PROJECT REPORT
&
RECOMMENDATIONS

GWINNETT COUNTY CORRECTIONAL SERVICES

EVALUATION OF CONTINUING OPERATIONS

Initial Draft Submitted:	October 20, 2010
Updated:	December 7, 2010
Updated:	February 4, 2011
Final Draft Submitted:	February 14, 2011
Updated:	March 14, 2011

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PURPOSE OF STUDY

The purpose of the study is to evaluate whether or not Gwinnett County should operate a correctional facility and depending on the outcome, recommend current and future business plans for the Department of Correctional Services.

BACKGROUND

In 2009 Gwinnett County implemented a number of cost-cutting initiatives through the Service, Value, and Responsibility Project (SVR); however, a shrinking tax digest and declining revenues still left the county facing a $45 million budget gap for FY2010. In order to close this gap and produce a balanced budget, the Board of Commissioners proposed the first millage rate increase in more than 20 years. Citizens expressed strong opposition to the rate increase during a series of public hearings and on June 2, 2009, the board voted to leave the millage rate unchanged. Staff was subsequently directed to identify service reductions that would produce a balanced budget in FY2010 without a property tax increase.

On July 21, 2009 the Board of Commissioners approved a resolution to implement deep budget and service reductions in all departments for the purpose of balancing the fiscal year 2010 through 2014 financial plan. This resolution included a directive for the County Administrator to close the Gwinnett County Comprehensive Correctional Complex as soon as practical but no later than July 1, 2011; and eliminate the Department of Correctional Services.

The budget cuts and diminished service levels identified in the July resolution also produced citizen opposition, including some calls for a tax increase. In December 2009 the Board of Commissioners approved a smaller millage rate increase that reversed some, but not all, of the previously identified service cuts. A superseding resolution passed on December 15, 2009 directed the County Administrator to maintain Corrections as a county department pending further analysis of departmental operations and services. The BOC further directed the County Administrator to develop recommendations regarding the Corrections Department with a first report due for the board's review no later than October 30, 2010.

COMMITTEE

In response to the board's directive, County Administrator Glenn Stephens formed a project team to evaluate whether or not Gwinnett County should operate a correctional facility and to recommend current and future business plans for the Department of Correctional Services. The following county employees were appointed as team members:

Phil Boudewyns – Administrative Office of the Courts
Donna Buhler – Financial Services
Eric Horne – Community Services
Darrell Johnson - Corrections
David Peek – Corrections
Mike Plonowski – Support Services

Kenneth Poe – Human Resources
Barry Puckett - ITS
Scott Callan – Financial Services

Col. Don Pinkard of the Sheriff's Department was subsequently added to the team in order to provide insight on how project team recommendations could impact operation of the Gwinnett County Jail.

METHODOLOGY

The initial meeting of the project team was held on February 18, 2010. County Administrator Glenn Stephens explained the purpose of the study and directed team members to complete their work in time for him to meet the October 30, 2010 deadline established by the Board of Commissioners. Mr. Stephens also explained that the team should not wait until the end of the study to submit recommendations that could produce immediate cost savings and/or efficiency improvements.

During the initial meeting, team members discussed the implications of closing the Correctional facility and identified relevant questions that had been raised in various forums. Team members were divided into subgroups according to their area of expertise, and each subgroup was assigned to evaluate a particular issue or issues. Subgroups worked independently throughout the study and were free to utilize other employees and resources as needed to conduct their evaluations.

The full team met an additional six times over the next seven months so that subgroups could present their findings and/or raise newly identified issues. Information provided by subgroups was obtained by the following means:

- Surveying Gwinnett County judges regarding the value of the correctional facility as a sentencing alternative;

- Reviewing vendor contracts and agreements for mowing and landscaping services;

- Soliciting input from department directors regarding the potential use of offender labor within their respective departments;

- Visiting the correctional complex to evaluate technology utilization and needs;

- Performing a cost analysis of offender incarceration and labor;

- Comparing the pros and cons of housing state inmates on behalf of the Georgia Department of Corrections;

- Identifying capital budget issues;

- Allowing inmates to work in new areas on a trial basis in order to determine feasibility; and,

- Researching the use of offender labor in other jurisdictions.

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Information from the subgroups was compiled and presented to all team members for review. The findings outlined in this report are the consensus of the project team.

DEPARTMENT OVERVIEW

History

Gwinnett County has operated a correctional facility since at least the 1930s. In 1957 a new 112 bed prison, referred to as the public work camp or PWC, was constructed on Swanson Drive. The work performed by the inmates primarily consisted of patching pot holes in paved roads, building and repairing wooden bridges, and cutting grass on public property. The department also operated a farm, slaughterhouse, cannery, and smokehouse that provided food for the inmate population.

In 1984 the prison was expanded by 120 beds and became known as the Correctional Institution, or CI. The expansion included a day room, indoor isolation cells, and additional office space. The expansion was jointly funded by the Georgia Department of Corrections as part of a program to relieve inmate overcrowding in the state prison system.

In 1985 the Board of Commissioners consolidated Police Services, Fire Services, Correctional Services, Animal Control, and Emergency Management into a single Department of Public Safety. In 1989, modular housing units were added to the Correctional Institution and used to house pre-trial detainees on behalf of the Sheriff's Department. This action was taken in response to a federal lawsuit regarding living conditions in the overcrowded Gwinnett County Jail. Detainees were housed in the Correctional Institution until a new jail opened in 1991.

After the new jail opened, the modular housing units vacated by the pre-trial detainees were used to implement a new Work Release Program that allowed defendants to maintain private employment while spending their non-working hours in custody. When the new jail opened in 1991, the Correctional Services Division assumed control of the old jail located on Hi Hope Road and converted it into a Diversion Center to house its Work Release Program and Work Alternative Program. After several months of renovation, the Diversion Center opened in March 1992 with 170 beds and 18 employees. With the removal of work release residents from the Correctional Institution, the inmate capacity there increased to 262.

In 1993 the Board of Commissioners abolished the Department of Public Safety and created four new departments, including the Department of Correctional Services. Due to increasing need for bed space at the Diversion Center, two modular housing units were added in 1995 increasing the number of work release beds to 230.

In 1998 the county developed plans to build a new state-of-the-art correctional facility to replace the existing Correctional Institute and Diversion Center. In exchange for a state construction grant in the amount of $3.2 million, the county added 128 inmate beds to the original design and allocated the additional beds to the Georgia Department of Corrections for a period of ten years.

In July 2000 a groundbreaking ceremony took place on the site of the planned 800-bed Comprehensive Correctional Complex. After several years of planning and construction, the correctional complex opened at partial capacity on September 12, 2002, and then at full capacity in 2004. The new facility cost $21 million to build, and it remains the largest county-owned correctional facility in Georgia. In 2009, the facility became the first government-owned prison in Georgia to earn national accreditation through the American Correctional Association.

Organizational Structure

The Department of Correctional Services is directed by a Warden, who is appointed by the County Administrator. The Warden directs departmental operations and is responsible for ensuring that the department's policies, procedures, and standards support the county's vision. Qualifications for the position of Warden include a bachelor's degree in a closely related field and ten years of progressively responsible experience related to the area of assignment, including four years in an upper management position; or, an equivalent combination of education and experience sufficient to successfully perform the essential duties of the job. The Warden must be a certified correctional officer in the State of Georgia, and the Georgia Board of Corrections must approve his/her appointment.

The Department of Correctional Services is normally comprised of two divisions, Security and Support Services. Each division is directed by a Deputy Warden who reports to the Warden and is responsible for managing all operations within his/her division. Qualifications for the position of Deputy Warden include a bachelor's degree in a closely related field and six years of progressively responsible experience related to the area of assignment, including two years experience as a manager; or, an equivalent combination of education and experience sufficient to successfully perform the essential duties of the job. The Deputy Warden must also be a certified correctional officer in the State of Georgia, and the Georgia Board of Corrections must approve his/her appointment.

The Security Division is responsible for the safe and secure operation of the Comprehensive Correctional Complex. This responsibility includes maintaining custody of all offenders in the complex; providing direct supervision in inmate housing areas; enforcing rules and maintaining discipline; maintaining strict control and accountability of keys, tools, and hazardous products; and preventing/controlling contraband.

The Support Services Division is responsible for inmate care and treatment, field operations, food service, maintenance, technical support, and fiscal management. These responsibilities include offender counseling, education, and vocational training; and administering the offender labor program.

Note: *Nine employees, including both deputy wardens and the business officer, retired from the department in 2009. Only one of the deputy warden positions was replaced in 2009; therefore, it was necessary to make temporary changes to the department's organizational structure. Rather than two divisions each headed by a Deputy Warden, all departmental operations are currently consolidated under the direction of the Warden and one Deputy Warden (see Exhibits A and B).*

Authorized Budget

The department's adopted budget for FY2010 is summarized in the following chart. A complete copy of the budget is attached to this report (see Exhibit C).

Category	General Fund	Inmate Welfare Fund	Total
Personal Services	9,397,253	103,035	9,500,288
GOE	3,088,065	43,935	3,132,000
Contributions:	235,679	2,288	237,967
Total:	12,720,997	149,258	12,870,255
Projected Revenue:	1,686,369	78,650	1,765,019

Authorized Staffing

The department began 2010 with 142 authorized positions; 125 sworn and 17 civilian. However, two senior management positions were eliminated from the department's position control, and one correctional officer position was transferred to the Department of Fire and Emergency Services as part of an SVR initiative to consolidate public safety warehouse operations. The following chart summarizes the number and type of positions within the department; the actual position control is attached to this report (See Exhibit D).

Sworn	2009	2010	Change
Warden	1	1	-----
Deputy Warden	2	1	-1
Captain	2	1	-1
Lieutenant	6	6	-----
Sergeant	8	8	-----
Corporal	9	9	-----
Classification Officer	2	2	-----
Correctional Officer	95	94	-1
Total:	**125**	**122**	**-3**

Civilian	2009	2010	Change
Administrative Support	2	2	-----
Building Services	2	2	-----
Business Office	5	5	
Food Services	5	5	-----
Vocational Training	2*	2	-----
Work Alternative Program	1	1	-----
Total:	**17**	**17**	-----

* One position is grant funded

Mission

The mission of the Gwinnett County Department of Corrections is to promote community safety by maintaining a safe and secure environment that encourages positive change and provides quality services that make a difference.

Vision

To be a model of excellence in the field of Corrections.

Values

The values that best represent the core principles of the Gwinnett County Department of Corrections are Integrity, Professionalism and Respect.

SERVICES PROVIDED

Incarceration and Labor Program

The department applies modern correctional management techniques to provide care and custody for minimum and medium security inmates. Under an agreement with the Georgia Department of Corrections, 128 of the department's 512 inmate beds are reserved for state inmates while the remaining beds are available for county inmates sentenced directly by Gwinnett County judges. In exchange for housing inmates for the Georgia DoC, Gwinnett County receives $20 per diem for each state inmate housed and realizes the benefit of the inmates' labor.

To further offset the costs of housing prisoners, inmates serving time provide a supplemental labor force to Gwinnett County; inmates perform janitorial, landscaping, maintenance, and other services at many county-owned facilities. The Comprehensive Correctional Complex is rated for inmates classified as minimum or medium security. In accordance with rules established by the Georgia Board of Corrections, minimum security inmates may work outside of the facility under the supervision of civilian employees who have completed an approved training course. Medium security inmates may also work outside of the facility, but only under the direct supervision of a certified correctional officer.

Most inmate workers from the Correctional facility are supervised by a correctional officer assigned to the department's Field Operations Unit. Officers drive inmates to various work sites around the county and supervise their work. Departments/agencies that supervise their own minimum security inmates pick up their assigned inmate workers in the morning, supervise their work activities, and return them to the correctional complex in the afternoon.

Work Release Program

The Work Release Program provides a semi-incarceration sentencing alternative that allows defendants, called residents, to maintain regular employment while serving their non-working time in custody. The program allows residents to retain their jobs in the community, support their families, and pay taxes; while keeping them out of trouble while not working. Residents are required to pay administrative and daily fees to offset the cost of the program; in addition to the payment of any court-ordered child support

payments, fines, and probation fees. A unique feature of this program is that it allows judges to incarcerate parents who habitually fail to pay child support without depriving the parent of his/her employment.

Work Alternative Program

The Work Alternative Program allows first offenders to perform community service work in lieu of serving time. Offenders sentenced to the program are not incarcerated but report to the department on a daily basis as ordered by the sentencing court. Participants are supervised by part-time civilian employees as they remove litter from roadsides and perform other non-skilled work for other county departments, government agencies, and non-profit organizations. The program is partially funded through administrative and daily fees paid by the offenders.

Inmate Job Training and Education Program

Since 1997 Gwinnett County has partnered with the Atlanta Regional Commission to operate a vocational training program for inmates. This grant funded program is recognized by the Georgia Department of Labor and has a record of success in reducing recidivism. The program has received numerous awards and has been featured on Georgia Public Television. It is a challenge to obtain employment without a high school diploma; therefore, the department also provides inmates with an opportunity to earn their GED while in custody.

CURRENT ISSUES

Uncertainty

The Department of Corrections experienced much uncertainty in 2009 and 2010, which directly affected employee morale, organizational performance, and business planning. A significant number of employees left the department after the July 2009 BOC resolution, and many remaining employees perceive the project team study as a threat to their long-term job security.

Staffing and Service Delivery

Nine employees, including both deputy wardens and the business officer, retired from the department in 2009 resulting in the loss of 177 years of combined experience. Overall, forty employees (28%) left the department between July 21, 2009 and September 30, 2010.

Providing an offender labor force requires a fully staffed Field Operations Unit and at the time of the July 2009 BOC resolution to close the correctional complex, 26 correctional officer positions were dedicated to supervising inmate work crews. By the end of 2009, however, 18 of these work crews were idle due to lack of staffing. Even though authorization to fill most vacant positions was granted in April 2010, it will be early 2011 before all of these positions can be filled.

BCOT Training

Before exercising supervisory authority over any inmate, correctional officers must become state certified in accordance with rules established by the Peace Officers Standards and Training Council (POST). In order to obtain state certification, newly hired officers must attend a four week training academy conducted by the Georgia Department of Corrections, and an additional week of POST-mandated training related to firearms and use of force issues. In 2009 the Georgia Department of Corrections reduced the number of academy sessions as a cost cutting measure, which increased competition for classroom space and lengthened the time required to schedule new employees for this training. In turn, this change lengthened the amount of time before a newly hired officer can work independently.

Solid Waste Plan

The change in the county's relationship with Gwinnett Clean and Beautiful adversely affected staff's ability to manage and motivate inmate workers. Prior to 2009, three inmate work crews were assigned to the Recycling Bank of Gwinnett. Under the former arrangement, all newly arriving inmates were initially assigned to work at the RBG and could earn a transfer to a more desirable job assignment through good work and positive behavior. Additionally, the prospect of returning to the RBG motivated most inmates to perform well in subsequent assignments. The security design of the RBG also allowed staff to work higher-risk inmates who are not allowed to work in public settings. Although there is other work available for most inmates, there is no alternate assignment that provides the same level of security and motivation.

Changes in the Inmate Population

The original allocation of inmate bed-space in the Comprehensive Correctional Complex allowed the department to house 254 state inmates under two separate agreements with the Georgia Department of Corrections; the remaining 258 beds were available for county inmates sentenced directly to the facility by local judges. The number of county-sentenced inmates eventually exceeded available bed-space in the correctional complex, which created a backlog of inmates in the jail and contributed to inmate overcrowding there. In order to relieve overcrowding in the jail, the number of beds allocated for state inmates in the Correctional Complex was reduced from 254 to 128 in late 2008.

After the state inmate allocation was reduced, the need for county inmate bed-space decreased as the result of a decision by the Georgia Court of Appeals that ended the longstanding local practice of judges sentencing felons directly to the correctional complex. The Court ruled that all felons sentenced to confinement must be committed to the Georgia Department of Corrections, and that judges lack the authority or jurisdiction to designate an alternate place of confinement (Stewart v. State, 285 Ga. App. 760).

These two events resulted in empty bed space in the correctional complex, which led the department to close one inmate housing unit (64-beds) in November 2009 and eliminate five correctional officer positions. The department also began to house jail inmates on behalf of the Sheriff's Department in order to further relieve overcrowding in the jail. Even so, the correctional complex has consistently remained below full inmate capacity. Additionally, jail inmates generally do not meet the criteria for working outside of the facility, and this loss of qualified inmate workers threatens the department's ability to meet inmate labor needs.

The reduction in state inmates produced a corresponding loss of per-diem revenue from the Georgia DoC. The change in bedspace allocation also presents operational challenges because county inmates tend to be younger and more violent. Many county inmates have never been in prison before, so they resist structure and discipline. They are also more likely to be members of street gangs, which can lead to more gang-related conflict within the facility.

Many of the minimum security inmates in the Comprehensive Correctional Complex are state inmates who are housed on behalf of the Georgia Department of Corrections. Decreasing the number of state inmates has hampered the department's ability to provide a sufficient number of minimum security inmates to other departments that supervise their own inmate workers.

Technology

The lack of technology and reliance on paper documents is a weakness for the department. A technical assessment completed as part of this study is discussed later in this report.

Economic Downturn

The high rate of unemployment over the past two years caused the number of residents in the Work Release Program to decline significantly; two-thirds of the 288 resident beds were unused as of September 2010. An increasing number of residents are unemployed at the time of sentencing; some are only marginally employable and others are unemployable. The lack of qualified residents and declining revenues are a threat to the program's existence. Additionally, a significant percentage of program costs have transferred from the user to the taxpayer.

