2022

Fulton County Jail Population Review:

Assessing Short- and Long-Term Jail Use Trends

Presented to the Atlanta City Council
by the Justice Policy Board

November 18, 2022

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Acknowledgments

The development of this report analyzing the use of the Fulton County jail would not have been possible were it not for the unflagging commitment of the dozens of people who contributed their time, resources, and expertise.

We must begin by thanking the Atlanta City Council, which launched the process to develop this report by requesting that the Atlanta/Fulton County Justice Policy Board (JPB) establish a Jail Population Review Committee (JPRC) to produce an analytic report on the use of the Fulton County jail within 90 days.

Charged with this duty, the JPB, under the able leadership of Council Member Dustin Hillis, Chair of the Atlanta City Council's Public Safety and Legal Administration Committee, and Judge Robert McBurney, Superior Court of Fulton County, rapidly established a JPRC composed of subject-matter experts representing an impressive array of public agencies and nonprofit organizations in Atlanta and Fulton County. We are immensely grateful to Council Member Hillis and Judge McBurney for the resolute leadership, responsiveness, and good humor they demonstrated throughout this intensive process.

We offer deep thanks to all those who served on the JPRC or contributed to its work, each of whom found time – notwithstanding their demanding schedules – to offer invaluable expertise essential this report. Although there are too many names to list here, their insights and contributions are evident throughout.

We cannot begin to express our appreciation for the team of researchers established and led by William Sabol, PhD, Professor in Criminal Justice & Criminology in the Andrew Young School of Policy Studies at Georgia State University. Serving on a *pro bono* basis, Dr. Sabol joined this effort in mid-October, several weeks after the JPRC was launched. Tasked with aligning, integrating, and analyzing multiple complex data sets representing various elements of the criminal justice process, Dr. Sabol and his team – Dr. Lorenzo Almada. Sommer Delgado, and Miranda Baumann – worked with tireless devotion to examine and report on the data made available to this project. Their diligent analysis included an assessment of data quality and suitability of the datasets to answer the research questions they were given.

Upon her appointment as Chair of the JPRC, Stefanie Lopez-Howard, Director of the Statistical Analysis Center of the state of Georgia's Criminal Justice Coordinating Council, dove into this daunting duty headfirst and without hesitation. Embracing this work with determination, rigor, and deep expertise, and

equipped with a ready laugh, she devoted hundreds of hours to this project. The value of her contribution is unmatched.

Rebecca Brown, Founder and President of the justice-focused consulting firm Further The Work, provided subject matter expertise to advise the work of the JPRC. With her deep expertise in multi-agency justice-reform strategies and practices, and her specific expertise in conducting jail use analyses to advance justice and equity, Ms. Brown proved an invaluable resource to this project, while her deft hand at project management was critical to the timely delivery of this report. Her participation in this project was supported by a grant by the Microsoft Justice Reform Initiative.

The work of Ms. Lopez-Howard and Ms. Brown was made lighter thanks to the efforts of three other people whose contributions were particularly essential to this project.

- Kristin Schillig, Project Director for the Fulton County Justice and Mental Health Task Force of the Superior Court of Fulton County, drew on her deep knowledge of myriad efforts, agencies, and stakeholders throughout Atlanta and Fulton County to identify and engage key stakeholders, connect the dots among existing efforts, and elevate opportunities to enhance the public/private systems of safety and care.
- As head of the Case Process Review work group, Rachel Holmes, Managing Attorney at the Georgia Justice Project, led a team of attorneys in a collective effort to conduct individual case reviews of 250 people held in in Fulton County jail, a process that, though intensely demanding, meaningfully illuminated key factors affecting people's length of stay in custody, highlighted opportunities for systemic improvements, and identified candidates who, with appropriate supports and intervention, potential release.
- Building on this work, Maxwell Ruppersburg, Director of the Office of Supportive Housing at the Georgia Department of Behavioral Health and Developmental Disabilities and head of the Diversion Services work group, convened and stewarded a team of public and nonprofit agencies and community groups who developed multi-agency case plans to facilitate the release of people who, with coordinated support and barrier mitigations, could be supported through non-carceral, community-based care.

We offer our sincere thanks and appreciation to Ms. Schillig, Ms. Holmes, and Mr. Ruppersburg for their remarkable contributions to this effort.

All told, more than 50 people from across the public, nonprofit and advocacy landscape contributed to the production of this report. This collaborative approach to shared inquiry, under the stewardship of the Justice Policy Board, represents a potentially catalytic opportunity to establish, enhance, and sustain intergovernmental, data-driven polices and strategies to advance justice, equity, and safety in Atlanta and Fulton County.

We applaud all of those who are committed to this project, and we are grateful for the opportunity to develop this report on their behalf.

Executive Summary

Conducting an examination of the use of the Fulton County jail – and an associated inquiry into the policy and operational factors that drive its use – is a catalytic opportunity to reduce incarceration while advancing both safety and equity in the City of Atlanta and Fulton County.

As an organizing premise, this report recognizes that a jurisdiction's jail does not operate independently of its context but rather exists as an element within a larger criminal justice ecosystem. While a jail is a physical place, a jurisdiction's use of its jail is a measure of its systemic criminal justice methodology, a downstream indicator of many upstream factors.

This report provides cross-sectional, quantitative longitudinal, and qualitative case-specific analyses in this report to examine effects of the criminal justice system on the Fulton County jail population.

Of particular note, the longitudinal findings about jail population composition help illuminate the drivers of jail use. This analysis points to a marked and lingering pandemic effect on the Fulton County jail population and jail use. While the monthly jail had been increasing in 2019, the pandemic accelerated this trend.

The table below highlights some of the changes in jail population over the course of the pandemic that may have contributed to this increase.[1]

	Pre-Pandemic[2] (2018/2019)	Pandemic Period (2020/2022)
Bed days share for releases booked on felony charges	89%	93%
Percent over jail design capacity	10%	25%
Average length of stay for homeless persons released	52 days	90 days
Bed days share for "Familiar Faces"	11%	5%
Share of misdemeanor-only bookings	34%	31%
Share of bookings for felony offenses	53%	62%
Share of misdemeanor-only bookings including a family violence charge	17%	31%

[1] For purposes of this study, the start of the Pandemic period is dated from the Georgia Supreme Court order on March 14, 2020, which suspended court processes.

[2] Pre-pandemic is defined as the period from 2018-2019. Figures reported for the "Pre-Pandemic" column are over the two-year period. For average length of stay for homeless persons, we averaged the average length of stay from 2018 and 2019 for "Pre-Pandemic," and the average length of stay for 2020, 2021, 2022 for Pandemic period. The percents above are further broken down by booking and release year in later tables.

The qualitative findings from the individual case analysis illustrate intervention opportunities that can incrementally and sustainably reduce jail use. The three cases indicated in the table below illustrate how reviewing the status of persons currently in custody can indicate opportunities for facilitating release.

Competency Restoration Delays	Misd Loitering/ Prowling	N/A	Competency calendar reset 15x	LOS: 300+ days
State/Superior Court Transfers	Misd. Transferred after 15 days	$3,500	Unindicted No hearings No bond reset	LOS: 495 Days
No address/ No bond money hold	Felony Poss. Meth	$500	Address Required as release condition	LOS: 130 days

Finally, a third work group received referrals from the case reviews to connect people identified as having acute and financial needs. Over three meetings, in two weeks, the diversion services group reviewed 26 bookings, from which they successfully created service plans and obtained bail assistance for 12 people. As of the date of this report, six people have been released to community care.

The chief recommendation of this report is that the work of the JPRC has proven its value and should be continued. A survey of JPRC members conducted from November 10-17, 2022, shows overwhelming support for doing so. We received responses from 47% of the JPRC members; of these, 89% said the JPRC's work should continue for at least six months.

To ensure that the JPRC's work can continue efficiently and effectively, Fulton County should convene a stakeholder group to profile Odyssey data and develop shared definitions and key performance indicators. The JPRC recommends that the Justice Policy Board remain the oversight body for this work. The JPB is an enabled body recognized in an intergovernmental agreement between the city of Atlanta and Fulton County, and as such, creates natural infrastructure and oversight for this work.

Through its many current efforts, the city of Atlanta and Fulton County have made substantial investments of time, expertise, and funds to reduce jail overcrowding, including the commitment to establishing the Diversion and Services Center. This report marks an important milestone in the work of the Justice Policy Board, one that reflects its commitment to advancing safety and justice through data-informed decision-making. By producing a robust, analyzable dataset that begins to offer responses to important questions while also illuminating multiple opportunities for continuing research, this report can serve as the springboard for ongoing collaborative inquiry by the city of Atlanta and Fulton County.

Preface

As an organizing premise, this report recognizes that a jurisdiction's jail does not operate independently of its context but rather exists as an element within a larger criminal justice ecosystem. While a jail is a physical place, a jurisdiction's use of its jail is a measure of its systemic criminal justice methodology, a downstream indicator of many upstream factors: a jurisdiction's laws; its rates and perceptions of crime and its drivers; its enforcement policies and practices; the policies and practices of its courts, prosecutors, and defenders; its capacity for non-carceral systems and community-based supports; and its residents' beliefs, values, and priorities.

Therefore, this report attempts to examine the use of the Fulton County jail within the context of the criminal justice and social systems that surround it. To this end, the JPRC recruited a team of subject-matter experts in statistical analysis, data research, and jail use analysis.

When attempting to understand the use of any jail, it's a common misconception that a single dataset – oftentimes in the form of a jail snapshot census – is sufficient to answer principal questions related to who's in the jail, how many, and for what. But the factors driving a jail's use are beyond what can be reflected in a snapshot dataset, no matter how robust, because these forces exist outside the jail itself.

Thus, to understand not just who is held in custody or on what charges or for how long requires an enduring commitment to the messy business of developing strategic, systemic intentions: establishing collective goals adopted by multiple agencies, defining key performance indicators related to these goals, identifying sources of relevant data, gathering and integrating these data, and engaging in an ongoing collaborative effort of analyze and build on what is found.

But one of the challenging realities of plunging into systemic data analysis is that unless you're a specialist in the field, it's hard to comprehend the complexity of the challenge; and many who may be interested in the findings of such work may nonetheless find themselves unprepared for the potentially mind-numbing detail to which statisticians are devoted.

It should perhaps come as no surprise, then, that such analyses are remarkably uncommon in the United States. Few jurisdictions have asked themselves to explore the deceptively difficult questions about what their criminal justice system is meant to collectively accomplish, what it's achieving, and at what costs.

Yet, as with so much: If you don't change anything, nothing will change. Just as it took many years for the mechanical operations of the criminal justice system to evolve to its current state, so too it requires persistent and enduring effort to determine alterations that can advance equity, safety, justice, and responsible stewardship. Recognizing this, cities and counties do well to accept the complexity of their criminal justice systems, acknowledge that it took many decades to develop policies and practices that are deeply established, and commit to the challenge of discovery and improvement. To this end, the city of Atlanta and Fulton County have made substantial investments of time, expertise, and funds to reduce jail overcrowding through existing efforts, including the commitment to establishing the Diversion and Services Center.

This report marks an important milestone in the work of the Justice Policy Board. By producing a robust, analyzable dataset that begins to respond to important questions while also illuminating multiple opportunities for continuing research, it can serve as the springboard for further collaborative efforts by the city of Atlanta and Fulton County.

However, intensive efforts such as those required to produce this report represent no substitute for ongoing stewardship; and a single, accelerated plunge into a welter of rapid assembled data is no substitute for careful and persistent attention to data quality, accessibility, reliability, and utility. Recognizing these truths, this report proposes two overarching recommendations:

1. Authorize, charge, and support the JPRC to continue this work into a second stage with a defined duration and deliverables, under the stewardship of the Justice Policy Board
2. As an element of the JPRC's work, convene a committee of interested stakeholders to standardize categories and definitions for data in Odyssey and to align these data sets with companion data related to the Atlanta City Detention Center (ACDC)

Project Process and Timeline

On December 7, 2021, the City of Atlanta and Fulton County, GA, entered into an Intergovernmental Agreement (IGA) to create a Justice Policy Board (JPB), a multi-agency body formed to set an overall

vision and goals for a partnership of the city and the county. The focus of the JPB is to establish and support the development of a Center for Diversion and Services and to expand and strengthen metro Atlanta's continuum of resources to provide alternatives to arrest and incarceration.

The JPB is co-chaired by Fulton County Superior Court Judge Robert McBurney and Atlanta City Councilmember Dustin Hillis and includes representatives of relevant governmental and partner organizations from across Atlanta and Fulton County.

On August 17, 2022, in response to a request made by the Atlanta City Council, the JPB established a Jail Population Review Committee (JPRC), charging it with the duty to conduct a jail population review and produce a report for submission to the JPB within 90 days.

As a framework for its work, the ordinance detailed minimum requirements for the scope of this inquiry to include "a statistical analysis of the jail populations of the City of Atlanta and Fulton County which would include but would not be limited to an analysis of data related to the total populations, the offenses which detainees are booked under, the average length of detention, the average bond issued per violation, the reasons for detainee release, and the frequency of the charging of each offense."[3]

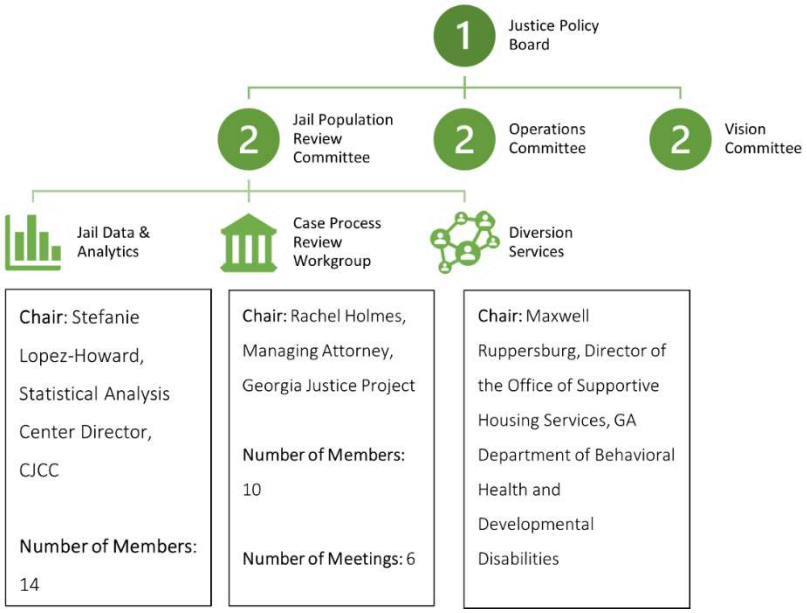
The scope of this analysis was designed to support the JPB in making data-driven decisions about the use of the Atlanta City Detention Center (ACDC) as a proposed Diversion and Services Center; identify relevant trends and factors affecting the use of ACDC; and identify both individual and systemic opportunities to increase the use of pre-booking diversion and appropriate post-booking release.

In response to this request, on September 12, 2022, the JPB voted to establish the JPRC and charged it with providing a report to the Atlanta City Council no later than November 18, 2022, nine weeks after its formation.

The JPRC, once formed, immediately launched its efforts. By the end of September, it had selected a Chair; retained external consultants with expertise in jail use analyses and in criminal statistical analysis; developed and submitted a project approach for approval by the JPRC; established three work groups to advance central elements of work; and began the process to identify and gather relevant data from multiple sources.

[3] City of Atlanta Ordinance 22-O-1632

To manage the project and provide technical assistance and relevant subject matter expertise, the JPRC formed a project management team led by its Chair, Stefanie Lopez-Howard, Director of the Statistical Analysis Center of the Georgia Criminal Justice Coordinating Council, and Rebecca Brown, Founder and President of Further The Work, who served as project's consultant in jail use analysis.



With their support, the JPRC formed three teams charged with managing discrete but associated streams of work:

1. Data & Analytics Work Group: Led by Ms. Lopez-Howard, the 14-member Data & Analytics Work Group included representatives from the Department of Corrections for the city of Atlanta, Fulton County IT, Fulton County Sheriff's Office, Fulton County Solicitor General's Office, Fulton County Strategy & Performance Management Office, Georgia Criminal Justice Coordinating Council, and the Superior Court of Fulton County.

   The Data & Analytics Work Group was responsible for managing efforts to gather and match multiple datasets (including data produced by Fulton County's Fulton County's Comprehensive Justice Information System, also known as Odyssey; a census snapshot of people held in Fulton County jail, dated September 14, 2022; and data sets provided by the Atlanta City Department of Corrections related to the Atlanta City Detention Center); to spearhead longitudinal and point-in-time analyses to identify questions that could be examined with the data sets provided; to develop analytic findings in response to the research questions identified in the project approach; and to document challenges and opportunities related to the data's collection and integration across multiple systems. This work group convened six times.

2. **Case Processing Work Group**: Led by Rachel Holmes of the Georgia Justice Project, this 10-member team included representatives of the city of Atlanta Police Department, Fulton County Solicitor General's Office, Superior Court of Fulton County, Fulton County Office of the Public Defender, Georgia Department of Community Supervision.

   The Case Processing Work Group convened six times to review the results of hundreds of case reviews conducted by lawyers of GJP and pro bono attorneys supporting this effort. Using a sample of 500 cases derived from the snapshot census data, this team conducted a case-by-case analysis of 250 individuals to identify case-specific factors that could be associated with protracted lengths of incarceration in the Fulton County jails.

3. **Diversion Services Work Group**: Led by Maxwell Ruppersburg, Georgia Department of Behavioral Health and Developmental Disabilities, this 10-member team included representatives from the Atlanta City Law Department, Fulton County Department of Behavioral Health & Developmental Disabilities, Fulton County District Attorney's Office Georgia Mental Health Consumer Network, Grady Health Services, Partners for Home, Policing Alternatives and Diversion Initiative (PAD), and Women on the Rise. The Diversion Services Work Group convened four times.

   Using the individual case analyses conducted by the Case Processing Work Group, the Diversion Services Work Group accomplished two outcomes: identify and facilitate the release of identified people who, with coordinated support and barrier mitigations, could be released from custody, and identify potentially representative opportunities to improve system efficacy through increasing the use of diversion and/or by reducing time spent in custody.

Research Questions

The JPRC posed seven research questions for examination in this project, three of which proved to be answerable with the data made available for this project:

Research questions	Answerable?
1. What are the short and long-term drivers of overcrowding in Fulton County Jail?	Yes, partial
2. Which populations tend to stay incarcerated longer pre-trial trial?	No
3. Which offenses have most commonly lingered or gotten stuck in the criminal justice process?	No

Research questions	Answerable?
4. How frequently are persons incarcerated for longer than 24 hours for offenses with scheduled bonds?	No
5. What is the average length of stay by release reason and offense severity?	Yes, partial
6. How many persons are currently incarcerated for unindicted offenses?	No
7. How many jail bed days were used by various offense categories, and by persons released for various release reasons?	Yes, partial

Questions 1, 5, and 7 relate to short- and longer-run factors that contribute to growth in the jail population, length of stay of persons released by offense severity, and jail bed use by various categories of persons and offenses. This report answers these questions in whole or in part, as detailed by the numerous tables contained herein.

We found that questions 2, 3, and 6 could not be answered in this project because the datasets provided were not sufficient to create comprehensive and complete links between People, Bookings, Charges, and Cases. For example, the dataset provided incomplete data on prior bookings, and because persons with prior bookings are an important subpopulation, we had to impose limitations on its measures of prior bookings.

We found that question 4 could not be answered in this project because we discovered potential unreliability in the bond data. Thus, the tables and analyses that follow do not address bond amount. They do include information on bonds as part of the release reason analysis.

Note on Datasets and Methods

The data analysis necessary for this project was conducted primarily by a team of statistical researchers led by William Sabol, PhD, Professor in Criminal Justice & Criminology in the Andrew Young School of Policy Studies at Georgia State University (GSU).

The GSU team received the Fulton County data in mid-October. It consisted of 13 separate text files, each of which covered a separate segment of the criminal justice process; layouts for the files that consisted of names of variables; a document describing the relationships among the 13 files and their associated record linkage variables; and R code that provided insights into previous coding. Pulled from Fulton County's Odyssey data system, these datasets covered the temporal periods and populations of interest, their bookings and charges, pretrial, hearings, prosecutor charges, sentences and dispositions, offense histories, and warrants.

To understand and use the data to make correct inferences about the study population required the research to understand how the datasets were created from the Odyssey database – specifically, the manner by which the records were pulled and joined ---– and the analytic consequences of the dataset creation process.

With the support of Fulton County data specialists, we gathered information on the linkages of records across the datasets. Linking keys were available in different datasets, and records in some datasets could be linked to others only by linking records of a third or fourth dataset.

We requested documentation about the data that defined several elements: the sample selection processes, the queries used to generate the datasets that were provided to us, and definitions of both terms and variable values. We requested assistance in categorizing and classifying the values of certain fields (some of which had 250 or more separate values) and received responses to specific questions about the data that arose as we conducted the analyses.

We also learned that the datasets had not been developed specifically for this project but had instead been previously created for Fulton County's Advancing Pretrial Policy and Research project (APPR); given the exigencies of the project's timeline, this existing dataset was used for the sake of expediency.

From this examination of the data origin and relationships, we determined the degree to which the datasets could reliably address the seven research questions outlined in the project approach submitted to the JPB.

It's from this review that we concluded that the data could respond to three of the seven questions – including short- and longer-run factors contributing to growth in the jail population, length of stay of persons released by offense severity, and jail bed day use by various categories of persons and offenses – but could not respond to the remaining three, due to limitations in linking records across datasets.

Several elements related to data quality issues affected our capacity to answer the research questions:

Sample selection

The sample was defined as persons booked into all of the jails in the Fulton County jail system beginning on January 1, 2016, through August 31, 2022. We assessed the sample for its completeness and accuracy in measuring bookings, releases, and prior or repeat bookings (a measure required to assess the short and long-term drivers of population growth and overcrowding). The team found the following:

Bookings

After comparing the counts of bookings in the received dataset with counts provided on the Fulton County Performance Dashboard (FCPB), the researchers concluded that the counts of bookings derived from the dataset aligned with the bookings counts on the FCPB.

Releases

Based on how the sample was selected, releases from jail include only the releases of persons booked during the study period but not all releases during the study period. To assess the determinants of jail population growth, the analysis would have required all releases during the study period so to assess the extent to which bookings vs. releases (and length of stay) contribute to growth. The relationship between jail population growth and bookings and releases is given by the following equation:

$$P_t - P_{t-1} = B_t - R_t$$

Where *P* is the population size (number of persons), *B* is the number of bookings during a period *t*, *R* is the number released during *t* regardless of the year booked, and *t* indicates the time period.

The equation says that the difference in jail population between any periods equals the difference between bookings and releases in the current period. For the results of the equation to be accurate, it is necessary to have not just data on the releases of persons booked during a period but also to have on all persons released during a period.

However, in the dataset received, releases were limited to the releases of the persons who were booked during the study period. This leads to an undercount of the total number of releases especially in the early study years. These deficits of releases in the dataset compared to the true number of releases have the following implications for our analysis:

- The team cannot determine an accurate count of the jail population on a given day for the early years of the study period, where early years include 2016, 2017, and part of 2018.
- Estimates of jail population growth in the early years of the study period are over-estimates of the true jail population growth.

- Estimates of average length of stay in the data for early years of the study period are likely to be biased downward, giving the shortfall of releases. This bias leads to an inference that average length of stay in the early years overestimates the increase.

By about 2019, enough time within the dataset had passed to allow for more reliable estimates of releases and length of stay. The team conducted two analyses of releases to determine that they were undercounted in early years.

- First, we compared releases in the datasets received with data posted on the Fulton County Performance Dashboard and observed an undercount.
- Second, we analyzed the relationship between booking year and release year counts to conclude that number of releases in the data received for year 2016 was about 7% to 8% below the true count; for 2017, the number of releases in the data received was about 1% low; and for 2018, the count of releases was less than 0.5% below the true count.

Table 1 illustrates how the way in which the team determined that releases were undercounted. The total release row in Table 1 shows the number of releases each year.

Table 1: Release year of bookings by year of booking

	Release year								
Booking year	2016	2017	2018	2019	2020	2021	2022	Still in	Total bookings
2016	22,618	1,844	131	53	12	4	4	9	24,675
2017	0	23,916	1,834	164	29	36	11	16	26,006
2018	0	0	23,942	1,754	127	67	25	55	25,970
2019	0	0	0	22,597	1,878	239	78	124	24,916
2020	0	0	0	0	13,576	1,569	203	267	15,615
2021	0	0	0	0	0	15,016	1,465	695	17,176
2022	0	0	0	0	0	0	10,865	2,109	12,974
Total releases	22,618	25,760	25,907	24,568	15,622	16,931	12,651	3,275	147,332

Alternatively, the total bookings column gives the total number of bookings in a year. For 2016, the team counted 24,675 bookings (from the total bookings column) and 22,618 releases from the total releases row for 2016. This means that 92% of the 2016 bookings were released in 2016. Based on comparisons with the other sample years, the researchers know that this is an undercount of all persons released in 2016. For example, of the 26,006 bookings in 2017, 23,916 were released, but our count of releases in

2017 include the 1,814 persons booked in 2016 who were released in 2017. This pattern of bookings from prior years appearing in releases of subsequent years continues throughout the study period.

