Georgia Department of Audits and Accounts
Performance Audit Division
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State Corrections & Community Officers

Requested information on salaries and other personnel costs

Why we did this review

This review of staffing issues related to corrections and community officers was conducted at the request of the Senate Appropriations Committee. We were asked to review the salaries and other personnel costs of these positions at the Georgia Department of Corrections (GDC), the Department of Juvenile Justice (DJJ), and the State Board of Pardons and Paroles (SBPP). This included information about salary schedules, turnover rates, training costs, and workers' compensation claims.

About corrections and community officers

GDC, DJJ, and SBPP supervise individuals charged with or convicted of crimes in state courts. Each agency employs law enforcement officers who work in secure facilities or manage a caseload in the community.

GDC facility officers and probation officers comprise approximately 60% (7,300) and 8% (990) of the agency's 12,000 employees, respectively. In fiscal year 2013, GDC spent approximately $346 million for facility officer salaries and $64 million for probation officers.

DJJ facility and community officers comprise approximately 41% (1,500) and 16% (610) of the agency's 3,900 employees, respectively. Approximately $66 million was spent on facility personnel, and $31 million was spent on community personnel.

Parole officers comprise 54% (360) of the 660 SBPP employees; $22.3 million was spent on these officers' salaries.

What we found

In fiscal year 2013, the turnover rates among officers working in state prisons and secure juvenile facilities were higher than the state government average of 17.9%. In particular, the turnover rate among juvenile corrections officers (JCOIs) of the Department of Juvenile Justice (DJJ) was more than three times the statewide average and nearly twice that of their counterparts at the Georgia Department of Corrections (GDC). By contrast, turnover rates among community officers at DJJ, GDC, and the State Board of Pardons and Paroles (SBPP) were generally comparable to or less than the average for state employees.

High turnover rates result in officers with fewer years of experience and can create staffing shortages that require current employees to work beyond their scheduled shifts. In addition, GDC and DJJ spend approximately $10,000 and $13,000, respectively, to hire and fully certify each new corrections officer.[1] DJJ's 57% turnover rate among JCOIs equated to approximately 787 new hires in fiscal year 2013, which cost the agency approximately $9.7 million. GDC's 29% turnover rate equated to approximately 2,109 new corrections officers (COs), which cost approximately $19.3 million. Turnover rates did not appear to affect the number of workers' compensation claims filed by the agencies.

Based on agency surveys of exiting and current GDC and DJJ officers and interviews with agency staff, there are four main

[1] This cost represents the variable hiring and training costs associated with new hires. Additional fixed costs are incurred.

reasons corrections officers may decide to leave the agencies: pay, sufficiency of staff, quality of supervisors, and poor fit (ineffective recruitment and hiring process). These are consistent with studies of corrections officers conducted nationally and by other states.

According to GDC's exit survey, three of the top six reasons influencing COs' decision to leave were related to pay, while the starting salary and frequency of pay increases were cited as the top two worst things about working for GDC. DJJ JCO1s we interviewed also frequently cited pay as one of the biggest sources of dissatisfaction with their jobs, particularly in recent years when cost of living or performance raises have not been given. JCO1s and COs generally receive a starting salary of $24,322, which is approximately $1,800 less than starting salaries of comparable positions in local government and approximately $2,500 less than the average of the contiguous states. After one year, officers are eligible for a 5% increase (to $25,538); any salary increase after that is the result of a competitive promotion to the sergeant position. As a result, the median pay of corrections officers at DJJ and GDC generally remains close to the minimum for employees in Pay Grade 11, which ranges from $24,322 to $42,644.

Since the turnover rates among COs and JCO1s are so different, despite pay being generally the same during the years they are most likely to leave the agencies (within two years of their hire date), there may be other differences between the two agencies that would also affect turnover. For example, GDC officers typically work beyond their scheduled shifts as part of a special initiative to increase staffing, and they are paid immediately for their additional hours. By contrast, DJJ officers may regularly be asked to remain on duty due to staffing shortages in the following shift, and they are more likely to accrue compensatory time. In fiscal year 2013, compensatory time was converted to cash when the officer resigned, reached the maximum amount of hours allowed, or at the end of the fiscal year.

Raising new corrections officers' starting salaries would likely decrease turnover rates in these positions; however, it is unlikely to generate enough savings to offset the costs of even a relatively small increase. For example, a $1,000 salary increase to new employees hired in fiscal year 2013 would have cost GDC approximately $3 million; however, adjustments to current officers' salaries to alleviate compression bring the total cost to $10 million. At $10,000 in variable costs for each new hire, GDC would have to decrease its COs' turnover rate from 29% to 13% to fully offset the costs of the salary increase. DJJ JCO1s' turnover rate would have to decrease from 57% to 45% to fully offset the $2 million total costs of a $1,000 salary increase (at variable costs of $13,000 per hire).

Additional strategies that increase officers' take-home pay require less funding and may decrease turnover rates. GDC and DJJ offered military incentives, retention bonuses, and supplemental pay to varying degrees during fiscal year 2013, with GDC officers generally receiving more than DJJ officers. GDC and DJJ also expend funds to pay officers for additional hours worked, though DJJ was more likely to give officers compensatory time and then convert a portion of their balance to cash at the end of the fiscal year, while GDC was more likely to pay officers immediately. Currently these initiatives are not funded through a separate appropriation, but rather through vacancies or by minimizing operating costs.

This review also included community officers at DJJ, GDC, and SBPP. The turnover rate among these officers was significantly lower than that of facility officers. In fiscal year 2013, working level community officers at DJJ left at a rate of 22%, compared to 15% among GDC probation officers and 10% among SBPP parole officers.

In their responses to the report, the three agencies generally agreed with the findings and provided clarification regarding policies and data, which were addressed in the body of the report. DJJ staff further stated the agency is "developing near and long-term measures to improve elements of facility and community salaries; decrease turnover rates and workers' compensation claims; and increase the percentage of employees who are satisfied with their employment." Pertinent portions of DJJ and GDC's responses are included throughout the report.

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Purpose of the Special Examination

This review of the Georgia Department of Corrections, Department of Juvenile Justice, and State Board of Pardons and Paroles was conducted at the request of the Senate Appropriations Committee. The Committee asked that we address the following questions:

1. *What is the salary schedule for correctional officers in these three agencies and how does it compare to other agencies (local, state, or other) that perform similar tasks or are involved in law enforcement?*
2. *What is the percentage of staff turnover in a given year? What is the average length of service for an officer? How much does it cost to train an officer?*
3. *Why do employees of these agencies leave these agencies and what organizations hire them?*
4. *What is the workers' compensation claim trend for these agencies? How do they rank among other state agencies? Could this trend be reduced by having more experienced officers in the facilities?*
5. *Please evaluate and comment on the salary paid, turnover, workers' compensation, training, and any other factor that needs to be included. Could these agencies lower workers' compensation claims and training costs by increasing salaries for correctional officers? Could the savings pay for a salary increase over time?*

A description of the objectives, scope, and methodology used in this review is in Appendix A. A draft of the report was provided to the three agencies for their review, and pertinent responses were incorporated into the report.

Background

Facility and Community Supervision Agencies

The Georgia Department of Corrections (GDC), Department of Juvenile Justice (DJJ), and the State Board of Pardons and Paroles (SBPP) supervise individuals charged with or convicted of crimes by the courts. Each agency employs law enforcement officers who work in secure facilities or manage a caseload in the community.

Georgia Department of Corrections

O.C.G.A. §42-2-5 charges GDC with administering the state's correctional institutions. GDC oversees the custody of nearly 60,000 adult prisoners, the fourth largest prison population in the nation, and supervises approximately 160,000 offenders sentenced to felony probation by a court.

GDC facilities include 32 close and medium security prisons (see **Exhibit 1** on page 3). In fiscal year 2013, the average daily population in the state prisons was approximately 39,000, which represented 107% utilization. GDC also has interagency agreements with 24 counties to lease 5,000 beds for low-risk offenders who provide unpaid labor for the county. Finally, GDC contracts with private prison companies to house 8,000 medium and minimum security offenders at four facilities.

GDC facilities are predominantly staffed with corrections officers who enforce policies and rules, oversee offenders, and patrol assigned areas. Approximately 88% of GDC's nearly 7,300 officers work in the state prisons, with the remainder in probation detention centers, transitional centers, and treatment centers. Among state prisons, the number of officers ranges from 37 (Emanuel Women's Facility) to 406 (Georgia Diagnostic and Classification Prison) with an average of 198.

For offenders sentenced to probation, GDC's services may include regular, intensive, and specialized supervision, day reporting centers, residential substance abuse treatment, and reentry services. GDC operates 113 probation offices—at least one in each of the 49 judicial circuits—and employs approximately 990 probation officers. The average judicial district has approximately 19 probation officers, ranging from seven in the Toombs district to 94 in the Atlanta district. Approximately two probation officers work at each of the 15 day reporting centers, which house non-residential counseling and educational programs to probationers who are low to moderate risk offenders due to drug dependency. The average caseload for standard probation is 287 probationers per officer.

Department of Juvenile Justice

O.C.G.A. §49-4A-3(b) charges DJJ with providing supervision, detention, and rehabilitation of youthful offenders committed to the state's custody. The agency operates secure facilities and provides supervision of juveniles on probation or parole.

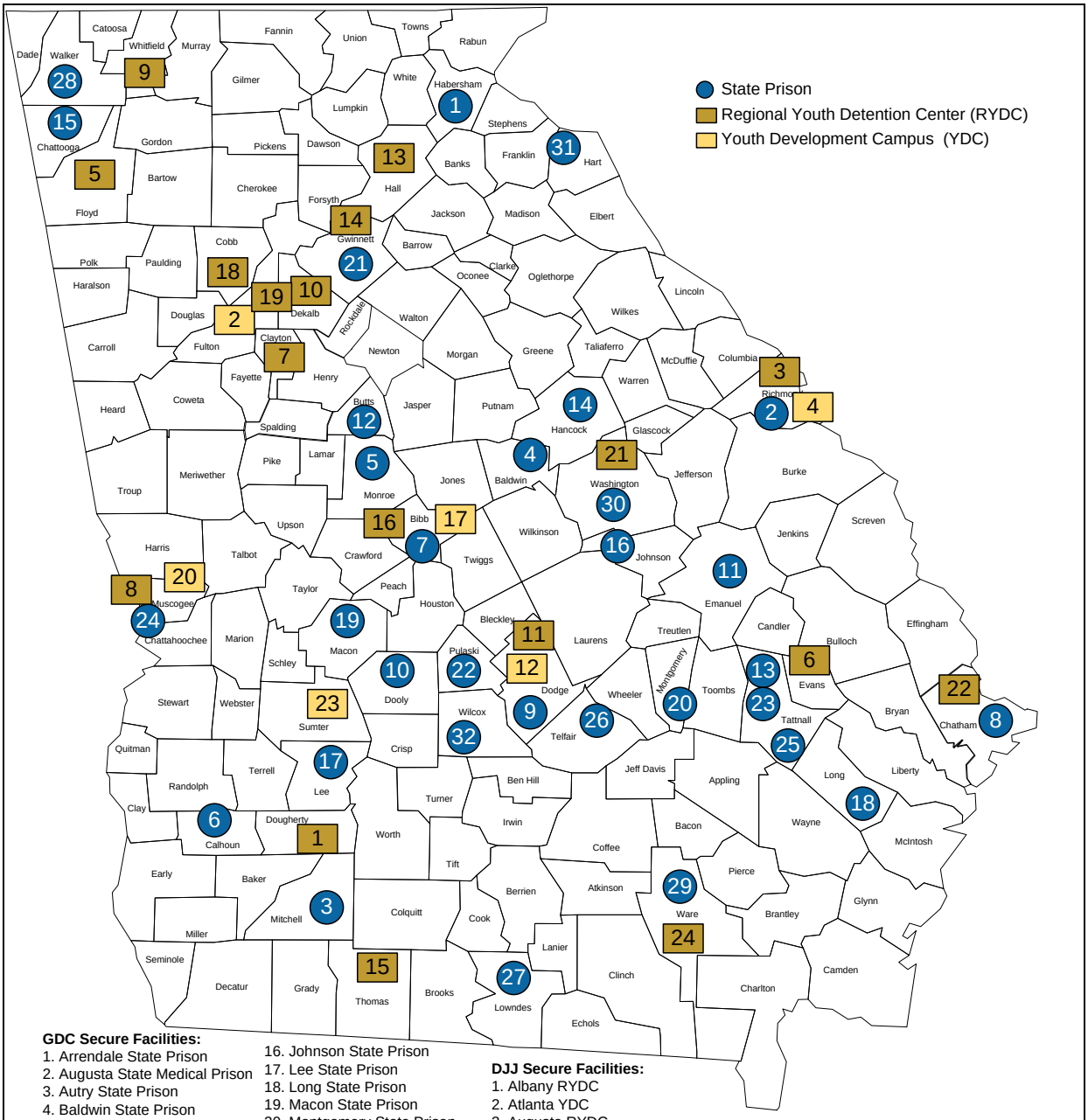
DJJ's Division of Secure Facilities oversees two types of secure facilities (see **Exhibit 1** on the next page): Regional Youth Detention Centers (RYDCs) and Youth Development Campuses (YDCs). RYDCs provide temporary, secure care and supervision to youth charged with offenses or adjudicated as delinquent and are awaiting placement. DJJ operates 18 RYDCs with 1,100 beds that house approximately 900 youth daily. YDCs provide secure care, supervision, and treatment services to youth committed to the custody of DJJ for short- and long-term programs. There are six state YDCs with nearly 900 beds that house approximately 550 youth each day. DJJ also contracts with a private company that operates two RYDCs[2] (an additional 164 beds) and one YDC (an additional 150 beds).

The security staff at DJJ facilities is primarily comprised of juvenile corrections officers whose duties are similar to those at GDC. In fiscal year 2013, approximately 57% (876) of the 1,500 officers were assigned to RYDCs; 40% (618) were assigned to YDCs.

Juvenile offenders released from facilities on parole or sentenced to probation are supervised in the community by juvenile parole and probation specialists (JPPS). Agency staff estimated that JPPSs currently serve approximately 15,000 youth on a daily basis, though this number is expected to increase as more youth are supervised in the community rather than secure facilities. JPPSs work out of 97 DJJ community offices in 11 districts. These may be standard court services offices, high intensity supervision offices for youth who have been in the secure facilities, or multi-service offices in the larger metropolitan areas. The average caseload per officer is approximately 35 offenders.

[2] In October 2013, DJJ announced that one RYDC under private management will be closed by December 31, 2013.

Exhibit 1
GDC and DJJ secure facilities are located throughout the state



GDC Secure Facilities:

1. Arrendale State Prison
2. Augusta State Medical Prison
3. Autry State Prison
4. Baldwin State Prison
5. Burruss Correctional Training Center
6. Calhoun State Prison
7. Central State Prison
8. Coastal State Prison
9. Dodge State Prison
10. Dooly State Prison
11. Emanuel Women's Facility
12. GA Diagnostic and Classification Prison
13. Georgia State Prison
14. Hancock State Prison
15. Hays State Prison
16. Johnson State Prison
17. Lee State Prison
18. Long State Prison
19. Macon State Prison
20. Montgomery State Prison
21. Phillips State Prison
22. Pulaski State Prison
23. Rogers State Prison
24. Rutledge State Prison
25. Smith State Prison
26. Telfair State Prison
27. Valdosta State Prison
28. Walker State Prison
29. Ware State Prison
30. Washington State Prison
31. Whitworth Women's Facility
32. Wilcox State Prison

DJJ Secure Facilities:

1. Albany RYDC
2. Atlanta YDC
3. Augusta RYDC
4. Augusta YDC
5. Bob Richards/Rome RYDC
6. Claxton RYDC
7. Martha Glaze/Clayton RYDC
8. Aaron Cohn/Columbus RYDC
9. Elbert Shaw/Dalton RYDC
10. Dekalb RYDC
11. Eastman RYDC
12. Eastman YDC
13. Gainesville RYDC
14. Gwinnett RYDC
15. Loftiss/Thomasville RYDC
16. Macon RYDC
17. Macon YDC
18. Marietta RYDC
19. Metro RYDC
20. Muscogee YDC
21. Sandersville RYDC
22. Savannah RYDC
23. Sumter YDC
24. Waycross RYDC

GDC COs are also assigned to additional facilities, such as probation detention centers, transitional centers, and treatment facilities.
Source: Agency documents

State Board of Pardons and Paroles

O.C.G.A. §42-9-20 charges SBPP with determining whether adult inmates may be released on parole and the terms of such release. Parolees are supervised by SBPP parole officers, whose duties include determining whether violations of the terms have occurred, investigating incidents, and collaborating with community resources to ensure successful reentry for their parolees.