Capital Funding Needs

The Comprehensive Correctional Complex opened in 2002 and the boiler system that provides the facility with hot water is beginning to fail. One boiler has developed a leak that cannot be repaired, which increases water and energy costs. Additionally, several commercial appliances and systems in the kitchen have reached the end of their service lives; and the department is spending an inordinate amount of money to maintain its commercial washers and dryers. The department will be forced to replace this equipment in the near future.

The department relies heavily on its ability to transport inmates outside the facility. In 2007 the Fleet Management Division within the Department of Support Services recommended replacing all four of the department's full-size 1990 model transport busses; and a capital project was established to replace these busses over a four year period beginning in 2009. However, replacement funding was eliminated as part of the 2009 SVR project. In the meantime, these vehicles continue to experience expensive mechanical problems and because of their age, replacement parts are difficult to obtain.

SHORT-TERM BUSINESS PLAN

In response to guidance from the County Administrator regarding short-term recommendations, team members discussed opportunities to quickly meet identified service needs while remaining within the department's FY 2010 authorized budget; and to mitigate the department's impact on the General Fund. In March 2010 team members submitted, and the County Administrator approved, the following short-term recommendations:

1. Provide seven additional inmate work crews to Parks and Recreation by restoring seven correctional officer positions that were eliminated from the authorized headcount in 2009.

   Although these positions were eliminated in 2009, funding for the positions was included in the department's authorized budget for FY 2010. At the time of this recommendation, however, only two of the nine requested crews have been provided due to a lack of staff. This initiative is based on an immediate service need as two inmate crews cannot service all county parks and recreational facilities. The expense of implementing this recommendation is limited to personal services since the required vehicles and equipment are already on hand. Additionally, this recommendation does not impact the General Fund since actual costs are reimbursed from the Recreation Fund.

   Note: Two additional crews were provided in September 2010; however, the 2011 business plan for the Department of Community Services reduced the number of inmate crews working in county parks from nine to four. The five remaining correctional officer positions remain unfilled.

2. Provide a third inmate crew to Support Services by restoring one correctional officer position that was delimited in 2009.

   As with the first recommendation, the expense associated with providing this crew is limited to personal services since the required vehicle and equipment are already on hand. In return for an annual expense of $47,042 the Department of Support Services can save $42,000 by cancelling a vendor contract. Although the cost of providing this service with inmate labor is slightly more expensive than using a private vendor, the inmate crew is a better value because it provides additional hours and greater flexibility.

   Note: Implemented September 2010

3. Reactivate two inmate crews by filling existing vacant positions and make the crews available to cities within Gwinnett County in exchange for an established daily rate, currently $310.

   The department's authorized staffing includes two vacant correctional officer positions for this purpose, but both work crews were deactivated in September 2009 because of employee attrition. Due to the time required to hire and train replacement officers, this service has still not been restored at the time of this writing. On an annual basis, these two crews represent approximately $125,000 ($310 x 4 days per week x 50 weeks x 2 crews) in revenue for the General Fund

compared to an annual expense of about $100,000 ($47,042 x 2 officers plus fuel).

Note: On August 4, 2010 the BOC authorized community improvement districts located within Gwinnett County to hire inmate work crews under the same terms and conditions already authorized for cities. This service was restored for cities and CIDs in December 2010.

4. <u>Maintain 128 beds in the correctional facility for use by the Georgia Department of Corrections through February 2013 in order to avoid repayment of the state grant that partially funded construction of the correctional complex.</u>

   By not exercising the grant agreement's early termination clause in 2010, the county avoids the need to repay the grant on a pro-rated basis.

5. <u>Offer 64 additional inmate beds to the Georgia Department of Corrections for a 12-month period beginning July 1, 2010 and if the offer is accepted, reopen the inmate housing unit, which was closed in 2009, by restoring five correctional officer positions that were eliminated.</u>

   Shortly after the state inmate population was reduced in 2008, the need for county inmate bedspace declined markedly in response to the previously mentioned ruling by the Georgia Court of Appeals. Now that the county inmate population depends primarily on misdemeanor offenders, it is unlikely to reach full capacity anytime soon. Restoring the five delimited positions and adding 64 state inmates would generate $461,000 on an annual basis and provide a more stable and productive inmate workforce. In exchange, the county would spend approximately $367,000 annually for salaries and benefits, food, and clothing. The cost of routine medical care would not increase because the current medical contract fee is based on inmate capacity rather than actual population.

   Note: The Georgia DoC declined to accept for FY 2011 due to budget constraints, but expressed interest for FY 2012. Since the state fiscal year begins in July, these positions were defunded for the first six months of 2011 in order to preserve the option without any expense to the county. In the absence of expressed interest from the Georgia DoC for FY 2012, these five positions were eliminated entirely on March 1, 2011 as part of budget balancing initiatives designed to cut $18 million from the county's 2011 operating budget.

TECHNOLOGY

A 2007 efficiency study of the Department of Correctional Services recommended a significant technology upgrade to eliminate the reliance on paper documents, improve offender tracking, and increase the ability to communicate by electronic mail. Nearly $500,000 was approved in the 2009 ITS budget for this purpose, but it was necessary to withdraw this funding in an effort to balance the FY 2010 financial plan.

A technical assessment completed as part of this study concluded that the department has an immediate need to automate its environment so that day-to-day operations are less

time and labor intensive and more streamlined. This assessment includes eleven specific recommendations for efficiency improvements as follows:

1. Maximize the use of the TAG modules licensed to the Sheriff's Department;

2. Automate the creation of paper forms and incorporate digitized/electronic signatures;

3. Implement reliable and functional fingerprint software and hardware to allow for identification and tracking of offenders;

4. Install an armband system to replace the current offender ID badge system;

5. Replace the mug-shot system with the system currently used by the Sheriff's Department;

6. Replace the inmate accounting software with the TAG Institutional Financials module;

7. Install food management software to improve efficiency with regard to state regulations for food preparation and management, inventory control, and purchasing;

8. Install PCs, printers and fingerprint software/hardware in offender housing units and other areas of the correctional facility;

9. Train departmental staff as needed;

10. Use FileNet to store inmate related paper documents;

11. Utilize the Sheriff's Department Technical Services Unit to support the TAG system.

The technical assessment includes detailed information concerning each recommendation; a copy of the assessment is attached to this report (See Exhibit I). The technical assessment also includes a summary cost sheet that indicates a total cost of $854,245 to implement all eleven of the aforementioned recommendations.

IMPACT OF CLOSING THE CORRECTIONAL COMPLEX

Although the original decision to close the correctional facility was in response to budget considerations, the overall impact extends beyond the Department of Correctional Services and cannot be measured strictly in financial terms.

Sheriff's Department

The wording of the July 2009 resolution approved by the BOC implied that all inmates housed in the correctional facility could be transferred to the Georgia Department of Corrections, but that is not the case. While 128 of the facility's 512 inmate beds are allocated for state inmates, the remaining 384 beds are reserved for county-sentenced

inmates who are not wards of the Georgia DoC. Additionally, the facility's 288 work release beds are exclusively for county use.

Since the Gwinnett County Jail is the only other option for housing county-sentenced offenders, closing the correctional facility would have a significant impact on the Sheriff's Department. If the correctional facility is closed, county inmates and work release residents who would have been sentenced to the facility will likely end up in the jail instead.

In order to manage a higher inmate population in the Pre-Trial Detention Center, it will be necessary for the Sheriff's Department to hire additional staff. The hiring process for a Deputy Sheriff averages 6-8 weeks, and the length of time to train and work independently averages 3-4 months. The P.O.S.T. certification requirements for a correctional officer and deputy are different; therefore, any correctional officers who transfer from Corrections to the Sheriff's Department must still obtain P.O.S.T. jailer certification.

Housing additional inmates in an already overcrowded jail creates several issues for the Sheriff's Department including:

- Increased risk of civil suits due to overcrowded conditions;

- Additional space and resource needs to meet requirements for equal access to facilities and services, such as the library and medical clinic;

- Additional space for courtrooms;

- Additional space within the facility and more outside parking to accommodate the increased number of staff, visitors; and,

- Long term capital improvements and operating costs to accommodate the increased inmate population (see Exhibit J)

The Sheriff has indicated that if the correctional facility closes, it will likely be necessary to house some of these offenders in other facilities throughout the state. The current rate for outside housing averages $45 - $55 daily; this rate does not include medical expenses which are far more difficult to manage in rural areas where most of these facilities are located. If inmates are housed in other facilities, the Sheriff's Department will incur the cost of transporting offenders between Gwinnett and the other counties. In determining options for housing out inmates, the Sheriff must consider the availability of facilities to accept inmates; with the understanding that finding a single facility to house the additional inmates is unlikely.

Provided in Exhibit K is a memorandum from Sheriff Butch Conway to the Board of Commissioners expressing his support in keeping the Correctional Institute operational. He further states that closing this facility would overly burden his department which is already stretched to its limits.

Judiciary

Gwinnett County Judges submitted information to the team in which they expressed support for maintaining the correctional facility, particularly the Work Release Program (see Exhibit K). Judges opined that the Work Release Program is a plus for Gwinnett taxpayers and citizens; and they expressed concern that without the program as a sentencing option, they would be forced to sentence work release eligible defendants to the Pre-Trial Detention Center (Jail) instead. According to the judges, the Work Release Program is beneficial because it:

- Provides the opportunity for defendants to maintain full-time employment while incarcerated;

- Provides an avenue for the collection of child support, which benefits children and families in the community;

- Allows speedier collection of court fines and restitution for crime victims;

- Defrays the cost of incarceration through disbursements from the defendant's earnings; and,

- Provides the groundwork for a more stable citizen and community member after incarceration.

Local judges have also expressed concern that closing the correctional facility would clog their court calendars and increase the amount of time required to adjudicate cases. Although no specific statistical data is available, the option of sentencing defendants to the correctional facility, either as an inmate or work release resident, allows prosecutors to reach plea bargain agreements in cases that would otherwise proceed to trial. Additionally, closing the correctional facility would eliminate the Work Alternative Program as a sentencing option.

As of January 14, 2011 there were 203 inmates and 76 work release residents sentenced to the correctional complex by Gwinnett County judges. Closing the correctional facility before these inmates/residents complete their sentences will require sentence modifications which, in many cases, will require a court hearing with all parties in attendance. The number of sentence modifications required depends on the actual closing date and the number of county-sentenced offenders still in custody at the time. The release schedule for inmates and residents currently in custody is as follows:

Year	Inmates	Residents
Indefinite*	0	13
2013	0	0
2012	5	10
2011 (Jul – Dec)	19	19
2011 (Jan – Jun)	179	34

*Most child support defendants are sentenced to pay a specified sum of money rather than serve a fixed period of time.

The intrinsic value of the correctional facility as a sentencing option cannot be measured. If the facility does close, judges will still have the option to sentence defendants to local confinement in the county jail. There are also community service alternatives to the Work Alternative Program. The loss of the Work Release Program is most significant for local judges because there is no alternative for part-time incarceration. Judges can sentence work release eligible defendants to jail, but doing so deprives the defendant of the opportunity to maintain gainful employment and meet his/her financial obligations, such as child support.

Offender Labor

Closing the correctional facility would end the longstanding practice of using sentenced offenders to provide a supplemental labor force for other Gwinnett County departments. Even if sentenced offenders are housed in the jail, operating work crews from the jail is not practical because the jail is designed primarily as a pre-trial facility and pre-trial detainees cannot be forced to work. Even if the Sheriff's Department could assume this responsibility, the costs associated with supervising inmate workers would remain – just in a different department.

If measured solely in terms of work hours, the 356,322 hours of offender labor (inmates and community service workers) provided in 2008 equates to more than 170 full-time employees. If the offender labor program ceases to exist, departments that currently rely on offender labor would instead have to utilize paid staff and/or private vendors.

For a price, private vendors are an option for replacing most services currently accomplished with offender labor. However, the team could not locate any information regarding vendors to perform roadside litter pickup. Offenders removed litter from more than 5,000 roadside miles annually during 2008 and 2009.

Capital Expenditures

The Department of Support Services has submitted two capital projects in FY2011 on behalf of the Corrections Department. One project proposes to replace two full-size 1990 model transport buses at a total cost of $240,000. The second project proposes to replace the boiler system, kitchen equipment, and laundry equipment in the Comprehensive Correctional Complex at a total cost of $393,310. Closing the facility would eliminate the need for the transport buses; but the need for the system and equipment repairs depends on the disposition of the facility.

Offenders and the Community

Closing the correctional facility would also affect the offender population, and arguably the community as a whole. Correctional facilities are better able to provide self-help programs, vocational training, and educational opportunities than a jail environment. National studies indicate that offenders who receive these services while incarcerated are less likely to commit new crimes after their release from custody. It is impossible to calculate how these services affect the rate of recidivism, but it is reasonable to believe

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they have some positive impact on public safety. As already mentioned, elimination of the Work Release Program would deprive some offenders of the opportunity to maintain employment and meet financial obligations.

Grant Repayment

A decision to close the correctional facility and return state inmates to the Georgia Department of Corrections prior to February 2013 will require the county to repay a portion of a grant that partially funded construction of the correctional facility. After February 2013, however, no repayment is required.

Disposition of Facility

The Comprehensive Correctional Complex opened in 2002 at a cost of more than $21 million. The facility is located on approximately 6 acres of land; it includes a main building with an area of 132,000 square feet and two warehouse/storage buildings with a combined area of approximately 15,000 square feet. The main building contains eight (8) open dormitory style housing units designed for medium and minimum security inmates; six (6) open dormitory style housing units designed for work release residents; and twenty (20) individual cells located in the Disciplinary Isolation/Administrative Segregation Unit. Due to its design as a place of incarceration for low-risk offenders, converting the facility to an alternate use within county government would likely require extensive renovations.

The Engage Gwinnett Final Report includes a recommendation to explore outsourcing options for the correctional facility. The project team did not attempt to explore outsourcing options because doing so would require the solicitation of proposals. The team did, however, review available information regarding private correctional facilities currently operating in Georgia.

D. Ray James Prison in Folkston is owned and operated by Cornell Companies and until earlier this year, Cornell contracted with the Georgia Department of Corrections to house state inmates. This contract was recently terminated, however, and the prison is being converted to a federal holding facility.

Two other private prisons owned and operated by Corrections Corporation of America (CCA) are used to house state inmates for the Georgia Department of Corrections. CCA signed a contract in September 2010 to build another private prison for this purpose in Jenkins County. CCA houses inmates on behalf of the Federal Bureau of Prisons in its other Georgia facilities, including the 502 bed North Georgia Detention Center in Hall County which houses immigration (ICE) detainees.

The business model for private correctional facilities in Georgia is based on warehousing a large federal or state inmate population for the purpose of generating revenue; providing a supplemental labor force does not appear to be part of that model. Any decision to house higher-security offenders in the correctional facility would require extensive security enhancements to eliminate the open-dorm style housing. However, an RFP will be required to determine if outsourcing is feasible in this situation.

If no alternate use for the correctional complex is identified, it will be necessary to maintain and protect the building and grounds. Even if the facility is vacant, it will still be necessary to:

- Operate the HVAC system at a minimum level throughout the year in order to control humidity and prevent mold;

- Maintain and monitor the fire alarm and suppression systems;

- Heat all buildings during cold weather to prevent freeze damage to the fire suppression (water sprinkler) system;

- Provide sufficient lighting to deter would-be trespassers and vandals;

- Maintain pest control services to prevent vermin;

- Mow grass during warm weather months in order to prevent the complex from becoming a public eyesore; and,

- Inspect the buildings at regular intervals.

In the event the correctional facility remains vacant, the county should expect ongoing expenses of approximately $60,500 annually for utilities and services as follows:

Electricity*	$18,517
Natural Gas**	$23,152
Fire Alarm/Suppression System Maintenance	$ 1,875
Fire Alarm Monitoring	$ 300
Pest Control Service	$ 1,080
Grass Mowing***	$15,733
Total:	$60,657

* 15% of current use
** 10% of current use
*** Based on existing vendor agreement with DWR

Most of the correctional complex is surrounded by a security fence, but four exterior doors and several windows on the front side of the main building are easily accessible to the public. Therefore, it may be desirable to install a security alarm system and have it monitored along with the fire alarm system.

COST ANALYSIS AND FINANCIAL ISSUES

Note: The information presented in this section pertains only to the General Fund; the department's Inmate Welfare Fund budget was deemed inconsequential to outcome of this study. The Inmate Welfare Fund is a restricted use fund; its revenue is generated from commissary sales to inmates and the money can only be used for the benefit, welfare, and education of the inmate population.

Budget Summary

The adopted General Fund budget for the Department of Correctional Services was $12,923,709 in 2008 and $12,720,997 in 2009 and 2010. However, the department's financial impact on the General Fund was reduced by revenue, the value of offender labor, and reimbursements.

General Fund Revenue	2008	2009
State Inmate Per-Diem	$1,708,740	$ 896,575
Contract Work Crews	$ 100,750	$ 84,320
Inmate Telephone Commission	$ 167,170	$ 154,490
Work Release Program	$ 703,785	$ 428,826
Work Alternative Program	$ 135,651	$ 134,159
Other	$ 65,304	$ 47,311
Revenue:	**$2,881,400**	**$1,745,681**
Offender Labor Value		
Inmate Labor	$3,532,437	$2,574,442
Work Alternative Labor	$ 328,015	$ 366,849
Labor Value:	**$3,860,452**	**$2,941,291**
Reimbursements from Other Funds	**$ 449,287**	**$ 453,293**

Note: Offender labor value represents the cost of providing the same service with paid staff – it is not hard dollars that are returned to the county treasury. Inmate labor value is based on the approximate hourly rate of the lowest paid county position, whereas the value of work alternative labor is based on federal minimum wage. This approach was developed during the 1990s by the former Office of Internal Audit, and was revalidated in 2008 by the Performance Analysis Division.

