Housing – Adults Description of Detainee Housing Pods).
3. For each detainee patient assigned to mental health housing, an individualized treatment plan (ITP), as determined by a multidisciplinary team of mental health, security, and medical staff, will outline an individual detainee’s movement and privileges, such as how often and how long the detainee may be in the dayroom. Integrated team meetings may be held in the respective housing pods’ multipurpose room, or the conference room located within the respective decentralized programs and service center.
4. Detainees assigned to a mental health bed will receive their prescribed medica-

Table 7. Mental Health Housing by Bed Type & Gender

Housing Category	Bed Need ¹⁹	No. of Beds per Pod	No. of Pods	Bed Total	Notes/Assumptions
Mental Health – Men					
9.600 MH Acute (L1)	485	24	20	480	Pod (no mezzanine) = 20 single-occupancy wet cells plus 1 subpod with 4 single-occupancy wet cells
9.700 MH Subacute (L2)	243	32	8	256	Pod (no mezzanine) = 8 single-occupancy wet cells & 12 double-occupancy wet cells
9.800 Special Needs (L3)	485	56	9	504	Pod (mezzanine configuration) = 28 double-occupancy wet cells
Total Mental Health – Men	1,213		37	1,240	
Mental Health – Female					
9.600 MH Acute (L1)	125	24	5	120	Pod (no mezzanine) = 20 single-occupancy wet cells plus 1 subpod with 4 single-occupancy wet cells
9.700 MH Subacute (L2)	50	32	2	64	Pod (no mezzanine) = 8 single-occupancy wet cells & 12 double-occupancy wet cells
9.800 Special Needs (L3)	167	56	3	168	Pod (mezzanine configuration) = 28 double-occupancy wet cells
Total Mental Health – Women	342		10	352	
Mental Health Housing Total	1,555		47	1,592	

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



tions as follows:

- a. Acute mental health bed – cell side or bedside.
 - b. Subacute mental health bed – on an individualized-basis, will receive their prescribed medications either cell side or dayroom medication distribution window.
 - c. Special needs bed – dayroom medication distribution window.
5. Detainees assigned to a mental health bed will access, to the extent their mental health condition permits, their respective designated decentralized programs and services center (previously described).

Mental Health – Acute (L1)

6. Acute mental health beds will be provided for detainee patients who are exhibiting severe mental health symptoms, including psychotic symptoms, suicide/homicide ideation, or inability to control aggressive and/or impulsive behaviors. Detainee patients who will be assigned an acute mental health bed are highly suicidal, psychotic, and/or aggressive. These detainee patients need a high level of supervision, a highly structured environment, and intensive treatment.

7. The mental health – acute housing pods should be proximate to the health clinic and will not be configured with a mezzanine.

Mental Health – Subacute (L2)

8. Subacute mental health beds will be provided for detainee patients who are either in crisis or have serious symptoms of mental illness. Detainee patients may be assigned a subacute mental health bed initially after screening/evaluation during the admissions process, from general population for more observation, or as a step down from an acute mental health bed for further stabilization.
9. The mental health – subacute housing pods should not be configured with a mezzanine.

Special Needs (L3)

10. In addition, detainee patients who have cognitive or physical challenges and are too vulnerable to be housed in a regular GP housing pod would be housed here. These include detainee patients who have stable mental illnesses but require a more protective environment, dementia, developmental disorders, traumatic

brain injuries, or other significant impairments.

11. The special needs housing pods may be configured with a mezzanine.

9.600 Mental Health – Acute (L1) [24 beds per pod; 25 pods: Men = 20 pods; Women = 5 pods]

1. The acute mental health housing pod will have two components – the principal pod (20 beds) and one subpod (four beds). There will be 20 single-occupancy wet cells (two are ADA compliant) in the principal pod and four single-occupancy wet cells (one is ADA compliant) in the subpod for a capacity of 24 detainees.
- a. When not needed for separation purposes, the subpod entry doors may be left unsecured, which will allow detainees housed in the subpods to be merged with the principal pod.
2. A mental health clinician will be assigned specifically to the acute mental health housing pod, which is where the clinician’s office will be located. Like the housing officer, the mental health clinician should not be sitting in their office/workstation; rather, they are expected to make multiple rounds of

the housing pod to ascertain detainee patients’ mental health conditions and need for mental healthcare/intervention.

3. The mental health clinician and the housing officer are part of the multidisciplinary treatment team, which guides day-to-day operations of the acute mental health housing pod.
- a. The treatment team will determine on an individual basis the level of security and/or restraints required when the detainee patient is outside of their assigned cell. It is anticipated that once the dayroom is well tolerated and the level of security restraint is significantly reduced, the detainee patient will be moved to the subacute mental health housing pod.

- a. Because of the threat posed to the safety and security of staff, detainee patients in this status have extremely limited movement or privileges and may be in their respective cells for many hours of the day; however, ITPs should encourage progressive out-of-cell time toward stabilization and the ability to move to a step-down housing pod such as the subacute mental health housing pod or a special needs housing pod.
 - The ability to handle outdoor

recreation time; unescorted, restraint-free dayroom time with other detainee patients within the dayroom; medication and treatment compliance will be indicators that the individual may be ready to move to a step-down housing pod.

4. Detainee patients are not expected to be housed in the acute mental health housing pod for extended stays. Once detainee patients are not acutely symptomatic or no longer present a danger to self or others, they will be moved to subacute mental health housing or a special needs (stable mental health) housing pod and provided with further stabilization services.
5. The mental health housing is comprised of one principal pod and one subpod.

Principal Pod

- a. The principal pod will have:
 - cells with:
 - » low behavioral-health beds,
 - » furnishing (including the bed) and fixtures that are securely anchored, and
 - » the requisite connectivity/equipment for video-based interaction with mental health and/or program

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



- providers, which may also be used for in-cell programming and exercise instruction
- an office for the mental health clinician,
- a triage/examination room,
- a safety cell,
 - » The safety cell is only to be used for short periods so as to provide appropriate stabilization and safety. The safety cell will be designated for secure observation of detainee patients with mental illness who are in acute crisis and/or actively psychotic. The overall goal of this cell is to stabilize individuals experiencing acute psychological symptoms, extreme suicide ideation, or individuals whose failure to take psychiatric medications is severely inhibiting their ability to function or interact with staff or detainee patients in a safe manner.
 - » This cell is not for permanent placement. The goal will be to use it for short duration (two-to-four hours) to stabilize

- detainee patients so that they can return to their assigned cell.
 - » Placement in a safety cell will require an order by the mental health provider.
 - » The safety cell will be directly observable from the housing officer's workstation.
 - » The safety cell should be located in a manner and with sound attenuation so as to minimize disruption to the housing pod operations.
- two calming rooms for use by detainee patients as a means of self-de-escalation,
- a medication room, and
- an alcove with exercise equipment such as a treadmill, stationary bicycle, etc.
- b. Dayroom features in the principal pod such as multifunctional tablets, the food and beverage station, etc. should be secured and accessed as needed. The housing officer will control access to these dayroom amenities/features.
- Subpod 1
- c. The subpod is part of the overall housing pod and directly accessible

- from the principal pod:
 - The principal pod is where primary activities and services are provided.
- d. The subpod will be separated from the principal pod by a glazed security wall that faces into and is accessible from the dayroom of the principal pod.
- e. The subpod will:
 - have its own dayroom, showers, and detainee patient telephones, etc.,
 - rely on the support pod for some activities and services such as interview rooms, multipurpose rooms, outdoor exercise, etc., and
 - have a safety cell (previously described).
- f. The cells in each subpod will:
 - have low behavioral-health beds,
 - have furnishings (including the bed) and fixtures that are securely anchored, and
 - have the requisite connectivity/equipment for video-based interaction with mental health and/or program providers, which may also be used for in-cell programming and exercise instruction.

- 6. The *Description of Detainee Housing Pods* described in report section 7.000 Housing – Adults applies to acute mental health housing, except for the modifications detailed in this section.
- 9.700 Mental Health – Subacute (L2) [32 beds per pod; 10 pods: Men = 8 pods; Women = 2 pods]**
- 1. The subacute mental health housing pod will have eight single-occupancy wet cells (one is ADA compliant) and 12 double-occupancy wet cells (two are ADA compliant) for a capacity of 32 detainees.
- 2. The length of time a detainee patient is assigned to a subacute mental health bed will vary based on the functional level of the individual. The goal of treatment will be to progress toward stability with the ability to function in a GP housing environment; however, some detainee patients may stay within this housing assignment throughout their detention due to symptom acuity and/or vulnerability. Detainee patients may also be stepped up from a subacute mental health bed into an acute mental health bed should their behavior or symptoms require that level of treatment/care.
- 3. The treatment team will determine on

- an individual basis detainee patients' movement and privileges, such as how often and how long detainee patients will be in the dayroom. To the extent possible based on a detainee patient's symptomology and/or functional level, eligible detainee patients housed in subacute mental health housing will have access to the same programs and services that are available to other GP detainees.
- a. The mental health clinician and the housing officer are part of the multidisciplinary treatment team, which guides day-to-day operations of the subacute mental health housing pod.
- 4. Provided within the subacute mental health housing pod will be:
 - a. a group room (sized for 10 people) to facilitate treatment groups,
 - b. interview rooms to facilitate individual counseling/treatment,
 - c. an alcove with exercise equipment such as a treadmill, stationary bicycle, etc.,
 - d. a closet for the storage of recreational therapy supplies and equipment,
 - e. a calming room for use by detainee patients as a means of self-deescalation, and
 - f. a safety cell, as previously described.
- 5. The *Description of Detainee Housing*

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Opportunities for visitation are provided to assist detainees in maintaining ties with their families and community.



Pods described in report section 7.000
Housing – Adults applies to subacute mental health housing, except for the modifications detailed in this section.

9.800 Special Needs (L3) [56 beds per pod; 12 pods: Men = 9 pods; Women = 3 pods]

1. The special needs housing pod will have 28 double-occupancy wet cells (three are ADA compliant) for a capacity of 56 detainees.
2. Mental health clinicians will make multiple rounds daily of the special needs housing pod to ascertain detainee patients’ mental health conditions and need for mental healthcare/intervention.
3. Provided within the special needs housing pod will be:
 - a. a group room (sized for 12 people) to facilitate treatment groups,
 - b. a calming room for use by detainee patients as a means of self-deescalation, an
 - c. an alcove with exercise equipment such as a treadmill, stationary bicycle, etc., and
 - d. a closet for the storage of recreational therapy supplies and equipment.
4. The *Description of Detainee Housing Pods* described in report section 7.000

Housing – Adults applies to special needs housing, except for the modifications detailed in this section.

10.000 Visitation

Opportunities for visitation are provided to assist detainees in maintaining ties with their families and community. Visitors may include personal visitors such as relatives and friends (personal visits), and professional visitors such as attorneys, mental health professionals, government agencies, probation officers, law enforcement officers, outside clergy, etc. (professional visits).

10.100 Visitor Registration & Reception

1. Visitors will register online and will be approved by security operations. Once approved, visitors are responsible for scheduling their visit ahead of time either online or at one of the visitation scheduling kiosks in the security screening lobby.
2. When arriving for a visit at the facility, visitors will initially check in with the public reception officer. The public reception officer will complete visitor check-in by verifying the person’s identification and confirming that the detainee is still eligible for the visit. Upon completion of check-in, the person will be directed to the visitation room.

10.200 Video Visitation

1. The primary method for personal visitors to visit eligible detainees at the FCJ will be noncontact in nature via video visitation. Video visitation is the use of videoconferencing technology and software to allow detainees and visitors to visit virtually at a distance as opposed to face-to-face.
 - a. A third-party vendor will provide the requisite equipment and service for video visitation, which will take the form of a tablet-based system. A room located within the information technology suite will be designated for use by the video visitation vendor, which will act as the server room for the video visitation computers/systems and will include a workstation for the vendor.
2. Detainees are eligible for four 30-minute video visits per week.
 - a. Detainees will visit virtually in the housing pod using one of the tablets with videoconferencing capability.
 - b. Visitors will visit remotely from their home or office or from a properly equipped public computer.
3. A room will be provided whereby video visits can be monitored. The room will have the requisite data and transmis-

sion technology and will be equipped with wall-mounted monitors and two computer stations.

10.300 Visitation Room – Noncontact & Contact Visits

Visitation Room – Entry/Exit

1. Visitors, upon clearing security screening and check in, will proceed to the visitation room, which will be accessible from an entrance located within the main pedestrian sallyport and operated by central command.
2. Once the visitor has cleared security and registered/checked in, the public reception officer – in addition to notifying the visitation officer, will notify the officer in the respective housing pod or assigned area (e.g., program, food service) of the visit, who in turn will notify and prepare the detainee to proceed to the visitation room either via pass allowing self-movement or under escort.
3. Detainees will access the visitation room via a restricted secure entrance/exit door into the visitation staging room, which bridges the secure facility and the visitation room. The visitation staging room will include spaces for staging detainees

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



awaiting processing and searches. There should be good visibility into all areas of visiting processing by the visitation officer. All detainees will enter the visiting processing area and will take a seat in the queuing area, which will contain seating (to include bariatric seating) sized for 30 detainees. Visitation officers will confirm the detainee's identity.

Detainee Check-in

- a. Detainees who arrive via pass will check in with the visitation officer, who will confirm the detainee's identity and visit.
- b. The visitation officer will assume control of detainees under escort once the detainee's identity and visit has been confirmed.

Detainee Search

- c. Detainees may be strip searched, and, at a minimum, will be subject to a pat search before participating in and again following a visit.
- d. Detainees subject to search will be directed to the pre-search staging area, which can accommodate up to six detainees seated (to include bariatric seating). It is here that detainees will wait to be searched.

- e. One detainee at a time will be escorted into one of two cubicles and searched. Each cubicle will have a low wall or privacy screen/partition, and wall-mounted padding.
- 4. Once searched:
 - a. For those detainees receiving a non-contact visit, the visitation officer will direct the detainee to his/her assigned booth, which will be accessible via a dedicated hallway that is directly accessible from the visitation staging room.
 - b. Detainees participating in a contact visit will be directed to the visitation room and proceed to their assigned contact visitation room.
- 5. Upon conclusion of a visit and prior to visitors exiting, all detainees participating in a contact visit shall be accounted for and separated from the visitors. All visitors will leave the facility following the same pathway used to enter, only in reverse, and ultimately exiting through the public lobby door, first retrieving any items they may have stored in the lockers.
- 6. Upon conclusion of a visit, detainees will be staged in the visitation staging room pending search.
 - a. Detainees returning to their assigned

- housing pod/area and moving via pass will depart the visitation area via the restricted secure entrance/exit. The visitation officer will notify the respective officer(s) of the detainee(s) impending return to his/her housing pod or assigned area (e.g., food service).
- b. Remaining detainees, once searched, will be directed to the post-search waiting area pending escorted return to their assigned area. The post-search staging area can accommodate up to six detainees.

Visitation Room

- 7. Noncontact and contact visits will occur within the visitation room, which can accommodate up to 32 noncontact visits and five contact visits simultaneously.
- 8. Noncontact visits will be held seven days per week. Eligible detainees will be eligible for one 30-minute noncontact visit per week with personal visitors.
- 9. Professional visits, such as attorney or clergy visits, may be done either via video visitation, noncontact, or in person, at the request of the professional and by permission of the facility. Spaces designated for professional visits will provide the

- requisite audio/visual privacy necessary to ensure confidential attorney/client meetings. Professional visitors may visit daily limited only by those periods where jail operations dictate otherwise (i.e., facility lockdowns, headcounts, meal periods, etc.).
- 10. Visitors will check in with the visitation officer in the visitation room, who will assign the visitor(s) to either a noncontact visitation booth or a contact visitation room.
 - a. Seating (to include bariatric seating) will be available for staging up to 50 visitors pending assignment to a booth/room.
- 11. Noncontact visitation booths will be accessible from within the visitation room.
 - a. Twenty noncontact visitation booths sized to accommodate up to five people will be available for personal noncontact visits. Two of the noncontact visitation booths will be ADA accessible.
 - b. Noncontact visitation booths used for personal visits should be equipped with audio- and video-recording capability.
 - c. Twelve noncontact visitation booths sized to accommodate up to two adults will be available for profes-

- sional noncontact visits. One of the noncontact visitation booths will be ADA accessible. Designated noncontact visitation booths for professional visits will be equipped for video visitation. Attorney-client visits shall not be audio recorded.
- 12. Contact visitation will not be available for routine personal visits but may be approved on a case-by-case basis. If a personal contact visit is authorized, it shall occur within one of the contact visitation rooms designated for professional visits.
- 13. Contact visitation rooms will be available for professional visits; there will be three contact visitation rooms (max occupancy five people) and two contact visitation rooms (max occupancy eight people) as well as one family reunification room.
 - a. The contact visitation rooms will each be ADA compliant and furnished with tables and seating, and sound attenuation measures, will have no video- or audio-recording capabilities, will be camera monitored, and have ample glazing with visibility from the officer workstation.
 - b. The family reunification room, as the name implies, will be available in support of efforts by social service

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Programs will be offered to detainees that are appropriate for their needs and lengths of stay. These may include academic education, vocational training, skills development, religious programs, and various treatment programs.



agents to re/establish stable family relationships between a detainee and his/her child (which may include the other [foster] parent).

- The family reunification room will be ADA compliant and furnished with tables and seating to accommodate up to six people and sound attenuation measures and will include colorful matting and cubbies and child-appropriate furniture and toys. This room provides video- or audio-recording capabilities and will be camera monitored and have ample glazing with visibility from the officer workstation.

- An office that is accessible from within the visitation room is provided for the visitation supervisor (sergeant).
- Accessible from or within the visitation room, a water cooler, a staff restroom, visitor restrooms, a detainee restroom, a trash alcove, and a janitor closet will be provided.

11.000 Programs and Services

Programs will be offered to detainees that are appropriate for their needs and lengths of stay. These may include academic education, vocational training, skills development, religious programs, and various treatment programs. In addition, detainees will be provided access to both legal and recreational library books/resources.

Before detainees are assigned to programs and services, a determination of each detainee's risk (level of dangerousness) and needs (conditions and services necessary to maintain the detainee's physical and psychological wellbeing) must be made. This is accomplished through an appropriate detainee classification system.

To minimize detainee movement, most programs and services will be decentralized to the housing cluster, occurring in either the decentralized programs and services center or within the respective housing pod.

11.100 Programs Administration Suite

- Programs and services administration will provide coordination and oversight of programs, activities, and services

provided at the FCJ. Offices will be provided for administration, educational, counseling, and other staff and volunteers necessary to offer programs, activities, and services as described in this document.

- The administrative and support function of this component will be located centrally and be in a suite configuration, and easily accessed by staff, professionals, and volunteers. Entry to the programs and services administration (administration) suite will be controlled to prevent casual access. Card reader or biometric access (authorized staff only) or other staff-controlled system may be used to control movement in and out of this area. Only authorized persons are allowed in this area, although detainee workers may be authorized to perform housekeeping services on a scheduled basis.
- There will be a reception waiting area for visitors to this area, who will be greeted by the reception/clerical specialist assigned to programs and services.
- Office and workspace provided for programs and services administration positions/functions will be provided in a single location for the following positions and functions:

Private Office

- Program Commander (Captain)
 - Program/Volunteer Coordinator
 - Lead Chaplain
- Shared Office #1
- Chaplain (2)
- Shared Office #2
- Educators (8)
- Shared Office #3
- Contractors/Volunteers (8)
- Shared Office #4
- Visiting Professionals/Future Expansion (2)

Office design and furniture and equipment will be commensurate with assigned responsibilities.

- For future planning purposes, records generated by programs and services will be assumed to be electronic in nature (e.g., attendance sheets, schedules) and an integrated component of the JMS system. Therefore, limited space is provided for programs records storage.
- Within the programs and services administration suite, a conference room sized for 18 people, a printer/copier work alcove (includes office supply storage), a breakroom sized for eight people, a water cooler, staff restrooms, and a janitor closet will be provided.

11.200 Programs and Services Support

- Supporting the delivery of programs and services, a centralized program support center will be provided. Spaces within the program support center include:
 - Recreational reading materials will be primarily available via tablets, available within a detainee's assigned housing pod. A limited supply of books will be available for distribution to detainees who are ineligible for a tablet. Each housing dayroom will have a book cart from which detainees may also select reading materials; these reading materials will be routinely refreshed with new books. A centrally located workroom will be provided where books will be processed and prepared for circulation via the book carts.
 - Three workstations, temporary book storage, counter space for marking books, space for book carts, a printer/copier work alcove, and a trash alcove will be provided within the library workroom.
 - There will be four broadcast rooms to facilitate remote instruction and treatment opportunities through-

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

The goal of the food service operation is to provide nutritionally adequate meals daily that are prepared and served under sanitary conditions at a reasonable cost.



out the facility. Each room will have the requisite data and transmission technology to allow simultaneous videoconferencing amongst multiple locations.

- c. Specially designated storage will be provided for religious articles and program equipment/materials.
- d. Support spaces include a beverage/snack station, a staff restroom, a water cooler, and a janitor closet.

12.000 Food Service

The goal of the food service operation is to provide nutritionally adequate meals daily that are prepared and served under sanitary conditions at a reasonable cost. The food service area will meet the dietary needs (including medical and religious) of all detainees assigned to the FCJ as well as staff who are on duty during meal periods. The kitchen will be sized to accommodate the moderate improvement forecast.

The kitchen will have storage areas for cold and frozen foods, dry goods storage, food production, meal and tray assembly, cart storage and staging, scullery (pots and dish-washing), cart washing, office space. The kitchen will have proximate access to the loading dock and staging area.

12.100 Food Service Administration

- 1. Food service will be provided by a third-party vendor. The food service director will oversee and direct all facets of food storage, preparation, serving, and cleaning and sanitation.
- 2. Food service administration will be accessible from the food production area. Two elevated offices each with clear

sight lines and visibility over the production area through one-way vision panels on all sides will be provided for the food service director and the food service manager.

- a. The food service director's office will include a conference table and seating for four people.
- 3. Located within a staff-only area adjacent to the food production area will be:
 - a. two workstations,
 - b. a printer/copier work alcove (includes office supply storage),
 - c. a water cooler, and
 - d. a staff restroom.

12.200 Detainee Worker Processing

- 1. There will be a designated door providing controlled access to/from the facility's circulation spine and the detainee processing area.
- 2. Detainee workers assigned to the kitchen will check in/out with the food service security officer. Detainees are subject to search when reporting for and when leaving work. A room will be provided for processing detainee workers in and out of the food service area, with a search area, changing cubicles, 'bus station' type lockers for storing detainees' issued

uniform, shelving for storing clean uniforms, and cart staging for soiled uniforms.

- a. The detainee worker processing room will be sized to accommodate up to 20 detainees at any given time.

12.300 Food Service Storage

- 1. Primary storage will include adequate freezer (≤0 degrees), refrigerator (35-40 degrees), and dry (45-80 degrees) storage space to accommodate approximately 30 days production needs. The food storage area will be separate and distinct from the other facility storage areas.
- 2. Proximity to the loading dock/ staging area is required for ease of movement of frequent food delivery to the appropriate food storage areas. All food will be delivered to the warehouse loading dock and, upon delivery to the facility, items will be weighed, checked, and placed into primary storage within the food service component. Primary food storage spaces will be accessible from both the facility circulation spine and the food production area.
- 3. Storage will accommodate conventional dunnage racks and multi-tier mobile shelving, and a small forklift. Primary

storage will be accessible only to staff and selected detainee workers.

- a. There will be an area with storage capability for extra pallets and extra storage shelving units.

12.400 Food Production

- 1. The method of food production has not been determined at this time. A food service study will need to be conducted to determine the most efficient and cost-effective approach for the new facility.
 - a. As presently planned, the food service operation may not support conventional cook-chill production.
- 2. Presently, the proposed food service operation will be a cook/serve operation, which will operate on a 24-hour/7-day per week basis. Three meals, including at least two hot meals, will be served daily. Detainee workers, under the direction and supervision of trained professional staff, will serve as the primary workforce in the kitchen.
- 3. Meals will be produced in accordance with a cycle menu (with seasonal variations). A registered dietitian will develop menus that meet or exceed the allowances of the Recommended Dietary

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



Requirements as set forth by the U.S. Federal Government. Special therapeutic diets may be ordered and/or approved by a licensed physician, and dietary modifications will be consistent with religious requirements and FCJ policies.

4. Detainee meals will be served in the housing pod dayrooms on sectioned food trays; some meals may be served cell side or bedside. The trays will be portioned uniformly and swiftly in the production kitchen to maintain temperature, portion- and cost-control capability. Meal trays will be placed in food carts with heating and cooling capabilities and transported to the various housing areas and returned upon conclusion of the meal.
 - a. Each housing pod will require designated cart holding/ staging space with power supply to maintain required temperatures prior to meal distribution.
 - b. Doorways and circulation paths must be sized to accommodate the food carts.
5. The kitchen will be as open as practical with sight-obstructive equipment located against perimeter walls to the maximum practical extent. The design of the kitchen should facilitate the one-way

movement of product from one end of the kitchen (incoming) to the other end (outgoing) during the meal preparation process.

6. An elevated station will have three workstations for the on-duty cooks. The on-duty cooks' workstations will be located proximate to the food service manager's office.
7. There will be two workstations provided for the food service security officers. The food service security officers will have strategically located elevated workstations that will have a low wall or railing system and will have good visibility of the entire kitchen with direct views of entry/exit points.
 - a. One of the security officer's workstations may be collocated with the on-duty cook's workstation.
8. The main cooking area will provide for a flow sequence moving from the food storage areas to food preparation areas to the cooking areas to the tray assembly areas (two lines). It will include ingredient assembly, hot food production, cold food production, tray assembly, and pre-delivery tray staging. Chilling equipment will be included to deal with leftovers and minimize waste.
 - a. Storage of clean food carts will

be provided proximate to the tray assembly area.

9. The ingredient assembly area will organize menu ingredients for each day's production including drawing ingredients from primary storage, weighing, menu portioning, powered and edged tool modifying (slicing, chopping, cutting, etc.), organizing per menu and final preparation method, and stored.
10. A separate diet kitchen area will be provided for preparing special meals for those with medical needs, chewing impairments, allergies, etc. and/or religious dietary requirements.
 - a. Special diet meals will be pre-assembled and labeled appropriately after assembly for distribution.
11. On-duty food service staff will provide accountability for edged and/or other critical tools for which a staff-controlled tool closet is provided.
12. With ready access from the food service production areas, a detainee breakroom, a water cooler, a staff restroom, detainee restrooms, and a janitor closet will be provided.
13. Regarding infrastructure, consideration will be given to centralized water treatment and to centralized or localized steam generation for steam-jacketed

kettles and other appropriate items.

Culinary Arts Classroom

14. To the degree possible, detainees will be afforded opportunities to perform some meaningful duties in the food service department. The skills detainees develop in food services are highly marketable: thus, these detainees will be in a better position to successfully reintegrate into the community. A culinary arts program will consist of various curriculum and skill-building activities and will offer certifications presentable to a prospective employer. One program that will be made available to detainee food service workers is ServSafe®, a nationally recognized certification program for food service workers, which will have real-world application upon a detainee's return to the community.
15. A culinary arts classroom will be provided adjacent to the food production areas as part of overall detainee programs. The classroom will be sized to accommodate 12 food service detainee workers and will include food preparation equipment as well as a demonstration counter.
 - a. A separate staff-controlled closet within the culinary arts classroom

will be provided for secure storage of tools on a shadow board (class C) and implements.

16. The culinary arts classroom may also be utilized for orienting new food service detainee workers to the food service operations and its corresponding requirements and responsibilities.

12.500 Sanitation

1. At the conclusion of meal periods, detainees under staff supervision will retrieve the leftovers, soiled trays, and food service carts for return to the sanitation area. Separate space and equipment will be provided for washing pots, dinnerware/utensils/trays, and carts.
 - a. Chemicals used in this area will be stored in a secure room, with access controlled by staff when they are needed.
2. Carts will be cleaned prior to return to the food cart storage area.
3. Handling of solid organic and inorganic waste generated by the food service operation will include removal of water-soluble components to the municipal system, separation of non-soluble waste for disposal, passing grease-laden waste through a grease trap for disposal,

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



physical volume reduction of items such as cardboard and cans, and sorting of recyclable items.

- a. Waste material will be staged as it is gathered, then taken to the trash areas located adjacent to the loading dock.
- 4. An emergency eyewash station and a janitor closet will be provided within the sanitation area.

12.600 Staff Café

- 1. A staff dining room will be located inside the security perimeter and proximate to the food service production area. Staff may use this room as a break and meal area.
- 2. Meals will be available for purchase via a debit card. Food service staff assisted by detainee workers will operate a servery equipped to prepare a limited menu of freshly cooked-to-order food items/meals that staff may purchase. This servery, accessible from the pantry, shall not be visually accessible to the staff seating area.
 - a. A debit card kiosk will be in the staff dining room to facilitate food and/or meal purchases.
- 3. The staff dining room will be able to

accommodate up to 60 people with tables and loose chairs of up to four-to-six people each. The dining room will include:

- a. a salad bar with slide trays,
- b. meal stations (e.g., taco station),
- c. a beverage station with beverage dispensers, a microwave, a sink, and storage cabinetry, and
- d. staging for clean and soiled tray, dinnerware, cups, etc.
- 4. Within the staff dining room will be a self-serve, self-checkout micro-market where grab-n-go fresh food and beverages may be purchased.
- 5. Two convenience counters will be strategically located within the staffing dining room. Each counter will include:
 - a. a coffeemaker,
 - b. a microwave,
 - c. a sink,
 - d. a commercial-grade residential refrigerator, and
 - e. storage cabinetry.
- 6. Two lounge areas where staff may relax, each sized to accommodate up to eight people, will be located within the staff dining room and will include comfortable seating, a television, and coffee/end tables.
- 7. A weather-protected outdoor area acces-

sible from the staff dining room will be provided for staff to eat their meals and relax. This area should be fully secured to prevent the introduction of contraband into the facility.

- 8. Detainee workers will provide periodic cleaning of tabletops, chairs, and other service equipment and fixtures in the staff dining room.
- 9. Accessible from or within the staff dining room, staff restrooms, a water cooler, a trash alcove, and a janitor closet will be provided.

13.000 Laundry

Laundry services are provided to maintain adequate levels of sanitation and to prevent the spread of disease. The laundry will be sized to accommodate the moderate improvement forecast.

13.100 Laundry Operations

- 1. A laundry operation study will need to be conducted to determine the most efficient and cost-effective approach for the new facility.
 - a. As presently planned, the laundry operation supports use of conventional correctional-grade washers and dryers.
- 2. The laundry will meet the laundering needs of detainees assigned to the FCJ. The laundry will serve the entire detainee population regarding such items as uniforms, bedding, and towels/washcloths.
 - a. Personal items such as socks, t-shirts, bras, underwear, etc. will be laundered using the washer and dryer in the detainee's respective housing pod.
- 3. Laundry services provide, at a minimum, for the provision of clean clothing,

towels, and washcloths two times per week; and clean bed linens and blankets once per week. More frequent changes may be offered or will occur when necessitated by work, climatic conditions, or illness. Detainees will:

- a. access laundry services on a scheduled basis, and
- b. be provided with cleaning/sanitizing agents necessary to clean their pillows and mattresses on a weekly basis
- 4. The laundry will operate seven days per week, two shifts per day. If needed, additional hours could be added in the future to handle additional laundry loads.
 - a. Detainee workers, under the direction and supervision of trained staff, will serve as the primary workforce in the laundry.
- 5. Detainee workers assigned to the laundry will check in/out with the laundry security officer. Detainees are subject to search when reporting for and when leaving work. A room will be provided for processing detainee workers in and out of the laundry area that includes a pat search area and search cubicles.
 - a. The detainee worker processing room will be sized to accommodate up to 30 detainees at any given time.

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Laundry services are provided to maintain adequate levels of sanitation and to prevent the spread of disease.



6. An office, accessible from within the laundry, will be provided for the laundry supervisor who will be responsible for overseeing the laundry operation.
 - a. In addition to the laundry, the laundry supervisor is also responsible for overseeing facility sanitation and housekeeping and groundskeeping.
7. The on-duty laundry manager will share with the laundry security officer a centrally located elevated work center having two workstations. This area will have a low wall or railing system and will have good visibility of the entire laundry with direct views of entry/exit points.
 - a. A second workstation will be provided for an additional laundry security officer located to optimize coverage of the laundry operations.
8. The laundry will be as open as practical with sight-obstructive equipment located against perimeter walls to the maximum practical extent. It will be equipped with correctional-grade large-capacity washers/extractors, dryers, worktables/counters for sorting clean and soiled laundry, worktables/counters for folding cleaned items, clean laundry holding/staging, soiled laundry holding/staging, transport cart parking, chemical storage, a clean laundry storage area, and a uniform/bedding/linens inventory room.
 - a. Included in the laundry will be a separate washer and dryer specifically designated for cleaning health-care-related laundry (including bio-hazardous clothing & materials).
 - All biologically contaminated laundry will be handled according to the special handling mandates of the Center for Disease Control (CDC) Guideline for Isolation Precautions and the Occupational Safety and Health Administration (OSHA) regulation for blood-borne pathogens.
 - b. Every effort should be made to ensure that soiled laundry does not come into contact with clean laundry, including surfaces that are touched by soiled laundry.
 - The laundry room should be arranged so that soiled laundry enters at one end of the laundry area, and clean laundry exits at the opposite end.
 - c. The floor of the laundry room will be an epoxy-sealed concrete floor, with floor drains so that the floor can be hosed down in case of a chemical spill.
9. The washing area will consist of correc-

- tional-grade large and small washers. A concrete trough with a lint screen, sized to accept all drainage from all machines simultaneously, will be located behind the washing equipment. Large capacity hard-mounted washers require a raised concrete pad no less than six inches to properly anchor the machines.
 - a. In terms of laundry supplies, once received at the common receiving area, chemicals will be locked in a chemical storage area adjacent to and behind the washer-extractors with an automatic feed into each machine. Shelving and appropriate ventilation to the exterior will be provided for the chemical storage room. The chemical storage room should be equipped with an epoxy-sealed concrete floor, a containment curb, and floor drain.
10. The drying area will consist of correctional-grade large and small dryers, sized to correspond with the washers, and will be located directly across from the washers for efficient transfer from wash to drying. The dryers should be compartmentalized in a fire-rated area and placed on an outside wall for proper ventilation. The dryers will be equipped with individual fire suppression equipment. An additional lint collector with fire sup-

- pression designed to further reduce the discharged lint particulate will be located behind the dryers with an access door for routine clean-out.
 - a. Behind the dryers will be an external ground-level wall accommodating large sets of secure louvers to provide convection airflow as well as short-length ducted removal of heat and steam from the dryers.
 - b. The space behind the washers and dryers will have secure access and be sized to permit servicing from the rear.
 - c. An appropriately sized and configured opening (possibly removable louvers) will allow installation, removal, and replacement of washer and dryer equipment without disassembly.
11. Pursuant to the posted schedule, soiled laundry will be collected and taken directly to the laundry in transport carts.
 - a. Soiled uniforms and towels/washcloths will be placed in mesh bags and transported and laundered in the mesh bag. These mesh bags will contain a unique detainee identifier to return the clothing back to the same detainee.
 - b. Soiled blankets and sheets will be gathered and transported en masse.
 - c. Soiled laundry items will be held in

- an adjacent area that allows access from the laundry as well as by non-laundry detainee workers and/or staff without having to enter the main laundry room. It will include adequate space for any necessary pre-laundering sorting. A deep soak sink will be provided for stained items that need soaking.
 - d. As soiled textiles enter the laundry area, items will be taken to an open sorting area, where they will be sorted appropriately into baskets and weighed. Soiled laundry is not to be shaken, which may spread contamination.
12. Completed laundry items and transport carts for clean laundry will be staged in an adjacent area that allows access from the laundry as well as by non-laundry detainee workers and/or staff without having to enter the main laundry room.
13. Clean and soiled transport carts will be clearly labeled (and/or color coded) or otherwise easily identifiable to avoid cross-contamination between clean laundry transport carts and soiled laundry transport carts.
 - a. The laundry transport carts are not interchangeable; soiled laundry carts cannot be used for clean laundry, and

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

The warehouse provides a central area for the receipt and distribution of all institutional goods, supplies, and materials.