The reasonable conclusion drawn from this analysis is that the total number of releases in 2016 is underestimated by about 7% to 8%. For 2017, the total number of releases in 2017 is underestimated by 1%. For 2018 and subsequent years, the total number of releases is underestimated by less than 0.5%.

Note that nine of the people booked in 2016 did not have a release record and were still in jail at the end of the study period. The number of people "still in" increases with booking year, as expected. Of all people booked into custody in a Fulton County jail between January 1, 2016 and August 31, 2022, 3,275 people were still in custody on August 31, 2022. Of these, 36% had been booked into custody prior to January 1, 2022.

Prior bookings

Pertinent to the question of drivers of jail growth is the issue of prior bookings. Persons booked on a current charge who have prior bookings in Fulton County jails may face a lower probability of receiving a bond if they are viewed as unlikely to appear as required by the court or as more likely to commit offenses if released pretrial. In the dataset received, prior booking data are limited only to Fulton County jail data. We did not match the Fulton County jail data to state computerized criminal history records, and thus do not have a comprehensive analysis of the full criminal histories for persons booked during the study period.

The dataset received provided incomplete information about prior bookings. The extent of the missing data on prior bookings is greater for the early years in the study period. For example, for persons booked during 2016, the data allowed a count of a person's possible prior bookings only for the year 2016. With each successive year, the dataset offered an additional year of booking information to count the number of prior bookings. However, because not all persons (PartyIDs) remain in the sample for the same duration of time, we had to impose restrictions on measures of prior bookings. For example, person who was booked during 2022 has a six year/eight-month observation window in which prior bookings can be counted, whereas a person booked during 2016 has an observation window equal to the number of days from January 1st to their first booking in 2016.

Moreover, the dataset provides no information on bookings occurring before 2016. To allow for comparability in addressing the impacts of prior bookings, the researchers imposed a fixed, four-year

observation window on each person to count prior bookings. This means that we had to limit our analysis of the effects of prior bookings on detention outcomes such as length of stay to bookings in 2019 through 2022. The reason for this restriction is that if we shortened the observation window, we would have classified too many persons as a first booking when in fact they had prior bookings.

For example, if we limited the observation window to three years, we would classify nearly half of bookings as a first booking, but if we extended the observation window to five years, we would count 44% of bookings as a first booking. Even with this restriction, we run the risk of classifying a booking as a first booking when in fact the person had one or more prior bookings. The four-year window represented a reasonable compromise between having a sufficiently long period of time (2019-2022) to analyze change and to reliably estimate the impacts of prior bookings on items such as bed day use and other determinates of population change. (Note: Any future analyses should include booking history data on the sample of bookings selected.)

Offense classifications

Charges were classified into a set of 87 offense categories using a methodology developed by RTI International, which was used on the APPR project. This methodology used the text string descriptions of charges that were recorded in the field called "Charge Offense Description" to classify them into offense categories developed by the Bureau of Justice Statistics (BJS). The BJS offense categories are related to National Crime Information Center (NCIC) offense categories developed by the Federal Bureau of Investigation. We do not know to what extent RTI consulted with Fulton County personnel in adapting its offense classification system for APPR.

We found instances where this methodology may have resulted in misclassification of some offenses. For example, included among the "armed robbery" category are charges under Georgia statute OCGA 16-8-41. The Charge Offense Descriptions for these include labels such as Burglary in the First Degree and Burglary in the Second Degree (along with variants of spellings of these terms). The time permitted to produce this report precluded the opportunity for us to conduct an in-depth review of the RTI classification method.

We concluded that we could use the RTI method to present data on broad charge category descriptions (e.g., violent, property, drug, and other). We based our conclusion on manual inspection of several of the violent offense charge categories and found possible misclassification of property or other offenses as

violent offenses in small percentage of charges. Moreover, we found that when misclassification occurred, it occurred consistently over time; hence, change estimates were not affected by misclassification. “Other” offenses include all charges from probation violations, to bench warrants, to disorderly conduct. The offense classifications by themselves do not indicate severity, we report these broad offense classifications with severity (misdemeanor, felony, other, n/a) in our tables. Appendix 6 contains a comprehensive listing of the NCIC to broad offense classifications. We do not include the detailed charge description classifications for brevity’s sake, but those are available.

We therefore concluded that the charge categorization scheme was sufficient for purposes of describing the broad contours of offenses of persons booked into Fulton County jails and the trends in these broad offense categories. (Note: For future analyses, Fulton County would need to use or create a Georgia-based offense classification system agreed on by the parties. This is not a minor task.)

Case processing measures

Research questions 2, 3, 4, and 6 required that several datasets be linked. We used the link keys (variables) that were identified and provided to us as the means to link records across datasets. However, using these link keys returned records that did not pertain to the persons included in the sample or included information that did not apply.

For example, to determine offenses that have lingered (research question 3) or unindicted offenses (research question 6), we needed to link data on persons booked and their charges to information on cases, hearings, and prosecutor charges. We used the prescribed link keys, but the result was that cases involving defendants in addition to a person in the sample were returned because these other defendants were in the same case as the sampled person. We found other results from the linking that we were unable to resolve. There were about 17,000 PartyIDs in the bookings data that did not appear in the cases data. For information on hearings, dispositions, and sentences, the data appeared to include information on prior bookings for individuals booked during the study period. When linking bookings with the dataset that included dispositions and sentences, we were unable to identify unique disposition information when a new booking occurred on the same ChargeID. We received helpful guidance on these from Fulton County officials who urged extreme caution in analyzing results from the linked data.

We did not have sufficient time to resolve all the complex data linkage issues, including ones that may have arisen from the way the provided datasets were queried from Odyssey. As a result, we concluded

that rather than reporting unreliable statistics on case processing issues, we would defer the analysis of these issues to a later date, conditional upon having sufficient time to work directly with Fulton County officials to resolve dataset construction (the data pull issue) and dataset linkage issues.

ACDC jail analysis

To gather parallel data on populations held in ACDC, on October 14, 2022, we sent an official request to ACDC asking for a dataset to consist of a person identifier, a booking identifier, charges for each booking, booking and release dates, release types, bond types and amounts, and case dispositions. We also requested data on mental health screeners administered in the jail. On October 21, 2022, we received communication that the file was ready and under review but that the city had concerns about releasing a dataset that included names. However, the effort to match ACDC and Fulton County data required a consistent identifier: either full names and date of birth or state identification numbers and no names. On October 25, 2022, ACDC provided the dataset, including names.

Upon its receipt, we found issues with the ACDC dataset, including, for example, cases in which multiple names were associated with what was intended to be a unique identifier. On November 10, 2022, we discussed the dataset with appropriate staff and BI2 Technologies, which provides the jail's management information system.

We were then able to conduct preliminary matching of the ACDC and Fulton County booking data. However, the matching requires verification before it can be reliably used, and the timeline from request to receipt and review of these data precluded our ability to conduct such an analysis of ACDC data. That said, this dataset is available for analysis at a future date.

Conclusions for the scope of our analysis

Based on our assessment of the data that were delivered to us, we have confidence that the data can be used to address in whole or part three of the research questions (questions 1, 5, and 7). Primary among these is the question about short- and longer-run factors contributing to growth in the jail population, length of stay of persons released by offense severity, and jail bed day use by various categories of persons and offenses. In addressing these questions, we point out the specific parts of them that we think the data can suitably address.

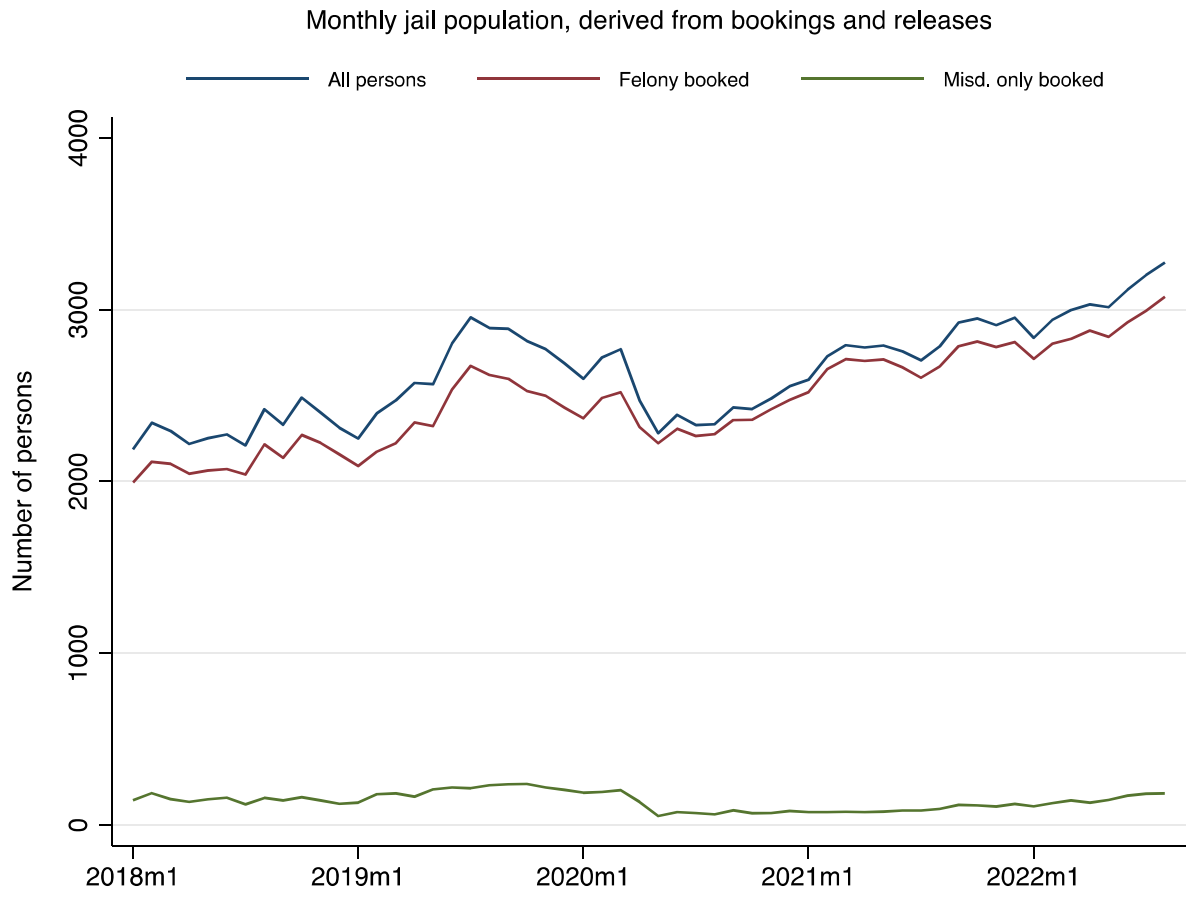
Data Analysis

Having made substantial progress to enhance the analyzability of the datasets provided, we produced a set of analytic tables and charts that detail multiple elements, which are presented herein. However, the project's timeline precluded the development of extensive narrative inference and interpretation of the data presented here.

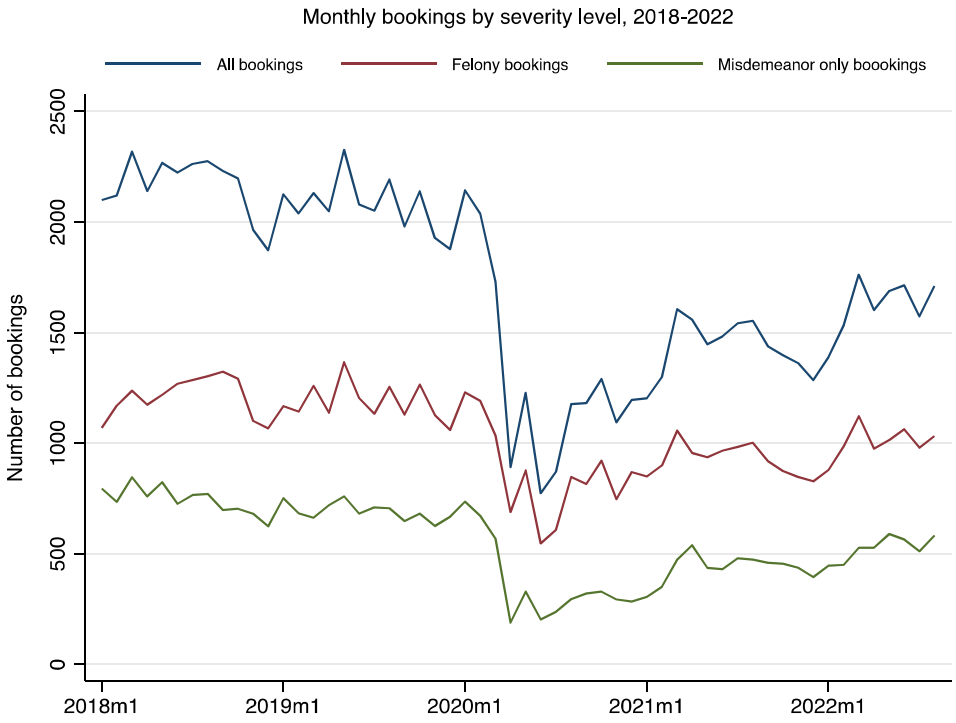
Rather, the tables below point to population slices that may be ripe for intervention and that merit further investigation about what the approach and shape for those interventions should be. Fulton County has developed initiatives to better meet the needs of at least three populations of justice-involved people: those who are unhoused, mentally ill, or considered Familiar Faces (defined by Fulton County's Bureau of Justice Assistance-funded "Familiar Faces project" as booked three or more times in 24 months, for "divertible"[4] charges, and with a mental health screening score of five or above on the Correctional Mental Health Screen). Data associated with these special populations are examined in the tables and charts presented below.

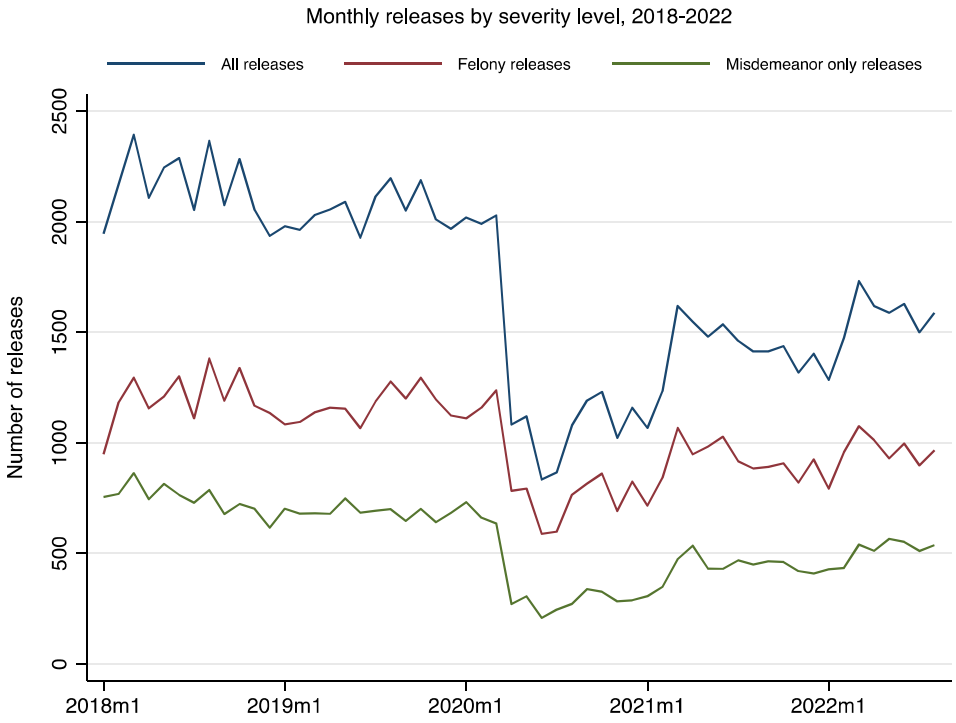
[4] The list of "divertible" charges and an explanation of their use is provided in Appendix 2.

Overall Booking and Population Analysis

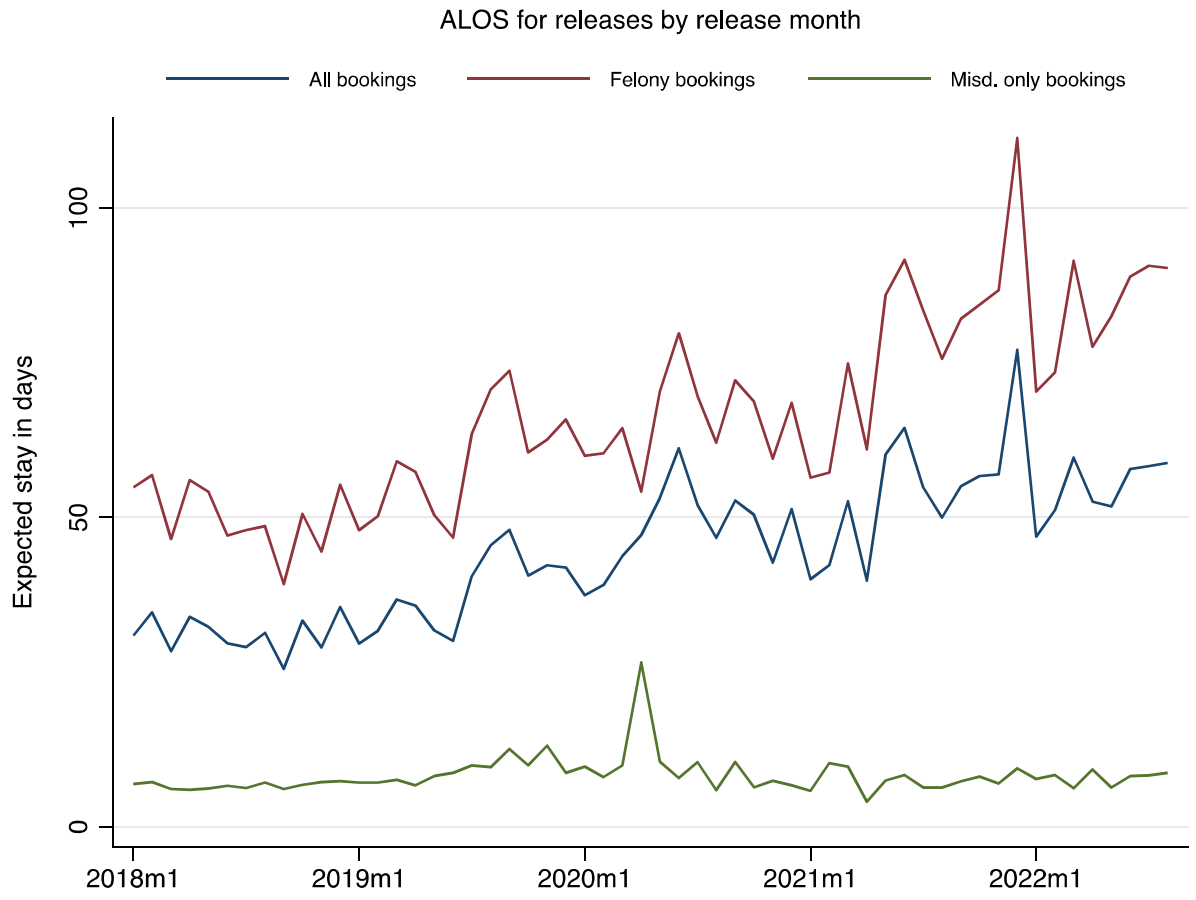


Fulton County jail population growth accelerated after the start of and throughout the Pandemic period. (For purposes of this report, we define the start of the Pandemic period as March 14, 2020, pursuant to the Supreme Court of Georgia Order Declaring Statewide Judicial Emergency. Although this Order expired on June 30, 2021, it is impossible to define the end of the Pandemic period. However, the data demonstrate both the immediate shifts and the trends over time since the start of the Pandemic.) Immediately after the Pandemic-induced lockdown, the jail population fell by 500 persons in a two-month period. Following that decline, it increased by an average of about 32 persons per month.


Monthly bookings by severity level, 2018-2022
All bookings
Felony bookings
Misdemeanor only boookings
Number of bookings
0
500
1000
1500
2000
2500
2018m1
2019m1
2020m1
2021m1
2022m1

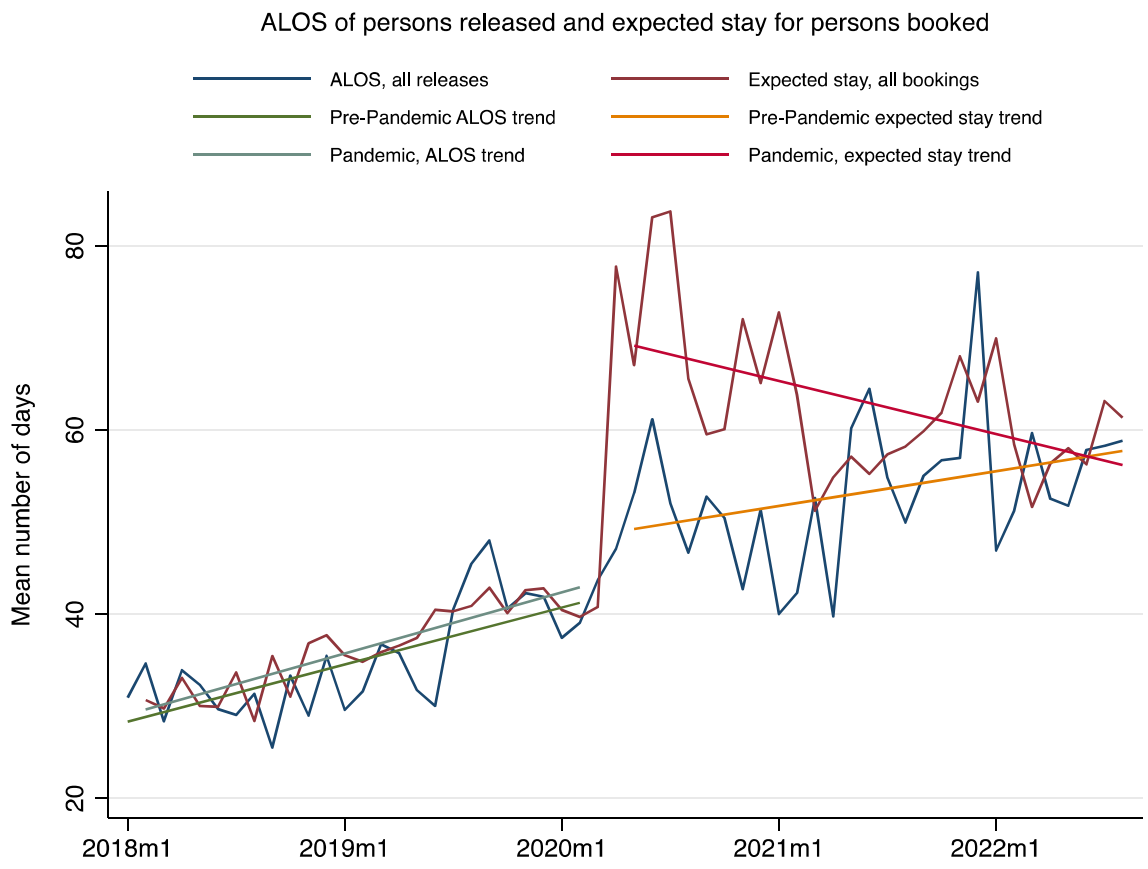

Monthly releases by severity level, 2018-2022
All releases
Felony releases
Misdemeanor only releases
Number of releases
0
500
1000
1500
2000
2500
2018m1
2019m1
2020m1
2021m1
2022m1

Bookings and releases fell considerably at the outset of the Pandemic; after the drop, both have increased but bookings increased at a slightly faster rate.