In 2008, the department's adopted General Fund budget was offset 56% by revenue, offender labor and reimbursements; this offset declined to 40% in 2009. The 2009 decline was due to a reduction in the number of state inmates housed on behalf of the Georgia Department of Corrections and the lack of staff to supervise inmate work crews.

In order to further evaluate the department's financial impact on the General Fund, it is necessary to examine the costs of each service provided by the department. The correctional facility was designed so that all programs share building space and staff; therefore, program expenses are intertwined. The department's General Fund budget contains only one cost center, so program costs presented in this report are estimates based on personnel assignments, space allocations, expenditures, and financial analysis.

Note: In order to make a valid comparison, the financial offsets presented in this analysis are, with two exceptions, based on 2008 data because 2008 was the last full year of normal operations within the Department of Correctional Services. The exceptions are state inmate subsidy – 2009 data is used because the state inmate population was reduced by 50% in late 2008; and contract inmate labor – 2009 data is used because the service was not provided in 2008.

	County Inmate Incarceration	State Inmate Incarceration	Inmate Labor Program*	Work Release Program	Work Alternative Program
Adopted Budget:	7,455,110	2,485,037	1,543,167	881,876	355,807
Less:					
Revenue	-167,377	-952,367	-100,750	-703,785	-135,651
Reimbursements	-25,232	-8,411	-449,287		
Labor Value			-3,532,437		-328,015
Result:	7,262,501	1,524,259	-2,539,307	178,091	-107,859

* State inmates comprise approximately 25% of the inmate workforce

Housing County Inmates

The team asked the Department of Financial Services to prepare an inmate expense analysis, which is attached to this report (see Exhibit E). Again, this analysis is based on 2008 data because 2008 was the last full year of normal operations within the Department of Correctional Services. According to this analysis, the average daily cost to house an inmate in the correctional facility during 2008 was $53.19; this analysis makes no adjustments for revenue.

Note: According to staff from the Sheriff's Department, this amount is close to the average daily cost of housing an inmate in the Gwinnett County Jail. The Sheriff's Department and Department of Correctional Services use the same vendor to provide inmate medical care; and share price agreements for the purchase of food, clothing, etc.

Closing the correctional complex will not end the practice of sentencing offenders to local confinement. Since the Gwinnett County Pre-Trial Detention Center (Jail) is the only alternative to the correctional facility, it will be necessary to provide the Sheriff's Department with adequate resources to manage additional county-sentenced inmates, including those who would have been sentenced to the Work Release Program. A decision to close the correctional facility will not eliminate the expense of housing county-sentenced offenders, but will transfer the expense to the Sheriff's Department.

Housing State Inmates

The county's longstanding practice of housing state inmates on behalf of the Georgia Department of Corrections has been questioned in various forums. The primary concern is whether the $20 per diem, which has not increased since 1999, is sufficient to cover the county's cost of providing custody and care for state inmates.

The average daily cost of housing an inmate was $53.19 in 2008 (see Exhibit E); however, the State of Georgia pays the county $20 per day for each state inmate housed. As a result, the average daily cost of housing a state inmate is $33.19. Additionally, the county's liability for providing medical care to state inmates is limited to $1,000 per occurrence, whereas it is unlimited for a county sentenced inmate.

Although there is a net daily cost of $33.19 for each state inmate housed, this amount is offset by the value of the inmate's labor. According to a cost analysis conducted by Financial Services, the average value of an inmate's labor is $11.64 per hour (see Exhibit E). Assuming a state inmate works 235 days annually for six hours per day, the labor represents a value of $16,412 on an annual basis. When this amount is considered, the average daily cost of housing a state inmate is about ($11.77).

Another financial consideration is the ten-year construction grant that partially funded construction of the Comprehensive Correctional Complex. In exchange for a $3.2 million grant from the Georgia Department of Corrections; the county is obligated to house 128 state inmates through February 2013. Exercising the agreement's early termination clause in 2010 requires the county to repay $970,418; the pro-rated repayment amount declines to $646,945 in February 2011, $323,473 in February 2012, and $0 after February 2013.

Returning these inmates to the overcrowded state prison system will impact the State's ability to pick up newly sentenced felony defendants from county jails. This will most likely increase the time that the Sheriff is required to house newly sentenced inmates who are awaiting transfer to the Georgia Department of Corrections.

Inmate Labor Program

The department's adopted budget for 2010 includes about $1,543,167 to administer the Inmate Labor Program. In return, inmate work crews generate $100,750 in revenue and $449,287 in reimbursements from other funds. Additionally inmates provide $3,532,437 in labor value (2008 data).

The Department of Financial Services prepared an analysis comparing the cost of using inmate labor in five county departments to the cost of hiring private vendors to perform the same work. According to this analysis, contract services would cost the county $1,778,490 annually compared to $741,868 using inmate labor – an increase of $1,036,622 (See Exhibit F).

Staff from Financial Services also reevaluated the fee that cities are charged for inmate labor because the current $310 daily rate has not been reviewed since 2008. This reevaluation indicated the cost of providing this service has increased to $318 per day (See Exhibit G).

Work Release Program

The Work Release Program was designed to be a user financed program that allows employed defendants convicted of a non-violent crimes to maintain employment while spending their non-working hours in custody. The Board of Commissioners established administrative and daily fees to offset the cost of the program, and these fees were last

updated by the BOC on February 21, 2006 as part of a resolution adopting a county-wide fee study. The one-time administrative fee is currently set at $125, with a $16 daily fee for room and board. In addition, program residents are responsible for their own medical expenses.

In 2007, which was the first full year under the current fee schedule, revenue offset 93% of program expenses. This offset declined to 78% in 2008 and 49% in 2009. This decrease is the result of a number of factors; including the economic downturn, a declining offender population, the number of unemployed and/or underemployed residents sentenced to the program, and judicial waiver of established fees.

Note: Work release fees are imposed by the BOC rather than the sentencing court, and a legal opinion issued by the Law Department in 2008 could not definitively answer whether a sentencing order waiving work release user fees is a permissible exercise of the sentencing court's authority.

Budget vs. Revenue Current Fee Structure			
Year	Budget	Revenue	Offset
2007	$868,455	$806,800	93%
2008	$895,684	$703,785	82%
2009	$881,876	$428,826	49%

When Work Release Program revenue is deducted from appropriations, the average daily cost to house a work release resident in 2008 was $3.26 compared to $53.19 to house a county-sentenced inmate. If the Work Release Program ceases to exist and offenders who would have been sentenced to the program are sentenced to the jail instead, the county will realize this additional expense. The average daily work release population was 164 in 2008 and 123 in 2009. Using the lower population number, it will cost the county $2,387,965 annually to house 123 residents in the jail compared to $178,091 to maintain them in the Work Release Program.

Work Alternative Program

The department's adopted budget for 2010 includes about $355,807 to administer the Work Alternative Program. In return, the program generated $135,651 in revenue, and community service workers provided $328,015 in labor value (2008 data).

OPPORTUNITIES TO MITIGATE GENERAL FUND FINANCIAL IMPACT

The team looked for opportunities to expand the use of inmate labor as a means to further mitigate the department's impact on the General Fund. Although such opportunities do exist, a decision to expand the use of offender labor will require additional staffing and equipment, including vehicles; and additional minimum security inmate workers. Potential opportunities include:

Cities and CID'S – In 2006, the Board of Commissioners authorized the Warden to provide inmate work crews to cities within Gwinnett County in exchange for $310.00 per workday; this authority was expanded in 2010 to include Community Improvement Districts. This service has not been provided since September 2009 due to a lack of staff, but two cities have repeatedly asked when they can reacquire inmate work crews on a full-time basis. Additionally, two other cities and one CID have asked for part-time crews. This arrangement provides a quality of life benefit for county citizens living, working, and traveling within participating cities/CIDs; while also providing an additional source of revenue for the General Fund. There is sufficient demand for this service to support a third inmate work crew.

DWR Properties – The Department of Water Resources currently contracts with private vendors to cut the grass at 222 pump stations, easements, and other small sites located throughout the county at an annual cost of $56,000; and 9 large sites (central office, filter plants, water reclamation facilities, etc.) at an annual cost of $141,600 per year. These tasks could be performed by two inmate crews at an annual cost of $158,800 (see Exhibit G). Since several pump stations are located in subdivisions, there could be some citizen opposition to the presence of inmates in neighborhoods. During the course of this study an inmate crew was used to clear a particularly difficult easement and despite concerns over preventing escapes in such an isolated area, the work was completed as planned.

Fire Hydrant Maintenance – The Department of Fire and Emergency Services currently pays the Department of Water Resources $150,000 annually to maintain 1/6th of the county's fire hydrants so that all hydrants are flushed and painted every 72 months. The routine aspects of this service could be provided by one inmate work crew at an annual cost of $79,400 for personnel and equipment (See Exhibit G). The hydrant maintenance schedule is an ISO rating factor, and the 72 month schedule could be improved by adding a second inmate crew for this purpose.

Parks – The Department of Community Services has requested nine inmate crews to work in county parks, and this level of service can be provided once staff in the Corrections Department is restored to its current authorized level using crews formerly assigned to Gwinnett Clean & Beautiful. The direct General Fund expenses of providing this service are reimbursed from the Recreation Fund, and the need for this service may increase if additional parks and recreational areas are added.

Solid Waste – In the event the county's Solid Waste Plan ever includes operation of a facility to process recyclable materials, inmate labor would be an ideal fit. During the last year that inmate labor was provided to Gwinnett Clean and Beautiful, inmates processed 25 million pounds of recyclable materials.

Transportation – For several years the department has maintained one inmate crew for the purpose of cutting grass and maintaining the landscaping along the entire length of Ronald Reagan Parkway. This crew was idle for most of 2010 due to staffing, and the county received several citizen complaints about the parkway's appearance. The new Sugarloaf Parkway Extension may provide another opportunity to use inmate labor. However, inmate labor is not feasible for roadside grass-cutting projects that require heavy equipment, such as tractors, and/or traffic control measures.

Vendor Provided Services - A review of vendor contracts revealed several related to landscaping services; the county's expense for these agreements exceeds $500,000 annually. While it is not practical to use offender labor in every situation, at least some of these services could be performed with offender labor instead.

FINDINGS

The operation of a correctional facility is not a mandated function of county government, and only 23 Georgia counties operate such facilities. Of the 23 county correctional facilities in Georgia, most only house state inmates who are wards of the Georgia Department of Corrections. Gwinnett is the largest county correctional facility in the state, and the only one that maintains a mixed population of state inmates, county inmates, work release residents, and community service workers.

In a county the size of Gwinnett, there will always be a need to house inmates at the local level. Incarceration is an expensive proposition, but the expenses are basically the same whether an inmate is housed in a jail or correctional facility. Housing inmates in a correctional facility rather than a jail provides a significant return on investment in the form of a supplemental labor force.

Unless it is determined that the services provided by inmate labor are no longer necessary or can be significantly reduced, departments that utilize inmate labor will have to replace this service with contract vendors and/or paid staff. In addition, closing the facility before February 2013 will require partial repayment of a construction grant received from the Georgia Department of Corrections.

From a purely financial perspective, the annual operating budget impact of closing the correctional facility ranges from an additional cost of $448,466 if county-sentenced offenders from the facility are housed in other counties, to a net savings of $91,600 if the offenders are housed in the Gwinnett County Detention Center. However, housing these offenders in the detention center will require short-term capital expenditures of $3,525,000 to accommodate the increased population at the jail. Therefore, the net financial impact of closing the correctional facility and housing county-sentenced offenders locally is an additional cost of $3,433,400 (see Exhibit J).

If the correctional facility does close, the county will lose the Inmate Labor Program, Work Release Program, and Work Alternative Program. The use of offender labor represents a good value for the county. The availability of a supplemental work force reduces expenses in other departments, enhances community appearance and quality of life, and contributes to the Unified Plan goal of keeping Gwinnett as a preferred place. In addition to the value currently realized from the Inmate Labor Program, there are opportunities to expand the use of inmate labor as a means to further mitigate the department's impact on the General Fund.

The Work Release Program and Work Alternative Program are far less expensive than full-time incarceration. These diversion programs benefit defendants, their families, and the taxpayers. Additionally, a correctional facility is better able to provide inmates with educational, vocational, and other self-help programs than a jail setting. These services and programs better prepare inmates to become productive citizens upon their release from custody.

It is also important to consider the intrinsic value of the correctional facility as a sentencing option for local judges. As noted in the Engage Gwinnett Final Report, public safety and the judiciary are complex, interrelated and interdependent; and making adjustments to one area will impact another area within the system. Although the benefit of the correctional facility to the judiciary cannot be measured strictly in financial terms, the facility does provide judges with sentencing alternatives to full-time incarceration. It is also likely that the loss of the correctional facility as a sentencing option would slow the disposition of criminal cases.

In the event of a policy decision to eliminate the Department of Corrections and close the correctional facility, it will take several months to make alternate arrangements for offenders currently sentenced to the correctional facility. Once a closing date is established, it will be necessary to stop the inflow of newly sentenced offenders so that staff can accurately project the offender population throughout the phase-out period and make plans to reduce the number of employees accordingly. Upon establishing a closing date, Gwinnett County judges should be quickly notified of the date in writing and informed that:

1. No newly-sentenced inmates or Work Release Program residents or Work Alternative Program participants will be accepted in the Comprehensive Correctional Complex. Once this occurs, more inmates will be sent to Detention Center which will immediately impact overcrowding.

2. Inmates currently in custody but scheduled for release prior to closing date will be allowed to finish their sentences in the correctional complex.

3. Residents currently in custody pursuant to a criminal conviction but scheduled for release prior to the closing date will be allowed to finish their sentences in the correctional complex.

4. Indefinite sentences for residents currently in custody pursuant to a civil order (child support, contempt, etc.) must be modified in order to specify release and/or transfer prior to the closing date.

5. The sentencing court will be notified on a case-by-case basis if any inmate or resident is currently sentenced beyond the closing date so that his/her sentence can be modified.

It will also take time for the Sheriff's Department to prepare for the influx of county-sentenced offenders. Once a closing date is established, the following steps will be necessary:

- Begin process of hiring additional staff for the Sheriff's jail;

- Classify inmates and determine the number that can be housed out;

- Identify agencies that can house inmates;

- Address impact to support operations and mandated services at the jail (service capacity and space for clinic, library, courtrooms, visitation, etc.); and,

- Identify inmates and residents who must return to court for sentence modifications.

The loss of offender labor will require some county departments and other customers to adjust their business plans. In order to provide a reasonable time in which to make alternate arrangements, department directors and cities/CIDs with active service agreements should be notified without delay once a closing date is established.

Additionally, it will be necessary to phase out operations in Corrections and conduct a reduction in force. In addition to transferring inmates and residents, the phase out process will include a final financial accounting, physical inventory, disposition of fixed assets, and transfer of files.

RECOMMENDATIONS

After careful and deliberate consideration of the information presented in this report, it is the unanimous opinion of team members that Gwinnett County should maintain Correctional Services as a county department and continue operation of the Comprehensive Correctional Complex.

If the finding that Gwinnett County should continue operation of the Comprehensive Correctional Complex is accepted, the team submits the following long-term recommendations for the Department of Correctional Services.

1. The department should continue, and even expand, the practice of housing state inmates on behalf of the Georgia Department of Corrections through February 2013; and then on an annual basis subject to an ongoing cost analysis.

   The current arrangement is cost effective due to the per-diem revenue paid by the state, the cap on medical liability, and the value of the inmates' labor. The presence of state inmates is an important component of the Offender Labor Program because they provide a more stable and productive inmate workforce.

2. The use of offender labor should be expanded to further mitigate the department's impact on the General Fund.

   There are opportunities to expand the use of inmate labor in other departments as a means to save money, but any decision to do so should be based on the business plan of the user department. Additionally, the Corrections Department must first restore services to the level already authorized before it can expand services.

3. The financial burden of operating the Work Release Program should revert to the user and away from the taxpayer.

   The program should return to its original design as a user-financed sentencing alternative for employed and non-violent defendants.

4. Technology enhancements to improve efficiency in the department should be included in future budget plans and evaluated against requests from other departments.

   Although the technical assessment conducted by ITS staff revealed opportunities to improve efficiency through the use of technology, cost is a limiting factor in their implementation.

5. The organizational structure of the department should return to two divisions each directed by a Deputy Warden.

   Both incumbent deputy wardens retired in 2009 and although both positions were funded in the 2010 adopted budget, only one was filled pending the outcome of this study. In the meantime, the vacant position was eliminated from the department's position control and, therefore, will not be funded in future budgets unless approved as a service enhancement. In a department with 139 employees, a second division director is needed to maintain an adequate span of control.

6. The Department of Correctional Services should maintain accredited status through the American Correctional Association.

   Gwinnett County operates the only non-private prison in Georgia that is nationally accredited. The final report of Engage Gwinnett states, "We should maintain the highest industry-recognized level of certification that is fiscally possible for all law enforcement and correctional facilities."

7. The cost charged to cities and CID's for the Inmate Labor Program should be reviewed annually.

Current cost analysis indicates that the cost of providing this service has increased. However, team members recommend holding the current rate until the service is restored. Once service is being provided again on a consistent basis, it is recommended that cost be reviewed annually thereafter.

