



INTEROFFICE MEMORANDUM

TO: Board of Commissioners
FROM: Office of the County Manager
DATE: January 27, 2023
SUBJECT: February 1, 2023 Meeting Presentation for
Agenda Item # 23-0083

Attached you will find the February 1, 2023 BOC Meeting presentation for the agenda item listed below.

23-0083 County Manager

Fulton County Jail Feasibility Report.

Thank you



FULTON
COUNTY

PRESENTATION

JAIL FEASIBILITY STUDY

RFP #21RFP206340K-BKJ



February 1, 2023

Vision

Our Vision is for a New Facility that provides a Safe, Humane, and Sustainable Environment reflecting Best Practices in Pre-Trial Detention.

The Goal of This Project Is to Answer 5 Key Questions

- **Do we need a new jail?**
- **How big should it be?**
- **What services should be provided?**
- **Where could it be located?**
- **How much will it cost?**

Do we need a new jail?

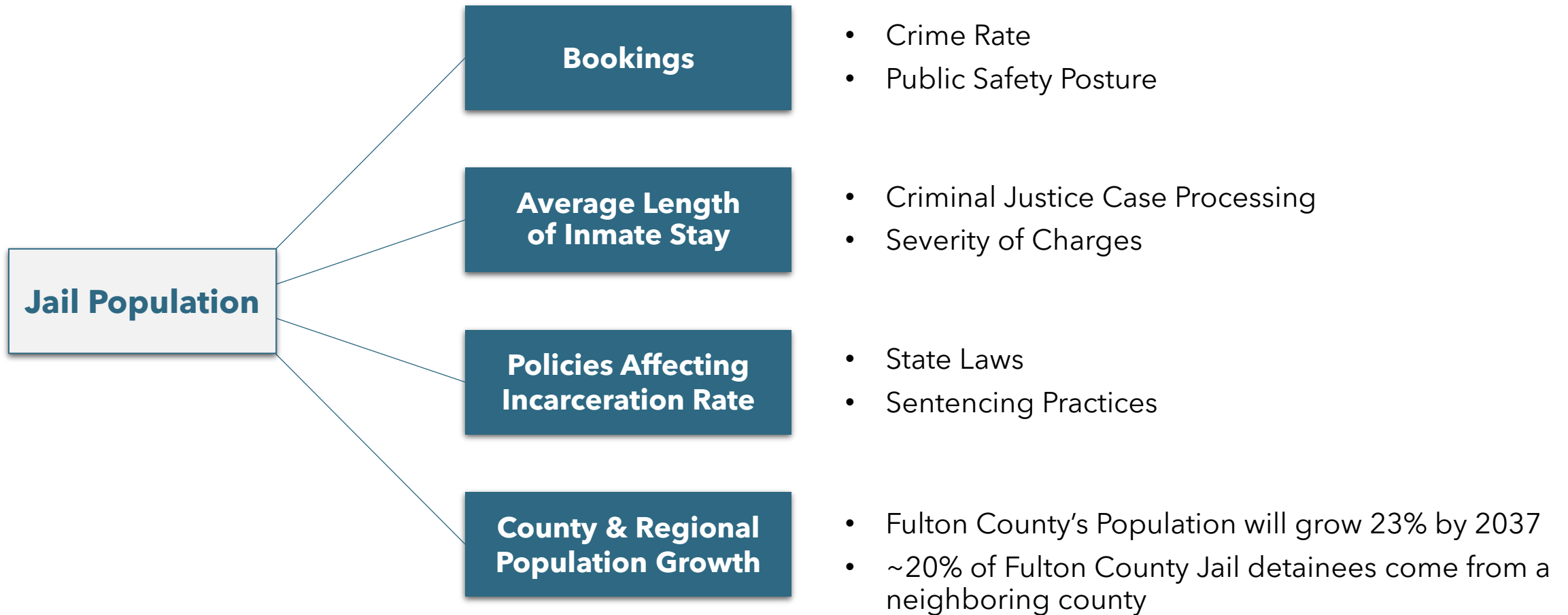
The Existing Jail Is Obsolete

- **The existing jail is overcrowded**
 - Rice Street: designed for 1,125, currently occupied by 2,950
 - Union City: designed for 260, formerly occupied by 318
- **The existing jail creates public safety concerns**
 - 11 fires, 534 fights since January 2022*
 - 114 stabbings since January 2022*
- **Current buildings are deteriorated**
 - Aging facility in poor condition
 - The average useful life of comparable jails is 30 years
- **Limited space available for services and programs**
 - Existing Rice Street Jail is 90% housing
 - Lack of available space for treatment, programs & services
- **The facility adversely impacts employee retention and recruitment**
 - 738 authorized positions, 122 are vacant*
 - 130 new hires vs. 185 separations in 2021*

* Source: Fulton County Office of the Sheriff

How big should it be?

The Size of a Jail Is Determined by Several Factors



We Developed 3 Scenarios for the Jail Population Forecast

Status Quo Forecast

- Assumes no change in the current practices of the criminal justice system
- Current trends in bookings and average length of stay (ALOS) stay the same

Moderate Improvement Forecast

- The status quo forecast is modified to include multiple criminal justice system changes:
 - Progress in diversion
 - Case processing improvements
 - Reduction in ALOS

Optimal Improvement Forecast

- Assumes return to pre-COVID level and reduction of court case backlog
- Expansion of alternatives to incarceration and case processing improvements
- Measurable reductions in incarceration rates

Key Assumptions of Jail Population Forecast

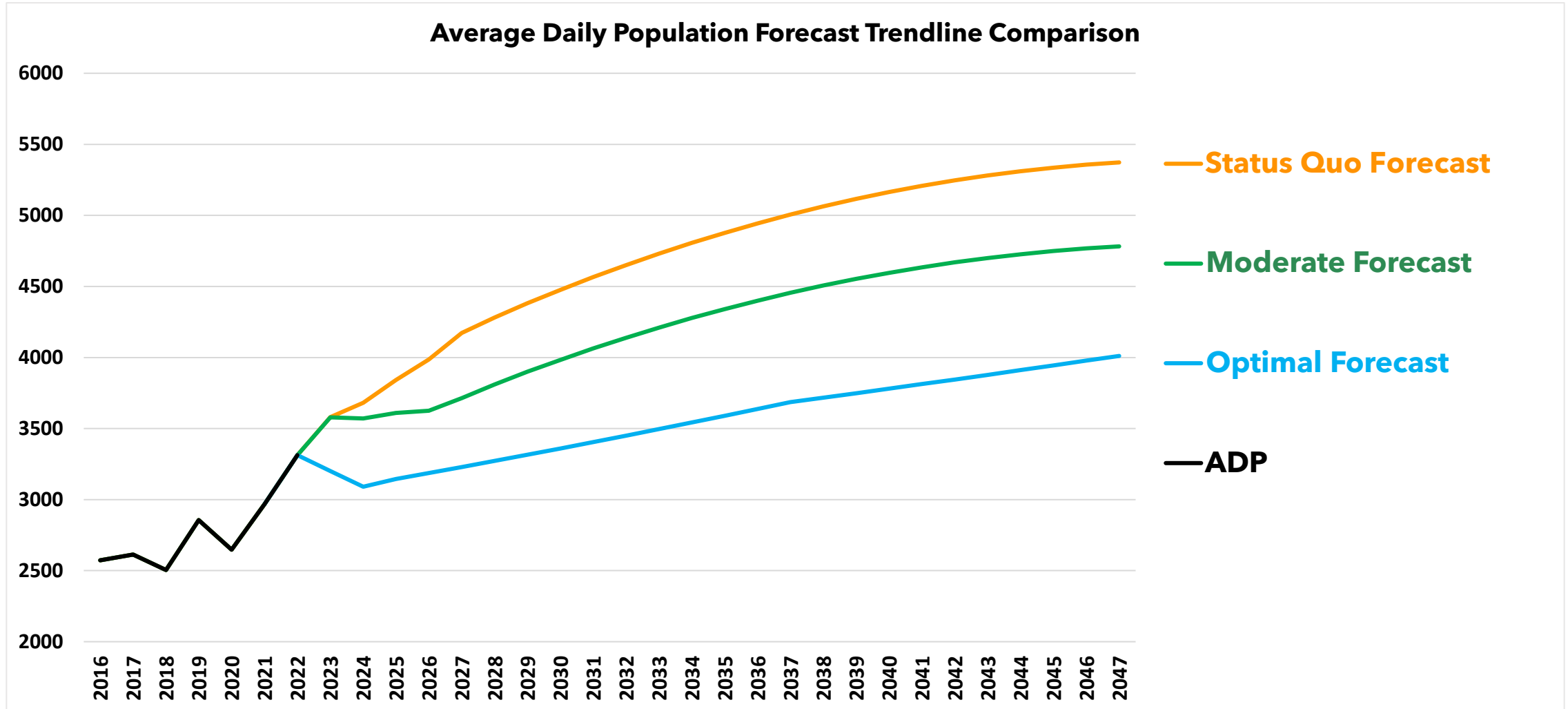
- RFP requested a 25-year projection through 2047
- 2037 reflects a first phase of construction for housing with support infrastructure for 2047
- Additional housing can be phased in as needed to meet 2047 bed needs