- vice versa.
14. No mending/repair service is planned.
 15. A breakroom sized to accommodate up to 30 detainee workers assigned to the laundry will be provided.
 - a. The detainee breakroom will be configured such that it may be used for orientation and training.
 - To the degree possible, detainees will be afforded opportunities to perform some meaningful duties in the laundry. The skills detainees develop in laundry services are highly marketable; thus, these detainees will be in a better position to successfully reintegrate into the community.
 16. With ready access from the main laundry room, a staff restroom, detainee restrooms, a water cooler, a trash alcove, and a janitor closet will be provided.
 17. Regarding infrastructure, consideration will be given to centralized water and to centralized or localized steam generation for washers and dryers. A separate mechanical area may be required for water treatment, steam generation, energy/resource conserving equipment such as ozone treatment, or water/heat reclaim technology.

14.000 Warehouse

This facility’s warehouse is ancillary to the FCSO’s central warehouse operation that is located within the county’s consolidated warehouse.

The warehouse provides a central area for the receipt and distribution of all institutional goods, supplies, and materials. The warehouse component includes the service yard/loading dock and centralized facility storage. All supplies and goods that enter the institution will first be processed through a secure staging area adjacent to the loading dock. Once the incoming product is inventoried and inspected, it will be moved either to the warehouse central storage area, to the food services area, to the commissary staging area, or to health services. The warehouse will be located inside the security perimeter and will be accessible from the staging area sallyport as well as the circulation corridor within the facility.

14.100 Service Yard/Loading Dock

1. The warehouse will be accessible from within a fenced service yard that has a sliding-gate controlled by central command or warehouse security staff

to prevent unauthorized access. The service yard gate will be operated by remote electronic release from central command or from within the warehouse. Authorized vehicles will approach the service yard gate, at which point they will pass onto a vehicle detector device that will automatically activate a camera, which, in turn, will show the vehicle and alert central command or warehouse security staff to its presence. Central command or warehouse security staff may confer with the driver and the driver with central command or warehouse security staff using a weather-protected, pole-mounted two-way intercom/CCTV camera situated at an appropriate height and location to enable central command or warehouse security staff to view the driver and to verbally communicate without the driver needing to leave the vehicle. A motion-activated system will operate the gate for vehicles exiting the service yard.

- a. The service yard will be used by supply and service vehicles to access the loading dock, and trash collection vehicles to access the refuse compactors and dumpsters.
- b. The service yards may also be accessed by card reader (authorized

persons only).

- c. Parking within the service yard will accommodate two facility service vehicles – a box truck and a pickup/passenger car.
2. The loading dock will be sized and configured with four bays: one loading bay will accommodate semi-tractor trailer trucks and two loading bays will accommodate box or medium-sized commercial trucks or smaller; and one bay will provide access to the compactor. The loading dock will have:
 - a. weather protection,
 - b. dock leveler(s),
 - c. dock canopy,
 - d. dock lights, and
 - e. truck restraint system.
3. The loading dock will have rolling doors that provide access to the delivery/product staging area. From the loading dock, the delivery/product staging area may also be accessed via a weather-protected pedestrian door from the service yard, which will be controlled to prevent casual access.

14.200 Delivery/Product Staging

1. The delivery/product staging area will in effect be a sallyport, which serves as

an interstitial space providing access between the loading dock and the warehouse with four interlocking doors. The four interlocking doors include the rolling outer door (loading dock), the outer pedestrian door, inner door #1 (warehouse), and inner door #2 (circulation spine). All doors will be operated by remote electronic release by central command.

- a. The delivery/product staging sallyport will provide access into the jail’s security perimeter for the movement of food, healthcare, and commissary products once they have been inventoried and inspected/stored.
- b. It is through this sallyport that maintenance staff and authorized contractors will enter/exit the jail’s security perimeter to perform necessary repairs/maintenance.
- c. The delivery/product staging sallyport doors will be oversized to allow movement of product in/out of the facility via pallet jacks.
2. All goods will be off loaded from the delivery vehicles and placed within the delivery/product staging sallyport, where there will be tables for sorting and inspecting deliveries, and pallet

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



storage. Once products are offloaded and accounted for, the delivery vehicle driver will depart the staging area, which will be secured prior to any product being brought inside the facility. In accepting deliveries, warehouse staff will match the product with the order and will inventory it using a bar-code scan system that automatically enters the product into inventory. The delivery/product staging sallyport will be sized to accommodate:

- a. up to 50 pallets of product,
- b. two electric forklifts, and
- c. two electric pallet jacks.

3. Proximate to the delivery/product staging sallyport will be a room for staging commissary orders pending distribution to detainees. The room will:

- a. provide worktables and laptop computers for verifying detainees' location, and
- b. have adequate space for rolling carts used for distribution of commissary product.

4. Facility trash will be collected daily and brought to the delivery/product staging area for disposal and/or recycling. Within the delivery/product staging area and adjacent to the loading dock will be a staging area for trash pending disposal to the dumpster, which will provide direct

access to the dumpster. Also in this area will be an area for compacting/baling and staging cardboard.

Warehouse Security Screening

5. Within the delivery/product staging area is where people and tools and materials entering the security perimeter will be subject to security screening, which may include a full body scan. The warehouse security officer will perform security screenings on an as-needed basis.

- a. During peak periods, utility staff will be dispatched from within the facility to assist in security screenings.
- b. The delivery/product staging area will be configured such that the security screening equipment is separate from the circulation pathway of products/goods.

14.300 Warehouse

Warehouse Administration

1. Located within the warehouse with convenient access to warehouse operations, an office suite with a combination of private offices and open workstations will be provided for warehouse staff,

which include:

Private Office

- a. Warehouse Supervisor
- b. Material/Asset Supervisor

Workstation

- c. Record/Inventory Specialist (2)
- d. Security Specialist

2. While most records will be stored either at the central warehouse or digitally, basic file storage will be provided for general warehouse operations files.
3. Within the warehouse administration suite, a printer/copier work alcove (includes office supply), a staff breakroom (sized for 6 people), a water cooler, and a staff restroom.

Warehouse Operations

4. The warehouse's storage component must be sized to ideally maintain a 30-day supply of goods.
5. The warehouse will use a palletized storage system (three pallets high). The warehouse area will be divided into several storage sub-components that may be separately secured and alarmed to assure controlled and supervised access. These areas include:
 - a. Storage of bulk items (e.g., inventories of blankets, linens, uniforms,

mattresses, spare furniture etc.)

- b. Institutional supplies (such as toilet paper, hygiene supplies, etc.)
- c. Office paper & office supplies
- d. Cleaning and janitorial supplies
- e. Chemical products storage

Separation can be as simple as designated shelving for certain items, or the use of chain link fencing for cordoning off areas for other items and specialized space for chemicals and cleaning supplies, which must be stored in a well-ventilated area that is separate from all other stored items and preferably separated by solid walls.

6. No specialized designated space will be provided for food storage within the warehouse. Once food product deliveries have been cleared, they will be moved to and stored in the food service area.
7. Product will be prepared in the warehouse for distribution within the facility.
 - a. Two workstations will be provided for the warehouse workers to document product inventory and distribution.
 - b. Worktables for preparing items for distribution and mobile carts will be provided.
 - c. A door(s) that provides access to/from the warehouse to/from the cir-

ulation corridor will be oversized to allow movement of product in/out of the facility via pallet jacks.

8. A centrally located elevated work center with one workstation will be provided for the warehouse security officer. This area will have a low wall or railing system and will have good visibility of the entire warehouse with direct views of entry/exit points.
 - a. The warehouse security officer's workstation will include cameras and intercoms to communicate with persons requesting access to the service yard as well as the service yard gate controls.
9. The quartermaster, which will primarily operate out of the central warehouse, will have a satellite operation at the new FCJ. There will be dedicated space within the warehouse for the quartermaster function.
 - a. There will be direct access from the main circulation corridor into the quartermaster area to afford easy access by staff.
 - b. It is from this area (work counter) that authorized uniforms will be issued.
 - c. Uniforms and accessories will be procured on an as-needed basis; therefore, limited uniform/accessory

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Building support includes the maintenance area, the maintenance storage area, sanitation and housekeeping, buildings and groundskeeping, and the central mechanical plant. The maintenance team will be responsible for the preservation and upkeep of the physical facilities at the Fulton County Jail.

- inventory storage will be provided.
- d. An area with a worktable, sewing machine, and clothing steamer will be provided for use by the seamstress as well as secure cabinetry for sewing supplies.
- e. A workstation designated for the security specialist and a fitting room will be provided.
- 10. A breakroom for detainee workers assigned to the warehouse and sized to accommodate up to six detainee workers will be provided.
 - a. The detainee breakroom will be configured such that it may be used for orientation and training.
- 11. Within the warehouse, a water cooler, an emergency eyewash station, a trash alcove, and a janitor closet will be provided.

15.000 Maintenance/Central Plant

This component includes the maintenance area, the maintenance storage area, sanitation and housekeeping, buildings and groundskeeping, and other building support. The building support area also includes the central mechanical plant. The maintenance team will be responsible for the preservation and upkeep of the physical facilities at the FCJ.

Maintenance of the physical plant is presently provided by a third-party vendor.

15.100 Maintenance Shop/Stockroom

1. The maintenance area will provide an on-site work and tool storage area located outside the security perimeter, to be accessed by the FCJ facilities management personnel. This area will be located proximate to and accessible from the loading dock associated with the warehouse. As this space will be located outside the security perimeter, the maintenance area will require very close access into the security perimeter. The maintenance area will have two entrances.
 - a. A weather vestibule – a set of double

- doors for weather protection – for staff to enter the maintenance area that will have card reader and/or biometric means of access (authorized persons only), with redundant controls in central command for remote electronic release of the doors.
- b. Accessible from the loading dock, there will be a securable vestibule that provides access to the maintenance area, which will be used to stage items received for maintenance supplies/items. The maintenance weather vestibule will have two secure doors, which will control access to/from the maintenance area. Both doors can be operated by remote electronic release by the warehouse staff/officer, maintenance staff/officer, and/or central command, and/or by card reader or biometric means (authorized staff only).
- 2. Work orders will be submitted via an electronic, automated work-order system. As much as possible, repair work will be provided by maintenance staff. It is important to note that a licensed member of the trade should conduct non-routine maintenance and maintenance work governed by code requirements. If no one on staff is licensed for a particular maintenance or repair project, then a specialist should be hired on an as-needed basis.

3. Located within the maintenance area, electrical outlets and cabling should be provided for the installation of a time clock.
4. Within the maintenance area, private offices will be provided for the following positions:
 - a. Lead Maintenance Superintendent
 - b. Chief Engineer
 - c. Building Service manager
 - d. Site Manager
 - e. Site Supervisor
5. A shared office will be provided with six workstations - two for trades foremen, two for visiting tradesmen, and two for future expansion. This office will include a multifunction copy machine and office supply storage.
6. Workstations will be provided for two maintenance clerks.
7. The maintenance area will be subdivided into individual shops and will provide sufficient, appropriate workspace and storage for the following maintenance specialties:
 - a. general maintenance,

- b. carpentry,
 - c. electrical,
 - d. plumbing,
 - e. HVAC, and
 - f. security electronics/building controls.
- A shared workstation will be provided within each respective trade shop.
8. Each trade shop shall have a secure supply storage accessible from the respective trade shop and will include secure shelf and peg board storage for appropriate power and hand tools for routine maintenance activities that will be accessible by card reader and pin code or biometric means for authorized persons.
 - a. Tools should be stored in a shadow-board type of storage system, so that tools can be retrieved and stored easily, and missing tools will be readily apparent.
 9. A room adjacent to the trade shops and loading dock will be provided for attic stock and spare parts such as toilets, extra floor tiles, extra glazing, etc.
 10. Specialized storage will be provided for chemicals, paint, and combustibles.
 11. A workroom in the maintenance area will provide storage for owner manuals, as-built documents, a computer workstation to access the BIM model, and

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM



other documents needed for the maintenance of equipment and machinery. The workroom should also include a layout table, flat files, and a CAD station.

12. Within the maintenance area, a staff breakroom (sized for 10 people) with staff lockers and a workstation, staff restrooms, a staff shower, an emergency eyewash station, a water cooler, and a janitor closet will be provided.

15.200 Satellite Maintenance

1. 10 satellite maintenance rooms will be strategically located within the security perimeter of the jail. These rooms will be equipped with a small workbench and shelving to facilitate minor repairs, an emergency eyewash station, and will be for the temporary staging of two mobile tool cribs, which will be used to store maintenance/repair tools/devices/implements.

15.300 Sanitation & Housekeeping

1. Sanitation and housekeeping services are provided by staff as well as detainee workers supervised by security staff and is overseen by the laundry supervisor. A workroom within the security perimeter

will be provided where office and/or workspace is provided for the following sanitation and housekeeping positions:

Private Office

- a. Sanitation Supervisor

Workstation

- b. Sanitation officers – Unassigned (10)
2. Within the sanitation and housekeeping workroom, a beverage/snack station, a printer/copier work alcove (includes office supply), a staff restroom and a janitor closet will be provided.
3. Strategically located throughout the facility and accessible from the facility circulation spine, will be six storage rooms for cleaning equipment (i.e., buffers, vacuum cleaners, steam cleaners, etc.), cleaning carts, and limited cleaning supplies.

15.400 Buildings & Groundskeeping

1. The laundry supervisor is responsible for overseeing the buildings and groundskeeping.
2. Within the perimeter of the service yard will be a two-bay service garage.
 - a. One bay will be where groundskeeping and litter crew equipment is stored and maintained.
 - b. The second bay will be configured as

a vehicle wash stall with a high-pressure hose for cleaning jail vehicles.

15.500 Central Mechanical Plant

1. The central mechanical plant will be sized to serve the FCJ. The central mechanical plant will house the chillers and heating equipment for the facility, and the domestic hot water supply. It will also provide the main transformers for the facility and the emergency generator. This area must be subdivided so that heating equipment is in one area, cooling equipment in another area, hot water generation in another area, and emergency generators in a fourth area. Care must be taken to keep circulator pumps and other heat-sensitive equipment away from any heat-generating source. Appropriate ventilation and exhaust fans should be utilized as necessary to reduce heat loads. Electrical conduits, plumbing chases, ductwork, etc. should be color-coded for easy identification.
2. This area has vital equipment necessary for the essential operations of the facility, and the environment should be as clean and as dust free as possible. Any insulating materials, wall and floor finishes,

ceiling treatments, etc. should be sealed to eliminate flaking and be as easy to maintain as possible.

3. Outside access should be provided to the mechanical equipment to allow maintenance workers ready access into the area, and escorted access into the area by maintenance workers who are private contractors. This area should be located outside the security perimeter.
 - a. Appropriately sized and configured openings (possibly removable louvers) will allow installation, removal, and replacement of equipment without disassembly.
4. As part of the central mechanical plant operation, there will be an office provided for the stationary engineer foreman and shared workstations will be provided for the stationary engineers. Support spaces for the stationary engineers will include a beverage/snack station, staff lockers, a staff restroom, a water cooler, and a janitor closet.

16.000 Parking

The Fulton County Jail is a public building serving many interests and needs, including law enforcement and judicial processing, plus all services and activities related to the safe and secure detention of persons committed to the FCJ. Vehicle parking is needed for employees, contract staff, contractors, volunteers, official and professional visitors, and detainee visitors.

As the country moves toward less reliance on fossil fuels, the county is encouraged to consider providing weather-protected parking with solar panels installed on the roofs. Electrical chargers/outlets will be provided in each parking area.

16.100 Parking – Public Vehicles

1. Appropriate signage around the site should indicate the public parking areas. Public access to the site should have its own vehicular entrance and exit ramps from the road, separate from staff-only access areas, if possible. Public parking areas should be adequately lit and equipped with pole-mounted CCTV cameras that can be monitored by central command, to provide for adequate su-

OPERATING PRINCIPLES & MACRO ARCHITECTURAL SPACE PROGRAM

Vehicle parking is needed for employees, contract staff, contractors, volunteers, official and professional visitors, and detainee visitors.



pervision of the area and for the safety of staff and visitors.

2. The public parking area should have 150 (est.) spaces to accommodate both official visitors and detainee visitors simultaneously, including handicapped spaces per code. Designated handicapped parking should be as close to the public entrance as is feasible. The public parking area should be proximate to the public lobby.
3. In a secure area, 24 reserved parking spaces will be available for the following officials:
 - a. Judicial official (8)
 - b. County official (6)
 - c. Law enforcement official (6)
 - d. TBD (4)
4. There should be on-site parking for contractors and professional visitors. 10 contractor/professional visitor vehicle parking spaces will be provided.
5. Electrical chargers and outlets will be provided that allow for recharging of electric vehicles.

16.200 Parking – Staff Vehicles

1. The staff parking area should be independent of public parking and should be located to prevent casual viewing of the

staff parking area.

2. The staff parking area will be securely fenced and gated with card reader and/or pin code access for authorized persons' entry/exit and should be provided with pole-mounted CCTV cameras that can be recorded and monitored by central command. Staff parking areas shall be adequately lit for active monitoring, and the safety of staff.
3. The number of staff parking spaces (425 est.) will be sufficient such that there is parking for two shifts during shift change times.
4. 27 reserved parking spaces will be provided for the following positions:
 - a. Sheriff (2)
 - b. Chief Deputy
 - c. Jail Administrator
 - d. Lieutenant Colonel (3)
 - e. Major (2)
 - f. On-duty Watch Commander (2)
 - g. Chief Chaplain
 - h. Health Program Manager
 - i. Medical Director
 - j. Health Services Administrator
 - k. Mental Health Director
 - l. TBD (11)
5. Electrical chargers and outlets will be provided that will allow for recharging of electric vehicles.

16.300 Parking – Facility Vehicles

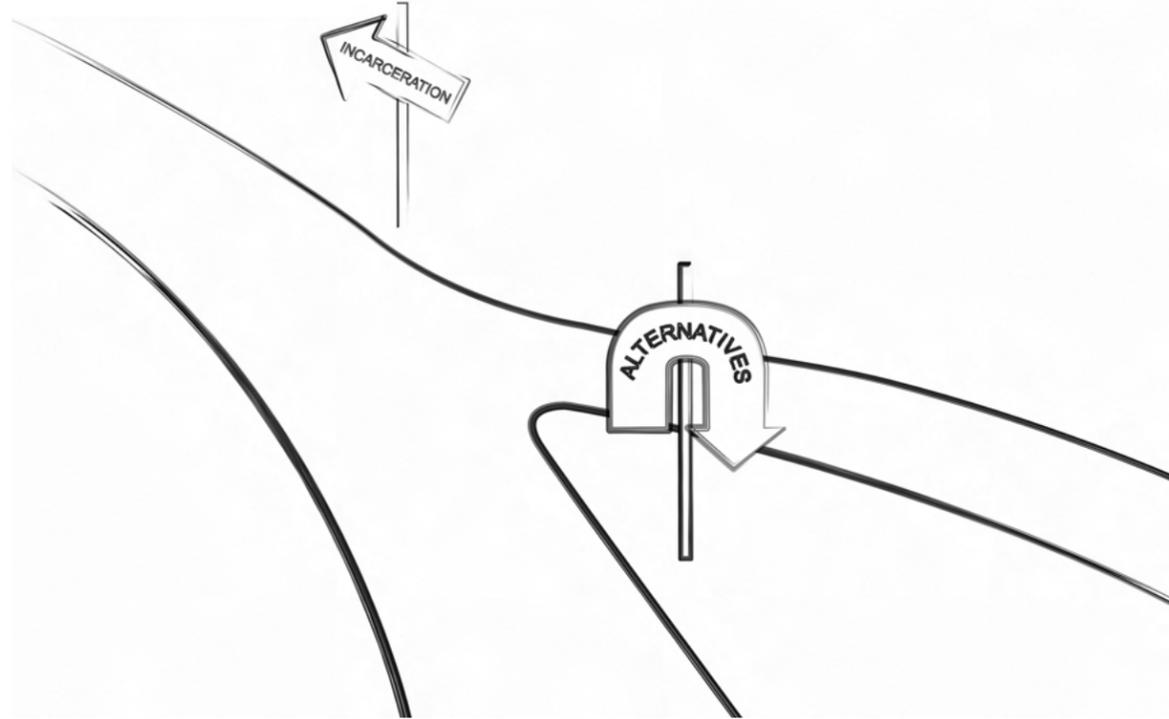
1. As noted previously in this report, designated parking will be provided for two facility service vehicles within the service yard.
2. Facility vehicle parking areas should be adequately lit and equipped with pole-mounted CCTV cameras that can be monitored by central command, to provide for adequate monitoring of the area and for the safety of staff.
3. Parking will be provided for facility vehicles as follows:
 - a. Medical (5)
 - b. Transfer (6)
 - c. Maintenance (2)
 - d. Fleet Overflow (6)
 - e. TBD (5)
4. Parking spaces will be sized to accommodate the different types of vehicles such as passenger cars, vans, buses, service vans, and pickups. Facility vehicles will be parked proximate to the respective function they are servicing.
5. Electrical chargers and outlets will be provided that will allow for recharging of electric vehicles.



ALTERNATIVES TO INCARCERATION



ALTERNATIVES TO INCARCERATION & OTHER MEANS TO REDUCE THE JAIL POPULATION



Introduction

This portion of the report first identifies the numerous reasons for Alternatives to Incarceration (ATI's) and other means to reduce the number of jail beds needed. Next, it briefly describes Fulton County's existing ATI's and other jail bed reduction measures. This section then describes and provides recommendations on enhancements to what currently exists and additional measures to better achieve objectives pertaining to limiting the size of the jail, community safety, crime reduction, rehabilitation, and capital and ongoing costs – all based on local and national research on “what works.”

The “Status Quo” bed need forecast in Track 2 (p.45) assumes that existing ATI's and justice system practices will be unchanged. The “Alternate Forecast 1” (p.49) and “Alternate Forecast 2” (p.51) bed need projections assume that some of the recommendations in this section of the report are implemented, such as expansion of the number of individuals on Pretrial Services.

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- John Collins, Director of Accountability Courts (Superior Court)
- Georgee Corley, Coordinator, Misdemeanor Mental Health Court
- Will Davis, Court Support Manager, Pretrial Intake
- Judge Susan Edlein, DUI Court (State Court)
- Marion Greathouse, Deputy Court Administrator, Pretrial Services
- Ketsia Guerrier, Assistant to the Chief Operating Officer, Public Safety
- Nicholas Heaghey, Court Policy Analyst, Justice and Mental Health Initiatives
- Anne Hernandez, Executive Director Grady Behavioral Health
- Patrick Holsey, Field Operations Director, Georgia Department of Community Supervision
- Bradley Jones, DUI Court (State Court)
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- Moki Macias, Executive Director, Policing Alternatives and Diversion Initiative
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- Sabrina Wells, Management Policy Analyst, Pretrial Services
- Cathryn Vassell, Chief Executive Officer, Partners for Home

ALTERNATIVES TO INCARCERATION & OTHER MEANS TO REDUCE THE JAIL POPULATION

Footnotes

¹ Rempel, Michael, and Tia Pooler. June 2020. Reducing Pretrial Detention in New York City: Data-Driven Strategies for Decarceration. New York, Ny: Center for Court Innovation, page 6.

² As noted in Rempel and Pooler’s paper, there are several theories for why jail increases recidivism. The most common explanation is a “contagion effect.” The theory is that incarceration removes people from their families and neighbors, isolating them from mainstream social influences in their lives and placing them, instead, in close proximity to others who may be criminally involved; daily interaction with other individuals who may be involved in criminal activity can, in turn, lead to “cross-contagion” effects, spreading anti-social attitudes and normative support for crime and violence as a solution to everyday problems. A second explanation focuses on the socioeconomic ramifications of incarceration, which can lead people to lose their jobs, income, and housing (e.g., if they fail to report to work or miss rent while imprisoned), creating known economic risk factors for future criminality that did not previously exist. A third explanation focuses on the dehumanizing and psychologically traumatizing effects of incarceration, especially in jails known for violence and maltreatment. Traumatic experiences in jail can both create new or worsen existing drug or mental health problems in ways that can impede everyday functioning in the future, leading individuals to further illegal drug involvement or other criminal behavior.

³ MacGillis, Alec. The Cause of the Crime Wave is Hiding in Plain Sight. The Atlantic. July 19. 2022.

⁴ Center for Court Innovation, Closing Rikers Island, A Roadmap for Reducing Jail in New York City, July 2021, page 17.

⁵ Center for Court Innovation. Closing Rikers Island, A Roadmap for Reducing Jail in New York City. July 2021, page 34.

⁶ Women’s Community Justice Association. Path to Under 100: Strategies to Safely Lower the Number of Women and Gender-Expansive People in New York City Jails. June 2022, pages vi, 12.

⁷ Weill, Joanna; Rempel, Michael; Rodriguez, Krystal; and Raine, Valerie; Center for Court Innovation. Reducing Felony Case Delay in Brooklyn: Evaluation of Jail Reduction Strategies Implemented in 2019. March 2021, pages 36-38.

⁸ Center for Court Innovation. Closing Rikers Island, A Roadmap for Reducing Jail in New York City. July 2021, page 34.

⁹ Ibid, page 33.

¹⁰ Ibid, page 34.

Why Alternatives, and Why Reduce the Jail Population?

There are many reasons for jurisdictions such as Fulton County to expand non-custody alternatives to incarceration and other means to reduce the jail population. Beneficiaries of such measures include taxpayers, alleged and convicted offenders, the mentally ill, and their families. Reasons for expanding alternatives and other justice system changes include:

- Better address alleged and convicted offenders based on their risks and needs.
- Better address substance abuse, mental illness, and homelessness.
- Decrease the harm from incarceration done to the mentally ill and others.^{1,2}
- Reduce construction costs.
- Control operational costs.
- Reduce recidivism and crime.
- Foster individual accountability.
- Better support individuals and their families.
- Increase the likelihood of voters supporting a referendum. Many taxpayers are more willing to support funding a jail if the bond also supports non-custody treatment-oriented programs – a “balanced approach.”

What New (or Renewed) Programs and Actions Should be Implemented?

Expedite Court Processes to Significantly Reduce Jail Length of Stay and Bed Needs

Expediting court processing has a direct and profound impact on the number of jail beds needed. This reduces Average Length of Stay (ALOS) in jail which reduces the number of beds needed.

Another profound benefit of expedited court processing is a reduction in crime. Addressing criminal offenses quickly with consequences reduces subsequent criminal activity.³ A study in Bernalillo County (Albuquerque) found that “speed is the best deterrent” to crime. To help reduce the backlog in cases, court administrators, district attorneys, public defenders, agreed to expedite the cases of people sitting in jail.⁴

One way that New York City found it could speed up cases was that the same judges who heard pretrial cases also presided over trials. Because of their familiarity with such cases, trials took less time and the judges were able to work on more cases.⁵

To greatly reduce its detainee population, New York also established Population Review Teams composed of all key justice system

players to collaboratively review cases and determine who can be safely released with monitoring and support, and have their cases resolved swiftly.⁶

Another study concluded that operationalizing best practices pertaining to case processing reduces felony case delay. A pilot project significantly increased the percentage of cases resolved within six months of disposition (51.2% vs. 40.1%). The difference was even more profound for those held in pretrial detention; the six-month disposition rate increased from 31.1% to 52.9%. For those with violent felony cases, dispositions within six months were reduced from 25% to 42.8%. Primary “lessons learned” from the study were that written guidelines, pre-conceived numbers of target weeks for each adjournment, and case conferences all contributed to reduced pretrial time in detention.⁷

In Fulton County, even before the COVID pandemic, the ALOS was long compared to many other jails, and it has increased further. The ALOS was three days in January 2016, and it was 58 days in April 2022. More than 25 percent of the population have a LOS exceeding 12 months.

Specific actions that can reduce Length of Stay of Pretrial Detainees that are recommended are:

- Require that Courts give priority to cases involving people who are detained.⁸
- Continuously review who is in jail, how long they have been in jail, and appropriate options for their release to a non-custody alternative.
- Develop target time limits for pretrial detention, such as 90 days for misdemeanors and six months for most felonies. Create and follow formal, written timelines. Limit task-based adjournment time periods. Convene Pretrial Conferences with all parties.⁹
- Add more Public Defenders and paralegals to speed up Court proceedings and reduce ALOS and ADP.¹⁰
- Recreate the “Rocket Docket” in Superior Court and State Court to reduce ALOS and ADP for those incarcerated for low level offenses.
- Reduce the quantity and frequency of Court Continuances.
- Improve the scheduling of courtrooms to help move cases faster (there are too few courtrooms).

Establish a Criminal Justice and Social Service Coordinating Council (CJ&SSCC) with Staff including a Director to Coordinate Alternatives, Programs, Services, Research, and Help Limit the Jail Population

The Department of Justice’s National

ALTERNATIVES TO INCARCERATION & OTHER MEANS TO REDUCE THE JAIL POPULATION



Source: Atlanta Detox Center, <https://atlantadetoxtreatment.com/>

Footnotes

¹¹ Bexar County Office of Criminal Justice Policy, Planning & Programs website.
¹² Office of National Drug Control Policy, Executive Office of the President. Alternatives to Incarceration: A Smart Approach to Breaking the Cycle of Drug Use and Crime. April 2011, page 2-4.
¹³ National Institute of Justice. In Brief: Hawaii Hope. U.S. Department of Justice. 2010.
¹⁴ Ayoub, Lama Hassoun; Tallon, Jennifer A.; Picard, Sarah; and Ramdath, Cassandra. Probation Reform in New York City: An Outcome Evaluation (2013-2016). Center for Court Innovation. June 2020.
¹⁵ LaGratta, Emily and Tom R. Tyler. 2017. To Be Fair: Conversations about Procedural Justice. New York, NY: Center for Court Innovation. <http://www.courtinnovation.org/topic/procedural-justice>.

Institute of Corrections, which serves counties throughout the United States, strongly recommends that every county have a Criminal Justice Coordinating Council, and that its active participants include all elected and appointed county, city, and state justice officials who serve in the county. These include sheriffs, police chiefs, judges, court administrators, district attorneys, public defenders, and probation chiefs.

With many alleged and convicted offenders having issues related to mental health, substance abuse, poverty, and homelessness that “contribute” to their criminality, it is most effective for Coordinating Councils to include those in the public and private sectors who lead mental health, substance abuse, social services, and housing programs.

To lead, coordinate, and support the CJ&SSCC and its agencies joint efforts to improve the justice system and its overlaps with the social services system, several staff are needed, including an alternatives to incarceration/jail population manager.

For the staff, one model for Fulton County to consider is Bexar County’s (San Antonio) Office of Criminal Justice Policy, Planning and Programs. It serves as local leader for criminal justice policy and planning, and coordinates programs and services. The Office’s

staff includes the county’s Population Impact Control Manager, a research coordinator, a contract manager, and a data analyst.¹¹

Recommendations include:

- Establish a proactive CJ&SSCC consisting of elected and appointed justice and social service department officials in Fulton County – including those with Fulton County, Atlanta, other cities in the County, the State, and private providers.
- Provide the CJ&SSCC with staff to coordinate and oversee programs and services, monitor results of programs and justice system changes, keep abreast of research and best practices, and keep track of tasks and assignments. This staff should be led by an alternatives to incarceration/jail population management Director.
- Meet at the same time, day and place every month.
- Have a rotating chairperson who develops agendas with input from all.
- Continuously review “best practices” as presented by CJ&SSCC staff and members, and discuss and reach consensus on ways to improve the justice system and reduce crime and recidivism.
- Collect and review local and national data on “what works.”
- Implement agreed upon changes to the justice system.

- Monitor changes and tweak the justice system and social services to make further improvements.
- Advocate for the State to adopt laws that improve the justice system and social services, and to provide adequate funding.

Reconstruct Misdemeanor Probation, Change from Private to County Operations and Incorporate Evidence-Based Practices

Numerous articles and reports have pointed out the myriad of problems with private probation companies in Georgia and throughout the country.

National studies show that swift, certain, and modest penalties for violations of probation are most effective. For severe violations, two or three days of time in custody can be effective in supporting compliance and curbing recidivism. Recognized examples of this approach include Smart Probation in Hawaii: HOPE and Smart Probation in South Dakota.¹² HOPE Probationers were 55 percent less likely to be arrested for a new crime, 61 percent less likely to skip probation appointments, and 72 percent less likely to use drugs.¹³

A study of probation in New York City found that positive experiences with the criminal

justice system leads to desirable outcomes, including reduced recidivism.^{14 15} New York City was able to rapidly expand its pretrial supervision capability by contracting with a not-for-profit entity to perform those services at no charge to the clients. The Center for Court Innovation aided the program during COVID by distributing smart phones where necessary to establish points of contact.

According to a PAD official (Policing Alternatives and Diversion Initiative), approximately 10 percent of bookings in the Fulton County Jail are of probationers who violated probation conditions and did not commit another crime.

In Fulton County, Misdemeanor Probation is privatized and operated by Judicial Correction Services (JCS). It is the only alternative to incarceration that (thus far) has refused to engage in an interview or meeting for this study, and it was the only one that did not provide data or any other requested information.

According to its website, JCS acts as a self-funding probation agency, which means that its costs are covered by charges to probationers. In other jurisdictions, judges and others have accused it of abuses similar to operating a “debtors’ prison” and an “extortion racket.” According to one report,

ALTERNATIVES TO INCARCERATION & OTHER MEANS TO REDUCE THE JAIL POPULATION



Source: Austin Sobering Center, <https://soberingcenter.org/about/>

Footnotes

- ¹⁶ San Francisco Sobering Center website: ssoberingcenter.com
- ¹⁷ Austin Sobering Center website: soberingcenter.org
- ¹⁸ Queens Community Justice Center: Alternatives to Incarceration, March 2021, pages 1-2.
- ¹⁹ ATI Inc., CGL, and Falcon. Baltimore Therapeutic Treatment Center Part 1 & Part 2 Report, July 23, 2021, page 10.

JCS makes a large profit from fees paid by probationers. Those who cannot or will not pay fines can be jailed. One judge found that another (not Fulton) court’s actions “repeatedly violated the constitutional rights of defendants” who were trapped by JCS into paying several times the amount of their original no-leniency court-imposed fines and fees. Some former staff have stated the company is all about making money, that it does not care about helping people.

Recommendations for Misdemeanor Probation include:

- Change operations so Misdemeanor Probation is run by state court (rather than by a private company).
- Enable appointments to be scheduled and rescheduled over the telephone, by text, and by email (currently one must report in person to the probation office to change an appointment).
- For violations, provide immediate and consistent consequences.
- Provide incentives for compliance.
- Expand sanctions to reduce the number of probation revocations resulting in incarceration.
- When short stays in jail are needed as a consequence, enable probationers to serve jail time on weekends so they do not jeopardize their jobs.
- Hire and train staff with excellent com-

- Provide assistance with money management and other life skills.

Change State Law Enabling Diversion of those with Warrants for Non-violent Offenses

A Georgia law requires that anyone who is apprehended by law enforcement who has an outstanding warrant, even for minor offenses, must be jailed. Consequently, the Fulton County Jail houses low level alleged offenders who might otherwise qualify to be released.

Recommendation:

- Lead an effort to change Georgia law so those apprehended who have outstanding warrants for non-violent minor crimes can be diverted from Jail.

Establish a Sobering Center

In Atlanta there is a widely recognized need for a Sobering Center. It would provide short-term (4-12-hour) recovery and recuperation from the effects of acute alcohol and drug intoxication. Staff would observe and monitor clients/patients throughout the sobering process. It would significantly reduce the number of jail bookings of those who are drunk and high on drugs.

The San Francisco Sobering Center, in operation since 2003, is a 24/7 nurse-managed program. Functions include monitoring vital signs, providing nutrition, and assisting with housing and detoxification. Many of its clients have a history of homelessness, and the Center serves as an alternative to both incarceration and emergency care.¹⁶

The Austin Sobering Center is considered a safe place for acutely intoxicated people to be cared for while they become sober. As in San Francisco, the Austin Center is an alternative to incarceration and emergency rooms. While there, interested clients can obtain advice about reducing or eliminating their use of alcohol and drugs.¹⁷

Recommendations to consider:

- Establish a Sobering Center with involvement from the Justice and Mental Health Task Force, Grady Behavioral Health, PAD, the Center for Diversion and Services, the Fulton County Sheriff’s office, Atlanta Police Department, and other entities.
- Locate the Sobering Center in or adjacent to the Center for Diversion and Services. Several staff and other resources could be shared, helping to limit ongoing costs.
- Once established, incorporate in the training of county and city law enforcement officers.