Exhibits

A. Organizational Chart – 2008
B. Organizational Chart - Current
C. Adopted Budget – 2010
D. Position Control – 2010
E. Inmate Expense Analysis
F. Work Crew Analysis
G. Municipality Work Crew Analysis
H. Inmate Labor Report
I. ITS Technical Assessment
J. Cost Analysis to Close Corrections Facility
K. Memos from Sheriff and Judges

Exhibit A

Warden

Administrative Assistant

Administrative Asst II

Deputy Warden – Support

Deputy Warden – Security

Lt – PSU

Captain

Business Officer

Health Svc. Admin (Contract Staff)

Captain

Lt – Field Operations

Sergeant

Corporal

Corporal

CO Senior (26) Field Operations

Bldg Svcs Assc

Food Service Manager

Food Svc Sup (4)

Lt – Care & Treatment

Sergeant

Corporal/Counselor

Caseworker (3)

Counselor (3)

PT GED Teacher

PT Chaplain

WIA Coordinator

Asst WIA Coordinator

Classification Officer (2)

Co Senior

BSA III

BSA II

BSA III / WAP Coord

BSA II

Lt – Day Shift

Sergeant

Sergeant

Corporal

CO SR (11)

Corporal

CO SR (11)

Lt – Evening Shift

Sergeant

Sergeant

Corporal

CO SR (12)

Corporal

CO SR (11)

Lt – Morning Shift

Sergeant

Sergeant

Corporal

CO SR (9)

Corporal

CO SR (10)

