

REIMAGINING ACDC PROJECT: FRAMEWORK AND PARAMETERS

This document serves as a guide for Task Force members, consultants and key stakeholders associated with the Reimagining Atlanta City Detention Center (ACDC) Project. It includes:

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FRAMEWORK:

Vision:

Mayor Bottoms and the Atlanta community have a bold vision to transform the ACDC into a Center for Equity.

- We envision the reimagined ACDC as a vibrant place of healing and opportunity, embracing restorative practices, comprehensive support, and cultural offerings.
- We believe that these investments in this manner will improve public safety and security to save lives.
- We believe in a community-driven approach that is open and transparent and which advances evidence-based services through a data driven process.

Goals:

1. Eliminate the need for the ACDC as an arrest processing and detention center;
2. Establish a dynamic and vibrant Center for Equity, ideally through the transformation of the ACDC, that will advance racial and economic equity, promote restorative justice, and invest in the well-being of individuals, families, and communities;
3. Engage individuals, families and communities impacted by incarceration and ensure openness and transparency in the planning process;
4. Create a center for Equity that is long term financially sustainable;
5. Ensure and improve safety and wellness across all of Atlanta's neighborhoods

PROJECT SUMMARY:

The ACDC, located in the heart of Atlanta at Peachtree Street NW and Memorial Drive SW, is an 11-story, 471,000 square foot active detention and arrest-processing center. Construction of the current ACDC facility occurred in 1996, and has the capacity to house approximately 1,300 detainees. However, the average daily population of detainees is currently less than 150 because of Mayor Bottoms' and community-led successful efforts to decriminalize several low-level offenses; launch a pre-arrest diversion initiative; reform municipal cash bail, reduce crime in our city; and end a long-term contract with U.S. Immigration and Customs Enforcement.

It is a top priority of Mayor Bottoms to put this underutilized facility to more productive use as a multi-faceted center for wellness and healing, skills-building, economic mobility and crime prevention, for people, families and communities impacted by the history of over-incarceration. By converting this space, the City of Atlanta seeks to invest in people to break the cycle of poverty while at the same time improving public safety practices and opportunities that reduce recidivism and re-build lives.

The goal is for a fully retrofitted facility to permanently house a diverse set of social service, not-for-profit, recreational and cultural activities. It will also include compatible revenue-generating uses to help make the Center for Equity financially viable and to provide a vibrant, beautiful and welcoming space for the community and the people it will serve.

The collective effort to recommend the financial and physical feasibility of converting the ACDC into a Center for Equity, to define the activities within it, and to determine the policy changes needed to support conversion of the facility, is called the Reimagining ACDC Project.

The anticipated phases of the project include:

- Phase I: Preliminary Feasibility Analysis and Conceptual Design (*anticipated July 2019 – February 2020*)
- Phase II: Detailed Feasibility Analysis for Preferred Scenario selected by the Mayor
- Phase III: Pre-Development
- Phase IV: Construction

To accomplish Phase I, the City has established the Reimagining ACDC Task Force, comprised of local stakeholders and experts selected through an application process that was open to the public. The City and partner organizations have retained various consultants to support the Phase I process.

CHARGE TO THE TASK FORCE

From the Authorizing Legislation:

The Council of the City of Atlanta hereby resolves to establish a Task Force to lead the comprehensive process of the transformation of the Atlanta City Detention Center (ACDC) by evaluating potential re-use that could benefit the entire community.

Be it further resolved that the Task Force will engage in a directed visioning and planning process to advise how best to potentially revitalize the facility. Research, investigation, and planning shall include but is not limited to:

- *Guiding a Community Engagement Process to ensure thorough and meaningful engagement of the larger community of stakeholders in collective visioning and planning;*
- *Engaging in an in-depth needs assessment, including but not limited to interviewing current and former detainees, their families, and the larger community to assess service and support needs;*
- *Developing recommendations/options for the core programming of the transformed facility, informed by input from the larger community, to share with the Mayor;*
- *Researching best innovative potential uses of the building and/or land;*
- *Understanding the larger context of justice reforms in the City of Atlanta and generating policy recommendations to further reduce the detention population and ensure success of the project;*
- *Researching the most viable business models for a potentially repurposed facility, including but not limited to such models as a mixed-use site;*
- *Investigating and evaluating development scenarios and design concepts as they are developed;*
- *Identifying potential investors and funders, and possibly assisting in "friend-raising" and fundraising; and*
- *Providing strategic thinking and lending thought leadership to the project throughout the tenure of the Task Force.*

Expectations and Responsibilities of Task Force Members:

Task Force members are expected to contribute their time, expertise, and thought leadership during Phase I of the project: Conceptual Design and Preliminary Feasibility Analysis, which will launch in the Summer of 2019 and last approximately 9 months.