Establish “One-Stop Shops” for Justice and Social Services including Community Courts

One-Stop Shops could be a place for misdemeanor and felony probation reporting, case management, drug and alcohol testing, individual and group counseling, self-help groups, conflict resolution and mediation (Restorative Justice), housing assistance, workforce development, community service and more.

One example is the Queens Community Justice Center. It takes a holistic approach to justice and social services and aims to address underlying issues that often lead to criminality, which helps reduce the need for jail beds.¹⁸

The Baltimore Therapeutic Treatment Center, with a “deflection” component, fully planned and currently being designed, will be a “community-oriented and treatment-centered facility at the intersection of public health and public safety,” addressing “the presenting problems of those encountering the justice system, rather than attempting to avoid, manage, or incapacitate these issues.”¹⁹ This Center will aim to fill in gaps at the front end of the justice system, including assessment, stabilization, diversion of those suffering from mental illness and co-occurring disorders. It will contain residential crisis

ALTERNATIVES TO INCARCERATION & OTHER MEANS TO REDUCE THE JAIL POPULATION



Source: Policing Alternatives & Diversion Initiative, www.atlantapad.org

Footnotes

- ²⁰ Ibid, pages 18 – 20.
- ²¹ Ibid, pages 27-28.
- ²² Ibid, pages 42-43.
- ²³ Lang, Julius, and LaGratta, Emily. How 10 Courts are Redefining Community Justice. Center for Court Innovation. 2020, pages 1-2.
- ²⁴ Ibid, page 3 through 8.
- ²⁵ Katz, Joanne, and Bonham, Gene. Effective Alternatives to Incarceration: Police Collaborations with Corrections and Communities. 2009.
- ²⁶ The Early Release 6A Program Documented Results: Six Month Update. Center for Court Innovation. 2020, pages 1-2.
- ²⁷ Recommended by the Fulton County Justice and Mental Health Task Force.

beds, detox, short-term medical care, social services. The Center will also fill in service gaps at the back end of the justice system, including assistance with release from incarceration, job readiness, and continuance of care.²⁰ Another element of the Baltimore model is Day Reporting for aftercare, but as part of a “one-stop shop” it could be used as part of Pretrial Release and Misdemeanor Probation for those who need more intensive supervision and services.²¹ Expected benefits from the Baltimore Therapeutic Treatment Center include strengthened collaboration among agencies and program providers, operational efficiencies, cost savings, less violence, and a reduction in jail population.²²

Spokane, Washington has two Community Courts; one is downtown and the other is in northeast Spokane. They reach low-level repeat defendants and connect them to services based on their needs. In Cleveland, Ohio, the Cleveland Community Court handles non-violent misdemeanors.²³

In Dallas, Texas, the Second Chance Community Improvement Program serves young adults charged with non-violent misdemeanors and felonies. The court team includes a mental health professional. Participants’ needs are assessed, and they receive treatment based on these needs. Other similar Community Courts are in Las

Vegas, Honolulu, Cook County (Chicago), Philadelphia, Eugene (Oregon), Olympia (Washington), and Jersey City (New Jersey).²⁴

Recommendations to consider:

- Establish three “One-Stop Shops”: Central, South, and North Fulton County.
- Provide and accommodate mental health and substance abuse treatment, misdemeanor and felony probation, self-help groups, workforce development, reporting and case management, drug and alcohol testing, payment of fines, mediation, and housing assistance.
- At one or more of the “One-Stop Shops,” also accommodate Day Reporting and consider locating the Sobering Center at the same location.
- Locate for easy accessibility via MARTA.

Develop a Substantive Reentry Program at Jail, and Structured Early Release and Post-Release Programs

As with Recovery Courts, there is widespread evidence that Reentry and Post-Release programs reduce recidivism, and therefore reduce the jail population.²⁵

Currently in Fulton County, Public Defender’s Social Workers and NaphCare staff provide limited reentry assistance.

To reduce the population on Rikers Island, New York established an Early Release program with remote daily check-ins, wellness checks, counseling, and assistance with housing, food, and other services. Participants had been sentenced almost equally for felonies and misdemeanors. Of 296 releasees, 26 (nine percent) were re-arrested within six months. Only two re-arrests were for violent felonies.²⁶

- Establish a Reentry Unit at the Jail.²⁷
- Identify needs during booking.
- Provide needs-based counseling while incarcerated.
- Help detainees prepare for release; aid and referrals with jobs, stabilizing resources, and treatment.
- Help with placement in transitional housing.
- Provide post-release case management and guidance for those with moderate and high risk and needs.

What Programs Should be Expanded?

Enhance Policing Alternatives and Diversion (PAD)

The Policing Alternatives and Diversion Initiative works to reduce arrest and incarceration of people experiencing extreme poverty, problematic substance use, and/or mental health concerns.

PAD’s three part approach consists of:

1. Respond to community calls for service – via 311.
2. Provide an immediate alternative to arrest (Law Enforcement Assisted Diversion – Lead).
3. Provide direct services and care navigation. These services include emergency shelters, food, transportation assistance, and clothing.

PAD trains arresting officers so they are knowledgeable about PAD and divert people meeting specified criteria from jail.

PAD’s impact on diversion will (or can) be expanded by the following:

- Opening the Center for Diversion and Services in a non-secure portion of the Atlanta City Detention Center, enabling law enforcement officers to take those eligible for diversion 24/7.

ALTERNATIVES TO INCARCERATION & OTHER MEANS TO REDUCE THE JAIL POPULATION

Footnotes

²⁸ Rempel, Michael, and Tia Pooler. June 2020. Reducing Pretrial Detention in New York City: Data-Driven Strategies for Decarceration. New York, NY: Center for Court Innovation, page 8.

²⁹ Ibid, page 9.

³⁰ Center for Court Innovation. Expanding Supervised Release in New York City: An Evaluation of June 2019 Changes. June 2022, pages 1 - 9.

³¹ Center for Court Innovation, Supervised Release Five Years Later. October 2021. pages 1-2.

³² Center for Court Innovation. Closing Rikers Island, A Roadmap for Reducing Jail in New York City. July 2021, page 18.

³³ Freudenberg, N., Daniels, J., Crum, M., Perkins, T., and Richie, B. E. (2005). Coming Home from Jail: The Social and Health Consequences of Community Reentry for Women, Male Adolescents, and their Families and Communities. American Journal of Public Health 95: 10: 1725-1736. Listwan, S. J., Sullivan, C., Agnew, R., Cullen, F. T., and Colvin, M. (2013). "The Pains of Imprisonment Revisited: The Impact of Strain on Inmate Recidivism." Justice Quarterly 30: 1: 144-167. Rempel, M. and Pooler, T. (2020). "Reducing Pretrial Detention in New York City: Data-Driven Strategies for Decarceration." Sistemas Judiciales. Revista 23: 124-137. "The Deterrent Effect of Imprisonment and Offender's Stakes in Conformity." Criminal Justice Policy Review 18:1: 31-50. All cited in Center for Court Innovation, Closing Rikers Island, A Roadmap for Reducing Jail in New York City, July 2021, page 19.

- Training more law enforcement officers.
- Increase the percentage and number of people who accept PAD's assistance. In 2021, PAD diverted 266 people and attempted to divert 186 additional individuals who chose jail.
- Expand PAD into other cities within Fulton County (it is only in Atlanta currently), including College Park, East Point, Hapeville, the City of South Fulton, Sandy Springs, and Roswell.

Divert More Pretrial Alleged Offenders through Pretrial Services

Expanding the number of people released from jail on Pretrial Release can significantly reduce the jail population.

In one action to close Rikers Island, New York enacted legislation that all defendants must be released on their own recognizance unless a judge finds that there is evidence that they pose a "risk of flight to avoid prosecution."²⁸ Even where risk of flight is demonstrated, the New York law requires judges to order the "least restrictive" condition that will reasonably assure the defendant's return to court – such as pretrial supervision.²⁹

New York City began Supervised Release in 2016 and significantly expanded it in 2019. It's program, similar to Fulton County's,

includes phone and in-person check-ins and referrals to services based on individual needs. In both jurisdictions, defendants charged with non-violent felonies and misdemeanors are eligible. In New York, judges can set mandatory programs as a condition of release. A study of the impacts of the New York program's expansion shows that "large changes are needed for a large impact."³⁰

A five-year study of New York City's expansion of Supervised Release Program, during which time 25,000 people were diverted, found that supervised release is as effective as cash bail at preventing failures to appear in court. Eighty-seven percent of participants never missed a single court date., and 98 percent complied with check-ins. Over a four year period of time (2016 through 2020), 87% of participants were not arrested on a new felony charge, and only one percent was rearrested for a violent felony. When Supervised Release was expanded, outcomes remained very positive.³¹

A study in New York City found that 84 percent of people released pretrial attended every court date, and 92 percent either attended every date or within 30 days of a missed date. For those charged with violent felonies, court attendance was even higher; 96 percent attended every court date or within 30 days. Furthermore, less than

one percent of those who were released were re-arrested for a violent felony while awaiting a determination of guilt.³²

Another way that Pretrial Release indirectly reduces the jail population is that pretrial detention itself is thought to lead to higher re-arrest rates.³³

Fulton County Pretrial Services assesses all individuals booked into the Fulton County Jail who are eligible for release. It helps the court make objective, information-based decisions on who to release, and it supervises those who are released.

Pretrial Services has three units, each with a separate function. The Intake Unit collects, verifies, and reports information on arrestees to the court prior to pretrial release hearings. The Court Unit develops and makes recommendations on the least restrictive non-financial release conditions needed to protect the community and assure defendants' court appearances. The Supervision Unit supervises felony and misdemeanor defendants who are granted pretrial release, and it helps ensure that they comply with court-ordered conditions.

While literally thousands of individuals are served by Pretrial Services (for example, 4,100 individuals supervised by Pretrial in

mid-2022), there appears to be room for expansion that would help limit the number of jail beds needed.

Recommendations:

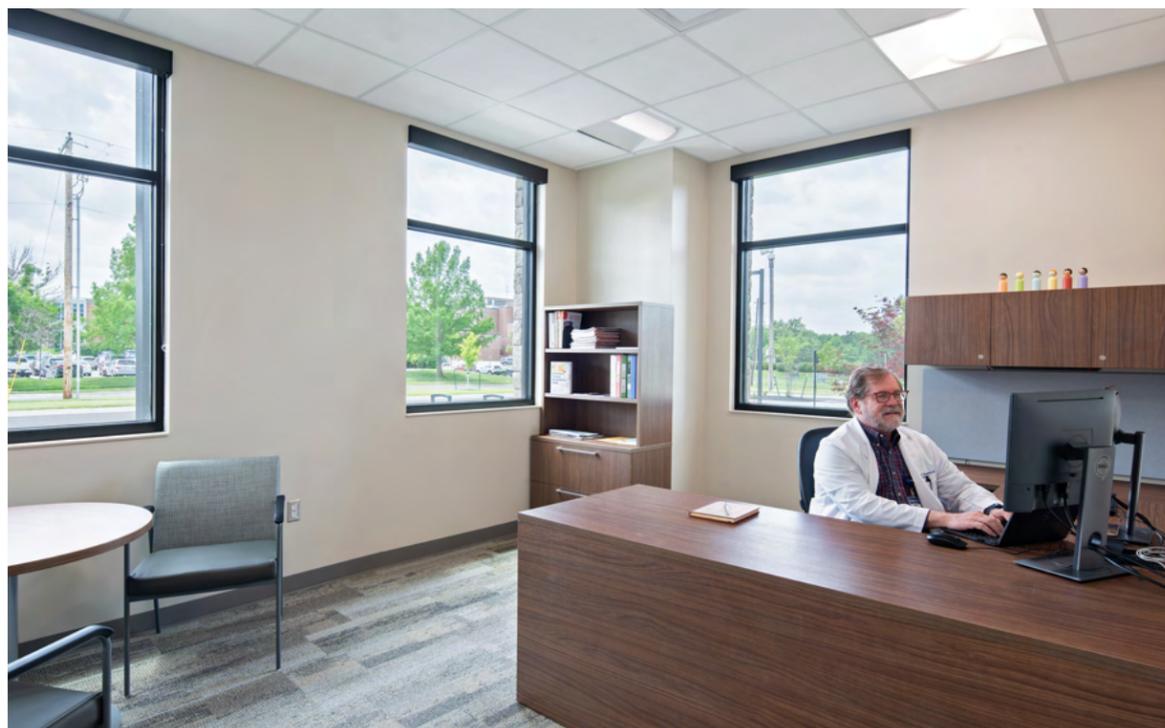
- Encourage judges to approve a higher percentage of recommendations for pretrial. In recent years, approximately 45 percent of those who have been charged with felonies and recommended for pretrial have been approved by judges, and approximately 86 of those charged with misdemeanors and recommended by pretrial have been accepted for the program by judges.
- With more on Pretrial Release, hire more pretrial supervision staff to provide adequate supervision.
- Work with Partners for Home to find housing for those who would qualify for Pretrial Release if they had stable housing, and work with all justice and social service agencies to help meet pretrial clients' needs.

Expand Accountability Courts: Drug Court, Behavioral Health Court, Veterans Court

Accountability Courts nationwide have a proven track record in reducing jail populations and recidivism.

For example, a study of Brooklyn's Mental

ALTERNATIVES TO INCARCERATION & OTHER MEANS TO REDUCE THE JAIL POPULATION



Footnotes

- ³⁴ Center for Court Innovation. Fact Sheet: Brooklyn Mental Health Court. February 2022, pages 1 -2.
- ³⁵ Avinash S. Bhati, John K. Roman, and Aaron Chalfin, To Treat or Not to Treat: Evidence on the Effects of Expanding Treatment to Drug Involved Offenders (Washington D.C.: The Urban Institute, 2008).
- ³⁶ Arnold, Aaron, Venally, Precious, and Friedrich, Michael. Drug Courts in the Age of Sentencing Reform. 2020, pages 3-4.
- ³⁷ The White House Office of National Drug Control Policy: Alternatives to Incarceration: A Smart Approach to Breaking the Cycle of Drug Use and Crime, August 2021, page 5.
- ³⁸ Center for Court Innovation. Fact Sheet: Brooklyn Felony Alternatives-to-Incarceration Court, 2020, page 1.
- ³⁹ Interview with John Collins.
- ⁴⁰ Center for Court Innovation. Fact Sheet: Brooklyn Felony Alternatives-to-Incarceration Court, 2020, page 1.

Health Court found that of those in the program, their re-arrest rate was 46 percent less than those in a comparison group.³⁴

National research suggests that there are opportunities for Accountability Courts to serve many more people. The Urban Institute’s Multi-Site Adult Drug Court Evaluation, which surveyed 600 courts, found that about 55,000 defendants enter treatment out of an estimated 1.5 million who are at risk of substance use disorders—less than four percent.³⁵ To expand Drug Courts in New York, efforts were made to improve coordination among all parties (district attorney, probation, public defender, treatment providers, courts). Additionally, eligibility criteria were expanded to include those charged with felony property crimes and chronic misdemeanors. The number of referrals nearly tripled, and despite the increased caseload, additional staff were not needed.³⁶ A White House Office of National Drug Control Policy study found that participants in Drug Courts were 25 percent less likely to continue criminal activity and also 25 percent less likely to continue drug use. Furthermore, it concluded that Drug Courts resulted in \$2.21 in direct benefits to the criminal justice for every dollar spent.³⁷

The Accountability Court model can and has been applied to other populations besides

veterans, the mentally ill and those with substance abuse issues. Brooklyn’s Felony Alternatives-to-Incarceration Court serves those with felony charges who are ineligible for other specialized courts. As with other Accountability Courts, a Felony Alternatives-to-Incarceration Court assesses each candidate, develops, and implements individualized treatment plans based on needs, provides ongoing case management, makes referrals to a wide array of community-based services, and requires regular reporting to court.³⁸

Fulton County has three felony Accountability Courts: a Drug Court, a Mental Health Court, and a Veterans Court. The three operate similarly. Clients are referred by public defenders, district attorneys, and judges. They have been charged with non-violent felonies. Except for some of the veterans, they have mental health and/or substance abuse issues. Recently there has been a total of 180 to 250 clients in the three courts. Prior to the COVID pandemic, the number of clients was higher. Reportedly, current staff could serve 300 clients.

The Accountability Court programs have six phases, and clients complete each phase before moving on to the next. Generally, the duration of the programs is 12 to 18 months. Clients receive judicial monitoring, and assis-

tance with housing, transportation, and their individual issues.

Recommended changes to the Accountability Courts are as follows:

- Recently (June 2022) there was a total of approximately 215 clients in the three felony Accountability Courts. This could be expanded by 38% to approximately 300 clients without adding staff. With changing the risk and needs requirements, even more could be served, but above 300 is likely to require more staff.³⁹
- Expand to include those who are medium risk and high need (now just high risk and high need).
- Expand to include those with medium risk and medium need with a shorter (one year rather than 18-24 month) program.
- Consider adding incentives to start and complete the program to help sway more of those who would rather “do the time” in jail and prison.
- Consider establishing a Felony Alternatives-to-Incarceration Court, such as one in Brooklyn.⁴⁰

Enhance DUI Court

Fulton County’s Misdemeanor DUI Court works similarly to other accountability courts, with a five phase program and regular court

appearances and reviews with a multi-agency team. Initially, candidates have a choice of participation in DUI Court or serving time in the jail. Those who sign up are in the program from 50 weeks to two years.

Recommendations on DUI Court are as follows:

- Speed up processing so clients start the program within 30 days of their offense (now it sometimes takes years!). As noted earlier, when it comes to criminal offenses, swift actions are more effective than ones that are delayed.
- Before they individuals start DUI Court, have Pretrial Services monitor them.
- Consider replacing private treatment providers with treatment staff who are Fulton County employees.

Expand Misdemeanor Mental Health Court

Reportedly, approximately one-third of all Fulton County Jail detainees have mental health issues, and as previously noted, incarceration itself and jail environments can aggravate mental illnesses.

The Fulton County Misdemeanor Mental Health Court aims to alleviate this problem. It diverts and supports eligible misdemeanants with behavioral health issues. The program contains four phases over twelve months. Of

ALTERNATIVES TO INCARCERATION & OTHER MEANS TO REDUCE THE JAIL POPULATION



Source: EAC Network, <https://eac-network.org/alternatives-to-incarceration-nassau-tasc/>

Footnotes

⁴¹ Women’s Community Justice Association. Path to Under 100: Strategies to Safely Lower the Number of Women and Gender-Expansive People in New York City Jails. June 2022, page 7.
⁴² Path to Under 100: Strategies to Safely Lower the Number of Women and Gender-Expansive People in New York City Jails, Women’s Community Justice Association, Independent Commission on New York City Criminal Justice and Incarceration Reform, Data Collaborative for Justice at John Jay College, and Center for Court Innovation, June 2022, Page 7.
⁴³ Ibid, page 8.
⁴⁴ A priority of the Fulton County Justice and Mental Health Task Force.
⁴⁵ Center for Court Innovation. Closing Rikers Island, A Roadmap for Reducing Jail in New York City. July 2021, page 52.

64 graduates between 2018 and mid-2022, very few have recidivated, and only one of these was for a felony.

Recommendations on Misdemeanor Mental Health Court:

- Expand the numbers of clients at one time in the Misdemeanor Mental Health Court program from approximately 21 (mid-2022) to approximately 75.
- Encourage other public and private entities to open and operate more in-patient placements for those with addictions to drugs and alcohol and mental health issues. Much greater capacity is needed.
- Encourage other public entities to open more homeless shelters.
- For those who must be incarcerated, including the many who are waiting for treatment beds to become available, provide properly staffed therapeutic communities and appropriately designed supportive housing units in the jail.

Enhance Felony Probation and Expand its Day Reporting Program

Felony Probation, Parole, and Day Reporting are operated by the Georgia Department of Community Supervision. Probation supervises offenders and helps them achieve successful outcomes. Day Reporting provides

an intensive outpatient program focusing on each person’s needs, including those related to education, employment, and their families.

In early June 2022, there were 13,775 on probation and parole in Fulton County. Of these, 7,554 were being actively supervised, and of these, 128 were in Day Reporting (more than the program’s capacity). According to probation staff, sanctions and, especially, incentives result in high levels of compliance.

Over the past six years, the average number of detainees in the Fulton County Jail for violating felony probation has been as high as 254. Fortunately, this number decreased to 88 in 2021.

Recommendations for Felony Probation and Day Reporting are:

- Expand Day Reporting’s capacity. Now the Day Reporting Center’s capacity is 100, and the number of probationers who need the more intensive program which the DRC provides is much higher. According to DCS administrators, the Day Reporting program is quite successful.
- Revoke and re-incarcerate fewer probationers. Approximately 10 percent of the jail’s population is comprised of probationers who violated probation condi-

tions without a new crime. Expanding the Day Reporting Center’s capacity would help reduce the need to revoke those with major violations.

- Continue using the jail for “Wake Up Calls” for some major violations. As little as a few days can be effective.
- Additional resources that are needed for probationers (but not provided by probation) include housing for the homeless, housing for sex offenders, and more treatment.

Continue to Divert through Familiar Faces and Grady’s Mobile 24/7 Response Teams

Familiar Faces serves people who are mentally ill and often homeless and with substance abuse issues who have had over 40 contacts with law enforcement, generally for low level, quality of life offenses. The program reduces jail as a revolving door for this population. Each time they are incarcerated, their Average Length of Stay (ALOS) is approximately 20 days. In mid-2022, Familiar Faces served approximately 90 clients.

Recommendations:

- Continue with the previously planned expansion of Grady’s Mobile 24/7 Response Teams will divert more people from jail.
- The opening of the Center for Diversion

and Services will enable diversion of more people.

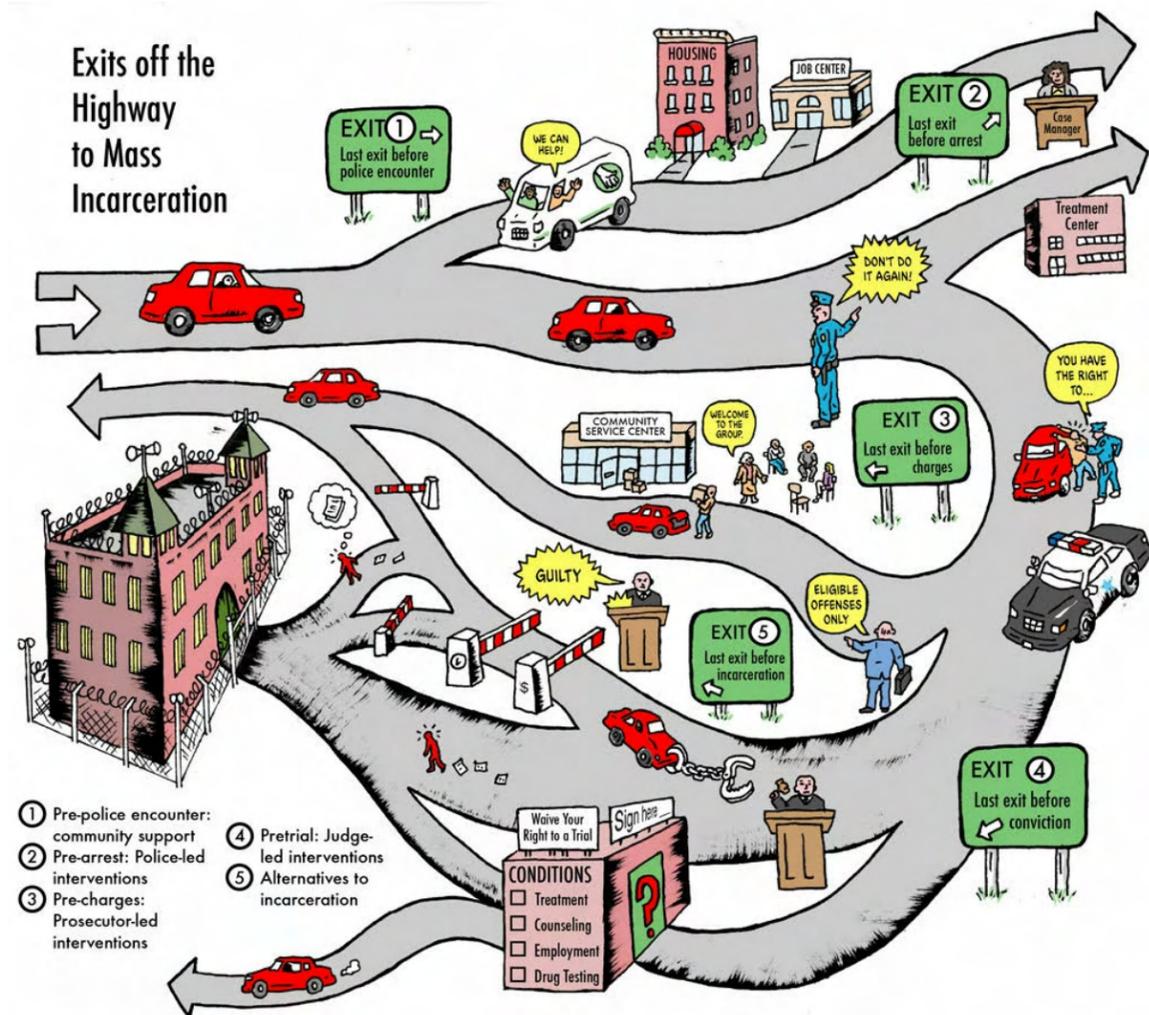
Provide More Treatment, Housing, and Placement Options for the Mentally Ill, those with Addictions, and the Homeless

Strengthening treatment, housing, and services for the mentally ill, those with alcohol and drug addictions, and the homeless prevents crimes and, hence, reduces jail bed needs and addresses people in a much more supportive and appropriate way. The Lippman Commission in New York recommended a continuum of housing and services, including emergency housing, transitional housing, permanent housing, supportive housing, and needs-based treatment.⁴¹

Providing more housing, services, and support, especially for those with mental illnesses, is a significant way New York City is greatly reducing its jail population. This reduces crime and incarceration. Include transitional housing units for individuals and for families. The SHERO program in New York worked with 300 individuals who were diverted from Rikers, including many facing violent felony charges. Between 2017 and mid-2022, only two people in the SHERO program were re-arrested.⁴²

TRACK 4: FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES TO INCARCERATION

ALTERNATIVES TO INCARCERATION & OTHER MEANS TO REDUCE THE JAIL POPULATION



Source: Prison Policy Initiative, <https://www.prisonpolicy.org/reports/diversion.html>;
Image by Kevin Pyle, <https://kevincpyle.com/>

Also in NYC, the Women’s Prison Association provides an alternative to incarceration that encompasses case management, court advocacy, therapy, legal consultation, workforce development training, and assistance with housing. Almost all have been charged with felonies. Ninety-five percent of participants have completed the program successfully.⁴³

In Atlanta, Partners for Home is the lead agency that serves to reduce homelessness. Partners for Home works with numerous private and public entities including Behavioral Health, Familiar Faces and PAD. When currently underway renovation and construction projects are complete, Partners for Home will have been instrumental in creating approximately 2,000 units for those who otherwise would likely be homeless.

Recommendations include:

- At intake, screen all at the jail for mental illness, substance abuse, and basic needs such as housing.
- Partners for Home to continue to seek and obtain federal and state grants and work with developers and other agencies to create more “low barrier” housing.
- Partners for Home to continue providing case managers at a ratio of 1:20 for the population it serves, and for the case managers to continue to team with

Grady Health, Familiar Faces, the Public Defender, and others to serve their clients.

- Pretrial Services to work closely with Partners for Home to serve more alleged offenders who need help with housing.
- The Jail Pre-Release program to work with Partners for Home to help with housing and providing case management to jail releasees.
- Divert more eligible individuals post-arrest whose crimes are related to mental illness.⁴⁴
- Increase the availability of outpatient mental health treatment beds and services.⁴⁵

Conclusion and Suggested Next Steps

While all of the recommendations in this report are founded on research on “best practices,” it is recognized that more research is needed locally and nationally. Data on numbers of participants, cost spent per participant, recidivism (including degree), and numbers of jail bed days saved is warranted.

A critical next step already underway is to extrapolate how the implementation of some or all of these recommendations might impact bed need projections, staffing for the jail and for the recommendations, operational costs, and construction costs.

To help implement county-approved recommendations, one of the first next steps should be hiring the Criminal Justice and Social Service Coordinating Director and staff and launching the Criminal Justice and Social Service Coordinating Council (CJ&SSCC).

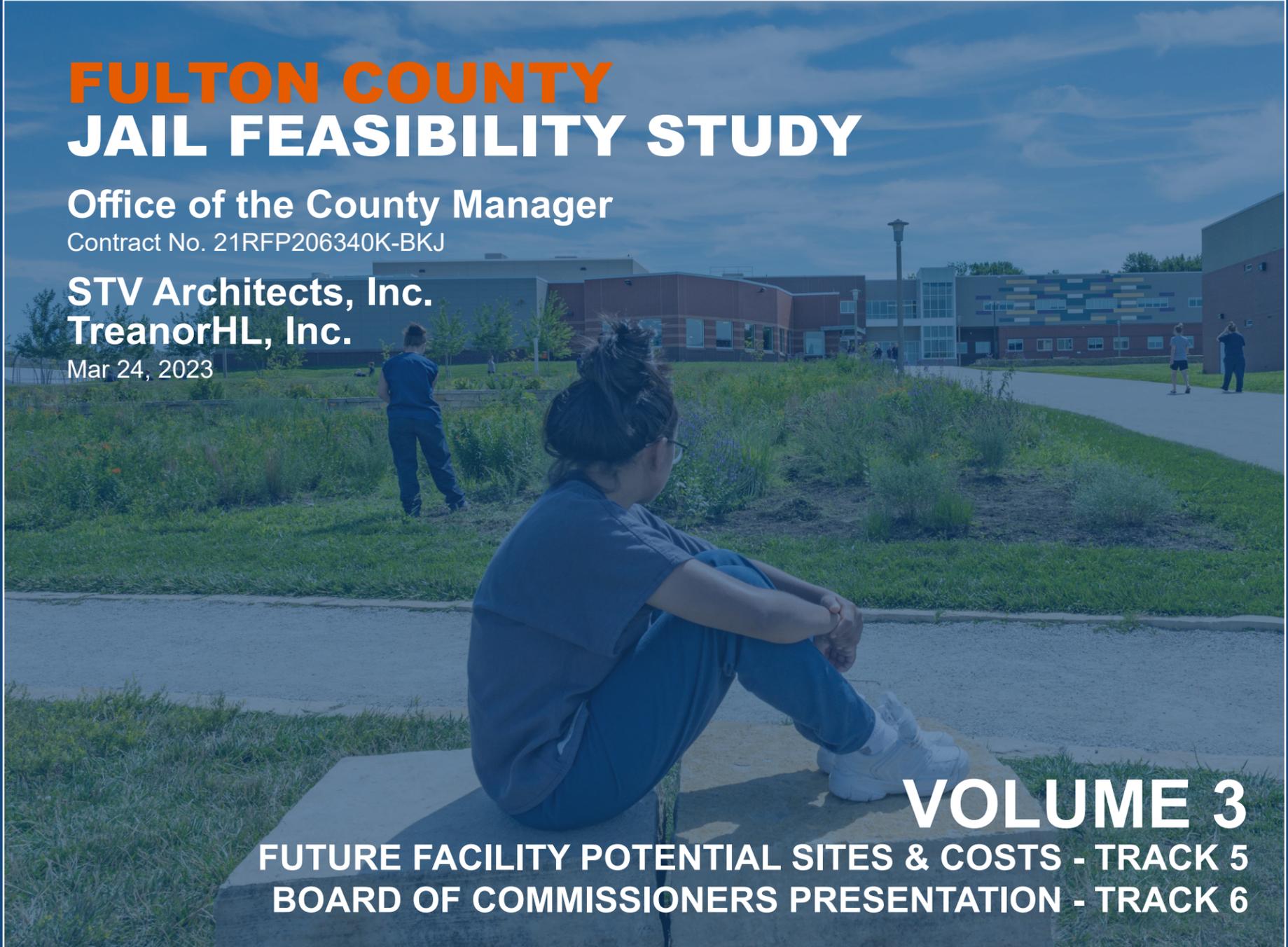
One of the CJ&SSCC’s first tasks should be to study the cost efficiencies and effectiveness of each existing alternative to incarceration and other means to reduce bed needs. Knowing this will help answer the question: Which, if any, existing alternative should be phased out, and which ones should be expanded. The information collected and

analyzed for this study (to date) indicates that every existing alternative helps control the jail population, albeit some more than others.

Two major tasks that should start ASAP are measures to reduce the number and length of stay of pretrial detainees. Currently Pretrial Services is recommending many individuals for Pretrial Release who are not being approved by judges. Efforts should be made to find ways to increase the percentage approved for Pretrial Supervision without increasing risks to the public.

The other major task that should start as soon as possible is implementing measures to reduce pretrial detainees’ length of stay. This may involve hiring more public defenders and other staff, setting policies that can reduce continuances, and other measures. However, the reduction in the detainee population and in expensive jail beds to build and staff could be quite significant.

Building or renovating space for housing non-custody alternatives is always much less costly than building or renovating jails. Furthermore, the per client staffing cost for most alternatives is far less than that for jails.



FULTON COUNTY **JAIL FEASIBILITY STUDY**

Office of the County Manager

Contract No. 21RFP206340K-BKJ

STV Architects, Inc.
TreanorHL, Inc.

Mar 24, 2023

VOLUME 3

FUTURE FACILITY POTENTIAL SITES & COSTS - TRACK 5

BOARD OF COMMISSIONERS PRESENTATION - TRACK 6



TRACK 5
FUTURE FACILITY
POTENTIAL SITES & COSTS

Track 5 Overview:

Having completed the jail population forecast and consequential future facility space program, the project team evaluated potential future sites for a new jail, using a list of criteria ranging from environmental site conditions and utility infrastructure to location and adjacent neighborhood impacts. The team explored the existing jail’s Rice Street site, other county-owned properties, and properties available for purchase, developing four preliminary site concepts along with associated costs, financing and delivery methods for a new jail. The recommendations surrounding potential future sites and cost plans are captured in Track 5.

	TRACK 0:	PREFACE Project Team, Vision, & Goals Project Schedule Executive Summary
	TRACK 1:	INTERNAL & EXTERNAL STAKEHOLDER ENGAGEMENT Stakeholder Engagement
	TRACK 2:	JUSTICE SYSTEM ANALYSIS FORECAST Population Data Analysis & Forecasts
	TRACK 3:	EXISTING FACILITY & OPERATIONS ASSESSMENT Facility Assessment Healthcare Review & Assessment Jail Classification System Assessment Staffing & Operating Costs Assessment
	TRACK 4:	FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES TO INCARCERATION Operating Principles & Macro Architectural Space Program Alternatives to Incarceration & Means to Reduce the Jail Population
	TRACK 5:	FUTURE FACILITY POTENTIAL SITES & COSTS Potential Sites & Criteria for Evaluation3 Conceptual Cost Plan19
	TRACK 6:	BOARD OF COMMISSIONERS PRESENTATION Presentation v2 (March 1, 2023) Memorandum to the Board of Commissioners (March 1, 2023) Presentation v1 (February 1, 2023)

POTENTIAL SITES & CRITERIA FOR EVALUATION



POTENTIAL SITES & CRITERIA FOR EVALUATION

Introduction

The current Fulton County Jail no longer meets the needs of the County. It is overcrowded, lacks important programming support, presents a stressful environment to those in custody as well as staff, and is operationally inefficient. The County is exploring the possibility of building a new state-of-the-art facility that provides the highest level of service, and an uplifting and normative environment to the staff and the residents.

The process of selecting a viable site began with an overarching assessment of county-owned properties, including the existing Rice Street site, as well as the acquisition of new properties. The baseline criteria for selection were the following: proximity to existing county facilities; properties 35+ acres in size; 1:1, 2:3, or 3:4 aspect site ratio; access to major arterial roadways; and accessibility to a sufficient utility infrastructure.

A matrix was developed to further cull potential sites, scoring them against criteria that addressed environmental, operational, contextual, cost, and infrastructure considerations. This matrix is shown on the next page. Its evaluation criteria are detailed on the right.

