Reimagining Atlanta City Detention Center (ACDC) Task Force Meeting 5
Opening

Maria Russo, Reimagining ACDC Program Manager
Welcome

Ms. Marilynn Winn, Women on the Rise, Co-Chair
Welcome (continued)

Bill McGahan, GeorgiaWorks, Co-Chair
Reimagining ACDC Task Force Process

Meeting 1 (July 2019)

Meeting 2 (Sept 2019)

Meeting 3 (Dec 2019)

Meeting 4 TODAY

Meeting 5 (Apr 2020)

Community Engagement

Policy Workgroup

Program Workgroup

Building Workgroup
Phases of the Initiative

Phase I
- Preliminary Feasibility Analysis and Conceptual Design
  (July 2019 – April 2020)

Phase II
- Detailed Feasibility Analysis for Preferred Scenario selected by the Mayor
  (May 2020 – TBD)

Phase III
- Pre-Development
  (Timeline TBD)

Phase IV
- Construction
  (Timeline TBD)
What we are working to answer in Phase II? (May 2020 – TBD)

- What is the Mayor to decide on once the deliverables of Phase 1 are complete?
- How are decisions going to be made in Phase II?
- How will Task Force and community members continue to engage in Phase II of the initiative?
- What resources are needed to continue the work of the initiative beyond the Task Force?
- What is the right timing to close the jail?
What additional questions do you have moving into Phase II?
Progress Review

Sheryl Ude, Senior Project Manager to the Chief Operating Officer
Objectives & Focus

• Review City ordinances and State statutes to eliminate the need for the ACDC as an arrest processing and detention center
• Ensure recommendations are consistent with public safety
• Formed City and State subcommittees

Three Major Areas of Recommendations

1. Legislative Changes to City Code
   • Repeal of all quasi-criminal city ordinances where there is a parallel state statute.
   • Conversion to civil of City Ordinances violations relating to housing, building code, zoning, and other business and land use-related violations.
   • Conversion to civil of City-only ordinances which relate to violating public park rules and other public space violations.
   • Repeal of City-only ordinances related to animal control (recognizing these are now managed through state animal control processes) and inhaling spray paint (an anachronism).
   • Repeal of a rarely used city ordinance regarding discharge of a firearm within City limits.
   • Repeal of open container on a sidewalk ordinance.
2. **Recommendations to State Legislature**
   - Conversion to civil of traffic violations which do not present an immediate public safety concern.
   - Repeal of statutes relating to use and possession of marijuana.
   - Retain as criminal the remainder, primarily including traffic violations which pose a public safety threat.

3. **Municipal Agency Responsibilities**
   - *Municipal Court.* For violations that would be converted to civil, the Task Force recommends that the Atlanta Municipal Court retain jurisdiction to adjudicate these cases as civil matters.
   - *Public Defender.* The Task Force recommends those converted to civil violations retain the assignment of counsel through the City of Atlanta Public Defender’s office.
Objectives & Focus

• Explore services and activities that could be housed in the building that would best advance well-being consistent with the vision for the Center for Equity
• Generate a set of program recommendations for the best use of the repurposed ACDC facility
• Prioritized justice reform, employment and financial empowerment, housing and homelessness, and physical mental, and behavioral health

Program Recommendations

• Multi-service, holistic, client-centered facility (e.g., drop-in center for residents, drop-off center for first responders, etc.)
• Range of housing opportunities (e.g., affordable housing, supportive housing, and/or sobering, shelter, safe-haven, or crisis-intervention beds)
• Beacon of community hope and inspiration (especially for those who have been most directly harmed by practices of mass incarceration and/or from historical disinvestment)
Community Engagement Updates

Objectives
• To collect perspectives and ideas from a broad base of Atlanta residents
• To funnel collected responses into three design proposals

Community Engagement Progress
• Presented to over 25 community-based organizations, businesses, and organizations
• Conducted interviews with over 50 service providers and experts
• Held 5 Townhalls for targeted geographic and identity-based demographics

Please fill out the forms on your table for any people, groups, and organizations that have an interest in getting more involved!
What are initial responses to the Policy and Program recommendations?
How do we close the jail?
What do you want the Center for Equity to become?
What did the Community say?
What was heard?
What is the estimated cost?
What other input, analysis and ideas need to be included in the final recommendation(s)?