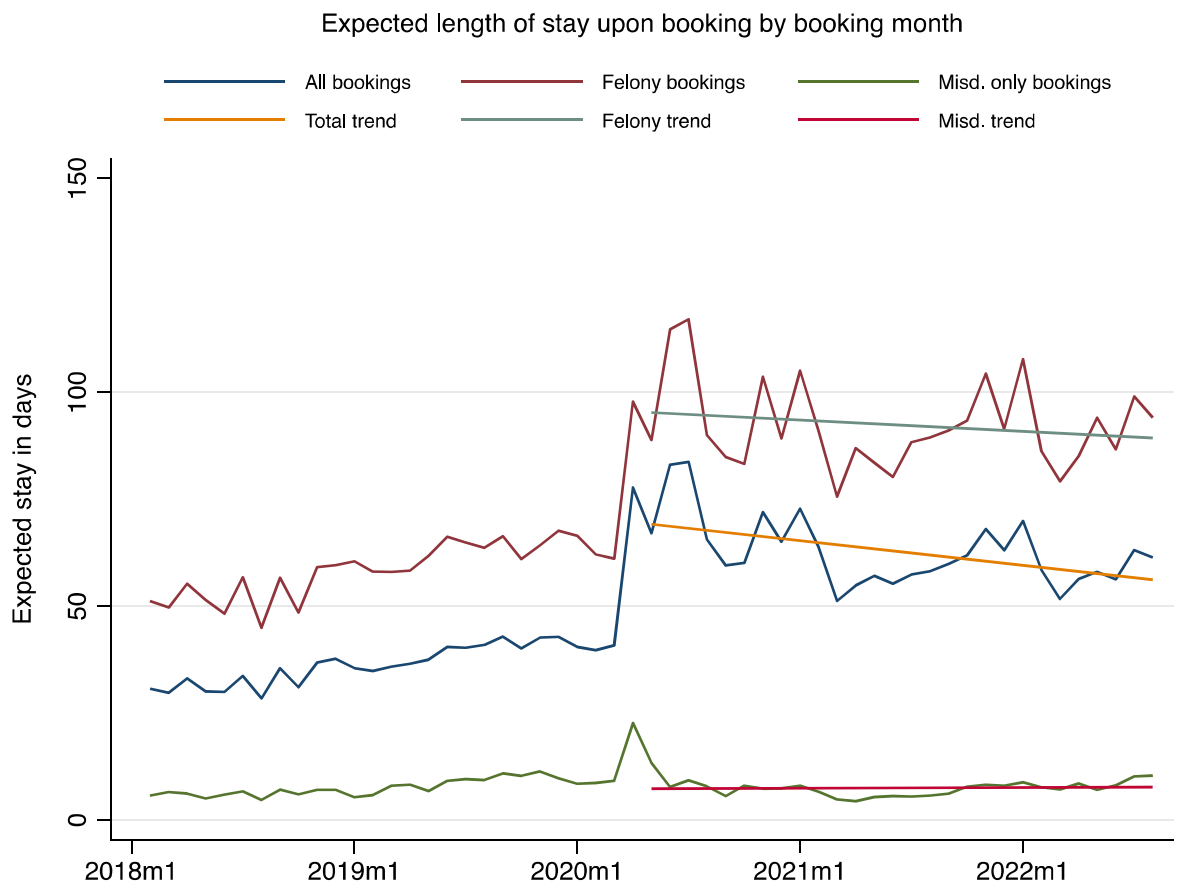


ALOS of releases show an increase over time that appeared to accelerate during the Pandemic and that continued to increase during the Pandemic period. However, when there are large shifts or changes in population growth (such as occurred in the months immediately following the lockdown), ALOS of releases provides a biased measure of how long people who are booked into jail will stay before release.

The continued increase in ALOS of releases indicates that the cases being released consist largely of backlogged cases that had developed due to the Pandemic-related shutdown of court processes.



Expected length of stay (ELOS) estimates the time from booking to release of persons released. It is a stock-flow measure used by demographers to account for differences in life expectancy's effect on the growth in populations. During the early Pandemic, ELOS increased considerably. This is as expected, because even if fewer persons were booked, court processes where shut down, thus protracting time in custody. But as court processes reopened, ELOS upon booking fell. By mid-2021, ELOS and ALOS converged, and the two series have been roughly comparable since then, despite some monthly differences in levels and fluctuations. Convergence of the ELOS and ALOS suggests some stability and slowing in the growth rate.



Expected stay for all persons and for people booked on felony charges has been declining since their peaks at the outset of the Pandemic. Expected stay for misdemeanor-only bookings has been relatively constant in this period.

Detailed Analysis of Bookings Responsive to Required Indicators in the Ordinance

The tables below provide summary information for two key indicators of interest about Fulton County Jail bookings in the ordinance – charges and charge severity. Additionally, GSU has analyzed bookings based on key populations of interest – familiar faces, divertible charges (as defined by a list of statutes provided by Fulton County), family violence history, and misdemeanor-only offense history. The listing of charges considered "divertible" is in Appendix 2. This list of charges are ones that Policing Alternatives and Diversion (PAD) initiatives in Atlanta identified as most likely eligible for diversion based on their current LEAD protocol with Atlanta Police Department.

Bookings by Severity Level

The following tables provide an overview of the change in jail population composition by charge category and severity. Both the share of bookings that had a felony as the most serious charge and the share that had a violent offense as the most serious charge increased post-Pandemic compared to their pre-Pandemic shares. Pre-Pandemic, felony bookings accounted for about 52% of all bookings; this increased to two-thirds during the post-Pandemic period, even as the felony share declined slightly by 2022.

Number of bookings by severity level of lead charge (arrest charge leading to booking)

	Booking year					
Severity	2018	2019	2020	2021	2022	Total
Felony	13,777	13,449	10,021	10,778	7,724	55,749
Misdemeanor	10,562	9,992	5,150	5,912	4,886	36,502
Other	39	17	10	7	10	83
N/A	1,592	1,458	434	479	354	4,317
Total	25,970	24,916	15,615	17,176	12,974	96,651

Share of bookings by severity level of lead charge (arrest charge leading to booking)

	Booking year					
Severity	**2018**	**2019**	**2020**	**2021**	**2022**	**Total**
Felony	**53.0%**	**54.0%**	**64.2%**	**62.8%**	**59.5%**	**57.7%**
Misdemeanor	**40.7%**	**40.1%**	**33.0%**	**34.4%**	**37.7%**	**37.8%**
Other	**0.2%**	**0.1%**	**0.1%**	**0.0%**	**0.1%**	**0.1%**
N/A	**6.1%**	**5.9%**	**2.8%**	**2.8%**	**2.7%**	**4.5%**
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**

Bookings with a violent offense as the most serious charge were on the rise pre-Pandemic, but they increased from about 30% to 40% pre/post-Pandemic. The property offense (most serious charge) share of bookings fell post-Pandemic, but the largest decrease in share of bookings post-Pandemic was in what is labeled "all other." All other consists primarily of offenses labeled as "Bench warrants" and "Foreign country holds." These fell from about 10%-11% of bookings pre-Pandemic to about 3% post-Pandemic.

Number of bookings by severity where any felony charge is classified as any felony booking, and misdemeanor bookings are limited to those with only misdemeanor charges

	Booking year					
Severity	2018	2019	2020	2021	2022	Total
Any felony charge	14,499	14,242	10,380	11,119	8,053	58,293
Misdemeanor-only	8,934	8,303	4,461	5,238	4,203	31,139
Other	2,537	2,371	774	819	718	7,219
Total	25,970	24,916	15,615	17,176	12,974	96,651

Share of bookings by severity where any felony charge is classified as any felony booking, and misdemeanor bookings are limited to those with only misdemeanor charges

	Booking year					
Severity	2018	2019	2020	2021	2022	Total
Any felony charge	55.8%	57.2%	66.5%	64.7%	62.1%	60.3%
Misdemeanor-only	34.4%	33.3%	28.6%	30.5%	32.4%	32.2%
Other	9.8%	9.5%	5.0%	4.8%	5.5%	7.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Number of bookings by charge category of most serious offense

	Booking year					
Major offense category	2018	2019	2020	2021	2022	Total
Violent	6,707	7,338	6,030	6,459	4,774	31,308
Property	6,731	6,866	3,788	4,003	3,341	24,729
Drug	4,380	3,818	2,539	2,967	2,124	15,828
Other	4,984	4,385	2,571	3,128	2,405	17,400
Arrested-Other	2,064	1,397	361	234	29	4,085
Incarcerated-Other	1,104	1,112	326	385	301	3,228
Total	**25,970**	**24,916**	**15,615**	**17,176**	**12,974**	**96,651**

Share of bookings by charge category of most serious offense

	Booking year					
Major offense category	2018	2019	2020	2021	2022	Total
Violent	25.8%	29.5%	38.6%	37.6%	36.8%	32.4%
Property	25.9%	27.6%	24.3%	23.3%	25.8%	25.6%
Drug	16.9%	15.3%	16.3%	17.3%	16.4%	16.4%
Other	19.2%	17.6%	16.5%	18.2%	18.5%	18.0%
Arrested-Other	7.9%	5.6%	2.3%	1.4%	0.2%	4.2%

Share of bookings by charge category of most serious offense

	Booking year					
Incarcerated-Other	4.3%	4.5%	2.1%	2.2%	2.3%	3.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Booking Analysis Based on Prior History of Misdemeanor-Only

Booking histories were examined for all charges a person incurred in Fulton County Jail during the study period. If a person had only misdemeanor charges in the dataset, they were flagged as a "misdemeanor-only" booking history. The tables below provide overviews of charge severity and category for persons flagged with this kind of booking history.

Number of misdemeanor-only bookings by charge category of most serious offense

	Booking year					
Major offense category	2018	2019	2020	2021	2022	Total
Violent	2,689	2,942	2,441	2,649	2,015	12,736
Property	2,440	2,351	874	967	975	7,607
Drug	394	312	107	132	131	1,076
Other	1,674	1,518	766	1,308	1,062	6,328
Arrested-Other	1,737	1,180	272	181	20	3,390
Incarcerated-Other			1	1		2
Total	8,934	8,303	4,461	5,238	4,203	31,139

As noted above, the number of people with misdemeanor-only histories booked for property offenses has been declining since 2020. Their share of total bookings also declined in 2020-2021 but increased in the first eight months of 2022. The share of bookings for violent offenses for those with misdemeanor-only histories similarly increased in 2020-2021 but declined in the first eight months of 2022.

Share of misdemeanor-only bookings by charge category of most serious offense

	Booking year					
Major offense category	2018	2019	2020	2021	2022	Total
Violent	30.1%	35.4%	54.7%	50.6%	47.9%	40.9%
Property	27.3%	28.3%	19.6%	18.5%	23.2%	24.4%
Drug	4.4%	3.8%	2.4%	2.5%	3.1%	3.5%
Other	18.7%	18.3%	17.2%	25.0%	25.3%	20.3%
Arrested-Other	19.4%	14.2%	6.1%	3.5%	0.5%	10.9%
Incarcerated-Other	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Family Violence Offense History for Persons Booked during Study Period

The NCIC offense classifications do not include a separate category for family violence – but rather only "family-related offenses." To count the number and share of bookings with family violence-related offenses, we conducted a key word search of the charge description strings in the data. To capture offenses not narrowly described as "family violence," key words searched included: "FV," "family," "intimate," "family violence," "domestic violence," "partner," "DV," and "IPV." Where these strings were included in the charge description, we flagged the charge as "family violence."

Any family violence bookings (FV determined by string search)

	Booking year					
Family violence	2018	2019	2020	2021	2022	Total
No FV charges	23,550	22,142	13,067	14,583	11,086	84,428
FV charge	2,420	2,774	2,548	2,593	1,888	12,223
Total	25,970	24,916	15,615	17,176	12,974	96,651

Consistent with findings from other studies[5], the share of bookings that include family violence offenses increased in the pandemic period. Overall, the share of bookings with family violence offenses increased by seven percentage points from 2018 to 2020. However, the increase in the share of family violence charges was greatest for misdemeanor-only bookings.

Share of family violence bookings (FV determined by string search)

	Booking year					
Family violence	2018	2019	2020	2021	2022	Total
No FV charges	90.7%	88.9%	83.7%	84.9%	85.4%	87.4%
FV charge	9.3%	11.1%	16.3%	15.1%	14.6%	12.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Under Georgia law, the first offense of family violence is considered a misdemeanor. As the table below shows, the share of misdemeanor-only bookings with a family violence charge almost doubled. This increased from 16% in 2018 to 35% in 2020. The share declined some in 2021, and has declined again in the first eight months of 2022, but remains 12 percentage points above 2018 levels.

[5] Piquero, Alex R., Wesley G. Jennings, et al. Domestic Violence During COVID-19: Evidence from a Systematic Review and Meta-Analysis. Washington, D.C.: Council on Criminal Justice, March 2021.

Family violence among felony bookings

	Booking year					
Family violence	2018	2019	2020	2021	2022	Total
No FV charges	13,611	13,185	9,492	10,229	7,403	53,920
At least 1 FV charge	888	1,057	888	890	650	4,373
Total	14,499	14,242	10,380	11,119	8,053	58,293

Share of family violence among felony bookings

	Booking year					
Family violence	2018	2019	2020	2021	2022	Total
No FV charges	93.9%	92.6%	91.4%	92.0%	91.9%	92.5%
At least 1 FV charge	6.1%	7.4%	8.6%	8.0%	8.1%	7.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Family violence among misdemeanor-only bookings

	Booking year					
Family violence	2018	2019	2020	2021	2022	Total
No FV charges	7,518	6,732	2,895	3,621	3,033	23,799
At least 1 FV charge	1,416	1,571	1,566	1,617	1,170	7,340
Total	8,934	8,303	4,461	5,238	4,203	31,139

Share of family violence among misdemeanor-only bookings

	Booking year					
Family violence	2018	2019	2020	2021	2022	Total
No FV charges	84.2%	81.1%	64.9%	69.1%	72.2%	76.4%
At least 1 FV charge	15.8%	18.9%	35.1%	30.9%	27.8%	23.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Analysis of Prior Booking History for Persons Booked during Study Period

As previously stated, the analysis of "prior bookings" is confined to those that occur within Fulton County jail during the study period. We do not have the *entire* booking history for all persons in the study sample; *nor* do we have their complete criminal history from the Georgia Bureau of Investigation's computerized criminal history database. Nevertheless, just over 46% of persons booked in 2022 by August 31st had at least one prior booking during the study period.

Number of prior bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	14,537	12,728	8,241	9,617	6,925	52,048
One	5,521	5,324	2,952	3,012	2,406	19,215
2 to 3	4,071	4,326	2,630	2,609	2,050	15,686
More than 3	1,841	2,538	1,792	1,938	1,593	9,702
Total	25,970	24,916	15,615	17,176	12,974	96,651
*Priors may be of any severity level.						

The share of persons with more than three prior bookings increased throughout the study period and the share of first-time bookings fluctuated around a constant mean. We estimated the number of prior bookings but limited the observation window for counting prior bookings to three-years prior to the most recent booking. Using this rule, between 51% and 56% of bookings were first time bookings. While the first-time booking share did not trend in one direction or another, the share of bookings with more than three priors increased from about 7% in 2018 to 12% in 2022. Nevertheless, just over 46% of persons booked in 2022 by August 31st had at least one prior booking during the study period.

Share of prior bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	56.0%	51.1%	52.8%	56.0%	53.4%	53.9%
One	21.3%	21.4%	18.9%	17.5%	18.5%	19.9%
2 to 3	15.7%	17.4%	16.8%	15.2%	15.8%	16.2%
More than 3	7.1%	10.2%	11.5%	11.3%	12.3%	10.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors may be of any severity level.						

Felony bookings: Number of prior bookings

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	7,093	6,383	4,986	5,577	3,840	27,879
One	3,494	3,260	2,056	2,023	1,535	12,368
2 to 3	2,807	2,945	1,993	1,956	1,466	11,167
More than 3	1,105	1,654	1,345	1,563	1,212	6,879
Total	14,499	14,242	10,380	11,119	8,053	58,293
*Priors may be of any severity level.						

Felony bookings: Share of prior bookings by booking year						
	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	48.9%	44.8%	48.0%	50.2%	47.7%	47.8%
One	24.1%	22.9%	19.8%	18.2%	19.1%	21.2%
2 to 3	19.4%	20.7%	19.2%	17.6%	18.2%	19.2%
More than 3	7.6%	11.6%	13.0%	14.1%	15.1%	11.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors may be of any severity level.						

Misdemeanor-only bookings: Number of prior bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	5,819	4,915	2,808	3,538	2,672	19,752
One	1,543	1,616	749	857	731	5,496
2 to 3	944	1,046	520	539	483	3,532
More than 3	628	726	384	304	317	2,359
Total	8,934	8,303	4,461	5,238	4,203	31,139
*Priors may be of any severity level.						

Misdemeanor-only bookings: Share of prior bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	65.1%	59.2%	62.9%	67.5%	63.6%	63.4%
One	17.3%	19.5%	16.8%	16.4%	17.4%	17.6%
2 to 3	10.6%	12.6%	11.7%	10.3%	11.5%	11.3%
More than 3	7.0%	8.7%	8.6%	5.8%	7.5%	7.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors may be of any severity level.						

Misdemeanor-only bookings: Number of prior misdemeanor-only bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	6,672	5,829	3,342	4,115	3,153	23,111
One	1,359	1,451	648	741	665	4,864

Misdemeanor-only bookings: Number of prior misdemeanor-only bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
2 to 3	559	657	314	272	269	2,071
More than 3	344	366	157	110	116	1,093
Total	8,934	8,303	4,461	5,238	4,203	31,139
*Priors are misdemeanor-only prior bookings.						

Misdemeanor-only bookings: Number of prior misdemeanor-only bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	74.7%	70.2%	74.9%	78.6%	75.0%	74.2%
One	15.2%	17.5%	14.5%	14.1%	15.8%	15.6%
2 to 3	6.3%	7.9%	7.0%	5.2%	6.4%	6.7%
More than 3	3.9%	4.4%	3.5%	2.1%	2.8%	3.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors are misdemeanor-only prior bookings.						

"Familiar Faces" In Fulton County Jails

The term "Familiar Faces" as used in this report refers to persons booked three or more times within 24 months for non-violent offenses (which are listed in Appendix 2), who do not have violent offenses in their booking history in Fulton County, and who have a mental health screen score of 5 or greater. This definition differs from the definition of "habitual offender" under OCGA § 17-10-7, which hinges on previous convictions for felony offenses in Georgia or elsewhere. These legal criteria are also used in the repeat offender initiative in Atlanta and Fulton County. For these reasons, we specifically do not use the terms "repeat offender" or "habitual offender" in this report.

For this report, we did not have complete conviction histories and were unable to use conviction history information for persons booked during the study period; this is due to the record-linkage issues described at the outset of this document. We used multiple bookings as our repeat measure. Moreover, because mental health screen data were not included in the Odyssey data provided prior to 2019, we used the "divertible" flag provided with the files and number of bookings within 24 months as the defining points.

Number and share of persons classified as familiar faces*

Familiar faces category	Number of FFs	FFs as a percent of total
Unique persons	3,939	4.4%
In unique bookings	9,107	6.2%
Ever an FF, across all bookings	22,183	15.1%
Severity = felony	9,447	42.4%
Severity = misdemeanor	11,932	51.7%
Notes:		
FF analysis included all years 2016-2022; update for the 2018-2022 years can be produced.		
*FF defined as persons with two familiar face charges (statute based) across three or more bookings within two years and having no violent offense charges among the set of charges.		

Bookings of Persons with Charges Classified as "Divertible" – Including Prior Booking History Analysis

"Divertible" offenses[6] were defined strictly by a set of statutes provided to us. A "Familiar Face" is defined by this charge list, behavioral health criteria (which were not complete in the data provided to us) and booking frequency over a time period. Appendix 2 contains the R-code used to flag charges as "divertible" in the dataset provided to GSU. The variable "divertible" was already in the datasets that GSU received.

Sixty-five percent of the "divertible" charges in 2022 thus far are felony, and 32% are misdemeanor. Since 2018, bookings on these charges have been a decreasing share of all bookings in Fulton County.

Bookings of persons classified as "divertible" (statutory classifications)

	Booking year					
Divertible by severity level	2018	2019	2020	2021	2022	Total
Not classified as divertible						
Any felony charge	9,895	9,745	7,329	8,005	5,811	40,785
Misdemeanor-only	5,954	5,458	3,414	4,049	3,112	21,987

[6] We do not measure whether a District Attorney or Solicitor General determined that a person booked was in fact "divertible" since such decisions require an examination of all case factors. *Rather*, the charge list acted as an identification measure for those *who the prosecutors and/or law enforcement might consider* for diverting.

Bookings of persons classified as "divertible" (statutory classifications)

	Booking year					
Divertible by severity level	2018	2019	2020	2021	2022	Total
Other	2,183	2,024	667	710	589	6,173
Total	18,032	17,227	11,410	12,764	9,512	68,945
Classified as divertible						
Any felony charge	4,604	4,497	3,051	3,114	2,242	17,508
Misdemeanor-only	2,980	2,845	1,047	1,189	1,091	9,152
Other	354	347	107	109	129	1,046
Total	7,938	7,689	4,205	4,412	3,462	27,706
All bookings						
Any felony charge	14,499	14,242	10,380	11,119	8,053	58,293
Misdemeanor-only	8,934	8,303	4,461	5,238	4,203	31,139
Other	2,537	2,371	774	819	718	7,219
Total	25,970	24,916	15,615	17,176	12,974	96,651

Shares of bookings of persons classified as "divertible" (statutory classifications)

	Booking year					
Divertible by severity level	2018	2019	2020	2021	2022	Total
Not classified as divertible						
Any felony charge	54.9%	56.6%	64.2%	62.7%	61.1%	59.2%
Misdemeanor-only	33.0%	31.7%	29.9%	31.7%	32.7%	31.9%
Other	12.1%	11.7%	5.8%	5.6%	6.2%	9.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Classified as divertible						
Any felony charge	58.0%	58.5%	72.6%	70.6%	64.8%	63.2%
Misdemeanor-only	37.5%	37.0%	24.9%	26.9%	31.5%	33.0%
Other	4.5%	4.5%	2.5%	2.5%	3.7%	3.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
All bookings						
Any felony charge	55.8%	57.2%	66.5%	64.7%	62.1%	60.3%
Misdemeanor-only	34.4%	33.3%	28.6%	30.5%	32.4%	32.2%
Other	9.8%	9.5%	5.0%	4.8%	5.5%	7.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Prior bookings of persons classified as divertible (divertible of any severity).

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	3,841	3,416	1,953	2,308	1,623	13,141
One	1,721	1,625	807	787	622	5,562
2 to 3	1,440	1,487	783	712	629	5,051
More than 3	936	1,161	662	605	588	3,952
Total	7,938	7,689	4,205	4,412	3,462	27,706
*Priors may be of any severity level.						

In 2022, roughly 47% of people booked into the jail on divertible charges had no prior bookings in Fulton County during the study period.

Bookings Involving Homeless Persons During Study Period

The Pre-Trial Services Division of Fulton County Courts recently started asking about housing status during intake, but a clear indicator of homelessness did not exist in the longitudinal data we received. For this analysis, homelessness was flagged based on a search of addresses that included key terms such as "homeless," "residentially challenged," and addresses for homeless services, PAD (the Policing Alternatives and Diversion Initiative), and the Fulton County jails. The complete listing of addresses and terms included in "homeless" is in Appendix 3. The number of homeless people booked into the jail has declined since 2018, though the share of people booked who are homeless has fluctuated by 1-2 percentage points.

Number of persons homeless at the time of booking

	Booking year					
Homelessness status	2018	2019	2020	2021	2022	Total
Not homeless	24,339	23,251	14,586	16,215	12,120	90,511
Homeless	1,631	1,665	1,029	961	854	6,140
Total	25,970	24,916	15,615	17,176	12,974	96,651

Share of bookings by homelessness status at the time of booking

	Booking year					
Homelessness status	2018	2019	2020	2021	2022	Total
Not homeless	94%	93%	93%	94%	93%	94%
Homeless	6%	7%	7%	6%	7%	6%
Total	100%	100%	100%	100%	100%	100%

Of all bookings of homeless people, the share involving violent charges increased in 2020-2021 and has decreased somewhat in the first eight months of 2022. However, property offenses represent the greatest share of bookings for homeless persons.