In fiscal year 2013, SBPP officers supervised approximately 27,300 parolees out of approximately 40 physical and virtual parole offices across the state, each serving one to nine counties depending on the population. The average parole office employs approximately five parole officers, ranging from one (Brunswick) to 14 (Savannah).

Facility and Community Officers

Facility and community officers at GDC, DJJ, and SBPP are classified by the Department of Administrative Services (DOAS) Human Resources Administration as part of the "law enforcement" job family. DOAS and the agencies work together to create job descriptions and qualifications for each position. Within a job series, such as corrections officer, several separate positions exist. These positions may be designated as entry level, working level, advanced level, supervisor, or manager. However, agency personnel may use a different job title when referring to the position. For example, a "Corrections Officer (Supervisor)" may commonly be referred to as a sergeant or lieutenant.

Facility Officers

As shown in **Exhibit 2** on the next page, GDC and DJJ facility officers generally have the same job responsibilities and qualifications. The advancement opportunities within the facility officer job series are also the same.

Approximately 87% of GDC facility officers are corrections officers (CO1 and 2), and approximately 75% of DJJ facility officers have the title Juvenile Corrections Officer 1 (JCO1). These officers are assigned to various posts within the facilities and are charged with keeping order among the inmates or youth. This is the first position within the job series at each agency. After one year in the position, officers are eligible for a 5% salary increase based on performance. At this point, GDC CO1s are also given the working title CO2 (though this is not considered a promotion).

Community Officers

Probation and parole officers at GDC and SBPP are generally similar in job duties and advancement opportunities (see **Exhibit 2**). In addition to working level and supervisor positions, the DJJ job series also includes an entry-level Juvenile Probation and Parole Specialist (JPPS) 1 at the high-intensity supervision offices and an advanced-level JPPS3. Qualifications are also slightly different at DJJ, primarily in that experience may substitute for a college degree in the entry- and working-level positions.

Working level positions comprise the majority of employees within the community positions. JPPS2s make up approximately 57% of DJJ positions, while GDC probation officers and SBPP parole officers make up approximately 83% and 78% of their community positions, respectively. These officers maintain a caseload and ensure their probationers/parolees adhere to the requirements of their sentence.

Exhibit 2
GDC, DJJ facility positions are similar, while GDC and SBPP have more similarities among community officers

Facility Officers

Agency (# of Officers[1])				Classification Level	Job Description	Qualifications
DJJ	#	GDC	#			
Juvenile Corrections Officer 1	1,153	Corrections Officer 1 & 2	6,357	Working Level	Maintain custody of individuals in secure facilities	High school diploma or equivalent Entrance exam & physical test[2]
Sergeant	237	Sergeant	539	Supervisor	First supervisor level; may serve as post or shift supervisor	High school diploma and two years in previous position
Lieutenant	140	Lieutenant	282	Supervisor	Frequently serve as shift supervisors	One year in the previous position **or** two years as supervisor in law enforcement
Captain	16	Captain	65	Manager	Oversee custody and security of offenders	Three years as supervisor in corrections with one year as manager **or** college degree with three years of related experience
Total	**1,546**		**7,267**			

Community Officers

Agency (# of Officers[1])					Classification Level	Job Description	Qualifications
DJJ	#	GDC	#	SBPP	#		
Juvenile Parole & Probation Specialist 1	86				Entry Level	Provide support to community officers (in High Intensity Supervision Offices only)	College degree or two years of prior experience[3]
JPPS2	351	Probation Officer 1 & 2	818	Parole & Senior Parole Officer	280	Working Level	Manage a caseload of individuals	College degree[4]
JPPS3	97					Advanced Level	Manage a caseload of individuals and serve as lead worker	College degree and two years in the previous position
		Probation Officer 3	120	Assistant Chief Parole Officer	36	Supervisor	Provide guidance and supervise work of assigned staff	College degree and one year in the previous position **or** two years in the previous position
Juvenile Program Manager	79	Chief Probation Officer	53	Chief Parole Officer	40	Manager[5]	Manage the activities within the assigned area	College degree and previous experience[6]
Total	**613**		**991**		**359**			

[1] Number of employees as of 6/30/2013
[2] The physical test is only required at GDC. Until November 2013, DJJ did not require its new hires to complete an entrance exam.
[3] Experience restricted to conducting research for law enforcement or serving as a certified peace officer
[4] JPPS 2 and GDC probation officer applicants must have two years of experience at the lower level ***or*** an associate's degree and two years related experience ***or*** a bachelor's degree and six to 12 months at the lower level. GDC staff indicated that probation officers typically have a college degree.
[5] Juvenile program managers are designated as supervisors; however, they share similar job duties as the GDC and SBPP chiefs. Additional job duties equivalent to chiefs are designated to DJJ's district community directors.
[6] Juvenile program managers must have a college degree and five years in the previous position. GDC and SBPP chiefs must have a college degree and two years in the advanced level position **or** three years in the supervisor position.
Source: DOAS, agency interviews, agency personnel data

Like the working level facility officers, GDC and SBPP's working level positions are the first in the job series (entering at either a Probation Officer 1 or Parole Officer). After 18 months in the position, they are eligible for a 10% salary increase and the designation of Probation Officer 2 or Senior Parole Officer.

Financial Information

As shown in **Exhibit 3** below, GDC has the largest budget of the three agencies. Nearly half of GDC's total expenditures go to the state prisons, while probation supervision is a significantly smaller (8%) but growing amount. Within DJJ, secure facilities make up approximately 61% of the total expenses, while community supervision makes up approximately 20%. A large increase in the community supervision budget resulted from a consolidation of supervision and non-secure commitment programs in fiscal year 2013. The budget for the secure facilities has also gradually increased since fiscal year 2010. Finally, the parole supervision program within SBPP makes up approximately 71% of the total budget; funds for this division have decreased since fiscal year 2012.

Since their divisions are so much larger, personnel expenses are higher for facility officers in DJJ and GDC than community officers, as shown in **Exhibit 3**. GDC facility officers make up approximately 60% of the total personnel expenditures, while community officers comprise approximately 10%. DJJ facility officers account for approximately 35% of total personnel costs, while community officers are

Exhibit 3
Facility and community officers comprise a majority of agencies' payroll[1]

	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014[2]
GDC					
Total Expenses	$1,113.4	$1,133.8	$1,132.7	$1,190.0	$1,150.8
State Prisons	519.7	527.7	515.6	563.7	531.1
Probation Supervision	83.9	92.9	96.6	105.7	99.4
Total Personnel Expenses	$562.1	$568.3	$572.8	$588.1	
Facility Officer	342.2	340.5	338.0	345.7	
Community Officer	54,8	59.3	62.0	63.5	
DJJ					
Total Expenses	$295.7	$288.9	$295.8	$298.1	$308.1
Detention Centers	171.3	178.8	181.2	185.2	196.5
Community Services	49.7	53.0	54.1	84.5	83.9
Total Personnel Expenses	$183.0	$176.1	$181.3	$185.9	
Facility Officer	64.5	60.4	61.9	65.5	
Community Officer	29.5	30.9	31.6	31.3	
SBPP					
Total Expenses	$51.4	$54.8	$54.5	$53.5	$53.8
Parole Supervision	38.0	41.1	41.2	36.8	36.4
Total Personnel Expenses	$39.4	$40.7	$41.4	$42.3	
Community Officer	21.5	22.3	22.3	22.3	

[1] Amounts are in millions
[2] Appropriation

Source: Budgetary Compliance Reports; payroll data; appropriations bills

approximately 17%. SBPP community officers make up approximately 54% of the agency personnel budget. Personnel expenses increased in fiscal year 2013 due, in part, to a one-time retention bonus paid by all three agencies to qualifying employees.

Peace Officer Training

GDC, DJJ, and SBPP are considered law enforcement units because they employ personnel authorized to exercise the power of arrest (also known as "peace officers"). Candidates for peace officer positions—which include COs, JCOs, GDC probation officers, and SBPP parole officers—must complete a job-specific basic training course prior to performing any peace officer duties. This training is coordinated through the Peace Officer Standards and Training Council (POST), which establishes the minimum standards[3] and approves the curriculum for these basic courses.

Basic training requirements vary depending on the position. GDC provides COs with five weeks of Basic Correctional Officer Training, while DJJ's basic training for JCOs lasts four weeks. GDC probation officers and SBPP parole officers receive a joint training that lasts nine weeks. Generally, POST training consists of classes related to the officer's job duties and includes academic and practical training. Most positions also have written exams and require firearms qualification. Training for GDC, DJJ, and SBPP officers is conducted off-site at the Georgia Public Safety Training Center (GPSTC) or GDC's Tift College. After completing basic training, peace officers must obtain at least 20 hours of POST-approved training each year to maintain their certification. Although the law does not require a JPPS to receive POST certification, DJJ requires new employees to complete a three-week basic training course at GPSTC.

Other state agencies employing peace officers include the Department of Public Safety, the Georgia Bureau of Investigation, and the Department of Natural Resources; local peace officers include corrections officers, deputy sheriffs, county police, municipal police, and campus police. Officers in the private facilities contracting with DJJ and GDC are also considered peace officers. According to the POST Council, there are approximately 57,000 peace officers employed in 1,000 Georgia agencies.

Fair Labor Standards Act

The Fair Labor Standards Act (FLSA) is the federal statute that governs labor practices throughout the country. The act sets a 40-hour work week and generally provides for cash payment at 1½ times the standard rate for any additional hours worked. The act states, however, that employees in certain occupations—such as law enforcement officers in public agencies[4]—do not accrue overtime until they have worked more than 171 hours in a 28-day period. In addition, these employees do not

[3] To qualify for POST certification, candidates must: be a United States citizen and at least 18 years old; have a high school diploma or equivalent; possess good moral character; have no convictions of state/federal crimes punishable by imprisonment; be free from physical, emotional, or mental conditions as examined by a physician; be fingerprinted; and successfully complete a job-related entrance exam.

[4] FSLA regulations define a law enforcement officer as one who has arrest powers and statutory authority to enforce laws, protect life and property, and prevent crime and who has had comprehensive law enforcement training.

have to receive immediate cash payment for the additional time; rather they may accrue 1½ hours of compensatory time for every additional hour worked. Compensatory time is capped at 480 accrued hours (or 320 work hours); any time above that must be compensated with cash payment.

The act's workweek and overtime policies do not apply to all employees. The facility and community officers in our review fall into both non-exempt and exempt categories, as described below.

- **Non-Exempt** – Officers in this category include DJJ's JCOIs and sergeants, GDC COs, GDC probation officers, and SBPP's parole and senior parole officers. Because they are considered law enforcement, they would accrue overtime after 171 hours in 28 days. DJJ JPPS 1, 2, and 3 positions are also non-exempt; however, since they are not law enforcement they would accrue overtime after working more than 40 hours in a week.

- **Exempt** – Due to the nature of their work, exempt employees do not have the same workweek limitations or assurances of overtime payments or compensatory time. They include DJJ's lieutenants and captains; GDC's sergeants, lieutenants, and captains; DJJ's juvenile program managers; GDC's probation officers 3 and chief probation officers; and SBPP's assistant chief and chief parole officers.

State policy recommends that non-exempt employees accrue compensatory time in lieu of overtime payments where economically practical. This time may be converted to cash if (1) the employee leaves the agency with unused time or (2) the agency decides to lower employees' balances if they are close to reaching the maximum amount allowed (known as an FLSA payout).

The policy also allows state agencies to immediately pay cash if all of the following criteria are met: (1) alternatives to payment – such as granting time off in the same workweek for employees who work extra hours – have been considered and found inapplicable; (2) funds are allotted in the budget or approval has been obtained by the Office of Planning and Budget; and (3) the agency has established a procedure whereby all overtime worked is properly authorized by supervisors.

Requested Information

Salaries

What is the salary schedule for facility and community officers in GDC, DJJ, and SBPP?

DJJ employees are generally paid less than GDC and SBPP employees in comparable positions.

While comparable positions at DJJ, GDC, and SBPP are generally within the same pay grade, actual median base pay varies. DJJ facility officers and community officers are typically paid less than their counterparts at GDC and SBPP, primarily due to lower entry level salaries and fewer years of service. Among comparable DJJ and GDC facility officers, the pay gap grows due to different policies regarding criteria-based supplements and compensation for additional hours worked.

We documented the base salaries of officers employed within the three agencies at the end of fiscal year 2013 (see Appendix B for the minimum, maximum, and median salaries of each position). In addition, we documented the differences in additional pay (including overtime, supplemental pay, and retention bonuses) offered by the three agencies. Facility and community positions are discussed below. Because working level officers comprise the largest percent of employees in these job series, we focused our discussion on these positions.

Facility Officers

As shown on **Exhibit 4** on the next page, comparable GDC and DJJ facility positions are classified within the same pay grade, with one exception. DJJ sergeants' salaries fall within Pay Grade 12, while GDC sergeants fall within Pay Grade 13 (along with GDC lieutenants). Both positions are competitive promotions for COs or JCO1s with at least two years' experience and are the first supervisor level in the job series. We did not determine whether different pay grades were warranted.[5]

Though pay grades have a large salary range, the median salaries for facility officers fall closer to the minimum. For example, because turnover is high in their working level positions, GDC and DJJ must continuously hire new COs and JCO1s—typically at $24,322, the minimum for Pay Grade 11. These officers are eligible for a 5% increase to $25,538 after one year in the position, but any subsequent pay increase would only be through limited competitive promotions to the sergeant's position (since general salary increases have not been provided in recent years).

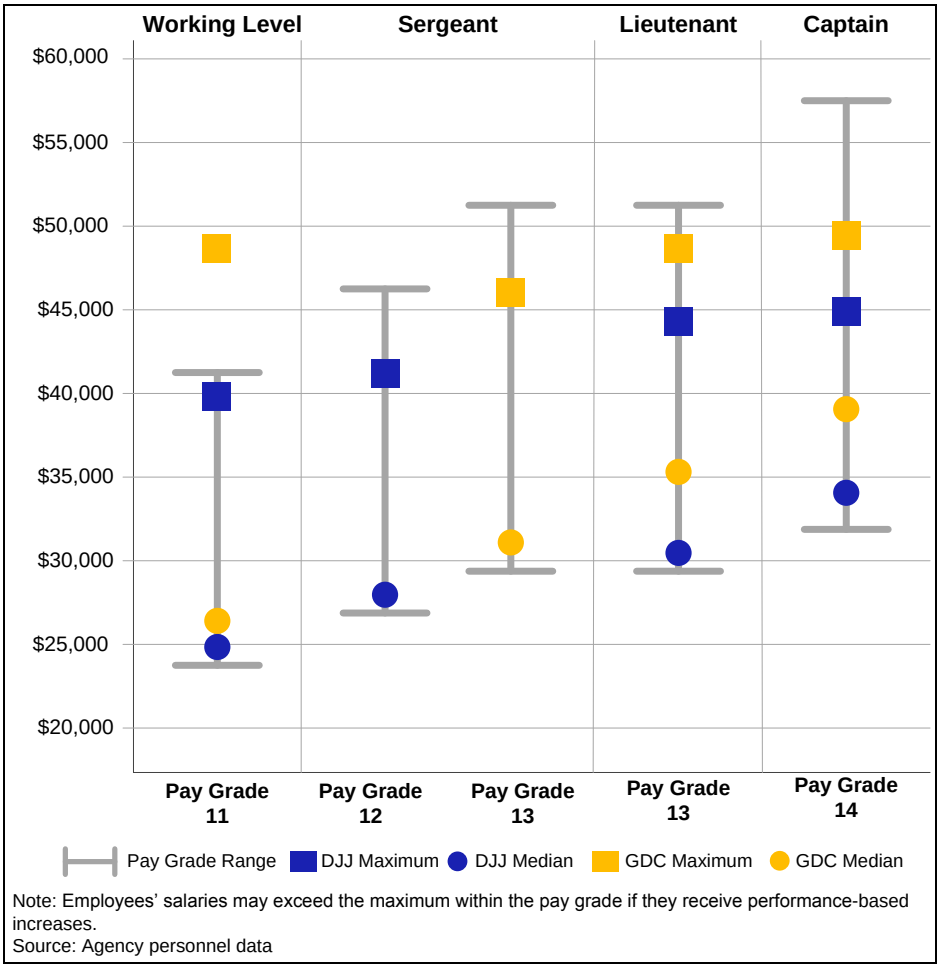
The median base salary at DJJ is less than GDC in all comparable positions (see **Exhibit 4**).[6] The typical salary for a DJJ JCO1 is $25,538, approximately $800 (3%)

[5] Staff at the DOAS Human Resources Administration indicated that they were reviewing pay grade discrepancies as part of a comprehensive review of compensation and job classification, which will be implemented by the end of fiscal year 2014.