		2019	2022	2037	2047
Status Quo Forecast	Bookings (Average Per Day)	68.3	52.7	82.5	90.4
	Average Length of Stay (Days)	39.2	58.9	60.7	59.4
Moderate Forecast	Bookings (Average Per Day)	68.3	52.7	80.4	87.8
	Average Length of Stay (Days)	39.2	58.9	51.9	51.2
Optimal Forecast	Bookings (Average Per Day)	68.3	52.7	80.4	87.8
	Average Length of Stay (Days)	39.2	58.9	42.9	43.0
All Models	Fulton County Population	1,087,425	1,139,513	1,401,057	1,577,434
	Metropolitan Atlanta Population	3,839,741	4,982,924	5,819,113	6,267,538

All forecast scenarios assume:

- Estimated bookings will grow beyond historical levels
- Fulton County/Metro Atlanta populations will continue to grow

Average Daily Population Forecast Scenarios



ADP and Bed Needs: 2022, 2037 & 2047

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

***Bed Need = ADP + Peaking Factor + Classification Factor**

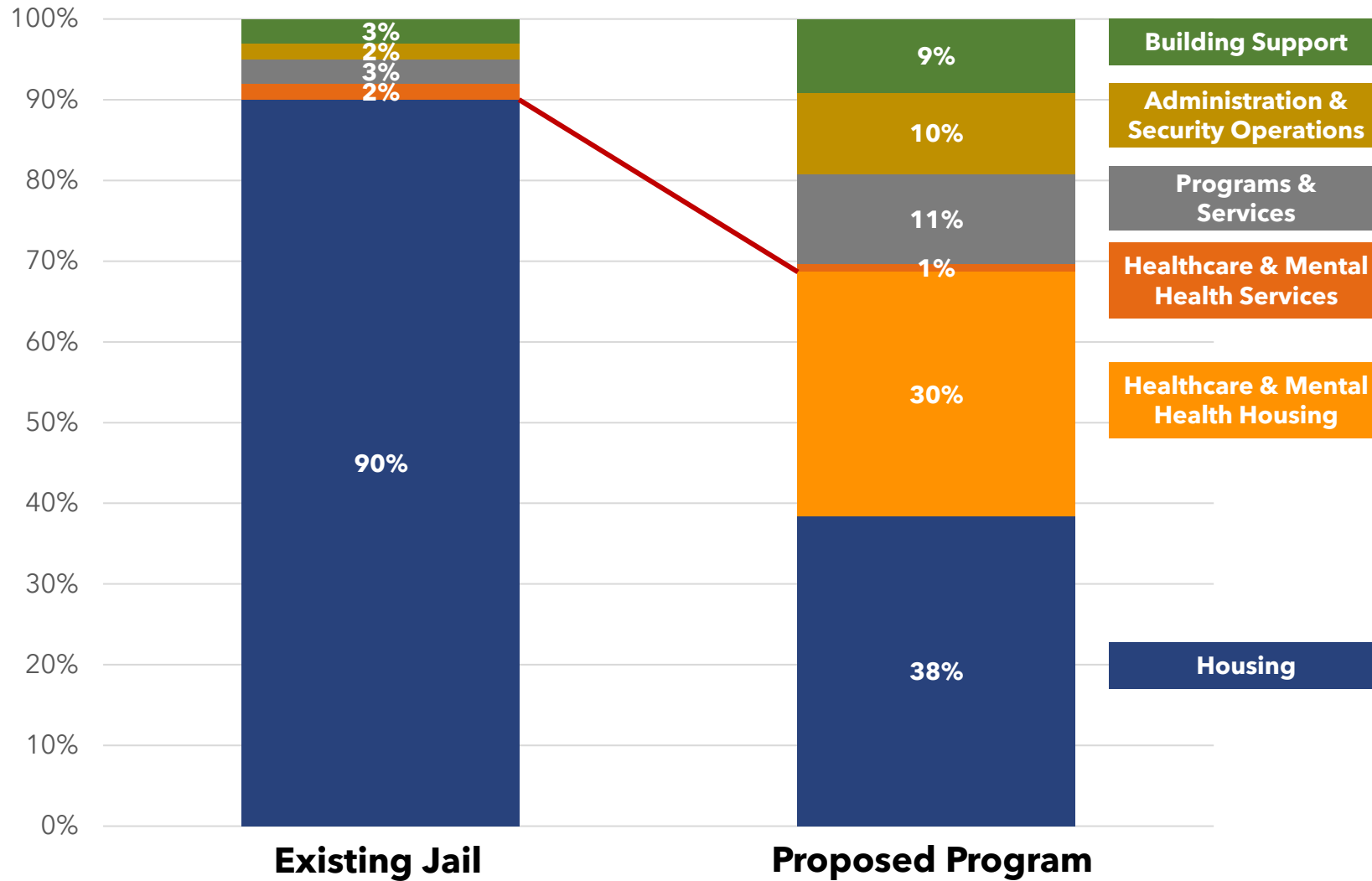
What services should be provided?