Construction
Activism / Policy Change
Community Engagement
Coding & Analysis
Preliminary Design
Preliminary Cost Estimate / Financial Analysis

Center For Equity Is Built!

Pre-Development
Iteration & Refinement

- 3 OR MORE YEARS
- Schematics
- Design Development
- Permitting
- Construction Documents
- Bidding

- Initiative Passed
- Project Launch
- Task Force Formed
- TASK FORCE MTG. 1 - 07.16.19
- TASK FORCE MTG. 2 - 10.09.10
- Start Stop Continue
- Space Planning Game
- Seat at the Table
- Program Provider Interviews
- TASK FORCE MTG. 3 - 10.29.19
- TASK FORCE MTG. 4 - 12.10.19
- TASK FORCE MTG. 5 - 02.25.20
- TASK FORCE MTG. 6 - 04.25.20
Building Equity through Process

What would you like the Center for Equity to include?

Menu Cards
Stop Start Continue
Space Planning & Finance Game
Building Equity through Process
What would you like the Center for Equity to include?

- **Education:** 141
  - Adult Education: 31%
  - K-12 Education: 19%
  - Learning/Enrichment Space: 8%
  - Afterschool Programs/Spanning

- **Behavioral Health Services:** 115
  - Crisis stabilization beds
  - Anger management/Counseling/Triage
  - Mental Health Services: 34%
  - ADD/ADHD/Autism Services: 25%

- **Health & Wellness/Holistic Services:** 113
  - Clinic/Dental
  - Self Care, Grooming, Spa Massage, Aromatherapy, Medical Marijuana

- **Employment:** 75
  - Vocational Training: 54%
  - Job Opportunities: 22%
  - Benefits: 22%

- **Green Spaces/Public & Open Space:** 70
  - Garden: 22%
  - Park: 18%
  - Community Garden: 15%

- **Retail:** 59
  - Financial Empowerment: 47
  - Commercial: 23

- **Justice Spaces:** 58
  - Spiritual and Faith-Based: 17

Menu Cards
A Seat at the Table
Center for Equity: Village Pathways & Intersections
A New Kind of One-Stop Shop

- Community Hub
- Home & Hospitality
- Food Sovereignty
- Embedded Arts & Culture
- Knowledge Building
- Healthy Mind & Body
- Retail Marketplace
- Access to Justice
- Financial Freedom
4 DEVELOPMENT OPTIONS

#1 Equity Podium
#2 Downtown Anchor
#3 Center for Equity Campus
#4 Distributed Equity
2 REPURPOSING STRATEGIES

#1 Equity Podium

#2 Downtown Anchor
Repurposing the Building: Design Strategies for Transformation

A New Facade and Letting the Light In

1. Replace Portions of the Existing Facade
2. Cut Mezzanine Floors to Let More Light In
3. Demolish Existing Interior Cells & Pod Walls
4. New Cross Laminated Timber Floor Mezzanine Infill
Repurposing the Building: Design Strategies for Transformation
A New Facade and Letting the Light In
Building Program Module: Design Features
The Hospitality Spine: Indoor Community Spaces
Building Program Module: Design Features

The Hospitality Spine: Embedded Nature Nature

OUTDOOR GREEN SPACE/ URBAN FARM GROW AREAS

MEZZANINE

MAIN FLOOR

OUTDOOR GREEN SPACE/ OPEN COMMON AREA
Building Program Module: Design Features

MEP/ Vertical Circulation

STAIR WELLS & ELEVATORS

MEZZANINE

MAIN FLOOR

MECHANICAL/PLUMBING & ELECTRICAL SPACES
EXPRESSING THE PATHWAYS
Center for Equity: Village Pathways & Intersections
A New Kind of One-Stop Shop

