



Fulton County Jail Long-Term Feasibility Study

Section 4 - Space Analysis

Space #	Spaces	Std.	NSF	# Spaces	Total NSF
22.01	Food Receiving Area		250	1	250
22.02	Cold Storage		300	1	300
22.03	Dry Storage		300	1	300
22.04	Food Plating Line		750	1	750
22.05	Food Cart Staging Area		300	1	300
22.06	Pot Wash / Tray Wash		750	1	750
22.07	Office		120	1	120
22.08	Inmate Break Area		120	1	120
22.09	Staff Restroom		44	2	88
22.10	Inmate Restroom		44	2	88
22.11	Staff Dining		1,200	1	1,200
			DNSF		4,266



Component 23: Laundry

The current laundry does not have sufficient space and large capacity machines to provide laundry services for the current population without operating 24 hours, 7 days a week. With the potential of 2,400 inmates added to the complex, it is recommended that a new laundry operation be relocated to the old kitchen once a new inmate property room has been constructed.

Space #	Spaces	Std.	NSF	# Spaces	Total NSF
23.01	Laundry		4,000	1	4,000
23.02	Laundry Staging		320	1	360
23.03	Housing Laundry Cart Storage		450	1	500
23.04	Housing Laundry Storage		500	1	500
			DNSF		5,360



Component 24: Power Plant

The existing power plant will continue to serve existing facility. New power plant will be required for any new construction.

Space #	Spaces	Std.	NSF	# Spaces	Total NSF
24.01	Mechanical Building Phase I		8,000	1	8,000
24.02	Mechanical Building Phase II		6,000	1	6,000
24.03	Maintenance Shop		320	1	320
			DNSF		14,320



Components 25 and 26: Inmate Housing

It is recommended that two 1,536 bed towers be constructed. Each tower would include thirty-two 48-bed housing units. There would be four 384-bed housing floors, each containing two units of 192 beds (4x48) or 384 beds per floor. Housing will be made up of 768 inmates in double occupancy cells, 384 inmate in four-person cells, and 384 inmates in dormitories. Each floor has its own exercise area accessible directly from the housing wing eliminating the need for inmate movement within the facility for exercise time. Each floor will have a common support space that serves both housing pods in the unit. The support area consists of unit offices, nurse's office and exam room, mental health office, and storage spaces. Each pod has a control room to control inmate and staff movement into and out of the cellblocks and pods.

# Spaces	Spaces	Std.	NSF	# Spaces	Total NSF
25.01	Inmate Cells (2 Person)		80	384	30,720
25.02	Inmate Cells (4 Person)		160	96	15,360
25.03	Inmate Beds (Dormitory)		40	384	15,360
25.04	Dayroom Area		35	960	33,600
25.05	Exercise Area (1 per two Units)		500	16	8,000
25.06	Video Visitation (4 per Unit)		20	128	2,560
25.07	Showers (1 per 12 inmates)		35	128	4,480
25.08	Storage / Janitor's Closet (1 per Unit)	JC1	50	32	1,600
25.09	Meal / Beverage Staging (1 per Unit)		100	32	3,200
Support					
25.10	Building Secure Sallyport		150	1	150
25.11	Building Control Room / with Toilet		180	1	180
25.12	Unit Control Room		120	4	480
25.13	Electronics Room		120	4	480
25.14	Multipurpose		400	16	6,400
25.15	Janitor's Closet	JC2	50	16	800
25.16	Unit Supervisor's Office	PO2	120	8	960
25.17	Medical Triage	PO3	144	8	1,152
25.18	Classification Office	PO1	100	8	800
25.19	Counseling Room		100	8	800
25.20	Holding Cell		50	16	800
25.21	Uniform / Supplies / Storage		200	8	1,600
25.22	Food / Laundry Cart Staging		120	8	960
25.23	Mechanical Room		240	8	1,920
Total Net Square Feet					132,362



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Space #	Spaces	Std.	NSF	# Spaces	Total NSF
26.01	Inmate Cells (2 Person)		80	384	30,720
26.02	Inmate Cells (4 Person)		160	96	15,360
26.03	Inmate Beds (Dormitory)		40	384	15,360
26.04	Dayroom Area		35	960	33,600
26.05	Exercise Area (1 per two Units)		500	16	8,000
26.06	Video Visitation (4 per Unit)		20	128	2,560
26.07	Showers (1 per 12 inmates)		35	128	4,480
26.08	Storage / Janitor's Closet (1 per Unit)	JC1	50	32	1,600
26.09	Meal / Beverage Staging (1 per Unit)		100	32	3,200
Support					
26.10	Building Secure Sallyport		150	1	150
26.11	Building Control Room / with Toilet		180	1	180
26.12	Unit Control Room		120	4	480
26.13	Electronics Room		120	4	480
26.14	Multipurpose		400	16	6,400
26.15	Janitor's Closet	JC2	50	16	800
26.16	Unit Supervisor's Office	PO2	120	8	960
26.17	Medical Triage	PO3	144	8	1,152
26.18	Classification Office	PO1	100	8	800
26.19	Counseling Room		100	8	800
26.20	Holding Cell		50	16	800
26.21	Uniform / Supplies / Storage		200	8	1,600
26.22	Food / Laundry Cart Staging		120	8	960
26.23	Mechanical Room		240	8	1,920
Total Net Square Feet					132,362





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Item ID	Description	Code	Area (sq ft)	Count	Total Area (sq ft)	Notes
25.01	Inmate Cells		80	480	38,400	New Housing
25.02	Dayroom Area		35	960	33,600	New Housing
25.03	Exercise Area (1 per two Units)		500	8	4,000	New Housing
25.04	Video Visitation (4 per Unit)		20	80	1,600	New Housing
25.05	Showers (1 per 12 inmates)		35	80	2,800	New Housing
25.06	Storage / Janitor's Closet (1 per Unit)	JC1	50	20	1,000	New Housing
25.07	Meal / Beverage Staging (1 per Unit)		100	20	2,000	New Housing
Support						
25.08	Building Secure Sallyport		100	1	100	New Housing
25.09	Building Control Room / with Toilet		180	1	180	New Housing
25.10	Unit Control Room		120	4	480	New Housing
25.11	Electronics Room		120	4	480	New Housing
25.12	Multipurpose		400	8	3,200	New Housing
25.13	Janitor's Closet	JC2	50	4	200	New Housing
25.14	Unit Supervisor's Office	PO2	120	4	480	New Housing
25.15	Medical Triage	PO3	144	4	576	New Housing
25.16	Classification Office	PO1	100	4	400	New Housing
25.17	Counseling Room		100	4	400	New Housing
25.18	Holding Cell		50	8	400	New Housing
25.19	Uniform / Supplies / Storage		200	4	800	New Housing
25.20	Food / Laundry Cart Staging		120	4	480	New Housing
25.21	Mechanical Room		240	4	960	New Housing
Total Net Square Feet					92,536	



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Item	Description	Code	Units	Sq Ft	Total Sq Ft	Notes
26.01	Inmate Cells		140	240	33,600	New Housing
26.02	Dayroom Area		35	960	33,600	New Housing
26.03	Exercise Area (1 per two Units)		500	10	5,000	New Housing
26.04	Video Visitation (4 per Units)		20	80	1,600	New Housing
26.05	Showers (1 per 12 inmates)		35	80	2,800	New Housing
26.06	Storage / Janitor's Closet (1 per Unit)	JC1	50	20	1,000	New Housing
26.07	Meal / Beverage Staging (1 per Unit)		100	20	2,000	New Housing
Support						
26.08	Building Secure Sallyport		100	1	100	New Housing
26.09	Building Control Room / with Toilet		180	1	180	New Housing
26.10	Unit Control Room (1 per five units)		120	4	480	New Housing
26.11	Electronics Room		120	4	480	New Housing
26.12	Multipurpose		400	8	3,200	New Housing
26.13	Janitor's Closet	JC2	50	4	200	New Housing
26.14	Unit Supervisor's Office	PO2	120	4	480	New Housing
26.15	Medical Triage	PO3	144	4	576	New Housing
26.16	Classification Office	PO1	100	4	400	New Housing
26.17	Counseling Room		100	4	400	New Housing
26.18	Holding Cell		50	8	400	New Housing
26.19	Uniform / Supplies / Storage		200	4	800	New Housing
26.20	Food / Laundry Cart Staging		120	4	480	New Housing
26.21	Mechanical Room		240	4	960	New Housing
Total Net Square Feet					88,736	



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Total Net Square Feet						
27.01	Inmate Beds		40	960	38,400	New Housing
27.02	Dayroom Area		35	960	33,600	New Housing
27.03	Exercise Area (1 per two Units)		500	10	5,000	New Housing
27.04	Video Visitation (4 per Units)		20	80	1,600	New Housing
27.05	Showers (1 per 12 inmates)		35	80	2,800	New Housing
27.06	Storage / Janitor's Closet (1 per Unit)	JC1	50	20	1,000	New Housing
27.07	Meal / Beverage Staging (1 per Unit)		100	20	2,000	New Housing
Support						
27.08	Building Secure Sallyport		100	1	100	New Housing
27.09	Building Control Room / with Toilet		180	1	180	New Housing
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27.18	Holding Cell		50	8	400	New Housing
27.19	Uniform / Supplies / Storage		200	4	800	New Housing
27.20	Food / Laundry Cart Staging		120	4	480	New Housing
27.21	Mechanical Room		240	4	960	New Housing
Total Net Square Feet					93,536	



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I. CURRENT WORK AND MAINTENANCE PROGRAM

The Fulton County is currently implementing a major work and maintenance program for the Main Jail. This work is being provided by Johnson Control Company (Contractor). The following describes the scope of work for the project:

A. Background

Based on building inspections and assessments by the General Services Department (GSD), the facility requires significant building system and equipment modifications and replacements to eliminate the adverse building environmental condition and control problems. GSD has identified several maintenance issues requiring immediate action to stop further degradation of the building environmental systems and mitigate other environmental problems, such as mold growth. This can be achieved by replacing major building systems and equipment which have been exceeded beyond their capacity and useful life.

B. Objective

The project provides equipment replacements and upgrades modernizing the HVAC systems, environmental control systems, housing zone plumbing systems and the housing zone elevator system and controls. Upgrades and replacements for these building systems are priority to resolve specific Federal District Court facility issues as well as improving respective systems operational program efficiencies, reducing utility and systems repair cost and improving environmental conditions at the facility.

1. Construct major upgrades to stop further degradation of the building mechanical systems and equipment and environmental control systems
2. Eliminate upfront capital cost to the County for equipment replacement
3. Reduce utility usage and provide cost recovery of approximately \$500,000 annual savings based on 2004 power and water utility rates
4. Provide managed warranty and maintenance coverage
5. Install new, state-of-the-art building system components to replace old and inefficient equipment that has been extended beyond capacity and useful life
6. Provide improved building environmental controls regulating temperature and humidity levels
7. Eliminate adverse environmental conditions that causing and promoting mold growth
8. Modify fixtures and water delivery controls and devices to correspond to operations



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9. Maximize water flow control to minimize/eliminate flooding at cell fixture point sources
10. Conservation: Enhance water conservation by controlling water flow and usage
11. Eliminate flooding inmate zones by replacing old plumbing fixtures
12. Provide code compliant elevator systems and controls and improve elevator response times
13. Reduce County incurred maintenance and operational costs

C. Project Description

In general, the project will include a major replacement of the HVAC system, replacement of selected plumbing fixtures, elevator upgrades and selected maintenance at the Fulton County Jail Complex.

The main Jail facility is divided into distinct areas. There is a low-rise area that largely houses the administrative functions of the facility and the two towers that house the majority of the inmate population. Two years ago a new Kitchen and Intake Center were added to the Low-Rise structure. An existing chilled water system serves both the housing towers and original Low-Rise areas. The new Intake Center and Kitchen are served by independent Roof-Top Package air-conditioning and heating units. The only work associated with these two new areas is the re-commissioning of the two elevators serving the Kitchen and the new Controls interface for HVAC systems' management.

The Contractor's services shall include all selective building demolition required to complete the Work as indicated in the Contract Documents. The Contractor shall provide or cause to be provided and shall pay for all labor, materials, tools, security, construction equipment and machinery, transportation and all other facilities and services necessary for proper execution and completion of the Work, whether temporary or permanent, and whether or not incorporated or to be incorporated in the Work. The Contractor shall be responsible for securing and paying for all permits, fees, inspections and bonds required to complete the Work.

D. Scope Of Work

The Work shall be conducted in an operating jail. The main housing units and zones shall be vacated for the Work in stages per the Master Schedule. For quality assurance/quality control weekly construction progress meetings shall be conducted.



This project will be performed with an overlapping construction phase and maintenance phase. The construction phase will be scheduled in stages outlined by the County and developed by the Contractor. The maintenance phase will also start and progress through stages as the scope of construction work progresses through its stages.

The construction stages within the Low-Rise building will be defined by the areas served by the respective HVAC units. The construction stages within the housing towers will be defined by the floor level. The Contractor shall set and define a complete construction schedule to support minimum down time for respective operating programs within this jail facility.

The maintenance stage for the elevator systems will begin day-one from the total project Notice to Proceed. The maintenance stages for the HVAC/Controls will begin as stages of construction are completed and approved for operation.

HVAC/Controls Replacement: The mechanical project will replace the HVAC equipment and controls throughout the original low-rise and housing towers. For the Low-Rise Building all of the Roof-Top Units, associated ductwork, air terminal units and air diffusers will be replaced. In the housing towers all of the air-handling units and diffusers will be replaced and the majority of the ductwork will be replaced.

1. All of the new air-handling units (AHU) that will serve the low-rise portion of the facility and the housing zones will require support structures. For code compliant smoke control and effective and efficient environmental comfort control within the housing zones each of the two towers will have six (6) new AHU's located on the ground level outside the building. Each of these units will utilize 100% outside air and communicates with the interior of each tower via exterior ductwork and penetrations at each level. This exterior ductwork will be concealed with a protective covering extending to the top of the structure.
2. Within the facilities central plant, both of the existing chillers will be replaced along with a large number of the other systems mechanical components. There will be significant rework of the facilities existing chilled and hot water distribution network to accommodate the new components.
3. The overall monitoring and manipulation of equipment for the new HVAC system will be provided with a central control station. This station will provide a single interface with equipment and monitoring points for maximizing the operation of the new system and the HVAC systems at the Kitchen and Intake Center.

Test & Balance: The Test and Balance Services (TABS) Contractor will be under separate contract with the County. Their Scope of Work includes but is not limited to, testing and balancing respective systems air and water flows; minimum calibration of systems controls;



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and, all in coordination with Acceptance Phase Commissioning. The respective contract amount for test and balance will be part of the Proposer's Financing Package.

Plumbing: The project will also replace the lavatories, toilets and water metering devices that are associated with two housing towers and the Low-Rise third floor Medical unit. The replacement fixtures will be correctional system models. Existing security shower fixtures shall be reused, being reinstalled for secure and water-tight installation. Pipe, valves, fittings, drains and water tempering devices for associated fixtures and showers are also included in the scope of work.

1. **Fixtures:** All fixtures shall be installed and secured in wall systems to prevent inmate removal with existing shower fixtures to be remounted in kind
2. **Zone Control (Housing Units):** Domestic water supply to each housing zone shall be controlled off and on by new electronic solenoid valves currently operated from the control tower
3. **Cell/Fixture Control:** Individual fixtures shall have shutoff valves located in respective pipe chases for supply connections of hot and cold water
4. **Overflow Prevention:** Toilets shall have vacuum overflow preventer which prevent overflow automatically
5. **Clog Prevention & Cleanout:** Sanitary lines at toilets shall have cleanout hooks to provide for easy cleanout
6. **Backflow Prevention:** System shall provide for backflow preventers
7. **Water Conservation:** Toilets shall be low flow for water saving economy
8. **Toilet Metering & Operation:** Concealed flush valves shall operate with pneumatic pushbutton for low water consumption (1.6 gal/flush)
9. **Lavatory Metering & Operation:** Metering devices at lavatories shall be dual temperature pneumatic valves with set flow rate of 0.05 gpm regardless of water pressure and adjustable duration between 5 - 90 seconds.
10. **Controls:** Single, conventional temperature pneumatic metering valves for shower fixtures with pressure balancing for scald protection per code.
 - a) water temperature shall be adjustable at the mixing valve in the pipe chase
 - b) water flow rate shall be set at 2.5 gpm regardless of water pressure



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- c) duration of water flow shall be adjustable between 5 - 90 seconds at the metering unit in the pipe chase with 30 seconds between run times
- d) fixtures and water delivery controls and devices with conventional water control at three points
 - 1) Local Fixture: Manually adjustable valves within respective plumbing chase
 - 2) Zonal: (Item E.2 above) Electronic solenoid valves control domestic water supply to the respective housing zone from the Control Tower at the 13 housing floors
 - 3) Central Control Override: Central Control can override the operation of the respective electronic solenoid valves serving each of the 78 housing units
- e) Water temperature manually adjustable at the mixing valve within chases at each shower
- f) Water flow rate per a set GPM regardless of water pressure
- g) Duration of water flow manually adjustable at the metering unit within chases
- h) Toilet overflow prevention enabled by vacuum break configuration integral to fixture and valve, once the toilet bowl is backed up the valve shuts off until the valve is manually reset

Inmate Housing Showers: All of the inmate housing showers throughout the tower section will be refurbished. This work will be included as an Add Alternate. The existing coatings shall be removed and the substrate prepared for the new coating application.