[6] The "median" equates to the salary at which 50% of the officers are below and 50% of the officers are above. Due to the range of salaries paid within each position, the median is a better representation of the "typical" employee. The average salary is slightly higher.

less than the typical GDC CO. The pay gap between DJJ supervisors and their GDC counterparts is even wider, with DJJ sergeants making approximately 9% ($3,000) less than GDC sergeants, DJJ lieutenants making 12% ($4,500) less than GDC lieutenants, and DJJ captains making 13% ($5,000) less than GDC captains.

Exhibit 4
Fiscal Year 2013 median base salaries at DJJ facilities are less than those at GDC



Note: Employees' salaries may exceed the maximum within the pay grade if they receive performance-based increases.
Source: Agency personnel data

There are two potential reasons that GDC officers' median base salaries are consistently higher than DJJ: higher entry level salary and higher tenure, as discussed below.

- **Higher Entry-Level Salary** – Both GDC and DJJ pay a typical new corrections officer a starting salary of $24,322. However, this base pay may increase if the officer served in the military[7] or had previous work experience before coming to the agency. In fiscal year 2013, approximately 32% of new GDC COs with less than one year in the position received

[7] The military incentive increases officers' base pay by between 2.5% and 10% depending on years of military service. DJJ implemented military incentives in fiscal year 2013. GDC, by contrast, has been providing the increased pay for military experience for more than five years.

salaries greater than $24,322, compared to 27% of JCOIs. Officers paid a higher entry-level salary would also be paid more than $25,538 after the 5% increase that occurs at one year.

- **Longer Tenure** – While differences in the working level salaries may be explained by higher entry salaries, differences between GDC and DJJ supervisor pay may be explained by longer tenure. GDC officers in all positions generally have more years of experience than DJJ officers, and they may have benefitted from general salary increases that occurred prior to 2008. Approximately 80% of GDC sergeants have been with the state for more than five years, compared to 60% of their DJJ counterparts.

  It should be noted that even with the same years of experience, GDC generally paid higher base salaries than DJJ. This is likely due to the increased entry-level salaries discussed above.

In addition to base salaries, facility officers may receive other pay for additional hours on duty or for working in close security facilities or on special assignment. Some DJJ and GDC officers also received a retention bonus at the end of fiscal year 2013. We reviewed the additional pay among officers employed for the full fiscal year 2013 and found that gaps between DJJ and GDC are further compounded.

As shown in **Exhibit 5**, GDC officers who were paid overtime, supplemental pay and the retention bonus generally received more than DJJ officers; however, DJJ officers received more in payouts for hours accrued under the Fair Labor and Standards Act (FLSA).[8] The types of additional pay given to facility officers in fiscal year 2013 are discussed below.

- **FLSA Payments** – Officers at the two agencies accrue FLSA hours when they are required to work extended shifts. Approximately 75% of the DJJ JCOIs we reviewed received FLSA payouts for additional hours worked, and the typical officer received nearly $640 during the fiscal year—approximately 2½ times the typical $240 received by approximately 40% of GDC officers. The gap among sergeants was even greater due to different FLSA classifications. Unlike DJJ sergeants, GDC sergeants are classified as FLSA exempt and thus do not accrue compensatory time for additional hours worked in their current position. However, GDC sergeants (along with other exempt officers) could receive FLSA payments for hours accrued while they were non-exempt employees.

- **Overtime** – While DJJ officers were more likely to accrue compensatory time in fiscal year 2013, GDC officers were more likely to receive immediate payments for additional hours worked. The total overtime paid was higher at GDC—approximately $220 more among working level officers, $1,500 more among sergeants, and $500 more among lieutenants and captains. According to agency staff, GDC officers receive overtime pay when they volunteer for additional full shifts as part of a special staffing initiative.

[8] FLSA hours are converted to cash (i.e., an FLSA payment) when an officer leaves the agency prior to using his or her compensatory hours. In addition, agencies may pay down officers' balance in a lump sum (as DJJ and GDC did in fiscal year 2013) when it appears the balance of hours is reaching the maximum amount allowed (480 hours), which would then trigger immediate overtime payments.

Exhibit 5
GDC officers received a larger amount of additional pay in fiscal year 2013

		FLSA[1]		Overtime[1]		Supplemental Pay		Retention Bonus	
	Total Officers[2]	% of Officers	Median[3]	% of Officers	Median	% of Officers	Median	% of Officers	Median
Working Level									
DJJ JCO1	648	75%	$639	8%	$700	61%	$796	64%	$600
GDC CO1 & 2	4,810	40%	$238	30%	$918	54%	$1,732	74%	$800
Sergeant									
DJJ	190	77%	$1,089	11%	$440	59%	$536	90%	$700
GDC	553	22%	$384	30%	$2,019	56%	$2,222	88%	$1,000
Lieutenant/ Captain[4]									
DJJ	133	21%	$635	5%	$1,232	56%	$268	92%	$1,000
GDC	353	3%	$525	25%	$1,746	66%	$3,042	87%	$1,000

[1] Exempt employees (GDC sergeants, lieutenants, and captains and DJJ lieutenants and captains) may receive cash for additional hours worked if they had accrued FLSA hours as a non-exempt employee (but had not been able to use them). These officers may also receive overtime payments if the commissioner has granted special authorization.

[2] Officers who received a full year of regular earnings in fiscal year 2013. These represented approximately 36% of all DJJ JCO1s who were employed during the year, 57% of GDC COs, and over 75% of sergeants, lieutenants, and captains.

[3] Median of recipients

[4] Since it was not possible to distinguish lieutenants and captains in GDC's payroll data, the positions were combined for both agencies. There are approximately four GDC lieutenants for every captain and eight DJJ lieutenants for every captain.

Source: Agency payroll data

- **Supplemental Pay** – Though a larger proportion of DJJ officers received supplemental pay, the typical GDC officer received significantly higher amounts. For example, 61% of JCO1s were typically paid nearly $800 for the year, compared to approximately $1,750 among 54% of COs. DJJ officers have two primary supplements—one for working with youth in special management units and one for working in maximum security, highly populated, or special facilities. GDC's supplemental pay opportunities are for officers working in close security facilities or prisons with high turnover rates, along with officers working in special management units.

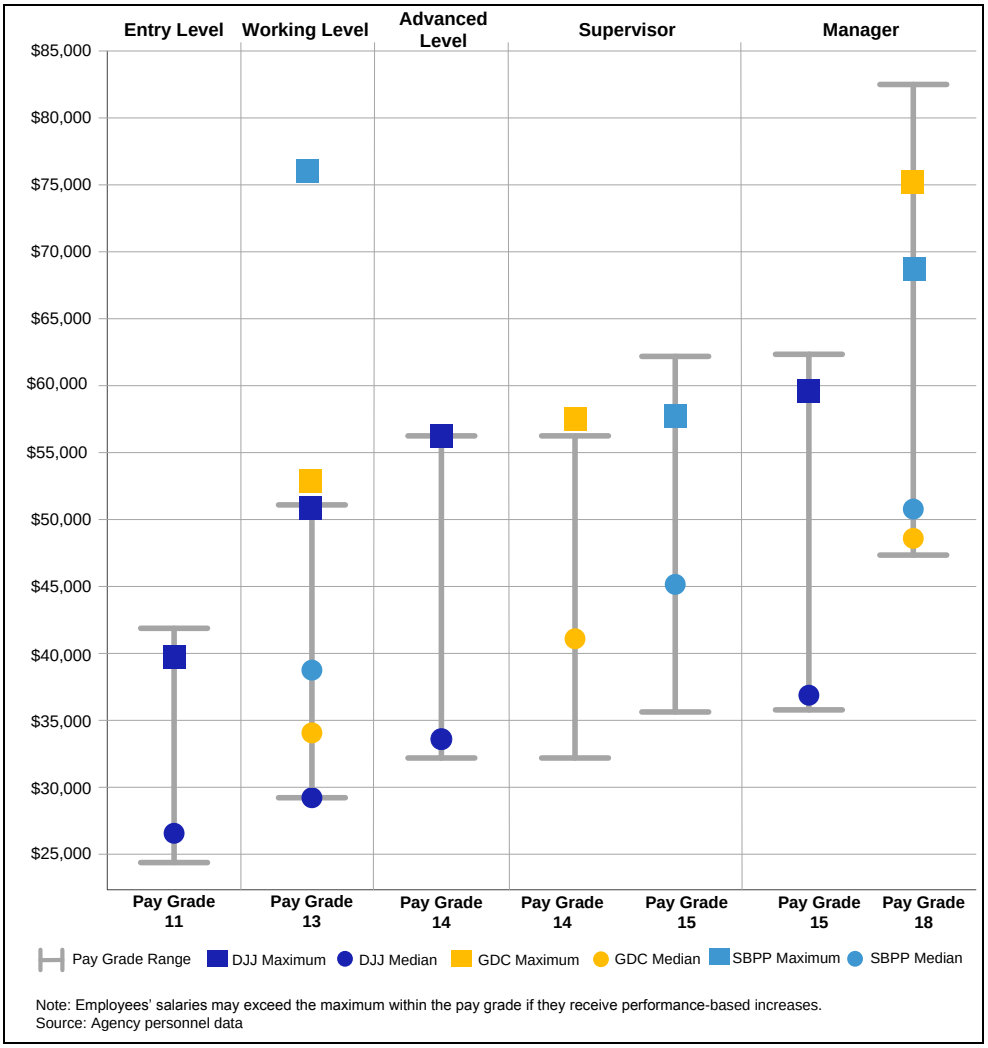
- **Retention Bonus** – GDC and DJJ gave retention bonuses to facility and community officers at the end of fiscal year 2013. The bonus structures at GDC and DJJ were the same—a minimum of $200 for officers with two years of service and an additional $100 for each subsequent year up to 10 years or $1,000. Both agencies require officers to pay back a portion of the bonus if they leave within a year. Since the bonuses were based on tenure, the percent of officers receiving a payment and the amount given varied within and between the two agencies, with GDC providing higher bonuses to a larger proportion of its officers.

Community Officers

Comparable DJJ, GDC, and SBPP positions are generally in the same pay grade, with a few exceptions **(see Exhibit 6)**. A GDC probation officer 3 is categorized within Pay Grade 14, and an assistant chief parole officer at SBPP is in Pay Grade 15. Both are considered supervisors; however, an assistant chief parole officer at SBPP carries

a caseload, while a GDC probation officer 3 typically does not. In addition, while the DJJ juvenile program manager has similar job duties as the chiefs at GDC and SBPP, the position is categorized as Pay Grade 15 rather than 18.

Exhibit 6
Fiscal year 2013 median salaries among GDC community officers are less than those among SBPP officers



Note: Employees' salaries may exceed the maximum within the pay grade if they receive performance-based increases.
Source: Agency personnel data

The median salaries for DJJ community positions fall at or slightly above the minimum salary for their respective pay grades. By contrast, median salaries for SBPP parole officers and GDC probation officers fall closer to the middle of the pay grade, with the exception of the chief parole officers and chief probation officers. As previously discussed, officers with longer tenure (more common at SBPP) may have benefitted from past opportunities for pay increases.

SBPP parole officer positions make the highest median salaries, while DJJ JPPS positions make the lowest (see **Exhibit 6**). It should be noted that qualifications for DJJ community positions are not the same as those for a GDC probation officer or SBPP parole officer. Most notably, while a college degree is a standard requirement

for probation/parole officers, JPPS2s do not have to have that level of education if they have at least two years' experience. As such, salary comparisons are primarily made between GDC and SBPP positions.

SBPP parole officers are paid a median salary of $38,700, approximately 12% more than GDC probation officers' median salary of $34,600. According to agency staff, the difference could be attributed to how the agencies addressed current employees' pay when a new minimum salary went into effect. GDC generally adjusted salaries to the minimum (i.e., what a new hire was paid), while SBPP adjusted salaries to ensure current employees would still be paid more than a newer employee who received the pay increase after 18 months.

Since no adjustments have been made to the minimum salaries in recent years, the gap between median salaries is likely to diminish moving forward. The majority of newly hired SBPP parole officers (i.e., those who have been in the position for less than 18 months) are paid $32,103, approximately 2% more than the $31,474 received by the majority of newly hired GDC probation officers. Upon receiving the 10% salary increase offered by both agencies at 18 months, most SBPP parole officers would then make $35,313, while the GDC probation officers would make $34,621.

There is also a pay gap between the first level supervisors at SBPP and GDC, with assistant chief parole officers making a median salary approximately 10% ($3,900) more than GDC Probation Officers 3, and SBPP chief parole officers make 6% ($2,800) more than GDC chief probation officers.

Unlike facility officers, the typical community officer rarely receives supplemental pay. The employees who received a full year of earnings at GDC, DJJ, and SBPP during fiscal year 2013 typically received only their base salary and the retention bonus offered to community and facility officers at the end of the fiscal year.