The New Jail Includes New Services for Detainees and Staff

- **Create a New Facility that reflects the Best Thinking and Best Jail Practices**
- **Change the Paradigm of Operations**
 - Commitment to Direct Supervision
 - Create a Normative (not Punitive) Environment
 - Expand Wrap Around Programs and Services
 - State-of-the-Art Medical & Mental Health Housing that supports Treatment and Recovery
- **Focus on Case Management and Re-Entry Services to achieve Successful Return to the Community**
- **Create a Safe, Positive Work Environment for Staff**
 - Staff Amenities, Staff Wellness, Staff Retention



The New Jail Provides Space for Essential Services and Programs



The New Jail Dedicates 42% of Footprint for Med/MH & Programs

2,182,500 SF

38% Housing

Housing Adult
806,150 SF

Housing Youth
31,900 SF

1% / 30% Healthcare & MH Services / Housing

Healthcare Admin & Clinic
22,300 SF

Medical Housing
127,900 SF

Mental Health Housing
373,500 SF

Special Needs Housing
154,700 SF

11% Programs & Services

Visitation
8,750 SF

Programs & Services
146,200

Recreation
90,850 SF

10% Administration & Security Operations

Facility Administration
15,050 SF

Staff Support
43,000 SF

Public Lobby
14,600 SF

Security Operations
22,550 SF

Vehicular Sallyport
32,000 SF

Intake/Release & Transfer
77,300 SF

Courts
15,200 SF

9% Building Support

Food Service
58,250 SF

Laundry
23,000 SF

Warehouse
43,150 SF

Maintenance
28,600 SF

Central Plant
47,550 SF

Parking

**42% Dedicated to Medical/MH Treatment
& Housing, Programs & Services**

New Jail Increases Beds and Square Footage

EXISTING FACILITIES



NEW JAIL

3,256

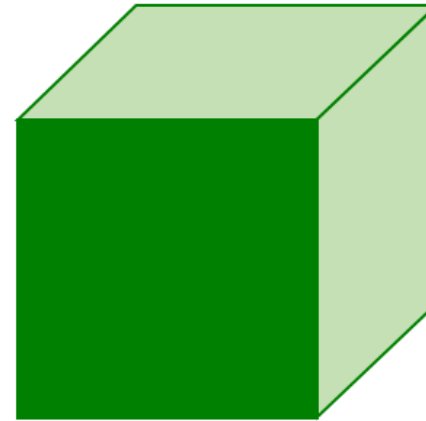
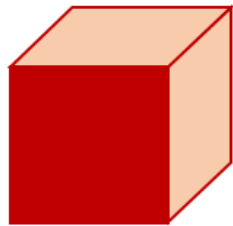
People

157

GSF / Person

510,000

Gross Square Feet



5,480

Beds

398

GSF / Person*

2,182,500

Gross Square Feet

* Complies with ACA and National Standards

Where could it be located?

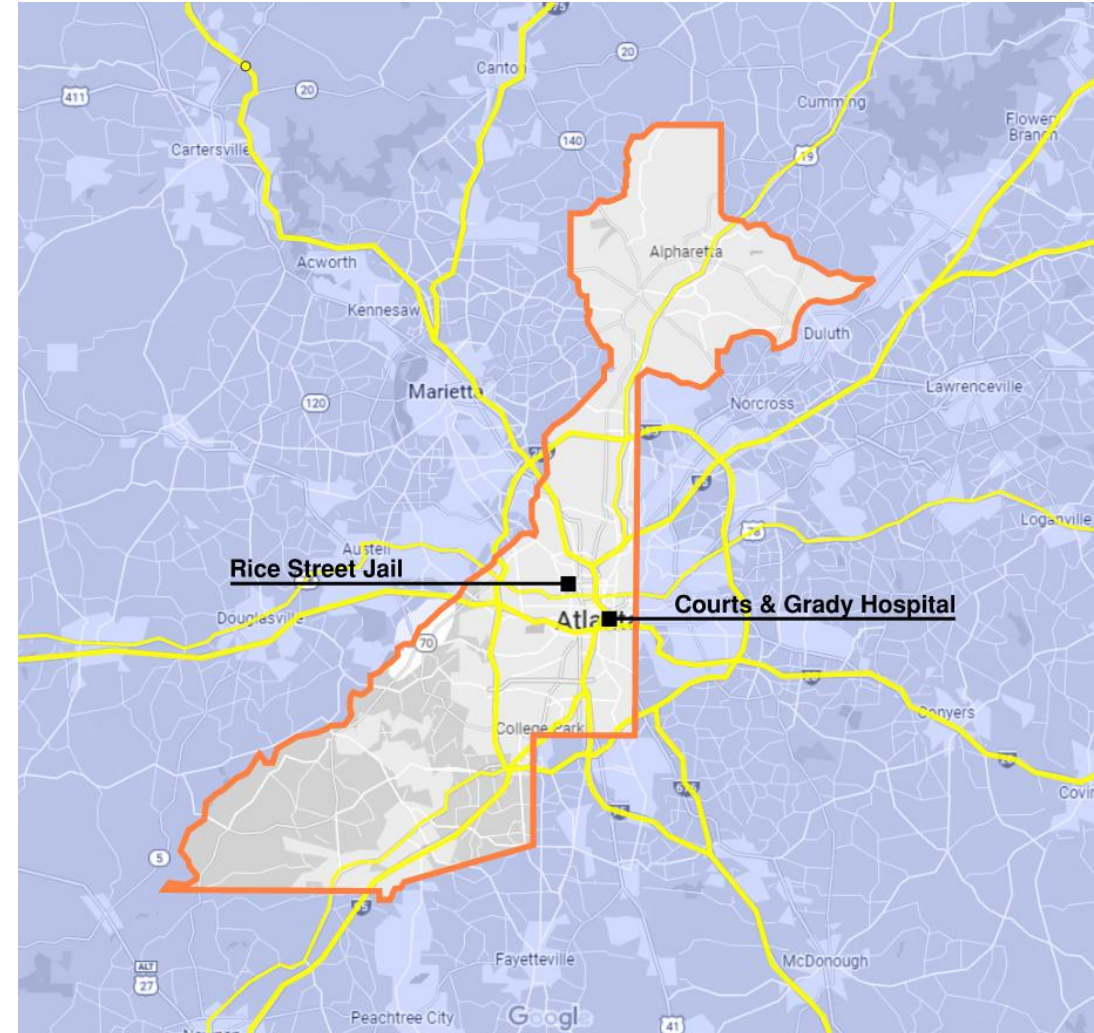
Site Selection Options

3 OPTIONS FOR SITE SELECTION

- Existing Rice Street Site
- County-Owned Properties
- New Property Acquisitions

SELECTION CRITERIA

- 35+ Contiguous Acres
- Relatively Level Topography
- Middle of the County
- Proximity to Existing Facilities: Fulton County Courts & Grady Hospital
- Access to Primary Arterial Roadway Network



Site Evaluation Criteria

● = good, ● = uncertain, ● = poor

	Existing Rice Street Site	County-Owned Properties	New Property Acquisitions
Cost of Acquisition	●	●	●
Existing Structures / Cost of Demolition	●	●	●
Construction Phasing / Impact on Operations	●	●	●
Location: Proximity to Courts / Grady Hospital	●	●	●
Site Configuration: Size & Shape	●	●	●
Opportunity for Expansion	●	●	●
Community Acceptance (NIMBY)	●	●	●
Environmental Site Conditions	●	●	●
Access to Existing Utility Infrastructure	●	●	●

Site Recommendation

We recommend that the new jail be located at Rice Street, based on 3 major factors:

- **Speed of Construction - County-owned**
- **Operational Efficiency - Proximity to Fulton County Courts and Grady Hospital**
- **Community Acceptance/Impact - Current jail location**



How much will it cost?