After initial review and grading of potential properties, a representative candidate from each of the three categories - existing site, county-owned properties, and new land acquisition - underwent further analysis. For four different site options, the program was test-fitted onto the site, and the site was evaluated for accessibility, constructability, environmental constraints, as well as impact on the immediate, adjoining community. (The existing site was to be analyzed under two potential alternatives: Option A – The demolition of the existing facility and its replacement with a new jail; and Option B – a new facility to operate in conjunction with a repurposed and partially renovated existing structure).

The following four options provide a more in-depth analysis of the three defined categories. They note placement of the facility, entry onto the site for vehicles and service, public and staff parking, areas for expansion, and landscaped buffers to provide visual screening. Outdoor spaces have been noted for use by staff and those in custody, as deemed appropriate. A list of pros and cons further facilitate in the final selection of the best property for county use.

Mass Transit

The proximity and accessibility of site to mass transportation systems within Fulton County such as MARTA bus, streetcar, and train, Atlanta BeltLine, shuttles, taxicabs, and rideshare.

Proximity to Major Roadways

The proximity of the site to primary vehicular roadways that connect all portions of Fulton County such as Interstate Highways 20, 75, 85, and 285.

Proximity to Courts/Grady Hospital

The proximity of the site to the Fulton County Courthouse and Grady Hospital, for access to court functions and medical support outside of jail facility.

Proximity to Emergency Medical Services

The proximity and accessibility of site for emergency medical service response.

Adjacent Neighborhood Impact

The potential impact of site jail development on adjacent and nearby neighborhoods, parcels, and zones considering community response and political resistance.

Zoning Restrictions & Requirements

The flexibility or limitations of the zoning requirements that allow for or challenge the opportunity for design and construction of a large detention facility.

Accessibility

The opportunity the site allows for multiple access points for the different circulation services: Public, Secure, and Staff functions.

Community Equity & Acceptance

The potential societal acceptance of a possible jail development and impact of such development on community equity as graded on community statistics such as demographics, diversity, median household income, and availability of public infrastructure.

Size & Shape of Site

The proportions and area of site graded on the comparison of optimal site characteristics to existing conditions. Optimal site proportions estimated at 1:1 to 1:1.5, optimal site area estimated to be minimum 40 acres.

Site Acquisition Cost

The cost of any necessary site acquisition, measured per acre, and graded based on listed value of property.

Topography

The site grade characteristic graded on the comparison of the site to the optimal site grading and slope. Optimal topography estimated at 5-10% slope.

Flood Hazard

The potential of hazardous flood conditions and events as determined by the Federal Emergency Management Agency and their current effective flood hazard data and maps.

Suitability for Adequate Parking

The potential of the site to support sufficient parking capacity relative to the site's size and ability to support all parking needs with surface parking or the need for structured parking.

Future Expansion Capability

The feasibility of the site to support an expansion of the facility to accommodate future jail population growth and service needs.

Utility Infrastructure Cost

The potential availability for sufficient existing infrastructure to support a new, large jail facility or the consideration that new or upgraded infrastructure will be necessary.

Construction Feasibility

The capability and ease of site to support delivery, staging, and accessibility for construction services and work.

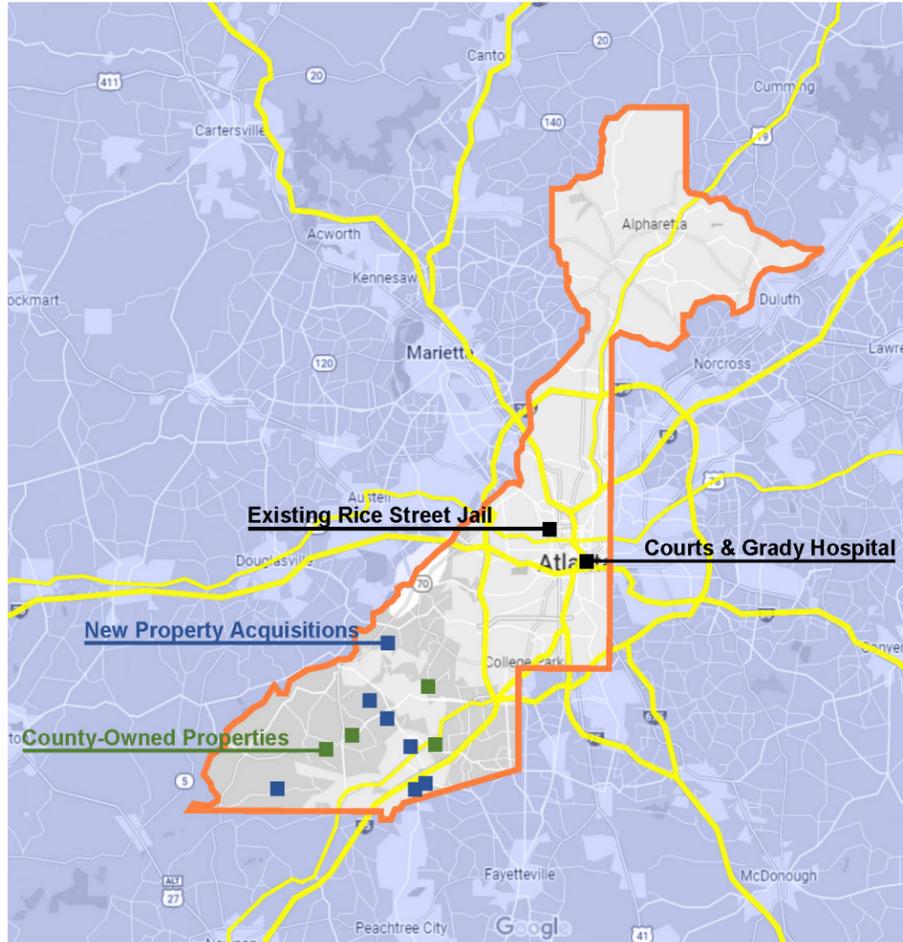
Existing Structures

The presence of existing structures on site that necessitate demolition and removal work.

TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS

POTENTIAL SITES & CRITERIA FOR EVALUATION

Figure 1. Map of Fulton County and Evaluated Sites



Site Evaluation Criteria		Existing Jail	County-Owned Properties					New Property Acquisitions						
		901 Rice Street NW	Stonewall Tell Road	0 South Fulton Hwy	Jenkins Road	Cochran Road	6500 Watson Street	Hathcock Road	Jonesboro Road Hwy	7995 Spence Road	7500 Hall Road	5455 Campbellton Fairburn Rd	8515 Senoia Road	10995 Hutchesons Ferry Road
COUNTY	Mass Transit	●	●	●	●	●	●	●	●	●	●	●	●	●
	Proximity to Major Roadways	●	●	●	●	●	●	●	●	●	●	●	●	●
	Proximity to Courts/Grady Hospital	●	●	●	●	●	●	●	●	●	●	●	●	●
COMMUNITY	Proximity to Emergency Medical Services	●	●	●	●	●	●	●	●	●	●	●	●	●
	Adjacent Neighborhood Impact	●	●	●	●	●	●	●	●	●	●	●	●	●
	Zoning Restrictions & Requirements	●	●	●	●	●	●	●	●	●	●	●	●	●
	Accessibility	●	●	Did not meet baseline criteria	●	●	●	●	●	●	●			
Community Equity & Acceptance	●	●	●	●	●	●	●	●	●	●	●	●	●	
SITE	Size & Shape of Site	●	●	●	●	●	●	●	●	●	●	●	●	●
	Site Acquisition Cost	●	●	Did not meet baseline criteria	●	●	●	●	●	●	●			
	Topography	●	●	Did not meet baseline criteria	●	●	●	●	●	●	●			
	Flood Hazard	●	●	●	●	●	●	●	●	●	●	●	●	●
	Suitability for Adequate Parking	●	●	●	●	●	●	●	●	●	●	●	●	●
	Future Expansion Capability	●	●	●	●	●	●	●	●	●	●	●	●	●
	Utility Infrastructure Cost	●	●	●	●	●	●	●	●	●	●	●	●	●
BUILDING	Construction Feasibility	●	●	●	●	●	●	●	●	●	●	●	●	●
	Existing Structures	●	●	●	●	●	●	●	●	●	●	●	●	●
	TOTALS	Evaluative Points: = 0 = 1 = 2 = 4	26	16	0	0	0	0	18	23	17	12	21	19

TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS

POTENTIAL SITES & CRITERIA FOR EVALUATION

Moderate Improvement Forecast Site Option A - Existing Rice St Site: 5,480 New Beds

Placing the new jail facility at the current Rice Street location offers many advantages. It is: a county-owned property; a known location to the operators and community; in proximity of Fulton County Courts and Grady Hospital; and supported by an existing infrastructure network. Construction can be initiated after the existing structures – the old jail, and maintenance facility – have been demolished and the site prepared.

Once completed, the population will be relocated into the new facility and the existing jail remain with future plans for demolition and expansion. The design will accommodate the 5,480 bed program with its supporting services as well as allow for future expansion. A high-rise solution is anticipated, appropriate to its immediate context and current use.

As a work of public architecture, the new facility presents a strong, civic presence that relates to its surrounding arterial network, residential neighborhood to the north, and adjacent green belt. Staff parking, service bays, and outdoor green spaces have been placed to the rear within a secured zone not directly visible to the public. Public access is provided from Jefferson Street.

Challenges to be addressed include: the potential relocation of current population; the replacement of the Government Central Maintenance facility and the Jefferson Place complex functions; impacts by construction demands on existing operations and adjacent vehicular roadways; and the potential upgrading of the utility and service network.

Existing Facility



Section A



TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS

POTENTIAL SITES & CRITERIA FOR EVALUATION

Moderate Improvement Forecast Site Option B - Existing Rice St Site: 3,472 New & 2,008 Renovated Beds

This study explores the benefits resulting from retaining, renovating, and repurposing select services within the existing jail – kitchen facilities, the intake center, and accommodation for 2,008 beds – to have them work in conjunction with a new, adjacent jail facility. This combined 5,480-bed facility will provide state-of-the-art services in compliance with the latest codes, design standards, performance, and operational requirements, and best practice principles.

The Rice Street site is a county-owned property with an existing roadway/utility infrastructure in place. The current facility is to remain operational while the new jail is being constructed. Building within a dense, urban, and operating site brings challenges. Construction staging, vehicular movement through

and adjacent to the site, and the abatement of noise during construction are but a few concerns.

The existing towers will undergo phased renovation keeping certain existing programs operational. The buildings are to be taken down to their structure, so that the buildings and their envelope can be made to comply with the latest performance and code requirements.

The new facility is sited adjacent to the existing jail, to facilitate operational efficiency and sustain important program adjacencies. A strong public presence is established along Jefferson Street while, along Marietta Boulevard, landscaping will control views into the site as well as be a positive presence to the beltline. Allowances for future growth have been anticipated.

Existing Facility



Section B



TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS

POTENTIAL SITES & CRITERIA FOR EVALUATION

Moderate Improvement Forecast Site Option C - County-Owned Site: 5,480 New Beds

Benefits are garnered from selecting a site already in the county-owned portfolio: avoidance of acquisition costs; immediate availability; knowledge of site conditions and infrastructure; understanding of applicable codes and zoning regulations; and assessment of roadways and access points. Challenges arise as to the appropriateness of a site with regards to location, acreage, configuration, accessibility, context, and infrastructure extant.

A review of current available county-owned properties did not present a site that fully met the selection criteria. The sites were deemed either too remote from current operational needs, in neighborhoods that would not be receptive to such a facility, had environmental concerns that could delay the construction and approval process, or did not provide a configuration that would accommodate the needs and adjacencies efficiently and effectively. Potential acquisition of adjacent properties was also assessed,

to improve the overall size and configuration of a potential site.

The Stonewall Tell Road property is used as a baseline in the diagram on the right to illustrate configuration challenges within an oddly shaped site along with other criteria that led us to conclude that current available county-owned sites are less than ideal.

In summary, it was determined that none of the currently owned county properties provided the level of development and accessibility required to meet the criteria of a successful operation and that either the existing Rice Street facility site should be further evaluated or a newly acquired “green-field” site be identified and purchased that met the selection criteria previously noted. Though owning potential property was deemed an asset, ultimately the number of challenges outweighed the benefits.



Section C



POTENTIAL SITES & CRITERIA FOR EVALUATION

Moderate Improvement Forecast

Site Option D - New Site Acquisition:
5,480 New Beds

Having a clean slate to build a new jail would appear ideal. The potential site would be selected on the basis of being relatively flat, unencumbered by any environmental concerns, remote from adjacent residential communities, easily accessed from the network of roadways and infrastructure, within proximity of important adjacencies such as Grady Hospital and the courts, and accommodating in size and configuration.

An advantage in selecting a greenfield site is that it would only be considered should it meet all the required selection criteria and provide ample space for the needs of the jail, associated service operations, allowances for expansion, and the provision of other potentially related services such as sheriff's offices.

The diagram on the right illustrates a new jail configuration on a hypothetical 60+ acre site with a 1:1.5 aspect ratio.

The challenges associated with the pursuit of a greenfield site include: vulnerability to market conditions regarding availability and affordability; finding a site in size, configuration, and proximity to existing facilities; obtainability of the site when construction is to begin (unless the site is purchased immediately on identification); and community acceptance.

Identifying an acceptable site that meets all the criteria would allow the campus to be designed with optimal flexibility, accessibility, serviceability, and the potential to develop a mid-rise solution that may ultimately be more acceptable to a community and its surroundings. Timing and cost remain the primary drivers to the viability of this strategic approach.



Section D



POTENTIAL SITES & CRITERIA FOR EVALUATION

Recommendation

Early in the evaluation process, it was determined that, with the exception of the existing Rice Street site, most county-owned properties did not conform to the selection criteria. Sites were deemed either too small, poorly configured, too remote from existing operations, or in locations that would provoke negative community acceptance, prolonging any approval and implementation process.

Purchasing a new, greenfield property would seem optimal. The County could seek a property of an acceptable size and configuration, with ease of vehicular and utility access, minimal environmental encumbrances, and in proximity of active county operations. However, available properties that met these standards proved to be excessively expensive, far from existing County operations, in communities that would not support such a facility, and would require immediate purchase to retain their availability till when the County would be ready to build.

As county-owned properties were seen as non-compliant and new acquisitions unreachable due to their cost or location, focus centered on the repurposing of the existing site. The Rice Street site is optimally located centrally in Atlanta, and a known entity, familiar to staff and families, as well as to adjoining communities and businesses. Whether as

new facility or one operating in conjunction with a newly renovated and repurposed existing structure, the benefits become incalculable: lowest cost option; immediate availability; workable size and configuration; could be built with or without phased demolition of the existing; ready access to known infrastructure; and has community acceptance.

It is the conclusion and recommendation of the County and the project team that the Rice Street location is the only viable property that can accommodate the new facility to meet the criteria, program, and operational standards and aspirations of designing a state-of-the-art facility, one that reflects the County’s commitment of providing a safe, efficient, effective, positive and normative environment to the people-in-custody and to their staff, as well as present the community with a respectful and exemplar work of civic architecture.

Despite the conclusion that the Rice Street location presents the most viable option, the project team prepared cost models for all four Site Options A, B, C, and D as due diligence to further disclose the pros and cons of each site option.



Image Landsat / Copernicus

CONCEPTUAL COST PLAN

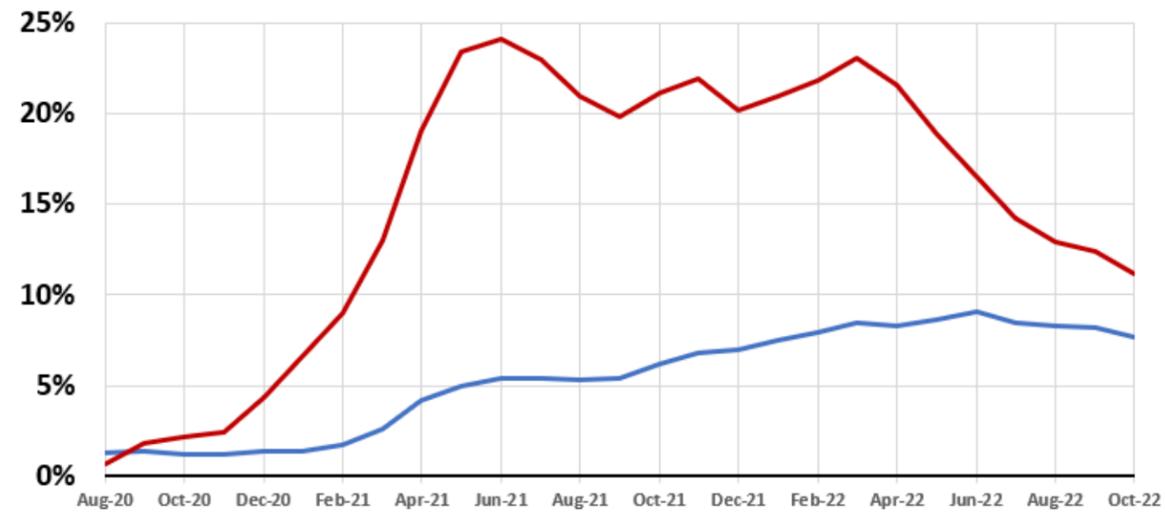


CONCEPTUAL COST PLAN

Figure 2. Costs for New Nonresidential Construction vs. Consumer Prices

Year-over-year change in PPI for construction inputs and CPI
August 2020 – October 2022, not seasonally adjusted

	12 months to:	
	Aug-20	Oct-22
CPI	1.3%	7.7%
Inputs PPI	0.7%	11.2%



Source: Associated General Contractors of America (AGC), The Construction Association, 2022 Construction Inflation Alert; Data: Bureau of Labor Statistics, consumer price index, www.bls.gov/cpi; producer price index, www.bls.gov/ppi

Introduction

Given the four site options considered by the project team, cost plans were formulated to investigate the potential project costs for each option. Each cost plan is based primarily on the conceptual programmatic information developed for a new Fulton County Jail facility (for Architectural Macro Space Program, refer to Track 4). The Moderate Improvement Forecast shows a future need for a 5,480-bed facility (for Jail Population and Bed Need Forecast, refer to Track 2).

Each of the four cost plans also considers the specific requirements of each site option. By studying the parameters of each site option, the team was able to better arrive at an overall recommendation regarding site selection.

The cost plan for each site option includes the following components: Sitework, New Construction, Renovation (Site Option B only), Other Costs, and Escalation.

Below are the primary construction cost drivers for consideration:

Site-Specific Cost Drivers

- Existing conditions – demolition / grading / site preparation
- Access to utilities; capacity of local utilities
- Geotechnical and topographic reports – impact foundation system
- Site access and sufficient area for staging of materials
- Environmental conditions

Building Cost Drivers

- Building configurations, number of floors
- Building structure type
- Square footage and bed count
- Building and site security
- Classification, security levels, programs and support services

Construction Cost Escalation

- CBRE forecasted a 14.1% increase in costs through 2022 year-end
- Cost inflation is cooling into 2023 as expected but the December '22 AGC report is still showing 11.2% annually

Construction cost escalation has been much higher in recent years, outpacing the increased consumer inflation occurring globally. Figure 2 shows just how dramatically nonresidential construction costs have risen and continue to remain higher than in previous years.

Escalation factors have been applied to each cost plan to forecast what the final cost may be after the several years required for design and construction of the new facility. Prudent allowances and best judgment have been used to apply future escalation factors, understanding that there are always unforeseen circumstances and future events that introduce additional market volatility when forecasting years into the future.

TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS

CONCEPTUAL COST PLAN

Table 1. Conceptual Cost Plan: Moderate Improvement Forecast - Site Option A

Cost Component	Unit	Cost/Unit	Sub-Total	Total
Site Work				
Site Infrastructure/Enabling	20 acres	850,000 /acre	\$17,000,000	
Parking - Surface Lot	648 cars	10,000 /car	\$6,480,000	
Building Demolition	262,500 sf	20 /sf	\$5,250,000	\$28,730,000
New Construction				
Secure Housing	1,025,450 sf	603 /sf	\$618,858,700	
Healthcare	720,150 sf	562 /sf	\$404,723,813	
Administration	219,700 sf	539 /sf	\$118,432,500	
Secure Services & Support	217,200 sf	579 /sf	\$125,830,125	\$1,267,850,000
Total New Construction Cost - 2023	2,182,500 sf	594 /sf	236,602 /bed	\$1,296,580,000
Soft Costs (12.5% of total construction)				\$162,070,000
FF&E				\$77,800,000
Risk Allowance/Change Orders				\$76,820,000
Site Remediation Risk Allowance		<i>Not included</i>		\$-
Legal and Acquisition Costs		<i>Not included</i>		\$-
Sale of Real Estate Asset		<i>Not included</i>		\$-
Total Project Cost - 2023	5,480 beds	739 /sf	294,392 /bed	\$1,613,270,000
Escalation - 3 years (2024-2026)		8%/6%/4%		\$307,480,000
Escalation Risk - 2 years (2027-2028)	<i>Midpoint</i>	4%/4%		\$77,600,000
Total Project Cost - 2028	5,480 beds	916 /sf	364,662 /bed	\$1,998,350,000
Assumptions: Range of expected cost (-15% / +20%) per AACE, Design Period 2024-2026 (3 years), Construction Period 2027-2028 (2 years)				

Moderate Improvement Forecast Site Option A - Existing Rice St Site: 5,480 New Beds

Sitework:

Site Infrastructure/Enabling: Site Option A includes an allowance of \$850,000 per acre for site development. A maximum of 20 acres will be developed. Site infrastructure/enabling typically includes road and street work, reconfiguration of site utilities, geotechnical work, excavation and re-grading, site fencing and signage for construction, etc.

Parking – On grade: Site Option A includes an allowance of \$10,000 per car for a grade-level parking lot containing 648 parking spaces.

Building Demolition – Phase 1: Site Option A includes an allowance of \$20 per square foot for the demolition of mostly low-rise buildings currently on the Rice Street site. Approximately 262,500 square feet of existing buildings will need to be demolished prior to construction of the new jail. Phase 1 building demolition does not include the demolition of the existing high-rise Fulton County jail building.

New Construction:

New building construction for Site Option A is based on the Macro Space Program developed by Pulitzer/Bogard & Associates. The program contains 2,182,500 square feet of interior and exterior building areas, with the capacity for 5,480 beds. The program includes areas for a public lobby, facility administration & support, security, intake/release & transfer, courts, adult and youth housing, healthcare, visitation, food service, laundry, warehouse, and maintenance/central plant.

Pricing for each of the cost plans is based on recent construction costs for jails of similar size and complexity, with an inflation factor added to make the prices viable for 2023.

Other Costs:

Soft Costs: The cost plan for each option includes a percentage allowance of 12.5% of the direct new construction cost for soft costs. Soft costs typically include fees for architecture, engineering, program management, testing, and other professional services as required.

FF&E: Site Option A includes a percentage allowance of 6% for Furniture, Fixtures, and Equipment. This allowance is intended to cover all movable equipment and furniture within the new jail building.

Risk Allowance/Change Orders: An allowance of 5% of the direct construction cost, plus soft costs, and FF&E, have been included in each cost plan. Historically, changes will occur and form part of a well-managed project of this size, and 5% is a prudent amount to include in the cost plans.

The Site Option A Cost Plan does not include allowances for site environmental remediation, legal costs, or income from the sale of any existing real estate assets.

Escalation:

The cost plan for Site Option A includes the following factors for project cost escalation:

- Three-year design period: 2024 @8%; 2025 @6%; 2026 @4%
- Two-year construction period: 2027-2028 @4% each to midpoint of construction

Range of Accuracy:

The Association for the Advancement of Cost Engineering (AACE) Estimate Classification System defines the accuracy range of estimates and cost plans by the maturity of the project deliverables, and usage. This is a Class 4 cost plan, with an expected cost accuracy range of -15% to +20% under the best conditions.

TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS

CONCEPTUAL COST PLAN

Table 2. Conceptual Cost Plan: Moderate Improvement Forecast - Site Option B

Cost Component	Unit	Cost/Unit	Sub-Total	Total
Site Work				
Site Infrastructure/Enabling	20 acres	850,000 /acre	\$17,000,000	
Parking - Surface Lot	648 cars	10,000 /car	\$6,480,000	
Building Demolition	262,500 sf	20 /sf	\$5,250,000	\$28,730,000
New Construction				
Secure Housing	750,211 sf	593 /sf	\$444,770,093	
Healthcare	720,150 sf	562 /sf	\$404,723,813	
Administration	219,700 sf	539 /sf	\$118,432,500	
Secure Services & Support	217,200 sf	579 /sf	\$125,830,125	\$1,093,760,000
Direct New Construction Cost - 2023	1,907,261 sf			\$1,122,490,000
Direct Renovation Cost - 2023	2,008 beds	200,000 /bed	\$401,600,000	\$401,600,000
Total New Construction Cost - 2023				\$1,524,090,000
Soft Costs (12.5% of total construction)				\$190,510,000
FF&E				\$102,880,000
Risk Allowance/Change Orders				\$90,870,000
Detainee Relocation Allowance		\$80/day 2 yrs.		\$73,000,000
Total Project Cost - 2023	5,480 beds		361,560 /bed	\$1,981,350,000
Escalation - 3 years (2024-2026)		8%/6%/4%		\$377,630,000
Escalation Risk - 2 years (2027-2028)	Midpoint	4%/4%		\$95,300,000
Total Project Cost - 2028	5,480 beds		447,861 /bed	\$2,454,280,000
Assumptions: Range of expected cost (-15% / +20%) per AACE, Design Period 2024-2026 (3 years), Construction Period 2027-2028 (2 years)				

Moderate Improvement Forecast Site Option B - Existing Rice St Site: 3,472 New & 2,008 Renovated Beds

Sitework:

Site Infrastructure/Enabling: Site Option B includes an allowance of \$850,000 per acre for site development. A maximum of 20 acres will be developed. Site infrastructure/enabling typically includes road and street work, reconfiguration of site utilities, geotechnical work, excavation and re-grading, site fencing and signage for construction, etc.

Parking – On grade: Site Option B includes an allowance of \$10,000 per car for a grade-level parking lot containing 648 parking spaces.

Building Demolition – Phase 1: Site Option B includes an allowance of \$20 per square foot for the demolition of mostly low-rise buildings currently on the Rice St. site. Approximately 262,500 square feet of existing buildings will need to be demolished prior to construction of the new jail. Phase 1 building demolition does not include the demolition of the existing high-rise Fulton County jail building.

New Construction:

New building construction is based on the Macro Space Program developed by Pulitzer/Bogard & Associates, modified for Site Option B. The program contains 1,907,261 square feet of interior and exterior building areas, with the capacity for 3,472 beds. The program includes areas for a public lobby, facility administration & support, security, intake/release & transfer, courts, adult and youth housing, healthcare, visitation, food service, laundry, warehouse, and maintenance/central plant.

Pricing for each of the cost plans is based on recent construction costs for jails of similar size and complexity, with an inflation factor added to make the prices viable for 2023.

Renovation:

The Site Option B Cost Plan includes an allowance for the renovation of 2,008 beds in the existing Fulton County Jail. This brings the total bed count to 5,480, to match the capacity of the other options. The cost plan includes a cost of \$200,000 per bed for renovations throughout the facility. More study will be necessary to determine the viability of this allowance.

Other Costs:

Soft Costs: The cost plan for each option includes a percentage allowance of 12.5% of the direct new construction cost for soft costs. Soft costs typically include fees for architecture, engineering, program management, testing, and other professional services as required.

FF&E: Site Option B includes a percentage allowance of 6% for Furniture, Fixtures, and Equipment. This allowance is intended to cover all moveable equipment and furniture within the new jail building.

Risk Allowance/Change Orders: An allowance of 5% of the direct construction cost, plus soft costs, and FF&E, have been included in each cost plan. Historically, changes will occur and form part of a well-managed project of this size, and 5% is a prudent amount to include in the cost plans.

Detainee Relocation Allowance: Recognizing that the renovation of the existing Fulton County Jail will require the relocation of current detainees during construction, an allowance is included in the Site Option B Cost Plan for relocation. The cost plan includes for the relocation of 1,250 detainees (one of the two existing towers), at a cost of \$80/day for a period of 2 years.

The Site Option B Cost Plan does not include allowances for site environmental remediation risks, legal costs, or income from the sale of any existing real estate assets.

Escalation:

The cost plan for Site Option B includes the following factors for project cost escalation:

- Three-year design period: 2024 @8%; 2025 @6%; 2026 @4%
- Two-year construction period: 2027-2028 @4% each to midpoint of construction

Range of Accuracy:

The Association for the Advancement of Cost Engineering (AACE) Estimate Classification System defines the accuracy range of estimates and cost plans by the maturity of the project deliverables, and usage. This is a Class 4 cost plan, with an expected cost accuracy range of -15% to +20% under the best conditions.

TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS

CONCEPTUAL COST PLAN

Table 3. Conceptual Cost Plan: Moderate Improvement Forecast - Site Option C

Cost Component	Unit	Cost/Unit	Sub-Total	Total
Site Work				
Site Infrastructure/Enabling	35 acres	750,000 /acre	\$26,250,000	
Parking - Surface Lot	648 cars	10,000 /car	\$6,480,000	
Building Demolition	0 sf	20 /sf	\$-	\$32,730,000
New Construction				
Secure Housing	1,025,450 sf	603 /sf	\$618,858,700	
Healthcare	720,150 sf	562 /sf	\$404,723,813	
Administration	219,700 sf	539 /sf	\$118,432,500	
Secure Services & Support	217,200 sf	579 /sf	\$125,830,125	\$1,267,850,000
Total New Construction Cost - 2023	2,182,500 sf	596 /sf	237,332 /bed	\$1,300,580,000
Soft Costs (12.5% of total construction)				\$162,570,000
FF&E				\$78,040,000
Risk Allowance/Change Orders				\$77,060,000
Site Remediation Risk Allowance		<i>Not included</i>		\$-
Legal and Acquisition Costs		<i>Not included</i>		\$-
Sale of Real Estate Asset		<i>Not included</i>		\$-
Total Project Cost - 2023	5,480 beds	741 /sf	295,301 /bed	\$1,618,250,000
Escalation - 3 years (2024-2026)		8%/6%/4%		\$308,420,000
Escalation Risk - 2 years (2027-2028)	<i>Midpoint</i>	4%/4%		\$77,840,000
Total Project Cost - 2028	5,480 beds	918 /sf	365,786 /bed	\$2,004,510,000
Assumptions: Range of expected cost (-15% / +20%) per AACE, Design Period 2024-2026 (3 years), Construction Period 2027-2028 (2 years)				

Moderate Improvement Forecast Site Option C - County-Owned Site: 5,480 New Beds

Sitework:

Site Infrastructure/Enabling: Site Option C includes an allowance of \$750,000 per acre for site development. 35 acres will be developed. Site infrastructure/enabling typically includes road and street work, re-configuration of site utilities, geotechnical work, excavation and re-grading, site fencing and signage for construction, etc.

Parking – On grade: Site Option C includes an allowance of \$10,000 per car for a grade-level parking lot containing 648 parking spaces.

Building Demolition – Phase 1: Site Option C does not include major demolition. Minor site demolition, if needed, would be included in the site infrastructure/enabling allowance.

New Construction:

New building construction for Site Option C is based on the Macro Space Program developed by Pulitzer/Bogard & Associates. The program contains 2,182,500 square feet of interior and exterior building areas, with the capacity for 5,480 beds. The program

includes areas for a public lobby, facility administration & support, security, intake/release & transfer, courts, adult and youth housing, healthcare, visitation, food service, laundry, warehouse, and maintenance/central plant.

Pricing for each of the cost plans is based on recent construction costs for jails of similar size and complexity, with an inflation factor added to make the prices viable for 2023.

Other Costs:

Soft Costs: The cost plan for each option includes a percentage allowance of 12.5% of the direct new construction cost for soft costs. Soft costs typically include fees for architecture, engineering, program management, testing, and other professional services as required.

FF&E: Site Option C includes a percentage allowance of 6% for Furniture, Fixtures, and Equipment. This allowance is intended to cover all movable equipment and furniture within the new jail building.

Risk Allowance/Change Orders: An allowance of 5% of the direct construction cost, plus soft costs, and FF&E, have been included in each cost plan. Historically, we would expect

some changes as part of a well-managed project of this size, and 5% is a reasonable amount to include in the cost plans.

The Site Option C Cost Plan does not include allowances for site environmental remediation risks, legal costs, or income from the sale of any existing real estate assets.

Escalation:

The cost plan for Site Option C includes the following factors for project cost escalation:

- Three-year design period: 2024 @8%; 2025 @6%; 2026 @4%
- Two-year construction period: 2027-2028 @4% each to midpoint of construction

Range of Accuracy:

The Association for the Advancement of Cost Engineering (AACE) Estimate Classification System defines the accuracy range of estimates and cost plans by the maturity of the project deliverables, and usage. This is a Class 4 cost plan, with an expected cost accuracy range of -15% to +20% under the best conditions.

TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS

CONCEPTUAL COST PLAN

Table 4. Conceptual Cost Plan: Moderate Improvement Forecast - Site Option D

Cost Component	Unit	Cost/Unit	Sub-Total	Total
Site Work				
Site Infrastructure/Enabling	35 acres	750,000 /acre	\$26,250,000	
Parking - Surface Lot	648 cars	10,000 /car	\$6,480,000	
Building Demolition	0 sf	20 /sf	\$-	\$32,730,000
New Construction				
Secure Housing	1,025,450 sf	603 /sf	\$618,858,700	
Healthcare	720,150 sf	562 /sf	\$404,723,813	
Administration	219,700 sf	539 /sf	\$118,432,500	
Secure Services & Support	217,200 sf	579 /sf	\$125,830,125	\$1,267,850,000
Total New Construction Cost - 2023	2,182,500 sf	596 /sf	237,332 /bed	\$1,300,580,000
Soft Costs (12.5% of total construction)				\$162,570,000
FF&E				\$78,040,000
Risk Allowance/Change Orders				\$77,060,000
Site Remediation Risk Allowance		<i>Not included</i>		\$-
Legal and Acquisition Costs		\$500k /acre		\$17,500,000
Sale of Real Estate Asset		<i>Not included</i>		\$-
Total Project Cost - 2023	5,480 beds	749 /sf	298,495 /bed	\$1,635,750,000
Escalation - 3 years (2024-2026)		8%/6%/4%		\$311,760,000
Escalation Risk - 2 years (2027-2028)	<i>Midpoint</i>	4%/4%		\$78,680,000
Total Project Cost - 2028	5,480 beds	928 /sf	369,743 /bed	\$2,026,190,000
Assumptions: Range of expected cost (-15% / +20%) per AACE, Design Period 2024-2026 (3 years), Construction Period 2027-2028 (2 years)				

Moderate Improvement Forecast Site Option D - New Site Acquisition: 5,480 New Beds

Sitework:

Site Infrastructure/Enabling: Site Option D includes an allowance of \$750,000 per acre for site development. 35 acres will be developed. Site infrastructure/enabling typically includes road and street work, re-configuration of site utilities, geotechnical work, excavation and re-grading, site fencing and signage for construction, etc.

Parking – On grade: Site Option D includes an allowance of \$10,000 per car for a grade-level parking lot containing 648 parking spaces.

Building Demolition – Phase 1: Site Option D does not include major demolition. Minor site demolition, if needed, would be included in the site infrastructure/enabling allowance.

New Construction:

New building construction for Site Option D is based on the Macro Space Program developed by Pulitzer/Bogard & Associates. The program contains 2,182,500 square feet of interior and exterior building areas, with the capacity for 5,480 beds. The program

includes areas for a public lobby, facility administration & support, security, intake/release & transfer, courts, adult and youth housing, healthcare, visitation, food service, laundry, warehouse, and maintenance/central plant.

Pricing for each of the cost plans is based on recent construction costs for jails of similar size and complexity, with an inflation factor added to make the prices viable for 2023.

Other Costs:

Soft Costs: The cost plan for each option includes a percentage allowance of 12.5% of the direct new construction cost for soft costs. Soft costs typically include fees for architecture, engineering, program management, testing, and other professional services as required.

FF&E: Site Option D includes a percentage allowance of 6% for Furniture, Fixtures, and Equipment. This allowance is intended to cover all movable equipment and furniture within the new jail building.

Risk Allowance/Change Orders: An allowance of 5% of the direct construction cost, plus soft costs, and FF&E, have been included in each cost plan. Historically, we would expect

some changes as part of a well-managed project of this size, and 5% is a reasonable amount to include in the cost plans.

Legal and Acquisition Costs: An allowance of \$500,000 per acre, for a land purchase of 35 acres is included with the cost plan for Site Option D. Fulton County would need to purchase land to build this option.