COMMUNITY HUB
HOME & HOSPITALITY
FOOD SOVEREIGNTY
EMBEDDED ARTS & CULTURE
KNOWLEDGE BUILDING
HEALTHY MIND & BODY
RETAIL MARKETPLACE
ACCESS TO JUSTICE
FINANCIAL FREEDOM
Access to Justice

Healthy Mind & Body

Home & Hospitality
Pathway Programming: How do the Modules Work?
Transforming the Upper Floor Levels

9 PATHWAYS
Pathway Programming: Transforming the Basement Level

ACDC
Existing Floor Plan

CENTER FOR EQUITY
Proposed Floor Plan

MECHANICAL / ELECTRICAL / PLUMBING
LOADING DOCK
ADMINISTRATION OFFICES
COMMERCIAL KITCHEN

HOSPITALITY
KNOWLEDGE BUILDING
COMMUNITY HUB
FOOD SOVEREIGNTY
DATA CENTER
FINANCIAL FREEDOM
Pathway Programming: Transforming the Ground Level

ACDC
Existing Floor Plan

CENTER FOR EQUITY
Proposed Floor Plan

INTAKE / SUPPORT
ADMINISTRATION OFFICES
MAIN LOBBY

COMMUNITY HUB / CHILDCARE
ACCESS TO JUSTICE
HEALTHY MIND & BODY

RETAIL / MARKETPLACE
FINANCIAL FREEDOM
HOSPITALITY

FOOD SOVEREIGNTY

EXISTING FLOOR PLAN

PROPOSED FLOOR PLAN
Center for Equity: Village Pathway Programming
A New Kind of One-Stop Shop

- Home & Hospitality
- Food Sovereignty
- Community Hub
- Access to Justice
- Embedded Arts & Culture
- Knowledge Building
- Financial Freedom
- Healthy Mind & Body
- Retail Marketplace
Pathway 1: Community Hub

Sample Components

6. Admin Offices / Staff Areas
19. Classrooms / Community Meeting Spaces / Labs
3. Dance / Yoga / Group Exercise Rooms
1. Large Multipurpose Event Space
3. Workout / Equipment Rooms
1. Library Resource Area

Financial Summary

<table>
<thead>
<tr>
<th>Description</th>
<th>Area/SF</th>
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<tbody>
<tr>
<td>Modules B &amp; D</td>
<td>26,937 SF</td>
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<tr>
<td>Base Building Costs</td>
<td>$182 / SF</td>
</tr>
<tr>
<td>Tenant Improvement</td>
<td>$127 / SF</td>
</tr>
<tr>
<td>Total Development Costs</td>
<td>$11.2M</td>
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<tr>
<td>Rental Income</td>
<td>$12 – $18 / SF</td>
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<tr>
<td>Coverage: Operations</td>
<td>1.7x - 2.6x</td>
</tr>
<tr>
<td>Coverage: Total Costs</td>
<td>1.2x - 0.8x</td>
</tr>
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</table>
## Building Program Modules: How Much Do They Cost?

### Financial Analysis

<table>
<thead>
<tr>
<th>Step 1 — Development Assumptions:</th>
<th>Step 1 — Questions &amp; Analysis:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Square Footage</td>
<td>• Are the areas adequate for the programming?</td>
</tr>
<tr>
<td>• Time - Predevelopment, Construction, Occupancy</td>
<td>• Time is money. How long will development take?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Step 2 — Uses of Capital:</th>
<th>Step 2 — Questions &amp; Analysis:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Base Building Development Costs</td>
<td>• What is the cost of delivering a “warm shell”?</td>
</tr>
<tr>
<td>• Module’s Tenant Improvements</td>
<td>• How much is each Tenant Improvement package</td>
</tr>
<tr>
<td>• Financing Costs</td>
<td>• Could tenants’ pay for their own build-outs?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Step 3 — Sources of Capital:</th>
<th>Step 3 — Questions &amp; Analysis:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Debt</td>
<td>• What are the possibilities/limits of borrowing?</td>
</tr>
<tr>
<td>• Equity / Site Contribution</td>
<td>• If there is financing gap, how can it be filled?</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Step 4 — Post-Completion Operations:</th>
<th>Step 4 — Questions &amp; Analysis:</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Rental Income</td>
<td>• Does the module cash flow cover operations?</td>
</tr>
<tr>
<td>• Operating Costs</td>
<td>• Does the module cash flow cover total dev. costs?</td>
</tr>
</tbody>
</table>
**Strategy Narrative**