Elevator System Modernization: In the purpose to conserve energy and provide system integrity for safe and secure system operation the elevator system modernization will be implemented. The elevator services contractor shall ensure compliance with the appropriate building/life safety codes for the facility. The two elevators serving the Kitchen will be re-commissioned. The seven elevators serving the low-rise and housing towers will be modernized. The dumb-waiter will be removed.

Elevator Systems Maintenance: The Elevator Systems Contractor shall begin existing system maintenance the day the project Notice to Proceed is issued by the County. The existing elevators will remain operational until one-by-one each car is taken out of service, modernized and brought back into service with the news controls and operating system. The modernized and re-commissioned elevators will be maintained by the elevator service company.



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HVAC/Controls Maintenance: The HVAC/Controls maintenance provider shall be prepared to provide system program maintenance on the new systems as the respective construction phases are completed and commissioned into operation.

E. Staging & Schedule

This project will require access to all areas of the main Jail facility and the Jail Bureau site for the duration of the project. The project shall be divided into stages of work between phases of construction and maintenance. The Contractor shall provide a project schedule that outlines the planned construction and facility access for each stage of work. Per the Project Schedule, some work will be performed in more than one work area at a time. This work shall be coordinated, scheduled and approved with the proper authorities. Security escorts and posting will also be required in certain required areas and stages of work.

The Contractor shall be responsible for construction of safety and security barriers and dust and debris barriers for each stage of construction. The Contractor shall be responsible for providing fire safety and life safety controls in operation during the respective construction stages.

General Requirements: An area around the site shall be made available to the Contractor for the duration of the project in accordance with the Project Schedule. The Contractor shall provide temporary office, storage phone, data/internet and utilities for project control operations supporting the construction and maintenance phases of work. C1 - Work Trailers - An exterior area shall be provided to accommodate space for at least one (1) work trailer, to serve as the project office, and four (4) work trailers, to serve as material storage sites. Two offices with phone and data connections shall be provided in the contractor's office trailer for County personnel. A conference room for large enough for construction progress meetings shall also be provided. C2 - Staging Area - The Contractor shall be provided space for staging of materials and equipment for the duration of the project at the following locations:

- Inside main gate area.
- Outside North Tower for buck hoist operation
- Tower Basketball courts per the "Tower Construction Staging Schedule"
- Portions of the front public parking lot per "Low-Rise Construction Staging Schedule" adjacent to the low rise building for delivery of materials to the roof of the low rise building.



F. Work Areas/Construction Stages

Site Work and Central Plant: The Site-(locations around the north and south towers) and Central Plant will be the first stage of construction and will make available to the Contractor for the duration of the project in accordance with the "Project Schedule". Work requirements may require sections of the primary and secondary fencing surrounding the inmate towers to be down periodically during the site stage of work. Down time for sections of the security fence shall be held to a minimum and during down time a security officer is to be posted in the area. As for all construction stage work in secure areas, this down time for fencing must be scheduled and approved by the County.

Low Rise Building: The work in Low Rise Building shall be separated into eight (8) work areas with the area/zones served by each air handling unit that defining each "Work Area / Construction Stage". The low rise construction shall be staged per "Work Area". The County shall relocate all personnel, inmates and activities in each work area during the respective stage of the project per the "Project Schedule". The Contractor shall be allowed seven to fourteen calendar days lag time between acceptance of each "Work Area" and the beginning of the next to allow for relocation of all personnel and activities.

North and South Towers: The interior work in North and South Towers shall be separated into seven (7) work areas/construction stages with one (1) tower floor defining a "Work Area/Construction Stage". (The North tower has seven floors and the South tower has six floors.) The Contractor shall coordinate with the County for access of each tower floor in accordance with the "Tower Staging Schedule" and "Project Schedule". The Contractor shall not use any of the elevators for transporting equipment, materials or people. All inmates, staff and daily operations shall be relocated from each tower floor for the duration of the respective stage of construction. The Contractor shall be allowed three to four calendar days lag time between acceptance of each "Work Area" and the beginning of the next to allow for relocation of all personnel, inmates and activities.

Additional Access: The Contractor shall coordinate for approval and schedule for additional access to the Low Rise Building and North and South Towers outside of the proposed "Work Area" requirements identified above under section c and d. This additional access will be for performing work that could not be confined to one (1) "Work Area" (i.e. installing controls system infrastructure, the elevator modernization, etc.), but this access will not require the areas to be unoccupied. This work will be performed per the "Project Schedule", and will take place while the areas are occupied and daily activities in operation. All work will be performed in accordance with the Attachment 1 "Security Requirements".

Staging for Elevator Modernization and Re-Commissioning: The elevator services contractor shall begin maintenance of the existing elevator systems and controls the day the Notice to Proceed is issued for this project. A separate schedule for Elevator System and Controls Modernization & Re-Commissioning shall be submitted to the County for approval. This



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schedule may model after the preliminary schedule submitted in the proposal phase of this project.

Maintenance Phase Requirements: The Maintenance Program Plan for HVAC, Controls and Elevators shall be submitted to the County for approval. The approved program plan shall be entered into the on-site MAXIMO CMMS. Coordination of the activities performed shall be worked through the customer service center. All construction warranty activity shall also be coordinated through the CMMS.

II. ENGINEERING ASSESSMENT

The following pages describe our assessment of the proposed upgrades and the impact they will have on future expansion and infrastructure additions.

A. Heating Ventilation Air Conditioning (HVAC)

Based strictly on previous written information it is suggested that the Contractor consider the future addition in sizing major equipment, cooling towers, chillers, pumps and chilled water distribution pipe headers.

However after a tour of the existing chiller plant we would conclude that there is not enough space in the existing facility to provide chillers for renovation and future housing addition loads. Therefore, it is recommended that a new chiller plant be considered during the planning phase of any expansion project. If and when the new addition is designed, room for chillers, boilers and pumps sized for the addition should be included and the County should keep these systems completely separate from the existing systems. Chilled water air handlers will require mechanical rooms throughout the facility to provide air conditioned air. Roof mounted heat exchangers to provide outside air, pre-heated or pre-cooled by toilet exhaust air should be provided to meet code requirements.

B. Plumbing and Fire Protection

The existing sanitary sewer should be adequate for the renovation because the new fixtures will be low consumption fixtures. The current sewer should be surveyed and any problem areas should be corrected while the renovation is being made. If there is to be a new kitchen and laundry this could have an adverse affect on the existing sanitary sewer.

The water supply is being supplied by city pressure now and there is no reason to think that this should not be the case with the fixture upgrade. We are not adding load to the system at this time.



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C. Electrical Service

The Fulton County Jail utilizes three main Georgia Power services:

- 4000A, 480/277V (SQD)- Jail original service, Emergency generator 500KW (Original generator);
- 1600A, 480/277V (GE)- Kitchen renovation, Emergency generator Cumming 133KW; and
- 1200A, 480/277V (GE) - Intake building, Emergency generator Cumming 233KW.

It appears that none of the existing utility lines are sufficient for future jail expansion loads. Because of this new utility service and emergency generator should be provided for the future Jail expansion. However since 1200A service is the closest service to the future renovation site, possibility of installation of 200A new power panel on an empty wall of exiting main electrical room could be considered. Existing electrical drawings including single line and panel schedules are needed for load verification before any modification.

There is a recent problem regarding the original jail generator. In last two months, generator and ASCO transfer switch started working and turning itself online without any reason. It has occurred several times and maintenance personnel have had to reset the generator each time. Generator serviceman from Prime Power Services was on site on September 2006 and provided a routine service report. Since the generator and transfer switch are very old, exchanging the existing generator and transformer switch with new generator and transfer switch should be considered and investigated.

D. Security Electronics and Hardware

An evaluation of the existing conditions relating to the electronic security and communication systems was performed for the Fulton County Jail. The purpose of this evaluation was to document the specific systems, determine the status of the installation, and to evaluate such systems for expansion or integration into an overall facility expansion and enrichment program.

Project Approach: The entire facility is being evaluated as part of a Needs Assessment Project in which the total size and configuration of any expansion project will be determined. This portion of the evaluation deals with the security and communication systems for the facility. Electronic security and communication systems were reviewed with regard to the existing conditions, current product/system availability, and expandability to support the expansion project. Electronic systems included in the evaluation were locking control (LCS), Central Control and Alarm Reporting (CCAR), touchscreen control systems (TCS), closed circuit television (CCTV), intercommunication (ICS), public address and monitoring (PAM), and access control (ACS).



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Electronic Systems Overview: Each electronic system presented for review was relatively new, as the facility has experienced a number of renovation and replacement projects. The age of electronic system varied, ranging from approximately 2 to 6 years in service. The various electronic systems for the main jail were replaced about 5-6 years ago, with the exception of the fire alarm system - which was replaced more recently.

Actually, there are two separate and distinct electronic security installations for the Fulton County Jail. The original jail construction occurred from 1986 to 1988, with the low-rise expansion project being completed in 2003. This low-rise expansion includes a newer booking area, kitchen, and laundry in support of the main jail complex.

The original jail construction project presented the infrastructure for the replacement project, occurring approximately 6 years ago. The basic configuration of the facility is determined by the architecture of the building itself - which is represented by two housing towers located adjacent or above administrative and support spaces for the jail. The entire facility is monitored by a central command and control center, equipped with electronic security and communication systems that can take over remote control locations, and manipulate door hardware and other devices in the event of an emergency condition. The typical housing unit configuration offers an elevated control room above dayroom floors and angled inmate housing cells - affording a view of the associated control area. This housing unit control room is located directly above an equipment room that contains all of the required electronic systems to support the unit. All traffic into and out of each dayroom occurs below the control room in the main sallyport for each unit. The control room has remote control of all doors, and is assisted through the use of CCTV and audio systems to determine safe operation of all entry and exit doors.

Electronic Security and Communication Systems Evaluation: The following information represents an evaluation of the existing electronic security and communication systems currently installed at the Fulton County Jail facility. The conditions indicated herein were observed during review sessions and interviews with key staff which were conducted during September and October 2006.

Part I - Main Jail Building (1986-1988 Construction) - This portion of the report represents a recently installed, fully integrated approach to corrections electronic systems where multiple electronic systems are integrated together in a cross-platform format to present optimal controls to the jail operators. In this case, the base system which handles most integration is a programmable logic controller (PLC). Systems integrated into the PLC are locking control, central control and alarm monitoring, touch screen control, intercom, paging, access control.

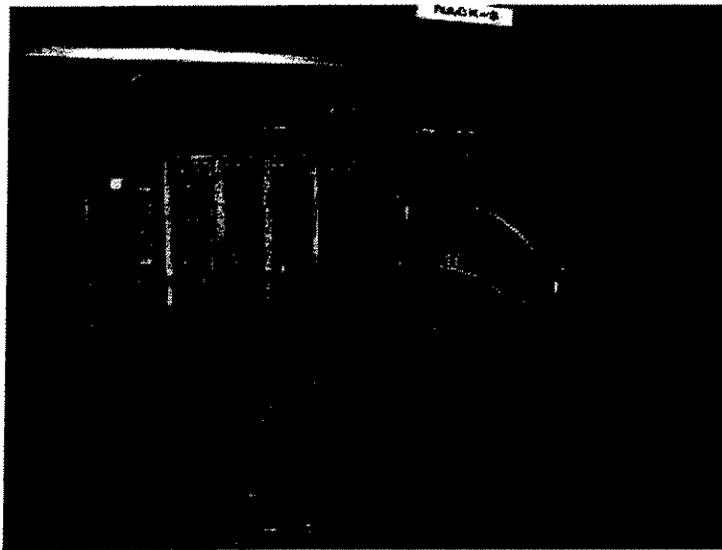
A. Locking Control Systems

1. Programmable Logic Controllers (PLC)

- a) PLC's installed for the Fulton County Jail are Omron PA 204/ASC02 series units. This is a modern PLC controller, quite common among systems integration firms



that deal in this type of project. The installation is clean, functional, and kept in good operating order. The PLC is fully equipped with the appropriate control modules or cards. These function cards include input modules, output modules, central processing unit (CPU) cards, power supply cards, and remote I/O cards. The PLC controlled all operator interface control panels functions which enabled the operators to monitor and control the facility.

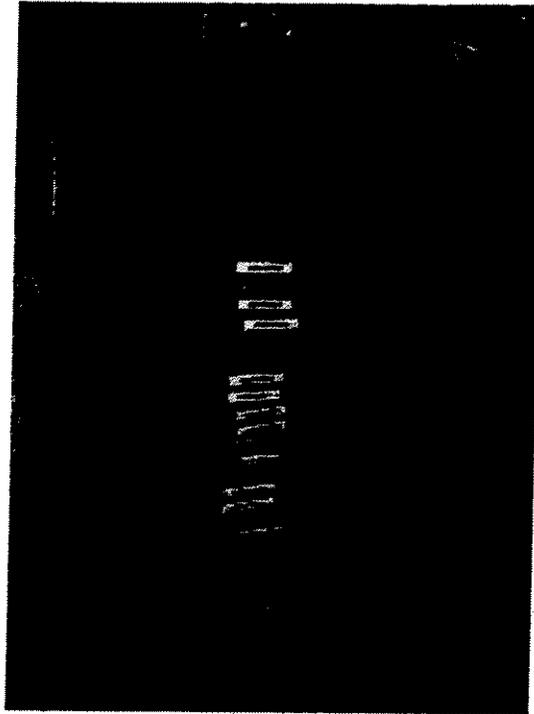


PLC Unit in Support Area of Main Jail

- b) Additionally, the PLC's are interfaced with the TCS units in support of any global control and monitoring requirements from Central Control. The TCS units mimic control panel operations, and offer complete control of the facility to the operators.
- c) In the case of the construction for this facility, the PLC's are installed in floor mounted equipment cabinets which are equipped with two fold-out sections. This type of cabinet allows for access to both the front and rear of the PLC (which is needed for initial installation check-out as well as routine maintenance of the unit). The actual front of the PLC is also protected by a door assembly which is ventilated to provide air circulation for the CPU and power supply cards.

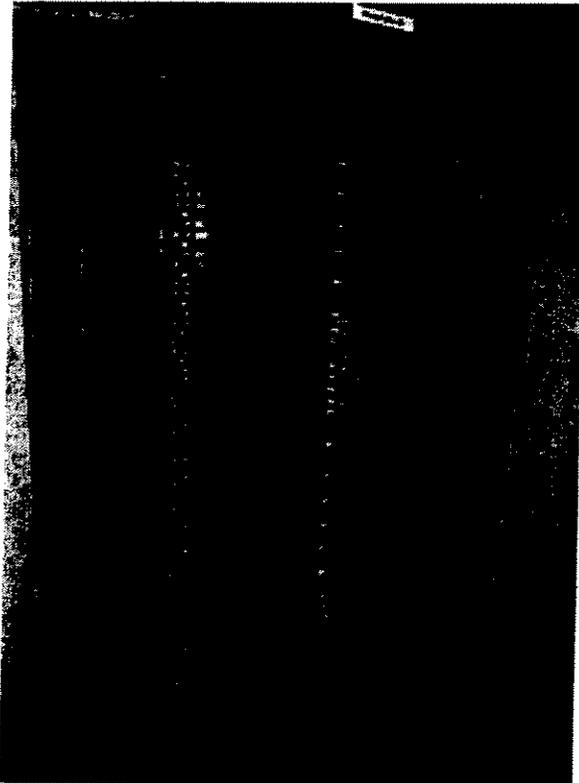


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PLC Interface Cabling to Remote Locations

- d) The dual swing-out security equipment cabinet (SEC) reveals the necessary interface relays, termination blocks, fuses, power supplies, and wiring to be located at the rear of the cabinet. It is at this location where all field wiring from remote devices, annunciators, and control panels are terminated. These field terminations are interconnected with the remote devices via a conduit raceway. The raceway systems emerge from all field locations to a common trough or box which is located above and beneath the PLC/SEC. This trough contains a mixture of power control cabling, monitoring cabling, and serial network interface cabling. It is basically the interface point between the PLC and all controlled or monitored devices and systems.



Field Wiring Interface Panel for PLC Cabinet

- e) As currently configured, there is one PLC unit installed for each housing unit, with an additional PLC installed to support Central Control functions. At each housing unit, a PLC is dedicated to the control room located above. It appears that this was designed to conform to the architectural layout of the housing unit, and to minimize the cost of raceway installation during the construction phase.

2. Locking Control Panels

- a) Locking control panels are installed which provide control and monitoring functions for the operators. The technology employed at the Fulton County Jail for locking control panels are physical switches mounted within a control panel located (typically) in a metal control console. This presents a graphical control panel that is mounted in a sloped-top turret on top of the control counters. For these control panels, the operator activates various pushbutton units which penetrate the actual aluminum substrate of the panel. The switch technology presented is manufactured by Otto Engineering, Inc.