Primary Construction Cost Drivers

Site-Specific Cost Drivers

- **Existing conditions - demolition / grading / site prep**
- **Access to utilities; capacity of local utilities**
- **Geotechnical reports - impact foundation system**
- **Site access and sufficient area for staging of materials**

Building Cost Drivers

- **Building configurations, number of floors**
- **Building structure type**
- **Square footage and bed count**
- **Building and site security - min. vs. max. security**

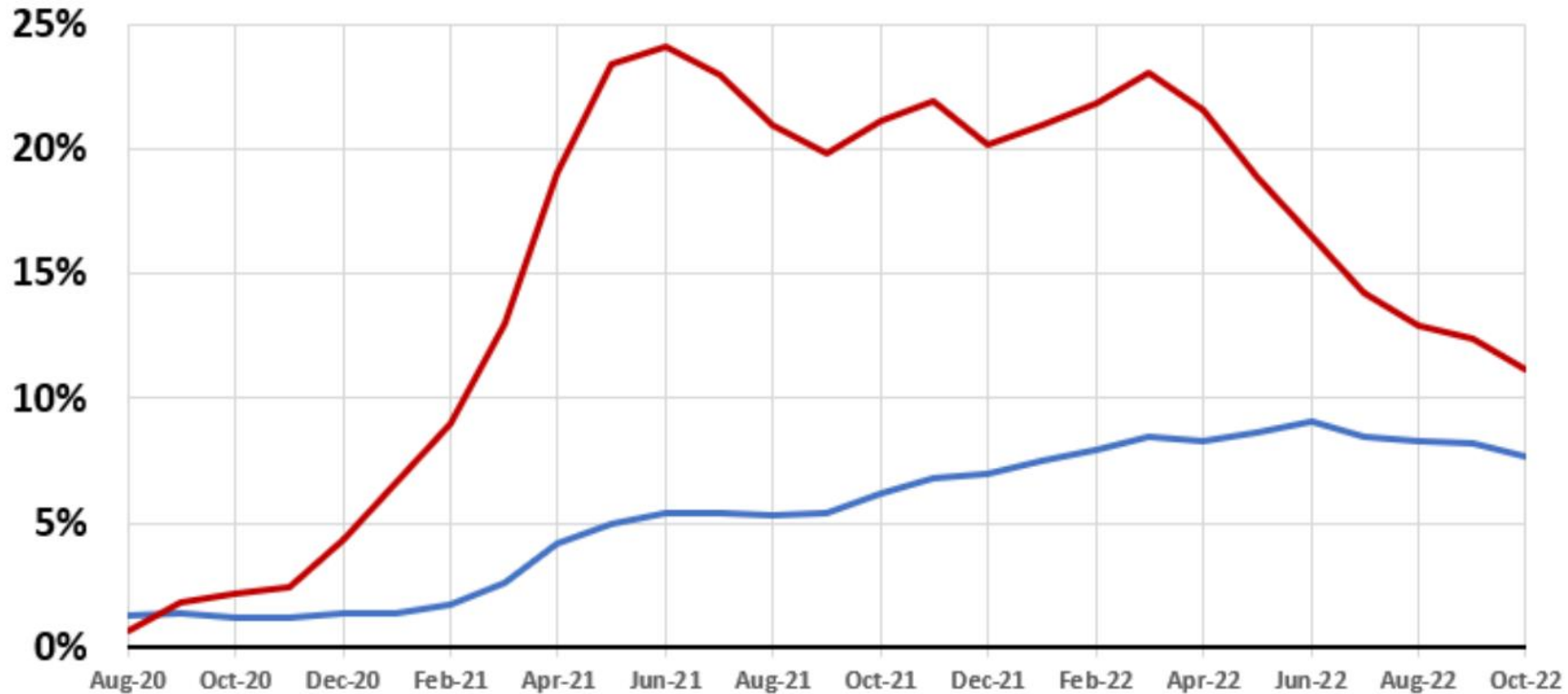
Construction Cost Escalation

- **CBRE forecasts a 14.1% increase in costs through 2022 year-end; inflation is still high**
- **Cost inflation expected to begin cooling by the end of 2022**

Inflation Is a Key Driver in the Cost of the New Fulton County Jail

Cost for New Nonresidential Construction vs. Consumer Prices

Year-over-year change in PPI for construction inputs and CPI
August 2020 - October 2022, not seasonally adjusted



	12 months to:	
	Aug-20	Oct-22
CPI	1.3%	7.7%
Inputs PPI	0.7%	11.2%

Source: Bureau of Labor Statistics, consumer price index, www.bls.gov/cpi; producer price index, www.bls.gov/ppi

Source:
Associated General Contractors of America (AGC),
2022 Construction Inflation Alert

The Estimated Project Cost for the New Jail Is \$2.0B

	SCENARIO 1: MODERATE FORECAST New 5,480 Beds at Rice St	SCENARIO 2: OPTIMAL FORECAST New 4,392 Beds at Rice St
Direct New Construction Cost	\$1,296,575,138	\$1,101,738,400
Soft Costs	\$316,689,000	\$269,099,000
Total Project Cost: 2023*	\$1,613,264,138	\$1,370,837,400
Cost per Bed: 2023	\$294,390	\$312,120
Escalated Project Cost: 2028**	\$1,998,337,247	\$1,698,045,207
Cost per Bed: 2028	364,660	\$386,620

* Range of Expected Cost: (-15% / +20%) per AACE

** 3 Years Escalation + 2 Years Build (Escalation Assumption: 8% / 6% / 4% + Midpoint of Construction)

Financing Options: Moderate Scenario

General Obligation Bonds

- County issues a general obligation bond backed by the full-faith and credit of the County
- County repays debt and funds maintenance from general fund revenue (property tax)

Construction Cost:	~\$2.0B*
Annual Debt Service:	~\$115.7M
Annual Maintenance:	~\$8.3M
Total Annual Cost:	~\$124.0M

Third-Party Conduit Issuance (Tax Exempt)

- County utilizes a conduit issuer, such as South Fulton Municipal Regional Jail Authority or Public Finance Authority (PFA), to issue project specific bonds.
- County leases facility for 30+ years

Construction Cost:	~\$2.0B*
Annual Debt Service:	~\$122.8M
Annual Maintenance:	~\$8.3M
Total Annual Cost:	~\$131.1M

Public-Private Partnership (P3) (Tax Exempt)

- County executes a concession agreement with a private consortium to design, build, finance, and maintain the new jail
- County commits to "availability payment" for 30+ years

Construction Cost:	~\$2.0B
Risk Transfer Savings:	(~160M)
Annual Debt Service:	~\$116.3M
Annual Maintenance:	~\$6.2M
Total Annual Cost:	~\$122.5M

* Assumes Design-Bid-Build Delivery

Financing Options: Optimal Scenario

General Obligation Bonds

- County issues a general obligation bond backed by the full-faith and credit of the County
- County repays debt and funds maintenance from general fund revenue (property tax)

Construction Cost:	~\$1.7B*
Annual Debt Service:	~\$98.3M
Annual Maintenance:	~\$7.4M
Total Annual Cost:	~\$105.7M

Third-Party Conduit Issuance (Tax Exempt)

- County utilizes a conduit issuer, such as South Fulton Municipal Regional Jail Authority or Public Finance Authority (PFA), to issue project specific bonds.
- County leases facility for 30+ years

Construction Cost:	~\$1.7B*
Annual Debt Service:	~\$104.4M
Annual Maintenance:	~\$7.4M
Total Annual Cost:	~\$111.8M