The Site Option D Cost Plan does not include allowances for site environmental remediation risks, legal costs, or income from the sale of any existing real estate assets.

Escalation:

The cost plan for Site Option D includes the following factors for project cost escalation:

- Three-year design period: 2024 @8%; 2025 @6%; 2026 @4%
- Two-year construction period: 2027-2028 @4% each to midpoint of construction

Range of Accuracy:

The Association for the Advancement of Cost Engineering (AACE) Estimate Classification System defines the accuracy range of estimates and cost plans by the maturity of the project deliverables, and usage. This

is a Class 4 cost plan, with an expected cost accuracy range of -15% to +20% under the best conditions.

Conclusion

After studying each of the four selected site options and associated cost plans, the project team recommends Site Option A: the new 5,480 bed jail facility located at Rice Street, enabled by the demolition of existing low-rise structures.

Below are the key findings that support the team's selection of Site Option A:

- Site Option A can be implemented with the lowest potential construction cost of the four options selected.
- Remaining at the existing site on Rice Street eliminates all cost (and other) variables in implementing a move to a different area of town.
- Site Option A avoids any new land acquisition costs for Fulton County.
- Site Option A avoids any renovation of the existing Fulton County Jail, which would likely be cost prohibitive given its current deteriorated state.

CONCEPTUAL COST PLAN

Table 5. Cost Comparison across Financing Options

	BED NEED: 5,480 (Moderate Forecast)	BED NEED: 4,392 (Optimal Forecast)
General Obligation Bonds		
Construction Cost	~\$2.0B	~\$1.7B
Annual Debt Service	~\$115.7M	~\$98.3M
Annual Maintenance	~\$8.3M	~\$7.4M
Total Annual Cost	~\$124.0M	~\$105.7M
Third-Party Conduit Issuance (Tax Exempt)		
Construction Cost	~\$2.0B	~\$1.7B
Annual Debt Service	~\$122.8M	~\$104.4M
Annual Maintenance	~\$8.3M	~\$7.4M
Total Annual Cost	~\$131.1M	~\$111.8M
Public-Private Partnership (Tax Exempt)		
Construction Cost	~\$2.0B	~\$1.7B
Risk Transfer Savings	(~\$160M)	(~\$136M)
Annual Debt Service	~\$116.3M	~\$98.9M
Annual Maintenance	~\$6.2M	~\$5.5M
Total Annual Cost	~\$122.5M	~\$104.4M

Financing Options

The study considered three financing options for the new jail facility and estimated the annual debt service and maintenance cost for each financing option, assuming the project team's recommended Site Option A. The key takeaway from this high-level analysis is that the County will need to fund between \$123 million and \$131 million annually to service the debt and adequately maintain a 5,480-bed facility (Moderate Improvement Forecast, see Track 2). Under a 4,392-bed scenario (Optimal Improvement Forecast, see Track 2), the total annual cost would decline by approximately \$20 million.

In Table 5, the total project cost of Site Option A under the moderate improvement forecast was rounded from \$1.998B (see Table 1) to \$2.0B to reflect the appropriate level of accuracy and simplicity of these financing findings. The total project cost under the optimal improvement forecast was pulled from Track 6.

These high-level estimates of Total Annual Cost do not take into account off-setting savings from the elimination of leased space and deferred maintenance obligations.

While the following financing options represent a broad range of options available

to the County, there are multiple variations and combinations to analyze and consider before selecting a financing path. Each financing option will require a deeper analysis to evaluate the financial, execution, and risk trade-offs between them. The pros and cons of each financing option presented here are a high-level summary in need of refinement before the project team can make a final recommendation.

1. General Obligation Bonds

The County would issue General Obligation (GO) bonds secured by the full faith and credit of the County. The debt service would be funded by general fund revenue (property tax). Under this financing option, debt service payments would have a higher priority for payment than any other discretionary expenditures within the County budget.

Pros:

- Lowest cost of capital (annual debt service).
- Investors are concerned that investing in a “correctional” facility could adversely affect their ESG rating, which would limit the pool of available investors in increase the cost of capital. Combining the jail financing within a consolidated municipal GO bond offering could mitigate invest-

tor’s reluctance as this would not be considered a “project financing.”

Cons:

- May exceed the County’s GO bond capacity and crowd out the ability to borrow for other purposes.
- Could significantly delay or terminate the project if voter approval is required.

2. Third-Party Conduit Issuance

The County would utilize a non-profit entity authorized to issue bonds on its behalf, such as the Development Authority of Fulton County (DAFC). The bonds could be tax exempt or taxable and would be secured and funded by a specified revenue source, such as a lease payment from the County or a dedicated tax revenue source.

Pros:

- Mitigates adverse impact to County’s debt capacity and credit rating.

Cons:

- Higher cost of capital (annual debt service).
- Will require a dedicated funding source or commitment from the County to pay debt service.

3. Public-Private Partnership (P3)

The County would execute a performance-based contract (concession agreement) with a private development team (consortium) to design, build, finance, and maintain (DBFM) the new jail facility. The County would agree to make “availability payments” to fund debt service, fees, reserves, and maintenance of the facility for the term of the agreement (30+ years). If the consortium fails to meet performance standards, they would be subject to financial penalties. P3 is NOT privatization of the jail operations. Jail operations will remain a County function. The County currently contracts with a private entity to maintain jail facilities. P3 is no different, except it ties the construction of the facility to the long-term maintenance.

Pros:

- Faster and more certain delivery of the project.
- Risk transfer and lifecycle savings offsets higher cost of capital.

Cons:

- Obligates County to a 30+ year maintenance contract.



TRACK 6

BOARD OF COMMISSIONERS PRESENTATION

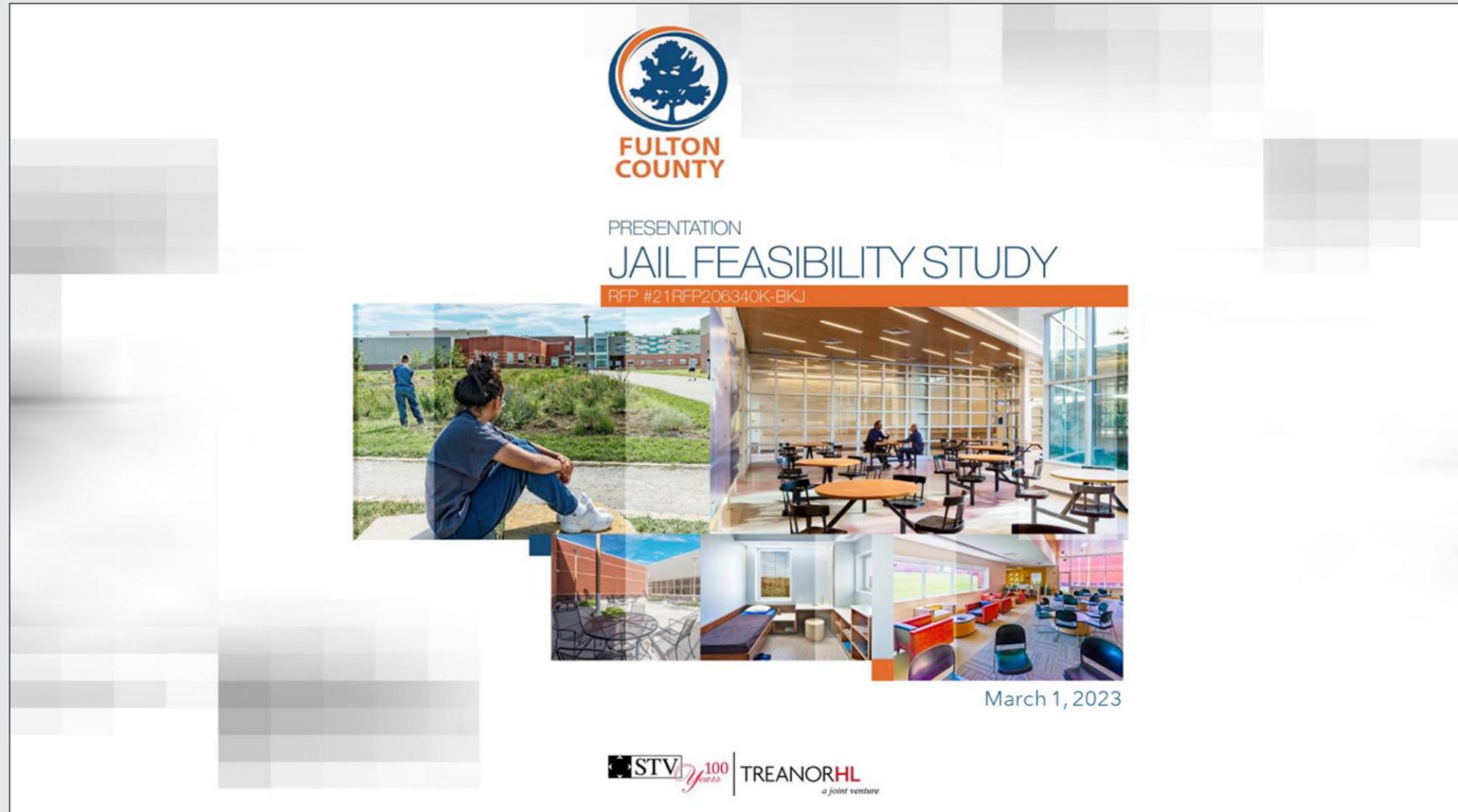
Track 6 Overview:

To close out the project, the contents and findings of the Jail Feasibility Study were presented to Fulton County stakeholders and decision makers in abbreviated form. The slide deck enclosed in Track 6 was presented to the project’s Steering Committee on January 11, 2023 and to the Fulton County Board of Commissioners and public on February 1, 2023 (v1). Subsequently, it was amended to respond to the Commissioners’ feedback and questions (v2). The presentation serves as a graphic summary of the project team’s work, displaying opportunities, constraints, and key takeaways surrounding the Fulton County Jail.

	TRACK 0: PREFACE Project Team, Vision, & Goals Project Schedule Executive Summary
	TRACK 1: INTERNAL & EXTERNAL STAKEHOLDER ENGAGEMENT Stakeholder Engagement
	TRACK 2: JUSTICE SYSTEM ANALYSIS FORECAST Population Data Analysis & Forecasts
	TRACK 3: EXISTING FACILITY & OPERATIONS ASSESSMENT Facility Assessment Healthcare Review & Assessment Jail Classification System Assessment Staffing & Operating Costs Assessment
	TRACK 4: FUTURE FACILITY SIZING, PROGRAMMING & ALTERNATIVES TO INCARCERATION Operating Principles & Macro Architectural Space Program Alternatives to Incarceration & Means to Reduce the Jail Population
	TRACK 5: FUTURE FACILITY POTENTIAL SITES & COSTS Potential Sites & Criteria for Evaluation Conceptual Cost Plan
	TRACK 6: BOARD OF COMMISSIONERS PRESENTATION Presentation v2 (March 1, 2023)3 Memorandum to the Board of Commissioners (March 1, 2023)49 Presentation v1 (February 1, 2023)67

PRESENTATION v2
(March 1, 2023)





Vision

Our Vision is for a New Facility that provides a Safe, Humane, and Sustainable Environment reflecting Best Practices in Pre-Trial Detention.

The Goal of This Project Is to Answer 5 Key Questions

- **Do we need a new jail?**
- **How big should it be?**
- **What services should be provided?**
- **Where could it be located?**
- **How much will it cost?**

Do we need a new jail?

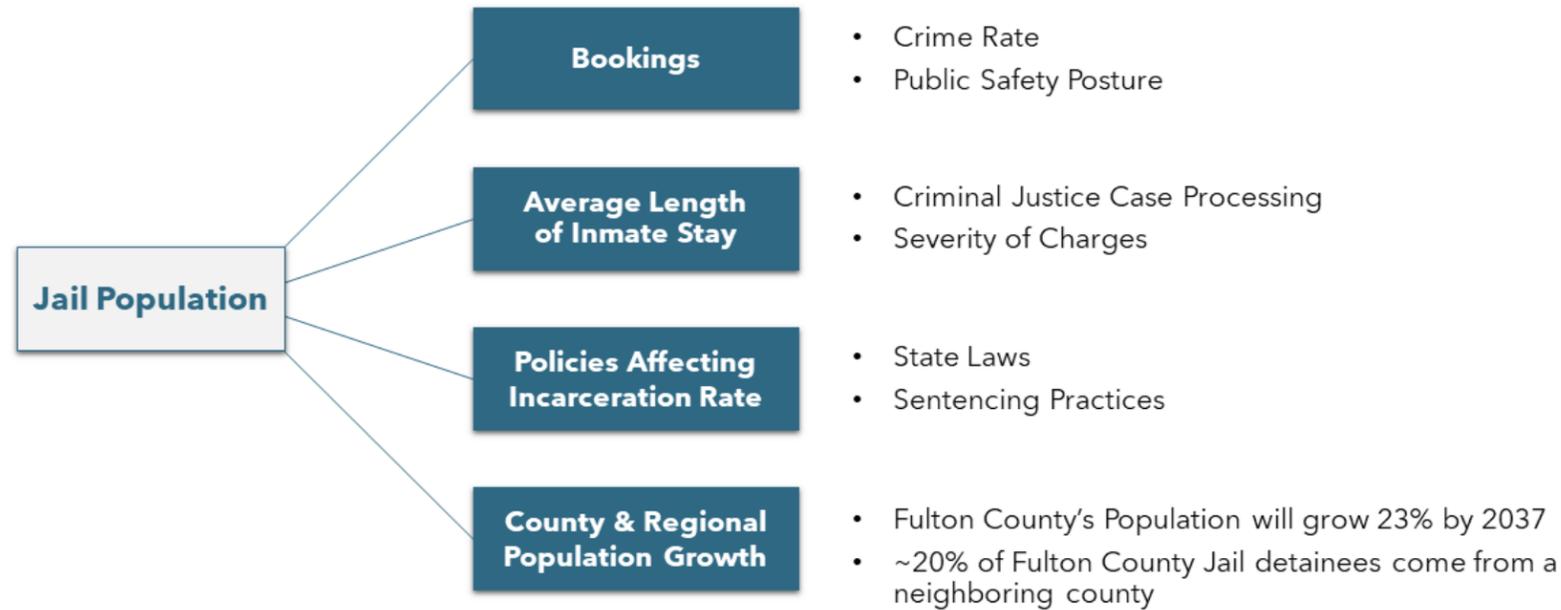
The Existing Jail Is Obsolete

- **The existing jail is overcrowded**
 - Rice Street: designed for 1,125, currently occupied by 2,950
 - Union City: designed for 260, formerly occupied by 318
- **The existing jail creates public safety concerns**
 - 11 fires, 534 fights since January 2022*
 - 114 stabbings since January 2022*
- **Current buildings are deteriorated**
 - Aging facility in poor condition
 - The average useful life of comparable jails is 30 years
- **Limited space available for services and programs**
 - Existing Rice Street Jail is 90% housing
 - Lack of available space for treatment, programs & services
- **The facility adversely impacts employee retention and recruitment**
 - 738 authorized positions, 122 are vacant*
 - 130 new hires vs. 185 separations in 2021*

* Source: Fulton County Office of the Sheriff

How big should it be?

The Size of a Jail Is Determined by Several Factors



We Developed 3 Scenarios for the Jail Population Forecast

Status Quo Forecast	Moderate Improvement Forecast	Optimal Improvement Forecast
<ul style="list-style-type: none"> • Assumes no change in the current practices of the criminal justice system • Current trends in bookings and average length of stay (ALOS) stay the same 	<ul style="list-style-type: none"> • The status quo forecast is modified to include multiple criminal justice system changes: <ul style="list-style-type: none"> ○ Progress in diversion ○ Case processing improvements ○ Reduction in ALOS 	<ul style="list-style-type: none"> • Assumes return to pre-COVID level and reduction of court case backlog • Expansion of alternatives to incarceration and case processing improvements • Measurable reductions in incarceration rates

Key Assumptions of Jail Population Forecast

- RFP requested a 25-year projection through 2047
- 2037 reflects construction for housing with support infrastructure for 2047
- Additional housing can be constructed if needed to meet 2047 bed needs

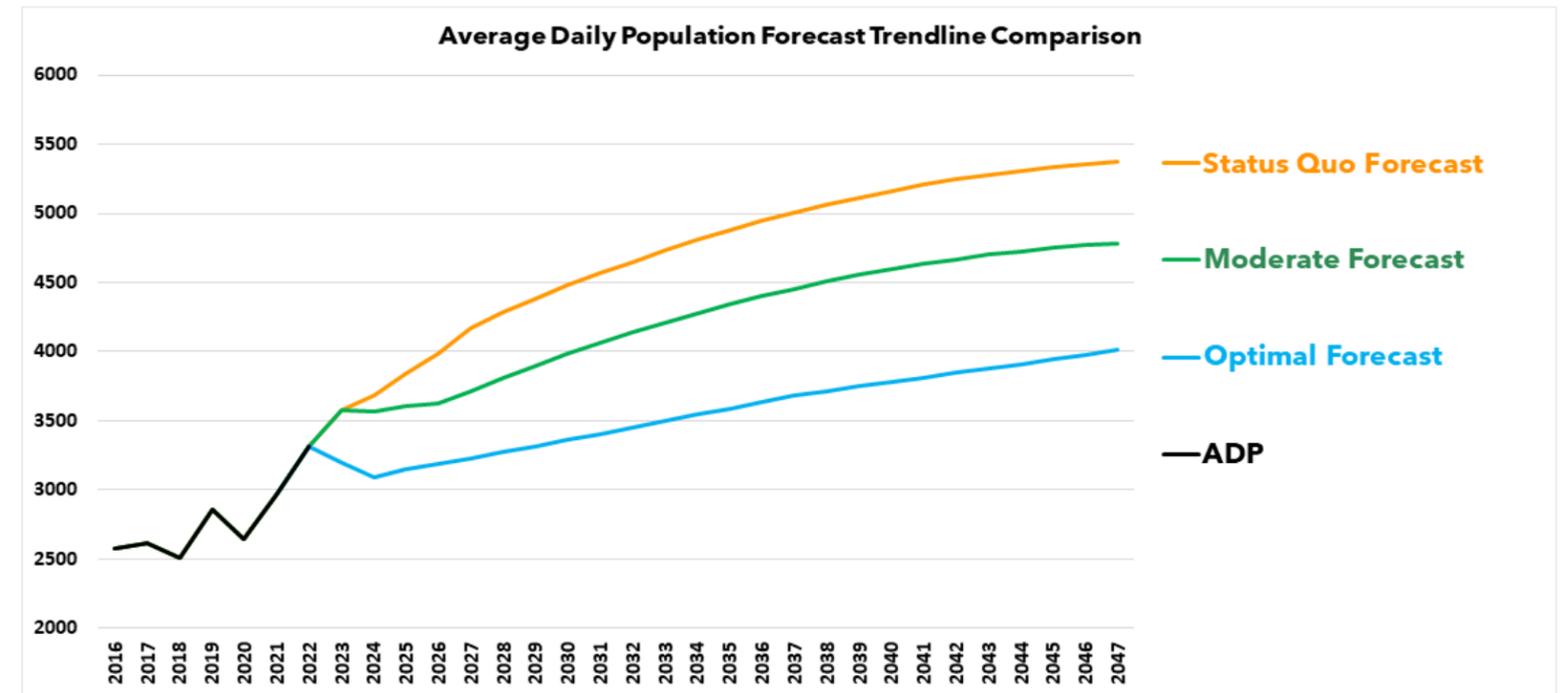
		2019	2022	2037	2047
Status Quo Forecast	Bookings (Average Per Day)	68.3	52.7	82.5	90.4
	Average Length of Stay (Days)	39.2	58.9	60.7	59.4
Moderate Forecast	Bookings (Average Per Day)	68.3	52.7	80.4	87.8
	Average Length of Stay (Days)	39.2	58.9	51.9	51.2
Optimal Forecast	Bookings (Average Per Day)	68.3	52.7	80.4	87.8
	Average Length of Stay (Days)	39.2	58.9	42.9	43.0
All Models	Fulton County Population	1,063,937	1,105,574	1,290,360	1,393,700
	Metropolitan Atlanta Population	4,810,231	4,982,924	5,819,113	6,267,538

All forecast scenarios assume:

- Estimated bookings will grow beyond historical levels
- Fulton County/Metro Atlanta populations will continue to grow

2019 Population Source: U.S. Census Bureau, Annual Estimates of the Resident Population for Counties in Georgia: April 1, 2010 to July 1, 2019 (CO-EST2019-ANNRES-13); 2022, 2037, 2047 Population Source: Georgia Governor Office of Planning and Budget

Average Daily Population Forecast Scenarios



ADP and Bed Needs: 2022, 2037 & 2047

Scenario	2022		2037		2047	
	ADP	Bed Need*	ADP	Bed Need*	ADP	Bed Need*
2022 Actual	3300	3942	--	--	--	--
Status Quo Forecast	--	--	5006	5980	5373	6418
Moderate Forecast	--	--	4455	5322	4782	5712
Optimal Forecast	--	--	3686	4403	4012	4792

**Bed Need = ADP + Peaking Factor + Classification Factor*

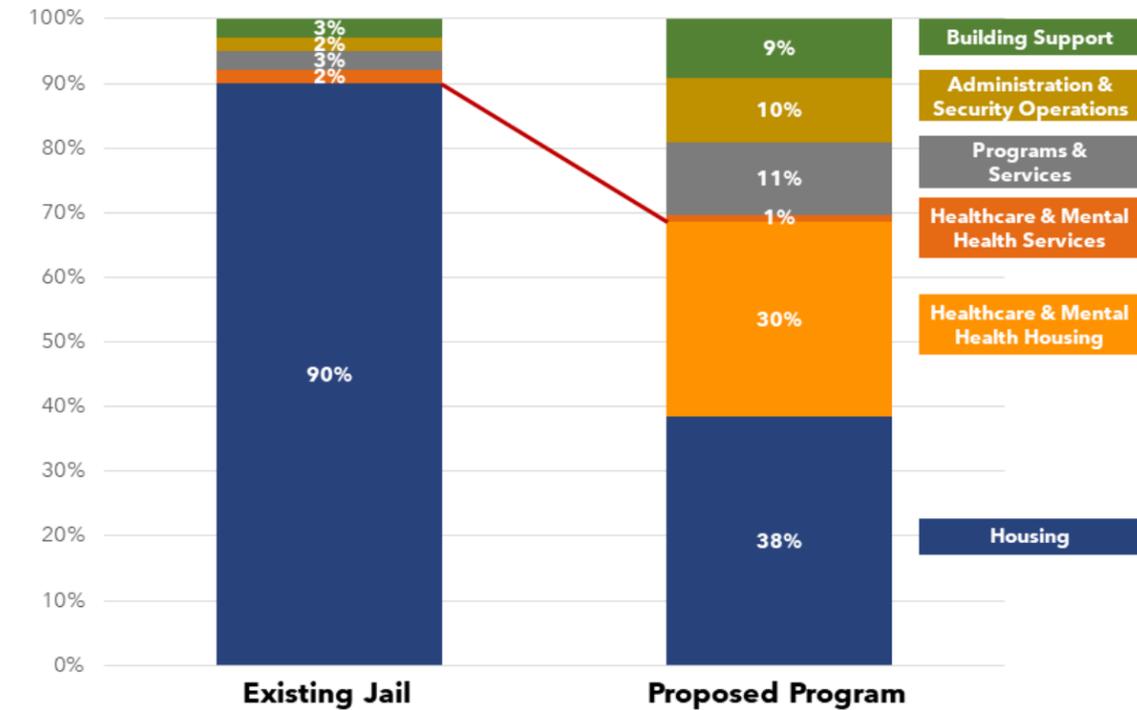
What services should be provided?

The New Jail Includes New Services for Detainees and Staff

- **Create a New Facility that reflects the Best Thinking and Best Jail Practices**
- **Change the Paradigm of Operations**
 - Commitment to Direct Supervision
 - Create a Normative (not Punitive) Environment
 - Expand Wrap Around Programs and Services
 - State-of-the-Art Medical & Mental Health Housing that supports Treatment and Recovery
- **Focus on Case Management and Re-Entry Services to achieve Successful Return to the Community**
- **Create a Safe, Positive Work Environment for Staff**
 - Staff Amenities, Staff Wellness, Staff Retention

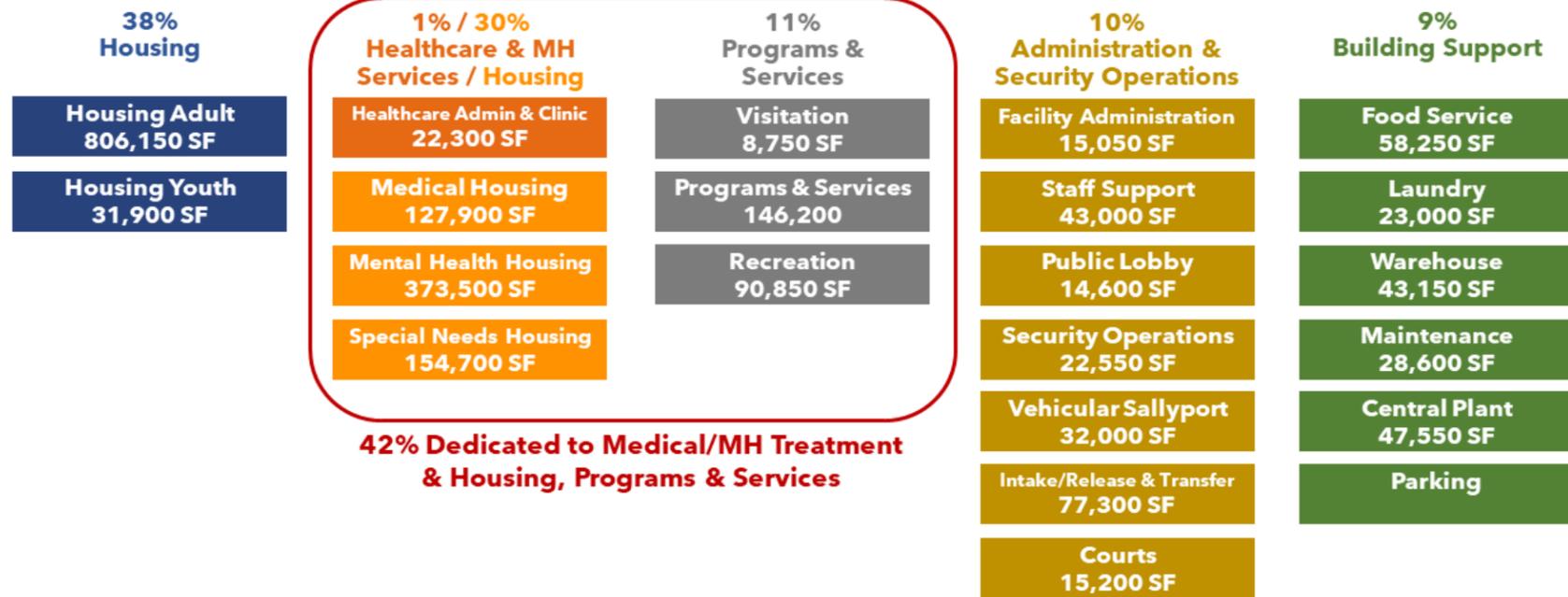


The New Jail Provides Space for Essential Services and Programs



The New Jail Dedicates 42% of Footprint for Med/MH & Programs

2,182,500 SF



New Jail Increases Beds and Square Footage

EXISTING FACILITIES
(Rice Street Jail and Union City)

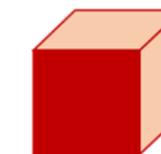
NEW JAIL

2,510
Beds

203
GSF / Bed

510,000
Gross Square Feet

2022 Actual ADP: 3,300

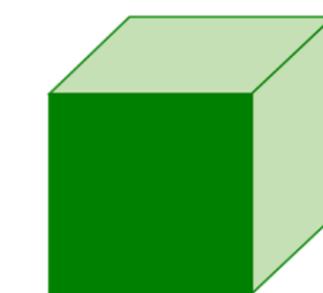


5,480
Beds

398
GSF / Bed*

2,182,500
Gross Square Feet

2037 Projected ADP: 4,455



* Complies with ACA and National Standards

Where could it be located?

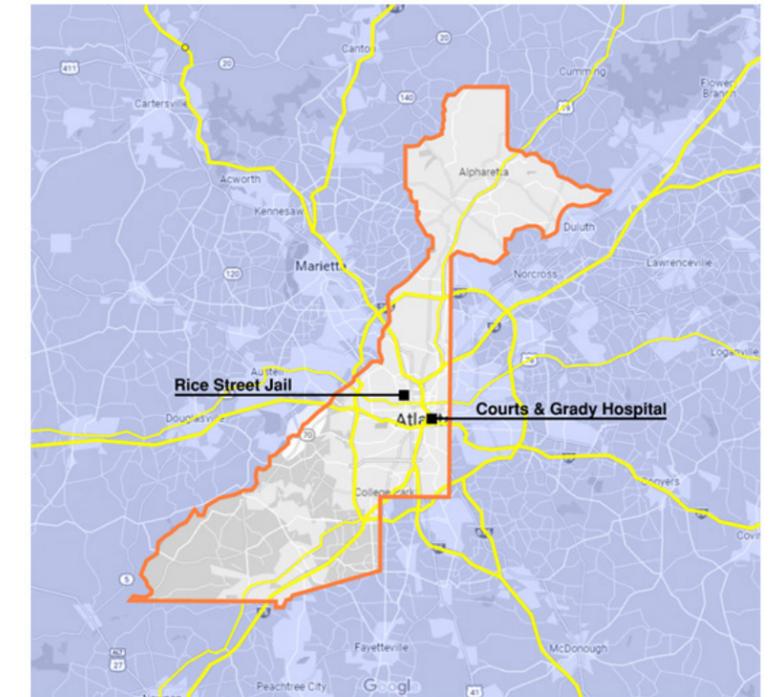
Site Selection Options

3 OPTIONS FOR SITE SELECTION

- Existing Rice Street Site
- County-Owned Properties
- New Property Acquisitions

SELECTION CRITERIA

- 35+ Contiguous Acres
- Relatively Level Topography
- Middle of the County
- Proximity to Existing Facilities: Fulton County Courts & Grady Hospital
- Access to Primary Arterial Roadway Network



Site Evaluation Criteria

● = good, ● = uncertain, ● = poor

	Existing Rice Street Site	County-Owned Properties	New Property Acquisitions
Cost of Acquisition	●	●	●
Existing Structures / Cost of Demolition	●	●	●
Construction Phasing / Impact on Operations	●	●	●
Location: Proximity to Courts / Grady Hospital	●	●	●
Site Configuration: Size & Shape	●	●	●
Opportunity for Expansion	●	●	●
Community Acceptance (NIMBY)	●	●	●
Environmental Site Conditions	●	●	●
Access to Existing Utility Infrastructure	●	●	●

Site Recommendation

We recommend that the new jail be located at Rice Street, based on 3 major factors:

- **Speed of Construction - County-owned**
- **Operational Efficiency - Proximity to Fulton County Courts and Grady Hospital**
- **Community Acceptance/Impact - Current jail location**



How much will it cost?