Shares of major offense category of charge leading to booking of persons who were homeless at booking

	Booking year					
Major offense category	2018	2019	2020	2021	2022	Total
Violent	18.8%	20.5%	29.2%	32.6%	27.6%	24.4%
Property	38.6%	41.1%	34.0%	30.2%	40.5%	37.5%
Drug	16.9%	15.5%	13.5%	13.9%	10.8%	14.6%
Other	19.5%	17.1%	20.0%	18.9%	17.8%	18.6%
Arrested-Other	2.1%	2.6%	1.2%	0.4%	0.1%	1.6%
Incarcerated-Other	4.1%	3.1%	2.1%	4.0%	3.2%	3.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Lengths of Stay for Persons Booked During the Study Period

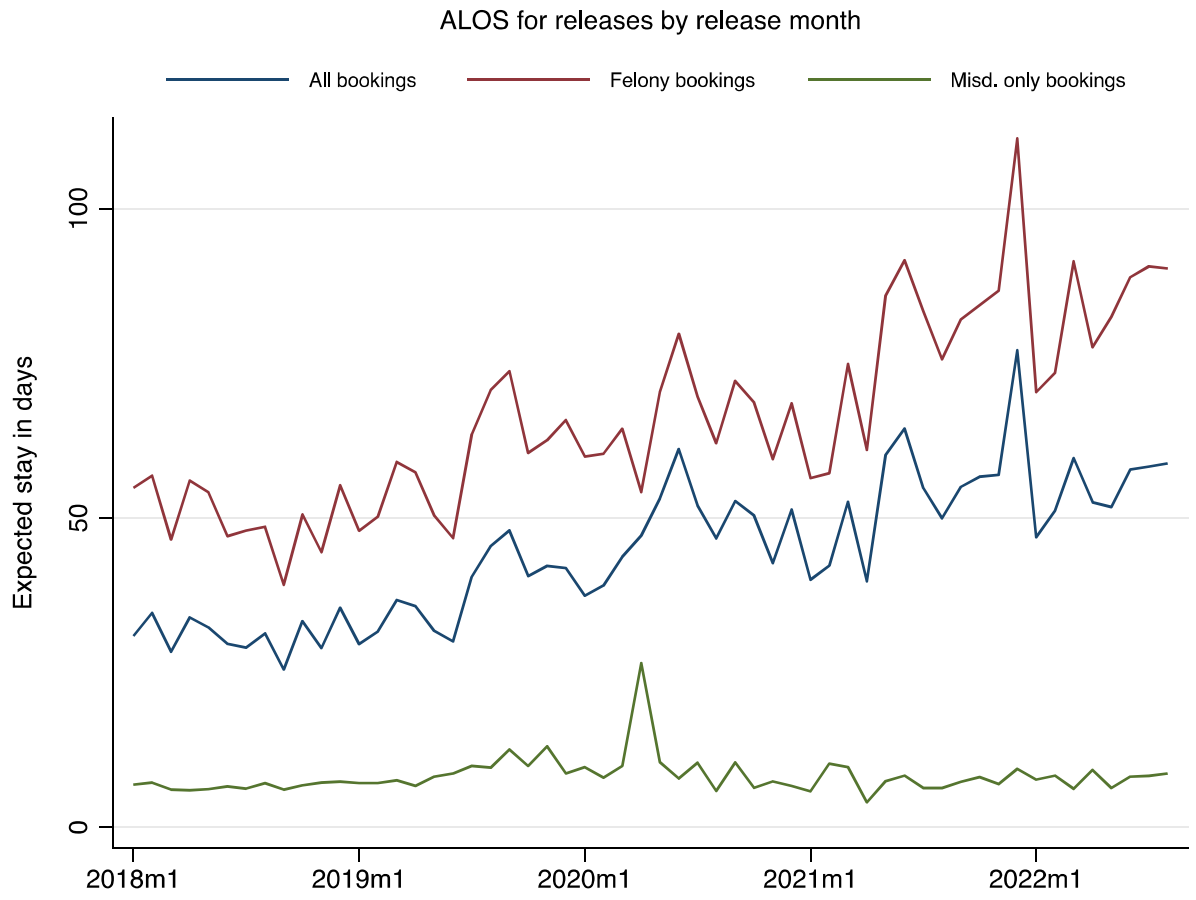
Length of stay increased slowly and relatively constantly pre-Pandemic, reaching an average of about 40 days in the month prior to the onset of the Pandemic-induced lockdown, up from about 35 days in January 2018. With the onset of the Pandemic, length of stay increased considerably, plausibly reaching 80 days on average by 2020m5. Since peaking, it has fallen to about 45 days by August 2022. The pandemic lockdown that led to the mid-2020 increase in length of stay contributed significantly to the increase in the jail population. This increase in length of stay occurred as a result of massive reductions in the court processes that would lead to releases and case disposition. As the court processes reopened, and the backlog of cases diminished, length of stay fell and by August 2022, it reached a level that was expected by the pre-Pandemic trend (increase).

For the jail review, the analysis of length of stay takes into account these period effects caused by the Pandemic. The decrease in length of stay that occurred in 2021 implies that the large increase in length of stay was a “one-time event” that obscured the underlying increasing trend.

The measure of length of stay described in the research plan is average length of stay (ALOS) until release by persons released in specific time periods. It serves two important purposes for the project: (1) To measure how long persons booked into jail stay, and (2) as part of the calculation of bed days consumed

by different groups of bookings. Because of these two purposes, length of stay is important to measure accurately in order to assess its contribution to the growth of the FCJ.

To determine the contribution of length of stay to the growth in the jail population, what is required is an estimate of the amount of time that persons booked into the jail serve until they are released (an entry cohort measure). The measure available with the project data is time served by persons released from jail (an exit cohort measure). This exit cohort measure of length of stay serves as a reliable estimate of length of stay for persons booked under certain conditions; essentially, the jail population has to be relatively stable or increase at a relatively constant (but slow) rate. This happened during the pre-Pandemic period.



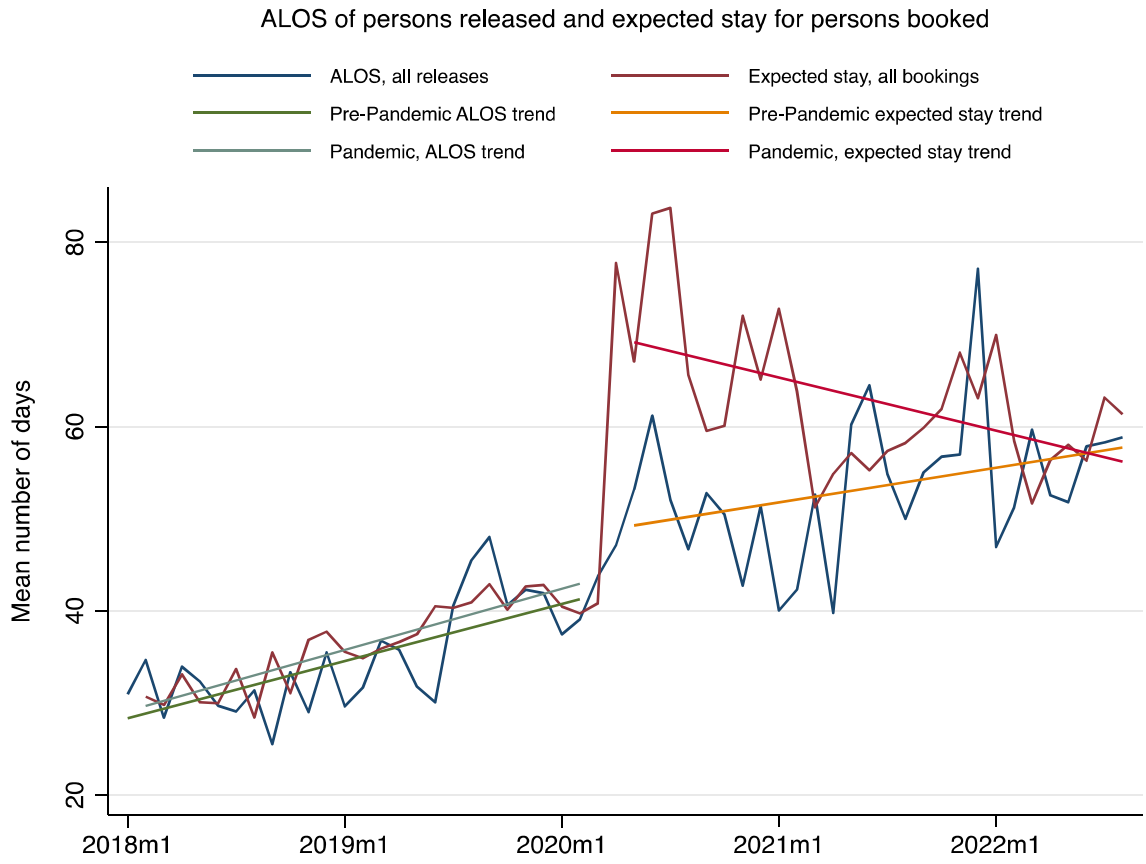
ALOS of releases show an increase over time that appeared to accelerate during the Pandemic and that continued to increase during the Pandemic period. However, when there are large shifts or changes in population growth (such as occurred in the months immediately following the lockdown), ALOS of releases provides a biased measure of how long people who are booked into jail will stay before release.

The increase in ALOS during the Pandemic period reflects the backlog in case processing that occurred as a result of Fulton County's responses to the Pandemic.

Mean length of stay (ALOS) in days for persons released, by release year

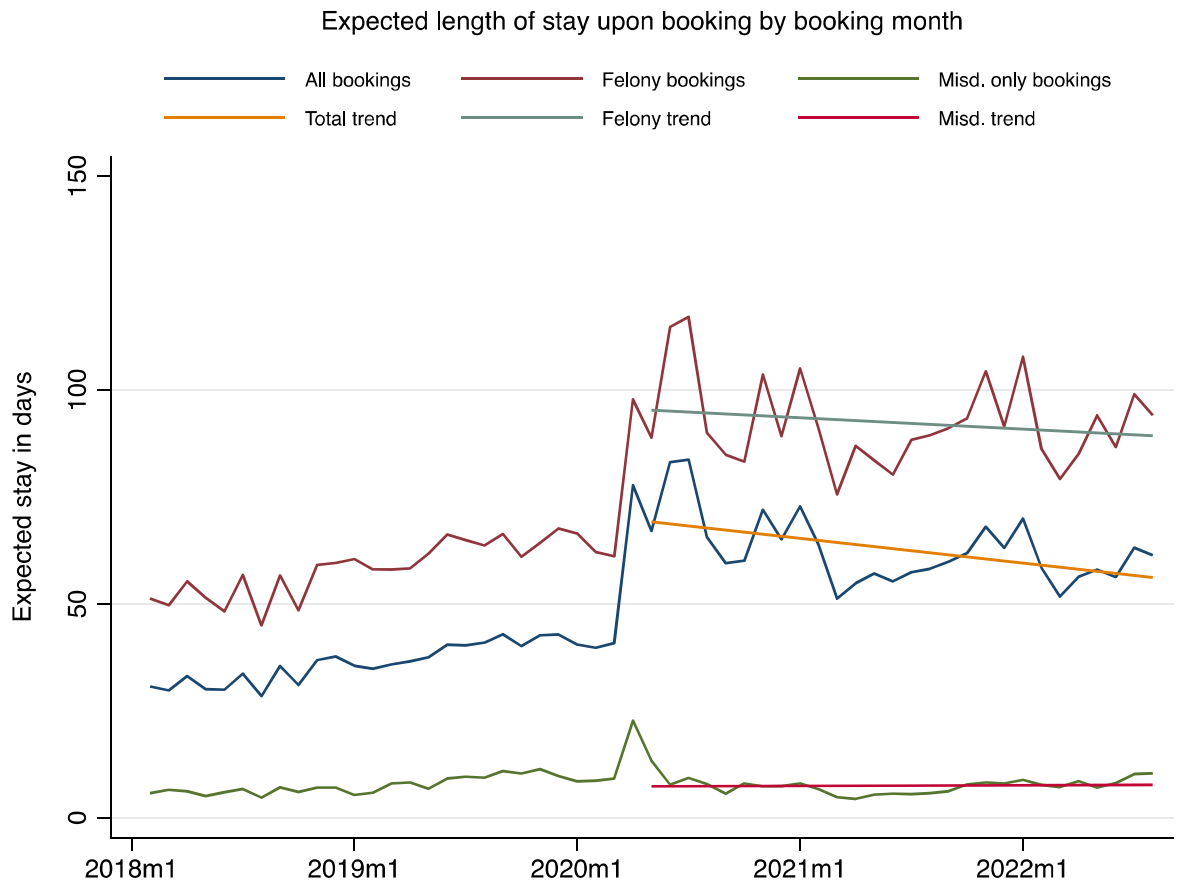
	Release year					
Severity	2018	2019	2020	2021	2022	Total
Any felony charge	50	59	65	80	85	65
Misdemeanor-only	7	9	10	7	8	8
Other	11	12	20	15	18	13
Total	31	38	47	55	56	43

The continued increase in ALOS of releases indicates that the cases being released consist largely of backlogged cases that had developed due to the Pandemic-related factors.



When populations change rapidly, as occurred with the onset of the Pandemic, when the jail population fell by nearly 20% in two months (2020m4 and 2020m5), and continued during the Pandemic era, the growth in the jail population was neither constant nor stable. Under conditions of rapid growth, the ALOS

measure underestimates length of stay for persons booked (the entry cohort measure). Expected length of stay (ELOS) estimates the time from booking to release of persons released. It is a stock-flow measure used by demographers to account for differences in life expectancy's effect on the growth in populations. During the early Pandemic, ELOS increased considerably. This is as expected, because even if fewer persons were booked, court processes were shut down, thus protracting time in custody. But as court processes reopened, ELOS upon booking fell. By mid-2021, ELOS and ALOS converged, and the two series have been roughly comparable since then, despite some monthly differences in levels and fluctuations. Convergence of the ELOS and ALOS suggests some stability and slowing in the growth rate.



Expected stay for all persons and for people booked on felony charges has been declining since their peaks at the outset of the Pandemic. Expected stay for misdemeanor-only bookings has been relatively constant in this period.

ALOS for persons released on violent offense bookings trended upward pre-Pandemic and during the Pandemic period increased by more than expected from the pre-Pandemic trend. Specifically, pre-Pandemic, ALOS for violent offense increased from 55 to 65 days, but for 2021, it reached 87 days (or about 12 days more than expected by the pre-Pandemic trend.

ALOS for property offenses also increased pre-/post-Pandemic, from about 30 to 44 days, but it stayed at 44 days in 2021 and 2022. For drug and other offenses, ALOS did not exhibit a large, post-Pandemic increase. For drug offenses, the 32-day average in 2022 was below the 33-day average in 2019. For all other offenses, ALOS at the end of the study period was twice what it was in 2018. To understand the factors driving this change requires additional study.

Releases by Charge Severity Level

Persons released on felony charges account for the vast majority of bed days and during the Pandemic period, their share of bed day usage increased.

As with violent offenses, the share of persons released on felony charges increased following the Pandemic. Although the number with a felony charge that were released in 2020 fell from the number released in 2019, this decrease was due to the Pandemic effects noted above. However, the decrease in the number of persons released with misdemeanor charges was faster than the decrease in the felony releases. The share of felony charge releases increased from 56% to 65% between 2019 and 2020 (the Pandemic onset year).

Persons released on felony charges accounted for an increasing share of all bed day use. Pre-Pandemic, these persons accounted for about 89% of bed days; in the years 2020-2022, they accounted for about 93% of bed days.

Number released by severity level and release year

	Release year					
Severity	2018	2019	2020	2021	2022	Total
Any felony charge	14,403	13,963	10,227	10,926	7,794	57,313
Misdemeanor-only	8,948	8,245	4,573	5,205	4,139	31,110
Other	2,556	2,360	822	800	718	7,256
Total	25,907	24,568	15,622	16,931	12,651	95,679

Shares of releases by severity level and release year

	Release year					
Severity	2018	2019	2020	2021	2022	Total
Any felony charge	55.6%	56.8%	65.5%	64.5%	61.6%	59.9%
Misdemeanor-only	34.5%	33.6%	29.3%	30.7%	32.7%	32.5%
Other	9.9%	9.6%	5.3%	4.7%	5.7%	7.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Annualized number of bed days consumed by persons released by severity level

	Release year					
Severity	2018	2019	2020	2021	2022	Total
Any felony charge	1,969	2,270	1,824	2,388	1,815	10,267
Misdemeanor-only	162	205	122	106	92	687
Other	75	80	44	33	35	267
Total	2,207	2,554	1,991	2,527	1,942	11,222

Share of annualized bed days consumed by persons released by severity level

	Release year					
Severity	2018	2019	2020	2021	2022	Total
Any felony charge	89.2%	88.9%	91.6%	94.5%	93.5%	91.5%
Misdemeanor-only	7.4%	8.0%	6.1%	4.2%	4.7%	6.1%
Other	3.4%	3.1%	2.2%	1.3%	1.8%	2.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Ratio of share of releases to share of bed days

	Release year					
Severity	2018	2019	2020	2021	2022	Total
Any felony charge	0.6	0.6	0.7	0.7	0.7	0.7
Misdemeanor-only	4.7	4.2	4.8	7.3	6.9	5.3
Other	2.9	3.1	2.4	3.6	3.1	3.2
Total	1.0	1.0	1.0	1.0	1.0	1.0

The table above, and others like it show the way in which the share of releases contributes to jail bed days. This ratio is based on the Percent of Releases in a Year/Percent of Jail Bed Days in a year. Felonies

contribute more to jail bed days than their share of releases (61.6% releases in 2022/93.5% jail bed days in 2022<1).

Releases by Charge Category

The tables that follow present information on releases, ALOS, and bed days by release year and an analysis variable (e.g., major offense category). We calculated the average daily number of bed days for each category of an analysis variable in each year. The purpose of the tables is to show which groups or categories of a variable accounted for relatively larger or smaller shares of bed-days in each given year. We include a table "Share of annualized bed-days…" that gives the main result.

For major offense categories, persons booked on violent charges accounted for an increasing share of the bed days used by releases. For example, in 2018-2019, persons released on violent charges accounted for 45% to 49% of bed days in those years. Following the onset of the Pandemic and in 2021 their share increased to 59% and to 61% in 2022.

Number released by major offense category (of lead booking charge) and release year

	Release year					
Major offense category	**2018**	**2019**	**2020**	**2021**	**2022**	**Total**
Violent	6,621	7,156	5,721	6,323	4,702	30,523
Property	6,717	6,678	4,008	3,886	3,213	24,502
Drug	4,396	3,813	2,601	2,952	2,044	15,806
Other	4,995	4,408	2,594	3,150	2,359	17,506
Arrested-Other	2,073	1,397	372	239	33	4,114
Incarcerated-Other	1,105	1,116	326	381	300	3,228
Total	25,907	24,568	15,622	16,931	12,651	95,679

Shares of releases by major offense category (of lead booking charge) and release year

	Release year					
Major offense category	**2018**	**2019**	**2020**	**2021**	**2022**	**Total**
Violent	25.6%	29.1%	36.6%	37.3%	37.2%	31.9%
Property	25.9%	27.2%	25.7%	23.0%	25.4%	25.6%
Drug	17.0%	15.5%	16.6%	17.4%	16.2%	16.5%
Other	19.3%	17.9%	16.6%	18.6%	18.7%	18.3%
Arrested-Other	8.0%	5.7%	2.4%	1.4%	0.3%	4.3%
Incarcerated-Other	4.3%	4.5%	2.1%	2.3%	2.4%	3.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Share of annualized number of bed-days by major offense category (of lead booking charge) and release year

	Release year					
Major offense category	2018	2019	2020	2021	2022	Total
Violent	45.1%	49.5%	49.1%	59.3%	61.1%	52.8%
Property	21.2%	22.2%	25.7%	18.6%	19.9%	21.4%
Drug	15.8%	13.7%	12.2%	11.3%	9.1%	12.5%
Other	16.0%	13.2%	12.1%	10.4%	9.4%	12.3%
Arrested-Other	1.6%	1.2%	0.9%	0.3%	0.3%	0.9%
Incarcerated-Other	0.3%	0.2%	0.1%	0.1%	0.1%	0.1%

The following three tables show ALOS, the annualized number of bed-days, and the ratio of the share of releases to the share of bed-days. These tables support the finding about violent offenses increasing contribution to bed day use.

ALOS major offense category (of lead booking charge) and release year

	Release year					
Major offense category	2018	2019	2020	2021	2022	Total
Violent	55	65	62	87	92	71
Property	25	31	47	44	44	36
Drug	29	33	34	35	32	32
Other	24	21	41	22	50	27
Arrested-Other	6	8	18	13	73	9
Incarcerated-Other	2	2	1	2	2	2
Total	31	38	47	55	56	43

Annualized number of bed-days by major offense category (of lead booking charge) and release year

	Release year					
Major offense category	2018	2019	2020	2021	2022	Total
Violent	994	1,263	977	1,497	1,187	5,919
Property	469	568	511	471	387	2,405
Drug	349	349	243	285	177	1,404
Other	352	338	240	262	182	1,374
Arrested-Other	36	31	18	8	7	100
Incarcerated-Other	7	5	1	2	2	17
Total	2,206	2,554	1,990	2,526	1,942	11,219

Ratio of share of releases to share of bed-days by major offense category

	Release year					
Major offense category	2018	2019	2020	2021	2022	Total
Violent	0.6	0.6	0.7	0.6	0.6	0.6
Property	1.2	1.2	1.0	1.2	1.3	1.2
Drug	1.1	1.1	1.4	1.5	1.8	1.3
Other	1.2	1.4	1.4	1.8	2.0	1.6
Arrested-Other	4.9	4.7	2.6	4.3	0.8	4.8
Incarcerated-Other	14.5	22.2	40.7	24.8	28.1	22.7
Total	1.0	1.0	1.0	1.0	1.0	1.0

Violent offenses have consistently comprised a disproportionate share of bed days as compared to their share of releases. All other offense categories use disproportionately *fewer* jail bed days than their share of releases.

Releases by Prior Booking History

Prior bookings here are limited to bookings **within Fulton County jails during the study period** and are limited to three-to-four years of prior bookings. Because of the way the data were drawn, we had to limit the look-back period for prior bookings. Consequently, this measure underestimates the number of persons with prior bookings. Nevertheless, the tables show that persons with prior bookings serve longer time than those on a first (observed) booking, and that the share of bed days utilized by persons with a first booking fell following the onset of the Pandemic.

Number released by prior bookings: All releases

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	14,706	12,736	8,142	9,508	6,846	51,938
One	5,542	5,290	3,000	3,004	2,325	19,161
2 to 3	3,947	4,195	2,711	2,565	1,981	15,399
More than 3	1,712	2,347	1,769	1,854	1,499	9,181
Total	25,907	24,568	15,622	16,931	12,651	95,679
*Priors may be of any severity level.						

Shares of releases by prior bookings: All releases

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	56.8%	51.8%	52.1%	56.2%	54.1%	54.3%
One	21.4%	21.5%	19.2%	17.7%	18.4%	20.0%
2 to 3	15.2%	17.1%	17.4%	15.1%	15.7%	16.1%
More than 3	6.6%	9.6%	11.3%	11.0%	11.8%	9.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors may be of any severity level.						

ALOS by prior bookings: All releases

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	25	29	31	37	40	31
One	39	42	52	65	62	49
2 to 3	41	51	69	82	81	61
More than 3	36	51	73	90	88	66
Total	31	38	47	55	56	43
*Priors may be of any severity level.						

People with one prior booking in Fulton County stay in custody on average 20 days longer. Those with two or more prior bookings in Fulton County stay in custody twice as long as those with no prior bookings.

Annualized bed days by prior bookings: All releases

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	1,003	1,024	701	960	743	4,431
One	587	615	427	534	397	2,560
2 to 3	448	585	511	578	440	2,561
More than 3	168	330	352	456	363	1,669
Total	2,207	2,554	1,991	2,527	1,942	11,222
*Priors may be of any severity level.						

Shares of annualized bed days by prior bookings: All releases

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	45.4%	40.1%	35.2%	38.0%	38.2%	39.5%
One	26.6%	24.1%	21.5%	21.1%	20.5%	22.8%
2 to 3	20.3%	22.9%	25.7%	22.9%	22.6%	22.8%
More than 3	7.6%	12.9%	17.7%	18.0%	18.7%	14.9%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors may be of any severity level.						

The table below supports the finding that persons with prior bookings use a disproportionate share of bed days. While the ratio of releases for persons with *no* prior bookings is greater than one, the ratio for those with one or more prior bookings is less than one, indicating these persons use disproportionate shares of bed days.

Ratio of shares of releases to shares of bed days: All releases

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	1.2	1.3	1.5	1.5	1.4	1.4
One	0.8	0.9	0.9	0.8	0.9	0.9
2 to 3	0.7	0.7	0.7	0.7	0.7	0.7
More than 3	0.9	0.7	0.6	0.6	0.6	0.6
Total	1.0	1.0	1.0	1.0	1.0	1.0
*Priors may be of any severity level.						

Releases by Misdemeanor-Only Histories

The number of persons with misdemeanor-only charges that were released from Fulton County Jail fell by more than one-third following the start of the Pandemic. These persons released with misdemeanor-only charges accounted for smaller percentages of bed days following the onset of the Pandemic. In 2018, misdemeanor-only charge releases accounted for 8% of bed days used. In 2021-2022, they accounted for between 4% and 5%.

Misdemeanor-only releases share of total releases, by all released persons

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	39.7%	38.6%	34.7%	37.1%	38.8%	38.0%
One	27.8%	30.2%	25.9%	28.4%	30.6%	28.6%
2 to 3	24.1%	24.3%	20.5%	20.6%	24.2%	23.0%
More than 3	36.5%	30.2%	23.5%	15.9%	19.5%	25.5%
Total	34.5%	33.6%	29.3%	30.7%	32.7%	32.5%
*Priors are misdemeanor-only						

Misdemeanor-only releases share of total bed days consumed by all releases

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	6.5%	6.8%	4.7%	4.2%	4.7%	5.5%
One	6.5%	7.9%	5.9%	4.7%	5.0%	6.1%
2 to 3	8.2%	7.4%	7.0%	3.9%	4.5%	6.2%
More than 3	13.3%	13.0%	8.0%	3.9%	4.9%	7.7%
Total	7.4%	8.0%	6.1%	4.2%	4.7%	6.1%
*Priors are misdemeanor-only						

Within misdemeanor-only charges, the share of bed days used by persons with a first booking on misdemeanor-only charges fell to 27% in 2020, down from 40% in 2018. It increased to 38% in 2022.