Public-Private Partnership (P3) (Tax Exempt)

- County executes a concession agreement with a private consortium to design, build, finance, and maintain the new jail
- County commits to "availability payment" for 30+ years

Construction Cost:	~\$1.7B
Risk Transfer Savings:	(~136M)
Annual Debt Service:	~\$98.9M
Annual Maintenance:	~\$5.5M
Total Annual Cost:	~\$104.4M

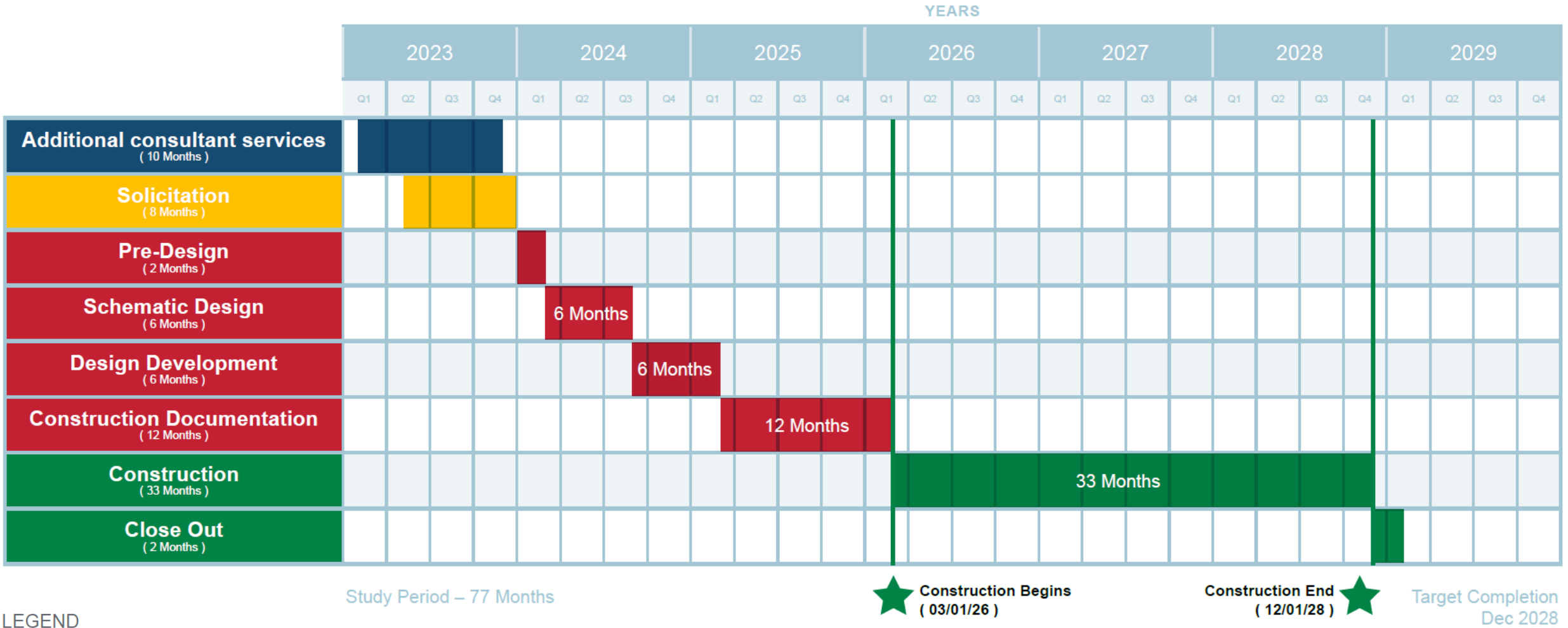
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Summary

Summary

- The need for a new 21st-century jail is acute
- A new jail will provide a safe, supportive environment for pre-trial detention
- The size of the jail is driven by several factors: standards, classification, treatment needs and program/support space
- We recommend a new consolidated jail at the Rice Street site

Project Schedule



LEGEND

█ Additional consultant services █ Solicitation █ Design █ Construction

Recommended Next Steps



LEGEND

■ Additional consultant services ■ Solicitation

★ Feasibility Study Contract Complete (02/01/23)

★ Design Services Contract Begins (12/31/23)

THANK YOU QUESTIONS AND ANSWERS

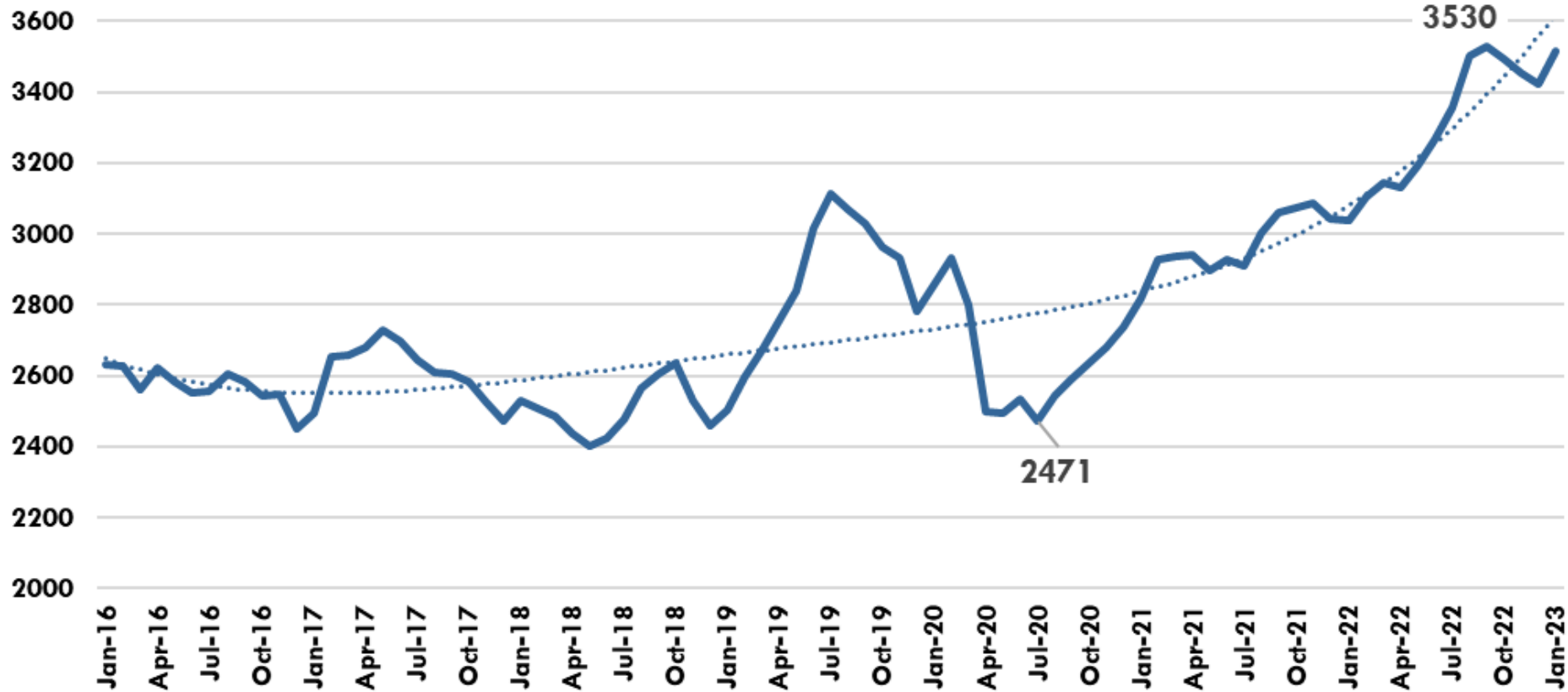


Appendix

- A1** **Average Daily Population**
- A2** **Severity of Charges**
- A3** **Bookings**
- A4** **Felony Court Case Processing**
- A5** **Average Length of Stay**
- A6** **Jail Beds per Capita in Comparable Counties**
- A7** **Alternatives to Incarceration & the Justice System**
- A8** **New Jail Bed Distribution**
- A9** **New Jail at Rice Street: Site Plan**
- A10** **Financing Options: Pros and Cons**