- Limit construction cost
- Reduced development period
- Strategic demolition
- Facade replacement
- Split tenancy - Center for Equity and non-center tenants
- Attract non-center tenants with complementary uses
- Positive cash flow from non-center area is used to finance development of the Center.
- Preserve option to expand Center in a second phase
- Tenant fit-out costs = $77 - 177 / SF

**Hard Cost Budget**

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>Center for Equity SF</td>
<td>266,000 SF</td>
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<tr>
<td>Total SF</td>
<td>518,000 SF</td>
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<tr>
<td>Base Bld. Hard Costs *</td>
<td>$65 - 70M</td>
</tr>
<tr>
<td>Tenant Fit-Out Costs</td>
<td>$20 - 47M</td>
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</table>

* Includes core and shell base building costs, but does not include soft costs and financing costs.
**Finance & Development: Strategy 2**

**Downtown Anchor - Full Repurposing**

**Strategy Narrative**
- Incorporation of all desired programmatic uses
- Catalytic project for South Downtown
- The change of use carries complexity. Increased contingencies (time and money)
- Anticipated development costs and uses create a financing gap
- Creative financing structures can cover some development costs
- A bold project vision can attract additional resources (strategic partnerships, philanthropy)
- Tenant fit-out costs = $77 - 177 / SF

**Hard Cost Budget**

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
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</thead>
<tbody>
<tr>
<td>Center for Equity SF</td>
<td>369,000 SF</td>
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<tr>
<td>Total SF</td>
<td>518,000 SF</td>
</tr>
<tr>
<td>Base Bld. Hard Costs *</td>
<td>$65 - 70M</td>
</tr>
<tr>
<td>Tenant Fit-Out Costs</td>
<td>$28 - 65M</td>
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* Includes core and shell base building costs, but does not include soft costs and financing costs.
2 NEW BUILD STRATEGIES

#3 CENTER FOR EQUITY CAMPUS

#4 DISTRIBUTED EQUITY
#3: Center for Equity Campus
New Build: Site Catalyzing Development

Masterplan Workshop Themes:

- Cultivating partnerships for cohesive development of private and public owned lots near ACDC
- Promoting a mix of amenities, activities, and uses that encourage people to come and stay in south downtown.
- More residential: The missing middle
- Rethinking Existing Uses, Lots, and businesses around site
#3: Center for Equity Campus
Parking Lots and Garages

Masterplan Workshop Themes:

- Develop Municipal Parking deals for a few larger centralized multi-level municipal parking garages and develop surface lots
- Some existing lots could become parks/open space
#3: Center for Equity Campus

Public Open Space and Access

Masterplan Workshop Themes:

- Promoting local food production, cultivation and distribution in South downtown
- Expression of Public Art, Culture and Permanent Support for local Artists
- Promoting cohabitation and reducing competition for the public space by encouraging stakeholders to share their environment
- Addressing homelessness Build public spaces that are hospitable to all
#3: Center for Equity Campus

New Build: Site Analysis — Pedestrian and Vehicular Flow

Masterplan Workshop Themes:

- Promoting pedestrian safety/circulation & access with improved Pedestrian Pathways around the ACDC
- Improve pedestrian experience from MARTA to entry of ACDC
- Activate edges around pedestrian pathways and gathering spaces
- Improving entrances and access to building
#3: Center for Equity Campus
New Build: Site Analysis — Structure & Phasing
#3: Center for Equity Campus