Shares of annualized bed days of misdemeanor-only releases by prior bookings (misdemeanor-only)

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	40.0%	34.1%	27.1%	38.2%	37.8%	35.4%
One	23.7%	23.7%	20.5%	23.6%	21.6%	22.8%
2 to 3	22.6%	21.2%	29.2%	21.2%	21.5%	23.0%
More than 3	13.7%	21.0%	23.1%	17.0%	19.2%	18.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors are misdemeanor-only						

Number of misdemeanor-only releases by prior bookings (misdemeanor-only)

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	5,833	4,917	2,824	3,529	2,655	19,758
One	1,540	1,598	778	853	711	5,480
2 to 3	950	1,021	556	528	480	3,535
More than 3	625	709	415	295	293	2,337
Total	8,948	8,245	4,573	5,205	4,139	31,110
*Priors are misdemeanor-only						

Shares of misdemeanor-only releases by prior bookings (misdemeanor-only)

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	65.2%	59.6%	61.8%	67.8%	64.1%	63.5%
One	17.2%	19.4%	17.0%	16.4%	17.2%	17.6%
2 to 3	10.6%	12.4%	12.2%	10.1%	11.6%	11.4%
More than 3	7.0%	8.6%	9.1%	5.7%	7.1%	7.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors are misdemeanor-only						

ALOS of misdemeanor-only releases by prior bookings (misdemeanor-only)

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	4	5	4	4	5	4
One	9	11	12	11	10	10
2 to 3	14	16	23	16	15	16
More than 3	13	22	25	22	22	20
Total	7	9	10	7	8	8
*Priors are misdemeanor-only						

Annualized bed days of misdemeanor-only releases by prior bookings (misdemeanor-only)

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	65	70	33	40	35	243
One	38	49	25	25	20	157

Annualized bed days of misdemeanor-only releases by prior bookings (misdemeanor-only)

	Release year					
Prior bookings*	2018	2019	2020	2021	2022	Total
2 to 3	37	43	36	22	20	158
More than 3	22	43	28	18	18	129
Total	162	205	122	106	92	687
*Priors are misdemeanor-only						

Releases for Familiar Faces

Familiar faces: Releases, ALOS, bed days, and share of all bed days

	Release year					
Category	2018	2019	2020	2021	2022	Total
Number released	2,378	2,137	1,079	556	396	6,546
ALOS	35	40	64	101	143	63
Annualized bed days	241	269	186	136	86	1,136
Share of total bed days	10.9%	10.5%	9.3%	5.4%	4.4%	10.1%

The number of releases for Familiar Faces declined by 76% between 2018 and 2021. The annual bed day use for familiar faces also declined during this time. While the share of total bed days that released Familiar Faces occupy has declined year-over-year since 2018, the average length of stay for persons designated a familiar face more than doubled from 2019 to 2021 and increased by another 42 days on average in the first eight months of 2022.

Releases for Persons Booked with "Divertible" Offenses

The share of releases for "divertible" offenses has consistently declined since 2018. In the first eight months of 2022, releases for "divertible" offenses increased by a percentage point over the previous year. Annualized bed day use for persons released on "divertible" misdemeanor offenses peaked in 2019, declined by half in 2020, by half again in 2021, but is again increasing in the first eight months of 2022. Average length of stay has remained relatively unchanged for this population. While the number and share of annualized bed days this population uses has declined annually since 2019.

Number released by divertible classification

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	17,991	16,986	11,200	12,604	9,313	68,094
Divertible	7,916	7,582	4,422	4,327	3,338	27,585
Total	25,907	24,568	15,622	16,931	12,651	95,679

Shares released by divertible classification

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	69.4%	69.1%	71.7%	74.4%	73.6%	71.2%
Divertible	30.6%	30.9%	28.3%	25.6%	26.4%	28.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

ALOS (days) by divertible classification

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	34	41	48	59	62	46
Divertible	26	31	42	42	41	34
Total	31	38	47	55	56	43

Annualized bed days by divertible classification

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	1654	1909	1480	2035	1571	8649
Divertible	553	645	511	492	371	2573
Total	2207	2554	1991	2527	1942	11222

Share of annualized bed days by divertible classification

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	74.9%	74.7%	74.3%	80.5%	80.9%	77.1%
Divertible	25.1%	25.3%	25.7%	19.5%	19.1%	22.9%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

The number and share of persons released for misdemeanor-only divertible offenses has declined annually since 2019. The average length of stay for this population increased from 2019 to 2020, but then declined by half in 2021 and increased again by three days on average in the first eight months of 2022.

Misdemeanor-only releases by divertible status

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	5,970	5,431	3,446	4,049	3,071	21,967
Divertible	2,978	2,814	1,127	1,156	1,068	9,143
Total	8,948	8,245	4,573	5,205	4,139	31,110

Share of misdemeanor-only releases by divertible status

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	66.7%	65.9%	75.4%	77.8%	74.2%	70.6%
Divertible	33.3%	34.1%	24.6%	22.2%	25.8%	29.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

ALOS (days) misdemeanor-only releases by divertible status

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	7	8	8	7	7	8
Divertible	7	11	14	7	11	9
Total	7	9	10	7	8	8

Annualized bed days misdemeanor-only releases by divertible status

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	108	124	79	83	59	453
Divertible	54	81	43	23	33	234
Total	162	205	122	106	92	687

Share of annualized bed days misdemeanor-only releases by divertible status

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	66.7%	60.4%	65.0%	78.2%	64.1%	65.9%
Divertible	33.3%	39.6%	35.0%	21.8%	35.9%	34.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Ratio of share of releases to share of bed days for misdemeanor-only releases by divertible status

	Release year					
Category	2018	2019	2020	2021	2022	Total
Not divertible	1.0	1.1	1.2	1.0	1.2	1.1
Divertible	1.0	0.9	0.7	1.0	0.7	0.9
Total	1.0	1.0	1.0	1.0	1.0	1.0

Consistent with the annualized bed-day numbers above, persons booked on misdemeanors only with "divertible" charges was used a disproportionate number of bed days in 2019 and 2020. After briefly achieving parity in 2021 in their share of bed day use as compared to their share of releases, these persons once again use a disproportionate share of jail bed days in the first eight months of 2022.

Releases for Homeless Persons

The last set of tables below provides these same indicators for homeless persons released from jail during the study period. The number of homeless persons released has declined steadily since 2018, but their share of total releases has remained relatively stable. However, the average length of stay for homeless persons nearly doubled from 2019 to 2021 and has declined by 6 days on average in the first 8 months of 2022. The number of bed days used by homeless persons in Fulton County jails has fluctuated by about 50 per year between 2018-2022, but they have consistently used a disproportionate share of bed days as compared to their share of releases throughout the study period.

Number released by homelessness status at booking, by release year

	Release year					
Homeless status	2018	2019	2020	2021	2022	Total
Not homeless	24,276	22,919	14,608	16,008	11,871	89,682
Homeless	1,631	1,649	1,014	923	780	5,997
Total	25,907	24,568	15,622	16,931	12,651	95,679

ALOS by homelessness status at booking, by release year

	Release year					
Homeless status	2018	2019	2020	2021	2022	Total
Not homeless	30	37	45	52	54	41
Homeless	48	56	74	101	95	69
Total	31	38	47	55	56	43

Bed days at release by homelessness status at booking, by release year

	Release year					
Homeless status	2018	2019	2020	2021	2022	Total
Not homeless	1,994	2,303	1,788	2,270	1,739	10,092
Homeless	214	254	204	255	202	1,130
Total	2,206	2,556	1,989	2,526	1,943	11,212

Share released by homelessness status at booking, by release year

	Release year					
Homeless status	2018	2019	2020	2021	2022	Total
Not homeless	93.7%	93.3%	93.5%	94.5%	93.8%	93.7%
Homeless	6.3%	6.7%	6.5%	5.5%	6.2%	6.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Share of bed days at release by homelessness status at booking, by release year

	Release year					
Homeless status	2018	2019	2020	2021	2022	Total
Not homeless	90.4%	90.1%	89.9%	89.9%	89.5%	90.0%
Homeless	9.7%	9.9%	10.3%	10.1%	10.4%	10.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Ratio of share of releases to share of bed days by homelessness status

	Release year					
Homeless status	2018	2019	2020	2021	2022	Total
Not homeless	1.04	1.04	1.04	1.05	1.05	1.04
Homeless	0.65	0.67	0.63	0.54	0.59	0.62
Total	1.00	1.00	1.00	1.00	1.00	1.00

Releases Analysis by Release Type

This final set of tables provides data about jail bed use, average length of stay, and ratio of release share to bed-day share by release type. The researchers invited local subject matter experts to participate in, and verify, the categorization of release types. Questions surrounding the meaning of "Transfer to DOC," especially, were confirmed with the Sheriff's office.

Analysis of All Releases by Release Type

Releases on bond – signature or financial – are the largest number and share of releases. These are followed by transfers and persons released for time served. Persons released on financial bonds, for time served, to prison, and those transferred to other agencies use largest number of bed days per year. The number of bed days per year for those released on signature bonds is half what it was in 2018. Acquittals, Weekenders, those released on time served, failures to appear, those nolle prossed, and those released to prison consistently used a disproportionate share of jail bed days relative to their share of releases between 2018 and 2022. The share of bed days that those released on financial bonds has increased during the pandemic period, while the share of bed days for those released on *signature* bonds has decreased in the same period.

Number released by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	8	11	3	2	1	25
Weekender	10	12	9	7	2	40
Time served	3,263	3,003	1,635	1,603	1,495	10,999
Bond	6,288	6,210	5,237	7,458	5,705	30,898
Signature bond	6,348	5,276	4,131	3,770	2,366	21,891
Bench warrant	344	364	156	83	37	984
FTA	117	83	19	2	3	224
Dismissed	381	446	175	183	171	1,356
Nolle	188	251	114	113	82	748
Probation	1,159	1,185	680	366	135	3,525
Prison	1,820	2,152	862	645	471	5,950
Transfer	4,648	4,588	1,891	2,058	1,818	15,003
Hold	690	493	397	322	178	2,080
Extradition	376	340	243	254	135	1,348

Other	50	12	6	8	7	83
Error	217	142	64	57	45	525
Total	25,907	24,568	15,622	16,931	12,651	95,679

Shares released by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Weekender	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%
Time served	12.6%	12.2%	10.5%	9.5%	11.8%	11.5%
Bond	24.3%	25.3%	33.5%	44.0%	45.1%	32.3%
Signature bond	24.5%	21.5%	26.4%	22.3%	18.7%	22.9%
Bench warrant	1.3%	1.5%	1.0%	0.5%	0.3%	1.0%
FTA	0.5%	0.3%	0.1%	0.0%	0.0%	0.2%
Dismissed	1.5%	1.8%	1.1%	1.1%	1.4%	1.4%
Nolle	0.7%	1.0%	0.7%	0.7%	0.6%	0.8%
Probation	4.5%	4.8%	4.4%	2.2%	1.1%	3.7%
Prison	7.0%	8.8%	5.5%	3.8%	3.7%	6.2%
Transfer	17.9%	18.7%	12.1%	12.2%	14.4%	15.7%
Hold	2.7%	2.0%	2.5%	1.9%	1.4%	2.2%
Extradition	1.5%	1.4%	1.6%	1.5%	1.1%	1.4%
Other	0.2%	0.0%	0.0%	0.0%	0.1%	0.1%
Error	0.8%	0.6%	0.4%	0.3%	0.4%	0.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

ALOS (days) by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	269.8	416.4	193	1158	8	385.6
Weekender	67.1	61	57.3	298.9	437	122.1
Time served	45	53	84	97	81	66
Bond	9	11	22	26	24	19
Signature bond	9	10	18	15	11	12
Bench warrant	8.9	7.5	14.8	14.3	14	10
FTA	61.4	71.3	117.7	89.5	1079.3*	83.7
Dismissed	31.2	24.9	59.4	91.2	105.6	50
Nolle	49.6	78.5	149.8	198.6	297	124.2

ALOS (days) by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Probation	35	39	48	61.9	87.4	44
Prison	118.2	132	176.2	338.5	375.8	176
Transfer	46	54	83	103	95	67
Hold	40.2	35.6	55.7	37.7	33.1	41
Extradition	23.9	24	24.1	31.3	51.2	28
Other	51.3	31.8	16.7	149.1	228.1	70.3
Error	13.3	13.7	10.6	10.7	2.2	11.8
Total	31	38	47	55	56	43

*This figure represents a small number of people who had been booked *before* 2022 but were released in 2022.

Bed days (annualized) by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	6	13	2	6	0	26
Weekender	2	2	1	6	2	13
Time served	404	437	377	426	331	1,975
Bond	157	190	308	527	381	1,565
Signature bond	153	142	200	150	73	719
Bench warrant	8	7	6	3	1	27
FTA	20	16	6	0	9	51
Dismissed	33	30	28	46	49	187
Nolle	26	54	47	61	67	254
Probation	111	125	89	62	32	420
Prison	589	780	416	598	485	2,867
Transfer	584	681	430	583	472	2,748
Hold	76	48	61	33	16	234
Extradition	25	22	16	22	19	104
Other	7	1	0	3	4	16
Error	8	5	2	2	0	17
Total	2,206	2,556	1,989	2,526	1,943	11,212

Share of bed days (annualized) by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	0.3%	0.5%	0.1%	0.3%	0.0%	0.2%
Weekender	0.1%	0.1%	0.1%	0.2%	0.1%	0.1%
Time served	18.3%	17.1%	19.0%	16.9%	17.0%	17.6%
Bond	7.1%	7.4%	15.5%	20.9%	19.6%	14.0%
Signature bond	6.9%	5.5%	10.1%	5.9%	3.8%	6.4%
Bench warrant	0.4%	0.3%	0.3%	0.1%	0.1%	0.2%
FTA	0.9%	0.6%	0.3%	0.0%	0.5%	0.5%
Dismissed	1.5%	1.2%	1.4%	1.8%	2.5%	1.7%
Nolle	1.2%	2.1%	2.4%	2.4%	3.4%	2.3%
Probation	5.0%	4.9%	4.5%	2.5%	1.7%	3.7%
Prison	26.7%	30.5%	20.9%	23.7%	24.9%	25.6%
Transfer	26.5%	26.6%	21.6%	23.1%	24.3%	24.5%
Hold	3.4%	1.9%	3.0%	1.3%	0.8%	2.1%
Extradition	1.1%	0.9%	0.8%	0.9%	1.0%	0.9%
Other	0.3%	0.0%	0.0%	0.1%	0.2%	0.1%
Error	0.4%	0.2%	0.1%	0.1%	0.0%	0.2%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Ratio of share of releases to share of bed days

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	0.1	0.1	0.2	0.0	7.0	0.1
Weekender	0.5	0.6	0.8	0.2	0.1	0.4
Time served	0.7	0.7	0.6	0.6	0.7	0.7
Bond	3.4	3.4	2.2	2.1	2.3	2.3
Signature bond	3.5	3.9	2.6	3.8	5.0	3.6
Bench warrant	3.5	5.1	3.1	3.8	4.0	4.3
FTA	0.5	0.5	0.4	0.6	0.1	0.5
Dismissed	1.0	1.5	0.8	0.6	0.5	0.9
Nolle	0.6	0.5	0.3	0.3	0.2	0.3
Probation	0.9	1.0	1.0	0.9	0.6	1.0
Prison	0.3	0.3	0.3	0.2	0.1	0.2
Transfer	0.7	0.7	0.6	0.5	0.6	0.6
Hold	0.8	1.1	0.8	1.4	1.7	1.0
Extradition	1.3	1.6	1.9	1.7	1.1	1.5

Ratio of share of releases to share of bed days

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Other	0.6	1.2	2.8	0.4	0.2	0.6
Error	2.3	2.8	4.4	5.1	25.5	3.6
Total	1.0	1.0	1.0	1.0	1.0	1.0

"Transfer" Releases Defined

The table below details the "transfer" category within release data. Persons transferred to another agency or program make up 16% of all releases over the study period, and their share of jail bed use is greater than their share of releases would suggest.

Number released where release decision category is "Transfer"

	Release year					
Release type	**2018**	**2019**	**2020**	**2021**	**2022**	**Total**
Returned to Arresting Agency	324	299	75	32	25	755
Transfer of Custody		3	1	20	16	40
Transfer to Another Agency	3,637	3,669	1,473	1,724	1,542	12,045
Transfer to Another Agency Pending Charges	55	33	12	41	27	168
Transfer to Program	631	583	329	237	203	1,983
Transferred to Juvenile	1	1	1	4	5	12
Total	4,648	4,588	1,891	2,058	1,818	15,003

Over three quarters of those transferred do not have pending charges in Fulton County.

Releases for Persons with Misdemeanor-Only Booking History

The findings on type of release for persons booked with a misdemeanor-only booking history are consistent with those described above. Of note, the average length of stay for those released on a signature bond and those released on a financial bond are comparable. With the exception of those released on financial or signature bond, bench warrants, and error reasons, persons with misdemeanor-only charges use a disproportionate share of jail bed days as compared to their share of releases across all other release types.

Misdemeanor-only releases: Number released by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	4	1	1			6
Weekender		1	2	3		6
Time served	1,527	1,462	489	482	620	4,580
Bond	3,489	3,308	1,692	2,540	1,902	12,931
Signature bond	2,725	2,236	1,924	1,936	1,494	10,315
Bench warrant	47	40	8	10	12	117
FTA	7	9	4	1		21
Dismissed	164	205	86	29	34	518
Nolle	119	154	40	23	22	358
Probation	397	378	186	107	9	1,077
Prison	275	306	81	25	7	694
Transfer	7	11	3	4	7	32
Hold	17	35	18	14	6	90
Other	12	4	3			19
Error	158	95	36	31	26	346
Total	8,948	8,245	4,573	5,205	4,139	31,110

Misdemeanor-only releases: Share released by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Weekender	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%
Time served	17.1%	17.7%	10.7%	9.3%	15.0%	14.7%
Bond	39.0%	40.1%	37.0%	48.8%	46.0%	41.6%
Signature bond	30.5%	27.1%	42.1%	37.2%	36.1%	33.2%
Bench warrant	0.5%	0.5%	0.2%	0.2%	0.3%	0.4%
FTA	0.1%	0.1%	0.1%	0.0%	0.0%	0.1%
Dismissed	1.8%	2.5%	1.9%	0.6%	0.8%	1.7%
Nolle	1.3%	1.9%	0.9%	0.4%	0.5%	1.2%
Probation	4.4%	4.6%	4.1%	2.1%	0.2%	3.5%
Prison	3.1%	3.7%	1.8%	0.5%	0.2%	2.2%
Transfer	0.1%	0.1%	0.1%	0.1%	0.2%	0.1%
Hold	0.2%	0.4%	0.4%	0.3%	0.1%	0.3%
Other	0.1%	0.0%	0.1%	0.0%	0.0%	0.1%
Error	1.8%	1.2%	0.8%	0.6%	0.6%	1.1%

Misdemeanor-only releases: Share released by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

ALOS (days) for misdemeanor-only releases by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	36.5	4	224			62.3
Weekender		65	143	178.7		147.8
Time served	15.3	21	26.2	30.6	25.6	21.3
Bond	2.4	3.2	5	4	4.6	3.6
Signature bond	2.7	3.8	5.1	4.4	4	3.9
Bench warrant	2	2.7	12.1	3.9	0.4	3
FTA	45.6	35.3	56	16		41.8
Dismissed	25.5	13.1	29.2	41.8	21.4	21.8
Nolle	25	47.9	91.6	22.5	78	45.4
Probation	12.4	17.3	17.5	18.5	24.9	15.7
Prison	19.8	17.5	27.5	24.8	21.9	19.9
Transfer	7.1	127	89.3	2.2	11.9	56.5
Hold	20.8	10.1	19.7	16.6	10.2	15.1
Other	8	23.5	26.3			14.2
Error	10.2	7.1	6.7	0.7	1	7.4
Total	6.6	9.1	9.8	7.4	8.1	8.1

Misdemeanor-Only Releases: Ratio of share of releases to share of bed days

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	0.2	2.3	0.0			0.1
Weekender		0.1	0.1	0.0		0.1
Time served	0.4	0.4	0.4	0.2	0.3	0.4
Bond	2.8	2.8	2.0	1.9	1.8	2.3
Signature bond	2.4	2.4	1.9	1.7	2.0	2.1
Bench warrant	3.3	3.4	0.8	1.9	20.3	2.7
FTA	0.1	0.3	0.2	0.5		0.2
Dismissed	0.3	0.7	0.3	0.2	0.4	0.4
Nolle	0.3	0.2	0.1	0.3	0.1	0.2

Misdemeanor-Only Releases: Ratio of share of releases to share of bed days

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Probation	0.5	0.5	0.6	0.4	0.3	0.5
Prison	0.3	0.5	0.4	0.3	0.4	0.4
Transfer	0.9	0.1	0.1	3.4	0.7	0.1
Hold	0.3	0.9	0.5	0.4	0.8	0.5
Other	0.8	0.4	0.4			0.6
Error	0.6	1.3	1.5	10.6	8.1	1.1
Total	1.0	1.0	1.0	1.0	1.0	1.0

Bed days for misdemeanor-only releases by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	0	0	1	0	0	1
Weekender	0	0	1	1	0	2
Time served	64	84	35	40	43	267
Bond	23	29	23	28	24	127
Signature bond	20	23	27	23	16	110
Bench warrant	0	0	0	0	0	1
FTA	1	1	1	0	0	2
Dismissed	11	7	7	3	2	31
Nolle	8	20	10	1	5	44
Probation	13	18	9	5	1	46
Prison	15	15	6	2	0	38
Transfer	0	4	1	0	0	5
Hold	1	1	1	1	0	4
Other	0	0	0	0	0	1
Error	4	2	1	0	0	7
Total	162	205	123	105	92	690

Shares of bed days for misdemeanor-only releases by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Acquittal	0.2%	0.0%	0.5%	0.0%	0.0%	0.1%
Weekender	0.0%	0.1%	0.6%	1.4%	0.0%	0.4%
Time served	39.6%	40.9%	28.6%	38.3%	47.3%	38.7%

Shares of bed days for misdemeanor-only releases by release reason (type)

	Release year					
Release type	2018	2019	2020	2021	2022	Total
Bond	14.2%	14.1%	18.9%	26.4%	26.1%	18.5%
Signature bond	12.5%	11.3%	21.9%	22.1%	17.8%	16.0%
Bench warrant	0.2%	0.1%	0.2%	0.1%	0.0%	0.1%
FTA	0.5%	0.4%	0.5%	0.0%	0.0%	0.3%
Dismissed	7.1%	3.6%	5.6%	3.1%	2.2%	4.5%
Nolle	5.0%	9.8%	8.2%	1.3%	5.1%	6.4%
Probation	8.3%	8.7%	7.3%	5.1%	0.7%	6.7%
Prison	9.2%	7.1%	5.0%	1.6%	0.5%	5.5%
Transfer	0.1%	1.9%	0.6%	0.0%	0.2%	0.7%
Hold	0.6%	0.5%	0.8%	0.6%	0.2%	0.5%
Other	0.2%	0.1%	0.2%	0.0%	0.0%	0.1%
Error	2.7%	0.9%	0.5%	0.1%	0.1%	1.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

One-Day Snapshot and Case Processing and Diversion Services Work Group Analyses

One-Day Snapshot

The tables presented in this report thus far provide longitudinal analyses of the available datasets. To complement this long view, the JPRC analyzed a one-day snapshot of the population held in Fulton County Jail. In the tables that follow, we provide the following descriptive analysis of snapshot data about persons in custody on September 14, 2022.

Charge Severity - Persons in Fulton County Jail Facilities

Facility Location	Felony	Misdemeanor	Other	Grand Total
Fulton County Jail	2226	293	274	2793
South Annex	273	42	32	347
Out of County Inmates	280	38	18	336
Marietta Annex	61	11	6	78
Grand Total	2840	384	330	3554

Eleven percent of the persons under the Fulton County Sheriff's office jurisdiction on September 14, 2022, were held outside the county. For the following tables, we exclude these bookings.

Number of People in Jail by Charge Category and Severity

Charge Category	Felony	Misdemeanor	Other	Grand Total
Violent Offenses	1,638	164		1,802
Property Offenses	490	113		603
Missing			290	290
Drug Offenses	259	15	1	275
Other Offenses	170	51	15	235
Arrested-Other	3	3		6
Incarcerated-Other			6	6
Grand Total	2,560	346	312	3,218

Almost 80% of those in custody on September 14, 2022, had felonies as the most serious offense. Almost 11% had misdemeanors as the most serious offense.

Misdemeanors: Number of People in Jail by Charge Category and Homeless Status

Charge Category	Not Homeless	Homeless	Grand Total
Violent Offenses	137	27	164
Property Offenses	82	31	113
Other Offenses	46	5	51
Drug Offenses	14	1	15
Arrested-Other	2	1	3
Grand Total	281	65	346

Almost 19% of persons charged with misdemeanors as their most serious offense were homeless.

Misdemeanors: Number of People in Jail by Charge Category and Misdemeanor-Only Prior Arrests, and No Family Violence History in Fulton County

Charge Category	Some Felony Prior	Misdemeanor-Only Priors	Grand Total
Property Offenses	49	63	112
Violent Offenses	18	76	94
Other Offenses	23	26	49
Drug Offenses	7	5	12
Arrested-Other	1	1	2
Grand Total	98	171	269

Family Violence History in Fulton County?

Most Serious Charge Severity	No	Yes	Grand Total
Felony	2371	189	2560
Misdemeanor	269	77	346
Other	305	7	312
Grand Total	2945	273	3218

Some people have been released from Fulton County jails after the date of the snapshot data. The tables below provide context about those releases. Almost 28% of the persons in custody on September 14, 2022, had been released by the time this dataset was reissued for this analysis on November 11, 2022.