The Recent Increase in Average Daily Population Is Unprecedented

Fulton County Jail Total ADP Through January 20, 2023



- **2022 ADP is 11% higher than in 2021**
- **Population has not been this high since 1999**
- **2019 ADP increase immediately after criticism of bond release practices**
- **Pandemic actions reduced ADP to 2018 levels**
- **Multiple current programs (such as Project Orca) have slowed ADP growth**

Charges Are More Severe

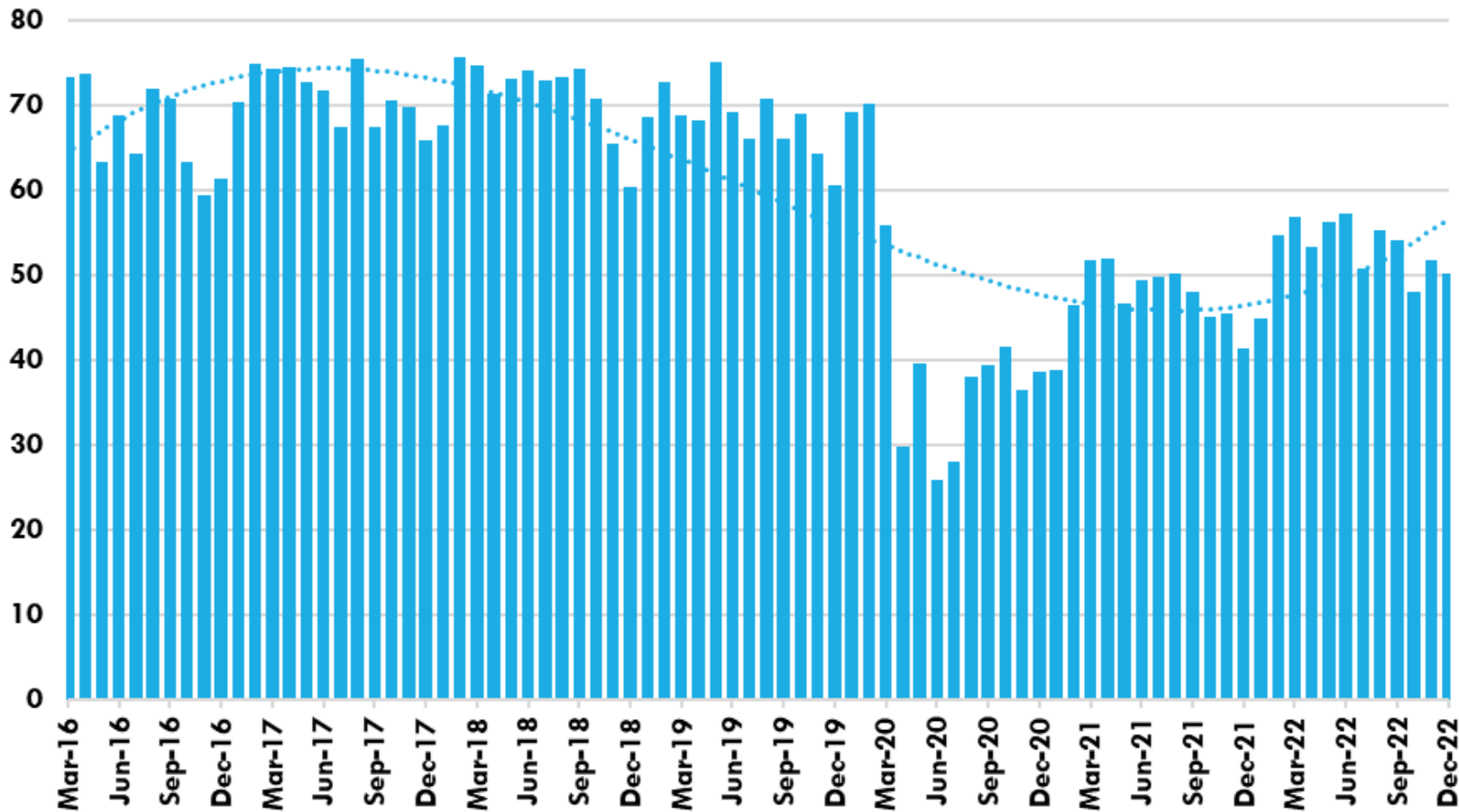
Average Daily Population By Most Serious Charge

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

- **Felons constitute 94% of the jail's population, not unusual for a large urban jail**
- **Exceptionally high proportion of violent felons, would expect 35%**