Typical Housing Unit Control Panel Layout

3. Observations and Recommendations

- a) Locking control panels are only 5-6 years old. Control panels are in good overall condition and do not need renovation or replacement at this time.
- b) The Omron PA 204 PLC's are in good overall condition, and are still supported by the manufacturer. These are typical of PLC units that are still being installed today.
- c) The SEC cabinets are in good overall condition and appear to be very well maintained. There is no need for renovation or replacement of any SEC cabinet.
- d) Because the locking control systems are relatively new, and because they have been well maintained, it is recommended that the existing systems could be left in place in the event of any expansion or renovation project.

B. Intercom and Paging Systems

1. Local Paging and Intercom Systems

- a) The local function that support communication from a control post to a remote location (such as a door or cell area) not integrated into the locking control panels. Functions for door control intercom, area paging, and remote monitoring are controlled via a stand-alone audio system as manufactured by Bogen



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Communications, Inc.. Each housing unit control room is equipped with selector switches, volume controls, microphones, and handsets. Remote station selection is accomplished through the use of a Bogen selector panel, model number SBA-27. The operator interface for audio function is accomplished through the use of a Bogen interface panel, model number MCP35A.

- b) Intercom and paging/monitoring in the housing unit is accomplished with a single system - there are not separate systems installed for each sub-system.

2. Observations and Recommendations

- a) Due to the new condition of these systems, it is recommended that these systems be left in place as they are performing in an acceptable manner.
- b) The communication equipment is still supported by the system manufacturer, and should be considered for use in any expansion project. It appears to be well maintained and could be utilized in some form or fashion in an expansion project.

C. Closed Circuit Television Systems

1. Matrix Switcher/Headend Systems

- a) The installation at the Fulton County Jail facility for CCTV systems headend components presented itself as recently installed with equipment as manufactured by Sensormatic, American Dynamics, and NVT. The basic configuration of the system consists of remote CCTV camera units interconnected with a matrix switcher unit which in turn presents video images to digital video recorders and monitors located primarily at Central Control and the remote housing unit control rooms. Camera imaging technology for the facility is mostly color format. The main controller for the CCTV system is an American Dynamics Megapower 1024 matrix switcher. Digital video recorders installed are Intellix units as manufactured by Sensormatic, Inc. Broadcast medium to and from the camera units and remote devices is twisted pair cable technology as manufactured by NVT, Inc. The control devices for the video distribution system are NVT active hub receiver unit NV-1662-R, and passive CCTV twisted pair hubs model number NV-1613A.



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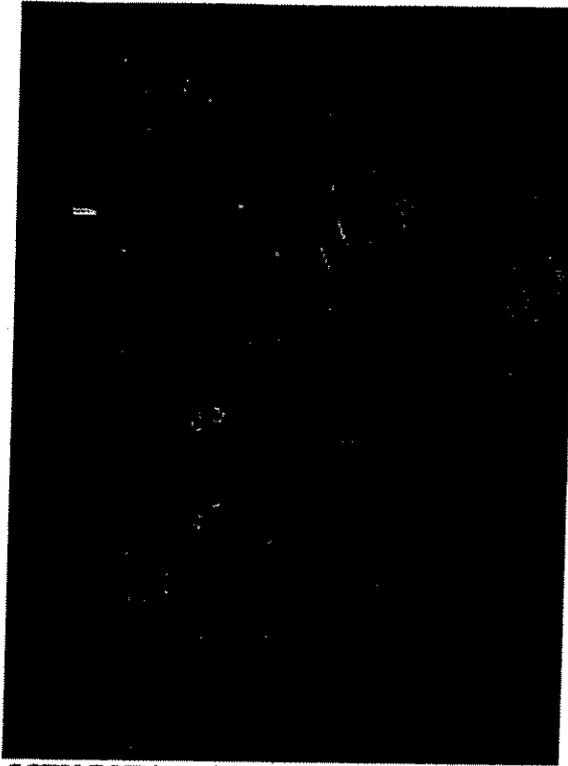


CCTV Equipment Cabinet at Main Support Area

- b) All CCTV wiring or cable plant from remote camera units is routed back to the equipment room that supports the electronics for Central Control. This CCTV cable plant is represented by coaxial video cable, fiber optic cabling, twisted shielded pair cabling, and unshielded twisted pair cabling. This cabling supports video imaging, remote motion and focus control, and power supply for camera units.



Rear of DVR Installation at Central CCTV Rack

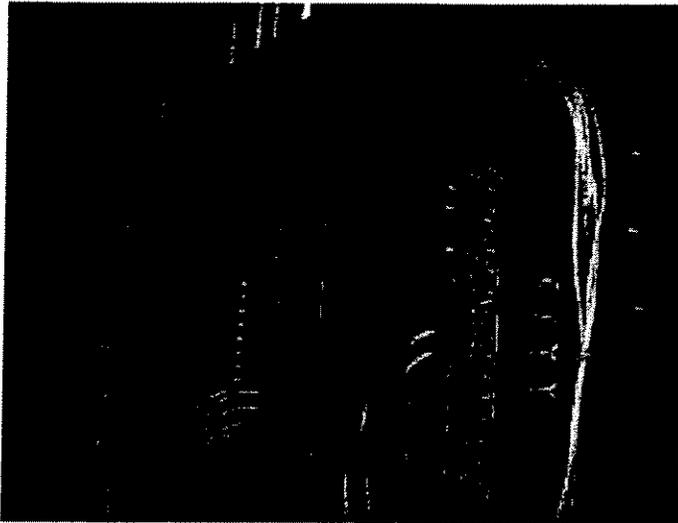


CCTV DVR's and Cabinet Front Layout

- c) The headend rack installation at Central Control's equipment room represents the bulk of the CCTV equipment location. The rack status was presented as installed approximately 5-6 years ago. This rack assembly is currently in good or desirable condition.

2. CCTV Camera Units

- A) Camera units installed at the facility are typically solid state, 1/3" format charge coupled device (CCD) imaging technology. Cameras are housed in a variety of tamperproof and weatherproof enclosures. Most camera units noticed during the survey were of acceptable condition, though some appear to be original housings.



CCTV Matrix Switcher Showing Spare Capacity

3. Observations and Recommendations

- a) Technology represented for the CCTV matrix switcher and various imaging multiplexers is approximately 6 years old. The condition of the CCTV cable plant installation is acceptable and appears to be well maintained. These systems can be expanded and should be able to support an expansion project.
- b) Camera units should be evaluated on a case-by-case basis to determine individual performance capabilities. Under-performing cameras should be replaced. Motion control drive units which require maintenance should be either repaired or replaced.
- c) CCTV monitors should be reviewed for imaging burn-in, and replaced as necessary with monitors that match the video resolution of the respective camera units.

B. Access Control Systems

1. System Overview

- a) The access control systems (ACS) for the Fulton County Jail is a scramble-lock keypad access system as manufactured by Hirsch Electronics.
- b) The Hirsch system is a stand-alone controller that interfaces with the PLC units to initiate control activation of a security door when an acceptable PIN number is entered into a controller.



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2. Observations and Recommendations

- a) The current ACS performs at a reliable level. The system does a relatively good job of facilitating staff movement between departments.
- b) It is recommended that these ACS systems be left in place during any expansion project, and could be used further in any additional project.

C. Fire Alarm Systems

1. System Overview

- a) This portion of the Fulton County Jail is protected by an intelligent and addressable fire alarm system as manufactured by Cerberus Pyrotronics, Inc. The fire alarm controller panel is located in the Central Control equipment room, and has initiating and signaling loops radiating out into the facility from this location. All alarm initiating devices (such as smoke detectors, heat detectors, and pull stations) are addressable devices interconnected with the sensor loop network cable.
- b) The fire alarm system, including the controller panel, appear to be new and in good working order. It was indicated that the fire alarm system was recently installed as part of a maintenance or replacement program.

2. Observations and Recommendations

- a) There were no active alarms observed during our visit to the facility. Additionally, there were no active trouble or supervisory alarms within the system.
- b) The housing units are equipped with remote annunciator units, Cerberus Pyrotronics model number RCC-1F.
- c) Due to the new condition of the fire alarm system, it is recommended that this Cerberus Pyrotronics fire alarm system remain in place to protect the existing facility during any expansion or enhancement project

Part II - Low-Rise Booking, Kitchen & Laundry Addition (2000-2003 Construction)

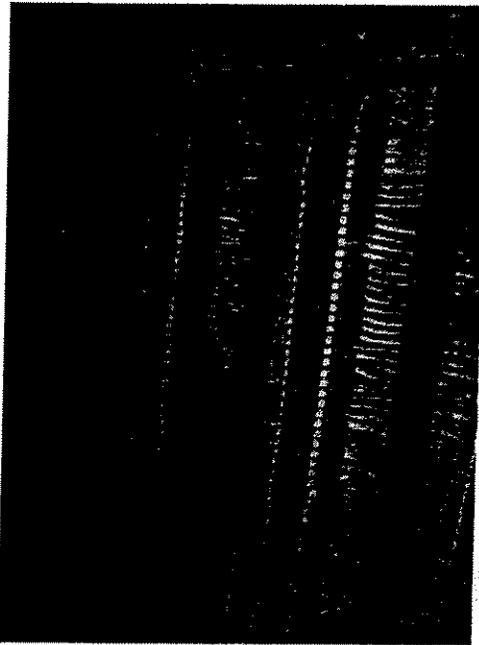
This portion of the facility represents electronic systems which were installed in support of an expansion project to the facility. The electronic systems in this area are supported by a separate equipment room location, and there is minimal interface between the main jail and the low-rise addition. The electronic security and communication systems in this area are in relative good shape, and are only approximately 3 years old.



A. Locking Control Systems

1. System Overview

- a) The LCS is basically control panels interconnected with a PLC at a security equipment cabinet (SEC) location, in a similar manner as shown in the main jail.



LCS Interface Wiring Conditions at SEC

- b) This LCS is supported by an Omron PA 204 series PLC, the same systems that are installed in the main jail.



Omron PLC Supporting Locking Control Functions

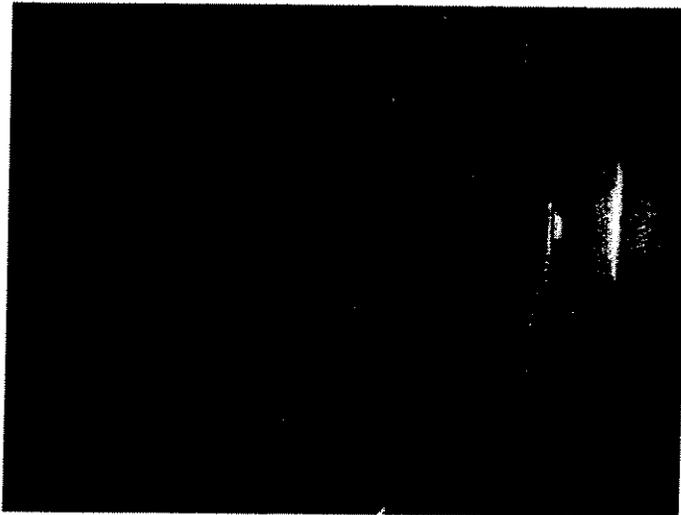


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- c) Controller panels are switch-based, graphical units, identical construction to the main jail.

2. Observations and Recommendations

- a) The LCS is in a fairly good overall condition. The control panels show excessive signs of wear and tear, but perform the operations required to secure the facility. The PLC/SEC equipment cabinet is in good condition, but could be cleaned up and restored to original condition.



Typical Wiring Condition at SEC/PLC Cabinet

It is recommended that these systems be left in place in support of any expansion project. The locking control panel at the vehicular sallyport needs to be repaired, and the SEC needs maintenance service.

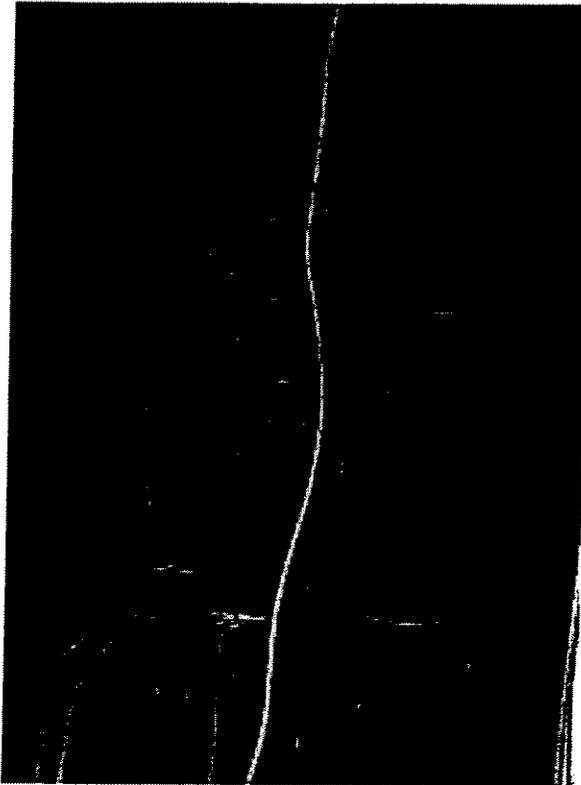
B. Closed Circuit Television Systems

1. System Overview

- a) The CCTV system consists of color format camera units interconnected with headend equipment located at the equipment room for the low-rise expansion. This equipment represents a separate installation from the main jail. Video images are presented on various CCTV monitors at this location. Recording of video images is performed through the use of digital video recorders.

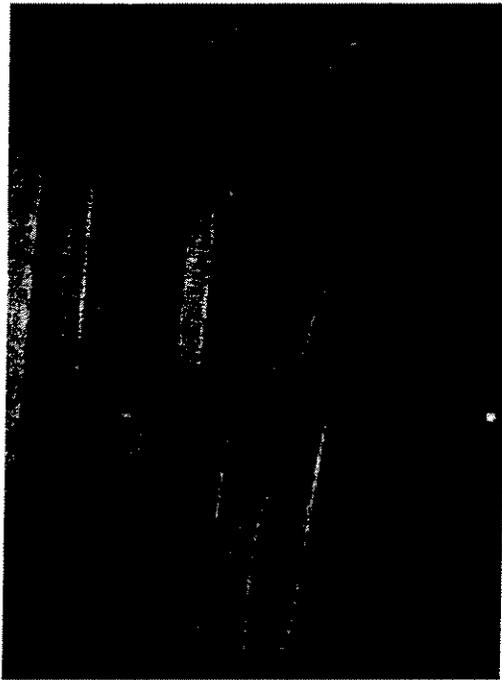


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Wiring at CCTV/Audio Equipment Cabinet

- a) The CCTV system is supported and controlled by the installation of a Pelco CM9760-CXTA matrix switcher. This matrix switcher is still in production today, and has spare capacity for expansion regarding additional cameras and remote monitor units. For recording of the video images, the CCTV system is equipped with Pelco DX7000 series digital video recorders. These DVR units are still in production, and are being supported by the manufacturer.

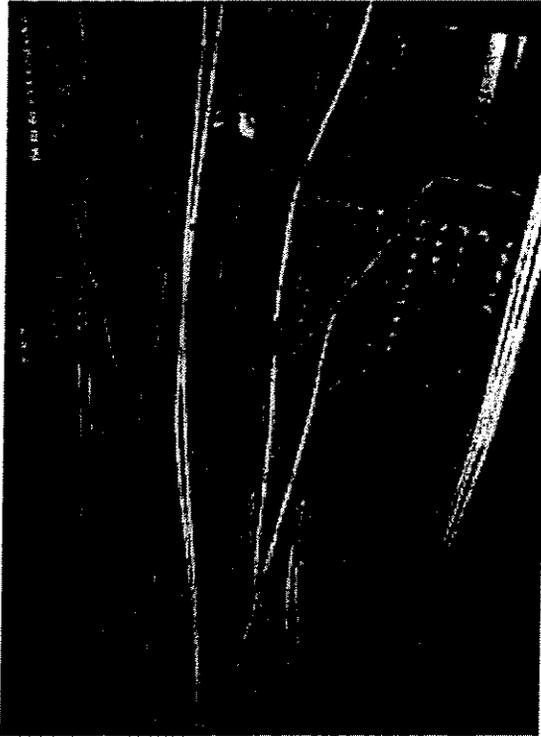


Rear of CCTV/Audio Equipment Cabinet

- b) Remote cameras are both fixed-position as well as units with motion control. Video images and motion/focus control are hardwired to the equipment location for the CCTV switcher.

2. Observations and Recommendations

- a) The CCTV equipment currently installed for the low-rise addition is in need of maintenance and repair. While the equipment is sound, the installation is suspect, and is very difficult to maintain in its current condition. It is recommended that any expansion project include a scope of work that repairs the CCTV installation for this area.