Release Category Counts	Felony	Misdemeanor	Other	Grand Total
Bond	205	39	20	264
Time Served	60	69	78	207
Transfer	136	35	35	206
Prison	89	7	8	104
Dismissed	61	7	2	70
Signature Bond	28	16	4	48
Probation	10	3	11	24
Hold	9		12	21
Extradition	13	1	1	15
Nolle	6	2	2	10
Bench Warrant			4	4
Other	2		1	3
Acquitted	2			2
Error	1			1
Grand Total	622	179	178	979

Release Category - ALOS	Felony	Misdemeanor	Other	Grand Total
Acquitted	606			606
Prison	581	284	172	530
Other	449		40	313
Nolle	356	80	321	293
Transfer	240	89	98	190
Time Served	364	57	68	150
Dismissed	149	105	81	143
Error	136			136
Bond	130	54	73	114
Probation	191	53	44	106
Signature Bond	90	75	30	80
Extradition	59	20	164	63
Hold	61		45	52
Bench Warrant			49	49
Grand Total	244	75	78	183

Case Processing Work Group Analysis

The JPRC conducted microanalysis of a sample dataset in an attempt to identify factors contributing to length of stay of people held in Fulton County jail.

This sample does not and is not intended to represent the total population of people held in Fulton County jail on September 14, 2022. Instead, the sample – using query criteria reflecting charges and lengths of stay – was intended to better understand why certain cases were delayed beyond what is typical given the charge, for example: What could be learned about protracted lengths of stay for people whose most serious current charge is a misdemeanor?

Drawing on the snapshot data, Fulton County data analysts provided the Case Processing Work Group with information on 500 individuals held in custody on September 14, 2022. The criteria for this sample of 500 were as follows:

- Exclude individuals held on seven Serious and Violent Felonies[7] as defined by Georgia law
- Include a random sample of 50 people charged with eligible offenses who had been held in custody for more than one year
- Include a random sample of 50 people brought into custody with a misdemeanor as the most serious charge and who had been held in custody for more than 30 days
- Include a random sample of 400 people charged with eligible offenses who had been held in custody for more than 45 days

The Case Processing Work Group used this qualitative to begin to illuminate case-level factors that could inform further study of the macro dataset developed for this project. Although numbers will be reported for some categories below according to the information assessed during case reviews, these numbers should be interpreted with caution. Rather than reflecting the occurrence of these case processing factors, the numbers reported reflect why the attorneys believed these factors are deserving of further inquiry.

Once the search criteria were established and the work group received the relevant data sets, eight attorneys (six from Georgia Justice Project and two volunteer attorneys) completed systematic reviews of

[7] O.C.G.A. § 17-10-6.1

250 cases of the 500 cases provided. Beginning their analysis on October 10, 2022, the attorneys reviewed the sample cases utilizing publicly available information (e.g., Fulton County Jail Online Jail Records and Odyssey Court Lookup), noting their observations in a Google form, which was then imported into a common spreadsheet. Upon review, several of the cases received were duplicates (e.g., two rows with the same information), the second of which were discarded. The attorneys discussed emergent observations and added flags to their tracking forms to allow easier thematic tracking and analysis. These themes are discussed below.

From their review, the attorneys identified three case processing needs that commonly emerged in the cases they reviewed: acute support needs, procedural support needs, and bond support needs. For persons who were in custody at the time of the case review (94% of cases reviewed), the attorneys flagged cases that had one or more of the identified needs, focusing on cases where these types of support could lead to their potential release. Thirty-seven cases (15%) are not included in these categories, including but limited to individuals serving time for accountability court sanctions, violations of probation, parole violations, complex felony cases with complicated issues, or individuals with foreign warrants. For those cases with identified needs, there was often overlap in the types of needs identified. Twenty-nine people (12%) were identified as needing all three types of support. Eighty-seven people (35% of cases reviewed) have an acute need, such as needing mental health support or housing; 169 (68%) have factors contributing to a procedural delay; 75 individuals (30% of cases reviewed) were in custody due to inability to make a bond of $15,000 or less. Further details of their inquiries are as follows:

1. Acuity Factors

NaphCare is the contracted health provider for people incarcerated in Fulton County jail. As a matter of established policy from 2019, all people being booked into the jail are to be screened for mental health needs, using the CMHS mental health screen administered by NaphCare. A score of 5 or more on the CMHS is the threshold to flag the need for secondary mental health assessment. Attorneys reviewed bond orders, requests for competency and/or mental health evaluations, and previous sentences to determine if individuals likely need mental health, housing, or other acute support.

Of the 250 cases analyzed, 141 individuals (56%) did not meet this threshold because they scored below a 5 on the CMHS.

- Fifty people (20%) were noted as having screened positive for mental health support because they scored a five or above on the CMHS.
- Fifty-nine people (24%) did not have a CMHS score in the data provided. It is not known at this time why these individuals did not have a CMHS score.
- Seventy-one people (28% of cases reviewed) were identified, based on case review, as likely in need of mental health support.
- Based on the individual case analysis, acuity of needs (generally, mental illness or homelessness) was a factor delaying release for 88 people (35% of cases reviewed).
- Of these, the case review process determined 25 people (10% of cases reviewed) were awaiting a pending competency evaluation or had been found incompetent. Of these individuals, four people scored five or above on the CMHS; 11 scored below a 5 on the CMHS; and 10 did not have a CMHS score.

2. Procedural Factors

The review process found that of the 250 cases, 169 people (68%) had procedural factors delaying their release. The Case Processing Work Group identified several factors contributing to procedural delays:

- State-Superior Court Transfers: To transfer a case from State Court (misdemeanors) to Superior Court (felonies) currently requires several administrative steps, including the creation of a Superior Court case number. Currently, the time required to complete these administrative steps protracts case processing time and contributes to increased lengths of stay.

- Competency Delays: The work group identified individuals with pending competency evaluations or other competency-related procedural delays. For example, the work group identified an individual in custody with a misdemeanor as their most serious charge, Loitering or Prowling, who has been in custody for over 310 days. The case has been reset for on the Competency Calendar (Track B) more than 15 times.

- Unindicted Status: Forty-seven people (19% of the 250 cases) were held in custody on an unindicted non-complex felony case. These cases may be compounded by other factors delaying release. In examining the data sample for unindicted cases, the attorneys reviewed all provided case numbers that correlated to booking numbers and reviewed public Odyssey records to search

for any other open cases, However, this methodology may not have captured all open cases, and such cases could be a factor delaying release.

- Pending Probation Violation: The Department of Community Supervision reviewed 163 of the 250 cases; of these, 17 people (10% of the cases reviewed in this instance) were being held in custody on a pending probation violation in Fulton County.
- Requirement for Address: Per existing policies, defendants must provide a street address as a condition of pre-trial release; as a result, release is delayed for people who provide no address or report being homeless at intake.

3. Financial Factors

To evaluate the effect of money bond, the Case Processing Work Group reviewed bond orders and bond information extracted from Odyssey.

- Using bond amounts identified by attorneys for all cases reviewed that had bond, fifty- nine people (24% of the sample set) had a bond of $5,000 or less, and 30 people (36%) had a bond between $5,000 and $10,000.
- For individuals in custody, 75 individuals (30%) were identified as in custody due to inability to make bond.
- Nine people (4.4%) remained in custody due to inability to make bond without other apparent procedural or acuity issues affecting release.

4. Intersecting Factors

The review process identified 75 individuals (30% of the sample set) who were being held in custody due to inability to make bond. Of these, 29 (12% of the sample set) also needed procedural support. Of the 75 individuals who were identified as needing bond support, eight people (3% of the sample set, or 11% of those identified as needing bond support) also needed acute support.

These overlapping and confounding factors are evident in individual cases:

- For example, a man was arrested on a State Court charge, booked into custody, given an $8,000 bond at First Appearance. Fifteen days later, his case was transferred to Superior Court. He was held another 94 days in custody before another hearing, at which point his bond was reduced to $3,500. Unable to pay this bond, at the time of this report he had spent nearly 500 days in

custody, his case remained unindicted, no other court hearings had been held, and no bond reduction had been considered.

- To take another example, an individual was booked into custody on charges of obstruction, criminal trespass, and criminal trespass and damage to property. Assigned a $2,000 bond in State Court, his case was transferred to Superior Court after 19 days. At the time of review, he had been held in custody for 82 days, no Superior Court case number was evident in the Odyssey records, and no bond reduction had been considered.

Diversion Services Work Group

The Diversion Services Work Group was charged with two primary goals: 1) Identify and facilitate the release of people who, with coordinated support and barrier mitigations, could be released from custody. 2) From this collaborative process, identify opportunities to increase system coordination

By leveraging the case analysis conducted by the Case Process Work Group, by November 8, 2022, the Diversion Services Work Group identified and developed community-based case plans for 26 people who, with support, could be released from custody. Analysis of these cases yielded the following findings:

Felony Probation Status	Number of People Reviewed	Average of No. Georgia Felony Convictions
Not on Probation	13	0
Not Active	8	4
Active	3	7
Missing	2	
Grand Total	26	2.25

Half of the persons triaged through the Diversion Services Work Group were not on felony probation and did not have felony convictions based on a search of Department of Community Supervision records.[8]

Housing Status	Average Bond Amount	Number of People	Average Current LOS
Unknown	$54,303.57	15	205
Unsheltered	$5,000.00	4	135
Permanent Supportive Housing	$666.67	3	110
Release to Shelter	$3,333.33	3	150
Private Residence	$2,000.00	1	60

[8] The Georgia Department of Community Supervision has jurisdiction over felony probation. The list of cases reviewed for Case Processing was provided to the DCS Fulton County Chief of Probation for these searches.

Housing Status	Average Bond Amount	Number of People	Average Current LOS
Grand Total	$31,770.00	26	171

Seven persons were unsheltered at the time of review, almost half of whom were released to shelter.

Competency Evaluation?	Average Bond Amount	Number of People	Average Current LOS
No	$43,319.44	19	159
Yes	$2,071.43	7	205
Grand Total	$31,770.00	26	171

Release to PAD?	Average Bond Amount	Number of People	Average Current LOS
No	$52,357.14	15	171
Yes	$5,568.18	11	171
Grand Total	$31,770.00	26	171

Mental Health Flag?	Average Bond Amount	Number of People	Average Current LOS
Unknown	$52,464.29	15	215
No	$10,833.33	3	151
Yes	$3,406.25	8	96
Grand Total	$31,770.00	26	171

Released?	Average Bond Amount	Number of People	Average Current LOS
No	$39,162.50	20	180
Yes	$2,200.00	6	143
Grand Total	$31,770.00	26	171

Another qualitative finding of the Diversion Services Work Group is that a substantial amount of foundational, cross-sector work has been ongoing in Fulton County to address the complex needs that people in the criminal justice system may have. This graphic provides a partial overview of the myriad initiatives targeted at reducing incarceration.

Support for the Continuation of Jail Population Review

We measured the effectiveness of the collaborative endeavor using a validated rating scale called the Wilder Collaborative Factors Inventory.[9] The survey was distributed on November 10, 2022, after the collaborative had been meeting intensely for ten weeks and prior to distribution of preliminary results.

[9] Amherst H. Wilder Foundation, Wilder Collaborative Factors Inventory, available at: https://www.wilder.org/wilder-research/research-library/collaboration-factors-inventory-3rd-edition.

The link was sent to the 38 people whose emails we had collected because they had participated in at least one JPRC meeting. Eighteen people (47%) responded. Responses were anonymous. Respondents were evenly split between criminal justice system partners and other types of agencies.

Respondent Agency Type	# Respondents	% Total
Other Type of Agency	8	44%
Criminal justice entity (e.g. law enforcement, public defender, courts, prosecutors)	7	39%
Community-based services or advocacy agency	3	17%
Total	18	100%

Respondents agreed overwhelmingly – by 89% -– that the work of the JPRC should continue for at least six months. The majority of those in agreement that work should continue said it should do so for one year. Only two respondents said the work should cease.

	Count of Respondent by Agency Type			
Do you think the work of the Jail Population Review Committee should continue?	Criminal justice entity (e.g., law enforcement, public defender, courts, prosecutors)	Community-based services or advocacy agency	Other Type of Agency	Total Respondents
Yes, for an additional six months to review jail use and case processing	4	0	0	4
Yes, for an additional year to review jail use and case processing	2	3	7	12
I do not think the work of the JPRC should continue	1	0	1	2
Total	7	3	8	18

None of the respondents from nonprofit or community-based organizations said the JPRC work should cease. Agreement that work should continue was overwhelming within both criminal justice and other respondent groups.

Respondents reported high levels of engagement with the JPRC process. Over half (55%) reported they had attended most of the JPRC and workgroup meetings. When considering the number who reported attending all meetings, over 88% and 72% had attended most JPRC and Workgroup meetings, respectively.

Despite the high engagement levels, scores on individual measures tended toward neutrality. The table below provides the average score for each statement. Agreement was measured on a 5-point Likert scale where 5 was Strongly Agree and 1 was Strongly Disagree. Average scores greater than 4 indicate agreement on a statement – there are only two such statements in the table.

Not surprisingly, given the near-universal desire to continue the JPRC's work, the two statements with which respondents agreed, on average, are that the population review endeavor requires a collaborative approach, and that communication between members happens inside and outside meetings. Scores veer toward agreement (would be 4 if rounded), on measures of respect between members, information conversations, and the benefit of organizational involvement. Members also tend to agree that the time for this collaboration is ripe.

Scores start to drift toward neutrality on measures of collaborative flexibility, the openness of its membership to new approaches, and a shared understanding of goals.

Given the compressed timeframe with which members had to evaluate the volumes of data contained herein, define concepts and measures, and think through the implications behind the analyses, members disagreed on average with statements around people and financial resources available to the collaborative.

Wilder Collaborative Factor Statement	Avg. Score	St. Deviation (+/-)
What we are trying to accomplish with our collaborative project would be difficult for any single organization to accomplish by itself.	4.4	0.8
Communication among the people in this collaborative group happens both at formal meetings and in informal ways.	4.2	0.5
I have a lot of respect for the other people involved in this collaboration.	3.9	1.0
I personally have informal conversations about the project with others who are involved in this collaborative group.	3.9	0.8
My organization will benefit from being involved in this collaboration.	3.9	1.3
The time is right for this collaborative project.	3.9	1.2
No other organization in the community is trying to do exactly what we are trying to do.	3.8	1.4
The people involved in our collaboration represent a cross-section of those who have a stake in what we are trying to accomplish.	3.8	1.2
The level of commitment among the collaborative participants is high.	3.7	1.0
This group has the ability to survive even if it had to make major changes in its plans or add some new members in order to reach its goals.	3.7	1.0
I am informed as often as I should be about what goes in in the collaboration.	3.7	1.0

Wilder Collaborative Factor Statement	Avg. Score	St. Deviation (+/-)
All the organizations that we need to be members of this collaborative group have become members of the group.	3.6	1.1
People in our collaborative group know and understand our goals.	3.6	1.0
The people in this collaborative group are dedicated to the idea that we can make this project work.	3.6	1.1
The people who lead this collaborative group communicate well with the members.	3.6	1.0
People in this collaboration communicate openly with one another.	3.6	1.1
People in this collaborative group have a clear sense of their roles and responsibilities.	3.6	1.0
The organizations that belong to our collaborative group invest the right amount of time in our collaborative efforts.	3.5	1.0
I have a clear understanding of what our collaboration is trying to accomplish.	3.4	1.5
My ideas about what we want to accomplish with this collaboration seem to be the same as the ideas of others.	3.4	1.3
Others (in this community) who are not part of this collaboration would generally agree that the organizations involved in this collaborative project are the "right" organizations to make this work.	3.4	1.0
The people in leadership positions for this collaborative have good skills for working with other people and organizations.	3.4	1.2
This collaboration is able to adapt to changing conditions, such as fewer funds than expected, changing political climate, or change in leadership.	3.4	0.9
Agencies in our community have a history of working together.	3.3	1.3
Each of the people who participate in this collaborative group can speak for the entire organization they represent, not just a part.	3.3	0.8
Leaders in this community who are not part of our collaborative group seem hopeful about what we can accomplish.	3.3	1.0
Our collaborative has adequate "people power" to do what it wants to accomplish.	3.2	1.1
The political and social climate seems to be "right" for starting a collaborative project like this one.	3.2	1.3
There is a lot of flexibility when decisions are made; people are open to discussing different options.	3.2	1.3
Trying to solve problems through collaboration has been common in this community. It's been done before.	3.2	1.1
Everyone who is a member of our collaborative group wants this project to succeed.	3.2	1.0
People in our collaborative group have established reasonable goals.	3.1	1.2
People in this collaborative group are open to different approaches to how we can do our work. They are willing to consider different ways of working.	3.1	1.1
People involved in our collaboration are willing to compromise on important aspects of our project.	3.0	1.1

Wilder Collaborative Factor Statement	Avg. Score	St. Deviation (+/-)
We are currently able to keep up with the work necessary to coordinate all the people, organizations, and activities related to this collaborative project.	2.8	1.3
There is a clear process for making decisions among the partners in this collaboration.	2.7	1.4
Our collaborative group has adequate funds to do what it wants to accomplish.	2.6	0.9
People involved in our collaboration always trust one another.	2.4	1.2
This collaborative group has tried to take on the right amount of work at the right pace.	2.4	1.2
When the collaborative group makes major decisions, there is always enough time for members to take information back to their organizations to confer with their colleagues about what the decision should be.	2.4	0.9
Collaborative Factors Average Overall	3.4	1.2

Despite the overall neutral sentiment toward the measures of collaborative functioning and efficacy, the key takeaway from the survey is that members would like to see the work continue. Perhaps most reassuring, of the 16 people who said the work of the JPRC should continue, 12 (75%) would remain on the committee.

	# Respondents	Percent
Yes, I would like to continue participating	12	75%
Yes, but someone else will participate on behalf of my organization	2	13%
No I do not want to continue being involved	1	6%
I do not see a continued need for my current role on the JPRC	1	6%
Total	16	100%

Conclusion

An exhaustive, multi-disciplinary, and time-compressed approach to understanding the jail population in Fulton County both longitudinally and at a point in time yielded the following important findings:

1. The pandemic has had a lasting effect on the jail population that the data suggest may be starting to mitigate. However, it will require more time and study to address the cumulative effects that appear to have increased shares of felony bookings, lengths of stay, and changes in the charge composition associated with the jail population.
2. The data from Fulton County's Odyssey system could be used to understand the case processing factors affecting jail bed use *if* the sample set is drawn to respond to the specific research

questions, all the relevant keys necessary to connect tables, and sufficient time is provided to review the documentation around the meaning of fields and variables in detail.

3. A multi-disciplinary approach to understanding the factors affecting the lengths of stay for *individual people* in Fulton County jail can benefit from collective analysis and interventions.
4. A qualitative analysis of cases revealed that multiple factors – from bail policies and practices to case processing delays – can affect a person's length of stay in Fulton County jails.
5. A stakeholder group of statistical and subject matter experts tasked with standardizing definitions and fields across Odyssey are essential to the speed and impact of these analytical endeavors.
6. Understanding the factors that drive jail use is a catalytic opportunity to reduce incarceration while advancing both safety and equity for the people of the City of Atlanta and Fulton County. The Jail Population Review Committee recommend its continuation.

Appendix 1: Stakeholder Statements Submitted in Response to This Jail Population Review Committee Report

Documents in this appendix are incorporated in the order in which they were received. Date and time stamps are provided at the top of each document.

Received 11/16/2022, 3:05 PM

OFFICE OF THE FULTON COUNTY DISTRICT ATTORNEY
ATLANTA JUDICIAL CIRCUIT
136 PRYOR STREET SW, 3RD FLOOR
ATLANTA, GEORGIA 30303

Fani T. Willis
District Attorney

TELEPHONE 404-612-4980

November 16, 2022

Justice Policy Board

Via Electronic Mail

Greetings:

Today at 6:00 am my office was sent a draft of the Justice Policy Board's report on the population of Fulton County inmates that is to be submitted to the Atlanta City Council on Friday, November 18, 2022, at 9:00 am. Even though the board was created in December 2021, the District Attorney's office was not invited into the process of producing the report until the past week.

The report writers informed us that we must object to any parts of the report by 3:00 pm today or we would be considered to have acquiesced to the data and conclusions in it. Despite the unreasonably short timeline to review and comment on the draft report, I am providing this letter to outline our concerns and objections to the draft.

(1) **Use of the term "familiar faces" for repeat offenders who are arrested repeatedly**

The report uses the term "familiar faces," which appears to be a euphemism to refer to persons who are arrested for repeatedly victimizing others in our community. The Atlanta Police Department and my office are working together with the support of the Mayor to track repeat offenders and inform judges who are considering bond or sentencing. Specifically, O.C.G.A. § 17-10-7 sets Georgia's legal standard for persons who are deemed "repeat offenders." Those persons who have been convicted of prior felonies in Georgia or elsewhere, and particularly those who have previously been convicted of what the law deems "serious violent felonies," are required to receive longer sentences.

Further, information showing someone is a repeat offender will rightly factor into a judge's decision about whether to grant bond. What also must be considered is that many statutes have escalating penalties when someone is convicted multiple times for the same offense. Several offenses related to theft of property will escalate a crime to a felony from a misdemeanor as a person is convicted multiple times. That will factor into the number of persons who are arrested

for a misdemeanor who may subsequently be transferred to Superior Court and receive a higher bond.

(2) **Use of anecdotes without providing names or other data that will allow investigation of circumstances and response.**

The report uses anecdotes about particular defendants without providing identifying information that will allow our office or others to investigate circumstances regarding an individual case. We are aware that in some cases, persons have been identified as being held on a misdemeanor, or having an unindicted charge, when in fact they have been indicted on a serious violent felony - including murder – and are being held in custody because of that indictment.

(3) **Observation regarding case processing delays on page 56**

Case processing delays result from lack of resources in Fulton County's criminal justice system. Even with recent additions, the District Attorney's Office and the Public Defender have fewer staff compared to jurisdictions with similar caseloads. Fulton County also has too few judges to handle the county's caseload.

All defendants have a right to avail themselves of every procedural process due to them by the Constitution. We should ensure that we have the resources available to allow them to do so without unacceptable delays in the resolution of cases.

(4) **Recommendation regarding alternatives to incarceration on page 56**

I agree with the recommendation regarding the need to explore alternatives to incarceration. My office has created the first pre-indictment diversion program in Fulton County's history, allowing us to send defendants to diversion without marking them with the "scarlet letter" of a felony indictment. Sadly, the Public Defender have often opted not to take advantage of preindictment diversion at anywhere near the rate that private defense attorneys have.

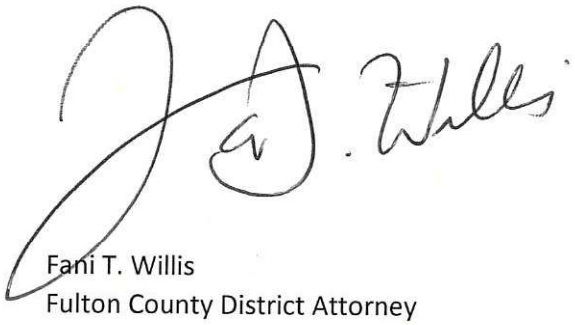
We have several alternative programs targeted at young people to help them avoid being caught up in the criminal justice system. We are working with the Biden Justice Department to bring the "Credible Messenger" program to at risk youth, and we are running our new Reach Program in Fulton County Schools to reach at risk young people before it is too late.

Before "reinviting the wheel" on this subject, I hope that we can work together to examine programs we have started in this office on our own initiative and at our own expense. My staff and I are available to policymakers to cooperate on these initiatives.

I believe that we need to ensure that accurate and complete information is presented to the public regarding this issue, so that the circumstances and potential consequences of the decisions of policymakers are clear. To that end, I have asked persons in my office to identify those who are in Fulton County custody and the circumstances as to why they are in custody. I plan to present those findings to the Atlanta City Council on December 5, 2022, and to the Fulton County Commission on December 7, 2022.

I look forward to a robust discussion of our findings on those dates.

Yours in Service,



Fani T. Willis
Fulton County District Attorney
Atlanta Judicial Circuit

Received 11/17/2022, 6:18 PM

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Keith E. Gammage
Solicitor-General

Justice Policy Board Members:

My office is in receipt of the proposed final draft report of the Jail Population Review Committee (JPRC) which was sent to us via email on Wednesday, November 16th. As a member of the JPRC and the Solicitor General of Fulton County, I appreciate and respect all of the hard work done by the members of this committee. Over the course of 90 days, these individuals gave of their time and their talents to complete this project within the time frame mandated by the Atlanta City Council. I'm certain of the good intentions of this committee and our shared desire to effect positive, meaningful change within the criminal justice system. This report would not have been possible without the collaborative efforts of the City of Atlanta, Fulton County, Georgia State University and the Criminal Justice Coordinating Council along with representatives from the Sheriff's Office, the District Attorney's Office, and the Public Defender's office. We also recognize the assistance and guidance of Atlanta City Council Member Dustin Hillis, Judge Robert McBurney, and Fulton County Commissioner Khadijah Abdur-Rahman. Although I agree, in principle, with the recommendations presented in the report, I have serious concerns regarding the final report itself which is scheduled to be provided to the Atlanta City Council on Friday, November 18th, 2022. If it is the desire of Atlanta City Council and the Justice Police Board (JPB) that the JPRC committee continue, then my office remains committed to participating, providing honest input, and perspective. Below, I have outlined some of my concerns, all of which were vocalized to my fellow members of JPRC prior to the publication of this report to the Atlanta City Council and JPB. This letter precedes any additional changes which may have been made subsequent to Wednesday, November 16th. In every instance, whether we all ultimately agreed or not, all suggestions from all parties were received with a listening ear and an honest heart.