Exhibit B

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                                    ┌──────────────┐
                                    │    Warden    │
                                    └──────┬───────┘
                                           │
                                    ┌──────┴──────────────┐
                                    │ Administrative Assistant │
                                    └──────┬──────────────┘
                                           │
                                    ┌──────┴──────────────┐
                                    │ Administrative Asst II │
                                    └──────┬──────────────┘
                                           │
         ┌─────────────────┬───────────────┼────────────────┐
  ┌──────┴───────┐  ┌──────┴──────────┐  ┌──┴──────┐
  │ Business Officer │  │ Deputy Warden – Security │  │ Lt – PSU │
  └──────┬───────┘  └──────┬──────────┘  └─────────┘
         │                  │
  ┌──────┴──┐        ┌──────┴──┐
  │ BSA III │        │ Captain │
  └──────┬──┘        └──────┬──┘
         │                  │
  ┌──────┴──┐        ┌──────┴────────┐
  │ BSA II  │        │ Lt – Day Shift │
  └──────┬──┘        └────────────────┘
         │
  ┌──────┴──────────┐
  │ BSA III / WAP Coord │
  └──────┬──────────┘
         │
  ┌──────┴──┐
  │ BSA II  │
  └─────────┘
```

Deputy Warden – Security branch:

- Captain
  - Lt – Day Shift
    - Sergeant
      - Corporal
      - CO SR (11)
    - Sergeant
      - Corporal
      - CO SR (11)
  - Lt – Evening Shift
    - Sergeant
      - Corporal
      - CO SR (12)
    - Sergeant
      - Corporal
      - CO SR (11)
  - Lt – Morning Shift
    - Sergeant
      - Corporal
      - CO SR (9)
    - Sergeant
      - Corporal
      - CO SR (10)
  - Lt – Field Operations
    - Sergeant
      - Corporal
        - Bldg Svcs Assoc
      - Corporal
      - CO Senior (25) Field Operations
  - Lt – Care & Treatment
    - Sergeant
      - Corporal/Counselor
        - Caseworker (1)
        - Counselor (4)
    - PT Chaplain
    - WIA Coordinator
    - Asst WIA Coordinator
    - Classification Officer (2)
      - Co Senior
    - Health Svc. Admin (Contract Staff)
    - Food Service Manager
      - Food Svc Sup (4)

EXHIBIT C

Oper Budgt to Actual (as of last refresh) PW

Structure	
Fund	
Funds Center	
Cost Center	
Commitment Item	

Applctn	1000
Commitment Item	Expenditures
Cost Center	22010001
Fiscal year	2010
Value type in FM	]55[
Fund	001
Funds Center	Operations

Fund				Commitment Item		Adopted Budget	Current Budget
GC01/001		General Fund	▷GC01/22010001	▽ GC01/50000000	Expenditures	$12,720,997.00	$12,423,449.00
				▽ GC01/50000500	Personal Services	$9,397,253.00	$8,801,997.00
				▽ GC01/50001000	Salaries & Wages	$6,587,106.00	$6,003,108.00
				GC01/50101001	S&W-Permanent	$6,519,207.00	$5,608,048.00
				GC01/50101003	Other Wages	$60,461.00	$60,461.00
				GC01/50101007	S&W-Temporary	$149,048.00	$149,048.00
				GC01/50101008	Overtime	$185,551.00	$185,551.00
				GC01/50101011	Salary Savings	$ (327,161.00)	$0.00
				▽ GC01/50002000	Employee Benefits	$1,658,704.00	$1,651,846.00
				GC01/50104001	Group Self Insurance	$1,116,262.00	$1,111,328.00
				GC01/50104002	FICA	$528,942.00	$527,018.00
				GC01/50104006	Tuition Reimbusement	$13,500.00	$13,500.00
				GC01/50104007	Unemployment Insur		
				GC01/50104013	OPEB Contribution		$0.00
				▽ GC01/50003000	Pension	$1,151,443.00	$1,147,043.00
				GC01/50104003	DC Retirement	$263,187.00	$262,181.00
				GC01/50104005	DB Retirement	$888,256.00	$884,862.00
				▽ GC01/50004000	General Oper Exp	$3,088,065.00	$3,385,773.00
				▷ GC01/50401000	Professional Service	$1,126,701.00	$1,115,701.00
				▷ GC01/50401100	Court/Support Ops		
				GC01/50404100	CS-San Disposal		$30,375.00

EXHIBIT C

Fund			Commitment Item		Adopted Budget	Current Budget
			▷ GC01/50404110	R&M-Vehicles	$40,177.00	$40,177.00
			▷ GC01/50404216	Indust R&M-Contractd	$50,000.00	$8,000.00
			▷ GC01/50404240	Office FF&E R&M	$1,000.00	$1,000.00
			▷ GC01/50404300	Rent-Eqt & Other		$780.00
			GC01/50404301	Copier Lease	$15,000.00	$15,000.00
			GC01/50404306	Rent-PC	$15,974.00	$15,974.00
			▷ GC01/50407000	Postal Services	$2,000.00	$2,000.00
			▷ GC01/50407100	Telecomm Services	$25,000.00	$25,000.00
			▷ GC01/50407200	Advertising	$850.00	$850.00
			GC01/50407301	Print/Binding Serv	$800.00	$800.00
			GC01/50407407	Trav-Reimb Local	$500.00	$500.00
			▷ GC01/50407409	Training/Travel	$3,000.00	$3,000.00
			GC01/50407501	Dues/Fees-Prof Assoc	$1,400.00	$1,400.00
			▷ GC01/50408000	Misc Srvcs & Chrgs	$500.00	$500.00
			▷ GC01/50701100	Parts	$23,727.00	$23,727.00
			GC01/50701102	Office Supplies	$10,000.00	$17,000.00
			▷ GC01/50701103	Industrial Supplies	$1,097,336.00	$1,097,336.00
			▷ GC01/50701108	Indust R&M-In House	$17,000.00	$44,175.00
			▷ GC01/50701125	Gen Oper Supplies	$52,955.00	$45,006.00
			▷ GC01/50701150	Supplies-Computer		$254.00
			GC01/50701198	Supp-Uniform Purch	$17,201.00	$17,201.00
			▷ GC01/50701200	Utilities	$528,000.00	$528,000.00
			▷ GC01/50701201	Fuel	$42,344.00	$42,344.00
			GC01/50701601	Office F F & E	$1,000.00	$1,000.00
			GC01/50701602	Other Machinery/Eqt	$15,600.00	$10,965.00
			▷ GC01/51001617	Insurance and Claims		$297,708.00
			▽ GC01/50008000	Contributions	$235,679.00	$235,679.00
			GC01/51001001	Indirect Cost Alloc	$10,000.00	$10,000.00
			GC01/51001002	Trans-Vehicle Repl	$59,324.00	$59,324.00
			GC01/51001501	Trans-Worker's Comp	$56,876.00	$56,876.00
			GC01/51001502	Trans-Risk Mgt	$85,949.00	$85,949.00
			GC01/51001503	Trans-Auto Liab	$3,310.00	$3,310.00
			GC01/51001710	Fleet Charges-Fixed	$20,220.00	$20,220.00
			▷ GC01/50010000	Capital Outlay		
					$12,720,997.00	$12,423,449.00
Overall Result					$12,720,997.00	$12,423,449.00

EXHIBIT D

Position Control Report

Pos. Effective From:	09/30/2010 to /30/2010
P. Area w/ Tot. Pos:	0220(147)
P. Area w/ Tot. Emp:	0220(127)
Tot. # of Positions:	148
Tot. # of Employees:	127
Tot. Emp. Auth High:	22

DV-SUPPSRV	Support Services Division	20002527	220-CR14-001	CORR OFFICER CAPT
DE-COR	Correctional Services	20002529	220-DD41-001	DEPARTMENT DIRECTOR
DV-BUILDSEC	Building Security Division	20002530	220-DV32-003	DIVISION DIRECTOR
TM-FOOD	Food Services Team	20002532	220-FD12-001	FOOD SERVICES MANAGER
TM-CARETREAT	Care and Treatment Team	20002533	220-JT10-001	CORR JOB TRAINING COORD
TM-CARETREAT	Care and Treatment Team	20002534	220-WI0A-001	ASST WIA COORDINATOR
TM-WORKALTP	Work Alternative Program	20002535	220-0521-006	P/T WORK ALTERNATIVE DETAIL
TM-EVENINGS	Evening Shift Team	20002536	220-4125-128	CORR OFCR
TM-CARETREAT	Care and Treatment Team	20002537	220-0523-001	P/T CHAPLAIN
TM-CARETREAT	Care and Treatment Team	20002538	220-0704-001	P/T TEACHER
TM-FOOD	Food Services Team	20002539	220-0712-001	P/T COOK
TM-FOOD	Food Services Team	20002540	220-0712-002	P/T COOK
TM-CARETREAT	Care and Treatment Team	20002542	220-4100-001	CLASSIFICATION OFCR
TM-CLASSUNIT	Classification Unit Team	20002543	220-4100-002	CLASSIFICATION OFCR
SC-FIELD	Field Operations Section	20002544	220-4125-139	CORR OFCR
TM-DAYSHIFT	Day Shift Team	20002545	220-4126-114	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002546	220-4125-118	CORR OFCR
TM-MORNING	Morning Shift Team	20002547	220-4126-127	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002548	220-4126-082	CORR OFCR SR
SC-FIELD	Field Operations Section	20002549	220-4125-102	CORR OFCR
TM-DAYSHIFT	Day Shift Team	20002550	220-4126-122	CORR OFCR SR

EXHIBIT D

TM-EVENINGS	Evening Shift Team	20002551	220-4126-125	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002552	220-4126-110	CORR OFCR SR
SC-FIELD	Field Operations Section	20002553	220-4126-088	CORR OFCR SR
SC-FIELD	Field Operations Section	20002554	220-4126-080	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002555	220-4126-106	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002556	220-4125-129	CORR OFCR
TM-DAYSHIFT	Day Shift Team	20002557	220-4126-097	CORR OFCR SR
SC-FIELD	Field Operations Section	20002558	220-4125-136	CORR OFCR
TM-MORNING	Morning Shift Team	20002559	220-4126-106	CORR OFCR SR
SC-FIELD	Field Operations Section	20002560	220-4125-141	CORR OFCR
TM-MORNING	Morning Shift Team	20002561	220-4126-102	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002562	220-4126-103	CORR OFCR SR
SC-FIELD	Field Operations Section	20002563	220-4125-121	CORR OFCR
TM-MORNING	Morning Shift Team	20002564	220-4126-006	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002565	220-4126-007	CORR OFCR SR
SC-FIELD	Field Operations Section	20002566	220-4126-008	CORR OFCR SR
SC-FIELD	Field Operations Section	20002567	220-4126-009	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002568	220-4126-098	CORR OFCR SR
TM-CARETREAT	Care and Treatment Team	20002569	220-4126-011	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002570	220-4126-012	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002571	220-4126-013	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002572	220-4126-014	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002573	220-4126-120	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002574	220-4125-137	CORR OFCR
TM-EVENINGS	Evening Shift Team	20002575	220-4126-017	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002576	220-4126-128	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002577	220-4126-019	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002578	220-4126-095	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002579	220-4126-021	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002580	220-4125-143	CORR OFCR
TM-DAYSHIFT	Day Shift Team	20002581	220-4126-132	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002582	220-4125-109	CORR OFCR
SC-FIELD	Field Operations Section	20002583	220-4125-132	CORR OFCR
TM-EVENINGS	Evening Shift Team	20002584	220-4126-026	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002585	220-4126-027	CORR OFCR SR
SC-FIELD	Field Operations Section	20002586	220-4126-028	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002587	220-4126-129	CORR OFCR SR

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TM-MORNING	Morning Shift Team	20002588	220-4126-030	CORR OFCR SR
SC-FIELD	Field Operations Section	20002589	220-4125-131	CORR OFCR
TM-EVENINGS	Evening Shift Team	20002590	220-4126-126	CORR OFCR SR
SC-FIELD	Field Operations Section	20002591	220-4126-033	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002592	220-4126-034	CORR OFCR SR
SC-FIELD	Field Operations Section	20002593	220-4126-035	CORR OFCR SR
SC-FIELD	Field Operations Section	20002594	220-4126-036	CORR OFCR SR
TM-CARETREAT	Care and Treatment Team	20002595	220-4126-037	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002596	220-4126-038	CORR OFCR SR
TM-CARETREAT	Care and Treatment Team	20002597	220-4126-039	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002598	220-4126-092	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002599	220-4126-041	CORR OFCR SR
SC-FIELD	Field Operations Section	20002600	220-4126-042	CORR OFCR SR
SC-FIELD	Field Operations Section	20002601	220-4126-043	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002602	220-4125-133	CORR OFCR
TM-DAYSHIFT	Day Shift Team	20002603	220-4126-101	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002604	220-4126-108	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002605	220-4126-133	CORR OFCR SR
TM-CARETREAT	Care and Treatment Team	20002606	220-4126-048	CORR OFCR SR
SC-FIELD	Field Operations Section	20002607	220-4126-049	CORR OFCR SR
SC-FIELD	Field Operations Section	20002608	220-4125-140	CORR OFCR
TM-MORNING	Morning Shift Team	20002609	220-4125-130	CORR OFCR
SC-FIELD	Field Operations Section	20002610	220-4125-142	CORR OFCR
TM-MORNING	Morning Shift Team	20002611	220-4126-094	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002612	220-4126-107	CORR OFCR SR
SC-FIELD	Field Operations Section	20002614	220-4125-134	CORR OFCR
TM-CARETREAT	Care and Treatment Team	20002615	220-4126-126	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002616	220-4126-104	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002617	220-4126-059	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002618	220-4126-060	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002619	220-4126-061	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002620	220-4126-062	CORR OFCR SR
TM-DAYSHIFT	Day Shift Team	20002621	220-4125-127	CORR OFCR
TM-DAYSHIFT	Day Shift Team	20002622	220-4126-109	CORR OFCR SR
SC-FIELD	Field Operations Section	20002623	220-4125-144	CORR OFCR
TM-CLASSUNIT	Classification Unit Team	20002624	220-4126-089	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002625	220-4125-112	CORR OFCR

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TM-CARETREAT	Care and Treatment Team	20002626	220-4128-007	CORR OFCR SGT
TM-EVENINGS	Evening Shift Team	20002627	220-4126-069	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002628	220-4125-145	CORR OFCR
SC-FIELD	Field Operations Section	20002629	220-4126-116	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002630	220-4126-093	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002631	220-4125-135	CORR OFCR
TM-MORNING	Morning Shift Team	20002632	220-4125-123	CORR OFCR
TM-MORNING	Morning Shift Team	20002633	220-4126-112	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002634	220-4126-076	CORR OFCR SR
TM-EVENINGS	Evening Shift Team	20002635	220-4125-125	CORR OFCR
TM-EVENINGS	Evening Shift Team	20002636	220-4126-111	CORR OFCR SR
TM-MORNING	Morning Shift Team	20002637	220-4127-001	CORR OFCR CRPL
SC-FIELD	Field Operations Section	20002638	220-4127-002	CORR OFCR CRPL
TM-DAYSHIFT	Day Shift Team	20002639	220-4127-003	CORR OFCR CRPL
TM-EVENINGS	Evening Shift Team	20002640	220-4127-010	CORR OFCR CRPL
TM-MORNING	Morning Shift Team	20002641	220-4127-005	CORR OFCR CRPL
TM-DAYSHIFT	Day Shift Team	20002642	220-4127-006	CORR OFCR CRPL
TM-EVENINGS	Evening Shift Team	20002643	220-4127-007	CORR OFCR CRPL
SC-FIELD	Field Operations Section	20002644	220-4127-008	CORR OFCR CRPL
TM-DAYSHIFT	Day Shift Team	20002645	220-4128-001	CORR OFCR SGT
SC-FIELD	Field Operations Section	20002646	220-4127-011	CORR OFCR SGT
TM-MORNING	Morning Shift Team	20002647	220-4128-003	CORR OFCR SGT
TM-MORNING	Morning Shift Team	20002648	220-4128-004	CORR OFCR SGT
TM-DAYSHIFT	Day Shift Team	20002649	220-4128-005	CORR OFCR SGT
TM-EVENINGS	Evening Shift Team	20002650	220-4128-006	CORR OFCR SGT
SC-FIELD	Field Operations Section	20002651	220-4127-012	CORR OFCR CRPL
TM-EVENINGS	Evening Shift Team	20002652	220-4129-001	CORR OFCR LT
TM-MORNING	Morning Shift Team	20002653	220-4129-002	CORR OFCR LT
TM-CARETREAT	Care and Treatment Team	20002654	220-4129-003	CORR OFCR LT
SC-FIELD	Field Operations Section	20002655	220-4129-008	CORR OFCR LT
TM-DAYSHIFT	Day Shift Team	20002656	220-4129-007	CORR OFCR LT
DE-COR	Correctional Services	20002657	220-4129-006	CORR OFCR LT
TM-BUSOFF	Business Office Team	20002658	220-4150-001	WORK ALTERNATIVE COORD
DE-COR	Correctional Services	20002659	220-6101-001	ADMIN SUPPORT ASC II
DE-COR	Correctional Services	20002660	220-6103-001	ADMIN SUPPORT ASC IV
TM-BUSOFF	Business Office Team	20002661	220-6151-001	BUSINESS SRVS ASC II
TM-BUSOFF	Business Office Team	20002662	220-6151-002	BUSINESS SRVS ASC II

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TM-BUSOFF	Business Office Team	20002663	220-6151-003	BUSINESS SRVS ASC II
TM-BUSOFF	Business Office Team	20002664	220-6152-001	BUSINESS SRVS ASC III
SC-FIELD	Field Operations Section	20002665	220-8101-001	BLDG SRVS ASC II
SC-FIELD	Field Operations Section	20002666	220-8102-001	BLDG SRVS COORD
TM-FOOD	Food Services Team	20002667	220-8126-001	FOOD SRVC SUPV
TM-FOOD	Food Services Team	20002668	220-8126-002	FOOD SRVC SUPV
TM-FOOD	Food Services Team	20002669	220-8126-003	FOOD SRVC SUPV
SC-FIELD	Field Operations Section	20004593	220-4125-138	CORR OFCR
TM-EVENINGS	Evening Shift Team	20004594	220-4128-008	CORR OFCR SGT
TM-FOOD	Food Services Team	20004595	220-8126-004	FOOD SRVC SUPV
TM-WORKALTP	Work Alternative Program	20004679	220-0521-002	P/T WORK ALTERNATIVE DETAIL
TM-WORKALTP	Work Alternative Program	20004680	220-0521-003	P/T WORK ALTERNATIVE DETAIL
TM-WORKALTP	Work Alternative Program	20004680	220-0521-003	P/T WORK ALTERNATIVE DETAIL
TM-WORKALTP	Work Alternative Program	20004681	220-0521-004	P/T WORK ALTERNATIVE DETAIL
TM-DAYSHIFT	Day Shift Team	20005065	220-4126-100	CORR OFCR SR
DE-COR	Correctional Services	20007056	LOA RIO	LOA RIO
TM-BUSOFF	Business Office Team	20007400	220-BO11-001	BUSINESS OFCR

Exhibit E

Corrections - 2008
Inmate Cost Analysis
(When All Revenue is Included)

Inmate Type	1st Qtr	2nd Qtr	3rd Qtr	4th Qtr	2008 Avg	2008 Total
County Sentenced Population	279	271	275	337	291	
State Sentenced Population	247	249	247	166	227	
Work Release Population	168	158	167	165	165	
Total Population	694	678	689	668	682	
Revenue to County						
State Subsidy Revenue	$ 443,120	$ 443,920	$ 447,980	$ 300,540	$ 408,890	$ 2,044,450
City Detail Revenue	$ 23,560	$ 26,970	$ 27,590	$ 22,630	$ 25,188	$ 125,938
Work Release Program Revenue	$ 162,579	$ 172,938	$ 193,668	$ 170,001	$ 174,797	$ 873,983
Work Alternative Program Revenue	$ 33,650	$ 35,495	$ 33,543	$ 32,464	$ 33,788	$ 168,940
Reimbursements to General Fund (Internal Offset)	$ 133,502	$ 133,502	$ 133,502	$ 133,502	$ 133,502	$ 667,510
Grants Received (Offset of Inmate Programs)	$ 13,232	$ 23,069	$ 26,365	$ 24,600	$ 21,817	$ 109,083
Total Revenue -- Offsets Expense	$ 809,643	$ 835,894	$ 862,648	$ 683,737	$ 797,981	$ 3,989,903
Revenue Not To County (Pass through only)						
Child Support Collected	$ 47,753	$ 35,910	$ 34,925	$ 27,020	$ 36,402	$ 182,010
Probation Fees Collected	$ 21,102	$ 23,276	$ 18,296	$ 10,537	$ 18,303	$ 91,514
Total Revenue -- Pass through only	$ 68,855	$ 59,186	$ 53,221	$ 37,557	$ 54,705	$ 273,524
Total Expense per Quarter	$ 3,411,364	$ 3,272,899	$ 3,195,725	$ 3,402,425	$ 3,320,603	$ 13,282,413
Total County Revenue per Qtr	$ 809,653	$ 835,894	$ 862,648	$ 683,737	$ 797,983	$ 3,191,932
Total Expense After County Revenue Deduction	$ 2,601,711	$ 2,437,005	$ 2,333,077	$ 2,718,688	$ 2,522,620	$ 10,090,481
Cost Per Inmate per Qtr after Revenue Deduction	$ 3,748.86	$ 3,594.40	$ 3,386.18	$ 4,069.89	$ 3,699.83	
Cost per Inmate per Day after Revenue Deduction	$ 41.20	$ 39.50	$ 37.21	$ 44.72	$ 40.66	
Value of Inmate Labor per hour	$ 11.64					
Bill Rate for Low Level Temp (per HR)	$ 14.42					
Net Savings per Hour when Inmates perform job	$ 2.78					

EXHIBIT F

Corrections Closing
Labor Cost Analysis To Departments

Work Crew/Service Provided	Cost Using Inmate Labor	Cost to Contract for Services	Change Amount	Dept Impacted
Labor Only				
DOSS Custodial Crew (DOSS Supervision)	$ 413,769	$ 734,794	$ 321,025	Support Services/Facilities
Fire (Custodial & Lawn Mntce)	$ -	$ 24,400	$ 24,400	Fire
Community Services (4 crews of 8 chargeback)	$ 328,099	$ 576,800	$ 248,701	Community Services
DOT (Ronald Regan Pkwy)	$ -	$ 75,000	$ 75,000	Dept of Transportation
Police (8 to 12 BSAII w/ Benefits--used 8)	$ -	$ 367,496	$ 367,496	Police

TOTAL LABOR COST FOR INMATE SERVICES	$ 741,868			
TOTAL COSTS TO ADD TO DEPT BUDGETS		$ 1,778,490		
NET INCREASE TO 2011 BUDGET			$ 1,036,622	

Exhibit G

Municipality Inmate Work Crew

Personnel Costs	Initial	Depreciation Schedule	Annual Cost/ Depreciation	Daily Cost*
CO Sr. Salary (Mid-Step)	$37,968	N/A	$37,968	
Fringes (43.15%)	$16,383	N/A	$16,383	
Firearm	$700	10	$70	
Uniforms	$500	2	$250	
Leather & Rain Gear	$300	4	$75	
Portable Radio	$4,105	5	$821	
Total Personnel:	**$59,956**		**$55,567**	**$222** **

Vehicle & Equipment Costs

	Initial	Depreciation Schedule	Annual Cost/ Depreciation	Daily Cost*
Van - 15 Passenger	$ 26,143	4	$6,536	
Light Bar	$ 1,500	4	$375	
Exterior Screen	$ 2,000	4	$500	
Interior Screen	$ 300	4	$75	
Decals	$ 350	4	$88	
Mobile Radio	$ 3,435	5	$687	
Landscaping Trailer	$ 2,850	4	$713	
Sub-Total:	$ 36,578		$ 8,973	
Scag 36" Mower	$2,400	3	$800	
Mowers (5) 22"	$900	3	$300	
Weedeaters (2)	$620	3	$207	
Edger	$250	3	$83	
Blowers	$320	3	$107	
Handtools	$400	3	$133	
Sub-Total:	$4,890		$1,630	
Total Vehicles & Equipment:	**$41,468**		**$10,603**	**$42**

Miscellaneous

	Initial	Depreciation Schedule	Annual Cost/ Depreciation	Daily Cost*
Consumables	$12,500.00	N/A	$12,500.00	
Insurance	$730.00	N/A	$730.00	
Total Miscellaneous:	$13,230.00		$13,230.00	
TOTAL ALL:	**$114,654.19**		**$79,399.94**	**$318**

* Daily cost is based upon 250 work days per calendar year (365 days minus 104 weekend days minus 11 holidays).

**Use for internal charges

Exhibit H

Department of Corrections
Inmate Labor Summary

Department	Sites	CO Supervised	# COs	Dept Hours 2008	Dept Hours 2009	Change
Community Services				75,084	66,348	-8,736
	Park Janitorial	Yes	9			
	Park Mowing	Yes	1			
	Senior Centers	No				
Fire				5,154	8,148	2,994
	Training Academy	No				
	Headquarters	No				
	Warehouse & Apparatus	No				
GC&B				70,938	18,684	-52,254
	Recycling Bank of Gwinnett	Yes	3			
	Cardboard Center	Yes	1			
	Graffiti Abatement	Yes	1			
Police				19,014	18,126	-888
	Animal Control	No				
	Janitorial & Landscaping	No				
	Maintenance	No				
Support Services				69,228	55,704	-13,524
	GJAC Janitorial	Yes	1			
	GJAC Maintenance	Yes	1			
	Fleet Maintance	No				
Transportation				35,328	19,566	-15,762
	Ronald Reagan Pkwy	Yes	1			
	Roadside Cleanup	Yes	2			
Cities (Revenue)				21,630	14,634	-6,996
	Lawrenceville (FT)	Yes	1			
	Suwanee, Grayson, Lilburn (PT)	Yes	1			
Utility (Floating)	Various	Yes	2	Reported Elsewhere	Reported Elsewhere	
Water Resources	Central	No		1,902	1,860	-42
Other County	Misc	Yes/No		2,568	15,546	12,978
State of Georgia	Drivers License Facility	No		2,628	2,556	-72
		TOTALS:	24	303,474	221,172	-82,302

Technical Assessment Report

Department of Corrections

Gwinnett County, Georgia

Site Visit:	March 12, 2010
	March 23, 2010
	April 1, 2010
Report Submitted:	April 16, 2010
Project Staff:	Cathy Morris

Contents

I. Executive Summary

On March 2, 2010, Cathy Morris of the Gwinnett County Department of Information Technology Services was assigned the task of performing a technical assessment of the Gwinnett County Department of Corrections. In particular, she was asked to: 1) evaluate existing systems to include FileNet and Intrust – Inmate account system and 2) evaluate proposed systems to include SYSCON – existing jail management system used by the Sheriff's Department and evaluate the extensive use of paper based forms, reports, and tracking of key business data.

Background

The Gwinnett County Department of Corrections is housed in the Comprehensive Correctional Complex, an 800-bed facility located at 750 Hi Hope Road in Lawrenceville. The facility opened in September 2002 and contains 512 beds for medium and minimum-security state and county inmates who are sentenced to full-time incarceration. These inmates are assigned to supervised work crews that provide a supplemental labor force to Gwinnett County. Inmates perform most janitorial and landscaping services at the Gwinnett County Justice and Administration Center and maintain the landscaping along the Ronald Reagan Parkway. They perform similar tasks at other county-owned buildings, roadways, and parks.