Rear View of Matrix Switcher Wiring Conditions

C. Intercom and Paging/Monitoring Systems

1. System Overview

- b) This area is configured with a limited intercom (ICS) and public address and monitoring (PAM) system, located at the sallyport control room. Both ICS and PAM are accomplished with a common system. There is an audio master panel equipped with station selector switches, pre-amp, amplifier, speaker, and microphone in a standard countertop enclosure. This master station assembly is interconnected with remote paging zones and wall mounted intercom staff stations.
- c) All PAM/ICS equipment is manufactured by Rauland-Borg, Inc. The equipment is model number SWC25/MCC300.

2. Observations and Recommendations

- a) The ICS/PAM master located at the control room is in good operational condition. The system operates well, and has spare capacity for expansion.



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- b) It is recommended that this system be left in place to support operation in this area.

Evaluation, Assessment and Recommendations

As demonstrated by the content of this review, there are numerous electronic security and communication systems installed at the Fulton County Jail facility. In reality, there are two separate facilities on this site and each is supported by totally separate systems. In order to present the recommended action regarding each system, we shall categorize the systems into two elements: (1) Rehab/renovate the existing system and allow it to support the functions required of the existing areas in which it is installed; and (2) The existing system needs to be replaced, and certain infrastructure conditions need to be addressed as part of the replacement project. It should be noted that there are no systems currently installed which could be expanded and used to support the facility expansion project.

The following listing represents our findings regarding the existing electronic security and communication systems for the Fulton County Jail:

Main Jail Area - 1988 Construction (Renovated):

1. Systems which can be renovated, expanded, or left in place and used to support the existing areas, as currently utilized:
 - A. Fire alarm system
 - B. Touch screen control systems
 - C. Locking control systems
 - D. Intercom/paging systems
 - E. CCTV systems
2. Systems which need to be replaced, with infrastructure issues that need to be addressed:

None noted.

Low-Rise Booking and Support Areas - 2003 Construction:

1. Systems which can be renovated, expanded, or left in place and used to support the existing areas, as currently utilized include: Locking control systems; CCTV systems; and Intercom/paging systems.
2. Systems which need to be repaired, or replaced, with infrastructure issues that need to be addressed include: Closed circuit television system; and Locking control system (control panel at control room).



III. HEALTHCARE PROGRAM

A. Healthcare Organization

The Fulton County Jail (FCJ) contracts with a private correctional medical vendor, Correctional Medical Associates (CMA), to manage the on-site healthcare. Off-site health care is provided by Grady Health Services. The FCJ health services contract is managed by a Health Service Administrator, who is responsible for overseeing CMA and its operations of the inmate population health care program. The HSA has been an employee of the County for approximately 11 years. The HSA, who is also the monitor for the County, has been with the health care system under prior contractors and has over 15 years of correctional health care experience.

The CMA Medical Director oversees medical care for the inmates and reports to the HSA. The management team is complemented by a Director of Mental Health, a Director of Nurses, Dental Director, Psychiatrists and an Administrative Assistant. All nursing and support staff report to the director of their respective discipline e.g. mental health, dental, nursing, etc. There is an operational director from CMA that provides oversight to this contract. Many of the decisions that affect this contract are made at the corporate level such as pharmaceutical services, purchasing, payroll, invoice processing, policies and procedures and other health care manuals.

Health care staffing for the FCJ consists of 47.50 FTE staff for mental health services and 104.0 FTE for medical services. Included in the staffing plan are 11.0 physicians and midlevel providers, ½ FTE Infectious Disease Specialist, 2.95 dentist, 2.25 psychiatrist and 9.0 mental health staff (LCSW). As indicated, the facility staffing plan is staff intensive due to the decentralization of services. If the inmate population increases by 2,500, there would be the need for additional 4.0 nurses for medication passes as well as staff to assist specialist in the clinic and take off new orders. In FY 2006 there were approximately 160 inmates treated for HIV/AIDS per month. It is likely that this population will require additional time from and infectious disease provider. There were no statistics maintained on Hepatitis C thus also increasing the need for additional infectious disease provider time.

The current x-ray technician is a FTE staff working Monday through Friday. In future staff additions, it is recommended that data is maintained on the number of inmates that are sent to Grady Health due to injuries requiring radiology in the afternoon and weekends. If there are sufficient numbers then the x-ray technician hours may need to be increased. The number of mental health patients are increasing as the decentralization continues of county mental health centers. Currently there is a psychiatrist on-site seven days per week with on-call availability. Statistical data reports that there are approximately 1,000 inmates seen by mental health providers each month. Each provider carries a high caseload that averages 1026.2 inmates per month. These statistics alone justify the need for additional mental health staff.



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B. FCJ Facilities

The FCJ is comprised of four facilities which include: the main jail (2,250 beds), the Bellwood Facility (200 beds), the Marietta Facility (100) beds, and the Alpharetta Facility (64 beds).

The main jail is comprised of two multi-structure facilities a north and south tower which are connected. The facility provides podular style housing units which essentially mirror each other in the north and south buildings. The first floor of the North Tower houses jail administrative offices, employee services, and the kitchen for the entire complex. The third floor houses the medical clinic, medical and mental health housing, chronically ill, new intakes and central control for this tower. Floors four through thirteen each contain inmate housing units. Each of the inmate housing units can house up to 78 inmates per unit. The general population housing units are mostly double bunked. Segregation cells are located in the housing units in both towers.

The medical unit consists of two examination rooms, an emergency room, a medication/nurses work station; pharmacy, medication area, and a nurse's break room. There is limited office space for administration and health care providers. Seven mental health providers share one office. The mental health unit houses eight female beds, nine male beds, and consists of a nurse's station. All medications are provided to the inmates in their housing units. In addition to the exam rooms located in the medical unit, there are thirteen exam rooms (one located on each floor). There is a 44 bed medical infirmary. There are eight negative pressure cells and three padded cells.

C. Healthcare Standards

Inmates in all states have a right to adequate healthcare that is guaranteed by the prohibition against cruel and unusual punishment in the Eighth Amendment of the United States Constitution. In 1976, the U.S. Supreme Court addressed minimum requirements for prison healthcare in *Estelle v. Gamble*, which found that inmates have a constitutional right to healthcare that meets minimum adequate standards, and "deliberate indifference" to an inmate's serious health need by a correctional system is a violation of the Eighth Amendment.

In the 30 years since this case, courts have ruled that inmates have a constitutional right to access healthcare, a professional medical judgment, and medical care as ordered. However, the Supreme Court has found that inmates are not guaranteed the right to the best healthcare that is available in the community.

The County has referenced the National Commission on Correctional Healthcare (NCCHC) Standards in its contract with Comprehensive Medical Associates (CMA) and has received accreditation for several years. The facility will be undergoing NCCHC accreditation in November 2006. They have recently undergone ACA accreditation and received 100% compliance on mandatory standards. During this review, due to the recent accreditation surveys, there was no attempt made to evaluate the quality of inmate health care.



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D. Introduction / Analysis Overview

The operation of a jail is a complicated endeavor. Detainees are arrested at all hours of the day, seven days a week and often arrive with complex conditions that have worsened because of neglect or lack of care prior to incarceration. Medical information is frequently difficult to obtain and detainees may provide incomplete or incorrect information. To overcome these challenges, it is imperative to have experienced and knowledgeable staff in conjunction with carefully developed policies and procedures.

The Feasibility Study and Needs Assessment of the Fulton County Jail included an evaluation of the jail system's healthcare program and the identification of strategies to provide more care on-site and manage costs. The Project Team's medical consultant, Dr. Jacqueline Moore, completed the analysis of the Jail's healthcare program. Dr. Moore is one of the pioneers in contracting services for correctional services having help to found Prison Health Services in 1979. She brings a wealth of experience, 30 years of work in correctional healthcare, both in public and private correctional provider organizations. Her knowledge of best practices from the industry has been obtained from attending many presentations at national conferences and from correctional publications. She has seen many of the best programs in action during accreditation surveys and consulting trips.

To accomplish the analysis of the healthcare program, a review of selected health care policy and procedures, inmate-co-pay policy, staffing patterns, staffing reports, pharmacy reports, statistical reports, grievance logs, CQI meetings and screens was completed. A primary focus of these efforts was devoted to gaining an understanding of the factors that have led to an increase in inmate medical costs and formulating strategies to address this trend. The site visit consisted of a series of meetings and interviews with George Herron, Health Services Administrator and CMA staffing including the Medical Director, Mental Health Director, and Chief Psychiatrist to evaluate the current services. During this time, Medical Administrator, George Heron provided extensive staff support and office space for the interviews.

E. Inmate Population Characteristics

The average daily population for the FCJ was 3,665 for FY 2005. Females comprise approximately 20 % of the population. The average daily intake is approximately 125 inmates per day. The average length of stay is 75 days. The FCJ accepts inmates from 14 metro adjacent counties. It also should be noted that Fulton County has the most homeless shelters in the area, thereby increasing transient and homeless populations in the jail setting.

F. Comparisons and Trends

In searching for projected cost requirements, some projections of medical costs from other systems were identified. State DOC health care systems in Wisconsin, and Arizona reported increased medical costs. The DOC in Wisconsin reported that medical costs increased by 20.1 % in 2003-2004 and 5.3 % in 2004-2005. The DOC reported that medical costs has varied from



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17.1% annual rate from 1998 to 2002 to an annual rate of 12.2 % from 2001-2003. The Arizona DOC reported a 12 % increase in inmate medical care from FY 2000 to 2003.

The Federal Bureau of Prison reported that between 1990 and 1994 inmate health care costs increased by 91% while the population increase was 51%.

Factors reported that the escalating healthcare costs were due to:

- General aging of the inmate populations
- Inflation in the medical services industry
- Increase in the number of inmates with drug related conditions such as HIV/AIDS and Kidney Diseases
- The growing number of incoming inmates needing immediate medical costs
- The increased in inmates requiring specialty visits
- Medications costs for the mentally ill
- Mental Health Treatment
- Dialysis
- Skilled Nursing Care
- The need to implement community and national standards

G. Service Delivery and Efficiency

The scope of services covered by the contract with CMA includes professional, mental health and related health care and administrative services for inmates. Services include preliminary screening of arrestees and or inmates upon the arrival at the Jail, a comprehensive health evaluation of each inmate following admission to the FCJ, regularly scheduled sick call, physician sick call, nursing coverage, arrangement for hospital services, specialty services, emergency services, medical records management, health education and training services, a quality assurance plan, and administrative support services. The contract also includes diagnostic services such as radiology and laboratory services on-site. Excluded from the contract are the costs off-site services and hospitalizations, transportation costs associated with medical transports, and dialysis.

The on-site services specialty services that are provided currently at the FCJ include the following:

- Orthopedic services twice per week
- HIV specialist 20 hours per week
- Oral surgeon twice per week
- OB services

There is insufficient space at the medical unit to provide other specialty services. Referrals to Grady Health Systems that have the highest number and are waiting 30 days or more include: cardiology (20 patients), general surgery (31 patients), medical(liver) (33 patients), OB/GYN (10



patients) and orthopedic clinics(33 patients). The FCJ has maintained an aging report for specialty services (dated October 12, 2006). There were 568 inmates listed on the report that did not have scheduled specialty appointments. Depending upon the specialty services required the inmate wait could be from 90 days to one year.

It was reported by both the Health Administrator and Medical Director that there was insufficient diagnostic equipment at Grady Health Systems for the inmate care which also delayed specialty service. Emory University provides residents to Grady Hospital and is reported to have sufficient diagnostic equipment.

H. Current System of Data Collection

The current system of data collection does not appear to maintain statistics on the number of chronically ill inmates such as diabetes, epileptics, asthma etc. While it was reported that these inmates are seen every three months there are no statistics that capture this data. Additional data that should be included in the monthly statistical reports includes hospital admissions and length of stay for both Georgia Regional and Grady Health Systems. Off-site specialty consults and ER visits should be reported by type of specialty or complaint for ER transfer. An analysis of this data would be useful in determining future services that could be provided on-site.

The infectious disease report, intake screening report and dental report are very comprehensive and very thorough. The pharmacy report lacks adequate cost data to provide meaningful information. Cost data is available when requested. Pharmacy cost is a pass through cost that is included in the proposal cost. A new pharmacy vendor, Diamond Pharmacy has recently started providing medications to the jail. Historically, their reports have been very detailed in both cost and quantity of medications utilized.

I. New Medical Unit

The current medical housing area in the main jail is insufficient space for mental health services. Mental health providers must examine patients through the doors in the housing units or in pods where other inmates may overhear sensitive information. Psychiatrists have no office space and there are no accommodations to provide group therapy or other support groups. As indicated previously, seven mental health providers share one office space which does not lend itself to an efficient arrangement for work flow. Mental health services should be expanded to include space for psychodynamic groups such as violent offenders, parenting, anger management, and coping. The current housing at the main jail does not lend itself to areas where groups can be conducted privately. The housing cells should be designed to include padded cells, high observation cells, low stimulation environment and a room for restraints when needed.



Medical services are decentralized service. Delivery is a function of facility design and philosophy. Security staff will need to be increased to move to more centralized service delivery), which increases the demand for providers. If some of the services could be brought to the clinic, there may be some realization in staffing costs.

Considerations for equipment the new medical unit include: a specialty room where casting and other orthopedic procedures can be performed as well as minor surgery such as incision of abscesses, an optometry room. Service that could be provided on-site with additional supplies include: dermatology, orthopedics, OB/GYN, oral surgery, general medicine, infectious disease, and surgery. Equipment that will be needed to expand services will be a new x-ray machine, an exam table, operating light, stretchers, casting material, and an ultrasound, a new 3 chair dental suite with dental x-ray. The current dental suite consists of three separate rooms. X-ray capability is only in one room, thus the inmates must be moved from one chair to another during dental procedures. There is a panorex x-ray capability provided, however not all inmates require this expensive x-ray procedure. It is also recommended that the x-ray unit is replaced. The current x-ray machine is over 20 years old. The current machine uses film. There are newer x-ray machines that take digital x-rays that are maintained on a CD Rom and can be transferred to the hospital or specialist with the inmate. Digital x-rays also eliminate the space for storage of film.

There are currently three pad cells which are always in use. Mental health staff indicates that two more additional padded cells would be required for suicidal or threatening inmates. Georgia Regional Hospital frequently has insufficient bed space for seriously mentally ill inmates. Thus, many of the mentally ill must be maintained at the jail due to lack of alternative space. There are currently 16 negative pressure rooms; medical staff indicates additional negative pressure rooms should be considered to prevent recirculation of air as a means to restrict potential infections from airborne diseases. They recommend that an additional eight rooms would be required. However in reviewing the number of TB positive inmates that required isolation, statistics for FY 2006 indicated that there were only 3-5 inmates per month that required isolation except for the month of July when it was reported that 10 inmates required isolation. Consideration should be given to wall oxygen and electrical outlets required for C-PAP machines. Since the population is aging, rooms should be designed large enough to allow specialized equipment and wheelchairs. Additional hospital beds for the medical housing units should be considered as well as IV Pumps. Space for medical equipment and supply storage will need to be increased. Housing units will need to be large enough to accommodate handicapped inmates and to ensue that wheel chairs can be accommodated. In the current population there are approximately 50-75 inmates that are handicapped and use crutches or wheelchairs. Both showers and toilets must conform to ADA guidelines.

It is recommended that a dialysis unit is established. A two or three chair dialysis unit would save transportation costs as these patients are sent for treatment three times per week



Fulton County Jail Long-Term Feasibility Study

Section 5 - Current Jail facilities Assessment

There are few computers located in the medical unit and many of them are inoperable. The space for medical records is overflowing and with additional population will soon be insufficient to store medical records. It is recommended that the County consider an electronic medical record with any future construction.

J. Telemedicine

Consideration should be provided to utilizing telemedicine for specialty appointments. Telemedicine technology has proved to be an excellent fit for corrections and has been in use in correctional facilities in Ohio since 1994. Equipment and telecommunications costs were major factors that limited implementation of telemedicine in the jail setting, but both costs have declined rapidly over the past ten years, while broadband access has expanded exponentially with precipitous declines in the price dropping more than 15% per year in the last ten years. Over this time, telemedicine equipment has been constantly updated, simplifying usage, increasing the flexibility of methods to interconnect systems, while decreasing the capacity of the connections required to attain quality images between clinical sites. Because of declining costs, the numbers of trips averted that are needed to justify investment in telemedicine have also dropped.

Our review of the volume and types of off-site referrals indicate that telemedicine would provide a cost-effective alternative to reduce the substantial numbers of off-site transports and improve communication between specialty providers and the medical staff at the FCJ. Specialty clinics that would be especially suitable for provision by telemedicine include HIV care, trauma clinic follow-up appointments, dermatology, hematology/oncology, and selected OB/GYN cases. In addition, telemedicine can be used to facilitate on-site dialysis by permitting direct interaction between the nephrologists, dialysis nurses and dialysis patients even during treatment.

Purchase price for the appropriate equipment is estimated at \$14,000 assuming a set of equipment is purchased for FCJ and a central clinic site for the university physicians. Lease cost for these units is estimated at \$145 per month for a five-year lease. If the existing network is not suitable or there are irresolvable issues with network firewalls, one or more DSL or other type of network connection may be necessary. This would increase costs as much as \$100 per month per site. Nevertheless, we believe that this investment would be cost-effective when consideration is for the decreased transportation cost, reduced overtime, and the security impact of providing options for high-security inmates.