***Agency Response**: In its response, DJJ noted that "while the qualifications and some of the duties [of GDC and DJJ sergeants] may be similar, GDC Sergeants are classified as FLSA Executive Exempt (managers) and are on the same pay grade as Lieutenants. [DJJ Sergeants] are nonexempt and are on a lower pay grade." In a subsequent interview, DJJ staff indicated that despite some differences in managerial authority, it was not inappropriate to make salary and turnover comparisons between the two positions.*

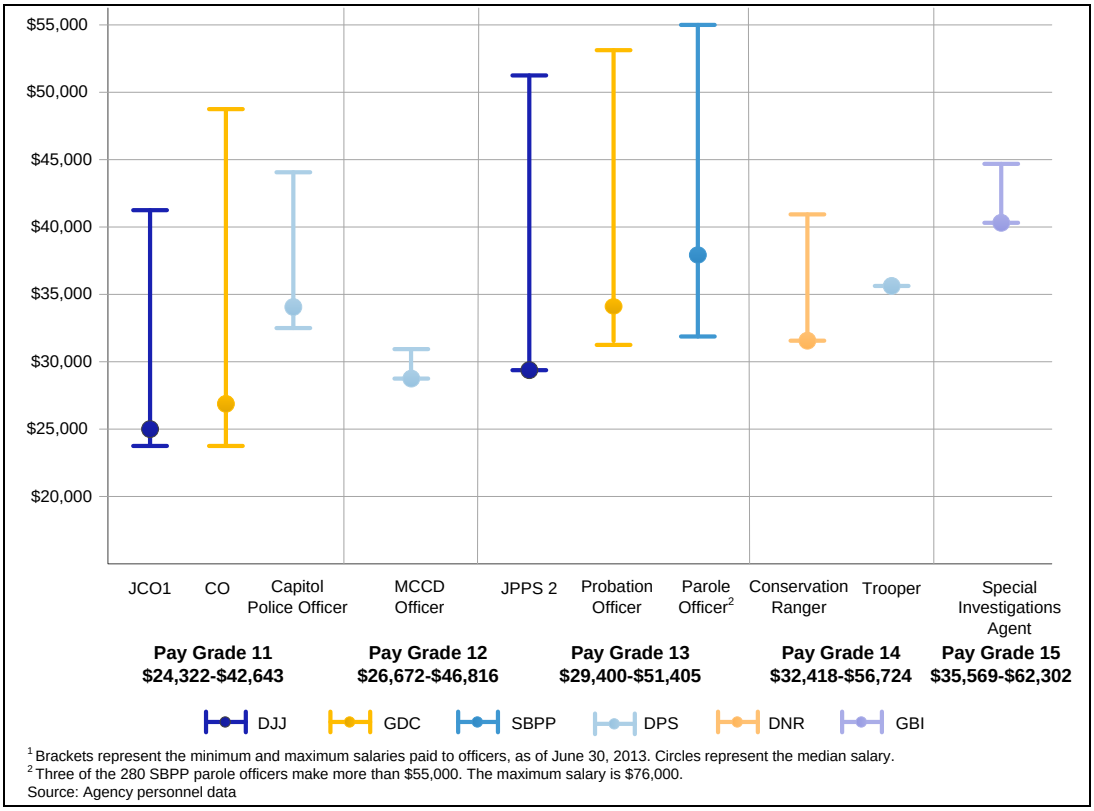
How do the salaries of officers at GDC, DJJ, and SBPP compare with other agencies involved in law enforcement?

Corrections and probation/parole officers have lower starting salaries than other law enforcement positions in state government.

GDC, DJJ, and SBPP generally pay their new officers lower starting salaries than other state agencies that employ law enforcement officers, including the Department of Natural Resources (DNR), the Department of Public Safety (DPS), and the Georgia Bureau of Investigations (GBI). However, these positions differ greatly regarding job duties and qualifications.

As shown in **Exhibit 7**, most law enforcement officers enter at a higher pay grade than corrections or community officers. For example, entry-level troopers at the Georgia State Patrol (the largest law enforcement job series within DPS) are hired into Pay Grade 14—the same pay grade as GDC and DJJ captains, who may have more than 10 years of service with the state. Despite being in a lower pay grade, however, SBPP parole officers receive the second highest median salary of the positions—behind only GBI agents (this may be because parole officers, on average, have been in the position nearly twice as long as officers in the other positions). The typical JCO1 and CO is paid the least.

Exhibit 7
Salaries for other entry-level law enforcement positions are generally greater than GDC, DJJ, and SBPP[1]



[1] Brackets represent the minimum and maximum salaries paid to officers, as of June 30, 2013. Circles represent the median salary.
[2] Three of the 280 SBPP parole officers make more than $55,000. The maximum salary is $76,000.
Source: Agency personnel data

Job duties of corrections and probation/parole officers are quite different than those of other law enforcement positions. Officers in positions at DPS, DNR, and GBI may patrol designated areas, inspect commercial vehicles, respond to emergencies, or investigate crashes or felony crimes. Below is a brief explanation of the job duties and qualifications of each law enforcement position in our review.

- **DPS Capitol Police Officer** – Capitol Police officers are assigned to Capitol Hill and may guard buildings, direct traffic during special events, and apprehend criminal suspects. These officers are not required to have a college degree.

- **DPS Motor Carrier and Compliance Division (MCCD) Officer** – MCCD officers inspect commercial motor vehicles to ensure compliance with federal and state laws. They may also investigate commercial vehicle accidents and respond to emergencies. A college degree is not required.

- **DNR Conservation Ranger** – In enforcing state laws related to conserving natural resources, rangers may conduct special investigations or undercover operations, train hunters and boaters, and patrol assigned areas. Applicants must have an associate's degree or two years of college credit.

- **DPS Trooper** – DPS troopers primarily patrol highways and state roads to enforce traffic and criminal laws, as well as investigate traffic crashes and assist motorists. Troopers complete over 1,500 hours of basic training, compared to approximately 200 to be a certified corrections officer and approximately 360 to be a certified probation/parole officer. They do not have to have a college degree.

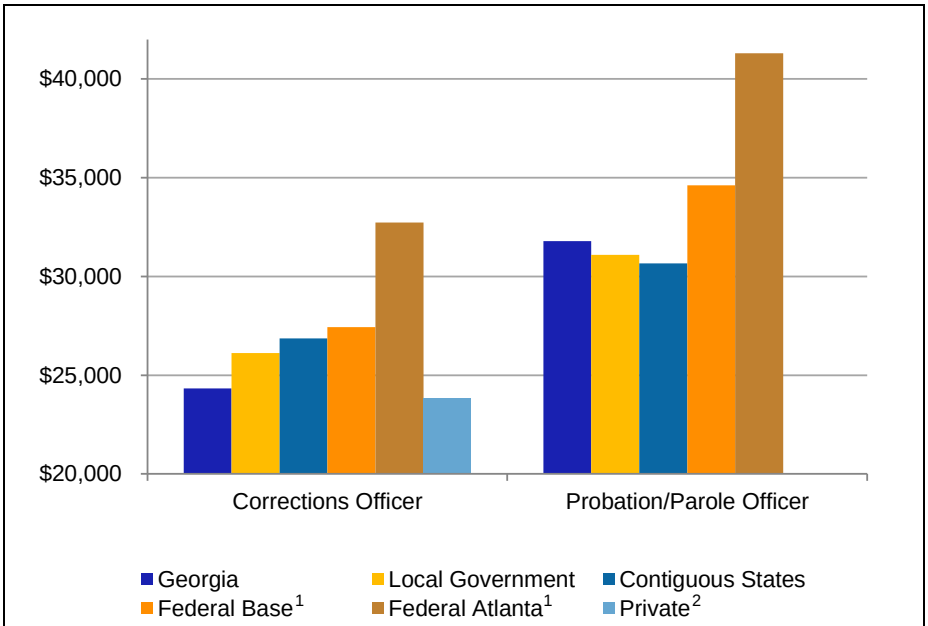
- **GBI Special Investigations Agent** – Agents investigate felony crimes (such as murder and white-collar crime) by conducting surveillance, interviewing witnesses and suspects, and coordinating among multiple agencies. Applicants must have an undergraduate degree.

How do the salaries of officers at GDC, DJJ, and SBPP compare to other agencies that perform similar tasks?

Starting salaries for Georgia corrections officers are generally lower than those doing similar work in other agencies. Starting salaries for probation and parole officers, however, are generally comparable or higher.

As shown in **Exhibit 8,** Georgia pays its corrections officers lower starting salaries than the federal government, most contiguous states, and many local governments; however, corrections officers' starting salaries are slightly higher than those in private facilities that contract with the state. Starting salaries for probation/parole officers at GDC and SBPP are generally higher than comparable agencies, except for the federal government.

Exhibit 8
Georgia corrections officers' starting pay is less than that of officers employed by local, federal, and other state agencies



[1] The federal government's general pay scale includes a locality supplement for the Atlanta metro area, which covers 33 counties. The supplement is a 19% increase over the base.
[2] Salaries were not obtained from private probation offices.
Source: Agency personnel data and web review; DCA Wage and Salary Survey

Local Governments

According to the most recent results from the wage and salary survey conducted by the Department of Community Affairs (DCA), local governments generally pay more than DJJ and GDC for entry-level facility officer positions.[9] The average starting salary among the 80 county respondents was $26,128, approximately $1,800 more than JCOIs or COs.

As shown in **Exhibit 9** on the next page, several state facilities are in or surrounded by counties that pay higher starting salaries than the state. For example, Gwinnett County, where Phillips State Prison and Gwinnett RYDC are located, pays entry level officers approximately $37,000—$13,000 more than what GDC or DJJ pays. Likewise, Chatham County, which pays its starting corrections officers $33,000, houses a state prison and an RYDC.

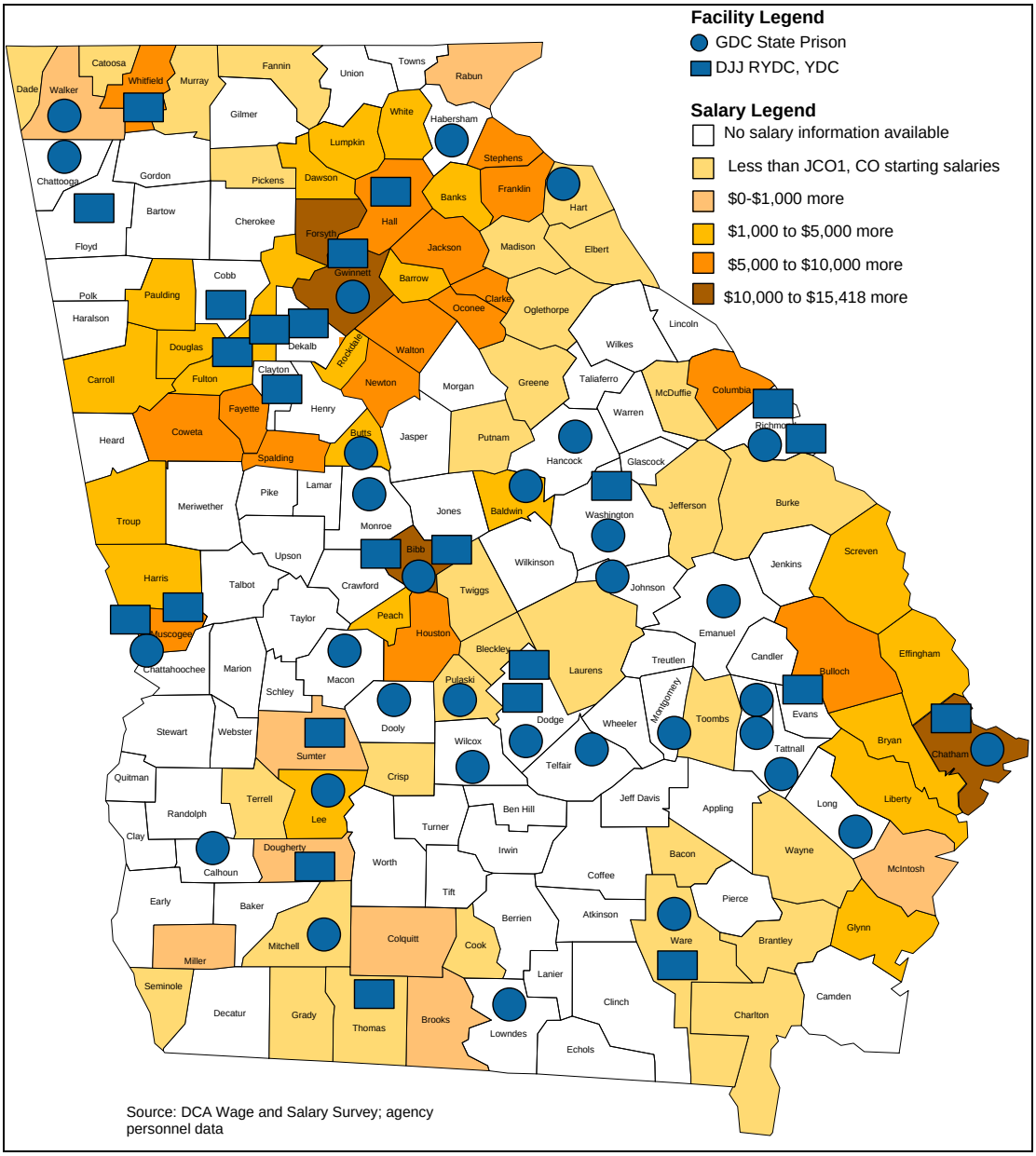
Entry-level GDC and SBPP probation/parole officers generally make more than their local government counterparts. The average starting pay among the 11 county respondents[10] was $31,090, about $400 less than GDC probation officers' starting

[9] There are two types of local corrections officers: detention officers (who work in county jails) and corrections officers (who work in county correctional institutions, which house adjudicated inmates). DCA received responses from 72 (50%) of the 146 counties with jails and 19 (76%) of the 25 counties with correctional institutions/prisons. Some counties reported for their jails and correctional institutions/prisons.

[10] According to the County and Municipal Probation Advisory Council within Georgia's Administrative Office of the Courts, 26 counties operate a probation office, resulting in a 42% response rate.

pay and $1,000 less than what starting parole officers receive at SBPP. However, DJJ's JPPS2 employees are typically paid a starting salary of $29,400—approximately $1,700 less than the county officers.

Exhibit 9
Georgia corrections officers are often paid less than officers employed by counties that house or surround state facilities



Other States

According to a 2012 National Compensation Association of State Governments wage survey, Georgia salaries are generally less than averages for the nation, southeast, and contiguous states. Similarly, 2012 data from the Bureau of Labor Statistics shows annual salaries in Georgia are among the lowest in the nation for both corrections and probation officers.

To confirm the starting salaries in the states surrounding Georgia, we reviewed job postings for adult corrections and probation/parole officers on the states' web sites. As shown in **Exhibit 10** below, Georgia ranks fifth among six states for starting corrections officer pay and pays approximately $2,500 less than the average for the contiguous states. Starting salaries for GDC probation and SBPP parole officers rank third and are slightly higher than the average for contiguous states. The starting salary for a DJJ JPPS2 is approximately $800 less than the average among states with similar positions ($30,182).[11]

Exhibit 10
Corrections officers' starting salaries are lower in Georgia than surrounding states

Corrections Officer		State Probation, Parole Officer[1]	
State	**Starting Salary**	**State**	**Starting Salary**
North Carolina	$28,826	Alabama	$33,902
Alabama	$28,516	North Carolina	$33,190
Florida	$28,007	Georgia	$31,474/$32,103
Tennessee	$24,852	Florida	$30,435
Georgia	$24,322	South Carolina	$28,672
South Carolina	$24,096	Tennessee	$27,072
Average of Contiguous States	**$26,859**	**Average of Contiguous States**	**$30,654**

[1] Adult probation/parole officers
Source: Website review

Other states have also implemented various strategies to further advance corrections officer salaries. For example, South Carolina incrementally increases corrections officers' salaries by 4% after training then by 4% after six months, 3% after 12 months, and 2% after 18 months. In addition, Florida increases officers' salaries after they have passed their certification training. Georgia increases corrections officers' pay by 5% after one year and probation/parole officers' pay by 10% after 18 months.

Federal Government

The federal government employs both corrections and probation officers in Georgia, and entry-level officers' job duties are similar to Georgia's, though the qualifications are more stringent. The federal pay for officers varies depending on where officers are assigned. Qualifications and salaries for each position are described below:

- **Corrections Officers** – The federal government operates two federal prisons in Georgia—Jesup's Federal Correctional Institution in southeast Georgia and the United States Penitentiary in Atlanta. Under the Office of Personnel Management's General Schedule, new federal corrections officers at the Jesup prison receive a base salary of $27,431. Those at the Atlanta prison receive a 19.29% increase assigned to the metro Atlanta area, which results in a salary of $32,722. Federal corrections officers must have a college degree ***or*** three years' experience.

[11] Salaries for state juvenile probation positions ranged from $27,087 in Florida to $35,761 in North Carolina. Tennessee was the only contiguous state that did not have an equivalent state position.

- **Probation Officers** - There are 15 federal probation offices across the state. Federal probation officers are paid according to the Court Personnel System, which provides an Atlanta locality salary ($41,298) to employees at five of the 15 offices. Base pay for entry-level probation officers at the remaining 10 locations is $34,620. Applicants must have a college degree ***and*** one year of experience.