Primary Construction Cost Drivers

Site-Specific Cost Drivers

- Existing conditions - demolition / grading / site prep
- Access to utilities; capacity of local utilities
- Geotechnical reports - impact foundation system
- Site access and sufficient area for staging of materials

Building Cost Drivers

- Building configurations, number of floors
- Building structure type
- Square footage and bed count
- Building and site security - min. vs. max. security

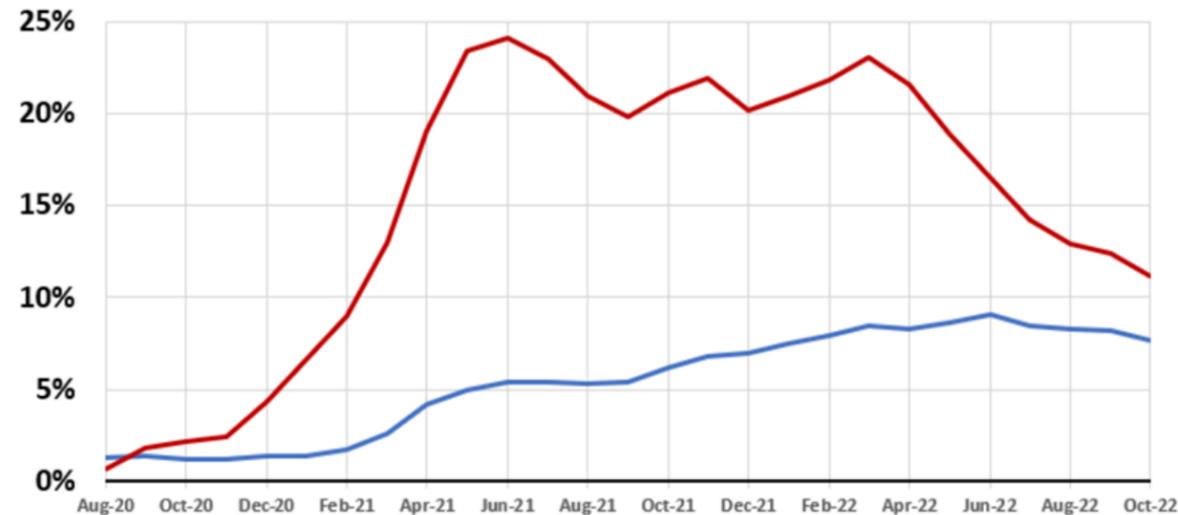
Construction Cost Escalation

- CBRE forecasts a 14.1% increase in costs through 2022 year-end; inflation is still high
- Cost inflation expected to begin cooling by the end of 2022

Inflation Is a Key Driver in the Cost of the New Fulton County Jail

Cost for New Nonresidential Construction vs. Consumer Prices

Year-over-year change in PPI for construction inputs and CPI
August 2020 - October 2022, not seasonally adjusted



	12 months to:	
	Aug-20	Oct-22
CPI	1.3%	7.7%
Inputs PPI	0.7%	11.2%

Source: Bureau of Labor Statistics, consumer price index, www.bls.gov/cpi; producer price index, www.bls.gov/ppi

Source: Associated General Contractors of America (AGC), 2022 Construction Inflation Alert

The Estimated Project Cost for the New Jail Is \$2.0B

	SCENARIO 1: MODERATE FORECAST New 5,480 Beds at Rice St	SCENARIO 2: OPTIMAL FORECAST New 4,392 Beds at Rice St
Direct New Construction Cost	\$1,296,575,138	\$1,101,738,400
Soft Costs	\$316,689,000	\$269,099,000
Total Project Cost: 2023*	\$1,613,264,138	\$1,370,837,400
Cost per Bed: 2023	\$294,390	\$312,120
Escalated Project Cost: 2028**	\$1,998,337,247	\$1,698,045,207
Cost per Bed: 2028	\$364,660	\$386,620

* Range of Expected Cost: (-15% / +20%) per AACE

** 3 Years Escalation + 2 Years Build (Escalation Assumption: 8% / 6% / 4% + Midpoint of Construction)

Financing Options: Moderate Scenario

General Obligation Bonds	Third-Party Conduit Issuance (Tax Exempt)	Public-Private Partnership (P3) (Tax Exempt)
<ul style="list-style-type: none"> County issues a general obligation bond backed by the full-faith and credit of the County County repays debt and funds maintenance from general fund revenue (property tax) 	<ul style="list-style-type: none"> County utilizes a conduit issuer, such as South Fulton Municipal Regional Jail Authority or Public Finance Authority (PFA), to issue project specific bonds. County leases facility for 30+ years 	<ul style="list-style-type: none"> County executes a concession agreement with a private consortium to design, build, finance, and maintain the new jail County commits to "availability payment" for 30+ years
Construction Cost: ~\$2.0B* Annual Debt Service: ~\$115.7M Annual Maintenance: ~\$8.3M Total Annual Cost: ~\$124.0M	Construction Cost: ~\$2.0B* Annual Debt Service: ~\$122.8M Annual Maintenance: ~\$8.3M Total Annual Cost: ~\$131.1M	Construction Cost: ~\$2.0B Risk Transfer Savings: (~160M) Annual Debt Service: ~\$116.3M Annual Maintenance: ~\$6.2M Total Annual Cost: ~\$122.5M

* Assumes Design-Bid-Build Delivery

Financing Options: Optimal Scenario

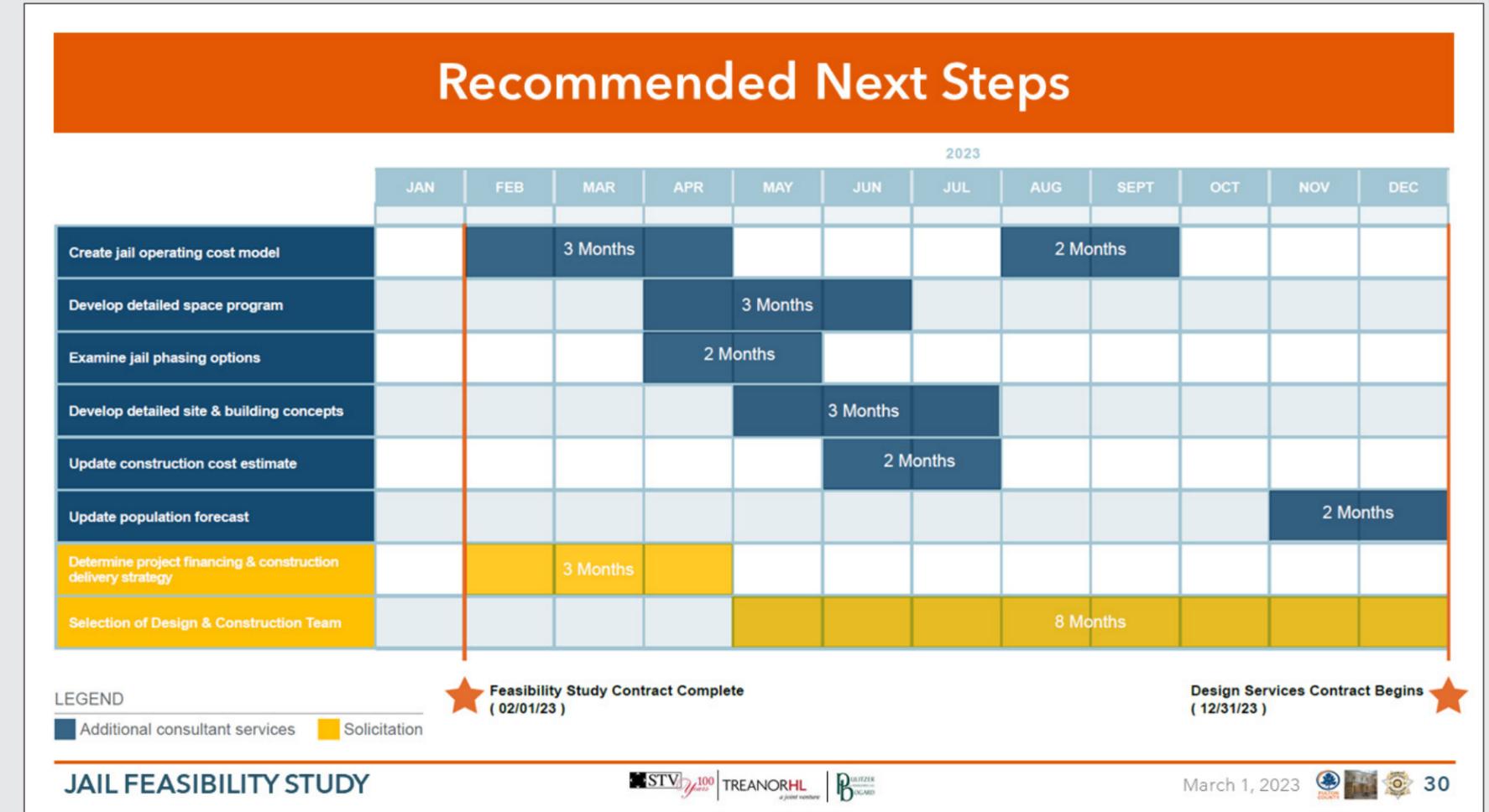
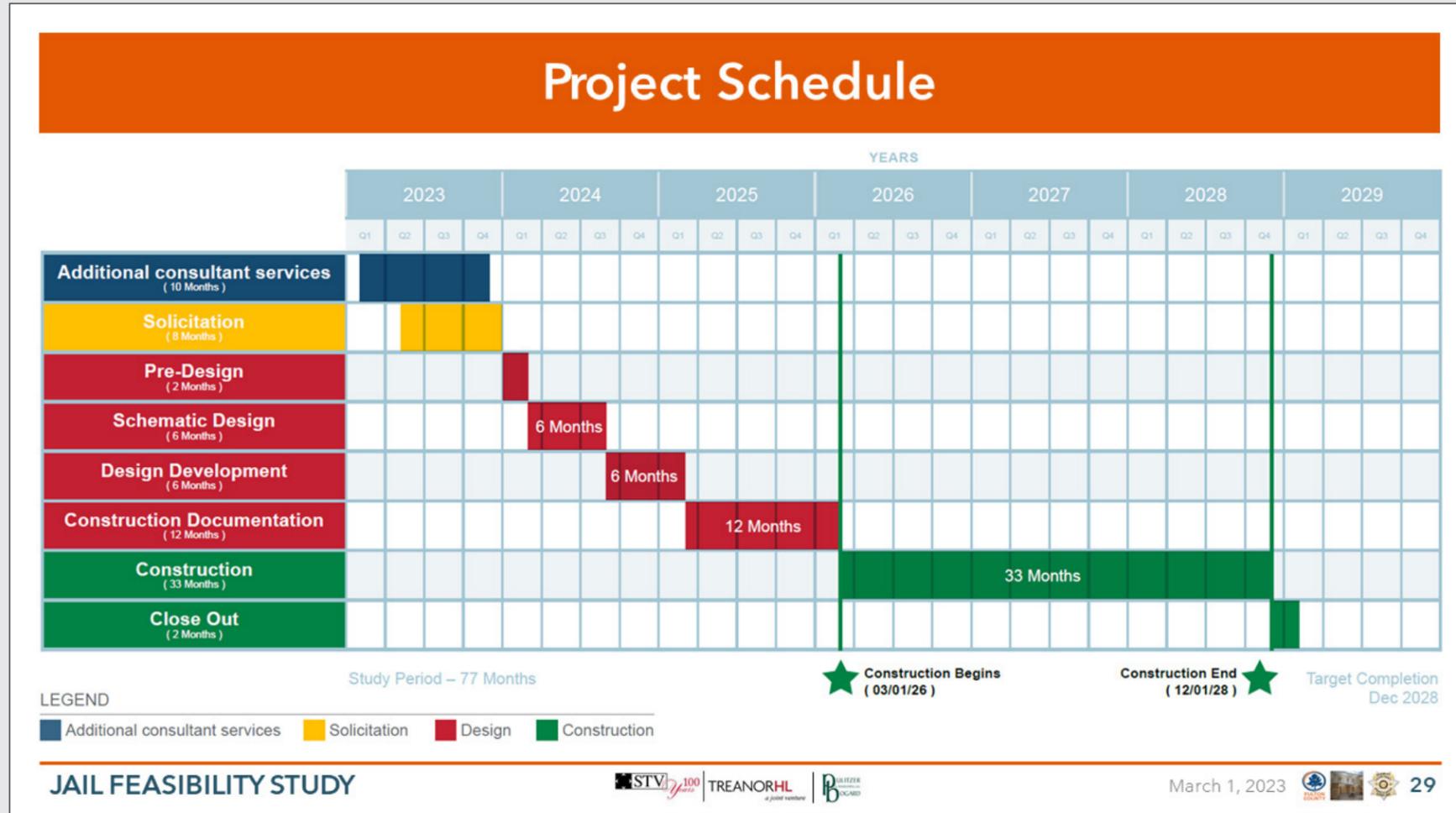
General Obligation Bonds	Third-Party Conduit Issuance (Tax Exempt)	Public-Private Partnership (P3) (Tax Exempt)
<ul style="list-style-type: none"> County issues a general obligation bond backed by the full-faith and credit of the County County repays debt and funds maintenance from general fund revenue (property tax) 	<ul style="list-style-type: none"> County utilizes a conduit issuer, such as South Fulton Municipal Regional Jail Authority or Public Finance Authority (PFA), to issue project specific bonds. County leases facility for 30+ years 	<ul style="list-style-type: none"> County executes a concession agreement with a private consortium to design, build, finance, and maintain the new jail County commits to "availability payment" for 30+ years
Construction Cost: ~\$1.7B* Annual Debt Service: ~\$98.3M Annual Maintenance: ~\$7.4M Total Annual Cost: ~\$105.7M	Construction Cost: ~\$1.7B* Annual Debt Service: ~\$104.4M Annual Maintenance: ~\$7.4M Total Annual Cost: ~\$111.8M	Construction Cost: ~\$1.7B Risk Transfer Savings: (~136M) Annual Debt Service: ~\$98.9M Annual Maintenance: ~\$5.5M Total Annual Cost: ~\$104.4M

* Assumes Design-Bid-Build Delivery

Summary

Summary

- The need for a new 21st-century jail is acute
- A new jail will provide a safe, supportive environment for pre-trial detention
- The size of the jail is driven by several factors: standards, classification, treatment needs and program/support space
- We recommend a new consolidated jail at the Rice Street site



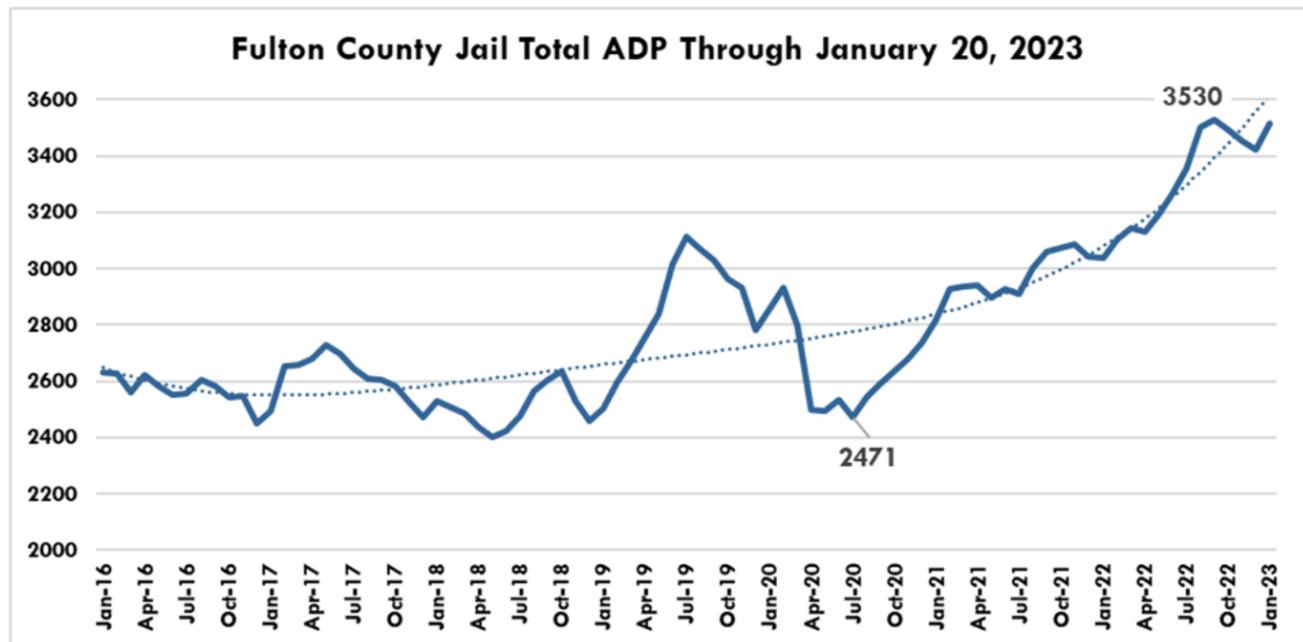
THANK YOU
QUESTIONS AND ANSWERS



Appendix

- A1 Average Daily Population
- A2 Severity of Charges
- A3 Bookings
- A4 Felony Court Case Processing
- A5 Average Length of Stay
- A6 Incarceration Rates in Comparable Urban Counties
- A7 Incarceration Rates in Neighboring Georgia Counties
- A8 Incarceration Rates in Highest Ranking U.S. States
- A9 Alternatives to Incarceration & the Justice System
- A10 New Jail Bed Distribution
- A11 New Jail at Rice Street: Site Plan
- A12 Financing Options: Pros and Cons

The Recent Increase in Average Daily Population Is Unprecedented



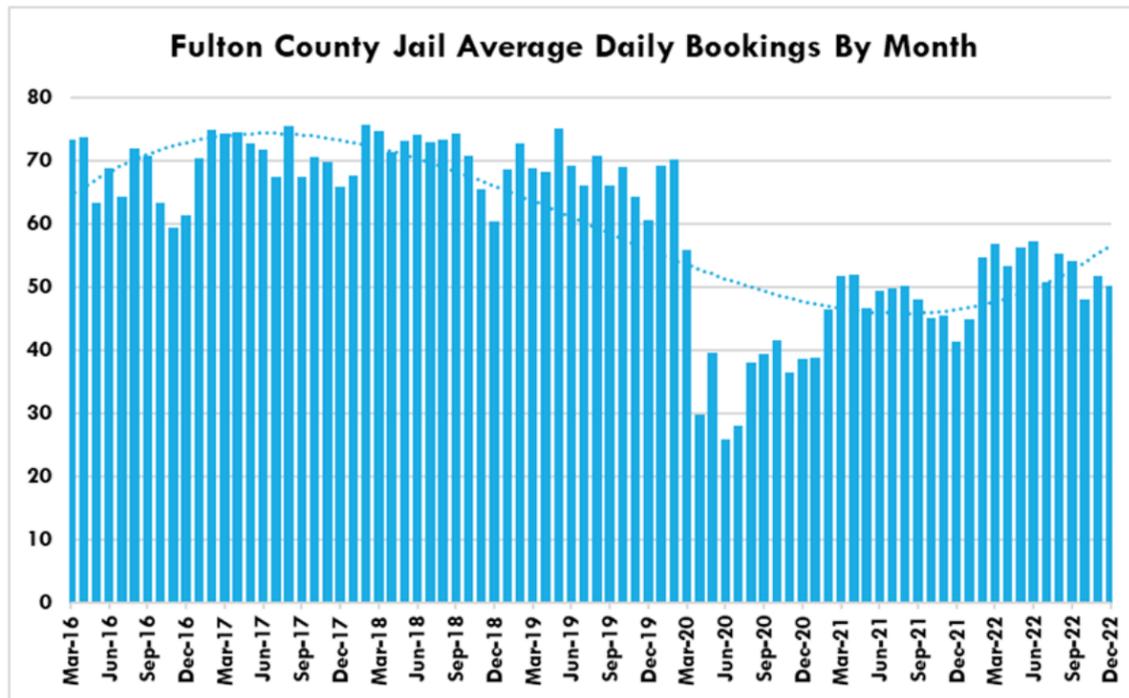
- 2022 ADP is 11% higher than in 2021
- Population has not been this high since 1999
- 2019 ADP increase immediately after criticism of bond release practices
- Pandemic actions reduced ADP to 2018 levels
- Multiple current programs (such as Project Orca) have slowed ADP growth

Charges Are More Severe

Average Daily Population By Most Serious Charge							
	2016	2017	2018	2019	2020	2021	2022
Violent Felony	44.8%	42.5%	42.3%	43.9%	52.6%	57.6%	58.5%
Weapons Felony	4.9%	5.5%	5.7%	6.2%	6.1%	6.5%	6.0%
Burglary Felony	7.6%	6.1%	6.1%	6.3%	6.8%	5.8%	7.4%
Theft/Fraud Felony	6.6%	6.3%	6.4%	6.7%	5.0%	5.7%	6.2%
Drugs Felony	7.9%	9.0%	7.6%	7.2%	5.0%	5.1%	4.7%
Offenses vs Government Felony	4.7%	5.6%	5.7%	5.9%	5.4%	3.7%	3.1%
Probation Violation Felony	6.8%	6.8%	10.1%	7.0%	5.6%	3.0%	0.3%
Violent Misd	2.9%	3.3%	3.1%	3.7%	2.9%	2.6%	2.8%
Public Order Felony	1.5%	1.5%	1.6%	1.7%	2.5%	2.6%	2.7%
Sex Offense Felony	2.1%	2.3%	2.4%	2.2%	2.5%	2.4%	2.2%
Offenses vs People Felony	1.2%	1.6%	1.7%	1.4%	1.8%	2.1%	2.0%
Public Order Misd	1.5%	1.6%	1.1%	2.2%	0.8%	0.6%	1.2%
Parole Violation	1.4%	1.2%	1.0%	1.1%	0.8%	0.6%	0.5%
Theft/Fraud Misd	1.8%	1.9%	1.4%	1.6%	0.7%	0.6%	0.9%
Everything Else	4.4%	4.7%	3.7%	3.0%	1.5%	1.1%	1.4%

- Felons constitute 94% of the jail's population, not unusual for a large urban jail
- Exceptionally high proportion of violent felons, would expect 35%

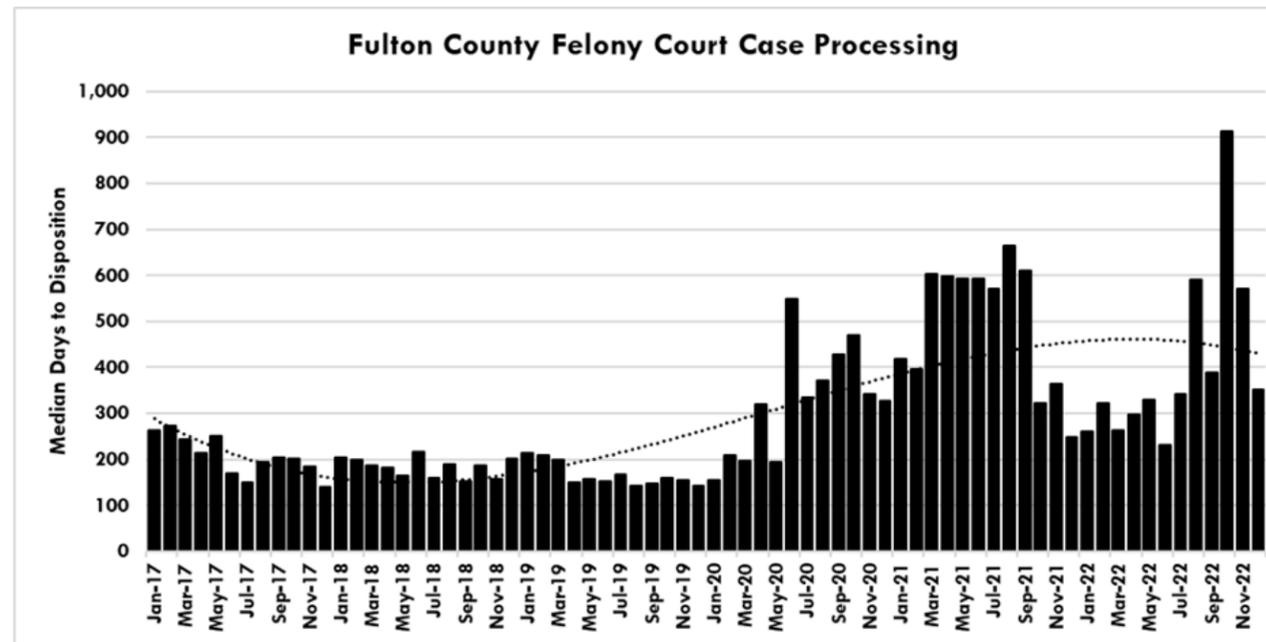
Bookings Have Increased Since the Pandemic Low Point



- Bookings have increased 12% over 2021
- Bookings increased 10% in 2021 over 2020
- Bookings have still not returned to pre-COVID levels

	Avg Daily Bookings
2016	67.4
2017	71.2
2018	71.2
2019	68.3
2020	42.7
2021	47.1
2022	52.7

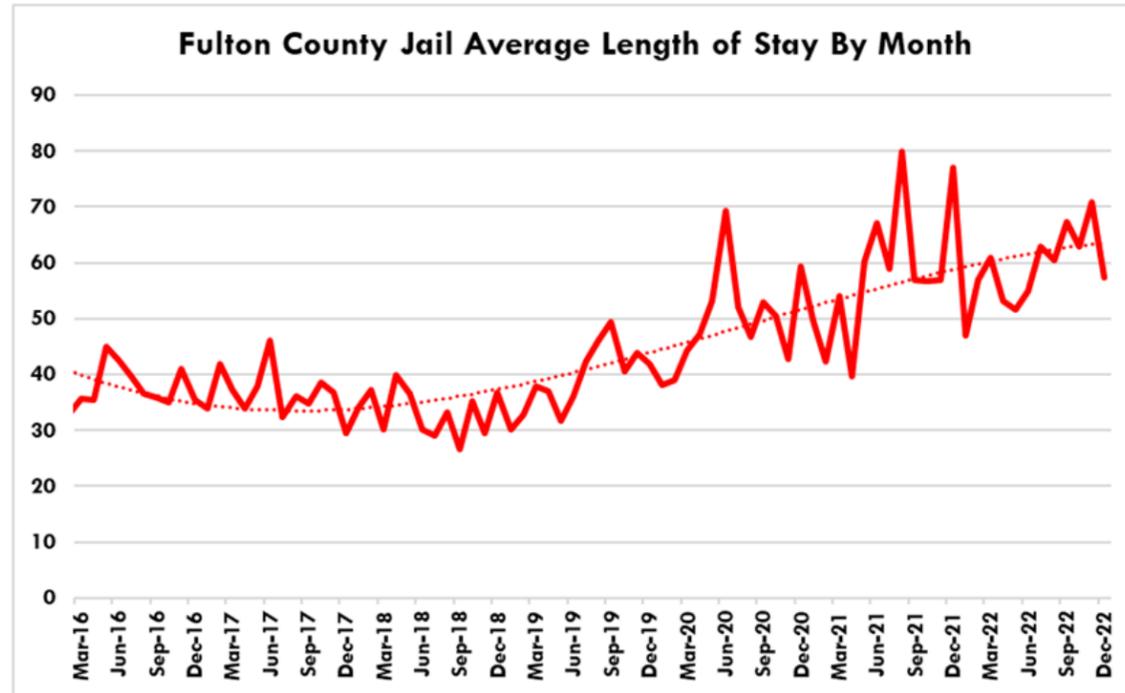
Felony Court Case Processing Has Improved Over the Last 2 Years



- 2022 median felony case processing time is 310 days*
- Year over year processing time decreased 38% in 2022
- Many jurisdictions still operating well over 400-day medians
 - Harris, TX
 - Dane County, WI
 - Adams County, CO
 - Oahu, HI

*Excluding Aug/Oct/Nov data where hundreds of inactive cases were purged from the caseload

Average Length of Stay Is 50% Higher Than Pre-Pandemic

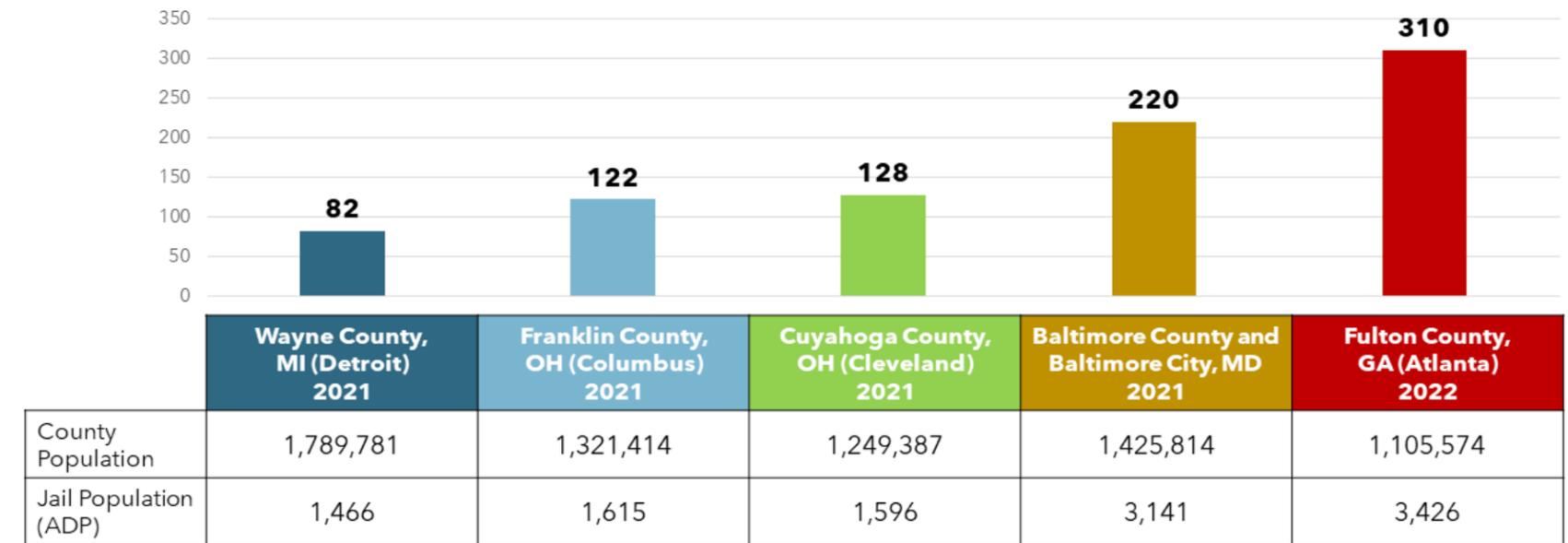


- ALOS is up 50% compared to 2019
- ALOS is higher than it was prior to the pandemic
- Felony ALOS has increased 25 days since 2019
- Nearly 50% of the jail's population are unindicted felons
- 56% of the unindicted population have been held for less than 100 days

	Misd/Other ALOS	Felony ALOS	Total ALOS
2016	8.8	61.8	37.2
2017	9.1	60.3	36.7
2018	7.2	53.8	33.2
2019	9.7	61.5	39.2
2020	11.0	67.1	47.8
2021	8.2	86.1	58.6
2022	9.3	86.8	58.9

Incarceration Rates in Comparable Urban Counties

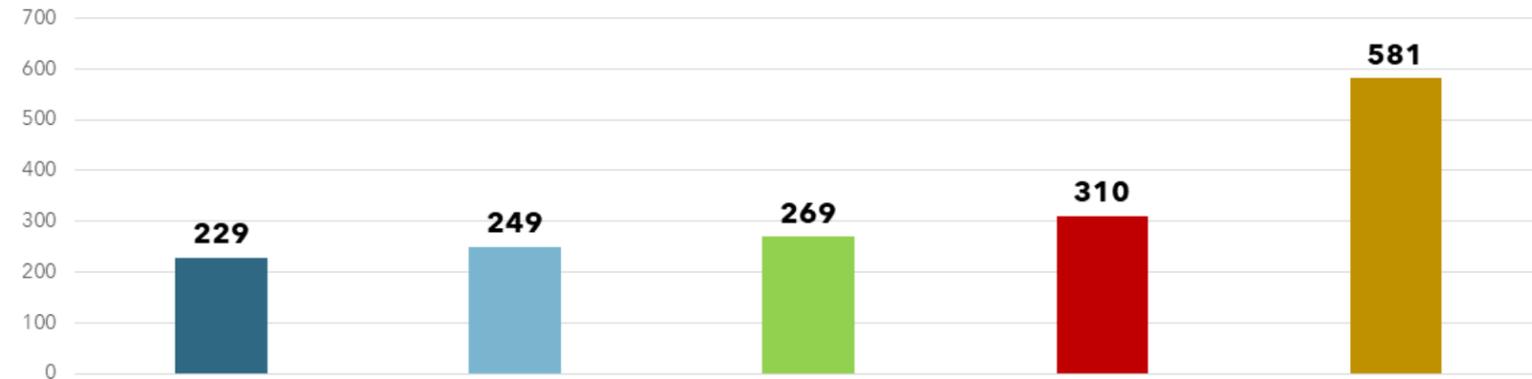
Incarcerated Population per 100,000 in Other Urban Counties with New Jails under Design/Construction



Data Sources: County Populations (2021): U.S. Census Quick Facts; Fulton County Population (2022): Georgia Governor Office of Planning and Budget, <https://opb.georgia.gov/census-data/population-estimates>; ADPs (2021): DOJ Midyear Jail Survey 2021, <https://bjs.ojp.gov/data-collection/annual-survey-jails-asj>

Incarceration Rates in Neighboring Georgia Counties

Incarcerated Population per 100,000 in Neighboring Georgia Counties



	Gwinnett County 2022	Cobb County 2022	DeKalb County 2022	Fulton County 2022	Clayton County 2022
County Population	966,057	779,374	776,792	1,105,574	299,405
Jail Population (ADP)	2,209	1,938	2,088	3,426	1,741

Data Sources: County Populations (2022): Georgia Governor's Office of Planning and Budget, <https://opb.georgia.gov/census-data/population-projections>;
Jail Populations (December 2022): Georgia Department of Community Affairs, County Jail Inmate Population Report, https://www.dca.ga.gov/sites/default/files/jail_report_dec22.pdf

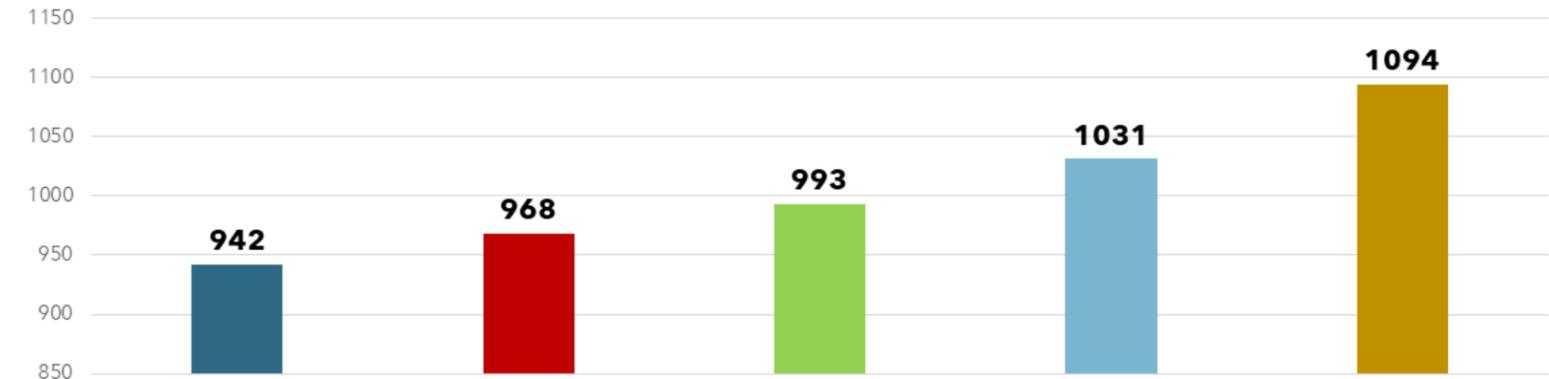
JAIL FEASIBILITY STUDY



March 1, 2023

Incarceration Rates in Highest Ranking U.S. States

Incarcerated Population (Jails + Prisons) per 100,000 in Highest Ranking U.S. States



	Arkansas 2021	Georgia 2021	Oklahoma 2021	Mississippi 2021	Louisiana 2021
State Population	3,011,524	10,711,908	3,959,353	2,961,279	4,657,757
Total State Incarceration	28,377	103,722	39,325	30,534	50,934

Data Sources: Prison Policy Initiative, Confined Populations by State and Type of Confinement (2021), https://www.prisonpolicy.org/global/appendix_states_2021.html

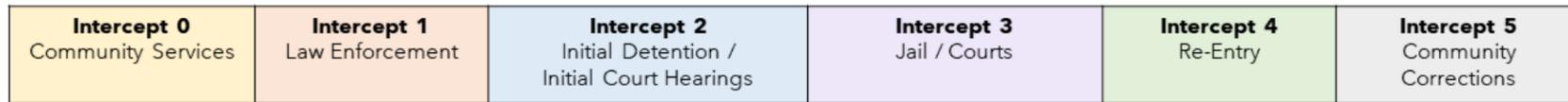
JAIL FEASIBILITY STUDY



March 1, 2023

Alternatives to Incarceration & the Justice System

Criminal Justice / Social Services Coordinating Council



*Launch
*Expand

New Jail Bed Distribution



New Jail at Rice Street

PROS:

- COUNTY OWNED PROPERTY
- PROXIMITY TO COURTS AND GRADY HOSPITAL
- SINGLE PHASE CONSTRUCTION
- Community Acceptance (NIMBY)
- Known Infrastructure in Place
- Strong Civic Presence

CONS:

- DISPLACEMENT OF EXISTING OCCUPANTS
- COST OF DEMOLITION
- Impact on Existing Operations
- Proximity to Westside Beltline
- Potential Increase in Traffic Movement onto Local Streets



Financing Options

General Obligation Bonds

PROS

- Lowest cost of capital
- Mitigates investor ESG* concerns

CONS

- Exceeds County's GO fund balance
- Execution risk if voter approval required

Third-Party Conduit Issuance (Tax Exempt)

PROS

- May not crowd-out County debt capacity
- Potentially less impact to County credit rating

CONS

- Slightly higher interest rate
- Higher transaction cost
- Risk of investor ESG* concerns
- Needs a dedicated DS payment source (e.g., lease payment)

Public-Private Partnership (P3) (Tax Exempt)

PROS

- Faster and more certain execution
- Risk transfer & life-cycle savings
- Can mitigate ESG* concerns

CONS

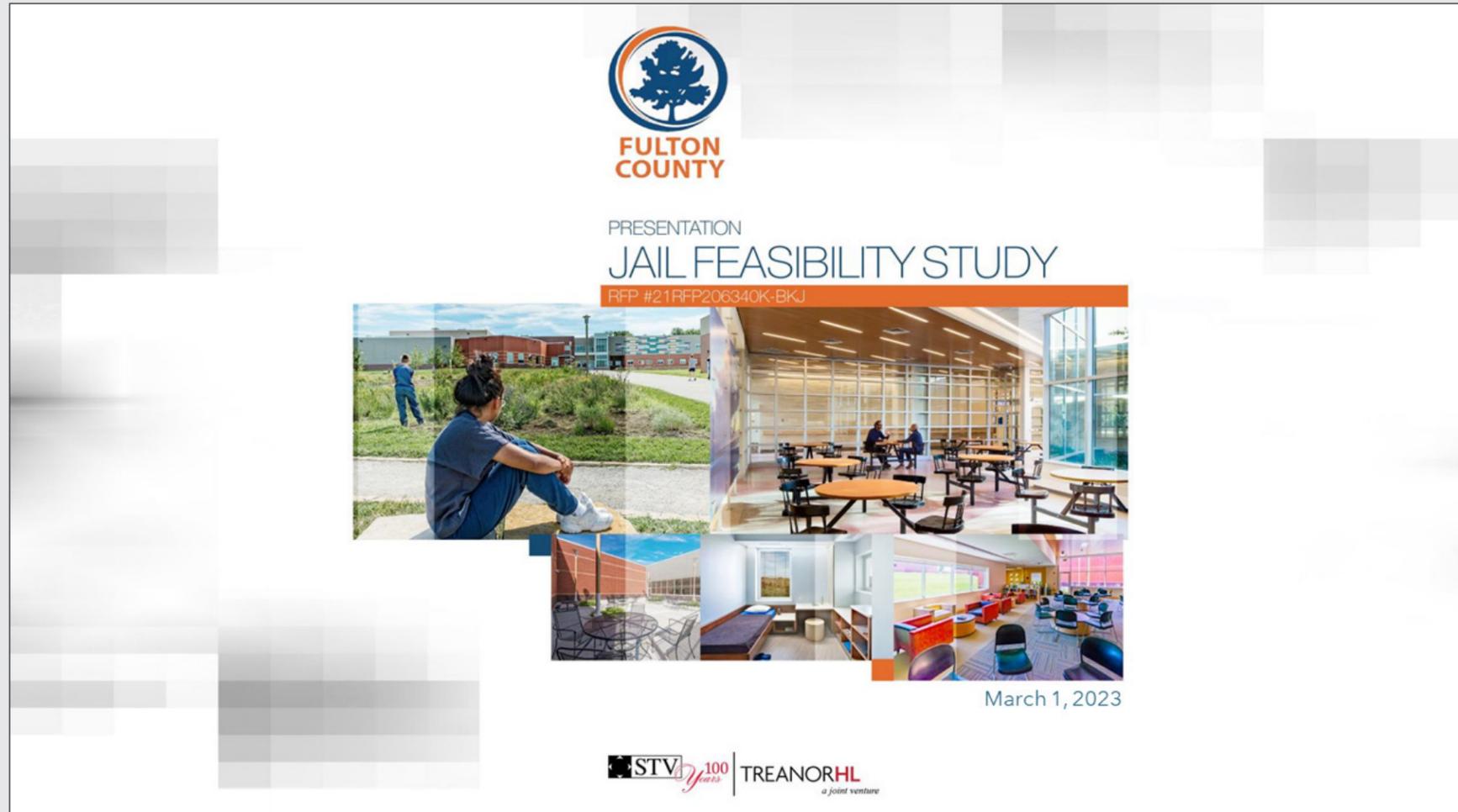
- Obligates County to 30+ year maintenance contract
- Could be perceived as "privatizing" the jails

* Environment, Social (Equity), and Governance Rating

**MEMORANDUM TO THE
BOARD OF COMMISSIONERS**
(March 1, 2023)



MEMORANDUM TO THE BOARD OF COMMISSIONERS (March 1, 2023)



Response to Board of Commissioners Comments and Requests for Clarification

On February 1, 2023, the Fulton County Jail Feasibility Study Team presented its findings and recommendations to address the future of the Fulton County Jail to the Board of Commissioners. During this presentation, there were several requests from the Commissioners for clarification and additional information. The following slides present the responses from the Feasibility Study Team as well as corresponding slide updates.