The medical costs which could be avoided with the provision of more onsite services are the transport costs relating to these specialties. If we assume that there are two officers with an average salary of \$32.00 per hour that transport inmates five days per week then the salary, overtime and fringe benefits would calculate to approximately \$249,600 annually. The calculation is $\$32/\text{hour} \times 2 \text{ officers} \times 2080 = \$133,120$ per year in base salary. Overtime is computed at 1.5 times the hourly rate and benefits calculated at 25%. The annual total is \$249,600. This savings may be off-set by fees physicians might charge to provide on-site clinics.



However, the advantages of providing on-site care are that the timeliness of the visit would be improved, continuity of care would be maintained and security transportation would be decreased. Additionally, the risk of inmate escape or other risks to security would be avoided.

K. Intake Procedures Review

Inmates are seen immediately at booking by the correctional officers that ask questions regarding medical issues that are urgent. Within an hour inmates are seen by Medical Assistant or LPN that performs a receiving screening on the inmate and refer the inmate to an appropriate mental or health care provider. Medications are verified during the intake process and inmates are recorded on a log for future chronic care appointments. As part of the intake process, inmates receive a PPD and test for syphilis.

L. Sick call and Emergency Procedures Review

Inmates complete a request form for routine sick call. They are generally seen by a provider within 24 to 72 hours after their request. There is a physician that is in the clinic 24 hours per day. Thus, if a medical provider is required the inmate is sent to the clinic from either an intake unit or a housing unit. All inmates are examined by a physician provider prior to being sent to an emergency room.

M. Mental Health Services and Suicide Plan Review

Inmates that are suicidal are placed in mental health cells or padded cells. Routine checks including one to one or 15 minute watches are documented both by medical and correctional officer staff. Depending upon the level of suicidal paper gowns and blankets are provided. There are no special counseling programs provided for mental health other than 1.25 substance abuse coordinator and an attempt to establish a mental health court. Inmates with misdemeanor charges are diverted for alternate placement after adjudication. It was reported that there had not been a successful suicide at the jail since 1998.

N. Specialized Programs Review

The FCJ is under a consent decree related to HIV care (Harper v, Bennet et al). In addition to the provision of necessary medication and treatment for HIV inmates, the jail operates under a population cap of 2,614 inmates.

O. Physical Examination (72 Hour Holding Unit)

Inmates are taken to a housing unit directly from intake where they are held for 72 hours. This has a two-fold purpose. First, the inmates remain long enough to have their PPD skin tests read to determine if there are inmates who have been exposed to the TB germ. Second, a hands-on physical examination is completed, inmates are registered in chronic care clinics and medications are ordered.



I. INTRODUCTION

Based upon the recommendation of selecting Option 2 - Expand Main Jail Complex in a Phased Construction Program, two cost estimates for designing and constructing additional towers and infrastructure were developed for the two schemes identified in Section 4 - Space Analysis. The estimate is a "program and concept" level estimate only. That is, only a pre-design space program and preliminary concept site layout has been prepared at this time, not detailed or completed design and engineering documents. The estimate is based on The Facility Group's experience in designing and constructing buildings of similar size and scope, not on any detailed quantity take-off of labor and materials and systems for construction. For that reason, there are contingencies built into the estimate and the estimate should be used by the County for preliminary planning and budgeting purposes only.

The estimate includes construction costs, which reflects the estimated amount of material and labor required to construct the new buildings and structures, and associated site work, including on-grade parking and storm water control. The estimate also includes project costs including program management and construction management services, project fees, design and engineering services, furniture, fixtures and equipment (FF&E), general conditions, project requirements, and contingencies for completion of design, change orders during construction and escalation.

Renovation has been estimated using only a square foot allowance based on the anticipated complexity of the currently planned and anticipated renovation. Because design and engineering have not yet been prepared for these areas, it is difficult to anticipate existing conditions that may impact costs, and renovation cannot begin until new spaces are on line, there are likely to be some deviation in the actual costs for renovation.

The estimate excludes development fees, unforeseen site conditions, interest, utility extensions, owner administration and financing expenses, and infrastructure upgrades beyond the project boundary lines.

Cost estimates should be completed by the County or its consultants for design and/or program/construction management at the completion of the Schematic Design, Design Development and Construction Document phases of the design process to ensure that the project stays within the budget and the programmed gross square footage and scope of requirements established by Fulton County.

II. COST ESTIMATE FOR THE 960-BED TOWER OPTION

The following Space Summary and Estimate Cost estimate illustrates the cost for designing and building a 2,880-bed three tower addition that would be built adjacent and connected to the existing North and South Towers. The estimate is based on the following space program summary:



Fulton County Jail Long-Term Feasibility Study

Section 6 - Construction Cost

FULTON COUNTY JAIL ADDITION SPACE PROGRAM - 960-BED THREE TOWER OPTION					
Comp.	Space Description	Total DNSF	Net To Gross	Total DGSF	Renovation or New Space
1.0	Video Visiting / Visitor Building	7,236	30%	9,407	Renovation
2.0	Administration Lobby	850	30%	1,105	New Space
3.0	Jail Administration	4,515	30%	5,870	New Space
4.0	Central Control	884	45%	1,282	Existing
5.0	Jail Command Center Existing	3,723	30%	4,840	Existing Admin space
6.0	Jail Command Center New Housing	4,067	30%	5,287	New Space
7.0	Court Rooms	8,157	30%	10,604	New Space
8.0	Inmate Programs	2,602	30%	3,383	Existing
9.0	Intake Vehicle Sallyport / Transfer	0	20%	0	Existing
10.0	Intake Booking / Processing	0	40%	0	Existing
11.0	Inmate Property	5,528	30%	7,186	New Space
12.0	Inmate Records	3,800	30%	4,940	Existing
13.0	Inmate Transfer	0	40%	0	Existing
14.0	Inmate Release	2,074	40%	2,904	New Space
15.0	Health Care Administration	2,908	30%	3,780	New Space
16.0	Medical Clinic	7,110	30%	9,243	New Space
17.0	Medical Infirmary	10,384	40%	14,538	New Space
18.0	Mental Health Unit	5,188	40%	7,263	Existing Medical
19.0	Maintenance	5,904	20%	7,085	New Space
20.0	Warehouse	0	20%	0	Off Site
21.0	Kitchen	0	40%	0	Existing
22.0	Plating Kitchen	4,266	40%	5,972	New Space
23.0	Laundry	6,360	25%	7,950	Renovation
24.0	Power Plant	14,320	20%	18,616	New Space / Existing
25.0	Med. Security Housing (2-person cells)	92,536	45%	134,177	New Space
26.0	Med. Security Housing (4-person cells)	88,736	45%	128,667	New Space
27.0	Minimum Security Housing (Dorms)	93,536	45%	135,627	New Space
Total NSF		281,148	DGSF	529,726	
Net to Gross Circulation			10%	52,973	
TOTAL BUILDING GROSS SQUARE FEET				582,698	



Fulton County Jail Addition 960-Bed Three Tower Option Cost Estimate		
Component	Estimate	Construction Type
Jail Housing Tower	\$111,350,288	New Construction
Command Center/Inmate Release/Medical	\$8,390,402	New Construction
Inmate Property Storage	\$2,784,837	New Construction
Jail Administration	\$4,409,544	New Construction
Site Work	\$7,704,175	New Construction
Support Areas	\$2,731,010	New Construction
Video Visitation	\$5,548,817	Renovation
Command Center/Central Control	\$1,057,504	Renovation
Critical Mental Health Unit	\$2,053,231	Renovation
Laundry	\$1,126,653	Renovation
FF&E	\$2,852,257	
Total Estimated Cost	\$150,008,718.00	

III. COST ESTIMATE FOR A 1,536-BED TOWER OPTION

The following Space Summary and Cost Estimate tables illustrate the cost for designing and building a 3,072-bed addition that would be constructed adjacent and connected to the existing North and South Towers. The estimate is based on the following space program summary:



Fulton County Jail Long-Term Feasibility Study
Section 6 - Construction Cost

FULTON COUNTY JAIL ADDITION SPACE PROGRAM - 1,536-BED TWO TOWER OPTION					
Comp.	Space Description	Total DNSF	Net To Gross	Total DGSF	Renovation or New Space
1.0	Video Visiting / Visitor Building	7,236	30%	9,407	Renovation
2.0	Administration Lobby	850	30%	1,105	New Space
3.0	Jail Administration	4,515	30%	5,870	New Space
4.0	Central Control	884	45%	1,282	Existing
5.0	Jail Command Center Existing	3,723	30%	4,840	Existing Admin space
6.0	Jail Command Center New Housing	4,067	30%	5,287	New Space
7.0	Court Rooms	8,157	30%	10,604	New Space
8.0	Inmate Programs	2,602	30%	3,383	Existing
9.0	Intake Vehicle Sallyport / Transfer	0	20%	0	Existing Intake
10.0	Intake Booking / Processing	0	40%	0	Existing
11.0	Inmate Property	5,528	30%	7,186	New Space
12.0	Inmate Records	3,800	30%	4,940	Existing / Expansion
13.0	Inmate Transfer	0	40%	0	Existing
14.0	Inmate Release	2,074	40%	2,904	New Space
15.0	Health Care Administration	2,908	30%	3,780	New Space
16.0	Medical Clinic	7,110	30%	9,243	New Space
17.0	Medical Infirmary	10,384	40%	14,538	New Space
18.0	Mental Health Unit	5,188	40%	7,263	Existing Medical
19.0	Maintenance	5,904	20%	7,085	New Space
20.0	Warehouse	0	20%	0	Off Site
21.0	Kitchen	0	40%	0	Existing
22.0	Plating Kitchen	4,266	40%	5,972	New Space
23.0	Laundry	5,360	25%	6,700	Renovate Old Kitchen
24.0	Power Plant	14,320	20%	18,616	New Space / Existing
25.0	1,536 New Inmate Housing	132,362	45%	191,925	New Space
26.0	1,536 New Inmate Housing	132,362	45%	191,925	New Space
Total NSF		363,600	DGSF	513,854	
Net to Gross Circulation			10%	51,385	
TOTAL BUILDING GROSS SQUARE FEET				565,239	



Fulton County Jail Long-Term Feasibility Study
Section 6 - Construction Cost

Fulton County Jail Addition 1,536-Bed Two Tower Option Cost Estimate		
Component	Estimate	Construction Type
Jail Housing Tower	\$114,510,846	New Construction
Command Center/Inmate Release/Medical	\$8,390,402	New Construction
Inmate Property Storage	\$2,784,837	New Construction
Jail Administration	\$4,409,544	New Construction
Site Work	\$7,704,175	New Construction
Support Areas	\$2,731,010	New Construction
Video Visitation	\$5,548,817	Renovation
Command Center/Central Control	\$1,057,504	Renovation
Critical Mental Health Unit	\$2,053,231	Renovation
Laundry	\$1,126,653	Renovation
FF&E	\$2,852,257	
Total Estimated Cost	\$153,169,276	



Fulton County Jail Long-Term Feasibility Study Section 7 - Staffing Analysis / Operational Cost Estimate

I. STAFFING INTRODUCTION

Section 7 contains a staff deployment plan that the County and Sheriff would need to consider employing in order to effectively manage the jail expansion program identified in Section 3 - Facility Planning Options. Staffing options for the 960-Bed Three Tower Option and the 1,536-Bed Two Tower Option are presented. In addition, projected operating costs for the above mentioned options are also included at the end of this section.

II. STAFFING CHARACTERISTICS

A. Determining Staffing Patterns

The complexity of staffing patterns at a county jail and the difficulty of effectively managing staff are often hard for those to understand but several aspects of jail staffing set it apart from other types of facilities. A jail is similar to a small city that must provide a complete spectrum of activities, such as food service, utilities, medical care, law enforcement, transportation, religious services, and social services. Staff must perform these services in a way that permits the facility to function cohesively while maintaining security. As a result, the positions and shift patterns of many different disciplines and professions must be integrated.

A jail operates on a continuous basis where most posts are staffed around the clock. Unlike other jobs, if an employee misses work, the workload is deferred until the employee returns. In a jail facility, if an officer or deputy misses work, the post generally must be filled or an adjustment made in another officer or deputy duties. The task of supervising inmates cannot be postponed.

Inmate population presents obvious unique challenges. While jail staff is providing supervision and basic services, inmates may be planning dangerous and ingenious activities such as escapes, disruptions, covert organizations, extortion, and acquisition of contraband. In response, the jail provides the proper number and the right type of staff to work consistently and thoroughly to integrate security functions with many other activities.

Jail staff is held to a high standard of performance because of the inherent danger to staff, inmates and to the public should errors occur allowing an escape or major incident. In addition, the courts, inspection agencies, and accreditation processes often impose external standards that may result, regardless of the number of employees or the size of the budget, in a staffing pattern that must be stretched, compressed, extended, and creatively managed to fulfill the basic responsibilities associated with incarceration.

B. Principles Affecting Staffing

The most basic issue in developing the staffing levels for the expansion of the main jail was to determine whether a post or position was needed at all. In addition, coverage factors, shift cycles and patterns, and organizational structures also influenced the number of staff recommended for



Fulton County Jail Long-Term Feasibility Study

Section 7 - Staffing Analysis / Operational Cost Estimate

the jail. In determining the number of staff to manage and operate the jail expansion, the following factors were considered:

1. Facility Operations

It is important to recognize that there are no simple and final answers for determining staffing needs, as every detention facility operates under procedures that vary from those of other facilities. As a result, detention centers that appear to be similar can frequently have markedly contrasting populations and functions. Terms which have apparent uniformity of definition, such as "medium security," "intake process," "cell house shakedown," or "classification hearing," describe processes that may vary from system to system and detention facility to detention facility. For example, a shakedown, or search for contraband, in a housing unit can include the inspection of all cells on a frequent basis, or a few cells on a random basis. The inspection itself can involve a brief examination of the cell by one correctional officer, or an intensive item-by-item search, complicated by the presence of the inmate demanding numerous procedural rights. The determination of a proper staffing level for the jail is generally based on the actual workload requirements anticipated for the facility as determined by its unique responsibilities and mission.

2. Productivity

Generally, productivity is measured by dividing outputs by inputs. A simple example from a detention facility might involve the automation of some doors that were previously operated manually. Prior to the consolidation, six officers might have operated six doors at any one time. The productivity index would be six divided by six, or one. After consolidation and automation of the doors, three officers could operate them. The index would be six divided by three, or two. This represents a 100% increase in productivity.

Generally, there are three types of approaches to productivity improvement. The first type is to simply increase workload levels without hiring additional staff or increasing supply budgets. Up to a point, this can result in productivity improvements, especially if many inefficient or unnecessary practices existed prior to the workload increase. This is occurring at present nationally with the massive inmate population increases experienced over the past few years. The problem with this approach is that employees often become overworked and quit their jobs, lose morale and/or do poor quality work. Thus, genuine long-term productivity improvements do not always occur. Often, work standards are simply reduced, so that a classification interview, for example, becomes a brief and mechanical conversation, or the physical structure of a facility becomes overused.

A second type of productivity improvement is to evaluate or reorganize work tasks so employees can complete tasks more efficiently. As the goals, procedures, and tasks of a facility change over time, methods must be continually evaluated to reduce tasks that are unnecessary or duplicated. In a detention facility that has operated in a stable and traditional manner for a relatively long time, many such procedures or traditions will exist. Correctional facilities subject to rapid change in recent years will also have many such procedures, usually the result of new procedures



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duplicating older ones to some extent. Productivity improvements resulting from this type of streamlining process tend to improve the quality of work production and the morale of employees.

A third type of productivity improvement results from the introduction of new technology into work processes. Examples include the use of new devices such as computers in record processing, or the use of electronic movement sensing devices, or improved communication systems. Many new facilities also may incorporate materials that increase visibility, reduce maintenance costs, require lower levels of staffing, or reduce energy consumption.

A final and important note about productivity is that it must not become an end in itself. The history of corrections is filled with examples of facilities or programs that were planned with the reduction of operating costs as the primary objective. Examples include the famous panoptical cell houses at the Illinois State Penitentiary at Statesville, designed in a circular fashion to permit one officer to observe hundreds of cells at once, but without any capacity to respond to what he sees.

3. Shift Cycles

There are two basic types of shift cycles commonly used by jail systems. The most often employed is the seven-day cycle. The basic advantage is that it corresponds with the arrangement of the rest of society. Schedules of other family members, friends, day care help, and commercial activities can be synchronized with the schedule of the employee.

The alternative type of cycle is the six-day cycle, sometimes referred to as "four and two scheduling." While on the seven-day cycle the employee would typically work five days and get two off, on the six-day cycle the employee works four days and gets two off, but gets no holidays. The basic advantages of the six-day cycle are that it provides coverage automatically on holidays and that it rotates employee days off. The disadvantage is that it does not correspond with general practice in most of the rest of society, and generally it is inappropriate for professional and administrative employees who need to work in communication with other employees in other agencies who work in a conventional "five and two," seven-day week. In addition, in states that are unionized, the six-day cycle has been severely opposed as being unfair.