Qualifying working level officers[12] at GDC, DJJ, and SBPP may not immediately receive a higher base salary if they left for a federal position—particularly if the federal position is located outside the Atlanta metro area. The median salary for a qualifying CO at GDC is $28,266, about $835 more than an entry-level federal officer working outside of Atlanta. Approximately 30% of qualifying GDC COs would receive a higher salary if they were hired to work at the federal prison in Jesup. Nearly all would be paid more if they were hired at the Atlanta prison. Likewise, a large majority of GDC and SBPP community officers would have higher salaries at one of the five federal probation offices in metro Atlanta, though this is not the case elsewhere in the state.

Though starting salaries may not always be higher for qualifying officers, federal pay would likely increase at a faster rate with each additional year of experience. Under the federal pay systems, employees are given salary increases based on longevity and performance. For example, new corrections officers are eligible for a non-competitive increase each year for the first two years of employment, which would increase their salary by 6.7% to $29,259 or $34,903 (depending on the location). By contrast, GDC and DJJ salary increases for working level officers with three years' experience are primarily tied to a competitive promotion to sergeant.

Private Facilities

GDC and DJJ contract with three private prison corporations to operate eight facilities (four adult prisons and four youth detention centers). We contacted these corporations and received salary information from two (which operate three adult prisons and three juvenile centers).

Starting salaries for GDC and DJJ corrections officers ($24,322) are comparable to or slightly higher than those paid by private facilities. The starting salaries at the three private state prisons ranged from $23,192 to $24,440, while entry-level officers at the youth detention centers are paid between $21,824 and $25,191.

While their annual salaries are lower, officers at the private facilities receive compensation for work beyond 40 hours per week. By contrast, GDC and DJJ officers must accrue more than 171 hours over a 28-day period to receive payment for additional hours worked. In addition, officers in private facilities receive overtime pay instead of FLSA compensatory time for additional work hours during a week. As such, officers in private facilities may receive higher "take-home pay" on a regular basis. At one private youth facility, for example, the average overtime is nearly $4,000, which increases officers' take-home pay (a $22,000 base) to $25,800.

[12] Because information about the educational attainment of COs and JCOs is not available, qualifying employees were identified based on the number of years in the position (three or more). Qualifying probation and parole officers were identified as having at least one year of experience in the position.

Turnover Rates & Length of Service

What is the percentage of staff turnover in a given year?

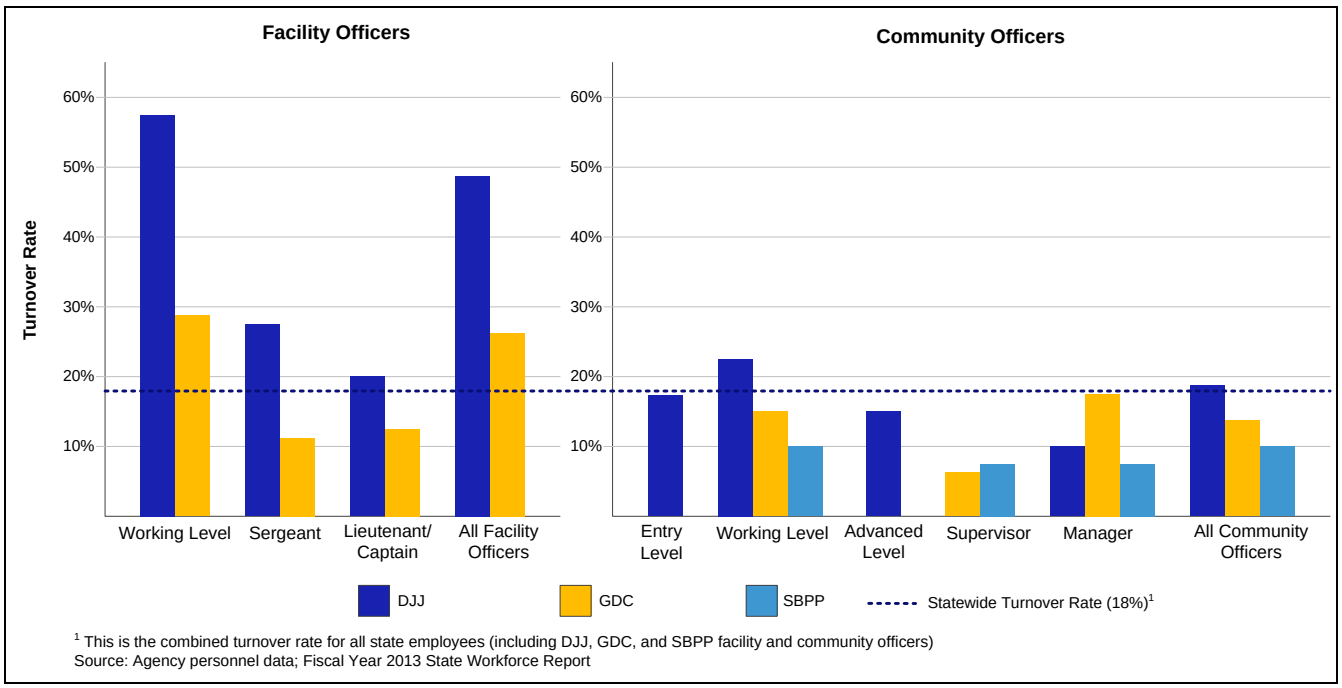
Correctional institutions have significantly higher turnover than probation/parole offices. The turnover rate among DJJ corrections officers is considerably higher than the rate for GDC officers in similar positions.

In fiscal year 2013, turnover rates for the positions under review varied significantly, and some were higher than the state government rate of 17.9%. In particular, DJJ JCOIs' turnover rate was 57%—more than three times the statewide average and nearly twice that of GDC COs.

The Bureau of Labor Statistics defines annual turnover as *the number of total separations for the year divided by the average monthly employment for the year*. To calculate the turnover rate for fiscal years 2010 through 2013, we used personnel data to determine the number of employees who left during the year (primarily due to terminations, resignations, or retirements) and divided it by the average number of employees receiving a paycheck per month. A more detailed description of our methodology can be found in Appendix A.

As shown on **Exhibit 11**, fiscal year 2013 turnover rates among facility officers were significantly higher than community officers and the statewide average. In addition, turnover rates for DJJ facility officers and community officers were higher than most of the comparable positions at GDC and SBPP.

Exhibit 11
Fiscal year 2013 turnover within DJJ is higher than GDC, SBPP, and the state average



[1] This is the combined turnover rate for all state employees (including DJJ, GDC, and SBPP facility and community officers)
Source: Agency personnel data; Fiscal Year 2013 State Workforce Report

Below is a discussion of facility and community officers in our review. We focused primarily on working level officers because they comprise a large majority of the facility and community positions at each agency and turnover rate is generally higher than that of supervisors.

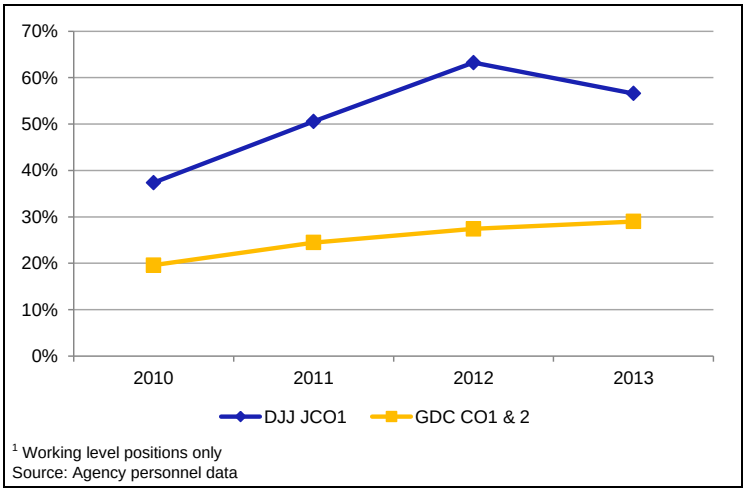
Facility Officers

From fiscal year 2010 through 2013, the turnover rate among DJJ JCO1s averaged 52%, or approximately 590 departures each year, compared to 25% among GDC COs, or approximately 1,700 departures each year.

As shown in **Exhibit 12**, GDC COs' turnover rate has gradually increased from 20% in fiscal year 2010 to 29% in fiscal year 2013. The turnover rate among JCO1s increased from 37% in fiscal year 2010 to 63% in fiscal year 2012 but dropped to 57% during fiscal year 2013. This is most likely related to the decrease in turnover rates at larger facilities such as Augusta YDC (which dropped from 158% to 67%) and Eastman YDC (which decreased from 87% to 59%).

Turnover rates varied among GDC and DJJ facilities, as shown in Appendix C. Fiscal year 2013 turnover rates among officers in GDC state prisons averaged 31%, compared to transitional centers, probation detention centers, and parole revocation centers, which ranged from 8% to 18%. Among the state prisons, turnover rates ranged from 16%[13] (Washington State Prison) to 49% (Telfair State Prison). At DJJ, average turnover rates were higher among the RYDCs (61% vs. 52% at YDCs). Turnover rates at the RYDCs ranged from 4% in Sandersville to 85% in Savannah; YDC rates ranged from 20% in Macon to 93% in Atlanta.

Exhibit 12
DJJ turnover rates have decreased in the last year but remain significantly higher than GDC[1]

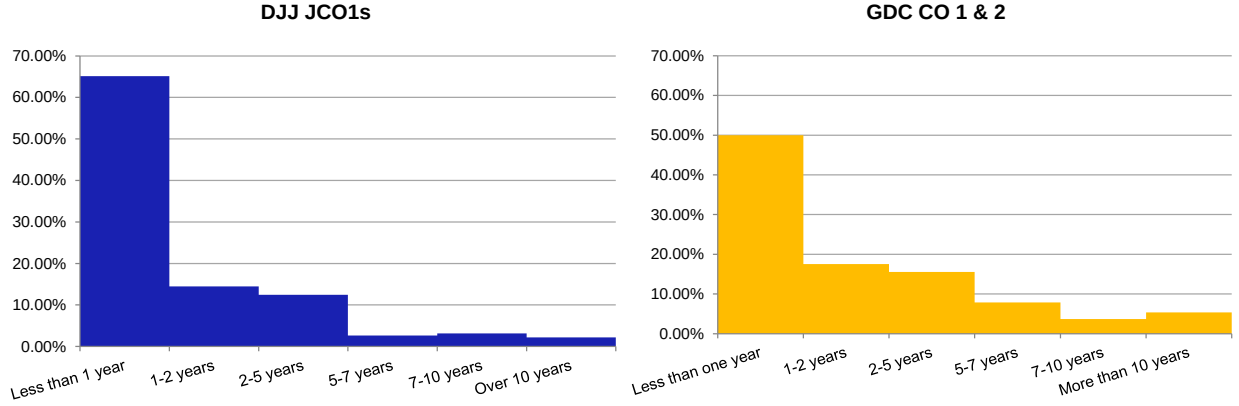


[1] Working level positions only
Source: Agency personnel data

A large portion of JCO1s and COs who left in fiscal year 2013 did so within a year of their hire date, as shown in **Exhibit 13** on the following page. The typical departing officer left DJJ after approximately seven months, compared to one year at GDC.

[13] Whitworth Women's Facility had 5% turnover but was excluded since it opened in fiscal year 2013.

Exhibit 13
Many working level officers who left GDC and DJJ facilities in fiscal year 2013 did so within a year of their hire date



[1] This analysis excludes retirements and deaths, which made up 1% of JCO1 departures and 9% of CO departures.
Source: Agency personnel data

We noted that retention rates varied among facility officers based on gender and ethnicity. Our analysis found black female officers were the least likely to resign within a year, and officers most likely to resign GDC and DJJ were white males and white females, respectively. Among GDC COs hired between fiscal years 2010 and 2012, we found that 35% of the females had left within a year, compared to 44% of males. At DJJ, approximately 53% of female JCO1s had left, compared to 58% of males. Regarding ethnicity, approximately 45% of white COs left GDC within a year, compared to 38% of black COs. At DJJ, approximately 67% of white JCO1s had left, compared to 54% of black JCO1s.

Community Officers

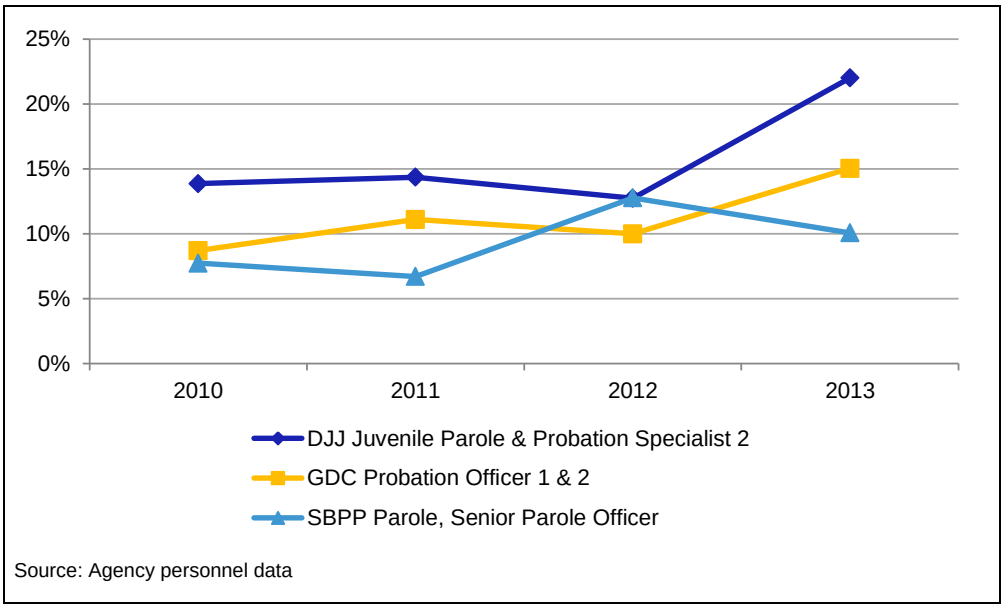
The average turnover rate for the past four years was lower among community officers than facility officers, and the rates of DJJ JPPS2 were higher than the rates of comparable working level positions at GDC and SBPP. From fiscal year 2010 through 2013, the average rate for DJJ JPPS2s was 16% (an average of 58 departures each year), compared to 11% (103 departures) among GDC probation officers and 10% among SBPP parole officers (26 departures).

Turnover rates among community officers at DJJ, GDC, and SBPP have fluctuated over the past four years (see **Exhibit 14** on the next page). Most notably, DJJ JPPS2 rates increased from 13% in 2012 to 22% in 2013, and rates among GDC probation officers increased from 9% to 15%. SBPP parole officer rates decreased from 13% to 10% over the same time period, though they nearly doubled between 2011 and 2012.

Community officers who left in fiscal year 2013 were typically with the state longer than facility officers—leaving DJJ after nearly five years of service, GDC after approximately three years, and SBPP after approximately 2.7 years. Approximately 7% of JPPS2s left DJJ within a year of their hire date, compared to 12% of GDC probation officers and 25% of SBPP parole officers.[14]

[14] The 25% represents five out of 20 departures from SBPP, compared to five out of 72 departures from DJJ and 12 out of 102 departures from GDC.

Exhibit 14
Community officer turnover rates have varied over past four fiscal years



Source: Agency personnel data

***Agency Response**: In its response to the report, GDC noted that the methodology used to calculate turnover rates does not capture the number of employees who are on leave without pay and are still considered employees of the Department. GDC stated, "Because these employees are not included the Department feels that the turnover rate is inflated."*

***DOAA Response**: Officers on leave without pay represent a small portion of the total number of employees at the agencies. As such, their exclusion has a minimal impact on the turnover rate calculations at the agency level. Further description of our methodology can be found in Appendix A.*

What is the average length of service for an officer?

DJJ officers have less experience than those in similar positions at GDC or SBPP.