Commissioners Questions

1. Clarify the number of persons in custody with unindicted felony charges.

Our analysis of the data available (from a merge of the Jail database and the Courts database) indicates that there are an average 1,600 people who have an unindicted charge at the Fulton County Jail. Of that number, approximately 860 have no indictment. This measure was not included as a variable in our forecast models and therefore does not affect the projections of future populations, as they are primarily driven by the number of Bookings and the Average Length of Stay (ALOS).

2. Slide 8: Update Population projections for Fulton County.

We have updated this slide to accurately reflect the current population projections by the Georgia Governor’s Office of Planning and Budget (Attachment A).

Attachment A: Updated Slide 9

Key Assumptions of Jail Population Forecast

- RFP requested a 25-year projection through 2047
- 2037 reflects construction for housing with support infrastructure for 2047
- Additional housing can be constructed if needed to meet 2047 bed needs

		2019	2022	2037	2047
Status Quo Forecast	Bookings (Average Per Day)	68.3	52.7	82.5	90.4
	Average Length of Stay (Days)	39.2	58.9	60.7	59.4
Moderate Forecast	Bookings (Average Per Day)	68.3	52.7	80.4	87.8
	Average Length of Stay (Days)	39.2	58.9	51.9	51.2
Optimal Forecast	Bookings (Average Per Day)	68.3	52.7	80.4	87.8
	Average Length of Stay (Days)	39.2	58.9	42.9	43.0
All Models	Fulton County Population	1,063,937	1,105,574	1,290,360	1,393,700
	Metropolitan Atlanta Population	4,810,231	4,982,924	5,819,113	6,267,538

All forecast scenarios assume:

- Estimated bookings will grow beyond historical levels
- Fulton County/Metro Atlanta populations will continue to grow

2019 Population Source: U.S. Census Bureau, Annual Estimates of the Resident Population for Counties in Georgia: April 1, 2010 to July 1, 2019 (CO-EST2019-ANNRES-13); 2022, 2037, 2047 Population Source: Georgia Governor Office of Planning and Budget

Commissioners Questions

3. Slide 15: Break down the categories of the 1,984 medical and mental health beds.

The architectural macro space program plans for 392 medical beds and 1,592 mental health beds. A more detailed breakdown is attached (Attachment C).

4. Slide 15: Break down the 5,480 beds into their components and classifications.

This breakdown is attached (Attachment C). For planning purposes, the Moderate Improvement Scenario provides the men’s bed needs for 2037 and the infrastructure, medical/mental health and women’s bed needs for 2047. This plan creates flexibility for further expansion if needed, based on the outcomes of continued improvements in the criminal justice system.

Attachment C: Fulton County Jail 5,480 Bed Distribution

Bed Distribution Breakdown

Housing Category	Men	Women
Reception ≤72 Hours	192	--
Reception ≤72 Hours Protective Custody	--	64
General Population (GP) - Minimum	360	--
GP Medium	2,176	--
GP Minimum GP Medium	--	64
GP High Maximum Close	288	--
GP High Maximum Close & Restrictive Housing	--	32
Protective Custody	96	--
Restrictive Housing	128	--
Youth	48	48
Mental Health Acute	480	120
Mental Health Subacute	256	64
Special Needs	504	168
Skilled Nursing	56	--
Medical Detoxification	48	--
Medical General Population	240	--
Medical Housing: Skilled Nursing Medical Detoxification Medical GP	--	48
Total Housing - Beds	4,872	608

Commissioners Questions

5. Slide 16: Simplify this slide. Compare both people and beds for the existing and proposed jail.

This slide is revised for clarity and consistency and is attached (Attachment B).

Attachment B: Updated Slide 16

New Jail Increases Beds and Square Footage

EXISTING FACILITIES
 (Rice Street Jail and Union City)



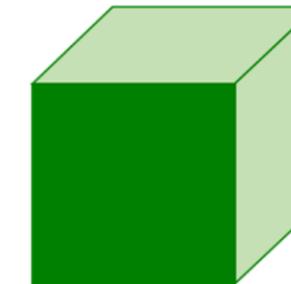
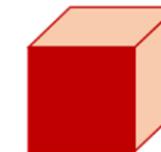
NEW JAIL

2,510
 Beds

203
 GSF / Bed

510,000
 Gross Square Feet

2022 Actual ADP: 3,300



5,480
 Beds

398
 GSF / Bed*

2,182,500
 Gross Square Feet

2037 Projected ADP: 4,455

* Complies with ACA and National Standards

Commissioners Questions

6. Slide A6: Address comparable county incarceration rates in relation to Fulton County.

This slide previously showed current populations in comparison to current bed counts. The slide is now revised to compare incarceration rates across counties in 2021 (latest available datapoint) and for Fulton County in 2022 (Attachment D).

“Comparable counties” on this slide were defined as counties that are urban, with active or recent jail expansion projects, and counties for which the feasibility study team has some access to data. It was noted that these counties are not located in the Southeast, and thus were geographically not comparable with regional differences and other variables that would prove significant.

This slide had been moved to the Appendix because it is not directly relevant to the goal of defining Fulton County’s needs, or germane to the cost and location of the new facility.

7. Indicate comparable incarceration rates for the counties adjoining Fulton County.

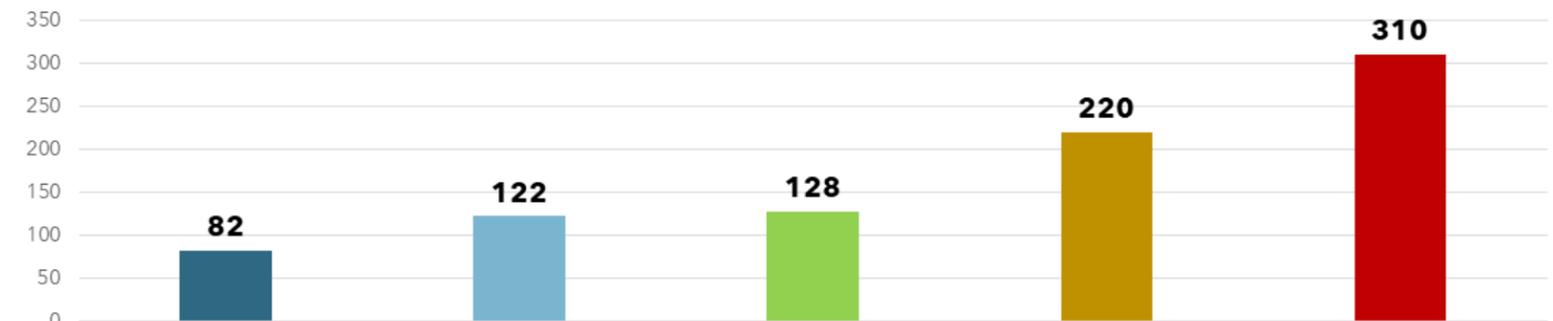
Based on data from the Georgia Department of Community Affairs, the attached new slide indicates that Fulton County’s rate is higher than that of adjoining counties, other than Clayton County which has a much smaller population (Attachment E).

8. Indicate incarceration rates for those U.S. states with the highest incarceration rates nationally.

Based on data from the Prison Policy Initiative, the attached new slide indicates that Georgia ranks fourth among U.S. states with the highest incarceration rates in 2021 (Attachment F).

Attachment D: Updated Slide A6 Incarceration Rates in Other Urban Counties

Incarcerated Population per 100,000 in Other Urban Counties with New Jails under Design/Construction



	Wayne County, MI (Detroit) 2021	Franklin County, OH (Columbus) 2021	Cuyahoga County, OH (Cleveland) 2021	Baltimore County and Baltimore City, MD 2021	Fulton County, GA (Atlanta) 2022
County Population	1,789,781	1,321,414	1,249,387	1,425,814	1,105,574
Jail Population (ADP)	1,466	1,615	1,596	3,141	3,426

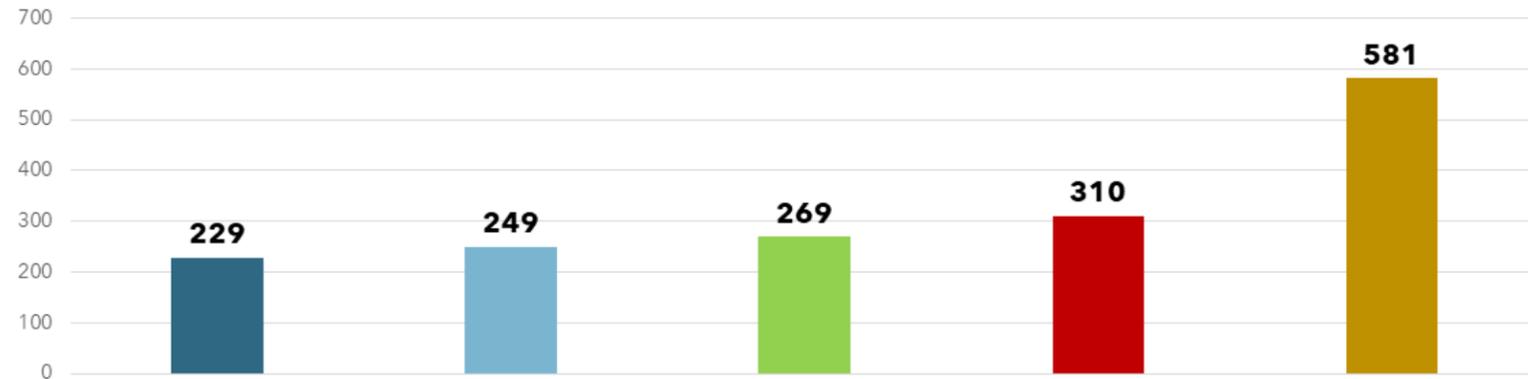
Data Sources: County Populations (2021): U.S. Census Quick Facts; Fulton County Population (2022): Georgia Governor Office of Planning and Budget, <https://opb.georgia.gov/census-data/population-estimates>; ADPs (2021): DOJ Midyear Jail Survey 2021, <https://bjs.ojp.gov/data-collection/annual-survey-jails-asj>

MEMORANDUM TO THE BOARD OF COMMISSIONERS (March 1, 2023)

Attachment E: New Slide A7

Incarceration Rates in Neighboring Georgia Counties

Incarcerated Population per 100,000 in Neighboring Georgia Counties



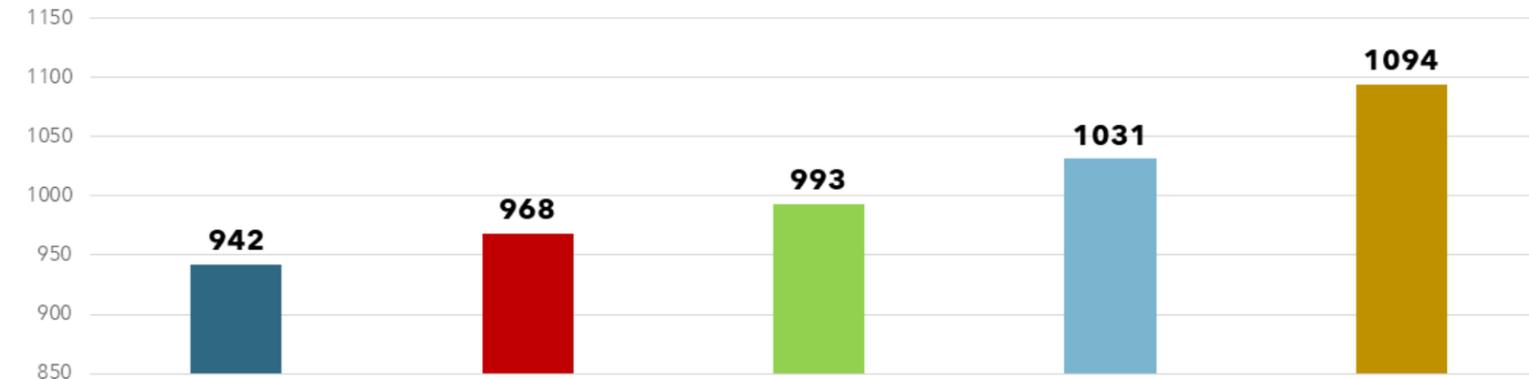
	Gwinnett County 2022	Cobb County 2022	DeKalb County 2022	Fulton County 2022	Clayton County 2022
County Population	966,057	779,374	776,792	1,105,574	299,405
Jail Population (ADP)	2,209	1,938	2,088	3,426	1,741

Data Sources: County Populations (2022): Georgia Governor's Office of Planning and Budget, <https://opb.georgia.gov/census-data/population-projections>;
 Jail Populations (December 2022): Georgia Department of Community Affairs, County Jail Inmate Population Report, https://www.dca.ga.gov/sites/default/files/jail_report_dec22.pdf

Attachment F: New Slide A8

Highest Incarceration Rates in U.S. States

Incarcerated Population (Jails + Prisons) per 100,000 in Highest Ranking U.S. States



	Arkansas 2021	Georgia 2021	Oklahoma 2021	Mississippi 2021	Louisiana 2021
State Population	3,011,524	10,711,908	3,959,353	2,961,279	4,657,757
Total State Incarceration	28,377	103,722	39,325	30,534	50,934

Data Sources: Prison Policy Initiative, Confined Populations by State and Type of Confinement (2021), https://www.prisonpolicy.org/global/appendix_states_2021.html

Commissioners Questions

9. List P3 justice and other public projects that are ongoing or recently completed in the US.

There are currently 185 municipal social infrastructure P3 projects in the US.

Of those, 10 are criminal justice related:

- Alabama Prison Facilities
- Oahu Community Correctional Centre
- Long Beach Courthouse
- Baltimore City Circuit Courthouse
- Miami-Dade County Civil and Probate Courthouse
- Oregon Clackamas County Courthouse
- Maryland Courthouse
- Kansas Prison
- Indiana Police Station / Parking Garage

Recommended Next Steps



LEGEND

■ Additional consultant services ■ Solicitation

★ Feasibility Study Contract Complete (02/01/23)

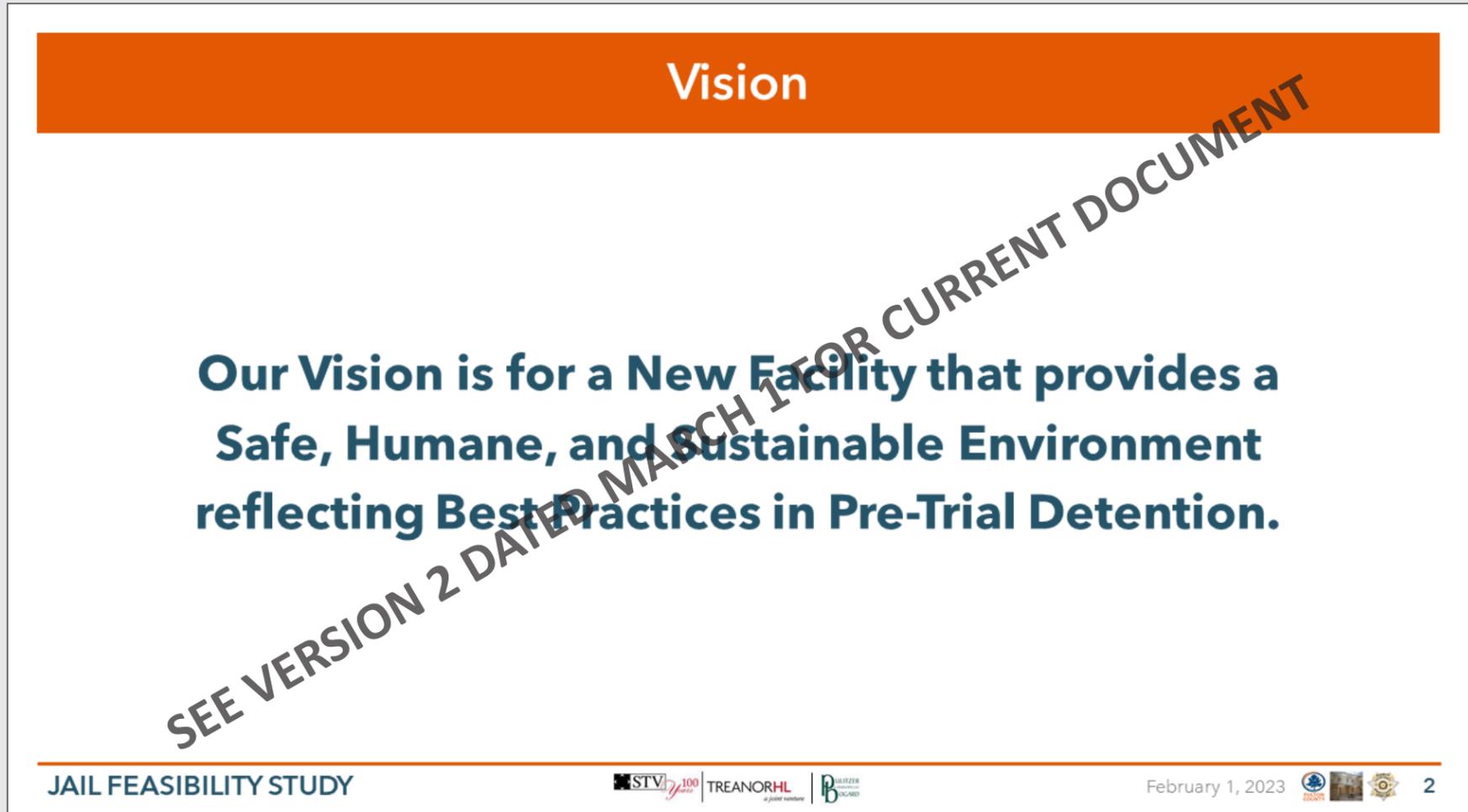
★ Design Services Contract Begins (12/31/23)

THANK YOU
QUESTIONS AND ANSWERS



PRESENTATION v1
(February 1, 2023)





The Goal of This Project Is to Answer 5 Key Questions

- **Do we need a new jail?**
- **How big should it be?**
- **What services should be provided?**
- **Where could it be located?**
- **How much will it cost?**

Do we need a new jail?

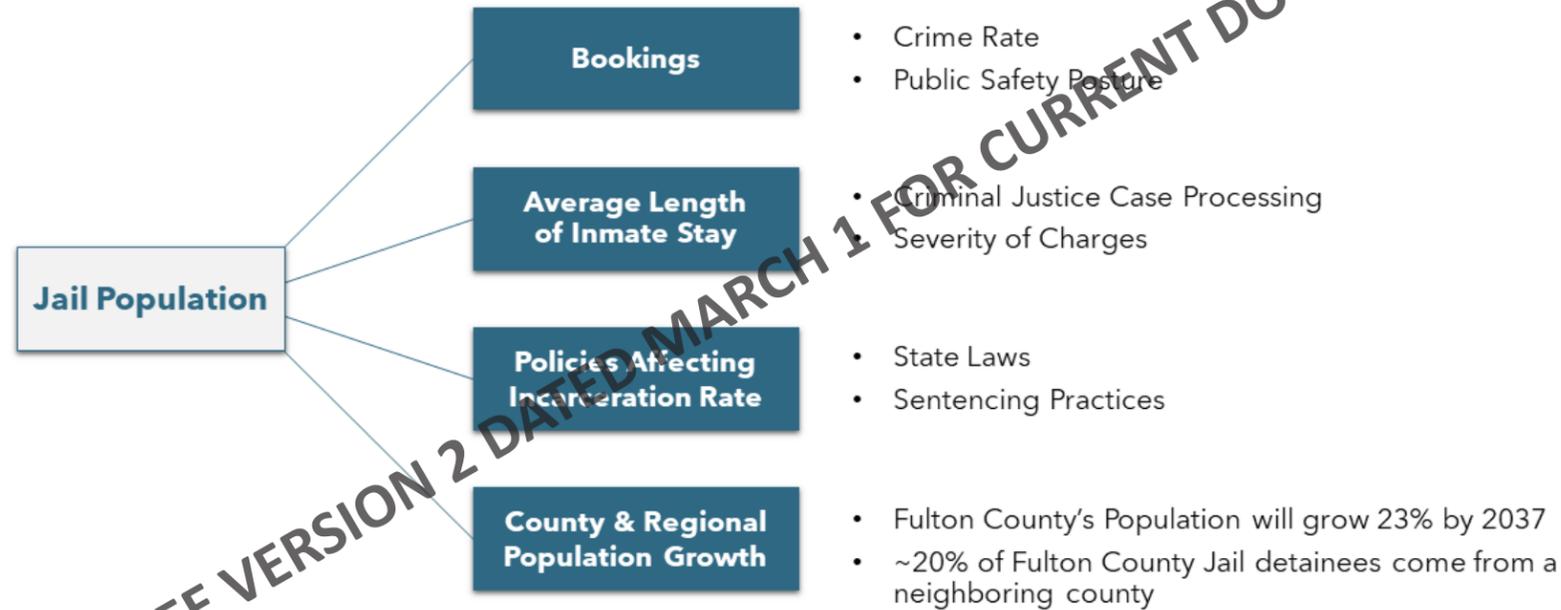
The Existing Jail Is Obsolete

- **The existing jail is overcrowded**
 - Rice Street: designed for 1,125, currently occupied by 2,950
 - Union City: designed for 260, formerly occupied by 318
- **The existing jail creates public safety concerns**
 - 11 fires, 534 fights since January 2022*
 - 114 stabbings since January 2022*
- **Current buildings are deteriorated**
 - Aging facility in poor condition
 - The average useful life of comparable jails is 30 years
- **Limited space available for services and programs**
 - Existing Rice Street Jail is 90% housing
 - Lack of available space for treatment, programs & services
- **The facility adversely impacts employee retention and recruitment**
 - 738 authorized positions, 122 are vacant*
 - 130 new hires vs. 185 separations in 2021*

* Source: Fulton County Office of the Sheriff

How big should it be?

The Size of a Jail Is Determined by Several Factors



We Developed 3 Scenarios for the Jail Population Forecast

Status Quo Forecast	Moderate Improvement Forecast	Optimal Improvement Forecast
<ul style="list-style-type: none"> • Assumes no change in the current practices of the criminal justice system • Current trends in bookings and average length of stay (ALOS) stay the same 	<ul style="list-style-type: none"> • The status quo forecast is modified to include multiple criminal justice system changes: <ul style="list-style-type: none"> ○ Progress in diversion ○ Case processing improvements ○ Reduction in ALOS 	<ul style="list-style-type: none"> • Assumes return to pre-COVID level and reduction of court case backlog • Expansion of alternatives to incarceration and case processing improvements • Measurable reductions in incarceration rates

Key Assumptions of Jail Population Forecast

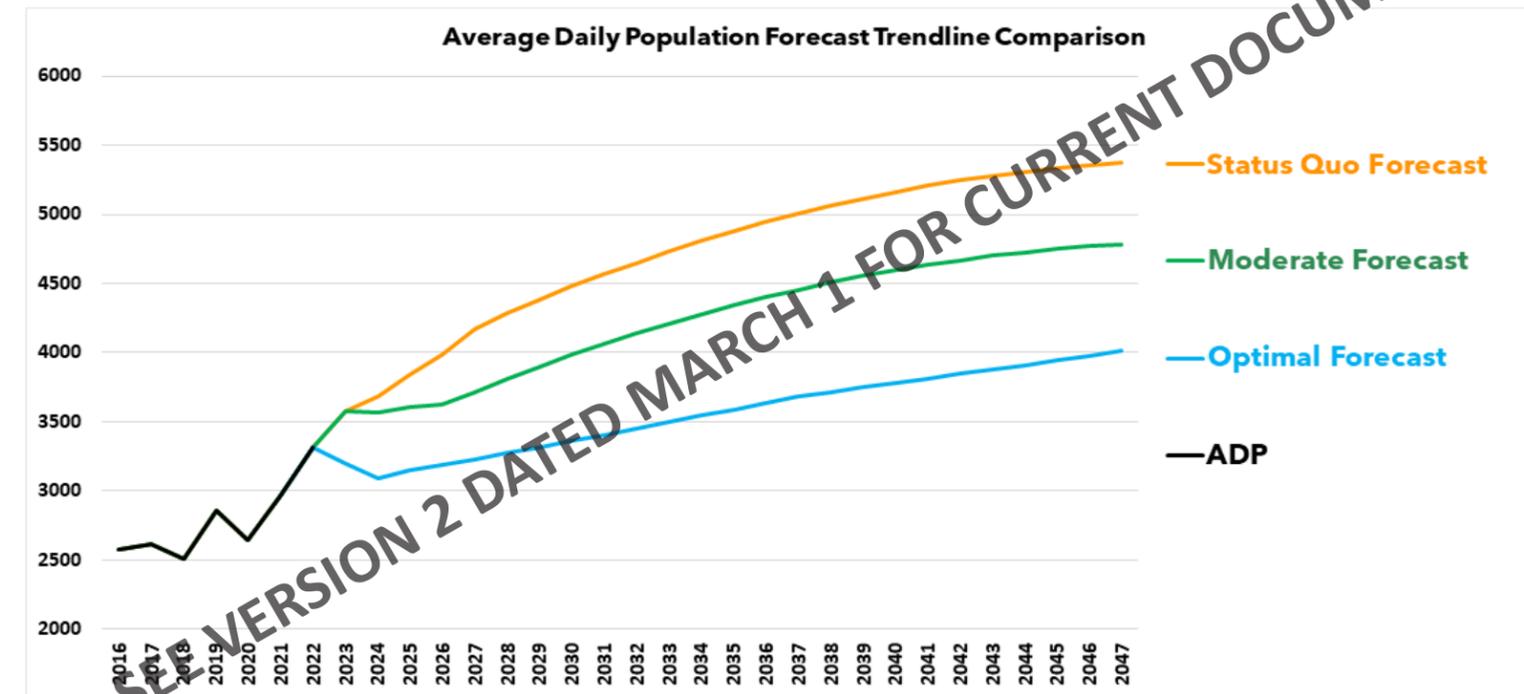
- RFP requested a 25-year projection through 2047
- 2037 reflects a first phase of construction for housing with support infrastructure for 2047
- Additional housing can be phased in as needed to meet 2047 bed needs

		2019	2022	2037	2047
Status Quo Forecast	Bookings (Average Per Day)	68.3	52.7	82.5	90.4
	Average Length of Stay (Days)	39.2	58.9	60.7	59.4
Moderate Forecast	Bookings (Average Per Day)	68.3	52.7	80.4	87.8
	Average Length of Stay (Days)	39.2	58.9	51.9	51.2
Optimal Forecast	Bookings (Average Per Day)	68.3	52.7	80.4	87.8
	Average Length of Stay (Days)	39.2	58.9	42.9	43.0
All Models	Fulton County Population	1,087,425	1,139,513	1,401,057	1,577,434
	Metropolitan Atlanta Population	3,839,741	4,982,924	5,819,113	6,267,538

All forecast scenarios assume:

- Estimated bookings will grow beyond historical levels
- Fulton County/Metro Atlanta populations will continue to grow

Average Daily Population Forecast Scenarios



ADP and Bed Needs: 2022, 2037 & 2047

Scenario	2022		2037		2047	
	ADP	Bed Need*	ADP	Bed Need*	ADP	Bed Need*
2022 Actual	3300	3942	--	--	--	--
Status Quo Forecast	--	--	5006	5980	5373	6418
Moderate Forecast	--	--	4455	5322	4782	5712
Optimal Forecast	--	--	3686	4403	4012	4792

*Bed Need = ADP + Peaking Factor + Classification Factor

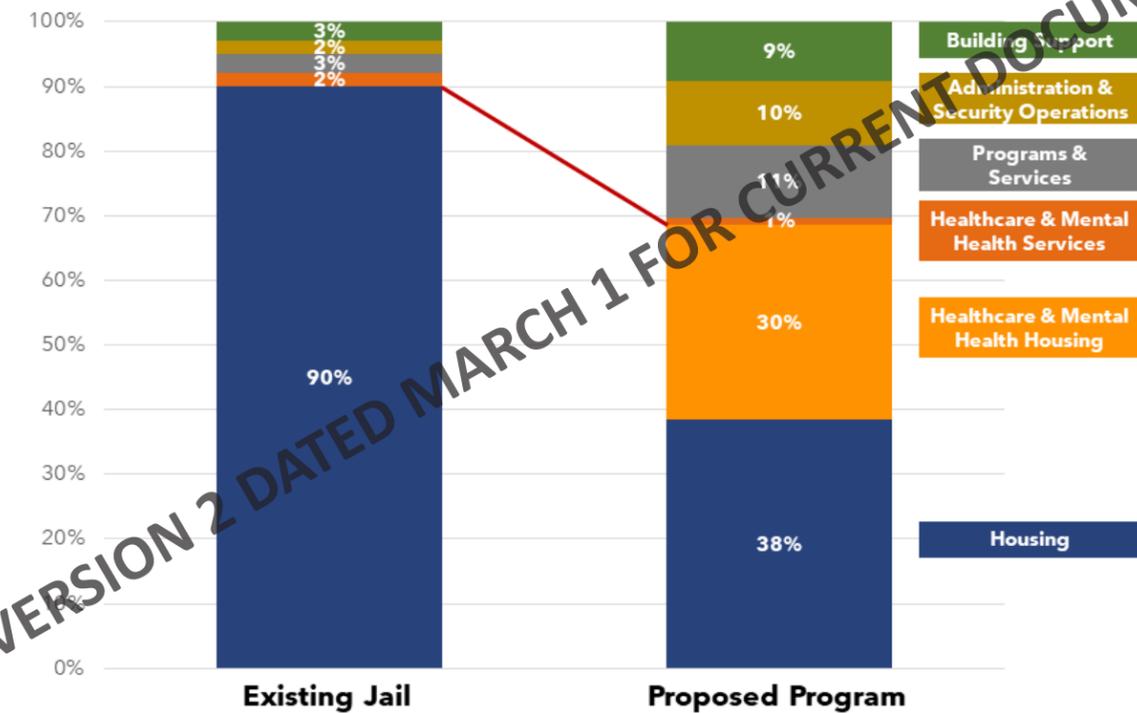
What services should be provided?

The New Jail Includes New Services for Detainees and Staff

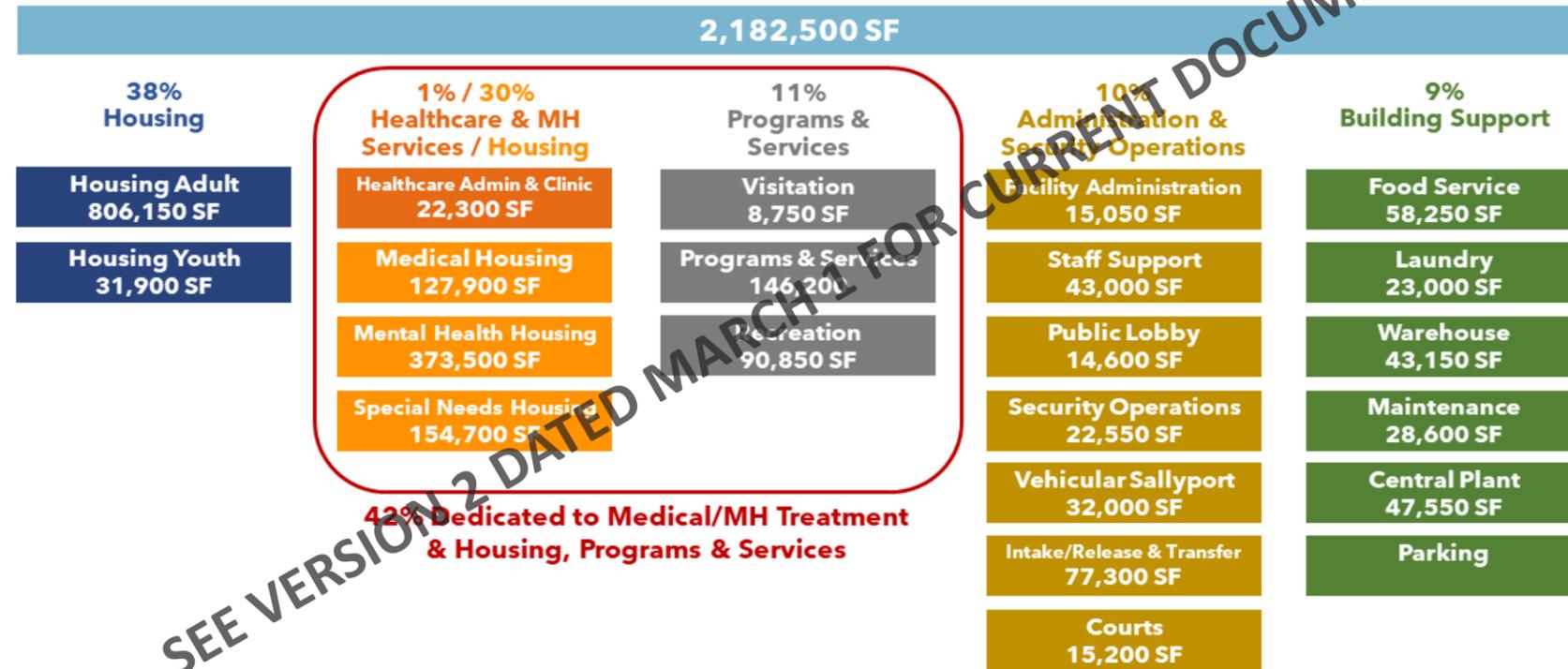
- **Create a New Facility that reflects the Best Thinking and Best Jail Practices**
- **Change the Paradigm of Operations**
 - Commitment to Direct Supervision
 - Create a Normative (not Punitive) Environment
 - Expand Wrap Around Programs and Services
 - State-of-the-Art Medical & Mental Health Housing that supports Treatment and Recovery
- **Focus on Case Management and Re-Entry Services to achieve Successful Return to the Community**
- **Create a Safe, Positive Work Environment for Staff**
 - Staff Amenities, Staff Wellness, Staff Retention



The New Jail Provides Space for Essential Services and Programs



The New Jail Dedicates 42% of Footprint for Med/MH & Programs



New Jail Increases Beds and Square Footage

EXISTING FACILITIES

3,256
People

157
GSF / Person

510,000
Gross Square Feet

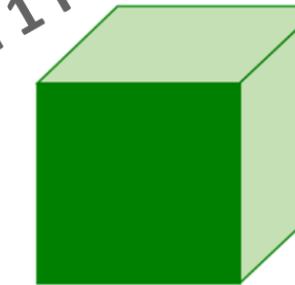


NEW JAIL

5,480
Beds

398
GSF / Person*

2,182,500
Gross Square Feet



* Complies with ACA and National Standards

Where could it be located?