4. Shift Patterns

Employees typically work about forty hours per week. Shift patterns represent methods of structuring and dividing this time across a shift cycle. Conventionally, employees work five days per week, eight to nine hours per day.

This type of shift pattern, however, does not always correspond with the actual duration of work tasks or coincides with the leisure-time preferences of jail employees. For example, a certain jail post may be operational for twelve hours per day, but may inefficiently consume two eight-hour shifts to staff it, resulting in marginal utilization of an employee for four of the hours of the two shifts. These employees are working, but the tasks may not really require the four extra hours of effort. A workweek consisting of two twelve-hour days could staff the post on any day with one



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Section 7 - Staffing Analysis / Operational Cost Estimate

employee rather than two. Conversely, a facility typically requires fewer staff during the morning hours when inmates are locked down and sleeping, however with twelve hour shifts, the same staffing pattern is frequently maintained for both day, evening and morning shifts even though the level of activity differs significantly. The current staff levels at the Fulton County Jail are based upon an eight-hour day work schedule.

5. Posts and Positions

An important issue in the development of the staffing plan is the difference between a post and a position. The term "post" is used to refer to a specific job, defined by its location, time, and duties, but which may be filled interchangeably by a number of officers. A control center or housing unit assignment can be considered a post. A post at master control must be filled at all times or none of the security doors can be electronically opened, however it may require two "positions" during more active hours and only one on the morning watch. Many posts are associated with tasks that must be done twenty-four hours a day, every day. Many other posts may be filled only eight or sixteen hours per day such as a visiting room officer. The term "position" refers to a single person who has benefits such as days off, vacation time, and sick leave that limit the amount of time a staff member can be assigned to a post. In determining the number of persons to be employed to fill a post, one must consider the total hours the post is required (i.e., 8 hours five days a week, 24 hours seven days a week, etc.), plus a factor or contingency to cover for vacation, other leaves, employee turnover, training obligations, and other factors. This calculation will determine the number of positions required to fully staff the post.

6. Coverage Factors

In order to understand how the jail is currently staffed, it is important to be familiar with the concept of post coverage and how this translates into full-time employees. Use of a coverage factor is necessary to determine the number of positions necessary to accomplish a function. Even though the job may not require continual duty, time for leave and training reduces the time available for normal duties. Therefore, a coverage or relief factor must be considered in determining the numbers of employees needed to get the work done.

The jail operates 24 hours per day, 365 days per year. The number of personnel that are required to operate the jail is based upon the number of posts, the hours the post is to be staffed, and the amount of relief positions required to cover when staff take vacations or are absent from work due to illness, holidays, training, military leave, and other authorized time off.

Jail staff is divided into two general employment categories, civilian and uniform. All staff receives regular days off, vacation days, sick days, holidays, military leave, training time, and bereavement.



Fulton County Jail Long-Term Feasibility Study

Section 7 - Staffing Analysis / Operational Cost Estimate

C. Current / Proposed Staffing Levels

The Fulton County Jail current has a total of 668 full-time employees, including all civilian, deputies, and detention officer personnel. Based on the following table several initiatives have taken place that will increase the number of personnel to 826 effective January 2007.

Current Staff in Jail Organization including Deputies, Detention Officers and Civilians	668
Phase I Reorganization - October 2006 Sounding (Detention Officer)	6
FY 2007 Budget Net to Zero (Phase II - Reorganization) Effective Jan-2007 (Detention Officer & Civilian)	45
FY 2007 Budget - Budget Enhancement New Positions (Phase III - Reorganization) Effective Jan-2007 (Detention Officer & Civilian)	107
TOTAL JAIL SYSTEM STAFF EFFECTIVE JANUARY 2007	826

D. Expansion Staffing

The following staffing plan has been developed for the 960-Bed Three Tower Option and 1,536 Two Tower Option. Please note that the staff identified is in addition the current staffing levels.

1. Inmate Management

Fulton County Jail confines inmates according the security classification levels and court status. This results in better staff and inmate communication and understanding, better individualized classification and program planning, improved observation of inmates, early detection of problems before they reach critical proportions, a more positive living and working environment for both inmates and staff, staff involvement in the security process and management decision-making, and a increased program flexibility to meet the needs of the inmates in each housing unit.

2. Operational Factors

Several operational factors impact the staffing required to effectively operate the jail:

- The facility will operate 24 hours a day, 365 days a year.
- A wide spectrum of programs and services will be provided to the inmates.
- The facility is considered a high-risk setting, where inmates are often dangerous to staff, other inmates and/or themselves.
- The number of inmates can fluctuate widely throughout the year and day-to-day.



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Section 7 - Staffing Analysis / Operational Cost Estimate

- Intake, release, control, and inmate housing areas require staff availability at all times.
- Perimeter access and internal circulation movement must be controlled at all times.
- Back-up support will be available for staff in all areas of the facility.
- Inmates will be under direct and continuous staff supervision.
- Staff coverage for each post will vary from 24, 16 or 8 hour shifts.
- The relief coverage factor contains a relief staff to minimize the use of overtime.

3. Staffing Goals

- Provide a cost-effective means of supervising the inmates;
- Provide an adequate level of safety and protection for staff, inmates and public;
- Allow staff to perform all routine detention activities;
- Promote the active and continuous means of inmate supervision;
- Meet correctional standards as published by the American Correctional Association;
- Provide sufficient staff to respond to emergency situations;
- Train staff well;
- Decrease the vulnerability to civil liability for "failure to protect;" and
- Provide sufficient personnel to cover all posts without the routine use of overtime.

4. Staffing Standards

The Fulton County Sheriff is committed to meeting nationally recognized standards relating to staff and administration of the jail. Standards for Adult Local Detention Facilities, Fourth Edition and the associated amendments as published by the American Correctional Association are the commonly accepted standards for Adult Detention Facilities.

5. Roster Management

The operation of the jail requires effective roster management whereby work schedules are developed which improve and enhance coordination between shifts and reduce the probability



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that one shift might be under-staffed while another is over-staffed. This coordination permits a balanced use of available staff.

The success of a good roster management system is dependent upon a post priority system. For example, unusual circumstances (not including inmate disturbances) may result in fewer staff available to work a given shift. A post priority system will guide management decisions in developing alternate post assignments or closing of posts. Closed posts will then be consolidated with other posts. This type of roster management system could reduce overtime expenditures. The closing of a post should only be temporary.

6. Inmate Housing

New inmate housing is organized into 48-bed units. Each unit would have its own video visiting stations to minimize the number of inmate movements required outside the unit. Housing units will have a control room that will control the doors into and out of the unit and within each floor. All housing would be designed around an indirect supervision management philosophy.

7. Staffing the 960-Bed Three Tower Option

Based upon the 960-Bed Two Tower Option, a total of 502 staff would be needed to manage the 2,880-bed expansion. The following table lists each post by shift and whether the position should be filled by a uniform or civilian employee.

Staff Deployment Plan - 960-Bed Three Tower Option						
Post	Civilian	Shift				Total Staff
	Uniform	Evening	Day	Morning	Relief	
Video Visitation Center						
Lobby Officer	U	2.0	2.0	1.0	1.7	8.5
Commissary Officer	U	1.0	1.0	1.0	1.7	5.1
Bonding Clerk	C	1.0	2.0	1.0	1.7	6.8
Bonding Supervisor	C	1.0	1.0	0.0	1.7	3.4
		5.0	6.0	3.0	6.8	23.8
Administration Area						
Lobby Officer	U	1.0	2.0	1.0	1.7	6.8
Jail Inspector	C	0.0	1.0	0.0	1.0	1.0
Accreditation Lieutenant	U	0.0	1.0	0.0	1.0	1.0
		1.0	4.0	1.0		8.8



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Post	Uniform	Shift				Total Staff
	Civilian	Evening	Day	Morning	Relief	
Command Center - New Towers						
Major	U	0.0	2.0	0.0	1.0	2.0
Administrative Assistant	C	0.0	1.0	1.0	1.0	2.0
Environmental Specialist	C *	0.0	1.0	1.0	1.0	2.0
Watch Commander	U	1.0	1.0	1.0	1.7	5.1
Security Lieutenant	U	1.0	1.0	1.0	1.7	5.1
Security Sergeant	U	1.0	1.0	1.0	1.7	5.1
		3.0	7.0	5.0		21.3
Courtroom Security						
Captain	U	0.0	1.0	0.0	1.0	1.0
Lieutenant	U	0.0	1.0	0.0	1.0	1.0
Sergeant	U	0.0	1.0	0.0	1.0	1.0
Deputy	U	0.0	1.0	0.0	1.0	1.0
		0.0	4.0	0.0		4.0
Inmate Property / Records / Release						
Property Officer	C	2.0	2.0	1.0	1.7	8.5
Records Clerk	C	1.0	1.0	1.0	1.0	3.0
Release Lieutenant	U	1.0	1.0	0.0	1.0	2.0
		4.0	4.0	2.0		13.5
Healthcare						
Clinic Officer	U	0.0	2.0	1.0	1.7	5.1
Infirmery Control Officer	U	1.0	1.0	1.0	1.7	5.1
Infirmery Housing Officer	U	2.0	2.0	1.0	1.7	8.5
MH Control Officer	U	1.0	1.0	1.0	1.7	5.1
MH Housing Officer	U	2.0	2.0	1.0	1.7	8.5
		6.0	8.0	5.0		32.3
Plating Kitchen / Laundry						
Kitchen Officer	U	1.0	2.0	1.0	1.7	6.8
Laundry Officer	U	2.0	2.0	1.0	1.7	8.5
		3.0	4.0	2.0		15.3



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Post	Uniform	Shift				Total Staff
	Civilian	Evening	Day	Morning	Relief	
Inmate Housing						
Tower 1 Building Control	U	1.0	1.0	1.0	1.7	5.1
Tower 2 Building Control	U	1.0	1.0	1.0	1.7	5.1
Tower 3 Building Control	U	1.0	1.0	1.0	1.7	5.1
Tower 1 Housing Unit Control	U	4.0	4.0	4.0	1.7	20.4
Tower 2 Housing Unit Control	U	4.0	4.0	4.0	1.7	20.4
Tower 3 Housing Unit Control	U	4.0	4.0	4.0	1.7	20.4
Tower 1 Housing Officer	U	20.0	20.0	20.0	1.7	102.0
Tower 2 Housing Officer	U	20.0	20.0	20.0	1.7	102.0
Tower 3 Housing Officer	U	20.0	20.0	20.0	1.7	102.0
		75.0	75.0	75.0		382.5
TOTAL STAFF		97.0	112.0	93.0		501.5

8. Staffing the 1,536-Bed Two Tower Option

Based upon the 960-Bed Two Tower Option, a total of 496 staff would be needed to manage the 2,880-bed expansion. The following table lists each post by shift and whether the position should be filled by a uniform or civilian employee.

Staff Deployment Plan - 1,536 Two Tower Option						
Post	Civilian	Shift				Total Staff
	Uniform	Evening	Day	Morning	Relief	
Video Visitation Center						
Lobby Officer	U	2.0	2.0	1.0	1.7	8.5
Commissary Officer	U	1.0	1.0	1.0	1.7	5.1
Bonding Clerk	C	1.0	2.0	1.0	1.7	6.8
Bonding Supervisor	C	1.0	1.0	0.0	1.7	3.4
		5.0	6.0	3.0	6.8	23.8
Administration Area						
Lobby Officer	U	1.0	2.0	1.0	1.7	6.8
Jail Inspector	C	0.0	1.0	0.0	1.0	1.0
Accreditation Lieutenant	U	0.0	1.0	0.0	1.0	1.0
		1.0	4.0	1.0		8.8



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Post	Uniform	Shift				Total Staff
	Civilian	Evening	Day	Morning	Relief	
Command Center - New Towers						
Major	U	0.0	2.0	0.0	1.0	2.0
Administrative Assistant	C	0.0	1.0	1.0	1.0	2.0
Environmental Specialist	C	0.0	1.0	1.0	1.0	2.0
Watch Commander	U	1.0	1.0	1.0	1.7	5.1
Security Lieutenant	U	1.0	1.0	1.0	1.7	5.1
Security Sergeant	U	1.0	1.0	1.0	1.7	5.1
		3.0	7.0	5.0		21.3
Courtroom Security						
Captain Office	U	0.0	1.0	0.0	1.0	1.0
Lieutenant Office	U	0.0	1.0	0.0	1.0	1.0
Sergeant Office	U	0.0	1.0	0.0	1.0	1.0
Deputy	U	0.0	1.0	0.0	1.0	1.0
		0.0	4.0	0.0		4.0
Inmate Property / Records / Release						
Property Officer	C	2.0	2.0	1.0	1.7	8.5
Records Clerk	C	1.0	1.0	1.0	1.0	3.0
Release Lieutenant	U	1.0	1.0	0.0	1.0	2.0
		4.0	4.0	2.0		13.5
Healthcare						
Clinic Officer	U	0.0	2.0	1.0	1.7	5.1
Infirmery Control Officer	U	1.0	1.0	1.0	1.7	5.1
Infirmery Housing Officer	U	2.0	2.0	1.0	1.7	8.5
MH Control Officer	U	1.0	1.0	1.0	1.7	5.1
MH Housing Officer	U	2.0	2.0	1.0	1.7	8.5
		6.0	8.0	5.0		32.3
Plating Kitchen / Laundry						
Kitchen Officer	U	1.0	2.0	1.0	1.7	6.8
Laundry Officer	U	2.0	2.0	1.0	1.7	8.5
		3.0	4.0	2.0		15.3



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Post	Uniform	Shift				Total Staff
	Civilian	Evening	Day	Morning	Relief	
Inmate Housing						
Tower 1 Building Control	U	1.0	1.0	1.0	1.7	5.1
Tower 2 Building Control	U	1.0	1.0	1.0	1.7	5.1
Tower 1 Housing Unit Control	U	4.0	4.0	4.0	1.7	20.4
Tower 2 Housing Unit Control	U	4.0	4.0	4.0	1.7	20.4
Tower 1 Housing Officer	U	32.0	32.0	32.0	1.7	163.2
Tower 2 Housing Officer	U	32.0	32.0	32.0	1.7	163.2
		74.0	74.0	74.0		377.4
TOTAL STAFF		96.0	111.0	92.0		496.4

III. OPERATIONAL COST PROJECTIONS

I. Introduction

This section provides an estimate of the operational costs to support the 960-Bed Three Tower Option and the 1,536-Bed Two Tower Option and describes the impact on the Sheriff's current budget should the recommended expansion be constructed.

II. Operational Cost Analysis and Estimate

The following analysis is based on the actual expenses for the jail for FY 2007 and an estimate of the budget over the next three years and when the new expansion would be constructed and opened. Should the County approve and construct the recommended expansion, it is estimated that it would be completed in approximately 36 months. Therefore in projecting operational costs for the next three years, an annual inflation rate of 3% per year was added to the FY 2007 budget to project the operational costs for FY 2008 and FY 2009. For fiscal year 2010, the budget estimate included the additional recommended staff and the anticipated number of inmates that would be held the jail after to expansion opens. In all cases, utility costs are not included due to it being in another county budget category.

The table on the following pages illustrates how the analysis of operational costs was completed. It indicated that the Sheriff's budget for FY 2007 is \$79,186,263. The budget estimate for FY 2008 and 2009 is estimated at \$81,561,850 and \$84,008,705 respectively. The budget for FY 2010, when the expansion would open, is estimated at \$114,471,095. This is based upon 1,328 staff and an average daily inmate population of 3,825.