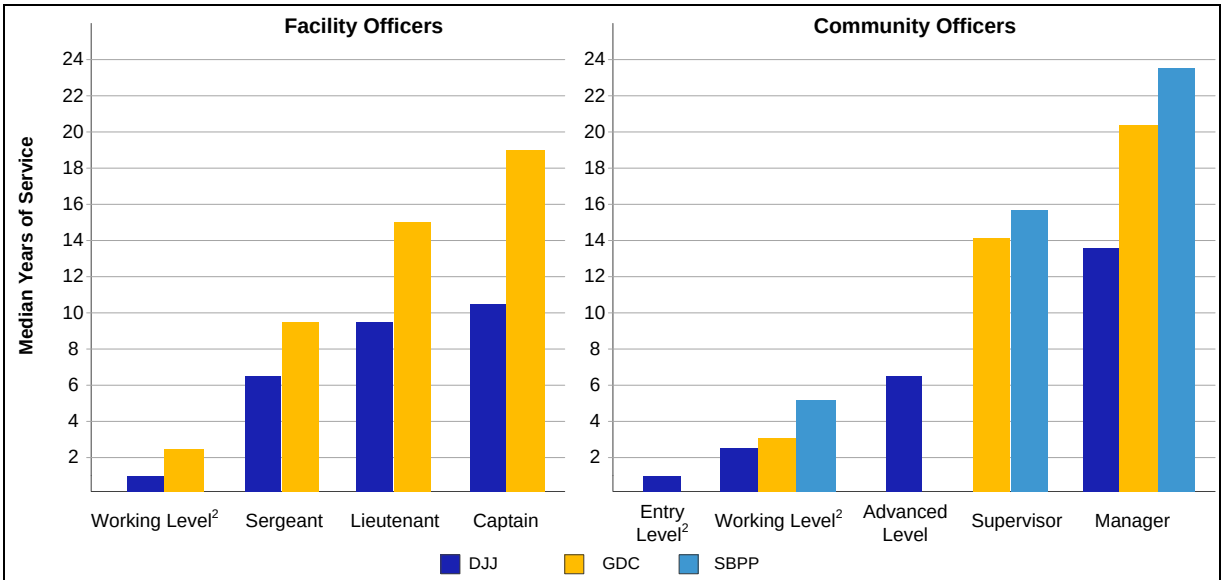
Current DJJ employees generally have less experience than their counterparts at GDC or SBPP. The differences are most notable among facility officers. For example, the typical GDC CO has 2.6 years of experience in the position, compared to slightly more than a year among JCOIs.

We utilized personnel data to calculate length of service for employees at GDC, DJJ, and SBPP on the last day of fiscal year 2013. This data includes several dates for each employee (described in detail in Appendix A). To best estimate years of experience in their current job series, we used "Position Date" for working level officers (since

the position is the first of the job series) and "Service Date" for the supervisory positions.[15]

As shown on **Exhibit 15**, length of service for a typical DJJ employee is less than that of a typical GDC or SBPP employee—within both facility and community positions. GDC COs have been in their positions approximately 1.5 years longer than DJJ JCOIs. The experience gap increases among the facility supervisors—with 3.7 years between DJJ and GDC sergeants, 5.5 years between DJJ and GDC lieutenants, and 8.3 years between DJJ and GDC captains. Among the community positions, SBPP parole officers have generally been in their position (or with the state) longer than their GDC counterparts, though the differences are not as pronounced as the facility officers.

Exhibit 15
Current DJJ officers have fewer years of experience than GDC or SBPP officers in comparable positions[1]



[1]These graphs show the median years of service for each position. Due to the wide range of tenure among officers, the average was generally higher.
[2]Used "Year in Position" for the working level officers
Source: Agency personnel data

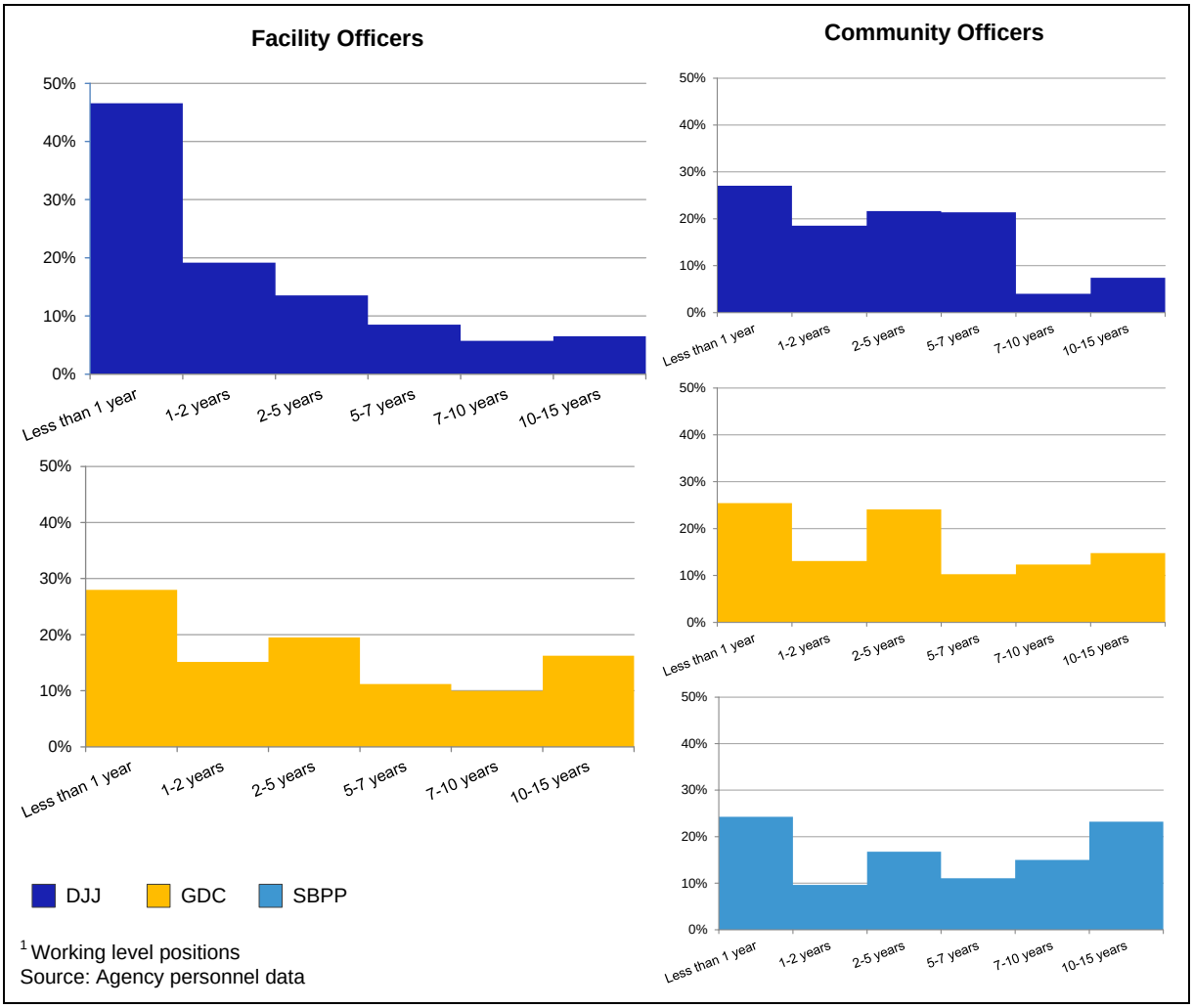
In addition, almost half of DJJ's JCOIs have been in the position for less than a year, compared to 28% of GDC's COs (see **Exhibit 16**). A larger percentage of GDC's COs has more than five years' experience in the position—37% compared to 21% at DJJ. This is likely due to the higher turnover rate among DJJ facility officers (discussed in the previous finding), which not only results in a greater number of inexperienced JCOIs but may also account for more rapid promotions to the sergeant position.

SBPP parole officers have generally been in their positions nearly two years longer than GDC probation officers and approximately 2½ years longer than JPPS2s. In addition, approximately 25% of the officers in each agency have been in the position

[15] Using the "Service Date" assumes that the employees began their service with the state in their current job series within their current agency. It does not, therefore, account for employees who may have had prior experience and then left the state entirely, or who may have transferred from another state agency (which may or may not have been similar work).

for less than a year, and 33%, 37%, and 49% have been with DJJ, GDC, and SBPP for more than five years, respectively.

Exhibit 16
Among working level positions, a larger percentage of DJJ facility officers has less than one year experience in their position[1]



[1] Working level positions
Source: Agency personnel data

Agency Response: *In its response to the report DJJ stated that "in addition to turnover, the hiring practices of the agency may affect the length of experience in the job series...DJJ is more likely to hire 'off the street' at all level of security positions, whereas other state agencies (GDC, DPS) do not. ... While there are benefits to hiring employees with more varied work histories, promoting from within increases the level of experience of the officers."*

Training Costs

How much does it cost to train an officer?

Total training costs vary among the positions, ranging from approximately $10,000 for each GDC facility officer to nearly $30,000 for each GDC probation officer.

GDC and DJJ spend approximately $10,000 and $13,000, respectively, to train a new facility hire (see **Exhibit 17**), while GDC and SBPP spend between $27,000 and $29,000 (two to three times as much) to train each new probation/parole officer. Total training costs for JPPS at DJJ are significantly lower than GDC and SBPP, primarily because their basic training is not as long.

Two types of training costs were included in this analysis. The first, mandatory basic training, is an off-campus, multi-week training required for officers to pass before they perform the full range of their peace officer duties as corrections and probation/parole officers. The second is the cost of paying the new employee prior to that certification, when the employee is shadowing certified officers or completing agency-sponsored courses.

Mandatory Basic Training

Training costs for new corrections and probation/parole officers are primarily incurred during basic training to receive certification from the Peace Officer Standards and Training (POST) Council. Total cost per student for these academies varied from $4,500 for a DJJ JCO1 to $15,000 for a probation/parole officer trained by SBPP. In addition, though they are not required to be POST certified, a similar training for JPPS at DJJ costs approximately $4,000 per student.

Training for probation/parole officers is the most expensive per student. This training is twice as long as the training for corrections officers (nine weeks vs. four or five weeks) and relies on more adjunct instructors in addition to full-time training staff. In addition, probation/parole officers receive more extensive firearms training than GDC COs (JCOIs do not receive firearms training). Basic POST trainings are hosted by both GDC and SBPP, though probation and parole officers can attend either training. Costs vary depending on which agency hosts, primarily because SBPP utilizes more full-time and adjunct instructors than GDC during the two-week firearms training. In addition, SBPP parole officers drive their personal vehicles to training (which requires travel reimbursement), while GDC probation officers travel in state vehicles.

Facility officers' training costs approximately $1,400 per officer (over $4,000 when salaries are included). The two trainings do not vary considerably between JCOIs and COs, except for the week of firearms training for COs. In addition, DJJ holds its trainings at the Georgia Public Safety Training Center (GPSTC), which charges for student lodging, while GDC holds its trainings on the GDC Tift College campus.[16]

[16] GDC does incur costs to maintain the buildings used for training; GDC staff estimated that these costs per student are at least half of the rate charged by GPSTC.

Exhibit 17
Estimated costs to train new employees in fiscal year 2013 varied by position[1]

	Facility		Community		
	DJJ JCO1	GDC CO	DJJ JPPS[1]	GDC Probation[2]	SBPP Parole[2]
Mandatory Basic Training[3]					
Instructors[4]	$300	$489	$721	$1,750	$4,029
Travel, Lodging, Meals	$660	$563	$615	$606	$1,734
Training Supplies[5]	$408	$320	$12	$223	$247
Training Costs	**$1,368**	**$1,372**	**$1,348**	**$2,579**	**$6,010**
New Employee Salary[6]	$3,121	$3,602	$2,539	$8,389	$8,633
Total Cost Per Student	**$4,489**	**$4,974**	**$3,887**	**$10,968**	**$14,643**
Pre-Certification Costs[7]					
New Employee Salary[6]	$8,107	$4,679	$4,926	$18,060	$12,191
Total Training Costs	**$12,596**	**$9,653**	**$8,813**	**$29,028**	**$26,834**

[1] Refers to the POST training required for JCO1s, COs, probation officers, and parole officers before they can be certified peace officers. Though DJJ JPPS are not required to be certified, new employees must pass a 3-week basic training course.

[2] GDC and SBPP probation/parole officers undergo a joint training academy, and each agency hosted trainings in fiscal year 2013. The costs shown are those incurred by the agency when it hosts the training. Costs incurred for officers employed by the agency not hosting the training are generally limited to students' meals, travel, ammunition, and salary.

[3] Estimates are based on the costs incurred for new officers who attended a single POST course during fiscal year 2013.

[4] Includes salary and 54% benefits, lodging, meals, and travel. Instructor costs are fixed costs related to the capacity of each incoming class rather than the actual number of students attending. As such, these costs would not vary unless entire trainings were added or eliminated from the schedule.

[5] Includes ammunition (GDC COs and probation/parole officers only), paper supplies, and uniforms issued to facility officers during their training

[6] Salary of the cadet during basic training or in the interim between hire and training. Includes an additional 54% for fringe benefits.

[7] Based on the average number of days between the hire date and the first day of training (79 for JCO1s, 46 for COs, 136 for probation officers, and 90 for parole officers)

Source: Agency interviews, documents

Pre-Certification Costs

O.C.G.A. §35-8-10 prohibits officers from performing any duties of a peace officer until they have been certified. Therefore, new hires cannot fully perform the duties of facility and probation/parole officers. For example, JCO1 cadets cannot supervise or physically restrain youth and should not be included in staffing ratios. Likewise, newly hired SBPP parole officers may perform administrative duties in the parole offices, but they must be accompanied by a certified officer if they go into the community. In addition, new officers spend time on duty in additional agency-required training. Pre-certification costs ranged from $4,700 for a GDC CO to $18,000 for a GDC probation officer, primarily due to differences in entry level salaries and the time between hire and training.

The average time between hiring and the first day of POST training varied across positions, primarily due to the number of trainings offered within the year. For example, only six joint probation/parole classes were offered in fiscal year 2013, so the average time a community officer had to wait was approximately three to five months. By contrast, DJJ and GDC each offered 11 trainings for their JCO1s and COs, so the average interim for those officers was 1½ to 2½ months.

Reasons Employees Leave

Why do employees of these agencies leave these agencies?

Available information makes it difficult to determine what precisely impacts turnover. While pay is one factor, other aspects of the job also influence an officer's decision to leave an agency.

Limited data is available to determine the reasons why officers with the highest rates of turnover—particularly COs and JCOIs—resign. An employee's decision to leave a position or an agency may be influenced by a number of factors that are unique to that individual's circumstances. Pay is consistently cited as a source of dissatisfaction, but other factors such as the nature of the work and the quality of supervisors are also likely to affect whether officers remain in their position.

GDC and DJJ have conducted surveys of current and exiting employees, but the usefulness of the information is varied. GDC's exit survey of COs departing in fiscal year 2013 had a 35 to 40% response rate and does provide insight into the issue. Results of the exit survey can be found in Appendix D. Surveys of existing employees by both agencies had relatively low response rates or did not adequately identify the job titles.

We supplemented the agency information with a Department of Audits and Accounts (DOAA) survey of JCOs performed as part of an ongoing performance audit, interviews of JCOs and DJJ facility directors, interviews of GDC and DJJ central office personnel, and studies conducted nationally and in other states. Results of the DOAA survey and a DJJ survey of current JCOIs can be found in Appendix E. Based on these sources, we identified four areas that likely impact turnover: pay and benefits, the nature of the work, the quality of supervisors, and recruitment and hiring of applicants. Each is discussed below.

Pay and Benefits

Officer compensation consistently appeared among our sources as a reason for turnover. Surveys of GDC officers and surveys and interviews of DJJ officers specifically noted pay as a basis for employee dissatisfaction and/or employee turnover. Pay was also cited in national studies and studies of correctional agencies in other states.