Bookings Have Increased Since the Pandemic Low Point

Fulton County Jail Average Daily Bookings By Month

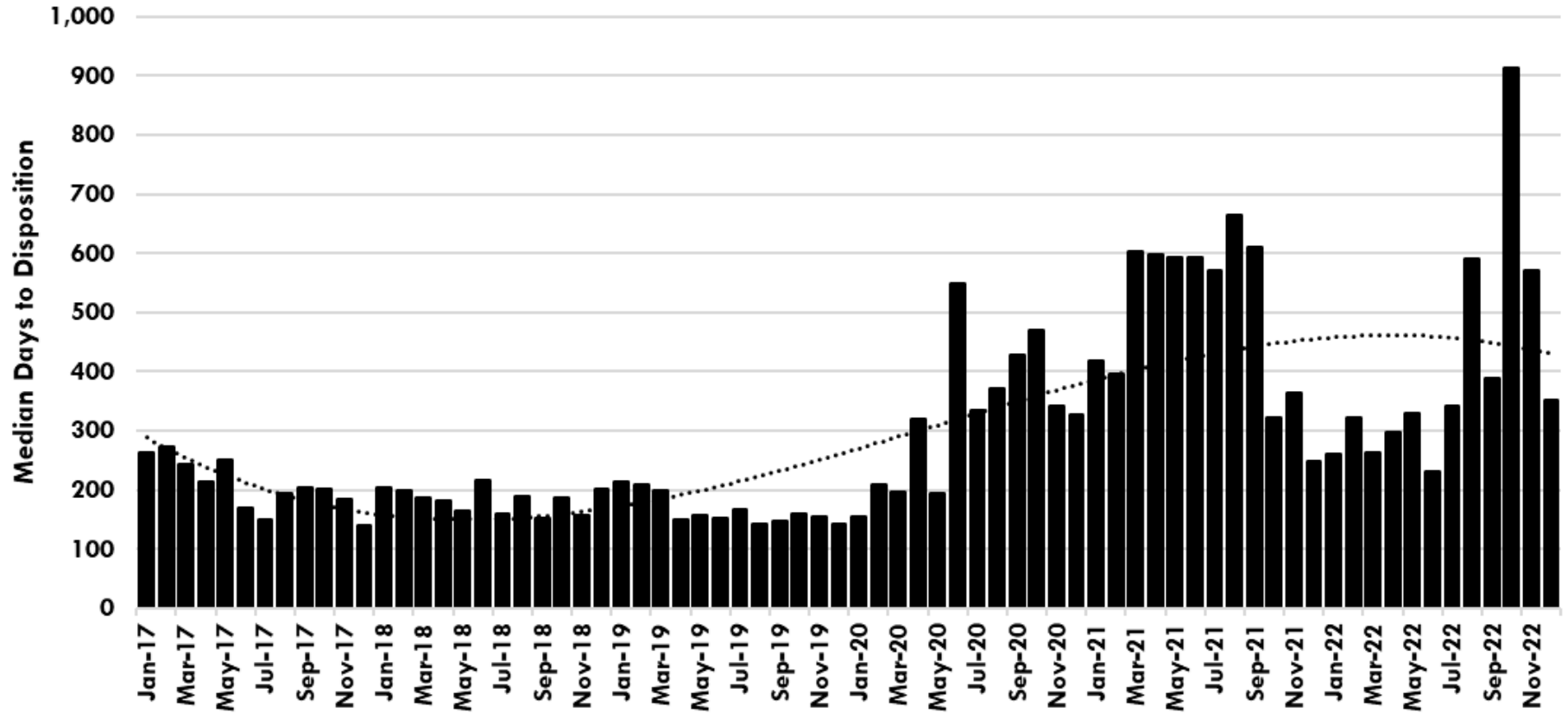


- Bookings have increased 12% over 2021
- Bookings increased 10% in 2021 over 2020
- Bookings have still not returned to pre-COVID levels

	Avg Daily Bookings
2016	67.4
2017	71.2
2018	71.2
2019	68.3
2020	42.7
2021	47.1
2022	52.7

Felony Court Case Processing Has Improved Over the Last 2 Years

Fulton County Felony Court Case Processing

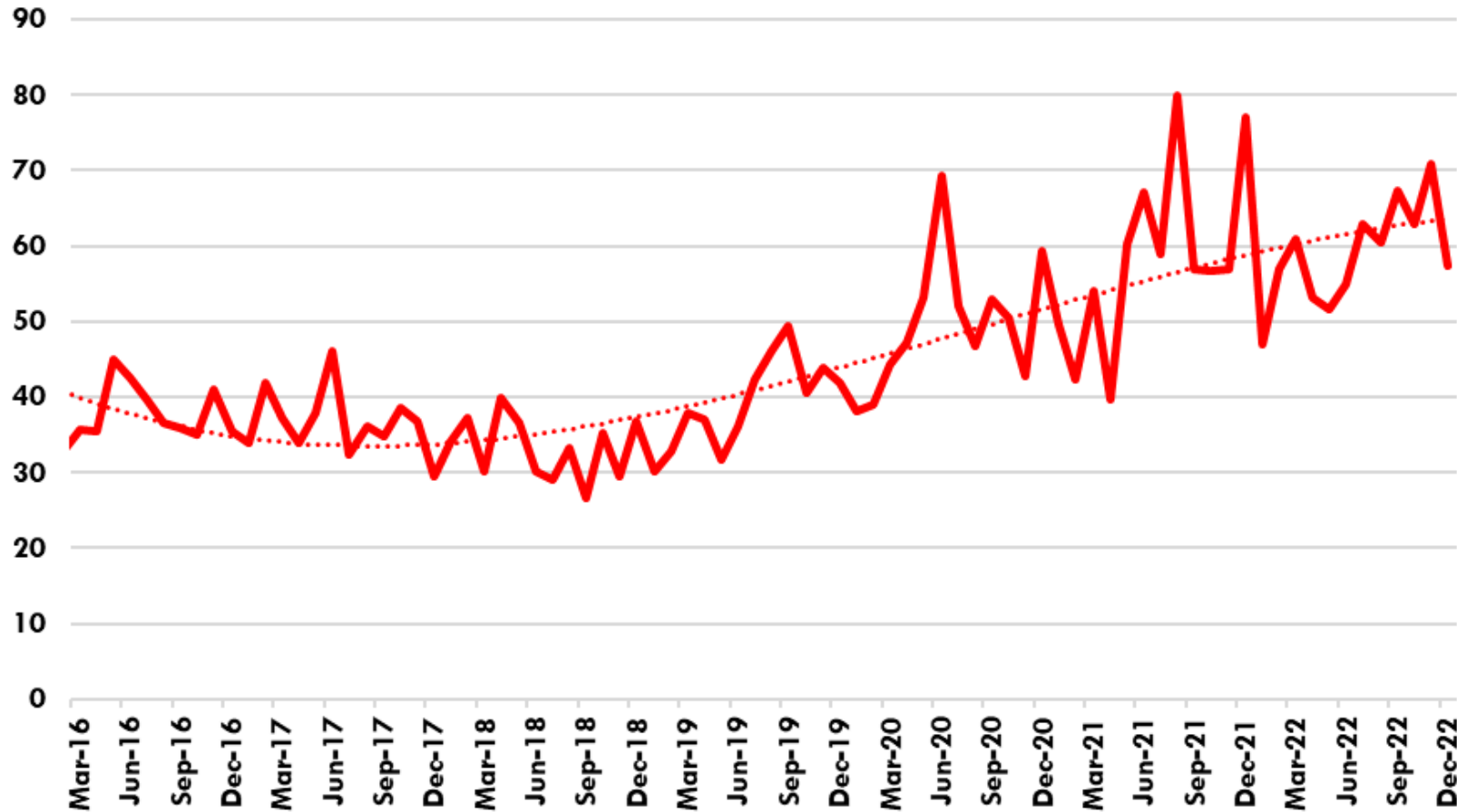


- **2022 median felony case processing time is 310 days***
- **Year over year processing time decreased 38% in 2022**
- **Many jurisdictions still operating well over 400-day medians**
 - Harris, TX
 - Dane County, WI
 - Adams County, CO
 - Oahu, HI