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FULTON COUNTY JAIL ESTIMATED OPERATING BUDGET				
Budget Categories	Dept. Request FY 2007 W/Enhancements	FY 2008 Estimate	FY 2009 Estimate	FY 2010 Estimate
1000 - Sal-Regular	26,385,948	\$27,177,526	\$27,992,852	\$45,005,457
1001 - Sal-Over	126,696	\$130,497	\$134,412	\$216,100
1002 - Sal-P/T-Temp	2,101,063	\$2,164,095	\$2,229,018	\$3,583,699
1003 - Sal-Con/Fee	42,105	\$43,368	\$44,669	\$71,817
1004 - Sal-Temp	103,139	\$106,233	\$109,420	\$175,920
1010 - Soc Sec	2,033,406	\$2,094,408	\$2,157,240	\$3,468,299
1011 - Soc Sec-Medical	475,539	\$489,805	\$504,499	\$811,108
1015 - Sal-Jpay	1,020,933	\$1,051,561	\$1,083,108	\$1,741,365
1016 - Sal-Pflsa	866,098	\$892,081	\$918,843	\$1,477,269
1060 - Unemployment	50,610	\$52,128	\$53,692	\$86,323
1061 - Workers Comp	374,640	\$385,879	\$397,456	\$639,008
1062 - Ins-Disability	140,372	\$144,583	\$148,921	\$239,427
1501 - Ins-Health	4,304,937	\$4,434,085	\$4,567,108	\$7,342,759
1505 - Ins-Life	121,026	\$124,657	\$128,396	\$206,429
1510 - Ins-Dental	389,898	\$401,595	\$413,643	\$665,033
1512 - Ins-Vision	68,785	\$70,849	\$72,974	\$117,324
1522 - Retirement	1,461,754	\$1,505,607	\$1,550,775	\$2,493,255
1525 - Pen-Employ	4,503,281	\$4,638,379	\$4,777,531	\$7,681,066
1527 - Dc-Cntr-Eplr	1,356,138	\$1,396,822	\$1,438,727	\$2,313,110
1529 - Dc-Cntr-2%	137,619	\$141,748	\$146,000	\$234,731
Total Personnel Costs	\$ 46,063,987	\$47,445,907	\$48,869,284	\$78,569,502



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FULTON COUNTY JAIL ESTIMATED OPERATING BUDGET				
Budget Categories	Dept. Request FY 2007 W/Enhancements	FY 2008 Estimate	FY 2009 Estimate	FY 2010 Estimate
1053 - Fire Ins-Con	116,126	\$119,610	\$123,198	\$125,361
1111 - Off Equip. Rep	5,498	\$5,663	\$5,833	\$5,935
1120 - Rent Equip	21,580	\$22,227	\$22,894	\$23,296
1122 - Rent Parking Lot	16,800	\$17,304	\$17,823	\$18,136
1154 - Food Services	4,500,000	\$4,635,000	\$4,774,050	\$4,857,872
1158 - Medical Svc	16,860,427	\$17,366,240	\$17,887,227	\$18,201,288
1160 - Prof Services	23,788	\$24,502	\$25,237	\$25,680
1349 - Membership/Dues	3,975	\$4,094	\$4,217	\$4,291
1408 - Equip-Noncap	69,919	\$72,017	\$74,177	\$75,479
1450 - Maint. Supplies	29,826	\$30,721	\$31,642	\$32,198
1454 - Publications	1,200	\$1,236	\$1,273	\$1,295
1455 - Uniforms	58,308	\$60,057	\$61,859	\$62,945
1456 - Postage	1,797	\$1,851	\$1,906	\$1,940
1458 - Office Furniture	41,035	\$42,266	\$43,534	\$44,298
1459 - Printing	64,981	\$66,930	\$68,938	\$70,149
1461 - Photocopying	115,120	\$118,574	\$122,131	\$124,275
1462 - Office Supp	127,504	\$131,329	\$135,269	\$137,644
1475 - Stk Paper PO	21,000	\$21,630	\$22,279	\$22,670
1495 - Phone Instal	43,391	\$44,693	\$46,034	\$46,842
1900 - CONTINGENCY	11,000,000	\$11,330,000	\$11,669,900	\$12,019,997
OPERATING COSTS	\$ 33,122,275	\$34,115,943	\$35,139,422	\$35,901,593
TOTAL JAIL OPERATING BUDGET	\$ 79,186,262	\$ 81,561,850	\$ 84,008,705	\$ 114,471,095



I. OVERVIEW

During the course of the Fulton County Jail Feasibility Study, we met with District Attorney Paul Howard and Chief Judge Doris Downs in order to obtain their perspectives of how the court system is impacting the jail population.

DA Howard feels that one of the problem areas in the judicial system has been getting charges filed in a timely manner. When they are not filed in a timely fashion, delays occur in getting inmates an opportunity to bond out the jail sooner. The DA's office has implemented a Complaint Room, which is organized in a manner to expedite filing charges and first appearance hearing in order to reduce the number of uncharged inmates.

DA Howard feels that more judges and prosecutors need to be added in order to move cases through the system faster. He indicated that 95 percent of cases are eventually disposed of through plea arrangements. Therefore, the faster the system moves cases to a trial date, the quicker plea deals occur. He mentioned that on September 1, 2006 there were 6,382 criminal cases pending in Fulton Superior Court. Of these, 1,714 or 26 percent of the cases remained in jail pending disposition.

Judge Downs indicated that the County's criminal justice computer systems do not talk to each other very well, which results in staff relying on paper to schedule inmates for court and the preparation of release documents. She indicated that an investment in upgrading the computer system that is integrated through the criminal justice system agencies would greatly improve the speed by which inmates are processed through the judicial system.

Judge Downs indicated that there is a Drug Court program that has been successful, but there is not enough resources invested to get more inmates through the system. A non-complex case system has been implemented to expedite non-complex cases, but the system needs a drug and alcohol program in jail to help stem the numbers of repeat offenders returning to the jail for more serious offenses.

The Adult Drug Court is a non-traditional program working with felony offenders addicted to alcohol and/or drugs under the jurisdiction of the Superior Court. This program is an alternative to the typical adversarial approach employed with offenders and involves the D.A.'s Office, Public Defender, Probation, treatment and community groups working together for the benefit of the offenders and the community at large. Many of the offenders accepted into the Drug Court have their charges dismissed upon graduation from the program, or they may avoid jail time through their successful completion of the program.

To graduate from the Drug Court offenders are required to adhere to a rigorous set of rules and requirements governing their behavior for a minimum of eighteen months. During this period, offenders are required to actively participate in an intensive out-patient rehabilitation program operated by the Drug Court staff or to participate in some other court approved treatment program. They are also required to appear regularly before a Judge to review their progress and to provide urine samples for random drug screening.



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The program is divided into five phases of three months duration each and is supplemented by a 3 month mandatory aftercare program, led primarily by alumni of the program. Most participants begin the program by reporting to the in-house treatment program four days per week. As they progress through the phases, their mandatory reporting requirements decrease until they are reporting only twice per month during the aftercare portion of the program.

In addition to drug and alcohol intervention services the Drug Court provides assistance in other areas, such as employment readiness, education remediation and GED readiness instruction through an in-house program and housing for homeless offenders. To graduate from the program, defendants must refrain from using drugs and/or alcohol for a minimum of six months, be employed or enrolled in school full-time, pay a program participation fee of \$750 and successfully complete all requirements of the treatment program. Maximum capacity for the program is 225 individuals, which is the number currently being served. 410 individuals have graduated from the program since it began in 1997 and of those individuals, 75% have not been convicted of a subsequent crime.

The annual cost to provide treatment for an offender referred to the Drug Court is approximately \$5,000. Variable costs associated with keeping a defendant in the Fulton County Jail are more than \$14,000. The Georgia Department of Corrections estimates that it costs \$18,000 to house a defendant annually and \$50,000 to build a new secure bed space.

The judge further stated that the County needs to invest in an overall case management system in order to move cases through the court system faster. Judges also need to push for trials and set dates to dispose of more cases through pleas. Judges need more case managers to assist in managing the volume of cases currently taking place.

Between Pre-Trial Release Programs and the Complaint Room, the number of inmates awaiting charges or trial in jail has been reduced. Alternative programs for housing pre-trial inmates in a drug or other program may be effective in reducing the number of jail beds required, cheaper construction costs, and lower operating costs. An improved case management system may also help to expedite the scheduling of trials.

II. NEED FOR CRIMINAL JUSTICE SYSTEM ANALYSIS

Although the Long-Jail Feasibility Study focused primarily on the jail, it is recommended that Fulton County conduct a detailed analysis of the criminal justice system in order to find ways to better manage and control the inmate population at the jail. A detailed analysis of the criminal justice system would identify improvements in work processes and devise innovative solutions that will enhance the Court's overall effectiveness. The possibilities for improvement exist on several levels: first, by examining tasks and activities and determining what old habits and "non-value-added" activities can be eliminated; and second, certain opportunities may be identified through fundamental change of the processes either through increased use of technology or by re-thinking old policies and procedures. In both instances, our focus is on improvements that have a significant impact on the jail's staff and space requirements.



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An operations analysis of the courts relating to case flow management, calendaring, case and courtroom scheduling, workflow and operations, and technology applications should be completed. For each of these areas, existing conditions, note problems, new concepts and ideas, identify future needs, discuss economic and planning issues, present alternatives, review options, and make recommendations for operational improvements that can be implemented could be addressed. The operations analysis could, at a minimum, include the following:

- **Case Complexity Analysis** - This analysis provides the ability to document areas of increased workload activity that are not filing related, and assess them to ensure that they are value-adding activities. Oftentimes, workload becomes more complex and a single filing is likely to generate much more case management, document submittal, and in-court activity than it has in the past. This means that the case must be kept in the system longer and that court resources must be used to process it many more times than in the past.

During this task, the issue of case complexity to determine if it has an impact on staffing requirements is examined. If it does, the County can identify and measure the relevant variables (e.g., number of post-judgment appearances), and recommend staffing requirements based on their impact. This process would track each type of case managed by the Court and interview employees who handle the case at each step along the path. This would result in finding increases in activities, new procedures, or additional processing requirements that could have added complexity to the process. After identifying the areas where increased use of resources has occurred, the County can determine how much of an impact the phenomenon has had on increased activity on cases. This would also determine whether the added activities are "value-added" in the eventual disposition of the case. If not, they could be eliminated or combined with another so as not to act as a drain on limited Court resources. If, however, they are value-added activities, they must be accounted for in any model that measures the workload and staffing requirement for the Court.

- **Operational Innovation Improvement Analysis** - This process would help the Court examine the way it accomplishes its work and look for ways to improve operations by conducting a review of existing processes and eliminating, combining or bypassing those that no longer serve a positive purpose. It would also provide opportunities to increase use of technology to enhance use of the resources available and/or improve case processing and customer service, and, identify benefits that would accrue from collocation/adjacency of independent court operations, decentralization to regional service centers, coordination and sharing of resources for increased cost effectiveness, and consolidation of previously independent operations to achieve cost and service improvement.

This task would focus on development of "as-is" process maps documenting the way work is done today from a process perspective as opposed to existing organizational structure. The process maps reflect interactions with court users (e.g., public attorneys, etc.) and the different process elements and identify process handoff points (where work is handed off from one clerk to the next or from one work unit to the other). It would also focus on developing "to-be" process maps. The objective of this is to examine the "as-is" processes for bottlenecks as well as non-value-added activities and times and to verify the necessity for handoffs that may cause errors or delays in the process. The "to-be" process maps reflect



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process improvements and innovations that have a real impact on staff requirements and ultimately on space needs. The outcome of this process would be "to-be" process maps that reflect re-engineered processes, operational recommendations for improvement and innovation in each of the functional areas, identification of improvements or operational changes with possible space adjacency or requirements impacts, and identification of technology innovations that are candidates for in-depth feasibility analysis.

- Impact of Legislative Changes - This process would explore potential future legislative and policy changes in the court system and to assess their impact on space requirements. The impact of decriminalization, plea-bargaining, no-fault auto insurance, "three strikes" law, determinant sentencing, and other issues should be investigated.
- Technology Applications - This process would identify work processes in the courts and between the courts and justice agencies that indicate opportunities for the introduction of new technology solutions or where enhancements to existing technologies would create operational efficiencies, workload reduction, or better communications. It would determine what technologies and systems could be most applicable to the Courts, e.g., internet, intranet, video teleconferencing, imaging, voice recognition, kiosks, electronic filing, document/evidence display, court reporting (audio/video, real-time), legal research applications, etc. The impact of various technologies on space, personnel, cost, and operational coordination should also be explored.
- Demographic and Growth Projections - This process would identify correlations between historical service levels and relevant demographic data, and develop formulas that can be applied to future population projections to estimate future service levels. Population projections, noting those characteristics or sub-groups most directly related to justice system activity levels and the other included general government agencies would be addressed. Categorizing population projections by age cohort and geographic area will enable the County to identify areas of the County that might benefit from a regional court facility. Court filing projections will identify juvenile, criminal, civil, probate, family and domestic relations categories, and the ratio or number of filings, by case filing type, in various portions of the County. The potential for developing regional court and general government facilities may reduce the amount of downtown renovation or new construction required and increase public access.
- Case Filings and Judicial Positions Projections - There is no commonly accepted method for determining judicial staffing needs in the United States. The weighted caseload method seems to overestimate or underestimate need depending on the jurisdiction. The pace of change in county courts has complicated the task of determining the need for judges. Court workload (filings) is related to the local and regional economy, unemployment, and deployment of law enforcement resources. What a court needs and what it gets in judgeships are often unrelated. Therefore, a matrix relating numbers and types of judicial positions to space requirements so alternative facility scenarios can be developed should be addressed. This matrix will identify for varying levels of judicial positions the staff and direct and supportive space required. The matrix should be based on projections of ratios of judicial positions to population, filing rates per population, ratios of case filings per judicial position,



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the likelihood of current and future availability of funding for new judicial positions, and future population levels.

- Court Support and Related Agency Staff Requirements - This process will develop a projection of future Court support staff required to support the number of judges likely to be needed in the future. Building upon the Operations Analysis, this process would develop ratios of staff levels required per court unit by various types for all support departments. For court related agencies including the District Attorney, the Public Defender, Probation, Community Corrections, and Sheriff (as related to Court security and in-custody transport), a correlation between historical and projected workload data that serve as the basis for future staff and space needs projections and include recommendations of the Operations Analysis that impact staff and space requirements should be addressed.





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Section 9 - Alternative to Incarceration Program Analysis

As part of this study, a review of alternatives to incarceration was conducted for facility planning purposes. This section includes:

- *Review of Past Study* – A review of the main findings from the 2000 jail needs assessment study regarding potential diversion programs and alternatives to jail detention in Fulton County; and
- *Current Assessment* – Our perspective of the extent to which additional programs may (or may not) be able to assist with the management and control of the County's jail population, including a note regarding the "cost effectiveness" of these programs.

A. REVIEW OF PAST STUDY

In 2000, the jail needs assessment study made the following findings regarding potential diversion programs and alternatives to jail detention in Fulton County:

At this time, Fulton County is operating a very limited number of alternative programs. It is the current thinking in today's criminal justice milieu that the use of alternative programs can:

- *Lower operating costs*
- *Reduce recidivism as people benefit from programs*
- *Provide restitution through community service*
- *Reduce the demand for expensive jail beds*

The current cost of housing a Fulton County inmate is \$49.56. Alternative programs can range from approximately \$2 for standard probation, \$6 for community punishment, \$19 for day reporting, and \$27 for furlough programs. The savings are substantial if Fulton County can place the appropriate classification of inmates in these program options.

It is strongly recommended that Fulton County fund a number of alternative programs as well as increase the availability of existing programs in operation.¹

¹ *Fulton County Jail Needs Assessment Study*, by Rosser International, Inc., October 2, 2000, page 5.



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Section 9 - Alternative to Incarceration Program Analysis

The 2000 jail needs assessment study outlined a number of program options for alternatives to incarceration that are used in other counties across the country. The study suggested that "Fulton County may want to consider some of these options and/or expand as necessary as resources are made available."² Alternative program options in the 2000 jail study included:

- Pretrial Services (Probation) – Release on Recognizance (ROR), Release under Supervision (RUS), RUS with Electronic Monitoring, and RUS with Juris Monitoring;
- Supervision Services (Probation) – Intensive Supervision Program (ISP), and Interim Supervision;
- Adult Drug Court;
- Day Reporting Center;
- Community Service Programs; and
- Work Release Programs.

The study suggested that "Fulton County may want to undergo a more detailed analysis of the viability of expanding their use of alternative programming."³

With regard to potential diversion programs and alternatives to jail detention, the 2000 jail study concluded:

If Fulton County were to institute high-quality community alternatives to incarceration, the following could be achieved:

- *Handle significant numbers of adult felony offenders in less expensive housing configurations with lower operational costs as demands change over time.*
- *Provide flexibility in sentencing alternatives.*
- *Reduce the demand for new construction.*
- *Reduce the burden of the justice system on community resources, which could be spent in other areas.*⁴

² Fulton County Jail Needs Assessment Study, page 42.

³ Fulton County Jail Needs Assessment Study, page 46.

⁴ Fulton County Jail Needs Assessment Study, page 39.



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B. CURRENT ASSESSMENT

There is a wide range of diversion programs and alternatives to incarceration that are utilized around the country to enhance jail population management. The most common alternative involves the use of electronic monitoring devices (ankle bracelets). Electronic monitors are being frequently used as a supplemental supervision tool for a variety of house arrest programs, pretrial release programs, and intensive supervision programs. Other commonly used alternatives are day reporting centers and drug courts.

It is clear that diversion programs and alternatives to incarceration that work well in one county, may or may not be appropriate for Fulton County. Local attitudes regarding the use of incarceration are extremely important in guiding the County toward the development and implementation of new programs.

Jail beds are a finite and expensive resource, which must be reserved for those offenders who require secure confinement prior to trial because of the nature of their crime, their risk of flight, or their criminal history, and for those who require jail time as part of their criminal sentence. Since the number of jail beds is limited, and the cost of secure confinement is so high, it is important that the need for public safety be balanced against the use of more cost-effective sanctions and alternatives to incarceration.

As cities and counties across the country have struggled with growing jail populations, an increasing number of programs and policies have been developed and implemented in attempts to provide alternatives to incarceration. Intermediate sanctions and other community-based programs have been developed, as have electronic monitoring programs for home incarceration and offender tracking — all, at least in part, to better manage and control the utilization of jail beds. These programs and policies are designed to divert as many people as possible from jail, and to reduce the length of time a person stays in jail.

In our opinion, Fulton County should continue to discuss and explore various diversion strategies and alternatives to incarceration, as part of its on-going efforts to manage and control the size of its jail system.