Task Force members are responsible for sharing perspectives and input; reviewing deliverables of staff and consultants at key points throughout the consulting engagement; determining final program and policy recommendations to be made to the Mayor; and delivering final conceptual design and financial feasibility scenarios to the Mayor with a possible recommended preferred scenario.

Responsibilities of Task Force Members:

- Task Force members are expected to actively participate throughout the duration of Phase I of the project, from the Launch Kick-off meeting through the Final meeting;
- Task Force members are expected to attend all Task Force meetings, which will be held every 6-8 weeks, and should not exceed 4 or 5 meetings in total;
- Task Force members are expected to join a Working Group (discussed below);

- Task Force members may designate one person to attend meetings in their place in the event of their unavailability;
 - Ex-Officio Task Force members may assign a Senior Staff to attend in their place, but must be present for both the Kick-off and Final Task Force meetings;
 - Task Force members are encouraged to participate in community engagement sessions related to the project, and may be asked to help coordinate, lead, or take an active role in certain instances;
- Communication to the public and press about the work of the Task Force and its recommendations will be supported by the Mayor's Office and the Co-chairs. All Task Force members should direct any request for official comment to Mayor's Office and Co-Chairs.

Task Force Structure

- All Task Force meetings will be open and welcoming to the public;
- Working groups will be created on the topics of Program, Policy, and Building. The working groups will be comprised of Task Force members and may include additional ad hoc members. The work groups will conduct research, brainstorm ideas, and produce preliminary recommendations, which will be shared with the full Task Force for deliberation;
- Working groups will set meetings to occur between the Task Force Meetings;
- The principal point of contact for Task Force members will be the Reimagining ACDC Project Manager, to be hired by the City of Atlanta.