New Build: Site Massing

- GATEWAY CENTER
- BUILDING 2
- BUILDING 3
- MARTA

- Activated Public Plaza
- Outdoor Terraces
- Campus Massing
- Activated Street Edge/Daily Needs Retail
#3: Center for Equity Campus

Basement Level Programming

- Grocery Store
- Commercial Kitchen
- 5G DATA CENTER
#3: Center for Equity Campus

Ground Level Programming
#3: Center for Equity Campus

Second Floor - Community Hub
#3: Center for Equity Campus
Sixth Floor - One Stop Shop

BUILDING 1

BUILDING 2

BUILDING 3

Knowledge Building

Financial Empowerment

Legal Services
Finance & Development: Strategy 3

New Build: Center for Equity Campus

Strategy Narrative

- Demolition of the existing structure
- Incorporation of all desired programmatic uses
- Fresh start reduces construction complexity, development contingencies, and architectural compromises
- Significant opportunities for public-private partnerships, multi-phased development, and innovative ownership structures
- Relies heavily on the strength of financial/transactional deal-making
- Tenant fit-out costs = $77 - 177 / SF

Hard Cost Budget

<table>
<thead>
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<th>Description</th>
<th>Amount</th>
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<tr>
<td>Center for Equity SF</td>
<td>380,000 SF</td>
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<tr>
<td>Total SF</td>
<td>463,000 SF</td>
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<tr>
<td>Base Bld. Hard Costs *</td>
<td>$85 - 91M</td>
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<tr>
<td>Tenant Fit-Out Costs</td>
<td>$29 - 67M</td>
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* Includes core and shell base building costs, but does not include soft costs and financing costs.
#4: Distributed Equity

Design Strategy
#4: Distributed Equity
Precedent: Restore Oakland
#4: Distributed Equity

Part I: Demo and Grow
Part II: Distribute
Distributing Equity

**Strategy Narrative**

- ACDC is demolished and site is developed as a park, memorial, urban farm or seed bank
- Service model pivot. A decentralized network of smaller Centers of Equity replaces the concept of single center.
- Site selections could be based upon which communities were most impacted by ACDC and would most benefit from accessible resources.
- Smaller, neighborhood-oriented Centers improve ability to execute by reducing the execution risks associated with large-scale projects, while offering greater flexibility to customize by neighborhood.
- Through the development of the modules, a small format Center for Equity is estimated to be 75-100K SF or 20% of the size of the current ACDC.
- Depending on desired site locations, additional Centers could be new construction or repurposed buildings.
- The current ACDC site could pilot the small format Center for Equity with new construction.
DEVELOPMENT & FINANCE SUMMARY
4 OPTIONS

#1 Equity Podium

#2 Downtown Anchor

#3 Center for Equity Campus

#4 Distributed Equity
Development Strategies: Moving Toward Iteration & Refinement

Review of Development Themes

- **Intention.** Jail closure, phase development, catalytic growth
- **Marketing.** Attracting interest from community, municipal leadership, tenants, investors, and lenders
- **Site Value.** Decision-making around land use
- **Option Value.** Creating flexibility and viable alternatives
- **Risks.** Weighing construction complexity, development contingencies, architectural compromises
- **Costs.** Pairing resources with priorities
- **Speed.** Urgency, creating value, time-value of money
- **Mixed Uses.** Non-center tenants offer revenue, but at a cost (space, development cost, etc.)
- **Financial Sustainability.** Covering operating costs and total development costs
- **Vision Alignment.** Tracking progress from the 2019 resolution to now
• Which of the **four development strategies resonates most with you** regarding its overall response to the Mayor’s resolution to transform the Atlanta City Detention into a Center for Equity?

• How does your chosen development strategy respond to the **most impacted communities** of the former Atlanta City Detention Center?