The Comprehensive Correctional Complex also contains 288 Work Release Program beds for criminal offenders, and parents who fail to pay court-ordered child support. The Work Release Program provides a cost effective semi-incarceration sentencing alternative that benefits the participants (called residents), their families and the community by allowing offenders to maintain regular employment while serving non-working hours in custody. Each resident is required to pay administrative and daily fees to offset the costs of the program in addition to any court ordered fines, probation fees, and child support payments.

The Gwinnett County Department of Corrections also administers the Work Alternative Program which allows judges to sentence offenders convicted of minor crimes to perform community service work in lieu of incarceration. In contrast to offenders sentenced to full-time incarceration or the Work Release Program, participants in the Work Alternative Program report to the Comprehensive Correctional Complex in the morning and return home at the end of the work day. Participants provide a supplemental labor force to government and non-profit agencies by performing such tasks as removing trash from roadsides, parks, school stadiums and park/ride lots. Work Alternative Program participants must pay a one time administrative charge and daily fees to offset the cost of the program.

The Department of Corrections' facility operations include the following:

- Security Operations
- Offender counseling, education and training services
- Food service
- Fiscal management
- Building maintenance

The average number of inmate bookings per year is approximately 1,300. The average length of an inmate's sentence is 12 months The following table lists the total annual bookings for 2008 – 2010 to date:

Year	Annual Number of Inmate Bookings
2008	750
2009	2000
2010 to date	442

The Department of Corrections' day-to-day operations are heavily dependant upon the use of paper documents. Software solutions are needed to streamline the business processes and the tasks performed by the Department of Corrections' staff.

The technical assessment is not based on a comprehensive study of the Department of Corrections' operations but is consistent with the goals and objectives assigned to Cathy Morris in reviewing and evaluating the technical environment. The observations, analysis, and recommendations are based upon the environment that deals with the handling of inmates from the time of booking to the time of transfer or release.

The Department of Corrections will be referred to as DOC in the remainder of this document.

The Sheriff's Department jail management system will be referred to as TAG in the remainder of this document.

Observations and Analysis

Based on a review of documents provided by the DOC and staff interviews along with information gather from the site visits, the following observations and analysis for software solutions should effectuate the changes needed to sustain the operation of the DOC in an efficient and effective manner.

- The DOC currently uses the TAG booking module and the classification module on a limited basis.

- The DOC uses paper forms to perform approximately 85% to 90% of its business from the time an inmate is booked into the correctional facility until the time an inmate is transferred or released from the facility. Numerous forms, including forms that must be sent to the Georgia Department of Corrections, are used to conduct day-to-day business and tasks. Many forms require multiple signatures.

- The current fingerprint software does not provide a wide range of capabilities in tracking inmates. The service and maintenance provided by the vendor is unreliable. The software vendor is Sense Technologies, Inc.

- The software used to make inmate ID badges is also a product of the fingerprint vendor Sense Technologies, Inc. The system has been out of service since November 2009.

- Sense Technologies, Inc provides the mug shot software which is used to capture the inmate's photograph for the ID badges.

- The DOC's Inmate InTrust accounting software is DOS based. The software is outdated and is limited in functionality and capabilities.

- The DOC food management staff uses approximately 36 paper forms to manage the ordering, tracking, preparation, and food service.

- There are 8 housing units where the medium and minimum-security state and county inmates who are sentenced to full-time incarceration are housed with a correctional officer assigned to the housing unit. The housing units are not equipped with PCs and printers. Other areas of the DOC do not have PCs or printers installed.

- DOC staff will require software training.

- FileNet is used for scanning timesheets and Human Resources' documents.

Recommendations

Based on the observations and analysis contained in the prior section, the following recommendations are being made:

- The DOC should maximize the use of the TAG booking module and classification module. The DOC should also incorporate the use of all TAG modules where applicable. Sylvia Black, of the Sheriff's Department Technical Services Unit, advised that the Sheriff's Department now has a site license for the software, which should not result in any additional software licensing fees. If an additional module is needed for corrections, for example the Work Release module, then additional software licensing fees will apply.

- Automate the creation of required paper forms and incorporate digitized/electronic signatures, using signature pads, for forms that require multiple signatures or for signatures that must appear on numerous forms.

- Reliable and functional fingerprint software and hardware should be implemented to allow for the identification of inmates when they are booked into the correctional facility, as they move throughout the correctional facility, when they leave and re-enter the facility, and upon release or transfer from the facility.

- An armband system should be installed to replace the ID badge system.

- The DOC should replace the Sense Technologies, Inc. mug shot system with the Sheriff's Department mug shot system.

- The DOC's Inmate InTrust Accounting Software is DOS based and should be replaced by the TAG Institutional Financials module.

- Food management software should be installed to adhere to state regulations for food preparation and management, control inventory, reduce theft, reduce labor, to track and analyze purchasing, receiving, usage, and costing of inventory.

- Install PCs, printers, and fingerprint software and hardware in the housing units and in other areas of the correctional facility.

- Software training for DOC staff will be required.

- Use FileNet to store the inmate related paper documents.

Conclusion

The DOC has an immediate need to automate its environment so that the day-to-day operations are less time and labor intensive and more streamlined. Moving from a paper-based environment to a more automated, technical environment is always a hurdle in obtaining a successful outcome. Improvements can be made, automation can be achieved, and the structure and process can be accomplished by the DOC leadership that is in place with the assistance of a technical implementer.

The most significant need is to chart the course for the technical improvements and implement those changes with the assistance of the jail management software vendor SYSCON and an implementer to oversee the project. It is an investment that will pay rich dividends in the future by saving time, labor, and the costs of running and managing the correctional facility. The County and the Sheriff's Department have invested in technology that is

recognized as essential to conducting the business of justice. Quality input from the DOC staff and resource availability are important factors that contribute to a high probability of automation success.

II. Background

DOC Site Visits

The first site visit was conducted on March 12, 2010. Cathy Morris met with Warden David Peek and other DOC staff to discuss the technical assessment, to discuss preliminary recommendations based upon Cathy Morris' pervious working knowledge and interaction with the DOC, and to obtain the paper forms used by the DOC.

After receiving the forms, Cathy Morris analyzed them. On March 19, 2010, she met with Lt. David Sullivan of the Sheriff's Department to obtain screen shots of the TAG modules.

After analyzing the DOC forms and the TAG screen shots, Cathy Morris then made a second site visit on March 23, 2010 and met with Warden Peek to discuss the DOC forms and how they relate to TAG.

On April 1, 2010, Cathy Morris made a third site visit and met with Cpl. Greg Newbill to review the DOC booking process and the classification process. She also met with Captain Donald Dagen and Lt. Barry Sasser to review the classification process, the handling of incident and disciplinary reports, inmate visitation, and inmate booking statistics.

III. Observations and Analysis

Based on an analysis of the DOC paper forms and interviews conducted during the site visits, Cathy Morris offers the following observations and analysis.

1. **The DOC currently uses the TAG booking module and the classification module on a limited basis.**

    This is due to the system not being fully configured for the DOC. Lack of TAG training is also a factor.

2. **The DOC uses paper forms to perform approximately 85% to 90% of its business from the time an inmate is booked into the correctional facility until the time an inmate is transferred or released from the facility. Numerous forms, including forms that must be sent to the Georgia Department of Corrections, are used to conduct day-to-day tasks. Many forms require multiple signatures.**

    The DOC staff has adapted to the current limited technical environment and is able to conduct business using paper forms. However, the amount of time and labor it takes to complete these forms impedes the staff's ability to conduct business efficiently.

    The following table will provide an overview of the number of forms currently being used by the DOC staff to perform their duties.

Table III-1

Corrections' Forms For:	Number of Forms	Corrections' Forms For:	Number of Forms
Kitchen	36	Inmate Count	9
Key Control	5	Classification	9
Chemical Control	4	Personal Property and Clothing	3
Tool Control	6	Inmate Counseling	8
Incident and Shift Logs	30	Isolation and Segregation	4
Financial Forms and Reports	62 Data Entry Screens and Reports on DOS based system	Security Threats / Groups	5
Housing	6	Work Alternative	6
Miscellaneous	5		

An example of a form that requires multiple signatures is the *Inmate Personal Property Inventory* sheet, which is a multi-part form that requires 6 signatures. Another example is the *Incident Report* sheet, which is a multi-part form that requires 3 signatures.

3. **The current fingerprint software does not provide a wide range of capabilities in tracking inmates. The service and maintenance provided by the vendor is unreliable. The software vendor is Sense Technologies, Inc.**

Sense Technologies, Inc. is the current fingerprint software vendor. The annual support and maintenance contract cost $2,850.00. The vendor does not provide the type of support the DOC requires. The fingerprint reader/device located in the booking area stopped functioning in early 2010. The device was sent to Sense Technologies for repair. The device was not returned until approximately 4 weeks later and that was after the DOC contacted the vendor and requested it be returned.

The fingerprint device is also used by the work release inmates. An inmate must scan his/her fingerprint when leaving the DOC to report to work and when returning from work. The device will alert the DOC staff after 8 hours if an inmate does not return. There should be no delays in notifying the DOC staff when an inmate fails to return to the facility. With the current device, this is not possible.

Also, the fingerprint device does not offer rapid ID of an inmate. The DOC staff should be able to identify an inmate at any time by scanning his/her fingerprints whether at booking, returning from work release, or returning from a work detail. If there is any question of identity, the DOC staff should be able to resolve the issue immediately.

4. **The software used to make inmate ID badges is also a product of the fingerprint vendor Sense Technologies, Inc. The system has been out of service since November 2009.**

The software used to make the inmate ID badges has been out of service since November of 2009. The device was sent to Sense Technologies for repair but was not functioning properly when it was returned. The DOC has asked Gwinnett County DoITS for assistance. As a work around for making the ID badges, the booking officer takes a mug shot/photograph of the inmate and then uses a typewriter to type the inmate information on a piece

of paper. The paper and the mug shot/photograph are used to make the ID badge. Inmates can remove the ID badges from their clothing at any time.

5. **Sense Technologies, Inc provides the mug shot software which is used to capture the inmate's photograph for the ID badges.**

Because of support issues the DOC has experienced with the fingerprint device and the ID badge device, there is little confidence this piece of hardware would be repaired in a timely manner if it were to stop functioning. Being able to identify an inmate by a visual aid such as an armband is crucial for security reasons.

6. **DOC's Inmate InTrust accounting software is DOS based. The software is outdated and is limited in functionality and capabilities.**

7. **The DOC food management staff uses approximately 36 paper forms to manage the ordering, tracking, preparation, and food service.**

The food management forms are detailed and tedious. For example, the *Food Temperature Log* is kept for each day of the week for each "menu week cycle". The log is kept for "Breakfast", "Lunch", "Super", "Pack out", and "Isolation Tray". The log is kept for the "correctional dining location" and for the "work release dining location".

The following is a list of additional temperature logs:

1. *Daily Temperature Log for Dishwasher*

2. *Daily Temperature Log for Outside Freeze and Cooler*

3. *Daily Temperature Log for Reach-In Coolers*

4. *Daily Meal Temperatures Log*

The Georgia Department of Corrections *Temperature Log* must also be kept. The information collected on the *"Food Temperature Log"* previously mentioned could be used to complete the Georgia Department of Corrections *Temperature Log*.

Whether inventory is being tracked and ordered, menus are being planned, or recipes are being adjusted, there is an overwhelming amount of information that must be sorted through.

8. **There are 8 housing units where the medium and minimum-security state and county inmates who are sentenced to full-time incarceration are housed with a correctional officer assigned to the housing unit. The housing units are not equipped with PCs and printers. Other areas of the DOC do not have PCs or printers.**

On April 1, 2010, Cathy Morris was allowed to do an inspection of a housing unit so she could determine if wiring was present for PC connectivity. Underneath the correctional officer's desk, there is a phone jack equipped with a data port.

9. **DOC staff will require software training.**

Training will be required for staff including sworn and non-sworn personnel.

10. FileNet is used for scanning timesheets and Human Resources' documents.

IV. Recommendations

Many of these recommendations are tactical in nature as well as strategic. In order to achieve short-term and long-term goals of updating the technical environment and improving efficiency and effectiveness at the DOC, the following recommendations are being made:

1. **The DOC should maximize the use of the TAG booking module and classification module. The DOC should also incorporate the use of all TAG modules where applicable. Sylvia Black, of the Sheriff's Department Technical Services Unit, advised that the Sheriff's Department now has a site license for the software, which should not result in any additional software licensing fees. If an additional module is needed for corrections, for example the Work Release module, then additional software licensing fees will apply.**

The table below lists the forms used by the DOC and the TAG modules that can be used in place of the forms. Not all forms can be eliminated. The use of the Sheriff's Department TAG system will require some customization for the DOC.

Table IV-1

Corrections Forms & Reports	TAG Module	Corrections Forms & Reports	TAG Module
Count Forms	Movements	Clothes and Linens	Property
Housing Forms	Movements/Housing	Security Threats	Case Management
Incident & Disciplinary Reports	Incidents and Offenses in Custody	Gangs	Gangs
InTrust Accounting	Institutional Financials	Inmate Vaccination	Case Management and/or Medical
Classification	Classification	Court Orders	Legal Orders
Shift Logs	Shift Logs	Personal Property	Property

Additional TAG modules that should be used are:

- Visits
- Inquires
- Reports

To better understand the TAG system and how its use would greatly benefit the DOC, a description of TAG follows:

The main purpose of TAG is to make the job of the corrections' staff easier, making them more efficient and less open to liability. It is essentially a streamlined electronic replacement of processes that used to be done manually. Application screens contain controls that can speed up data entry and retrieval while at the same time reducing the chances of making mistakes.

The TAG system is a computerized management system for storing and updating offender records in adult and juvenile correctional facilities, as well as local detention centers also known as community jails or detention centers. TAG administers booking and custodial functions, outstanding charges, sentence administration, case management, and trust accounting. These are all areas where the DOC uses paper forms to record and track inmate information - refer to the previous table, Table IV-1.

Data is entered once and is stored in a database that is accessible for updating, editing, viewing, summarizing, and reporting. Information is updated throughout the system as transactions occur. TAG contains rigid controls on data presentation (edit checks and format masks) to streamline operation and prevent entry of invalid data. The data entered and stored in the system will eliminate the need for a majority of the paper forms.

Numerous controls are in place in the TAG system to streamline movement through screens by using process workflows and to minimize keystrokes. To maximize efficiency and speed, the system minimizes the number of actions users must perform to complete a task. Consistent and easy to use screens enable users to obtain required information efficiently.

Search functions and inquires provide fast and efficient access to information. The ability to perform inquires eliminates time consuming and labor intensive processes required to gather data such as inmate head counts, annual booking statistics, approved inmate visitors, and verification that an inmate is incarcerated at the correctional facility.

Each TAG inmate record contains a complete history of that person's involvement with correctional and supervisory agencies, covering each period of supervision and/or incarceration. Any officer with the proper security clearance can immediately view a record or update it. Records can also be transferred to other institutions and agencies that are running TAG. The system also maintains a statistical overview of the entire inmate population. Printed reports can be run at any time to summarize database information.

The following is a full list of TAG modules. The modules in blue print are currently being used by the Gwinnett County Sheriff's Department.

- Admissions and Release
  - Enter data and search the database for offender records, admits and releases offenders, and maintains the count
- Billing of Services
  - Tracks offender costs for billing to other agencies
- Biometrics
  - Ability to positively identify inmates using fingerprint verification
- Case Management
  - Offender/client assessments, security levels, case plans, case notes, substance testing and tracking
- Classification
  - Used to determine appropriate offender custody levels through user-defined assessment questionnaires and numeric scoring, along with case management and program tracking. Includes the ability to integrate third party assessment tools.
- Commissary
  - Correctional canteen operations, with full inventory control and (when running alongside Trust Accounting) the ability to debit trust accounts directly for offender purchases
- Community Financials

- o Record client fees, fines and restitution obligations, track payment histories, assist in disbursement of collected funds
- Community Intake and Discharge
  - o Client record search, intake/registration and discharge of clients
- File Tracking
  - o Tracking of hard-copy client files, including merging/un-merging and generation of file labels
- Image Capture
  - o Electronically capture and display offender / client images with standard video equipment; images can be printed on any report or document
- IDS (Line-ups)
  - o Provides a search engine for retrieving offender images matching specific criteria to construct "line-ups"
- Integrated Word Processing
  - o Integrates word processing (i.e., MS Word) directly into TAG to produce text reports based on custom templates
- Legal Cases (Institutional and/or Community)
  - o All legal information on court orders — arrests, court appearances, convictions, pre-sentence reports and/or sentencing, for either institutional or community offenders
- Medical
  - o Supports offender's medical, dental and mental health profile from Initial Health screening to scheduling and details of all medical encounters including diagnosis, medication dispensing, general case notes, outside referrals, track offender sick calls, chronic care, medication administration and detoxification programs.
- Offenses In Custody
  - o Facilitates a formal disciplinary process for internal incidents and offender rule violations
- Offender Issues
  - o Record requests and grievances from offenders, staff or agencies and subsequently track action and outcomes
- Orders & Conditions
  - o Record legal orders authorizing client supervision; includes the tracking of violations (breaches)
- Parole Board Hearings
  - o Schedule offenders for parole board hearings, records the findings
- Inmate Payroll
  - o A companion module to Trust Accounting to maintain work assignments, calculates wages, and credits offender trust accounts
- Personnel