**Excluding Aug/Oct/Nov data where hundreds of inactive cases were purged from the caseload*

Average Length of Stay Is 50% Higher Than Pre-Pandemic

Fulton County Jail Average Length of Stay By Month



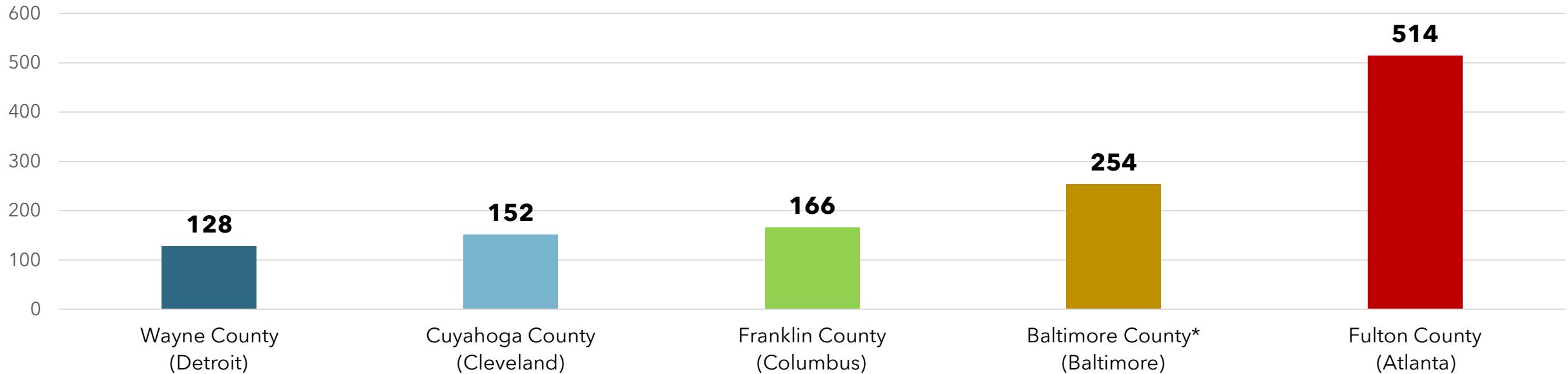
- **ALOS is up 50% compared to 2019**
- **ALOS is higher than it was prior to the pandemic**
- **Felony ALOS has increased 25 days since 2019**
- **Nearly 50% of the jail's population are unindicted felons**
- **56% of the unindicted population have been held for less than 100 days**

	Misd/Other ALOS	Felony ALOS	Total ALOS
2016	8.8	61.8	37.2
2017	9.1	60.3	36.7
2018	7.2	53.8	33.2
2019	9.7	61.5	39.2
2020	11.0	67.1	47.8
2021	8.2	86.1	58.6
2022	9.3	86.8	58.9

Incarceration Rate Is a Key Driver of Fulton County Jail Size

Beds per 100,000

Jail Beds per Capita in Comparable Urban Counties with New Jails under Design/Construction



Wayne County, MI
Population: 1,774,816
Size of Jail: 2,280 Beds

Cuyahoga County, OH
Population: 1,249,387
Size of Jail: 1,900 Beds

Franklin County, OH
Population: 1,321,414
Size of Jail: 2,190 Beds

Baltimore County, MD*
Population: 1,425,814
Size of Jail: 3,620 Beds

Fulton County, GA
Population: 1,065,334
Size of Jail: 5,480 Beds

*including Baltimore City

Alternatives to Incarceration & the Justice System

Criminal Justice / Social Services Coordinating Council

Intercept 0 Community Services	Intercept 1 Law Enforcement	Intercept 2 Initial Detention / Initial Court Hearings	Intercept 3 Jail / Courts	Intercept 4 Re-Entry	Intercept 5 Community Corrections
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Center for Diversion & Services

Re-Entry

**Divert Those Charged for Minor Offenses
With Outstanding Warrants**

**County-Operated
Misdem. Probation**

Day Reporting

Sobering Center

Sobering Center

Sobering Center

"One Stop Shops"

Pre-Trial Services

"One Stop Shops"

Familiar Faces & 24/7 Response Teams

Speed Court Processes, Rocket Docket, < Continuances

**In- & Out-Patient
MH Treatment**

**In-Patient & Out-Patient
Mental Health Treatment**

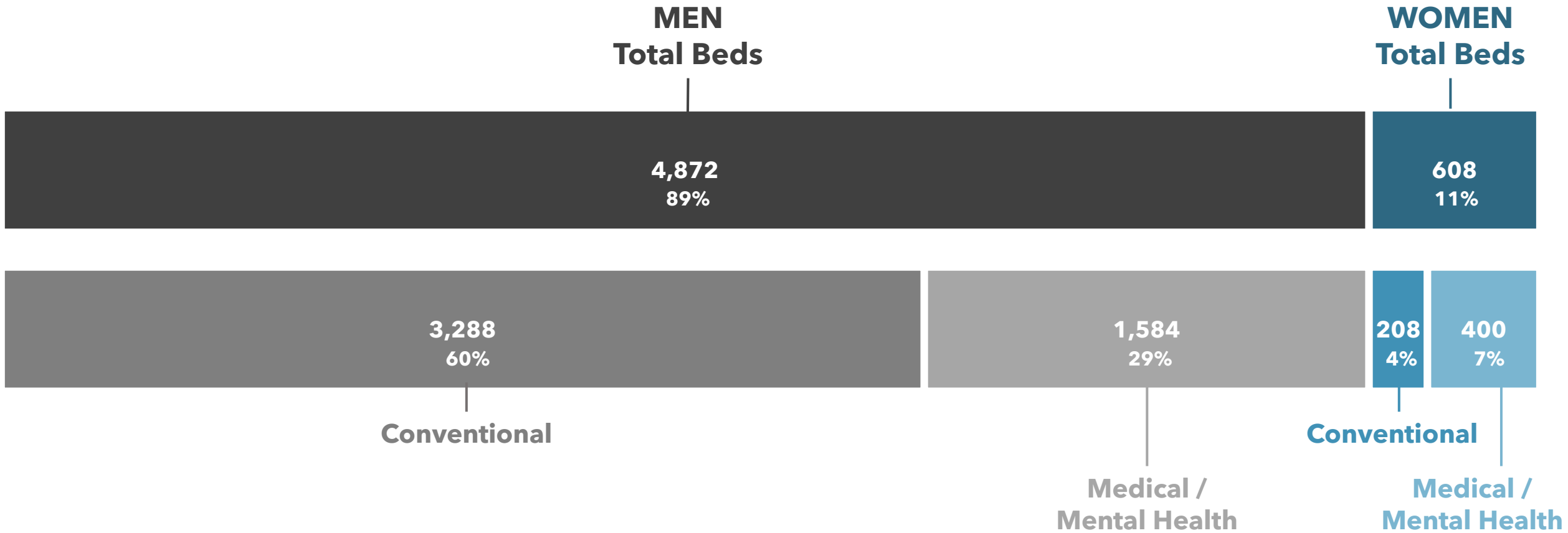
**In-Patient & Out-Patient
Mental Health Treatment**

**Accountability Courts
(Drug, MH, Vet., DUI)**

**Accountability Courts
(Drug, MH, Vet., DUI)**

***Launch**
***Expand**

New Jail Bed Distribution



New Jail at Rice Street

PROS:

- COUNTY OWNED PROPERTY
- PROXIMITY TO COURTS AND GRADY HOSPITAL
- SINGLE PHASE CONSTRUCTION
- Community Acceptance (NIMBY)
- Known Infrastructure in Place
- Strong Civic Presence

CONS:

- DISPLACEMENT OF EXISTING OCCUPANTS
- COST OF DEMOLITION
- Impact on Existing Operations
- Proximity to Westside Beltline
- Potential Increase in Traffic Movement onto Local Streets



Financing Options

General Obligation Bonds

PROS

- Lowest cost of capital
- Mitigates investor ESG* concerns

CONS

- Exceeds County's GO fund balance
- Execution risk if voter approval required

Third-Party Conduit Issuance (Tax Exempt)

PROS

- May not crowd-out County debt capacity
- Potentially less impact to County credit rating

CONS

- Slightly higher interest rate
- Higher transaction cost
- Risk of investor ESG* concerns
- Needs a dedicated DS payment source (e.g., lease payment)

Public-Private Partnership (P3) (Tax Exempt)

PROS

- Faster and more certain execution
- Risk transfer & life-cycle savings
- Can mitigate ESG* concerns

CONS

- Obligates County to 30+ year maintenance contract
- Could be perceived as "privatizing" the jails

* Environment, Social (Equity), and Governance Rating