SEE VERSION 2 DATED MARCH 1 FOR CURRENT DOCUMENT

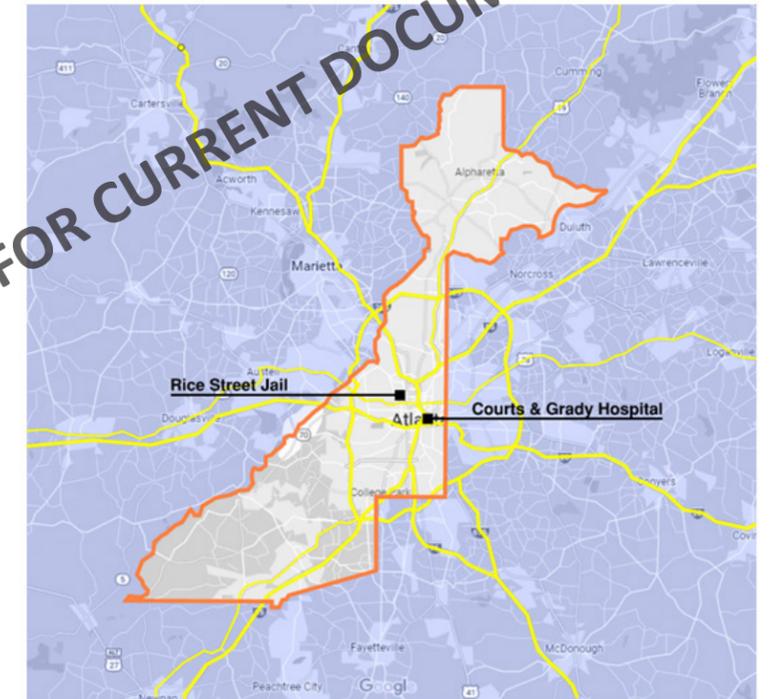
Site Selection Options

3 OPTIONS FOR SITE SELECTION

- Existing Rice Street Site
- County-Owned Properties
- New Property Acquisitions

SELECTION CRITERIA

- 35+ Contiguous Acres
- Relatively Level Topography
- Middle of the County
- Proximity to Existing Facilities: Fulton County Courts & Grady Hospital
- Access to Primary Arterial Roadway Network



SEE VERSION 2 DATED MARCH 1 FOR CURRENT DOCUMENT

Site Evaluation Criteria

● = good, ● = uncertain, ● = poor

	Existing Rice Street Site	County-Owned Properties	New Property Acquisitions
Cost of Acquisition	●	●	●
Existing Structures / Cost of Demolition	●	●	●
Construction Phasing / Impact on Operations	●	●	●
Location: Proximity to Courts / Grady Hospital	●	●	●
Site Configuration: Size & Shape	●	●	●
Opportunity for Expansion	●	●	●
Community Acceptance (NIMBY)	●	●	●
Environmental Site Conditions	●	●	●
Access to Existing Utility Infrastructure	●	●	●

Site Recommendation

We recommend that the new jail be located at Rice Street, based on 3 major factors:

- **Speed of Construction - County-owned**
- **Operational Efficiency - Proximity to Fulton County Courts and Grady Hospital**
- **Community Acceptance/Impact - Current jail location**



How much will it cost?

Primary Construction Cost Drivers

Site-Specific Cost Drivers

- Existing conditions - demolition / grading / site prep
- Access to utilities; capacity of local utilities
- Geotechnical reports - impact foundation system
- Site access and sufficient area for staging of materials

Building Cost Drivers

- Building configurations, number of floors
- Building structure type
- Square footage and bed count
- Building and site security - min. vs. max. security

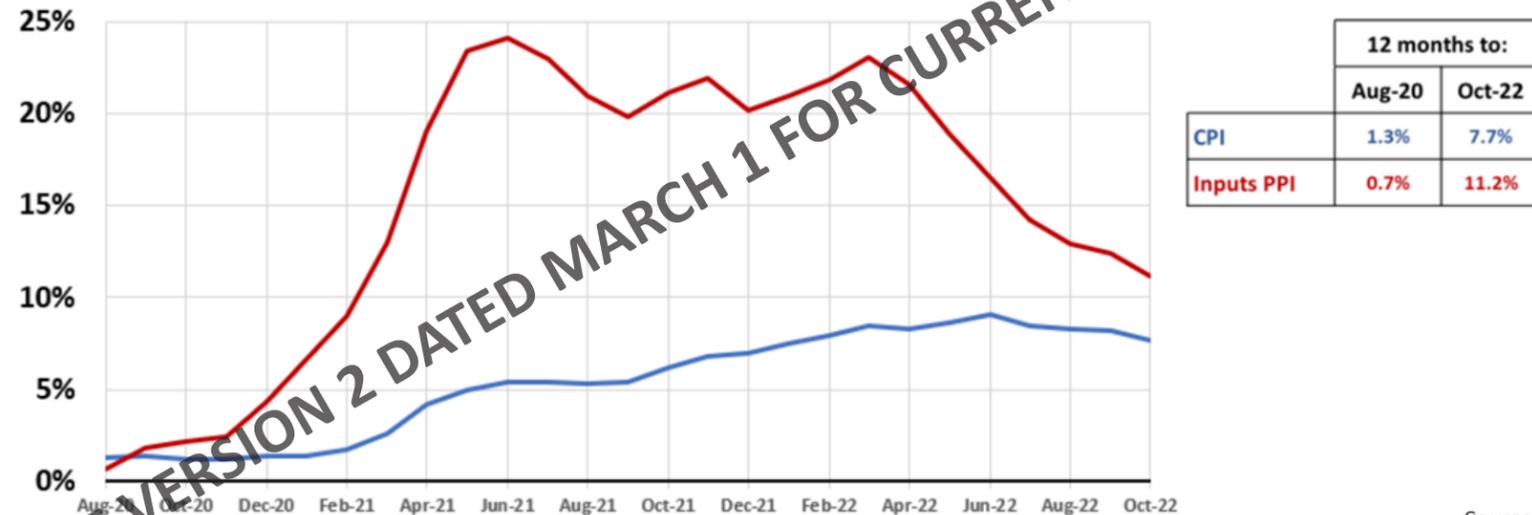
Construction Cost Escalation

- CBRE forecasts a 14.1% increase in costs through 2022 year-end; inflation is still high
- Cost inflation expected to begin cooling by the end of 2022

Inflation Is a Key Driver in the Cost of the New Fulton County Jail

Cost for New Nonresidential Construction vs. Consumer Prices

Year-over-year change in PPI for construction inputs and CPI
August 2020 - October 2022, not seasonally adjusted



Source: Bureau of Labor Statistics, consumer price index, www.bls.gov/cpi; producer price index, www.bls.gov/ppi

Source: Associated General Contractors of America (AGC), 2022 Construction Inflation Alert

The Estimated Project Cost for the New Jail Is \$2.0B

	SCENARIO 1: MODERATE FORECAST New 5,480 Beds at Rice St	SCENARIO 2: OPTIMAL FORECAST New 4,392 Beds at Rice St
Direct New Construction Cost	\$1,296,575,138	\$1,101,738,400
Soft Costs	\$316,689,000	\$269,099,000
Total Project Cost: 2023*	\$1,613,264,138	\$1,370,837,400
Cost per Bed: 2023	\$294,390	\$312,120
Escalated Project Cost: 2028**	\$1,998,337,247	\$1,698,045,207
Cost per Bed: 2028	\$364,660	\$386,620

* Range of Expected Cost: (-15% / +20%) per AACE

** 3 Years Escalation + 2 Years Build (Escalation Assumption: 8% / 6% / 4% + Midpoint of Construction)

Financing Options: Moderate Scenario

General Obligation Bonds	Third-Party Conduit Issuance (Tax Exempt)	Public-Private Partnership (P3) (Tax Exempt)
<ul style="list-style-type: none"> County issues a general obligation bond backed by the full-faith and credit of the County County repays debt and funds maintenance from general fund revenue (property tax) 	<ul style="list-style-type: none"> County utilizes a conduit issuer, such as South Fulton Municipal Regional Jail Authority or Public Finance Authority (PFA), to issue project specific bonds. County leases facility for 30+ years 	<ul style="list-style-type: none"> County executes a concession agreement with a private consortium to design, build, finance, and maintain the new jail County commits to "availability payment" for 30+ years
Construction Cost: ~\$2.0B* Annual Debt Service: ~\$115.7M Annual Maintenance: ~\$3.3M Total Annual Cost: ~\$124.0M	Construction Cost: ~\$2.0B* Annual Debt Service: ~\$122.8M Annual Maintenance: ~\$8.3M Total Annual Cost: ~\$131.1M	Construction Cost: ~\$2.0B Risk Transfer Savings: (~160M) Annual Debt Service: ~\$116.3M Annual Maintenance: ~\$6.2M Total Annual Cost: ~\$122.5M

* Assumes Design-Bid-Build Delivery

Financing Options: Optimal Scenario

General Obligation Bonds	Third-Party Conduit Issuance (Tax Exempt)	Public-Private Partnership (P3) (Tax Exempt)
<ul style="list-style-type: none"> County issues a general obligation bond backed by the full-faith and credit of the County County repays debt and funds maintenance from general fund revenue (property tax) 	<ul style="list-style-type: none"> County utilizes a conduit issuer, such as South Fulton Municipal Regional Jail Authority or Public Finance Authority (PFA), to issue project specific bonds. County leases facility for 30+ years 	<ul style="list-style-type: none"> County executes a concession agreement with a private consortium to design, build, finance, and maintain the new jail County commits to "availability payment" for 30+ years
Construction Cost: ~\$1.7B* Annual Debt Service: ~\$98.3M Annual Maintenance: ~\$7.4M Total Annual Cost: ~\$105.7M	Construction Cost: ~\$1.7B* Annual Debt Service: ~\$104.4M Annual Maintenance: ~\$7.4M Total Annual Cost: ~\$111.8M	Construction Cost: ~\$1.7B Risk Transfer Savings: (~136M) Annual Debt Service: ~\$98.9M Annual Maintenance: ~\$5.5M Total Annual Cost: ~\$104.4M

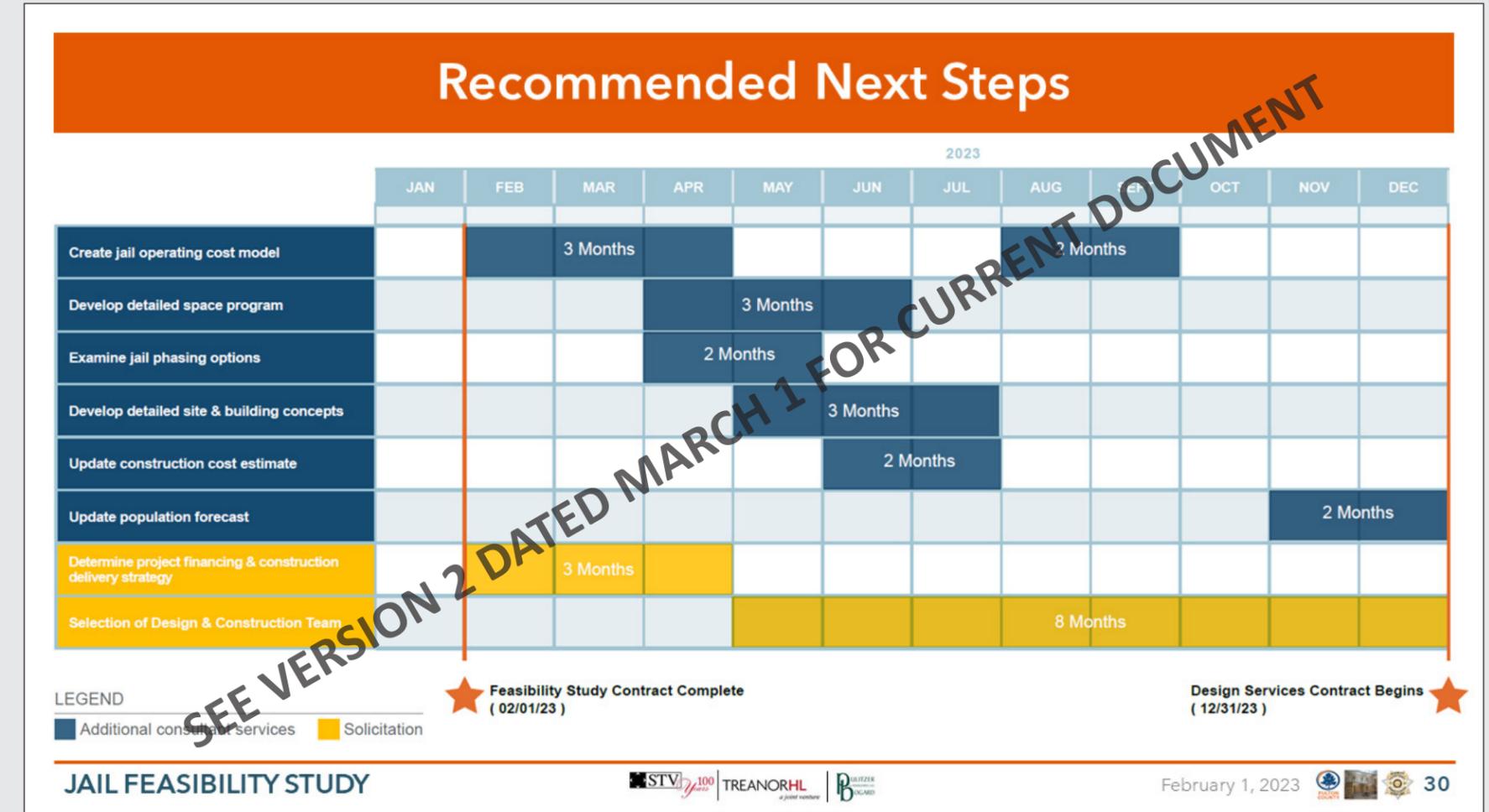
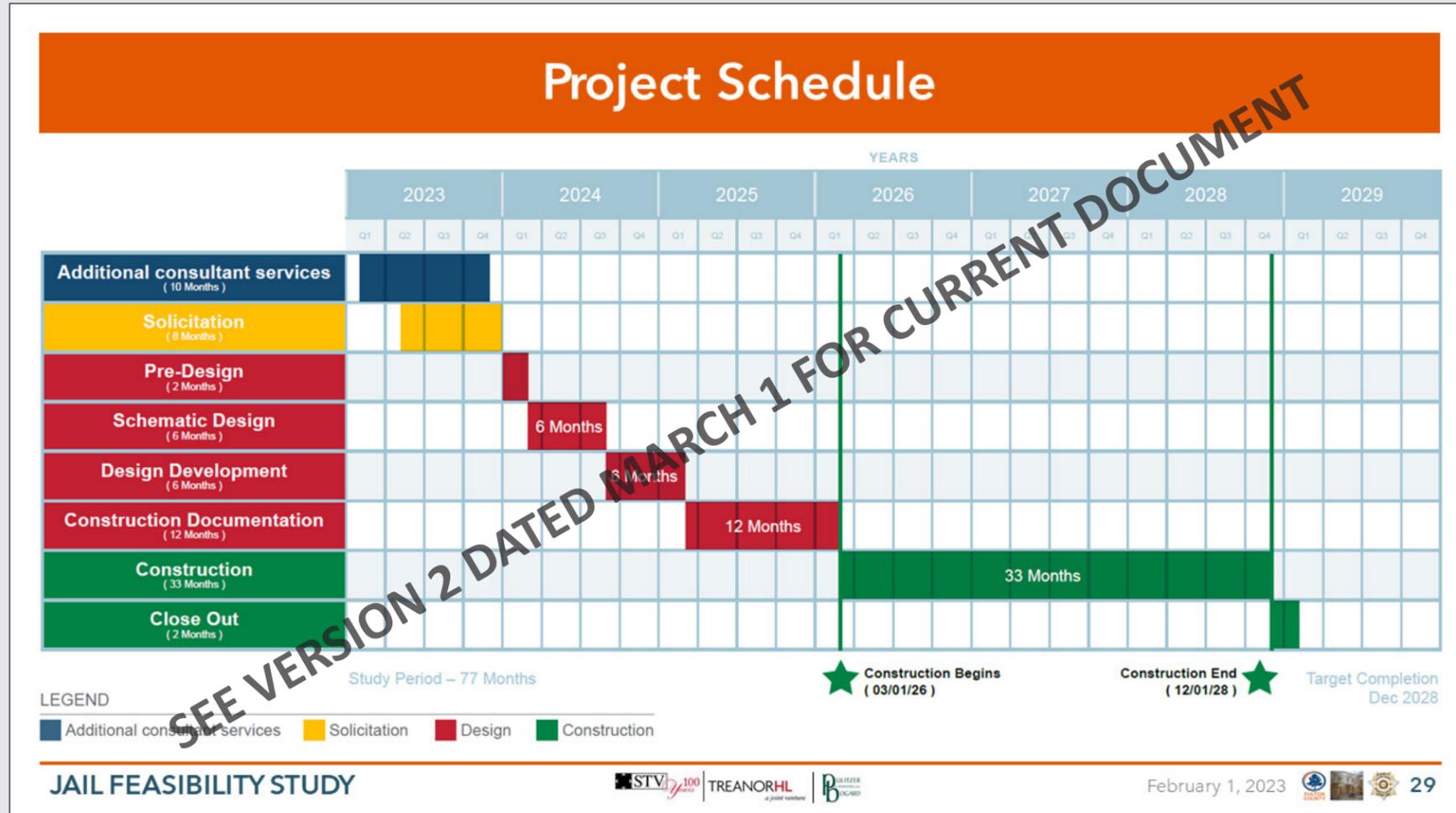
* Assumes Design-Bid-Build Delivery

Summary



Summary

- The need for a new 21st-century jail is acute
- A new jail will provide a safe, supportive environment for pretrial detention
- The size of the jail is driven by several factors: standards, classification, treatment needs and program/support space
- We recommend a new consolidated jail at the Rice Street site





Appendix

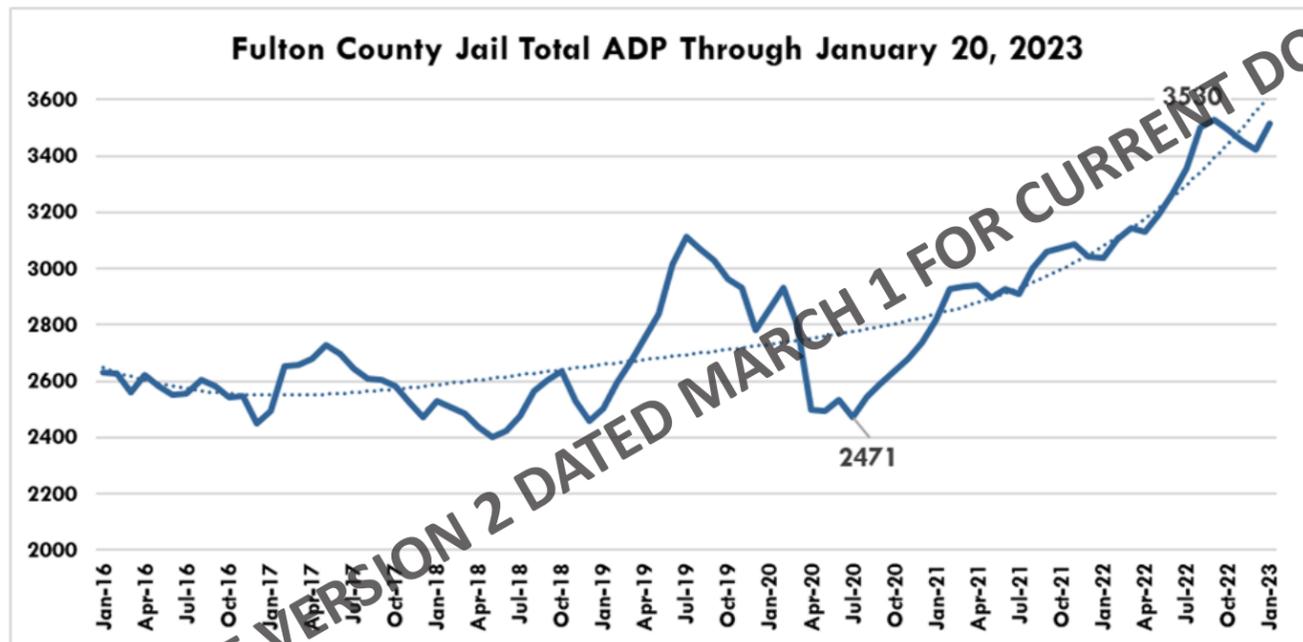
- A1 Average Daily Population
- A2 Severity of Charges
- A3 Bookings
- A4 Felony Court Case Processing
- A5 Average Length of Stay
- A6 Jail Beds per Capita in Comparable Counties
- A7 Alternatives to Incarceration & the Justice System
- A8 New Jail Bed Distribution
- A9 New Jail at Rice Street: Site Plan
- A10 Financing Options: Pros and Cons

JAIL FEASIBILITY STUDY

STV 100 TRENORHL BOSTON COUNTY COURTS A0

February 1, 2023

The Recent Increase in Average Daily Population Is Unprecedented



2022 ADP is 11% higher than in 2021

- Population has not been this high since 1999
- 2019 ADP increase immediately after criticism of bond release practices
- Pandemic actions reduced ADP to 2018 levels
- Multiple current programs (such as Project Orca) have slowed ADP growth

Charges Are More Severe

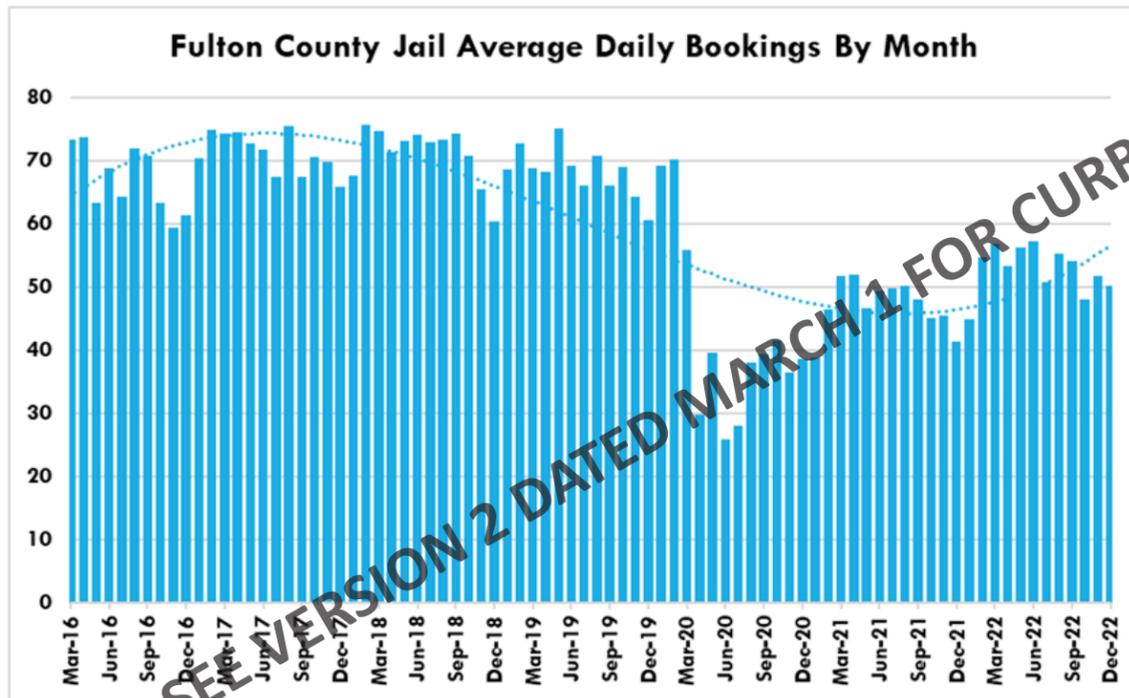
Average Daily Population By Most Serious Charge

	2016	2017	2018	2019	2020	2021	2022
Violent Felony	44.8%	42.5%	42.3%	43.9%	52.6%	57.6%	58.5%
Weapons Felony	4.9%	5.5%	5.7%	6.2%	6.1%	6.5%	6.0%
Burglary Felony	7.6%	6.1%	6.1%	6.3%	6.8%	5.8%	7.4%
Theft/Fraud Felony	6.6%	6.3%	6.4%	6.7%	5.0%	5.7%	6.2%
Drugs Felony	7.9%	9.0%	7.6%	7.0%	5.0%	5.1%	4.7%
Offenses vs Government Felony	4.7%	5.6%	5.7%	5.9%	5.4%	3.7%	3.1%
Probation Violation Felony	6.8%	6.8%	10.1%	7.0%	5.6%	3.0%	0.3%
Violent Misd	2.9%	3.3%	3.1%	3.7%	2.9%	2.6%	2.8%
Public Order Felony	1.5%	1.5%	1.6%	1.7%	2.5%	2.6%	2.7%
Sex Offense Felony	2.1%	2.3%	2.4%	2.2%	2.5%	2.4%	2.2%
Offenses vs People Felony	1.2%	1.6%	1.7%	1.4%	1.8%	2.1%	2.0%
Public Order Misd	1.5%	1.6%	1.1%	2.2%	0.8%	0.6%	1.2%
Parole Violation	1.4%	1.2%	1.0%	1.1%	0.8%	0.6%	0.5%
Theft/Fraud Misd	1.8%	1.9%	1.4%	1.6%	0.7%	0.6%	0.9%
Everything Else	4.4%	4.7%	3.7%	3.0%	1.5%	1.1%	1.4%

Felons constitute 94% of the jail's population, not unusual for a large urban jail

- Exceptionally high proportion of violent felons, would expect 35%

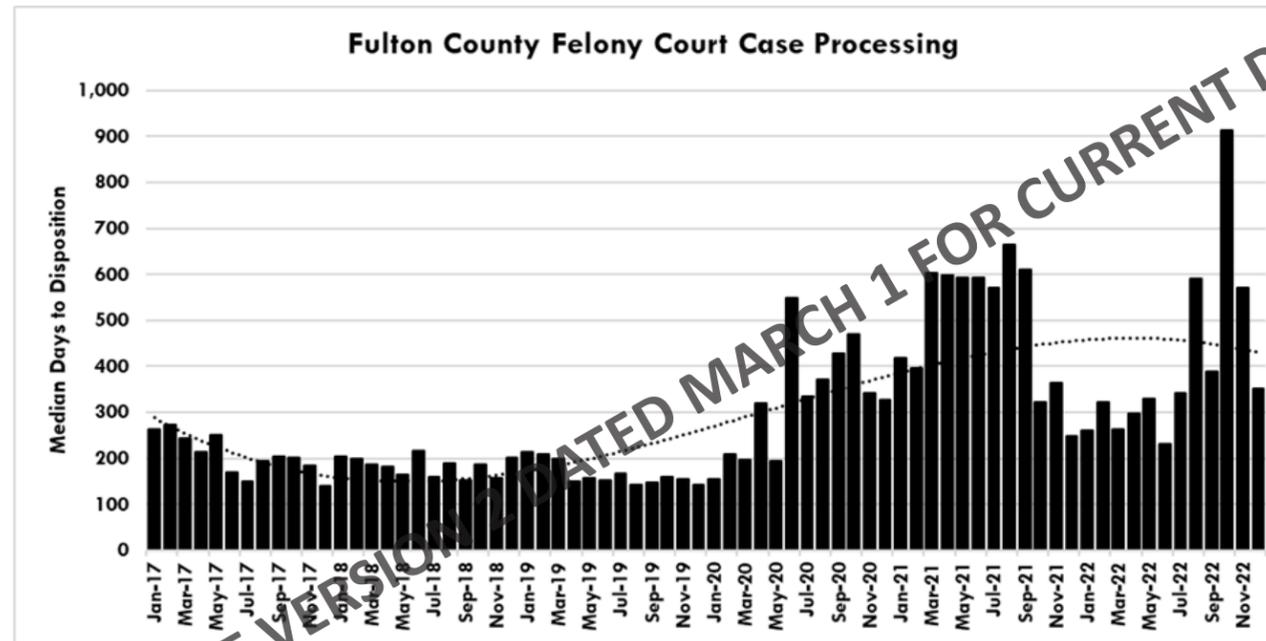
Bookings Have Increased Since the Pandemic Low Point



- Bookings have increased 12% over 2021
- Bookings increased 10% in 2021 over 2020
- Bookings have still not returned to pre-COVID levels

	Avg Daily Bookings
2016	67.4
2017	71.2
2018	71.2
2019	68.3
2020	42.7
2021	47.1
2022	52.7

Felony Court Case Processing Has Improved Over the Last 2 Years

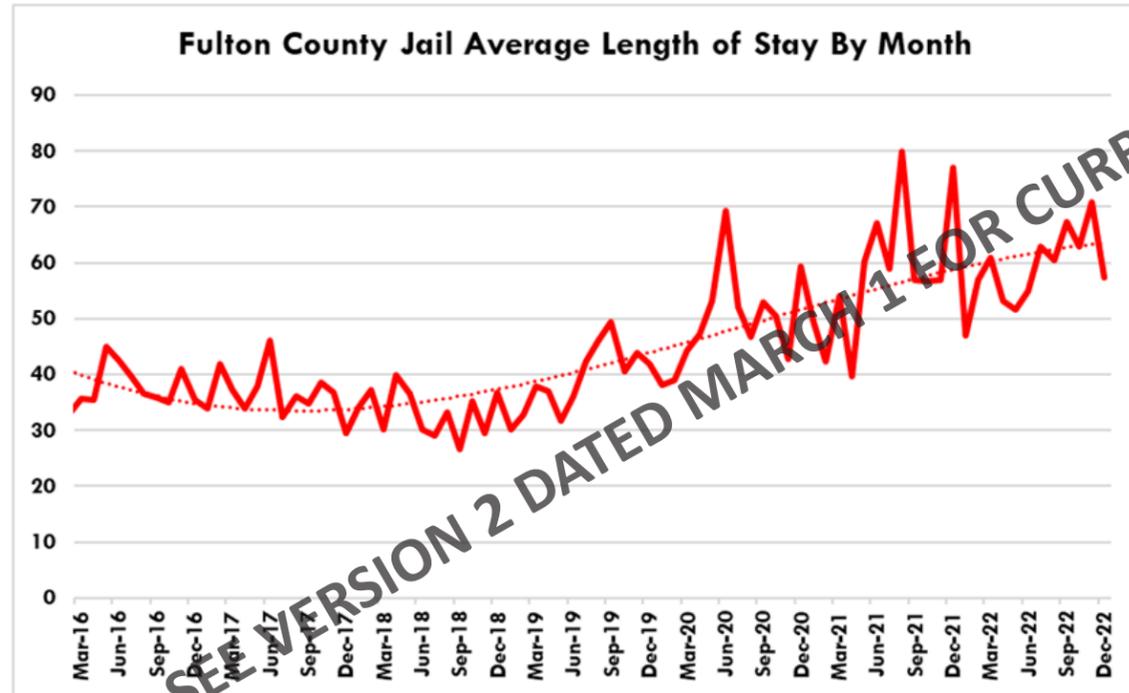


2022 median felony case processing time is 310 days*

- Year over year processing time decreased 38% in 2022
- Many jurisdictions still operating well over 400-day medians
 - Harris, TX
 - Dane County, WI
 - Adams County, CO
 - Oahu, HI

*Excluding Aug/Oct/Nov data where hundreds of inactive cases were purged from the caseload

Average Length of Stay Is 50% Higher Than Pre-Pandemic



- ALOS is up 50% compared to 2019
- ALOS is higher than it was prior to the pandemic
- **Felony ALOS has increased 25 days since 2019**
- **Nearly 50% of the jail's population are unindicted felons**
- **56% of the unindicted population have been held for less than 100 days**

	Misd/Other ALOS	Felony ALOS	Total ALOS
2016	8.8	61.8	37.2
2017	9.1	60.3	36.7
2018	7.2	53.8	33.2
2019	9.7	61.5	39.2
2020	11.0	67.1	47.8
2021	8.2	86.1	58.6
2022	9.3	86.8	58.9

Incarceration Rate Is a Key Driver of Fulton County Jail Size

Beds per 100,000

Jail Beds per Capita in Comparable Urban Counties with New Jails under Design/Construction



Wayne County, MI	Cuyahoga County, OH	Franklin County, OH	Baltimore County, MD*	Fulton County, GA
Population: 1,774,816	Population: 1,249,387	Population: 1,321,414	Population: 1,425,814	Population: 1,065,334
Size of Jail: 2,280 Beds	Size of Jail: 1,900 Beds	Size of Jail: 2,190 Beds	Size of Jail: 3,620 Beds	Size of Jail: 5,480 Beds

*including Baltimore City

Alternatives to Incarceration & the Justice System

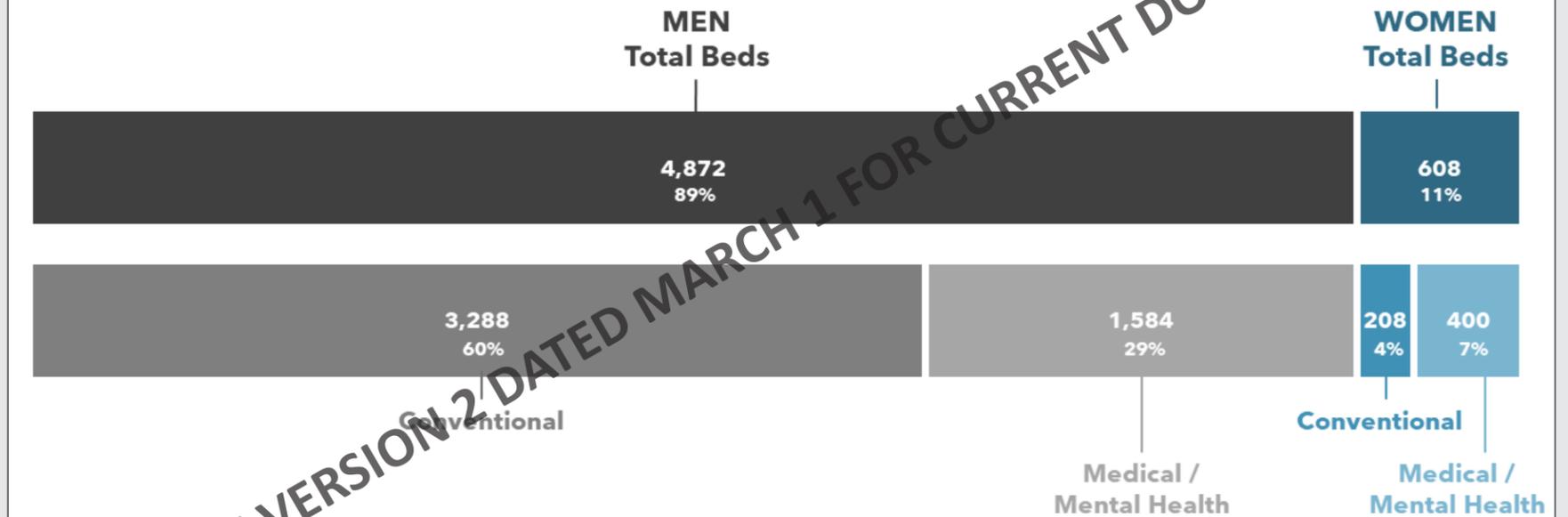


JAIL FEASIBILITY STUDY



February 1, 2023 A7

New Jail Bed Distribution



JAIL FEASIBILITY STUDY



February 1, 2023 A8

New Jail at Rice Street

PROS:

- COUNTY OWNED PROPERTY
- PROXIMITY TO COURTS AND GRADY HOSPITAL
- SINGLE PHASE CONSTRUCTION
- **Community Acceptance (NIMBY)**
- **Known Infrastructure in Place**
- **Strong Civic Presence**

CONS:

- **DISPLACEMENT OF EXISTING OCCUPANTS**
- **COST OF DEMOLITION**
- **Impact on Existing Operations**
- **Proximity to Westside Beltline**
- **Potential Increase in Traffic Movement onto Local Streets**



Financing Options

General Obligation Bonds

PROS

- Lowest cost of capital
- Mitigates investor ESG* concerns

CONS

- Exceeds County's GO fund balance
- Execution risk if voter approval required

Third-Party Conduit Issuance (Tax Exempt)

PROS

- May not crowd-out County debt capacity
- Potentially less impact to County credit rating

CONS

- Slightly higher interest rate
- Higher transaction cost
- Risk of investor ESG* concerns
- Needs a dedicated DS payment source (e.g., lease payment)

Public-Private Partnership (P3) (Tax Exempt)

PROS

- Faster and more certain execution
- Risk transfer & life-cycle savings
- Can mitigate ESG* concerns

CONS

- Obligates County to 30+ year maintenance contract
- Could be perceived as "privatizing" the jails

* Environment, Social (Equity), and Governance Rating