In surveys conducted by the American Correctional Association, other states consistently cite inadequate pay as a top reason for difficulties in recruiting and retaining corrections officers. According to the PEW Center on the States, low corrections officer pay relative to other state and county law enforcement agencies helps account for high vacancy and turnover rates in the prison system. A study of the Arkansas Department of Corrections noted that dissatisfaction may relate not only to the amount but also to the fairness of pay, particularly when new or underperforming officers receive the same amount as officers who have received superior performance reviews or have more experience in the position. The study also noted that increased costs of health insurance contribute to discontent because they negate the cumulative effects of any pay increase.

Salaries Do Not Fully Explain Turnover

While pay is an important factor in retaining facility officers, it does not entirely explain current turnover rates. We noted significantly different turnover rates across agencies and facilities, even when base pay and local economic factors are similar. In the first year of employment, GDC and DJJ officers have similar salaries but different turnover rates. In addition, turnover rates varied among facilities within the same community. Even though the officers of the two facilities experienced the same cost of living and had access to the same job opportunities, the GDC facility in Chatham County has a turnover rate of 23%, compared to 72% at the DJJ RYDC. Examples also occur within the same agency. In 2013, the DJJ's Augusta RYDC had a 36% turnover rate, compared to 65% for the Augusta YDC.

In addition to recognizing these isolated examples, we attempted to determine if pay is an important motivation for leaving by examining the relationship between turnover and the economic character of the communities around DJJ and GDC secure facilities. The correlation analysis determined whether employees in communities with a high cost of living may have more pressure to find a better-paying job and may be more likely to resign than officers in less expensive communities. In addition, employees in communities with higher wages may be more likely to find a job that pays more than their current position and may be more likely to resign than officers in areas with fewer higher-paying jobs.

We found that DJJ turnover can be partly explained by cost of living and the availability of better-paying jobs surrounding the facility. Most DJJ facilities with similar turnover rates are in similar communities: those with the lowest turnover rates are in communities with lower home values and income, while those with the highest turnover are in communities with higher home values and income. By contrast, there was no statistical relationship found for GDC facilities, indicating that GDC COs may be more likely to stay with the agency despite any pressure or opportunity to find a better job. As previously discussed, GDC provides more supplemental and overtime pay, which can affect the amount taken home by officers. In addition, the quality of supervisors, nature of the work, and initial recruitment at GDC may be different enough to mitigate some of the pressures of the local community.

Surveys and interviews of officers in Georgia also point to the importance of pay. An exit survey of 666 (39%) of approximately 1,700 COs who departed GDC in fiscal year 2013 identified pay as a problem. The top reasons given as most influencing the officer's decision to leave were "too long between pay increases" (22%) and "low pay" (19%). A separate question regarding the worst things about GDC found the top three to be pay-related, including "frequency of pay increases" (32%), "entry salary" (28%), and "feeling rewarded for my effort" (21%). Benefits and compensation also scored lowest in a GDC survey of all current facility employees.

DJJ did not have the same information available in exit surveys; however, pay was a primary issue in DOAA surveys and interviews. Respondents to a question about pay in the DOAA survey of DJJ officers produced the fewest positive responses, with only 12% of JCOIs believing they were paid fairly for their work (compared to 74% who disagreed or strongly disagreed with the statement). During interviews, JCOs frequently cited pay as one of the biggest sources of dissatisfaction. Many noted the lack of overtime pay when they are frequently required to work extended shifts as a major cause for employee dissatisfaction and turnover.

As previously discussed on page 9, starting salaries for new COs and JCOIs are at the minimum of their pay grade, and they are lower than the entry-level pay to other Georgia state law enforcement positions as well as similar positions in local government and the contiguous states. In addition, following a 5% increase after a year in the position, there are no opportunities for salary increases beyond competitive advancement to the sergeant position.

While pay is an important factor in turnover, it does not entirely explain current rates. As noted in the box above, despite similar base salaries, the two agencies have

significantly different turnover rates, and facilities in the same community have different rates.

Nature of the Work

Studies have also noted that the nature of the work contributes to officers' dissatisfaction and intent to leave. These issues include long shifts, stressful working environment, and personal safety. To varying degrees, interviews and surveys of officers in GDC and DJJ facilities also point to similar issues.

In the Arkansas study, officers frequently mentioned issues with inadequate staffing, vacancies, and "short-handed shifts," which result in stress, inadequate rest, and limited personal leave for officers on duty. These issues were present in surveys and interviews of DJJ officers.

JCOIs interviewed complained about the frequency of "holdovers," or unplanned mandatory overtime to cover a vacancy in the next shift (less than 20% of DOAA survey respondents indicated there was adequate staffing). After a scheduled 12-hour shift, JCOs may remain on duty for another four hours. If scheduled for the next day, an officer has less than eight hours before reporting for their next 12-hour shift. JCOs frequently pointed to holdovers as an important contributor to employee dissatisfaction.

While GDC does not require additional work hours as frequently as DJJ, it also is more likely to compensate the officer immediately through overtime pay. As previously noted, DJJ officers are granted FLSA compensatory hours for their additional work hours.

GDC's exit interviews noted a number of issues related to the nature of the work. "Work stress" (16%), "burnout" (13%), and "poor working conditions" (12%) were cited as the things that most influenced an officer's decision to leave. All three ranked among the top eight reasons (of a potential 29 reasons). Responding to the worst things about GDC, 16% stated "work environment" and 11% stated "work schedule." Both responses were in the top 10 of 23 answers.

Other studies also note that the inherent dangers of working within the correctional environment may contribute to officer departure. In particular, overcrowding in the facilities and a changing offender population can create a more volatile workplace for officers. Officials in both GDC and DJJ stated that the risk levels of the populations are increasing, making the officers' work more stressful and difficult.

Quality of Supervisors

According to the PEW Center, a good supervisor can mitigate problems an employee might have with compensation or work environment. Research has noted that dissatisfaction may be exacerbated if the officers perceive unfair treatment and favoritism or if they do not feel supported in their work. JCOIs responding to the DJJ survey generally did not agree with statements about the agency treating employees fairly (19%) or giving promotions based on merit rather than favoritism (22%). JCOIs interviewed also indicated a lack of fairness with regard to promotions, breaks, and post assignments. In addition, JCOIs did not feel their views and opinions were respected or that the work/life balance was supported. Approximately 10% of departing COs pointed to poor supervision as one reason for

leaving GDC, while fair treatment and supervision received ranked among the worst things about GDC by 16% and 12% of these officers, respectively.

Studies have also found that officers may be less likely to commit to the organization if they doubt their supervisors' ability to manage, which may relate to limited training received by the supervisors or high vacancies resulting from turnover in these positions. Turnover rates of DJJ sergeants, lieutenants, and captains are higher than the rates of GDC officers in comparable positions (see page 21). As a result, DJJ supervisors have less experience than GDC supervisors (as much as 8.3 years between DJJ and GDC captains, as discussed on page 24). It should be noted, however, that approximately 57% of the JCO1s responding to the DOAA survey indicated they had confidence in their supervisor's ability to perform his or her job.

Recruitment, Selection, and Orientation of New Hires

According to the American Correctional Association, retention difficulties may also be attributed to a "wrong initial selection" of an employee who is not suited for the demands or nature of the work. As discussed on page 22, approximately 65% of JCO1s who left in fiscal year 2013 did so within a year of their hire date (typically within the first seven months), compared to 50% of COs.

Research recommends that employers conduct thorough applicant screenings to confirm qualifications, background, and relevant history to ensure the right people are placed in the position. DJJ facility supervisors and central office staff acknowledged that in the past, in order to meet required youth to staff ratios, they were not always able to devote the time to ensure they were hiring the best candidates for the position.

Research also indicated that new employees must be given comprehensive orientation and training to ensure acclimation to the new work environment. This does not appear to be an issue at GDC or DJJ. Very few departing COs stated they were leaving because they disliked the work or it was different from what they expected. Approximately 66% of current JCO1s responding to the DJJ survey agreed that they had received the training needed to succeed in their position, while 73% agreed the training was relevant to their day-to-day duties. Finally, approximately 69% of the JCO1s who responded to the DOAA survey indicated the JCO1 position was described fully and accurately during recruitment and hiring.

What organizations hire them?

Officers leaving DJJ, GDC, and SBPP do not appear to remain employed in law enforcement positions.

A large majority of officers who leave GDC, DJJ, and SBPP do not remain employed in law enforcement positions within state or local government. Specific sectors within the non-law enforcement positions varied, with former DJJ and GDC corrections officers leaving to work primarily in the field of administrative and support services and former GDC and SBPP probation/parole officers leaving to work primarily in administrative and support services as well as healthcare and social assistance.

We examined data from the Georgia Peace Officer Standards and Training (POST) Council and the Georgia Department of Labor (DOL) to determine what organizations hired officers who left GDC, DJJ, and SBPP in fiscal years 2010 through 2013 (excluding retirements and deaths). POST tracks the certified officers' employers as long as the officer maintains a peace officer certification. For officers who did not have a second POST employer listed after their departure from GDC, DJJ, or SBPP, we reviewed data from the DOL unemployment insurance database, which contains each employer's employees. To increase the likelihood that the officer departed the agency to take a particular job, we limited our analysis to employers that appeared within six months of the officer's departure date. A more detailed description of our methodology can be found in Appendix A.

As shown in **Exhibit 18**, most corrections and probation/parole officers at GDC, DJJ, and SBPP did not maintain their POST certification after leaving the agency. Of the 2,712 hires that occurred within six months of facility officers' departure from GDC, 27% (727) were within local or state law enforcement, compared to 73% (1,985) to positions that did not require POST certification. A slightly smaller percentage of departing DJJ officers maintained a POST certification (22% of 864). Among community positions, approximately 78% (86) of the GDC probation officer hires were not within state or local law enforcement, compared to half (13) SBPP parole officers' hires.

We also determined that 13% (40) of the 300 JPPS employees who left DJJ obtained a POST certification within six months of their departure. Employers hiring the officers included GDC (16 employees), sheriffs' offices and police departments (12), and SBPP (seven). The remaining five were hired at other state or local agencies (GBI, Department of Revenue, and a local board of education) or became JCOIs at DJJ. We could not track the remaining JPPS in DOL data because we did not have the necessary identifying information.

Exhibit 18
Most officers who left GDC, DJJ, and SBPP in fiscal years 2010-2013 did not go to another law enforcement position

	GDC Corrections		DJJ Corrections		GDC Probation		SBPP Parole	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
POST Employment								
GDC	124[1]	5%	68	8%	2	2%	5	19%
DJJ	67	2%	22[1]	3%				
SBPP	6	0%	2	0%	7	6%		
Dept. of Public Safety	7	0%						
Georgia Bureau of Investigations					2	2%	2	8%
Local Law Enforcement	244	9%	74	9%	11	10%	6	23%
Private Corrections	127	5%	15	2%				
Local Corrections	152	6%	6	1%				
Other Local			1	0%	2	2%		
Total POST Employers	**727**	**27%**	**188**	**22%**	**24**	**22%**	**13**	**50%**
Other Employment[2]								
Administrative & Support Services	514	19%	192	22%	16	15%		
Retail	316	12%	71	8%	7	6%	1	4%
Healthcare & Social Assistance	175	6%	161	19%	13	12%	3	12%
Public Administration	173	6%	41	5%	10	9%	2	8%
Manufacturing	185	7%	35	4%	1	1%		
Educational Services	79	3%	32	4%	15	14%		
Accommodation & Food Service	150	6%	34	4%	2	2%	2	8%
Other[3]	393	14%	110	13%	22	20%	5	19%
Total Other Employers	**1,985**	**73%**	**676**	**78%**	**86**	**78%**	**13**	**50%**
Employers Identified within Six Months	**2,712**		**864**		**110**		**26**	

[1] Confirmed that these officers returned to the agency they left within six months
[2] Sectors identified using North American Industry Classification System codes included in DOL data
[3] Includes sectors such as transportation, finance and insurance, professional and technical services, and construction
Source: POST, DOL

While the employers hiring corrections and community officers varied, similar sectors hired a significant portion of each type of officer. These included those requiring POST certification (identified from the POST data), as well as "administrative and support services," "healthcare and social assistance," "educational services" and "retail." Each sector is discussed below.

- **POST Employers** – State and local law enforcement agencies comprised approximately 25% of the employers hiring corrections officers within six months of their departure. Sheriffs' offices and municipal police departments

were the most prominent within this sector, hiring about one-third of GDC corrections officers and 40% of DJJ officers who maintained a POST certification. GDC officers also commonly went to local and private corrections. Four of the top five individual agencies hiring GDC officers were private adult prisons. The second most common employer for departing DJJ officers was GDC, comprising 36% of law enforcement hires.

Local law enforcement also prominently hired GDC and SBPP community officers, making up approximately 50% of the employers hiring the officers who remained in POST agencies. It was also common for officers to transfer between the agencies.

- **Administrative and Support Services** – Employers within this category primarily included temporary help services (which hired approximately 40% of the DJJ and GDC facility officers in the category) and private security guard and patrol services (which hired approximately 25%). It was unclear, however, what type of temporary work the officers were doing.

- **Healthcare and Social Assistance** – This sector comprised almost 20% of the employers hiring departing DJJ officers, compared to 6% of those hiring GDC officers. The most prominent employers were psychiatric and substance abuse hospitals, nursing home residential care facilities, or hospitals. In fact, the employer that hired the largest portion of DJJ facility officers overall was the Department of Behavioral Health and Developmental Disabilities. Former community officers were more likely to be employed by individual and family services or child day care services.

- **Educational Services** – Approximately 14% of the employers hiring GDC probation officers within six months were in this sector. Officers were most commonly hired by elementary and secondary schools or colleges and universities.

- **Retail** – Approximately 12% of the employers that hired GDC facility officers within six months were within the retail industry. The most common individual employer in this category was Wal-Mart, which employed approximately 15% of the workers hired in this sector.

Workers' Compensation

What is the workers' compensation claim trend for these agencies?

The number of claims filed by DJJ, GDC, and SBPP employees has decreased over the past four years. In addition, facility officers at DJJ are injured at a significantly higher rate than GDC facility officers and other state employees.

Although employees in the three agencies have reported fewer claims over the past four years, GDC and DJJ facility officers remain the most claim-prone and expensive positions. In addition, the claim rate of DJJ facility officers is three times higher than the rate of GDC officers, and this difference results in higher per employee costs for DJJ.

The Risk Management Services (RMS) division of DOAS provided the audit team with information about the type, cause, and cost of each claim reported by employees at GDC, DJJ, and SBPP between fiscal years 2010 and 2013. To analyze trends among the audit positions, we calculated the number and cost of claims, and compared these values to the number of employees in each position.

Number of Claims

As shown in **Exhibit 19** on the next page, the number of workers' compensation claims within all three agencies decreased from fiscal year 2010 to 2013. DJJ and SBPP claims gradually lowered over the past four years, while GDC claims increased between fiscal years 2010 and 2011 and then decreased to their lowest point in 2013.

Workers' Compensation

O.C.G.A. §34-9 charges employers, including state government, to compensate employees who are accidentally injured in the course of their employment. Employers must pay for medical bills and other treatment, as well as lost time, for a maximum of 400 weeks (or approximately 7½ years) from the date of the injury.

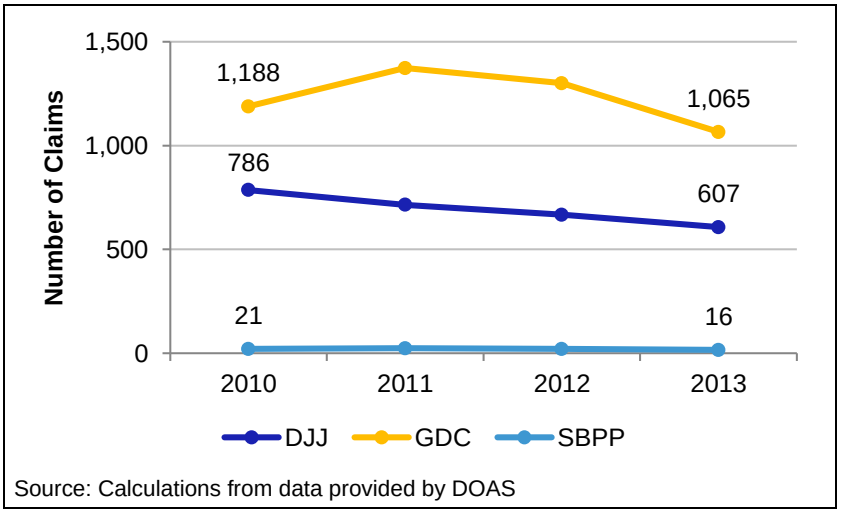
When an employee is injured, a report of injury is submitted to the agency's personnel representative and the supervisor on duty. If no medical treatment is necessary, the report is filed at the agency. If medical care is needed, the case is reported to DOAS, and a Managed Care Organization dispatcher provides the employee with a list of authorized healthcare providers covered under the state's workers' compensation plan. DOAS will pay for medical expenses associated with treating the injury.