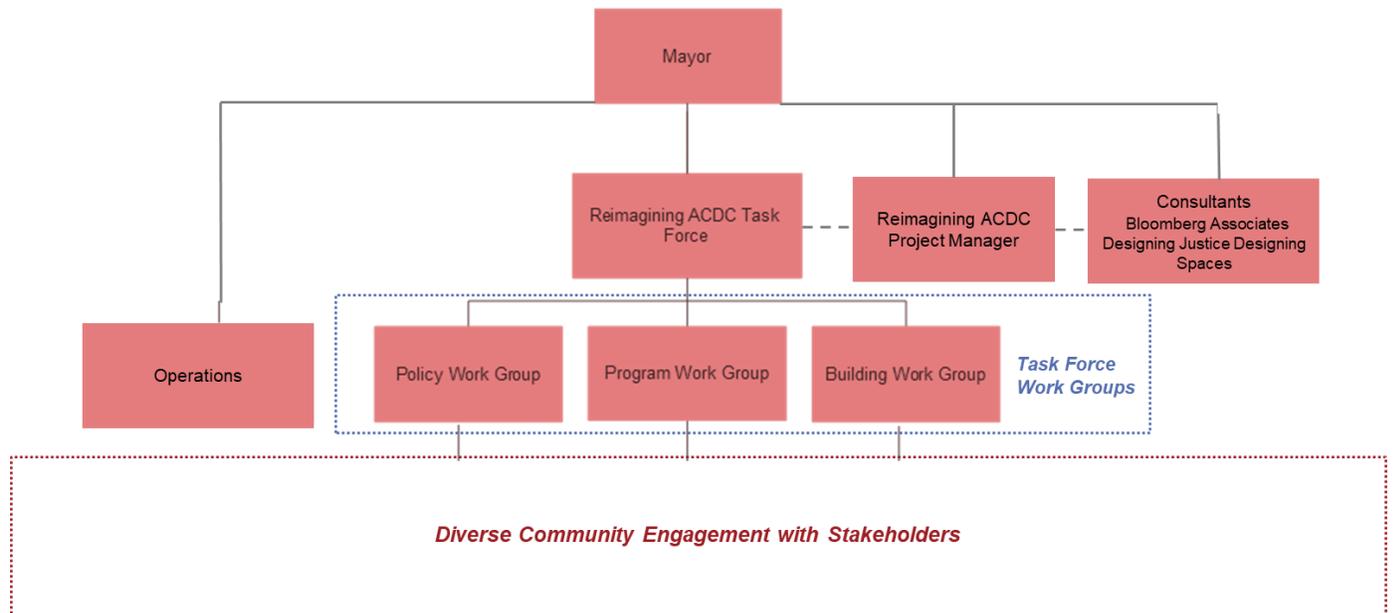
KEY PARAMETERS

The following parameters shall guide the work of the Task Force, staff and consultants:

- The focus of the Center for Equity will be restoration, wellness and opportunity, especially for individuals, families and communities impacted by incarceration, and in accordance with the vision.
- All opinions and perspectives of Task Force members and constituents are valued in this process. The Task Force should engage in an open and honest exchange in an environment respectful of all voices and perspectives.
- The Task Force shall lead with transparency and ensure a broadly inclusive community engagement process that encourages diverse perspectives from all stakeholders.
- Under no recommended scenario shall ACDC be used as a jail, or center of detention or incarceration, or as an arrest- processing center, by the City or any alternative user.
- The programming of the Center for Equity will ideally include multiple, co-located activities within the building that support the vision.
- The Task Force shall provide recommendations to the Mayor for desired programming of the Center for Equity, policies to support the vision, and conceptual design scenarios for the physical transformation of the space.
- The Center for Equity shall be financially feasible and financially sustainable from a development and operations perspective. To achieve this, revenue opportunities should be identified and compatible revenue producing uses should be recommended for co-location.
- Recommendations made by the Task Force related to policy, program, and building scenarios developed shall be data-driven and evidence-based.
- The Task Force, with the support of staff and consultants, should generate three recommended scenarios for the Mayor's review:
 - Two scenarios should lay out the desired programming and recommended configuration within the current building.
 - One of these two scenarios should maximize the portion of the building dedicated to complementary rent/revenue-generating uses to contribute to financial independence that does not require ongoing annual subsidy from the City's general fund.
 - A third scenario should consider a Center for Equity through an alternative option other than converting the existing ACDC facility (i.e. demolition of the current facility and rebuilding on its current site).
 - All the scenarios should include:

- Cost estimates
 - Stacking diagrams
 - Development, ownership and management models
 - Pro forma
 - Conceptual designs
- Compatible uses that can be considered include:
 - Commercial, office, medical, retail, dining & entertainment, concessions
 - Arts/cultural
 - Institutional or educational uses
 - Co-living or other residential use
 - Events
- Compatible uses may also include government offices/uses to both support the vision and to contribute to the project’s financial feasibility and long-term sustainability.
- The Task Force should also recommend the best options for what type of entity or combination of entities should develop, own, and operate the Center for Equity.
- Recommendations will be advanced to the Mayor for her review and action.

PROJECT ORGANIZATION & ROLES



Mayor:

- Sets the vision and goals of the Reimagining ACDC Project
- Reviews recommendations developed by the Task Force and other information provided by consultants associated with the project and makes decisions related to the future of the ACDC and the Center for Equity

Task Force Co-Chairs:

- Lead the Task Force to accomplish its charge
- Make final recommendations as to the program, policy and building scenarios for the Mayor
- Ensure all perspectives and voices are heard
- Ensure accountability and transparency of the process
- Serves as the point of contact for the Designing Justice Designing Spaces (DJDS) consultant team

Task Force Members:

- Contribute perspectives and input to the Reimagining ACDC Project
- Develop program, policy, and building scenario recommendations
- Review deliverables of the Consultants at key points throughout the consulting engagement
- Participate in community engagement
- Participate in working groups if desired

Task Force Working Groups: There will be three Task Force working groups, which will meet regularly between Task Force meetings. They will be staffed by City of Atlanta senior staff, who will organize and support the work.