  - o Record officer/staff information, with image capture for production of ID cards
- Programs & Services
  - o Directory of available programs and services, client referral and scheduling, tracking attendance and performance; with option for contract management
- Property & Institutional Issue
  - o Register and track offender property and administer the issuing of institutional clothing of other items
- Reports & Assessments
  - o Track report requests and their assignment to officers
- Schedules & Movements
  - o Offender / Client schedules and recording of movements; work reassignments
- Security Threat Groups (Gangs and Non-Associations)
  - o Track offenders associated with particular gangs and generates non-association lists
- Sentence Accounting / Administration
  - o Record offender / client sentence detail, with calculation of key administration dates customized for each jurisdiction.
- Shift and Incident Logs
  - o Record shift and incident information, both offender- and non-offender related
- Transportation
  - o Facilitates the transportation of inmates between jails or facilities for events such as court appearances and medical treatments

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- • Trust Accounting
  - o A full double-entry accounting package that administers offender financial transactions from booking through release
- • Visitors
  - o Schedule and/or record visits, checking for conflicts and restrictions on offenders or visitors
- • Workload Management
  - o Reassign work between offices or officers; inquires on weighted workloads
- • Ad Hoc Report Writer
  - o Built-in report-building tools used to extract database information into user-defined report formats which includes Oracle Reports and Oracle Discoverer. TAG also supports industry standard report writers such as Crystal Reports, MS Access and a large number of other third-party Ad-Hoc Reporting tools.

2. **Automate the creation of required paper forms and incorporate digitized/electronic signatures, using signature pads, for forms that require multiple signatures or for signatures that must appear on numerous forms.**

The elimination of all forms is not possible. The DOC must report information to the Georgia Department of Corrections. These forms can be generated by the TAG Integrated Word Processing module, which integrates word processing directly into TAG to produce text reports based on custom templates.

The multi-part forms, such as the *Inmate Personal Property Inventory* sheet and the *Incident Report* sheet require multiple signatures. Signatures pads should be used to capture a digitized signature. Numerous forms that require the same signature at one time should also be generated by the TAG Integrated Word Processing module.

A PDF of the completed form with signatures could then be transferred to FileNet for long term storage.

Note: The multi-part forms must be printed on a high impact printer. There is also the option of printing the forms, one page at a time, on a regular laser printer. For example, it the form is a three part form, the three pages could be printed on a laser printer. The signatures must be captured before printing. The cost of a high impact printer should be compared to the cost of paper and printer ink if the pages are printed on a laser printer.

Another word of caution, the multi-part forms are provided by the State Department of Corrections. Each form has a state issued tracking number on it. If Gwinnett County DOC opts to print the multi-page forms separately on a laser printer, someone must monitor the state issued form numbers, and the TAG system must configured so that a system administrator can change those numbers when required.

3. **Reliable and functional fingerprint software and hardware should be implemented to allow for the identification of inmates when they are booked into the correctional facility, as they move throughout the correctional facility, when they leave and re-enter the facility, and upon release or transfer from the facility.**

SAF-ID Plus, a product by Dataworks offers quick identification or identity verification. This works in conjunction with the Motorola MC-75. The MC-75 captures fingerprints and immediately submits them to AFIS or other fingerprint databases. Once the identity is confirmed, any available images, criminal histories, wants and warrants, and demographic data can be viewed on the device.

SAF-ID Plus should be used when an inmate is booked into the correctional facility. This would provide the booking officer with identity verification as well as information regarding any new or outstanding warrants.

SAF-ID Plus can be integrated with the TAG system to track the movements of inmates. For example, if an inmate leaves a housing unit for a work detail, the inmate would scan his/her fingerprint using the MC-75 device and fingerprint reader. The information would be transferred to the TAG system. A movement record would be

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created showing the inmate is out of the housing unit on a work detail. By the movement record being updated automatically, this would provide real-time information for head counts.

SAF-ID Plus should be used for the Work Release Program. Inmates who leave the correctional facility to go to work would scan his/her fingerprint when leaving and when returning. An inmate movement record would be created. An alert would be generated if the inmate does not return within the specified time. Not only does this provide real-time information to the DOC staff, but it helps to reduce security threats.

The Work Alternative Program inmates should also use this device to check-in and check-out when they report to the DOC for their community services work detail. The streamlined check-in/check-out process offers real-time information indicating the number of hours an inmate has worked. Inmate accountability would be the resulting factor.

The MC-75 devices were purchased for another department but were not used. The devices are being reused with SAF-ID. The Sheriff's Department and the Gwinnett County Police Department are currently using SAF-ID Plus, which was purchased off of the GBI contract.

It is recommended that the DOC use the MC-75 device with SAF-ID Plus. Integration between the SAF-ID software and the TAG system would be required.

4. **An armband system should be installed to replace the ID badge system.**

Armbands with bar code technology ensure positive inmate identification and streamlined operations. Bar coding can help reduce misidentification errors, which have proven to lead to problems such as erroneous releases and incorrect administration of medications.

Armbands help classify and track inmates by classification level, medication distribution, tracking, and commissary use. They help save time, money, and labor, while ensuring positive inmate identification.

Unlike ID badges, armbands remain on the inmates at all times, including during showers, exercise, and sleep. Wristbands can be used for color coding and classifying inmates to provide at-a-glance identification enabling officers to easily detect whether inmates are in authorized areas.

5. **The DOC should replace the Sense Technologies, Inc. mug shot system with the Sheriff's Department mug shot system.**

The DOC should utilize the Sheriff's Department mug shot system which is part of the SYSCON jail management system. There are several advantages to be considered. The DOC would have access to historical mug shots/photographs of inmates. The mug shot/photograph of the inmate is displayed on the inmate's TAG record. The Sheriff's Department system is configured to print mug shots/photographs on armbands, which can be configured for the DOC armband system.

The costs are minimal. The DOC must purchase a camera.

6. **The DOC's Inmate InTrust Accounting Software is DOS based and should be replaced by the TAG Institutional Financials module.**

The TAG Institutional Financials module Trust Accounting is a full, double-entry accounting package that administers offender financial transactions from booking through release. This module is extensive and offers an efficient and effective means of financial reporting, fiscal accountability, and streamlined workflow.

There are 11 components of the Institutional Financials module:

- Financials
- Accounting General Ledger Balances
- Trust Accounting Statements
- Deductions
- Suspended Deductions
- Beneficiary Inquiry
- Checks
- Financial Reports
- Financial Accounts Maintenance
- Inventory
- Purchase Orders

7. **Food management software should be installed to adhere to state regulations for food preparation and management, control inventory, reduce theft, reduce labor, to track and analyze purchasing, receiving, usage, and costing of inventory.**

There are four major areas of food service management a.) Inventory Management, b.) Procurement, c.) Meal Planning and Nutrition Analysis, and d.) Production. A food management software system would be beneficial in the reduction of labor costs, food costs, and food preparation costs.

For Inventory Management the software should:

- Allow unlimited amount of inventory items
- Keep perpetual inventories
- Reduce inventory shrinkage
- Include barcode scanning capabilities for physical inventory
- Keep inventory usage information for a specified number of years
- Track shelf life of inventory items
- Facilitate fast and efficient product recalls

For Procurement, the software should:

- Provide menu plan forecasting for accurate ordering
- Allow for USDA commodity substitution of ordered items
- Receiving program to automatically update inventory
- Complete Bid Analysis module built in
- "Three way match" system to verify vendor invoices

For Meal Planning and Nutrition Analysis should:

- Preloaded with all USDA CN food items and recipes
- Set up unlimited recipes, items, and menu plans
- Generate nutritional analysis of menu plans, recipes, and ingredients
- Output calendars in a variety of formats
- Recipes are automatically scaled when feeding figure is adjusted.
- Provide recipe and menu-plan cost analysis in real time.
- Contain all Hazard Analysis and Critical Control Points (HACCP) instructions -

    HACCP is a management system in which food safety is addressed through the analysis and control of biological, chemical, and physical hazards from raw material production, procurement and handling, to manufacturing, distribution and consumption of the finished product.

For Production the software should:

- Produce reports to help reduce food costs and waste
- Generate production worksheets loaded with everything a production worker needs
- Allow for easy substitution for out-of-stock items
- Automatically delete items from inventory
- Allow for auto-delete of inventory items used
- Provide for costing-out leftovers for inventory
- Generate production records easily
- List inventory needed on production-area pull ticket
- Include complete daily task scheduling functionality

The software should be able to check and record food temperatures as well as monitor temperatures in the refrigerators and freezers without the tedious paperwork.

The Gwinnett County Public Schools use a food management software system by Horizon Software International. The software is capable of performing all the functions listed in the Inventory Management, Procurement, Meal Planning and Nutrition Analysis, and Production lists. The software is also capable of checking and recording temperatures using wireless technology.

The DOC would be able to purchase the software off of the Gwinnett County Public Schools' contract.

8. **Install PCs, printers, and fingerprint software and hardware in the housing units and in other areas of the correctional facility.**

Each of the 8 housing units and the isolation unit where the inmates who are sentenced to full-time incarceration with a correctional officer assigned to the housing unit should have a PC, a printer, and the fingerprint hardware installed.

The correctional officer assigned to a housing unit will use TAG for things such as assigning an inmate to another bed, assigning an inmate to a different housing unit, to schedule movements, and to initiate disciplinary reports. A printer is necessary to print forms such as the incident reports and shift logs.

The fingerprint hardware should be installed to track the movements of the inmates resulting in real-time information on the whereabouts of an inmate. The identity of the inmate can be verified when he/she returns to the housing unit. If there is any question of an inmate's identity, the issue can be resolved immediately.

The fingerprint devices should also be installed in the booking area, in the work release area, and in the main and central control rooms.

PCs should be installed in the work release area and the main and central control rooms. The PCs in the booking area and the kitchen will need to be replaced to insure the PCs are compatible with new software and hardware.

A high impact printer will need to be installed in the classification area and at the officer work station outside of the main control room. The PCs may need to be replaced if they are not compatible with the high impact printer. The high impact printers are needed to print the multi-part forms used for incident and disciplinary reports. These forms are provided by the Georgia Department of Corrections.

9. **Software training for DOC staff will be required.**

Training will be required for staff including sworn and non-sworn personnel. The training should include software and hardware training for the TAG system, the mug shot system, the fingerprint system, the food management system, the armband system, WORD and EXCEL.

10. **Use FileNet to store the inmate related paper documents.**

Due to the limited physical space and expense, the inmate records (paper documents) should be scanned and saved in FileNet. The DOC currently has a FileNet scanner, which can be used. However, it is recommended that another scanner be purchased. A capture license would have to be purchased.

The approach is to scan an inmate folder containing all paper documents and save as one large file. The 2010 and 2009 inmate records should be scanned first. A two-step scanning process should be used. One person will scan the documents while another person indexes the files. For quality control, a log indicating who indexed the inmate file should be kept.

DoITS is currently involved with the DOC in this project. It is recommended that the project move forward and be completed as a short-term goal.

11. **Utilize the Sheriff's Department Technical Services Unit staff to support the DOC TAG system.**

Sylvia Black of the Sheriff's Department Technical Services Unit has offered to support the DOC for the jail management software – this includes TAG and the mug shot system.

In the event that the DOC needs assistance and the Sheriff's Department cannot deliver, SYSCON can provide assistance through the support and maintenance contract. If the DOC requires assistance with an issue or project not covered by the support and maintenance contract, they will provide professional services at a rate of $150.00 per hour.

The Department of Information Technology Services staff would also be able to support the DOC for things such as hardware issues, printer issues, and possibly some software issues.

V. Conclusion

The DOC has an immediate need to automate its environment so that the day-to-day operations are less time and labor intensive and more streamlined. Moving from a paper-based environment to a more automated, technical environment is always a hurdle in obtaining a successful outcome. Improvements can be made, automation can be achieved, and the structure and process can be accomplished by the DOC leadership that is in place with the assistance of a technical implementer.

The most significant need is to chart the course for the technical improvements and implement those changes with the assistance of the jail management software vendor SYSCON and an implementer to oversee the project. It is an investment that will pay rich dividends in the future by saving time, labor, and the costs of running and managing the correctional facility. The County and the Sheriff's Department have invested in technology that is recognized as essential to conducting the business of justice. Quality input from the DOC staff and resource availability are important factors that contribute to a high probability of automation success.

The end result will be measured by the degree to which case processing is streamlined, jail population is reduced, and cost savings are realized. Full automation of the DOC correctional facility will produce real and tangible benefits for Gwinnett County and its citizens, the DOC, the courts, and the justice system in general.

APPENDIX A:

SYSCON JUSTICE SYSTEMS

SYSCON SYSCON JUSTICE SYSTEMS
SUMMARY COST SHEET

Client Gwinnett County Dept. Of Corrections

Quote #

Date: April 14, 2010 *Quote Valid for 90 days from Issue date*

Page 1: SUMMARY COST SHEET

SYSCON TAG Licenses	
Process Modules	
Integrated Microsoft Modules	21,000
Imaging Modules	
Financial Modules	
Medical Modules	
TOTAL TAG LICENSE	21,000
SYSCON Services	
PRIMs (Pre-implementation Studies)	92,000
Training	48,000
Workshops	36,000
Implementation Services	122,400
TOTAL SERVICE	298,400
SYSCON Expenses (Estimate)	
TOTAL EXPENSES	126,025
Other Services & Licenses	
Maintenance for 2 years	8,820
Customization & Enhancement	400,000
TOTAL OTHER	408,820
TOTAL COST (ALL OF ABOVE)	854,245

	iTAG licenses for	concurrent user system	*Quote Valid for 90 days from Issue date*		
#	Module		List Price	Disc	Disc Price
2.1	Core functionality module		not bid		
2.2	Legals Management		not bid		
2.3	Visits Management		not bid		
2.4	Property		not bid		
2.5	Incidents & Violations		not bid		
2.6	Transportation Log		not bid		
2.7	Mail Management		not bid		
2.8	Requests & Grievances		not bid		
2.9	Billing of Services		not bid		
2.10	Case Management		not bid		
2.11	Program Management		not bid		
2.12	Pre-Parole		not bid		
2.13	Arrest & Booking		not bid		
2.14	Sex Offender Registration		not bid		
2.15	TOTAL PROCESS MODULE COST				

	Integrated MS for	concurrent user system			
#	Module		List Price		Disc Price
2.16	Integrated Word Processing		21,000		21,000
2.17	Integrated Outlook Calendar		not bid		
2.18	TOTAL INTEGRATED MICROSOFT COST				21,000
	(customer must provide own Word and Outlook licenses)				

	iTAG Tech/Enb for	concurrent user system.			
#	Module	# of stations	List Price		Disc Price
2.19	Facial Imaging for iTAG		not bid		
2.20	Fingerprint Option for iTAG		not bid		
	IDS Search and lineup module		not bid		
2.21	Automatic Triggers	n/a	not bid		
2.22	Signature Capture	n/a	not bid		
2.23	IriScan Option for TAG		not bid		
2.24	TOTAL IMAGING COST				

	iTAG Licenses for	concurrent user Financial sub-system.			
#	Module		List Price		Disc Price
2.25	Trust Accounting		not bid		
2.26	Inmate Payroll		not bid		
2.27	Commissary		not bid		
2.28	TOTAL FINANCIAL MODULES COST				

	iTAG Licenses for	concurrent user Medical sub-system.			
#	Module		List Price		Disc Price
2.29	EHR (Electronic Health Record) for iTAG		not bid		
2.30	MAR (Medicine Administration Record for iTAG		not bid		
2.31	Dental Module		not bid		
2.32	CDSS (Isabel - 3rd party product)		not bid		
2.33	Pharmacy for iTAG		not bid		
2.34	TOTAL MEDICAL MODULES COST				
	TOTAL SYSCON APPLICATION DISCOUNT COSTS				21,000

Page 3: SYSCON SERVICES

PRIMS - Pre-implementation Reports

Quote Valid for 90 days from issue date

The purpose of the PRIM is to *document* the clients *business processes and/or requirements* for each business area specified. The PRIM document will then *map function points to business,* highlighting requirements for *BPR and/or enhancements/customization.* The final PRIM document will include a *final project plan* and *definitive additional costs (if any)* for the client project.

#	Description	# of days	Cost
3.01	Process modules PRIM	25	20,000
3.02	Financial Applications PRIM	30	24,000
3.03	Medical Application PRIM		
3.04	Interface PRIM	30	24,000
3.05	Reports PRIM	30	24,000
3.06	Conversion PRIM		
3.07	TOTAL PRIM COST	115	92,000

Training

Training is split both by *function type* (process modules; financial modules and Medical modules), as well as by *training type* such as end-user, system administrator and database administrator. Training is based on train the trainer maximizing *knowledge transfer* for ongoing operation of the system.

#	Description	# of days	Cost
3.08	Train the Trainer on Process Modules	30	24,000
3.09	Train the Trainer on Financial Modules	30	24,000
3.10	Train the Trainer on Medical Modules	0	
3.15	TOTAL TRAINING COST	60	48,000

Workshops

Workshops include some *setup* in the pre-production environment. For example, system admin workshops may include setup of LOVs and system parameters in the relevant functional areas. Similarly, IWP workshops may include *development* of some templates.

#	Description	# of days	Cost
3.11	System Admin Workshop - Process Modules	7	5,600
3.12	System Admin Workshop - Sentence Calculation	7	5,600
3.13	System Admin Workshop - Financial Modules	10	8,000
3.14	Data Model Workshop for Reports & Conversion	15	12,000
3.15	System Admin Workshop - Medical Modules	0	
3.16	Database Admin Workshop for DBAs (note 1 & 2))	6	4,800
3.17	TOTAL WORKSHOP COST	45	36,000

note 1: Database Admin training is at Syscon Office only.

note 2: Database admin training expenses is based on 3   people attending in Vancouver

Implementation Services

Implementation services include the *project governance* as well as the *physical installation* of the product and supporting software components where supplied. "Go-live" support is provided to ensure a *smooth transition of business* to the new system with *SJS subject matter experts physically on-site* to assist end-users and IT staff with any issues.

#	Description	# of days	Cost
3.18	Project Management	75	60,000
3.19	Installation	8	6,400
3.20	"Go-live" support - Process Modules	40	32,000
3.21	"Go-live" support - Financial Modules	30	24,000
3.22	"Go-live" support - Medical Modules		
3.23	TOTAL IMPLEMENTATION SERVICES COST	153	122,400

TOTAL SYSCON SERVICE COSTS   298,400

Page 4: EXPENSES & MAINTENANCE.

Expenses

Quote Valid for 90 days from issue date

#	Description	Cost
4.01	PRIM Expenses	22,200
4.02	TTT Training Expenses	43,200
4.03	Database Admin Training Expenses (Off-site) - Note 2	3,600
4.04	Project Management Expenses	14,100
4.05	Installation Expenses	18,025
4.06	"Go-live Support" Expenses	24,900
4.07	TOTAL EXPENSES COST	126,025

Note2: Database admin training expenses based on   3 people attending training in Vancouver

Support & Maintenance - Note 3: Year 1 takes into account 3 month warranty.

#	Description	Year 1	Year 2	Year 3	Year 4	Year 5
4.08	Coverage = 24x7					