• **In what ways do you see yourself and your community** contributing to continue informing and advancing this process and the chosen development strategy towards the Center of Equity that will be built?
Real Estate Market Analysis

Emory University Goizueta School of Business
The Atlanta City Detention Center is being *reimagined* into a **Center for Equity** that focuses on restoration, wellness and opportunity.

- The Emory Impact Team was tasked with evaluating a list of possible commercial uses that would complement the proposed Center for Equity.
- The team assessed both qualitative factors and quantitative metrics for each use to determine demand, suitability, and income generating potential.
- The analysis culminated in a recommendation providing a menu of attractive uses for the highest and best use of the building.
Methodology

- Conducted a series of 23 interviews by phone, in person, or via email to engage in discussions with experts and potential stakeholders
- Toured the interior of the ACDC and walked the surrounding area to get a first-hand look at the existing challenges as well as the potential
- Secured and reviewed existing market research reports from reputable sources to understand current and future market dynamics
- Read news articles, studies, and applicable secondary sources to dive into the specifics of each potential use and inform our overall recommendation
Opportunity Matrix Review

Summarizes our evaluation of each use based on the market demand, site suitability and revenue-generating potential.

<table>
<thead>
<tr>
<th>Use</th>
<th>Market Demand</th>
<th>Site Suitability for use</th>
<th>Recommended total square footage</th>
<th>Min Rent(^4)</th>
<th>Max Rent</th>
<th>Recommendation</th>
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<tbody>
<tr>
<td>Affordable Housing</td>
<td>5</td>
<td>2</td>
<td>100,000-150,000</td>
<td>$1,000/unit</td>
<td>$1,300/unit</td>
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<tr>
<td>Office Space</td>
<td>3</td>
<td>3</td>
<td>33,000-60,000</td>
<td>$12 psf(^5)</td>
<td>$18 psf</td>
<td>Yes</td>
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<td>Arts &amp; Cultural</td>
<td>4</td>
<td>3</td>
<td>25,000</td>
<td>$2 psf</td>
<td>$9 psf</td>
<td>Yes</td>
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<td>Daycare</td>
<td>4</td>
<td>3</td>
<td>21,000-29,000</td>
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<td>$23 psf</td>
<td>Yes</td>
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<td>Higher Education</td>
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<td>2</td>
<td>0</td>
<td>N/A or same as office</td>
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<td>Indoor Agriculture</td>
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<td>3</td>
<td>0</td>
<td>$0 psf</td>
<td>$5 psf</td>
<td>No</td>
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<td>Recreation and Fitness</td>
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<td>4</td>
<td>5,000</td>
<td>$15 psf</td>
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<tr>
<td>Commercial Kitchens</td>
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<td>5</td>
<td>15,000</td>
<td>$7.50 psf</td>
<td>$9 psf</td>
<td>Yes</td>
</tr>
</tbody>
</table>

\(^1\) Market demand defined as a firm's willingness to operate a use at the ACDC facility within the short term (approximately three years). 1: Minimal, 2: Below average, 3: Moderate, 4: Above average, 5: Highest estimated range of current achievable rents
\(^2\) Rental minimums and maximums are not meant to provide a floor or ceiling, but should serve as an initial point of reference. 1: Not suitable, 2: Below average, 3: Moderate, 4: Above average, 5: High estimated range of current achievable rents
\(^3\) Based on following ratings: 1: Not suitable, 2: Below Average, 3: Moderate, 4: Above Average, 5: High
\(^4\) PSF refers to “per square foot”
\(^5\) Based on a combination of the building constraints, the total demand in the market, and the requirements of the typical tenant. Please refer to individual sections for in-depth justifications.
\(^6\) Both the low and high end of the range includes 7,000 square feet of outdoor space required by the state of Georgia
Closing

Rashad Taylor, Senior Advisor to the Mayor, Co-Chair
Visit our website at reimaginingacdc.org to stay up to date on all future public meetings.

Reach out to ReimagineACDC@AtlantaGA.Gov with any questions.

Join us at the FINAL Task Force Meeting, to be held in April 2020.