There is no question that diversion programs, pretrial services, intermediate sanctions, and other community-based sentencing alternatives can have a positive effect on the County's jail population. In addition to helping with jail population management, these programs are particularly valuable in that they can provide services and referrals that are generally unavailable to individuals who are incarcerated. Each of these programs attempt to carve out their own target population, and provide a local resource as an alternative to incarceration for a limited number of carefully screened, "non-violent" offenders.



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It must be kept in mind, however, that there is a point of diminishing returns with these programs. Only certain, carefully screened offenders can be safely and appropriately diverted from incarceration. Many offenders, by the nature of their crime or their criminal history, are not appropriate candidates for diversion. In addition, many of the current alternative programs are beginning to see more repeat offenders who have already been through one or more programs, and who should not be considered for participation again.

It must also be kept in mind that most diversion programs carry a price tag of their own. Some of the costs can be charged back to the offender, but diversion programs must have adequate resources to be effective. These resources include staff, equipment, and office space. Therefore, any potential savings in jail beds will be offset somewhat by the costs involved with establishing and maintaining these alternative programs.

Before starting any new alternative programs to divert additional offenders from the Fulton County jail system, consideration should also be given to whether the potential pool of additional suitable candidates within the current inmate population is large enough to justify the cost of starting and operating a new program.

Much of the community acceptance and judicial support behind alternatives to incarceration has been based on the cost effectiveness of these programs. However, expanding the use of alternatives to incarceration means that the community and judiciary must take greater risks with a larger number of offenders. Consequently, it must be kept in mind that the cost effectiveness of these programs must be balanced against a realistic assessment of the risk to public safety that these programs can create – particularly if expanded too much, or too soon, or with too few resources.

As the County proceeds with plans to address its jail facility needs, consideration should be given to expanding the use of work release for minimum-security inmates. Under a work release program, inmates typically leave the jail to go to work and return at the end of their shift. Inmates on work release are typically also required to help pay for the costs of their incarceration. Work release does not really “free up” any jail beds, and as such is not really an “alternative” to incarceration. However, a formal work release program (and a jail facility designed to support it), can be very valuable in maintaining selected offenders’ employment during their incarceration.

In most jurisdictions across the country, a certain percentage of a county’s inmate population are typically granted some sort of work release privileges. In some states, (such as Minnesota and Wisconsin), it is not unusual to find as much as 40 percent of the inmate population leave the jail to go to work each day. In many respects this is an enlightened approach, as maintaining employment is typically seen as the key ingredient to most offenders’ rehabilitation and ability to be (or become) a law-abiding citizen. At the same time, with so many lower risk inmates being eligible for work release privileges, it reduces the remaining pool of inmates who may be appropriately diverted from secure confinement. Those who do not receive work release privileges have typically committed serious offenses, have lengthy criminal records, have a history of non-



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compliance with probation or parole conditions, and/or have failed to appear in court on more than one occasion.

Overall, Fulton County should continue to discuss the issue of alternatives and diversion programs, and to implement new programs to the extent that the community and judiciary can support. It is important that the County continue its efforts to manage and control the size of its inmate population. At the same time, it must be recognized that the increased use of alternatives and diversion programs cannot "alleviate" the County's current jail crowding problem.

A note regarding the "cost effectiveness" of alternatives to incarceration

It is difficult to make a simple cost-benefit analysis with alternative programs. Is it cheaper to lock someone up or to divert them to an alternative program? What if the alternative program can provide services that may help prevent that person from re-offending and being re-incarcerated in the future? The alternative programs have value beyond just diverting inmates out of the jail. Many community service programs, for example, provide significant value to the non-profit agencies that benefit from the work that is performed for them.

If you take a program's total annual cost (including staff, operating costs, office space, etc.), and divide it by the program's average daily caseload, you can develop an average cost per offender per day for each program. But this really does not indicate the "cost effectiveness" of the program. You could compare the program's average cost per offender per day with the cost of incarceration per inmate per day at the Fulton County Jail — but they are not a valid comparison of "apples to apples" for the purpose of assessing their "cost effectiveness," particularly when the County is facing the need to construct additional facilities.

Even with the existing alternatives and diversion programs, there is a limit to the number of additional inmates that can or should be siphoned out of the jail system into a new or expanded alternative program. Doubling the resources (staff, office space, etc.) for existing programs would not result in doubling the number of jail diversions. Additional resources would provide better supervision for offenders in existing programs, and could potentially increase a program's caseload, but not in direct proportion to the additional money being spent on the program.

As an example, many jurisdictions have implemented various release programs that involve the use of electronic monitors (electronic ankle bracelets). Current technology allows for some fairly sophisticated electronic monitoring systems, including the ability to use GPS tracking of an offender's exact location. These technologies can provide an efficient and effective tool to enhance the supervision of offenders (in lieu of incarceration). And again, since some of these costs can be charged back to the offender, it is very difficult to do any sort of real cost-benefit analysis or comparison.



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Another example – Many alternatives and diversion programs are relatively new, and take time to build up their full potential caseload. New alternatives to incarceration and other diversion programs typically start up very slowly, and should not be expected to result in a significant number of jail diversions for some time. Although the goals and objectives of these programs are valid, it would be difficult to objectively assess a program's "cost effectiveness" during its start-up period – which could take several years after the program's inception.

C. PROGRAM AND POLICY OPTIONS

As previously mentioned, we recognize that diversion programs and alternatives to incarceration that work well in one county, may or may not be appropriate for Fulton County. In addition to those options already suggested to the County, there are other alternatives to incarceration that may – or may not – be worth further consideration. The following pages provide a brief description of some of these other alternatives.

1. Police Diversion. Instead of arresting an offender, police may counsel or reprimand, handle within the department, or refer the person to another agency. The suspect is referred or delivered to a sobering station, public inebriate center, shelter, mental health service, church, family, friend, or relative. The officer and suspect may create an informal contract in which the officer agrees to not file charges subject to conditions, which may include informal supervision, acceptance of support services, or intervention by a third party, such as a parent, responsible relative, mediation or arbitration service, or local social service agency. This type of option recognizes that the number of persons flowing into jail is an indicator of a community's inability to provide alternatives to arrest. This option may be useful in jurisdictions where police are formally arresting large numbers of offenders because they simply do not have other alternatives. This option is most effective when all arresting agencies develop clear written arrest policies, and that these policies contain provisions which encourage police diversion.
2. Citation/Summons. Police officers issue citations or summons at the time of arrest for any infraction or misdemeanor. The person receiving the citation or summons promises to appear in court at a specified time and place in lieu of being transported to jail for pretrial detention. This option may be helpful if officers in the field are provided with objective written criteria to help them make decisions about who to cite and who to detain in jail.
3. Station House Bail. Each law enforcement agency would work with the courts to develop a uniform bail schedule and procedures that would allow police officers to collect pre-established bail at the station house.
4. Bail Expediting. This option requires staff to secure names, addresses, and phone numbers of potential sureties from detainees at the point of booking. Staff contacts the sureties to notify them of the defendant's situation, the bail amount, and the details of how to post bail for the defendant.



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5. Release on Own Recognizance (unsupervised). This option essentially releases carefully screened misdemeanor and felony charged pretrial prisoners on their promise to appear in court. It is used as an alternative for persons who cannot raise bail, but are eligible for bail release. An objective point scale is usually employed, and several commonly accepted versions are in use throughout the country. Detainees are interviewed at booking concerning their ties to the community (i.e., length of residence, employment, etc.) and this information is verified by staff. Points are awarded based upon verified information which has been statistically tied to offenders' willingness and ability to appear in court. If the detainee scores above a certain cut-off score, the person is released on his or her own recognizance ("ROR"). This authority is most usually delegated by the court. Defendants are reminded of court dates via phone or mail.
6. Third Party Release. A responsible third party agrees to stand up for the defendant, mentor the offender during the pretrial period, and accompany the offender back to court. This can be considered a version of the ROR option, described above, which provided additional supervision and incentives for the defendant to appear in court.
7. Release on Own Recognizance (supervised). This option is essentially the same as the unsupervised ROR, except the person is released only after having agreed to abide by special conditions which may limit their movement, prohibit associating with certain persons, require them to submit to supervision or report to a specified place each day, require them to spend the night at a supervised or custodial location, or agree to electronic monitoring or some other program of supervision.
8. Jailor Citation Release. In many states, the Sheriff or jailor has the statutory authority to release any pretrial misdemeanant from jail on a citation if the inmate will sign a promise to appear in court. This citation release program can be modified by using criteria similar to the Own Recognizance screening described above.
9. Warrants-Holds Clearance Program. All bookings are immediately checked to see if holds or outstanding warrants exist. The purpose is to quickly resolve these by (a) the automatic release of holds if the jurisdiction issuing the hold does not pick up the inmate within a few days of notification, (b) misdemeanor holds with bail set at a specified amount might be automatically released five days after notification, (c) pretrial release staff reviews all warrants and attempts to quickly resolve them, or (d) a warrant clearance "expeditor" helps extricate less capable inmates who are trapped in an endless loop of warrants, fine, failures to pay, etc., then approaches the court and/or motor vehicles department with a remedial plan.
10. Day Reporting (off-site). This is a very flexible program which can take a variety of forms. It can be used pretrial or post-conviction, and can be operated five days a week or seven days a week. It can be linked to a residential program to extend the supervision of a



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defendant to 24 hours a day. Defendants are required to appear at a Day Reporting Center early in the morning, and must provide a supervisor or case manager with a detailed schedule and itinerary for the day. There is no on-site programming. Once the itinerary is approved, the defendant must follow the schedule or call in and get approval for its revision. Staff follows through to see that the defendant is where he or she is supposed to be. The defendant may also be required to provide positive verification of his or her whereabouts, such as through pay stubs, appointment slips, etc. Defendants can be enrolled in a variety of education, drug treatment, work, medical treatment, and related activities.

11. Day Reporting (off and on-site). Same as above, except the defendant may receive programming on-site. These programs take various forms, such as Day Treatment Centers, job training, counseling, or minimum security custody for work release inmates on their days off.
12. House Arrest. This type of program can be used pretrial or post-conviction. It essentially restricts a person's movement and free time, usually by confining a person to their home. It may or may not permit release from home for specified purposes, such as to go to work, school, or treatment. It may or may not be used in conjunction with electronic monitoring devices, a day reporting program, or with intensive field supervision.
13. Deferred Prosecution. This option can be implemented at any point prior to conviction. The prosecutor typically either agrees to postpone the filing of charges, or criminal proceedings are suspended on the condition the defendant participates in some remedial program, agrees to certain conditions, stays out of trouble, and completes the program within a reasonable period of time. This option seems to work best for drug treatment, restitution, community service, paying back child support, etc. Defendants are most motivated prior to the disposition of his or her case. Failure to comply with conditions typically result in resumed prosecution. There are many forms of this option, with drug courts being one of the most popular versions.
14. Defender-Based Advocacy. This program helps develop a plan of habilitation and restoration to offer to the prosecutor and the court as a dispositional plan. It essentially provides a sentencing or dispositional plan so the judge has more sentencing options. It can be especially effective where probation pre-sentence reports and/or supervision services are weak. It can also be used during the pretrial period to achieve bail reduction or ROR, and to facilitate plea bargains by showing that the defendant is actively engaged or willing to become actively engaged in treatment prior to court hearings.
15. TASC (Treatment Alternative to Street Crime). Originally federally funded, this program model provides an assessment of the defendant's substance abuse problem, determines the appropriate treatment modality, brokers services with treatment providers, provides case management services, and reports to the courts on clients involved in the program. TASC



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generally employs staff qualified to identify and assess substance abuse needs, but generally do not also provide the treatment. This approach can be used pretrial or post-conviction, and can be developed as a form of defender-based advocacy or a deferred prosecution program.

16. Community Service. The court orders the defendant to devote unpaid time to some worthwhile work project, often involving the maintenance of city or county property, or working for a non-profit charitable organization. Community service is usually defined in terms of hours to be worked and the type of service to be provided. Several levels of supervision and control can be provided within the community service framework. For example, the judge may rely on the offender to simply show up at his or her assignment. Supervision may be provided by the agency receiving the services. An additional level of supervision and enforcement is provided if some agency is authorized to administer the program, assure referrals show up for their assignments, and provide feedback to the courts concerning the behavior of the referrals, and their completion and compliance rates. A private non-profit organization often performs this function. A third level of supervision and control is provided by the work crew form of this option, where offenders are supervised by staff, who may be correctional personnel, but who also could be supervisors of parks, recreation, public works, or other related departments that need labor and have meaningful work for the offenders to do. Community service projects often involve picking up trash along the highway, maintaining cemeteries, restoring little league ball fields, clearing trails and brush, and other work for government or non-profit organizations. Typically, eight to ten hours of supervised manual labor is substituted for a day in jail.
17. Day Fines. Day fines are designed to reduce the number of inmates who are in jail because they cannot pay their fines. The concept tries to equalize the impact of financial penalties on offenders from lower economic backgrounds. Each unit of fine is equivalent to the offender's gross wage for one hour of work. This has the dual impact of making fines appear fairer by relating them to income levels. This system also increases the likelihood of the fine being paid because they are seen as more affordable by poor offenders.
18. Restitution. Restitution can take three forms: (a) direct monetary compensation from the offender to the victim, (b) service to the community (i.e., community service), or (c) monetary compensation to the victim through contribution to some sort of a restitution fund.
19. Probation Supervision. Probation supervision in the community can serve as a reasonable option to secure confinement. This cannot be accomplished if there are very large case loads and few services. Thus, one option is to strengthen the probation service and/or provide probation services to client populations (such as convicted misdemeanants) not currently eligible for such services. Differing levels of supervision and services can be provided within the basic probation framework. For example, at one end of the



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continuum, large numbers of minor offender cases can be "case banked." In these cases, the payment of fines or restitution is required, but supervision is not necessary. These cases can be "case banked" into large administrative case loads where the probation function is primarily oriented toward seeing the probationers meet their financial commitments. Other probation options might involve minimum, medium, or intensive probation, with increased levels of oversight, special conditions, and requirements that probationers be enrolled in remedial programs. Of course, basic probation supervision can be combined with many of the other options that have been described here. Specialized probation case loads are also an option, such as for drunk drivers, domestic violence, non-support, etc.

20. Electronic Monitoring. Offenders are monitored electronically, usually as part of administering the house arrest option. Active electronic monitoring systems work with telephones using computerized random calling to the offender's residence. Passive systems operate via radio transmission in a wrist or ankle bracelet, again linked to a phone system. Electronic monitoring is often combined with other options noted in this section, such as with probation supervision, for pretrial prisoners, or as part of a supervised pretrial release program. This is an especially useful option for the disabled, for older offenders, offenders with medical problems, or for other inmates that might be victimized in the jail setting.
21. Shock Incarcerations/Probation. This option involves the creative use of a split sentence which combines short periods of incarceration – the "shock" of a short period in custody – with probation supervision in response to indications the probationer needs external controls (i.e., the offender is in crisis, is acting out, has violated conditions of supervision, drug use, etc.). This is typically an option only in cases where the periods of incarceration are very short.
22. Non-Secure Residence. This option provides an organized and supervised, alcohol and drug-free, structured living environment. It provides no external fences or locks to keep residents confined. The non-secure residence option can take many forms, and can be useful as a work furlough or work release center, halfway house, probation center (for certain probation violators), temporary housing for those in transition or crisis, restitution center, etc. Some represent highly specialized options, such as therapeutic communities or residential drug treatment centers. The residence can also serve as an assembly point for community service, day reporting, and other programs.
23. Weekend Sentences / Jail by Appointment. This option is not recommended, but is being included here because it is an often-used option in many communities. Weekend sentences – where offenders serve sentences on weekend days, as a kind of installment plan – are not recommended for two reasons. First, they absorb expensive secure bed space. By definition, persons who are ordered to serve weekends are not likely to really need secure confinement. Others do, and the program takes these beds out of service for



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the offenders who need to be placed in secure confinement. Second, these programs tend to crowd jails at precisely the worst time of the week — on weekends when the courts are not in operation and jail population peak. Another version of this option is to have convicted offenders make appointments to serve their jail time. While this can make more efficient use of available jail space, these offenders rarely require secure custody. Other more cost-effective punishment options can typically be constructed for this population.

24. Accelerated Charge Screening. This option may be useful where a large percentage of felony arrests are eventually disposed of as misdemeanors or are dismissed. This option sets up a mechanism that accelerates prosecutorial screening and introduces defense counsel at the earliest possible time, all to accelerate the process of screening felony bookings for charge determination.
25. Readiness Conference Program / Pre-Plea Probation Report. This option involves a regularly scheduled conference to determine which cases are ready for trial, and may reduce the number of jury trials, pretrial hearings, and formal referrals to probation. The court may also request a pre-plea report be developed by the probation department, complete with recommendations for sentencing based upon acceptance of plea.

Again, it should be stressed that these alternatives to secure confinement may — or may not — be appropriate for Fulton County, but are presented here merely for discussion purposes, and to assist the County with its efforts to manage and control the size of its jail population.