1) The data synthesized in this report was submitted to Professor William Sabol with Georgia State University (GSU) with approximately four weeks to review and complete his analysis. Given the 13 separate sources of information contained within Odyssey, our county's computerized legal database, it was very difficult to complete this daunting task within the time prescribed and given the exigent circumstances in which we must address the continuing crisis of crime and overcrowding in our county jail. Rather, the data requested and provided to GSU was of such volume that, of the 7 data research questions posed by the JPRC, only 3 could be answered. And of those 3 questions, the answers provided

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were, according to the JPRC report, only able to be partially answered. To this date, there are still questions regarding the data sources which have not been fully addressed by the JPRC, despite our best efforts and intentions.

2) There are numerous instances where a Defendant is in custody on separate felony and misdemeanor cases. The result is that while it may appear the Defendant is in jail on only a misdemeanor, there are other felony charges which the Defendant must also address before they can be released. Many offenders will often commit additional criminal offenses while in the jail, which contribute to the Defendant's existing charges. Due to the 13 separate data sources gathered by the JPRC from Odyssey and presented to GSU, it has not been properly established whether multiple cases involving the same Defendant within the same time frame have been sufficiently addressed in this report. Again, this is due largely to the data itself and we commend the JPRC members for wrestling with this information while still remaining concerned about the interpretation of the data.
3) Jail bookings/charges were classified by RTI International, a non-profit organization, as part of a separate project initiated prior to the creation of the JPRC. These classifications were then adopted by the JPRC. The classifications provided by RTI do not track the classifications of crimes in the Official Code of Georgia (OCGA) or the Georgia Criminal Information Center (GCIC). To that end, the report repeatedly includes serious misdemeanor offenses as "Other" rather than classifying them in a more easily understandable manner. Per the report, the "Other" category makes up 25.3% of the "misdemeanor only" jail population in 2022. A review of the offenses which fall into "Other" reveal that charges such as Abuse/Exploitation of Elder Persons, Stalking, Distributing Obscene Materials to Minors, Public Indecency, and illegal gun offenses are placed into this classification. By placing individuals charged with these offenses under the innocuous sounding "Other" category, the public and Atlanta City Council members may miss the opportunity to be best informed about the nature of the misdemeanor offenses for which these individuals are booked into the county jail. These offenses, in my view, must be categorized as serious, misdemeanor violent or sexual offenses because they affect some of the most vulnerable members of our community.
4) Toward the end of the report a snapshot of a one-day booking at the jail was reported upon and analyzed. The snapshot date given was September 14, 2022. This is the same one-day snapshot used in the ACLU report entitled "There are Better Solutions." Although the snapshot ostensibly contains the same data,

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there is a 17.4% (51) person increase in the number of individuals charged with misdemeanor offenses listed as incarcerated in the JPRC report when compared to the report produced by ACLU. As accurate accounting is the crux of good data analysis, to have such a significant difference in the same data set throws the entire data set into question. To that end, I would encourage a more robust discussion on how the same piece of data could produce such a significant difference in results.

5) The JPRC report, related to people in custody and charged with misdemeanor or felony offenses, does not fully encompass the number of prior offenses and convictions of the population incarcerated in the Fulton County Jail. The report states that in 2022, 62% of people booked into the jail on "divertible" misdemeanor charges had no prior bookings in Fulton County, which can be interpreted by most lay people to mean that a Defendant has no prior arrests. Although the JPRC had positive intentions by narrowing the data set to a period between 2019 – 2022, the result is that additional information regarding the Defendant's prior criminal history is unreported. When an inmate appears in the Court, the Judge is legally entitled to be made aware of the Defendant's criminal history in other counties of Georgia and in other States. Although the Defendant may be appearing on a misdemeanor charge, they may have serious felony offenses outside of Fulton County, which would make them a potential danger to our community, or potential flight risk if released without appropriate consideration and conditions. All pending criminal charges and convictions must be placed before the Court in order to allow the Judge to make an informed decision regarding bond. Without additional context, the conclusions of this report risk creating a misimpression that the majority of misdemeanor inmates in the Fulton County Jail have no prior criminal history whatsoever and are the lowest risk level offenders. The result is that a Defendant who has spent significant time in prison for Rape, Murder, or other serious violent offenses could, based on this report, appear as a misdemeanor offender with no prior criminal history when arrested in Fulton County. Going further back into the Defendant's criminal history would better inform the public at large about individuals incarcerated in the Fulton County jail.

6) Through the Pre-Trial Diversion program, created by the Office of the Solicitor General, as well as our current work with the Policing Alternatives & Diversion Initiative (PAD) program we have been able to aggressively identify suitable candidates for diversion and link them with existing resources at the earliest possible time. Additionally, the Solicitor General's Office works closely with Misdemeanor Mental Health Court (MMC) and DUI/Accountability Court in order to identify appropriate candidates and

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provide them with necessary alcohol/drug and mental health treatment, coupled with accountability. The collaborative spirit of the JPRC workgroup has allowed us to discover greater opportunities to work with existing resources and explore additional relationships with members of academia and non-profit organizations. The Office of the Solicitor - General is committed to continuing this important work with all stakeholders in order to continue to divert suitable individuals as an alternative to prosecution.

7) In response to the pandemic, my office implemented the Solicitor's Expedited Accusation Calendar (SEA). The SEA calendar allows our attorneys to formally charge all cases within less than 24 hours of the Defendant's arrest. By working with the Atlanta Police Department and the Sheriff's Office, my office has been able to access case reports, booking information, and body camera footage in near real time. As a result of the round the clock efforts of these entities; when an inmate goes to Misdemeanor First Appearance (SEA), their case is formally charged and the State can provide a full accounting to the Judge regarding the facts of the case, the Defendant's prior and pending criminal history, and any cases in both Fulton County and around the country. The wealth of information we acquire also allows us to dismiss cases prior to the Defendant going to the First Appearance, where it becomes clear through our early-stage investigation that the charge is not supported by sufficient evidence to proceed with prosecution. Additionally, this process allows cases to be properly reclassified as felonies based upon repeat offenses indicated in the Defendant's criminal history. The Solicitor's Office is able to accomplish all of this while also complying with Marsy's Law and making contact with victims of crime as early as possible. This is critical, as it allows victims of crime to be heard by the court at the earliest possible juncture, something that proved challenging prior to the development of this calendar. This process that I implemented on December 7, 2020, ensures that individuals charged with any misdemeanor will appear before a state court judicial officer, be appointed counsel, have bond addressed, as well as provide an opportunity to resolve the criminal matter- all within less than 24 hours of arrest.

As public officials, we take our oath to serve as a sacred honor. For me it would be betrayal of that oath to not object to the release of domestic violence abusers, sexual offenders, and repeat offenders without appropriately balancing the rights of the accused against the safety of our community. Ultimately, the goal cannot be the wholesale release of individuals charged with serious crimes, whether they be misdemeanors or felonies. All misdemeanor defendants are entitled to and receive a reasonable bond or release without any cash bond. Most of

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Solicitor-General

the incarcerated misdemeanor offenses are in jail because of unrelated felony charges, persistent mental health issues, or because of repeat subsequent offenses after bond has been previously granted. Our public wants to ensure a safe environment which includes guaranteeing that individuals with lengthy and violent criminal histories are not easily allowed back into the community. My office continues to be committed to reducing jail populations, as a priority, while maintaining public safety, and respecting the rights of both Defendants and victims alike. I am requesting, in the spirit of full disclosure, that this letter be included with the JPRC report as submitted to the Atlanta City Council. As a member of the JPRC, I sincerely appreciate the opportunity to have been a part of such a diverse and inclusive group of individuals.

Keith E. Gammage

Solicitor General
Office of the Fulton County Solicitor General

Received 11/18/2022, 10:56 AM

SOUTHERN CENTER FOR HUMAN RIGHTS

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www.schr.org

November 18, 2022

Via Electronic Mail
Judge Robert McBurney (robert.mcburney@fultoncountyga.gov)
Ms. Stefanie Lopez Howard (slhoward@cjcc.ga.gov)

Re: Jail Population Review Committee Final Report

Dear Justice Policy Board Members:

The Southern Center for Human Rights' (SCHR) mission is to work for equality, dignity, and justice for people impacted by the criminal legal systems in the Deep South. In fulfilling that mission, we endeavor to educate policy makers on strategic and informed interventions for crime and offer solutions that focus on increasing community safety through methods that promote healthy communities and that reject mass incarceration and the criminalization of poverty. We write to you today to express our support for your vital work in issuing the Jail Population Review findings and to address several concerns raised by Solicitor Gammage and District Attorney Willis.

Prior to the generation of this report becoming the subject of legislation, several government actors testified before the Atlanta City Council and Fulton County Board of Commissioners asserting that their review of certain data concerning the jail population demonstrated that alternatives to incarceration and depopulation tactics recommended by SCHR and the Communities over Cages Alliance were not viable options. Our organization then moved forward with requesting that data as early as August 4, 2022. Interestingly, the data to which officials including Commissioner Natalie Hall and Sheriff Patrick Labat testified was unavailable. In addition to the Jail Population Review Report serving as an important tool for generating progressive public policy, it is also a critical demonstration of transparency to the general public.

The Fulton Jail Population Review Report is the first of its kind, a novel effort that is a strong step forward in promoting data-informed decision-making and collaboration among stakeholders to develop solutions to problems impacting safety and justice. The Justice Policy Review Committee (JPRC) was tasked with a substantial undertaking to help policymakers understand who is incarcerated in the Fulton County Jail, why, and for how long, while given extremely limited time to complete its work. The JPRC completed its task to the best of its ability during the timeframe allowed and with the information provided, and it conducted its work with integrity and openness.

Alternative Interpretations of Data

Data and statistics have no owner within the justice system. All parties within it—Courts, Clerks, Prosecutors, Solicitors, Public Defenders— who handle these cases have opportunities to track the same data sought to be explained and analyzed by the JPRC. This review was commissioned in August 2022, and while the American Civil Liberties Union (ACLU) and Georgetown University Law Center issued independent reports based on that data, at no point since August has any other stakeholder provided independent analyses of the data that is and has been readily available for such analysis.

Waiting until the 11th hour to criticize data unfavorable to personal internal policies while not providing evidence that supports alternative interpretations of the data does nothing to move this conversation forward in a manner that is productive. As the JPRC report notes, there were a number of stakeholder meetings that provided opportunities for stakeholders to ask questions and even provide information such as raw numbers to be made part of the research. Yet, as of November 18th,

none of that information, while repeatedly mentioned, has been provided to the JPRC. For example, on several occasions we have heard Fulton County Deputy Chief Operating Officer for Public Safety Alton Adams speak to what he describes as a more accurate accounting of snapshot data; however, we have yet to see the data mentioned published in any form that can be assessed, challenged or validated like the ACLU, Georgetown and JPRC reports. Thus, the JPRC's findings-- findings commissioned by the Atlanta City Council--stand uncontroverted.

Language
Villainizing persons repeatedly arrested and less frequently successfully prosecuted is dehumanization and is emblematic of the repeated failures of prioritizing harsh sentencing over actual and substantive care, change and reform. Using the term "Familiar Faces" rather than "Repeat Offender" is a human-centered approach to justice, which is something that we should all strive for as we endeavor to create policies that consider individual people's circumstances. If one needs to use dehumanizing language to prove a point, then the point is of compromised credibility. All court actors know what "Familiar Faces" means and can take that into account appropriately.

Diversionary Programs
We applaud the various diversionary and alternative sentencing initiatives that currently exist in Fulton County, and we fully support and urge the consideration of additional programs that seek to divert people away from incarceration and into supportive services. Decarceration works. The existence of the overcrowding crisis in the Fulton County Jail is the clearest indication that existing efforts are insufficient to process cases, curb recidivism, or promote true public safety. More effort must be made to prioritize promoting supportive services and ending mass incarceration.

SCHR remains committed to advancing human-centered, data-informed policies that reduce harm within the criminal legal system. We therefore look forward to supporting the JPRC as they help stakeholders better understand the factors driving and sustaining the crisis in Fulton County jails. We believe this to be an indispensable step toward ensuring that the county can end the needless suffering of incarcerated people, families and those impacted by harmful acts in our communities.

Sincerely,

Executive Director

Received 11/18/2022, 10:58AM

Georgia Department of Behavioral Health
& Developmental Disabilities

D·B·H·D·D

Office of Supportive Housing

To: Jail Population Review Committee
From: Maxwell Ruppersburg, JPRC Diversion Services Work Group Chair MR
Re: Appendix for inclusion in the Jail Population Review Committee's Final Report
Date: November 18, 2022

As a whole, the Jail Population Review Committee made a decision to not include any qualitative recommendations that could not be substantiated by the quantitative analysis that was able to be conducted in the time period allotted for the process. As noted elsewhere, this was an aggressive timeline for any such process and the full desired scope of analysis had to be reasonably abbreviated due to time limitations. I submit with this letter some of the qualitative conclusions and recommendations that came out of this collaborative process that were not included in the report.

As a member of the Justice Policy Board and the coordinating chair of the Diversion Services Work Group, I witnessed hours of collaborative discussion and review of real individuals' cases and circumstances to identify those within the sampling of cases could be more readily released and what barriers may have resulted in their still being in custody. This group was focused on individuals in the jail population with service needs who would be potential candidates for diversion and re-entry services, including those with severe mental illness. This work group included professionals and experts from Fulton County DBHDD, the Fulton County Public Defender's Office, Fulton County State Superior Court, City of Atlanta, attorneys from the Georgia Justice Project, advocates from Women on the Rise, and community social service agencies including Partners for Home, Grady Health Systems, and PAD, all of whom have years of direct experience working with individuals before, during, and after their time spent in the Fulton County jail system.

At the October 28th meeting of this workgroup, the group's last meeting before merging with the Case Analysis workgroup, the group produced a document outlining the group's process, barriers, and recommendations. This includes barriers experienced by members during their work with justice-involved individuals and barriers experienced directly by the individuals they serve, as well as suggestions, recommendations, and ideas for how these barriers could be mitigated to more effectively serve individuals who have service needs. Many of these individuals are eligible for release or diversion and are most effectively and economically served in the community with community-based services that can connect individuals to housing, behavioral health services, and other resources to address their social determinants of health. Their experience and insights reflected in this document represent vital and valid qualitative contributions to this learning process and therefore merit inclusion in the final report.

For the benefit of the record, I am submitting this letter and the attached summary minutes from the October 28th meeting of the Diversion Service Work Group. I have great respect and appreciation for all of the contributions made by everyone throughout this process and hope to see the community realize the true opportunity this process provides for collective and collaborative improvement.

Respectfully,

Maxwell Ruppersburg

Maxwell Ruppersburg, MPA, PMP
Director, Office of Supportive Housing, Georgia DBHDD
Diversion Service Workgroup Chair, Jail Population Review Committee
Board Member for Justice Policy Board, City of Atlanta Continuum of Care, and the Georgia Balance of State Continuum of Care

10/28/22 Meeting of Diversion Svcs Work Group (3)

- Attendees:
    - Afrika Cotton
    - Reiko Ward
    - Ronelle Hunter
    - Moki Macias
    - Kelly Prejean
    - Chyna Quarker
    - Marci Tribble
    - Caroline Henderson
    - Karen Edwards
    - Maxwell Ruppersburg
    - Stefanie Lopez Howard
    - Kristin Schillig
    - Rebecca Brown

Summary of the group's desired output for the JPRC:

1) Defining current state:
    a. Landscape analysis of the county, who is providing assistance and is part of the solution.
    b. Existing barriers identified.
2) Summary of case review process that helped identify diversion options and recommendations for system improvements from the group.
3) Defining future state:
    a. Outlining recommendations to move toward improvement of barriers.
    b. Identify pathways/opportunities to achieve desired future system coordination.

LANDSCAPE:

Identification of landscape stakeholders, including governmental agencies and community-based service agencies, as well as identification of existing assessment and re-entry planning processes for those at Fulton County jails.

- ***Resource landscape*** *is not being included here due to length.* There is a large system of resources and service providers outlined elsewhere in our prior meeting notes.
-
- **Re-Entry/Discharge Planning Teams/Stakeholders**
    - Fulton DBHDD Re-Entry Teams (county behavioral health system administrator)
        - One team serves women exclusively
        - One team serves emerging adults exclusively (men under 25)
        - Both teams have capacity to serve about 50-60 clients at a time and clients stay on caseload for up to a year post-release.
    - Fulton County Office of Public Defender (county government)
    - Fulton County Pre-Trial Services (Fulton County Superior Court)

- Naph Care Re-Entry Team (correctional medical service provider in Fulton County jails contracted with Sheriff's office)
    - We have very little information about NaphCare's re-entry team or process.
- Fulton Misdemeanor Mental Health Court (MMC) – (Magistrate and Superior Court program)
    - Individuals referred by pretrial staff, detention officer, public defender or another observer at the jail (per brochure)
    - Providers: River Edge (Fulton DBHDD) and Chris 180
    - Individuals receive 3 months of after care.
- PAD (community services nonprofit working with Fulton and City of Atlanta)
    - Law Enforcement Assisted Diversion (LEAD) program supports individuals referred/identified to the team.
    - PAD can serve as address of record.
- Georgia Justice Project (community legal services nonprofit)
- Women on the Rise (community nonprofit)
    - Assists with bail, provides transitional housing to women
- *Sheriff's office staff not involved with discharge planning*

- **Assessment Processes:**
    - NaphCare conducts Community Mental Health Screening as part of admission.
        - 10-question assessment that is not a diagnostic tool, simply flags individuals with likely need.
        - Individuals who score higher than 5 on the CMHS are referred to Fulton DBHDD's Re-Entry Teams. Rest go to NaphCare, MMC, and PTS
    - Fulton DBHDD Teams conduct GAINS checklist only for those individuals referred to them.
    - Fulton MMC assesses individuals referred to them for eligible services.
    - Fulton County Public Defenders Office's Alternative Sentencing Program assesses and assists individuals once referred to them by an attorney.
    - Fulton County Pre-Trial Services assesses eligibility for pre-trial bond, then assigns individuals to a mental health team with River Edge or Chris 180
    - Housing triage assessment developed by Atlanta CoC and GDBHDD being asked of individuals by Pre-Trial Services (developed in early 2022, started during this process)

- **Coordination Efforts:**
    - Coordination across numerous agencies is desired and possible but complex. While pocket collaboratives exist, there is no central coordination across these systems to support diversion and re-entry.
        - city and county government
        - law enforcement,
        - jail,
        - county and state court systems,

        - healthcare agencies inside and outside the jails,
        - community-based behavioral health providers
        - community-based homeless service system providers
        - community nonprofits
    - Existing data sharing MOU between Fulton County, DCA, Grady, and PAD to support data transparency and coordination. Fulton developed a data portal w/ Tyler Technologies (Governmental IT vendor)
    - **Important Note:**
    - The case conference process and collaborative meetings demonstrated a high level of willing collaboration between participating governmental and service agencies, reflective of the pre-existing collaborative relationships. Those existing relationships however cannot alone mitigate the existing system gaps and informational blind spots.

SUMMARY OF CASE REVIEW PROCESS

- Case reviews participating entities (not inclusive of everyone involved in Diversion Svcs workgroup discussions)
    - Fulton DBHDD
    - Fulton Public Defenders Office
        - Alternative Sentencing Program
    - City of Atlanta
    - Grady Health Systems
    - Partners for Home, lead agency for Atlanta Continuum of Care
    - PAD
    - Georgia Justice Project
    - Women on the Rise
    - *Facilitators*:
        - CJCC
        - Georgia DBHDD

The group met in a collaborative and coordinated setting (via video conferencing) to conduct case conferencing of the individuals in the jail to identify the housing resources and behavioral health services the individual would be eligible for in order to facilitate their release from the jail and successful re-entry into the community. The group utilized an Excel document containing summaries of individuals' cases and situations that had been prepared by the Case Processing work group and the attorneys that conducted those detailed reviews.

BARRIERS

Identification of key barriers to helping identify individuals for diversion and re-entry, coordination between systems, and connecting individuals to relevant services/resources:

- **Data sharing/visibility/transparency and coordination across system agencies**
    - NaphCare has historically declined to share data.

- Lack of visibility into data gathered by NaphCare has created systemic barriers for governmental and community-based service agencies involved in diversion and re-entry process.

- **Pre-Release Process**
  - Inability to get a court date
  - Court recognition of discharge plan
  - Communication with discharge teams prior to release from jail
  - Coordination from/with court system
    - Proactive partnership and identification of diversion-eligible individuals from prosecutors' offices
  - Requirement of an address for release of an individual that came in without an address

- **Jail Assessment Process**
  - No one owns responsibility of assessing the entire population for diversion eligibility or services/resources needed for re-entry. Process gets split between multiple stakeholders with no central coordination.
    - GAINS is currently only done on those with 5+ score on CMHS
    - Fulton DBHDD, Fulton Public Defender's, PAD, and others can only reach those identified to them, leaving many unknown to those agencies able to help and without a responsible agency
- **Availability of housing options for those experiencing homelessness**
  - Transitional housing for post-release stabilization.
  - Long-term housing for long-term stability.

RECOMMENDATIONS:

Identification of recommendations from the diversion services work group that would improve cross-system coordination in order to reduce barriers and improve diversion and re-entry processes and outcomes.

- **Recommendation 1**: Adding the GAINS checklist (and other critical questions) to the CMHS screening process conducted by NaphCare as part of admission process to ensure that all eligible bookings receive an assessment for their diversion and re-entry eligibility and other service/resource needs.
  - NaphCare is meant to come into contact with everyone admitted into the jail via the intake CMHS, so this provides an opportunity to gather data on everyone admitted.
  - All CMHS screening data currently comes to Fulton DBHDD from NaphCare, Fulton just only acts on those individuals that meet their re-entry team criteria (5+ on CMHS)
  - Additional steps to the admission process may slow down the intake process at jails which is a major concern for jail system so adding onto an existing step in the process

can allow the gathering of critical information without significantly altering existing process.
    - The pre-trial screening (triage screening specific to housing) that is occurring now is more of a pilot measure, ideally it would be part of the CMHS process.
    - Limitation: NaphCare services are governed by a contract between Sheriff's Office and NaphCare.

- **Recommendation 2**: Improved coordination/collaboration with re-entry process by court system and jail system.
    - Release order from judge should identify the following to improve upon challenges with existing release process:
        - an appropriate time of release (during business hours),
        - release with appropriate medication (if applicable), and
        - who to release to (communication with discharge team a reasonable amount of time prior to release)

- **Recommendation 3**: Continued support and engagement in existing and ongoing efforts to increase inter-system, inter-agency coordination through data sharing and institutional data links to eliminate system gaps and information blind spots creating impediments to diversion and re-entry.
    - Fulton county's existing data sharing platform via Tyler Technologies (actively available opportunity)
    - Statewide efforts involving GDBHDD and the Continuums of Care via the Georgia Health Information Network (future opportunity)

Received 11/18/2022, 11:25AM

Georgia Public Defender COUNCIL

Maurice G. Kenner
Circuit Public Defender

Office of the Public Defender
Atlanta Judicial Circuit

November 18, 2022

To the Justice Policy Board Members:

It is completely accurate to say that everyone in the city of Atlanta, Fulton County, and the world want to feel safe in the communities within which they live. That statement of fact has been highlighted in the news, in the justice system, and in the politics of the moment. What has been lost in this conversation, however, is the concept of the presumption of innocence for those who have been charged with criminal offenses and who sit waiting in jail for their day in court. What has been missed is that despite their best intentions, the police and district attorneys do not always get it "right," and that innocent people languish in custody.

Innocent people are sitting in an overcrowded jail that is dangerous and inhumane. Not even those who are guilty should have to face that fate; but it is particularly egregious that there are people in the jail who should not have been there to begin with. Case in point – Client L.T. He was a man with significant mental health challenges. He was charged with Simple Battery for spitting on a police officer who approached him on the Georgia Tech campus. Of course, we do not condone or justify this behavior; but did it warrant him sitting for 94 days in jail, only to die, covered in lice and feces? Is this how we as citizens of this great country treat the least amongst us?

What is lost in this report is that client L.T.'s case is not an insolated one. We can point to numbers of people – not criminals – who spend too many days in jail and lose what little they possess in the world – jobs, housing, loved ones – on charges that cannot be proven against them. This flies in the face of the presumption of innocence. We view acquittals in the courts this year as both vindication for those clients, and a human tragedy for those who sat for years in custody and lost everything that they owned.

The JPRC was tasked with finding possible solutions to the jail's significant problems with over population. Our perspectives have been reduced to data which speaks to trends over the years and the reasons therefore. What cannot be captured by the data are the people who sit behind the numbers.