- **Policy work Group – Review city ordinances carrying criminal penalties with the objective of amendment or deletion, consistent with public safety**
 - Engages legal and policy experts
 - Reviews current city ordinances that carry criminal penalties
 - Gathers and reviews data related to arrests, detentions and incarcerations for City ordinances and traffic violations
 - Gathers perspectives from stakeholders
 - Produces recommendations for repeal and/or conversion/reclassification of municipal criminal offenses
- **Program Work Group – Exploration of services and activities to be housed in the building that would best advance well-being consistent with the vision**
 - Engages experts and conducts interviews as needed
 - Identifies target populations and data indicators describing the well-being of the population
 - Inventories best practice programs and services currently offered to target populations
 - Summarizes data findings, needs assessment and best practice programs
 - Identifies gaps and opportunities in program and service offerings
 - Explores compatible uses
 - Formulates preliminary program recommendations to Full Task Force
- **Building Work Group – Analysis of the building capacity for adaptive reuse as a Center for Equity and envisioning of design scenarios to achieve that**
 - Reviews relevant studies and information related to the ACDC facility
 - Engages local real estate and design industry professionals as needed

- Provides initial review of the work of consultants, including preliminary feasibility analysis and conceptual design, building assessment, market analysis, and others, and shares comments and recommendations with the Task Force
- Provides guidance and input to the Program Work group and DJDS consultant team as the program is developed

Parallel Activities

In addition, a number of efforts will be undertaken to support the work of the Task Force and the Mayor.

- **Community Engagement**
 - A robust community engagement process will be designed and implemented with the Task Force by the consulting group Designing Justice Designing Spaces (DJDS) to achieve the vision and goals articulated. City of Atlanta staff and consultants will work with each of the working groups to support and integrate this engagement.
- **Communications**
 - Identifying a clear message and image for the vision of the facility, and this effort overall will also be a priority for the staff and consultants.
- **Finance**
 - Potential costs of the program and capital options will be important to understand. Staff from the City of Atlanta and consultants will be assigned to support these efforts within each of the working groups.
 - The staff working in each of the separate working groups on financing questions will be called upon to provide their working group finance conclusions to DJDS to incorporate into a single pro forma integrated feasibility analysis. Iterations back and forth will occur until a final recommendation to the Mayor is made.
- **Fundraising**
 - Task Force members will also be an important resource in helping the city identify funding partners and opportunities, and participation on this front will be welcomed.
- **Operational Review**
 - City staff will assess and address operational implications associated with closing the ACDC for Police and Corrections functions of the City, and accommodation of any other activities now undertaken at ACDC.

ACDC Project Manager:

- Coordinates the project's multiple work streams, ensuring integration;
- Manages the broad array of internal and external stakeholders associated with the project;
- Scopes, retains and manages consultants;
- Maintains an overall birds-eye view of the project and ensures it stays on track to achieve the Mayor's overarching goals and vision;
- Develop and maintain an overall project timeline;
- Develop documents, presentations, and other materials;
- Communicates important updates to the Task Force and relevant partners;

- Serves as the point of contact for overall project management for Bloomberg Associates
- Reports to the Mayor or her designated senior staff

Consultants

- **Designing Justice Designing Spaces**
 - Serves as the lead consultant to develop the preliminary feasibility analysis and conceptual design;
 - Reports to the Task Force on engagement of the larger community to develop the designs;
 - Reports to the Co-Chairs of the Task Force;
 - Reports to the Project Manager on a day-to-day basis
- **Bloomberg Associates**
 - Serves as the lead consultant for overall project management
 - Assists the City's project manager in facilitating the Planning Team and to the Co-Chairs in facilitating the Task Force
 - Provides strategic advice to the City on the Reimagining ACDC project as a whole and on aspects of the preliminary feasibility analysis and conceptual design as requested
 - Reports to the Co-Chairs of the Task Force.
 - Reports to the Project Manager on a day-to-day basis
- Other consultants may be retained by the City or project partners to support the project.

Planning Team

A core group of City staff and Task Force members who have been instrumental in getting the Task Force to this point, have been meeting regularly. They have shepherded the legislation through to adoption, overseen the formation of the Task Force and prepared materials for the initial Task Force meeting. The planning team will continue to meet for the duration of the Task Force life, in weekly planning calls, to ensure thorough preparation, response and follow through on all Task Force needs and requests.