4.09	Process Modules			not bid	not bid	not bid
4.10	Integrated MS products	3,780	5,040	not bid	not bid	not bid
4.11	Imaging Modules			not bid	not bid	not bid
4.12	Financial Modules			not bid	not bid	not bid
4.13	Medical Modules			not bid	not bid	not bid
4.14						
4.15	TOTAL S & M	3,780	5,040			

SUPPORT & MAINTENANCE FOR   2 YRS TOTALS   8,820

Page 5: OTHER SERVICES & 3RD PARTY LICENSES

Other Services

#	Description	Days	Cost
5.01	Forms Development		100,000
5.02	Commissary Interface - Oasis		75,000
5.03	Biometrics Work release Interface Ripid ID Finger Print - DataWorks		100,000
5.04	Work release Enhacements		75,000
5.05	Enhancement to Commissary - Food Management		50,000
	TOTAL OTHER SERVICES COST		400,000

APPENDIX B:

Horizon Software
Food Management

Horizon Software Pricing Information

Back Office Software: Full Package

Modules: Inventory Management, Procurement, Production, Menu Planner/Nutrition Analysis
  - ➤ $7585 Software & License
    $9235 Training, Setup & Implementation
    $1365 Annual Maintenance (Includes: Software Updates, Customer Support, etc.)
  - * Note: Each module can be purchased separately.

TempAlert:
  Equipment: 10 Smart Guards, 2 Smart Shields, 1 Smart Link
  - ➤ $5058 Equipment
    $815   Installation
    $1000   Training
    $540   Annual Maintenance
    - • Note: The equipment and installation charges might vary. They'll change based on the number of devices you'll actually need.

Lee Collier | Horizon Software International | 800.741.7100 ext. 304
www.HorizonSoftware.com

> # APPENDIX C:

Pinnacle Technologies, Inc.

Sister Company of Dataworks, Inc.

Armband Identification System

BandWorks System Components

Component	Description	Quantity	Includes	Price
Armbands	DDSP (Double Sided Protectant) armbands with tensile strength of 8000 – 10,000 psi. Water resistant.	1000 per box	Laminating Sleeves with ample supply of washers and rivets needed to secure the armband around the wrists of the inmates.	$850.00 per case
Rivet Tool	Custom-made Rivet Tool is designed to secure the armbands to the inmates using the rivets and washers supplied with each order of armbands.	1		$300.00
Trim, Die, and Hole Punch	Mountable, custom-made Trim, Die, and Hole Punch is designed to trim the ends of the armbands to punch the holes for the rivets.	1		$750.00
Laminator	Model 5560 Laminator is a commercial grade laminator with heavy duty heating elements to insure an airtight and watertight seal between the inner and outer sleeves of the armbands.	1		$575.00
Armband Photo ID cutter	Custom-made Armband Photo ID Cutter is designed to trim photographs to the exact size and fit to properly slide into each armband before laminating.	1		$700.00

Precision Dynamics Corporation

Photo ID Wristbands

(Current vendor for the Sheriff's Department)

Clincher Photo ID Armband Components

The Clincher IV & V are our Photo ID Bands
There are 500 bands in a box ~ closures of your choice either metal or plastic ~ 15 reusable laminator sleeves.

Pricing based on 1 to 29 box pricing
Clincher V with metal closures - $170.00 per box
Clincher V with plastic closures - $195.00 per box

Clincher IV with metal closures -$159.00 per box
Clincher IV with plastic closures - $177.00 per box

The metal closures require a tool for closing this tool is called a dual grip tool & sells for $70.00 each. The plastic closures just snap shut.

The Photo ID bands require lamination – there are 2 sizes of laminators they are:
PL4A – This laminator can laminate one band at a time & sells for $270.00 each
PL12A – This laminator can laminate up to four bands at a time & sells for $415.00 each

Freight is based on the quantity of merchandise ordered at the time of purchase

The labels/inserts that go inside the Clincher wristbands can be printed in many ways depending on what is needed such as text, bar code and/or photo, b/w or color.

You can use a laser or ink jet printer depending on your requirements or JIS systems set up. I do not recommend thermal printers because the heat generated when laminating the Clincher will darken the thermal stock/media.

APPENDIX E:

DataWorks Plus

MC-75 SW, Fingerprint Scanners, Charging Cradles,

Maintenance, Interface with Syscon TAG and Install/Implementation

DataWorks
SAF-ID Plus

The pricing below for the fingerprint scanners, charging cradles, mobile device application software, maintenance and install/implementation for each device. Also included is pricing for the Interface to the Syscon TAG system. Pricing is based on 12 units.

• Fingerprint Scanner for Motorola MC75XX	Quantity (12)	$3,960.00
o Motorola MC7XFPR01R	Repair Cost-Labor & Parts	$60/Hour + Parts
	5 Year Maintenance Contract (12)	$1800.00 $150/Device

• Charging Cradle for Motorola MC75XX	Quantity (12)	$1560.00
o Motorola CRD7X00100RR	Repair Cost-Labor & Parts	$60/Hour + Parts
	5 Year Maintenance Contract (12)	$480.00 $40/device

The repair cost-labor and parts listed above would be your cost if you decided to go on time and materials instead of maintenance. As you can see the cost of the maintenance is very reasonable and I would suggest that option.

• Mobile Device Application Software (SAF-ID)		Quantity 12	$6000.00 $500/Device

• Year 2 Maintenance Mobile Device Application Software		Quantity 12	$840.00

• Install/Implement Motorola MC-75XX • Training on site	Quantity 12	$2400.00

Interface with Syscon TAG
System $9,500.00

Greg Barmore
Dataworks Plus
Greenville, South Carolina 29607-1623

Gwinnett County Department of Corrections Hardware Inventory

The following is a list of hardware that is now at the Department of Corrections. Depending on the compatibility of the hardware with the TAG system, the armband system, and the fingerprint system, some of this hardware may need to be replaced. In addition, the 8 housing units, the isolation unit, the main control room and the central control room, work release, and visitor area will need PCs and printers purchased and installed.

The cost to lease a PC is approximately $405.00.

If high impact printers are required, a quote from the Gwinnett County suppliers will have to be obtained. That information is not available at this time because we do not know the specifics of the type of printer that is required.

Additional costs will be incurred if signature pads are installed. The price will depend on the type the vendor requires, which at this time is not known.

Department of Corrections Hardware Inventory as of 4/22/2010

IT #	Department	Assigned	Type	Model #	Serial #
IT0083668	Corrections Bureau	Walter, Terri	Desktop	Dell Optiplex GX260	3SFBHB1
IT0083657	Corrections Bureau	Johnson, Darrell (Corrections)	Desktop	Dell Optiplex GX620	J767DB1
IT0083658	Corrections Bureau	Sligar, Jeff	Desktop	Dell Optiplex GX620	H767DB1
IT0083659	Corrections Bureau	Bulce, Terry	Desktop	Dell Optiplex GX620	2666
IT0083660	Corrections Bureau	Llewallyn, Lisa	Desktop	Dell Optiplex GX620	B767DB1
IT0083661	Corrections Bureau	White, Gilbert	Desktop	Dell Optiplex GX620	2447
IT0083662	Corrections Bureau	Covington, Vernard	Desktop	Dell Optiplex GX620	2867DB1
IT0083663	Corrections Bureau	Walker, Ed	Desktop	Dell Optiplex GX620	G767DB1
IT0083664	Corrections Bureau	Bush, Shawne	Desktop	Dell Optiplex GX620	2722
IT0083667	Corrections Bureau	Carson, Lisa	Desktop	Dell Optiplex GX620	DQFBHB1
IT0083669	Corrections Bureau	Holcomb, Susan	Desktop	Dell Optiplex GX620	GPFBHB1
IT0083670	Corrections Bureau	Myers, Crystal	Desktop	Dell Optiplex GX620	CRFBHB1
IT0083671	Corrections Bureau	White, Sheree	Desktop	Dell Optiplex GX620	7PFBHB1
IT0083672	Corrections Bureau	Dunford, Lisa	Desktop	Dell Optiplex GX620	2783
IT0083673	Corrections Bureau	Roberts, Phyllis	Desktop	Dell Optiplex GX620	5MFBHB1
IT0083674	Corrections Bureau	Byrd, Felicia	Desktop	Dell Optiplex GX620	4QFBHB1
IT0083675	Corrections Bureau	Washington, Lisa	Desktop	Dell Optiplex GX620	2RFBHB1
IT0083676	Corrections Bureau	Singletary, Fred	Desktop	Dell Optiplex GX620	7NFBHB1
IT0084059	Corrections Bureau	Newbill, Greg	Desktop	Dell Optiplex GX620	CSZXT91
IT0085371	Corrections Bureau	Clay, David J.	Desktop	Dell Optiplex GX745	1QYRSC1
IT0085372	Corrections Bureau	Rice, Ken	Desktop	Dell Optiplex GX745	DQYRSC1
IT0085373	Corrections Bureau	Jones, Berry	Desktop	Dell Optiplex GX745	9QYRSC1
IT0085374	Corrections Bureau	Sasser, Barry	Desktop	Dell Optiplex GX745	7QYRSC1
IT0085375	Corrections Bureau	Rhinehart, Mollie	Desktop	Dell Optiplex GX745	8QYRSC1
IT0086678	Corrections Bureau		Desktop	Dell Optiplex GX755	579BTH1
IT0086679	Corrections Bureau		Desktop	Dell Optiplex GX755	679BTH1
IT0087983	Corrections Bureau	Martin, Aprial	Desktop	Dell Optiplex GX755	1JR1XG1
IT0087984	Corrections Bureau	Hudson, Alesia	Desktop	Dell Optiplex GX755	JHR1XG1
IT0087985	Corrections Bureau	Dagen, Donald	Desktop	Dell Optiplex GX755	GHR1XG1
IT0087986	Corrections Bureau	Oros, Dennis	Desktop	Dell Optiplex GX755	3JR1XG1
IT0087987	Corrections Bureau	Peek, David	Desktop	Dell Optiplex GX755	CHR1XG1
IT0088972	Corrections Bureau	Gordijn, Gary	Desktop	Dell Optiplex GX760	H8HZTK1
IT0081772	Corrections Bureau		Laptop	Dell Latitude D600	39S3W61
IT004334	Corrections Bureau	JACCOR004334	Printer	HP Laserjet 2100tn	USGW184812
IT004460	Corrections Bureau	Carson, Lisa	Printer	HP Laserjet 2100tn	USGW184802
IT006108	Corrections Bureau	Hudson, Alesia	Printer	HP LaserJet 2200d	FJPGGJ67187
IT006107	Corrections Bureau	Washington, Lisa	Printer	HP LaserJet 2200dn	FCNGRH10498
IT0088582	Corrections Bureau	Brazil, Bertha	Printer	HP LaserJet 2200dtn	FCNGRD29596
IT00781	Corrections Bureau	JACCOR007881	Printer	HP LaserJet 2300dn	CNBGC90726
IT007882	Corrections Bureau	JACCOR007882	Printer	HP LaserJet 2300dn	CNBGB88989
IT004489	Corrections Bureau	Singletary, Fred	Printer	HP LaserJet 4	USFB110570
IT0083996	Corrections Bureau	JACCOR0083996	Printer	HP LaserJet 4700dn	JPTLB40860
IT004332	Corrections Bureau	JACCOR004473	Printer	HP LaserJet 5	JPKK021709
IT004325	Corrections Bureau	JACCOR004325	Printer	HP LaserJet 5si	USCC003548
0086339	Corrections Bureau	Jones, Berry	Printer	HP LaserJet P3005dn	??12345
IT0086340	Corrections Bureau	Gordijn, Gary	Printer	HP LaserJet P3005dn	CNG2R03956
IT0086338	Corrections Bureau	Walter, Terri	Printer	Source Technology ST 9512	622R4LV
IT0083850	Corrections Bureau	Bush, Shawne	Scanner	Kodak I260 Scanner	12812630
IT0088973			Desktop	Dell Optiplex GX760	F8HZTK1
IT0088974			Desktop	Dell Optiplex GX760	G8HZTK1
IT0088975			Desktop	Dell Optiplex GX760	D8HZTK1

EXHIBIT J

COST ANALYSIS TO CLOSE CORRECTIONS FACILITY

SCENARIO A - House Inmates at Detention Center	OPERATING COSTS
2011 CORRECTIONS DEPT BUDGET (Adjusted through March 1, 2011)	$ 12,276,579
ESTIMATED New Costs for Sheriff	$ (7,554,812)
Increased Labor Cost to Departments	$ (1,036,622)
Cost Reduction Between Corrections & Sheriff	$ 3,685,145
Lost Work Alternative Community Service Value	$ (328,015)
Lost Inmate Generated Revenue	$ (2,881,400)
Cost to Maintain Vacant Facility	$ (60,657)
Grant Repayment to State if inmates returned between Feb 2012 and Feb 2013	$ (323,473)
OPERATING COSTS - 2011 NET SAVINGS OR (ADDITIONAL COST)	$ 91,600

SHORT TERM CAPITAL TO ACCOMMODATE INCREASED POPULATION AT JAIL	CAPITAL COSTS
Additional parking space to accommodate increased staff and visitors	$ 2,200,000
Purchase of additional video conferencing equipment and installation	$ 1,200,000
Initial prep and setup for recommended site adjacent to jail for video conferencing equipment	$ 125,000
CAPITAL COSTS	$ 3,525,000

TOTAL NET COST IMPACT	$ 3,433,400

Number of Years Savings Required to Return Investment on Capital Expense	13.41

LONG TERM CAPITAL IMPROVEMENTS AND OPERATING COSTS TO ACCOMMODATE INCREASED POPULATION	CAPITAL & OPERATING COSTS
Construct additional tower at jail	$ 120,000,000
Additional 130 employees needed to staff new tower	$ 6,000,000
General Obligation Bond Financing - Impact to Average Homeowner (0.43 mills)	$ 28.04
General Fund Millage Rate Increase (new staff & operating costs at 0.25 mills)	$ 16.30

ISSUES TO ADDRESS:
This option is only feasible if 35 officers requested for 2011 are provided (included in cost estimate)
Jail will exceed capacity by 400+ inmates
Triple bunking will be required, creating unsafe environment
Overcrowding will increase risk of litigation
Additional supplies and infrastructure required (included in cost estimate)
Maintenance costs will escalate due to increase use. Capital improvements already needed.
Escalates plans to expand jail with new tower - estimated cost = $120 million

COST ANALYSIS TO CLOSE CORRECTIONS FACILITY

SCENARIO B - House Inmates at Other Facilities	OPERATING BUDGET
2011 CORRECTIONS DEPT BUDGET (Adjusted through March 1, 2011)	$ 12,276,579
ESTIMATED New Costs for Sheriff	$ (8,094,878)
Increased Labor Cost to Departments	$ (1,036,622)
Cost Reduction Between Corrections & Sheriff	$ 3,145,079
Lost Work Alternative Community Service Value	$ (328,015)
Lost Inmate Generated Revenue	$ (2,881,400)
Cost to Maintain Vacant Facility	$ (60,657)
Grant Repayment to State if inmates returned between Feb 2012 and Feb 2013	$ (323,473)
2011 NET SAVINGS OR (ADDITIONAL COST)	$ (448,466)

ISSUES TO ADDRESS:
How many inmates state sentenced?
What is availability of facilities to accept inmates?
Is there adequate bed space available?
A single facility to house inmates not likely
 - results in inmates scattered throughout state
 - increases transportation costs and need for transport vehicles and staff
Lack of control for medical expenses
Housing Out costs expected to increase annually

EXHIBIT J

IMPACT ANALYSIS OF CLOSING CORRECTIONS FACILITY

Closing the correctional complex will not end the practice of sentencing offenders to local confinement. Since the Gwinnett County Pre-Trial Detention Center (Jail) is the only alternative to the correctional facility, it will be necessary to provide the Sheriff's Department with adequate resources to manage additional county-sentenced inmates.

SUMMARY OF TRANSITION PROCESS:
(based on Jail already at maximum capacity):

- **Determine date for closing Corrections facility**
- **Communicate closing date to Judges to discontinue sentencing inmates to Corrections**
- **Begin process of hiring additional staff at Sheriff's Jail**
- **Classify inmates and determine number that can be housed out**
- **Identify agencies that can house inmates**
- **Sheriff address impact to support operations and mandated services to inmates** *(i.e. service capacity and space for clinic, library, courtroom space, visitation)*
- **Send inmates back to court for re-sentencing**
- **Phase out positions in Corrections and conduct Reduction in Force**
- **Phase in movement of inmates to Detention Center**

ISSUES TO ADDRESS WITH CLOSING:

- **Disposition of Existing County-Sentenced Offender Population**
  - As of October 25, 2010 there were 297 inmates and 94 work release residents sentenced to the correctional complex by Gwinnett County judges. Closing the correctional facility before these inmates/residents complete their sentences will require sentence modifications which, in many cases, will require a court hearing with all parties in attendance.
  - The number of sentence modifications required depends on the actual closing date and the number of county-sentenced offenders still in custody at the time. The release schedule for inmates and residents currently in custody is as follows:

Year	Inmates	Residents
Indefinite*	0	20
2013	1	1
2012	4	10
2011 (Jul – Dec)	9	16
2011 (Jan – Jun)	108	25
2010	175	22

*Most child support defendants are sentenced to pay a specified sum of money rather than serve a fixed period of time.

- o Once a closing date is established, it will be necessary to stop the inflow of newly-sentenced offenders so that staff can accurately project the offender population throughout the phase-out period and make plans to reduce the number of employees accordingly.
- o Upon establishing a closing date, Gwinnett County judges should be quickly notified of the date in writing and informed that:
  - No newly-sentenced inmates or Work Release Program residents or Work Alternative Program participants will be accepted in the Comprehensive Correctional Complex;
    - o *Once this occurs, more inmates will be sent to Detention Center which will immediately impact overcrowding*
  - Inmates currently in custody but scheduled for release prior to closing date will be allowed to finish their sentences in the correctional complex;
  - Residents currently in custody pursuant to a criminal conviction but scheduled for release prior to the closing date will be allowed to finish their sentences in the correctional complex;
  - Indefinite sentences for residents currently in custody pursuant to a civil order (child support, contempt, etc.) must be modified in order to specify release and/or transfer prior to the closing date; and,
  - The sentencing court will be notified on a case-by-case basis if any inmate or resident is currently sentenced beyond the closing date so that his/her sentence can be modified.

- **Disposition of State Inmate Population**
  - o The inmate housing agreement between Gwinnett County and the Georgia Department of Corrections contains a termination for convenience clause that requires sixty (60) days written notice of intent to terminate the agreement prior to the expiration of the 10-year agreement period. Exercising the termination clause prior to February 2013 requires grant repayment on a pro-rated basis.
  - o Requiring the state to pick up these inmates will impact the State's ability to pick up state sentenced inmates out of the Detention Center and will most likely require the Sheriff to hold inmates longer

- **Additional staff must be hired for Sheriff's Jail Operations**
  - o Hiring process averages 6-8 weeks
  - o Length of time to train and work independently averages 3 – 4 months
  - o Any officers that transfer from Corrections must go to P.O.S.T. for jail certification

- **Impact to Sheriff's operations if Jail facility is at capacity at time of Corrections closing**
  - o **Determine options for "housing out" inmates**
    - How many inmates state sentenced?
    - What is availability of facilities to accept inmates?
    - A single facility to house inmates not likely

- Results in inmates scattered throughout state and puts burden on Sheriff to transport
- Cost (Avg = $45 - $55)
- Medical care cost more difficult to manage

- **Impact to Sheriff's budget, services and facilities**
  - Increased risk of law suits addressing over crowding
  - Additional space and resources needed to meet requirements for equal access to facilities and services such as library and medical clinic
    - Potential legal issues if unable to provide adequate services
  - Additional space needed for courtrooms
  - Creates additional staff and visitors which effects ability to accommodate them (i.e. space within the facility and outside parking)
  - Additional parking will be needed to accommodate increased staff and visitors

- **Customer Notifications**
  - The loss of offender labor will require some county departments and other customers to adjust their business plans. In order to provide a reasonable time in which to make alternate arrangements, department directors and cities/CIDs with active service agreements should be notified without delay once a closing date is established.

Gwinnett County
Sheriff's Department

R.L. (Butch) Conway, Sheriff

2900 University Parkway
Lawrenceville, GA 30043
(770) 619-6500 Fax (770) 822-3115

Mike Boyd
Chief Deputy
Don Pinkard
Jail Administrator

February 7, 2011

Gwinnett Board of Commissioners
75 Langley Drive
Lawrenceville, Ga. 30045

Dear Commissioners:

I wanted to take this opportunity to express my support in keeping the Gwinnett County Correctional Institute operational. We could use a well-run facility and this county needs this department as well as the inmate labor it can produce in keeping our roads and buildings free from trash and graffiti.

Closing this facility would not benefit Gwinnett taxpayers and it would overly burden my department, which is already stretched to its limits. GCCI also maintains and operates the work release program, a program that the Sheriff's Department does not have the manpower to manage. In a county this large with the number of crimes committed, this facility is not only needed, but necessary.

If you would like to discuss this further, please don't hesitate to contact me.

Sincerely,

Sheriff Butch Conway

GWINNETT JUDICIAL CIRCUIT

PHILIP M. BOUDEWYNS
COURT ADMINISTRATOR

October 14, 2010

Gwinnett County Board of Commissioners
75 Langley Drive
Lawrenceville GA 30046

Re: Gwinnett County Correctional Institute

Dear Commissioners:

We have reviewed the Final Report of the Project Committee regarding the continued operation of the Gwinnett Correctional Institute dated October 11, 2010. We write to support the unanimous recommendation of the Committee to continue the Correctional Institute operations. The Project Report validates the decision that Gwinnett County made years ago to operate its own independent correctional facility. As the Committee found, the correctional facility inmates provide necessary maintenance labor to the County at a substantial savings, and the facility itself can provide additional income to the County by housing state inmates.

As judges, we also have a desire to keep the facility in operation because of the sentencing options available to the Court. For cases that involve unpaid fines, unpaid child support, or unpaid restitution; the work release option has no comparable substitute. The Defendant benefits by not losing their employment due to incarceration; but the entire Gwinnett community benefits when a party actually pays their court ordered obligations such as child support. The fact that the program is paid for by the Defendants themselves encourages inmates to work multiple jobs so that they can be released sooner. Because the inmates are screened for drugs and alcohol each time they enter the facility, the inmates are usually compliant with orders to abstain from dangerous substances when they are away from the facility.

In short, we believe the continued operation of the facility is the correct course of action for the citizens of Gwinnett. Thank you for your consideration of this issue.

Sincerely,

(signatures on next page)

K. DAWSON JACKSON, Chief Judge
Superior Court

MICHAEL C. CLARK, Judge
Superior Court

MELODIE SNELL CONNER, Judge
Superior Court

DEBRA K. TURNER, Judge
Superior Court

WILLIAM M. RAY, II, Judge
Superior Court

R. TIMOTHY HAMIL, Judge
Superior Court

RONNIE K. BATCHELOR, Judge
Superior Court

TOM DAVIS, Judge
Superior Court

WARREN DAVIS, Judge
Superior Court

KAREN E. BEYERS, Judge
Superior Court

ROBERT W. MOCK, SR., Chief Judge
State Court

PAMELA D. SOUTH, Judge
State Court

JOSEPH C. IANNAZZONE, Judge
State Court

CARLA E. BROWN, Judge
State Court

RANDOLPH G. RICH, Judge
State Court

JOHN F. DORAN JR., Judge
State Court

GEORGE F. HUTCHINSON, III
Chief Magistrate