The Office of the Public Defender understands that the jail is only the housing portion of the criminal justice system. Other justice system stakeholders are responsible for assessing how the people in the jail are detained or released. The ways in which that happens is at the heart of this project.

Serious questions need to be asked of all the participants, starting at the time any person is brought to the jail on criminal charges:

1. Should this person be granted a reasonable bond? We concur with the Solicitor General's assertion that all misdemeanor defendants are entitle to and should receive a reasonable bond or release without any cash bond. I believe that the same holds true for clients charged with Felony offenses. In either case a judge makes that assessment. If the judge makes the decision that person is bond eligible – taking safety of the community into consideration – should that person be detained only because they are poor? Should only the financially well-off be entitled to the protections of the U. S. Constitution? No. All people within the community should be treated equally regardless of their financial status. We believe that bail reform is an important and necessary part of reducing the jail population.

2. If the person is offered the opportunity for a diversion program – should it not be one that comports with standards of reasonableness within the psychological and criminal justice community? Contrary to the District Attorney's assertion, we have made many referrals to their self-created program, with many denied that opportunity, without explanation. Should the DA's program be the only option? Public Defenders always look for opportunities to divert cases out of the criminal justice system, in places that are proven nation-wide as models of restorative justice for both the accused and the complaining witness. We look to opportunities to expand diversion.

3. Should people in custody expect that their cases are charged and brought to trial in a reasonable amount of time? Should people sit in jail for months or years waiting for even the formal indictment? The answer is a resounding "no". Too many people are waiting in custody pre-indictment without formal charges that would bring cases before judges for resolution in a reasonable length of time. Expediting indictment or the drafting of criminal charges would absolutely result in more cases getting moved in the courts and thereby the jail.

4. Should the courts be using the limited jury trials that can be had, for people who are out on bond, or those who are in the overcrowded jail? Jailed clients should get priority given the conditions there.

In conclusion, we urge that all parties look beyond the hot rhetoric of "all people in the jail belong there". That is simply not true. I urge a calm reflection on the data, and an ongoing commitment to repairing the criminal justice system. This can be accomplished by acknowledging that there are resolutions short of jailing human beings until we can figure out what to do with them. Reasonable bonds, and bail reform will go a long way toward reducing the jail population. Charging cases within a reasonable time period – within 90 days – will help to facilitate the movement of cases within the courts, which will help to reduce the jail population. Diverting people away from the court system and into restorative justice models will go a long way toward reducing the jail population. I strongly urge you not to view additional jail space as the panacea to the problem that has brought us here. Moving people from one facility to another will not cure the inherent problems that caused the overcrowding. It will only allow further delay in the court processes in the belief that the problem has been solved.

Sincerely,

Maurice G. Kenner

Maurice G. Kenner

"The law holds that it is better that ten guilty person's escape, than one innocent suffer."

-Commentaries on the Laws of England Sir William Blackstone, Preeminent Jurist, 1769

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FULTON COUNTY SHERIFF'S OFFICE

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To: Justice Police Board Members

First, allow me to begin by applauding you, and thanking you for the hard work you all endured to complete this important study. From the very beginning of my term as Sheriff, I have made it clear that I support *both* the efforts to reduce our jail population while also humanely detaining individuals placed into our custody and care. As Sheriff of Fulton County, it is my constitutional duty to provide care for those apprehended and placed into our custody at the Fulton County Jail. This is a duty I take great measures to ensure is completed humanely, and with best practices, going above and beyond industry standards.

The overcrowding at the Fulton County Jail is not a new phenomenon, indeed, this facility has been overcrowded since the day the doors opened. However, the issue has been exacerbated in recent years, as crime, including violent crime, continues to increase in Fulton County, and around the country. This crisis, coupled with the COVID-19 pandemic, which caused a severe backlog of cases, has created the perfect storm – a dangerous, and deadly storm. The foresight displayed by Fulton County to designate $75 million to address the problems brought on by the pandemic has been instrumental in providing an avenue to a productive solution.

I applaud District Attorney Fani Willis, and Solicitor General Keith Gammage for their dedication in relieving this backlog of cases. Both she, and Solicitor Gammage, utilized modern, and unique techniques to restart the flow within our judicial system. Thanks to their work, we have seen an unprecedented decrease in the number of cases, and I am confident this decrease will continue.

To say that 'innocent people are sitting in an overcrowded jail' is a careless, and dangerous, generalization. What Public Defender Kenner misses in his letter is that while our justice system does provide each person with the presumption of innocence, we cannot simply release each person in our care while they await the decision of a judge or jury. While awaiting their day in court, each detainee is facing the dangers overcrowding presents. Regardless of the outcome of their criminal cases, it is my responsibility to assure that those placed into my care remain secured, and safe, until they see their day in court. The Fulton County Sheriff's Office remains dedicated

to humanely housing those placed in our care, until such time they are either granted a bond, sentenced, or otherwise released.

Yours in Service,

Patrick “Pat Labat
Fulton County Sheriff

Appendix 2: "Divertible" Charges List

Below is the R statistical package code used to generate the "divertible" charges variable provided in the Odyssey dataset to GSU. This list of charges are ones that Policing Alternatives and Diversion (PAD) initiatives in Atlanta identified as most likely eligible for diversion based on their current LEAD protocol with Atlanta Police Department.

#Charge buckets

#dropped statute 16-4-1 from divertible charges as it is criminal attempt _____ [and can be used by itself as a misdemeanor or in conjunction with other serious offenses such as murder]

divertable.charges <- c("16-9-1(b)" , "16-9-1(c)", "16-9-1(d)", "16-9-1(e)", "16-13-3", "10-9.B84", "16-11-32" , "106-85(c)", "10-7", "16-8-41", "30-1426.C", "30-1481.C", "16-13-33", "16-7-22", "16-7-22DV", "16-7-23", "16-7-23DV", "16-4-1", "16-7-21", "16-7-21DV", "106-81.10", "106-81.11", "106-81.12", "106-81.1", "106-81.5", "106-81.6", "106-81.7", "106-81.8", "106-81.9", "106-81.2", "106-81.3", "17-3001.3", "106-81.4", "17-3001.11", "106-130", "16-10-94.1", "106-53", "16-11-39.A1", "106-81", "106-81DV", "17-3001.12", "10-9", "16-13-32.4", "16-13-32.5", "16-13-32.2", "16-13-32", "110-70.1", "10-8", "110-87", "16-13-32.1", "16-13-31", "16-13-75", "16-13-2", "16-13-30.Z", "10-9.B5", "10-9.B2", "10-9.B6", "10-9.B1", "10-9.B3", "10-9.B4", "74-133", "17-6-12", "106-90", "16-10-71", "16-11-39.A4", "16-11-39.A3", "16-9-31", "16-9-1", "16-9-121", "16-11-37.1", "16-10-25", "16-11-39.1", "16-11-39.1DV", "106-127", "40-6-184", "16-11-39.A2", "106-129", "16-10-93", "16-7-24", "10-74", "16-11-36", "16-13-30.H", "74-134.6", "74-134", "40-6-272", "40-6-253", "110-88", "40-6-92", "40-6-97", "150-266", "40-6-96", "16-8-25", "16-13-30.J2", "16-13-30.BDH", "36-32-6.A", "16-7-20", "16-13-30.A", "16-13-30.J", "16-13-30.I", "16-13-32.6", "16-13-30.3", "16-13-30", "16-13-30.AC", "16-13-30.AH", "106-182", "17-8003", "16-13-30.AM", "16-13-30.AX", "16-6-8.A3", "16-6-8.A2", "16-6-8-8B", "16-11-41", "16-6-8", "16-5-60.B", "16-5-60DV", "110-70", "16-8-40", "16-13-30.BSC", "16-13-30.BSH", "16-13-30.BSM", "16-13-30.BSX", "16-13-72", "10-1-310", "16-13-30.B", "106-85(b)", "106-131", "16-10-94.A", "16-10-94", "16-11-37", "16-8-4 AUTO", "16-8-4", "16-8-4 500", "16-8-3 AUTO", "16-8-3", "16-8-3 500", "16-8-7 AUTO", "16-8-7", "16-8-7 500", "16-8-7 CEM", "16-8-7 GUN", "106-51", "16-8-14", "16-8-14 500", "16-8-2 AUTO", "16-8-2 GUN", "16-8-2", "16-8-2 500", "16-8-2 PARTS", "16-13-31.A", "16-13-31.B", "16-13-31.C", "16-13-31.E", "16-13-31.D", "16-13-31.F", "16-13-30.1", "16-13-30.2", "106-57", "106-56", "106-227", "106-12", "16-13-32.3", "110-60", "110-60", "30-1481.A", "30-1426.A", "30-1481", "30-1426", "150-267")

Appendix 3: Definitions of Terms as Finalized at the Data Work Group

As agreed on October 7, 2022 Data Work Group meeting

1. Units of Analysis
    a. **Booking Episode** – the Data Work Group decided to look at all booking episodes in the period of study. We will request date and timestamp per booking episode to assess those in jail for hours versus overnight. The physical entry and release. All the other stuff – arrest sequence charges, etc. are things that get added.
    b. **Charge** – Bond will be assessed at the charge level; We will use RTI Charge Description categorization tool to bucket charges into types
    c. **Person** – Person is defined by PartyID, JailID, and SID.
        i. SID could potentially be used to link FCSO and ACDC data.
        ii. PartyID ties various cases together across Odyssey.
        iii. JailID identifies a unique person in the jail records.
    d. **Cases** – A person may have multiple cases before Fulton County Courts. The status of those cases may affect whether someone on misdemeanor or seemingly low-level charges stays in jail for longer than one would expect.
2. Definitions:
    a. **Arrest Sequence**: Arrest sequence determines which charges are associated with the current booking episode. The charges on which a person is booked are arrest sequence 1, charges associated with other cases or previous booking episodes are assigned arrest sequence number 1-n. For analysis, we will want Arrest sequence number for the current booking episode and prior arrest sequences.
    b. **Bond**: "No Bond" is designated for charges for which a Magistrate judge cannot issue bond and which requires a Presiding Judge to make a determination on bond.
    c. **Aging Case**: Historically, a person who has been unindicted for over 120 days they should be considered to have an "aging case" and forwarded for Procedural Support.
        i. Those in custody for greater than 90 days (except if there for a seven deadly) are entitled to a bond, by statute.
        ii. Misdemeanors are entitled to a bond hearing within 72 hours of booking.

iii. As a matter of right, a statutory demand for speedy trial can be filed within specified terms of courts; that right was suspended during the pandemic. The timeframe of 1 year is a national aspirational standard in which felony cases should be resolved.

d. Homeless: Persons for whom "Homeless" (or some variation thereof) is listed as the address. Persons for whom a Shelter address is in the "Address" category. Shelter addresses are listed below:

i. 80 Jesse Hill Jr Dr SE - (Grady)
ii. 236 Forsyth St SW, Suite 500 - (PAD)
iii. 420 Courtland St SE - (Crossroads Ministries)
iv. 1328 Peachtree St NE - (First Presbyterian Church)
v. 275 Pryor St SW - (Gateway/Georgia Works)
vi. 236 Forsyth St SW, Suite 201/1950 Spectrum Cir. Suite 200, Marietta, GA - (Someone Cares)
vii. 731 Peachtree St NE - (Lutheran Church)
viii. 89 Ellis St NE - (Safehouse Outreach)
ix. 160 Pryor St SW - (Fulton County Probation Office)
x. 18 William Holmes Borders Dr NE - (Atlanta Center for Self Sufficiency)
xi. 139 Renaissance Parkway—Ascena Health (formerly, St. Judes)
xii. 1026 Ponce De Leon (Intown Collaborative)
xiii. 1559 Johnson Road Atlanta (Covenant House)
xiv. 201 Washington St (Central Presbyterian)
xv. Amended based on GSU's search of homeless services and additional, frequently occurring addresses indicating homelessness. These were:
    1. Unknown
    2. Residentially challenge*
    3. 458 Ponce de Leon Ave
    4. 2001 MLJ Jr. Dr
    5. 21 Bell St
    6. 830 Boulevard
    7. 173 Boulevard
    8. 921 Howell Mill Road

9. 655 Ethel St
10. 607 Peachtree St
11. 165 Ivan Allen
12. 1300 Joseph E
13. 302 Decatur St
14. 75 Marietta St
15. 901 Rice St
16. 477 Peachtree St
17. 1017 Hank Aaron Dr
18. 300 Patrol Rd
19. 1135 Jefferson St
20. 169 Trinity Ave
21. 469 Marietta Ste
22. 89 Ellis St NE
23. 615 Lindsay St
24. 275 Washington St
25. 156 Mills St
26. 316 Peters St SW
27. 4265 Shirley Dr
28. 254 Peachtree St

e. **Familiar Face:** Will use criteria for Familiar Face Initiative. Positive MH Screen, 3 bookings within 24-month period, and those bookings are for divertible charges as defined in Appendix 2. If an individual has a violent offense within those three bookings, that individual is excluded.

f. **Custody Status:** The reason why a person is detained in jail. These are generated from a dropdown menu in the Sheriff's office module, which is updated based on information the SO receives from the court.

Appendix 4: Listing of Supreme Court Order Dates Declaring States of Emergency Related to the Covid-19 Pandemic

Begin date March 14, 2020 – emergency orders as constraints - dates beginning March 14, 2020, and ending June 30, 2021, pursuant to the Supreme Court of Georgia Order Declaring Statewide Judicial Emergency issued on March 14, 2020, and subsequent Orders Extending Declaration of Statewide Judicial Emergency issued on April 6, May 11, June 12, July 10, August 11, September 10, October 10, November 9, and December 9, 2020, and January 8, February 7, March 9, April 8, May 8, and June 7, 2021.

Appendix 5: Additional Tables from Longitudinal Analysis of Jail Population

Number of bookings by severity where any felony charge is classified as any felony booking, and misdemeanor bookings are limited to those with only misdemeanor charges

	Booking year					
Severity	2018	2019	2020	2021	2022	Total
Any felony charge	14,499	14,242	10,380	11,119	8,053	58,293
Misdemeanor-only	8,934	8,303	4,461	5,238	4,203	31,139
Other	2,537	2,371	774	819	718	7,219
Total	25,970	24,916	15,615	17,176	12,974	96,651

Share of bookings by severity where any felony charge is classified as any felony booking, and misdemeanor bookings are limited to those with only misdemeanor charges

	Booking year					
Severity	2018	2019	2020	2021	2022	Total
Any felony charge	55.8%	57.2%	66.5%	64.7%	62.1%	60.3%
Misdemeanor-only	34.4%	33.3%	28.6%	30.5%	32.4%	32.2%
Other	9.8%	9.5%	5.0%	4.8%	5.5%	7.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Family violence among felony bookings

	Booking year					
Family violence	2018	2019	2020	2021	2022	Total
No FV charges	13,611	13,185	9,492	10,229	7,403	53,920
At least 1 FV charge	888	1,057	888	890	650	4,373
Total	14,499	14,242	10,380	11,119	8,053	58,293

Share of family violence among felony bookings

	Booking year					
Family violence	2018	2019	2020	2021	2022	Total
No FV charges	93.9%	92.6%	91.4%	92.0%	91.9%	92.5%
At least 1 FV charge	6.1%	7.4%	8.6%	8.0%	8.1%	7.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Felony bookings: Number of prior bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	7,093	6,383	4,986	5,577	3,840	27,879
One	3,494	3,260	2,056	2,023	1,535	12,368
2 to 3	2,807	2,945	1,993	1,956	1,466	11,167
More than 3	1,105	1,654	1,345	1,563	1,212	6,879
Total	14,499	14,242	10,380	11,119	8,053	58,293
*Priors may be of any severity level.						

Felony bookings: Share of prior bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	48.9%	44.8%	48.0%	50.2%	47.7%	47.8%
One	24.1%	22.9%	19.8%	18.2%	19.1%	21.2%
2 to 3	19.4%	20.7%	19.2%	17.6%	18.2%	19.2%
More than 3	7.6%	11.6%	13.0%	14.1%	15.1%	11.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors may be of any severity level.						

Misdemeanor-only bookings: Number of prior bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	5,819	4,915	2,808	3,538	2,672	19,752
One	1,543	1,616	749	857	731	5,496
2 to 3	944	1,046	520	539	483	3,532
More than 3	628	726	384	304	317	2,359
Total	8,934	8,303	4,461	5,238	4,203	31,139
*Priors may be of any severity level.						

Misdemeanor-only bookings: Share of prior bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	65.1%	59.2%	62.9%	67.5%	63.6%	63.4%
One	17.3%	19.5%	16.8%	16.4%	17.4%	17.6%
2 to 3	10.6%	12.6%	11.7%	10.3%	11.5%	11.3%
More than 3	7.0%	8.7%	8.6%	5.8%	7.5%	7.6%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors may be of any severity level.						

Misdemeanor-only bookings: Number of prior misdemeanor-only bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	6,672	5,829	3,342	4,115	3,153	23,111
One	1,359	1,451	648	741	665	4,864
2 to 3	559	657	314	272	269	2,071
More than 3	344	366	157	110	116	1,093
Total	8,934	8,303	4,461	5,238	4,203	31,139
*Priors are misdemeanor-only prior bookings.						

Misdemeanor-only bookings: Number of prior misdemeanor-only bookings by booking year

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	74.7%	70.2%	74.9%	78.6%	75.0%	74.2%
One	15.2%	17.5%	14.5%	14.1%	15.8%	15.6%
2 to 3	6.3%	7.9%	7.0%	5.2%	6.4%	6.7%
More than 3	3.9%	4.4%	3.5%	2.1%	2.8%	3.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
*Priors are misdemeanor-only prior bookings.						

Divertibles with a felony booking by prior felony bookings (statutory classifications)

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	2,469	2,291	1,639	1,780	1,190	9,369
One	1,121	1,002	618	538	396	3,675

Divertibles with a felony booking by prior felony bookings (statutory classifications)

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
2 to 3	821	914	527	498	392	3,152
More than 3	193	290	267	298	264	1,312
Total	4,604	4,497	3,051	3,114	2,242	17,508
*Priors are prior felony bookings.						

Divertibles with a misdemeanor-only booking by prior misdemeanor-only bookings (statutory classifications)

	Booking year					
Prior bookings*	2018	2019	2020	2021	2022	Total
None	1,876	1,670	650	831	681	5,708
One	532	555	181	208	220	1,696
2 to 3	292	338	113	92	109	944
More than 3	280	282	103	58	81	804
Total	2,980	2,845	1,047	1,189	1,091	9,152
*Priors are misdemeanor-only bookings.						

Major offense category of charge leading to booking of persons who were homeless at booking

	Booking year					
Major offense category	2018	2019	2020	2021	2022	Total
Violent	307	341	300	313	236	1,497
Property	630	685	350	290	346	2,301
Drug	275	258	139	134	92	898
Other Offenses	317	285	206	182	152	1,142
Arrested-Other	35	44	12	4	1	96
Incarcerated-Other	67	52	22	38	27	206
Total	1,631	1,665	1,029	961	854	6,140

Appendix 6: NCIC Offense Categorizations

Charge Category NCIC	Report Charge Category
Commercialized Vice	All Other Offenses
Contempt Of Court	All Other Offenses
Contributing To Delinquency Of A Minor	All Other Offenses
Driving Under Influence - Drugs	All Other Offenses
Driving Under The Influence	All Other Offenses
Drunkenness/Vagrancy/Disorderly Conduct	All Other Offenses
Escape From Custody	All Other Offenses
Family Related Offenses	All Other Offenses
Flight To Avoid Prosecution	All Other Offenses
Habitual Offender	All Other Offenses
Invasion Of Privacy	All Other Offenses
Morals/Decency - Offense	All Other Offenses
Obstruction - Law Enforcement	All Other Offenses
Offenses Against Courts, Legislatures, And Commissions	All Other Offenses
Parole Violation	All Other Offenses
Probation Violation	All Other Offenses
Public Order Offenses - Other	All Other Offenses
Rioting	All Other Offenses
Traffic Offenses - Minor	All Other Offenses
Weapon Offense	All Other Offenses
Bench Warrant	Arrested - Other
Controlled Substance - Offense Unspecified	Drug Offenses
Drug Offenses - Violation/Drug Unspecified	Drug Offenses
Marijuana/Hashish Violation - Offense Unspecified	Drug Offenses
Possession/Use - Cocaine Or Crack	Drug Offenses
Possession/Use - Drug Unspecified	Drug Offenses
Possession/Use - Heroin	Drug Offenses
Possession/Use - Marijuana/Hashish	Drug Offenses
Possession/Use - Other Controlled Substances	Drug Offenses
Trafficking - Cocaine Or Crack	Drug Offenses
Trafficking - Drug Unspecified	Drug Offenses
Trafficking - Heroin	Drug Offenses
Trafficking - Other Controlled Substances	Drug Offenses
Trafficking Marijuana/Hashish	Drug Offenses
Corrections Or Drug Abuse Programming Indicator	Incarcerated - Other
Foreign County Hold	Incarcerated - Other
Bribery And Conflict Of Interest	Other Offenses
Felony - Unspecified	Other Offenses

Charge Category NCIC	Report Charge Category
Immigration Violations	Other Offenses
Juvenile Offenses	Other Offenses
Misdemeanor Unspecified	Other Offenses
Tax Law (Federal Only)	Other Offenses
Arson	Property Offenses
Auto Theft	Property Offenses
Burglary	Property Offenses
Destruction Of Property	Property Offenses
Embezzlement	Property Offenses
Forgery/Fraud	Property Offenses
Grand Larceny - Theft Over $200	Property Offenses
Hit/Run Driving - Property Damage	Property Offenses
Larceny/Theft - Value Unknown	Property Offenses
Liquor Law Violations	Property Offenses
Property Offenses - Other	Property Offenses
Stolen Property - Receiving	Property Offenses
Stolen Property - Trafficking	Property Offenses
Trespassing	Property Offenses
Unauthorized Use Of Vehicle	Property Offenses
Aggravated Assault	Violent Offenses
Armed Robbery	Violent Offenses
Assaulting Public Officer	Violent Offenses
Blackmail/Extortion/Intimidation	Violent Offenses
Child Abuse	Violent Offenses
Forcible Sodomy	Violent Offenses
Hit And Run Driving	Violent Offenses
Kidnapping	Violent Offenses
Lewd Act With Children	Violent Offenses
Manslaughter - Non-Vehicular	Violent Offenses
Manslaughter - Vehicular	Violent Offenses
Murder	Violent Offenses
Rape - Force	Violent Offenses
Rape - Statutory - No Force	Violent Offenses
Sexual Assault - Other	Violent Offenses
Simple Assault	Violent Offenses
Unarmed Robbery	Violent Offenses
Unspecified Homicide	Violent Offenses
Violent Offenses - Other	Violent Offenses
Voluntary/Nonnegligent Manslaughter	Violent Offenses

Appendix 7: Release Type Categorization

Note: Any spelling errors in the release descriptions are native to the dataset.

Release Description	Category
Aquittal	Acquitted
Not Guilty	Acquitted
Bench Warrant / Bond Forfieture Setas..	Bench Warrant
10% Bond	Bond
Cash Bond	Bond
Cash Bond Only	Bond
Online Bond	Bond
Pretrial Release Signature Bond	Bond
Property Bond	Bond
Released on Original Bond	Bond
Signature Bond	Bond
Superseades Bond	Bond
Surety Bond	Bond
Dead Docket	Dismissed
Declined to Prosecute	Dismissed
Dismised	Dismissed
Dismissed No Officer In Court	Dismissed
Dropped by Motion of Prosecutor	Dismissed
Dropped by Want of Prosecutor	Dismissed
No Bill	Dismissed
Not Presented to Grand Jury ($100)	Dismissed
Pretrial Dead Docket	Dismissed
Purge or Fine Paid	Dismissed
Quash	Dismissed
Added in Error	Error
Booked In Error	Error
Booked Under Incorrect SO#	Error
Invaild Warrant	Error
Not on Docket (c-case)	Error
Released In Error	Error
Released on Copy of Charges	Error
Same As	Error
Wrong Person	Error
Extradition	Extradition

Release Description	Category
Failed To Report	FTA
Hold Off	Hold
UNSECURED JUDICAL RELEASE	Judicial release
UNSECURED JUDICIAL PRETRIAL RELEASE	Judicial release
UNSECURED JUDICIAL RELEASE JAIL	Judicial release
Nolle Prossed	Nolle
Change of Venue	Other
Closed Administratively	Other
Inmate Deceased	Other
Merge	Other
MOTION FOR IMMUNITY FROM PROSECUTION	Other
Sanction DCSC	Other
Waive / Remanded	Other
Probation Revoked	Prison
Return To State Prison	Prison
Return To State Prison With Pending C..	Prison
Revoke and suspended	Prison
Suspended Sentence	Prison
Transferred to DOC	Prison
Transferred to DOC, with Pending Char..	Prison
Continued on Probation	Probation
Probation	Probation
Release on Recognizance	ROR
Release Order	ROR
Time Served	Time Served
Returned to Arresting Agency	Transfer
Transfer of Custody	Transfer
Transfer to Another Agency	Transfer
Transfer to Another Agency with Pendi..	Transfer
Transfer to Program	Transfer
Transferred to Juvenile	Transfer
Weekender Failed to Report	Weekender
Weekender Re-Arrested	Weekender