If possible, the employee's supervisor transports the employee to medical attention, allowing the employee's job tasks to be discussed with the physician to determine whether the employee can return to work. An employee who cannot return to work after seven days may apply to DOAS for wage loss benefits, which equate to two-thirds of the employee's average weekly wage. The employee may forgo these benefits and elect to utilize available sick or annual leave to receive a full salary. Employees who are injured during an act of violence committed by someone other than a fellow employee (such as an inmate) are entitled to full regular pay for up to 180 days that they are unable to work. In this situation, DOAS pays the wage loss benefits (two-thirds) and the agency pays the balance (one-third).

When the employee is able to return to work, the medical provider certifies they may do so fully or with restrictions. The agency will typically develop temporary plans that provide "light duty" or modified job assignments to facilitate the transition. Returning employees are allowed a 15-workday grace period to attempt to return to their transitional assignment without losing workers' compensation benefits.

Workers' compensation cases are considered closed when the employee returns to work and is released from medical care. Injuries that do not result in lost time from work are typically closed after 90 days. Claims for injuries that are severe enough to result in lost time may remain open for years due to long-term medical costs for physician care or rehabilitation, as well as continued payments for time away from work.

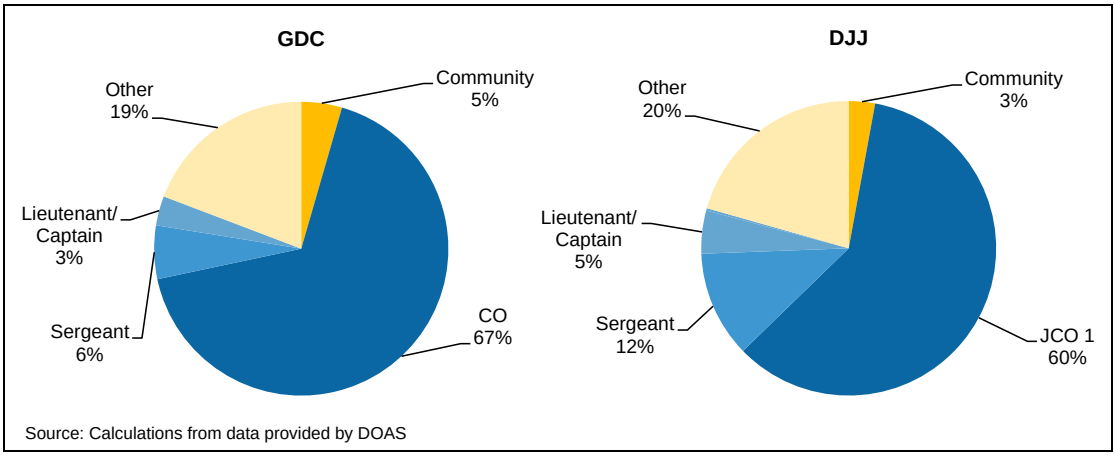
Exhibit 19
Workers' compensation claims decreased between fiscal years 2010 and 2013



Source: Calculations from data provided by DOAS

Working level facility officers at GDC and DJJ account for the majority of the agencies' claims. As shown in **Exhibit 20**, approximately 75% of each agency's claims were reported by their corrections officers, and nearly all were COs or JCO1s. These officers make up the largest proportion of employees within GDC and DJJ, and their exposure to potential injuries is likely greater due to the nature of their work. GDC and DJJ's community positions were 5% and 3% of total claims, respectively. Employees in other positions comprised approximately 20% of the claims at the two agencies. These positions primarily included food service supervisors and craftsmen at GDC and teachers and food service workers at DJJ.

Exhibit 20
Working level facility officers filed the majority of claims in fiscal years 2010-2013



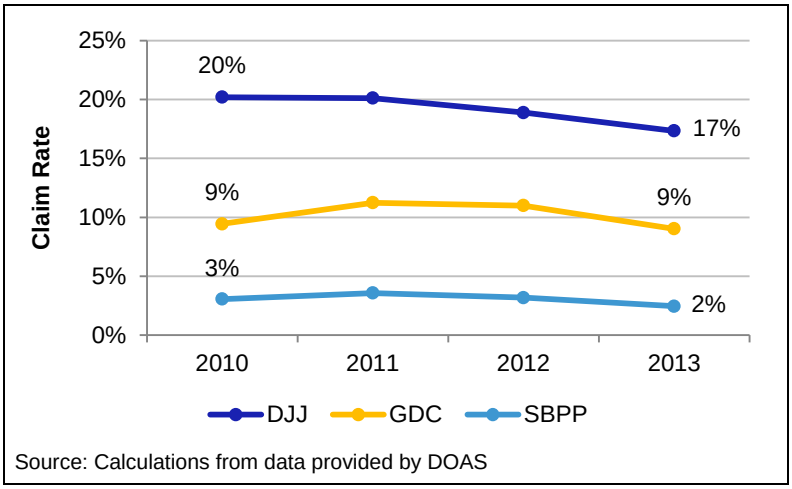
Source: Calculations from data provided by DOAS

Claim Rate

While GDC had more workers' compensation claims, DJJ had a higher claim rate, defined as the ratio of claims to full-time employees (see **Exhibit 21**). In 2013, DJJ had a claim rate of 17%, compared to GDC's rate of 9% and SBPP's rate of 2%. The claim rates for all three agencies followed a similar trend as the actual number of

claims, with DJJ rates gradually falling, and GDC and SBPP rates initially increasing between fiscal years 2010 and 2011 before falling by 2013.

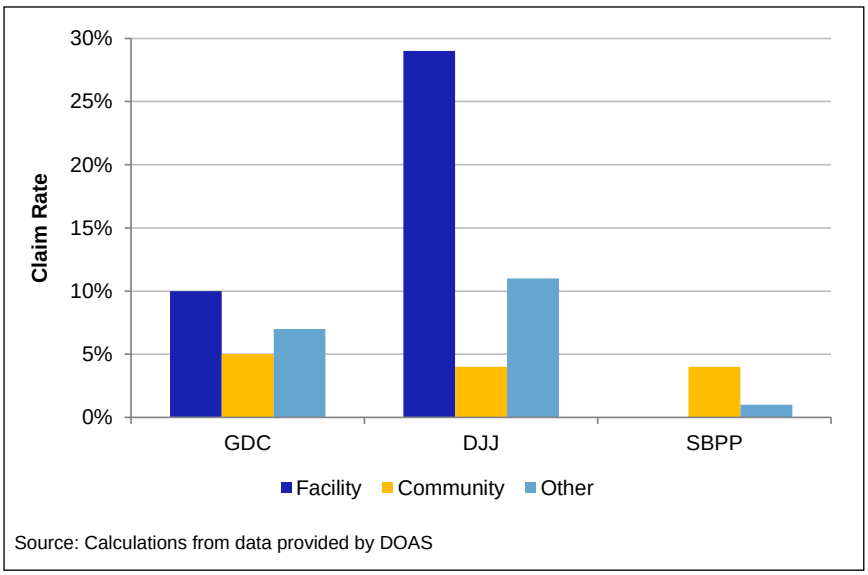
Exhibit 21
DJJ employees submit claims more often than GDC and SBPP employees



Source: Calculations from data provided by DOAS

As shown in **Exhibit 22**, DJJ facility officers' claim rate of nearly 30% was even higher than the agency-wide rate of 17% and nearly three times higher than that of their GDC counterparts. According to DJJ staff, this variation may exist because GDC facilities are more likely to use special response teams to handle conflicts with inmates, while DJJ relies on the JCOIs to address any conflicts with or among the youth. Claim rates among community positions at DJJ, GDC, and SBPP were significantly lower and did not vary among the agencies.

Exhibit 22
DJJ facility officers had higher claim rates than GDC officers in fiscal year 2013



Source: Calculations from data provided by DOAS

Cost of Claims

As shown in **Exhibit 23**, the total cost of workers' compensation claims for injuries that occurred in fiscal year 2012 was $18 million for GDC, $8 million for DJJ, and $249,000 for SBPP. The average cost was highest for GDC ($13,779), followed by DJJ ($12,552) and SBPP ($11,834). Facility officers had a similar average cost per claim ($12,826 at GDC and $14,580 at DJJ), which was greater than the average cost for community officers' claims ($8,217). In addition, there were large differences between the DJJ community officers and the GDC and SBPP officers, but this may be due to small sample size.

Exhibit 23
Average claim costs were similar between GDC and DJJ facility officers in fiscal year 2012

	Claims	Total Cost[1]	Average Cost
GDC	**1,300**	**$17,912,533**	**$13,779**
Facility	1,015	$13,018,110	$12,826
Community	48	$440,568	$9,179
Other	237	$4,453,855	$18,793
DJJ	**667**	**$8,372,440**	**$12,552**
Facility	528	$7,698,183	$14,580
Community	24	$43,515	$1,813
Other	115	$630,742	$5,485
SBPP	**21**	**$248,524**	**$11,834**
Community	17	$247,272	$14,545
Other	4	$1,252	$313

[1] Includes reserves for future expenses for cases still open, which account for 11% of GDC claims, 10% of SBPP claims, and 6% of DJJ claims filed in fiscal year 2012
Source: Calculations from data provided by DOAS

The claim cost is comprised of several components, including payments for lost time and medical, rehabilitation, administrative, and legal expenses. Generally, medical expenses and payments for lost time constitute the majority of costs. It should be noted that costs include reserves for expenses that may arise in the future, such as continued medical care. Approximately 35% of claims from fiscal year 2013 are still open, meaning many costs are still estimates in reserves. We therefore reviewed the costs for claims filed in fiscal year 2012; since less than 15% of these claims are still open, the costs may better depict actual costs rather than estimates.[17]

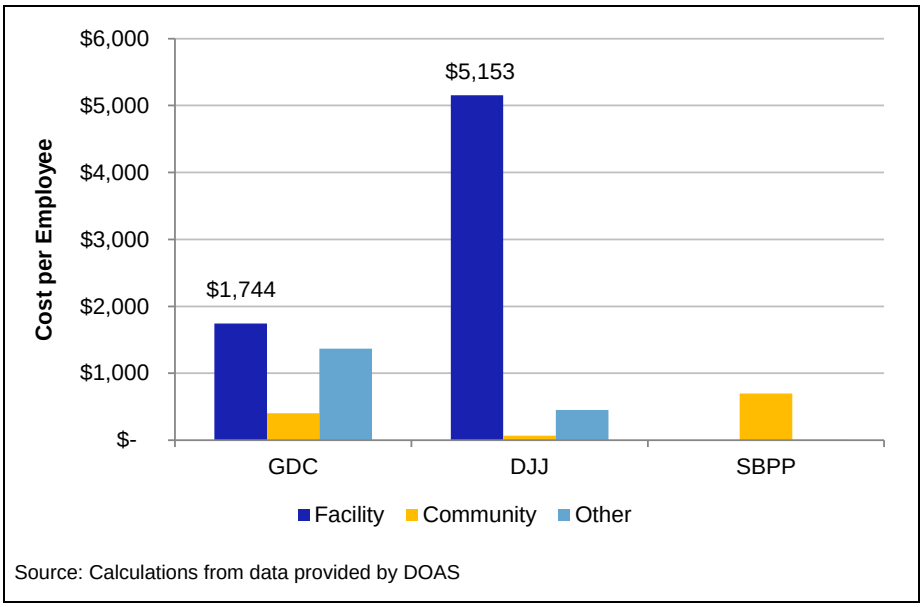
The average cost considers a wide range of claim costs at all three agencies; as such, the median is significantly lower. Some claims did not incur medical expenses and were limited to only administrative costs (which generally cost less than $50), while others were nearly $1 million. Approximately 60% of the agencies' claims cost less

[17] Though open claims comprise a small portion of total claims, their estimated costs make up a large majority of the total costs. For example, 11% of GDC's claims that occurred in fiscal year 2012 were still open; however, the cost estimates related to these claims represented 88% of the total costs. Open claims represented 6% of DJJ's total claims but 83% of the total costs. The two open claims at SBPP represented 89% of the total costs.

than $1,000, resulting in a median cost of claims between $650 and $800. However, 10% to 15% of claims cost more than $10,000. The high costs of these claims increased the average cost per claim to more than $11,000 for each agency.

Facility officers are the most expensive position per employee, and costs for DJJ facility employees are three times higher than the costs for GDC officers. As shown in **Exhibit 24**, workers compensation claims resulted in additional expenditures of $5,153 for each DJJ facility officer, while GDC costs were $1,744 per officer. Community officer positions had relatively low claim costs.

Exhibit 24
DJJ facility officers had the highest claim costs per employee in fiscal year 2012



Source: Calculations from data provided by DOAS

In addition to the monetary costs paid by DOAS, lost time due to injury imposes an additional burden on the agencies because they must fill an open position when an employee misses work. The average claim resulted in 11 calendar days of missed work for GDC facility officers and 10 days for DJJ facility officers. Because facility officers' schedules do not follow the standard work week, we could not calculate the number of shifts that were missed because of workers' compensation claims.

How do they rank among other state agencies?

Workers' compensation costs for DJJ and GDC are among the highest for state agencies, while the cost and number of claims for SBPP were relatively low.

DJJ and GDC annually rank among the highest in the state for number and cost of workers' compensation claims, according to recent annual reports published by DOAS. In addition, DJJ's claim rate—the ratio of claims to full-time employee—is one of the highest in the state. Based on the number of claims and claim rates, DOAS has designated GDC and DJJ facility officers as two of the most hazardous occupations among state positions. The number and cost of claims reported by SBPP were relatively insignificant.

We used DOAS data to rank 66 state agencies by fiscal year 2013 total workers' compensation costs. **Exhibit 25** includes information on claims filed by GDC, DJJ, and SBPP, as well as other agencies that have law enforcement positions (DPS, DNR, and GBI). The Board of Regents (BOR), Department of Behavioral Health and Developmental Disabilities (DBHDD), and Department of Transportation (DOT) were also included because their claim costs were among the top five state agencies.

Exhibit 25
In fiscal year 2013, GDC and DJJ were among the top agencies for number and cost of workers' compensation claims

Agency	Total Costs[1]	Number of Employees[2]	Cost per Employee	Number of Claims[3]	Claim Rate	FY 2014 Premiums
1. GDC	$19,751,562	12,663	$1,560	1,075	8%	$18,208,297
2. Board of Regents	$12,141,913	43,926	$276	1,398	3%	$17,476,913
3. Dept. of Behavioral Health & Developmental Disabilities	$11,327,820	5,699	$1,988	952	17%	$11,197,662
4. DJJ	$8,194,780	3,584	$2,286	602	17%	$8,545,852
5. Dept. of Transportation	$5,602,346	4,359	$1,285	304	7%	5,617,379
8. Dept. of Public Safety	$2,742,307	1,548	$1,772	144	9%	$2,015,140
10. Dept. of Natural Resources	$1,574,970	2,083	$756	109	5%	$1,769,491
23. Georgia Bureau of Investigations	$331,620	728	$456	52	7%	$447,273
28. SBPP	$190,686	653	$292	19	3%	$233,891
State Government Total	**$82,362,142**	**107,812**	**$764**	**6,158**	**5%**	**$89,064,208**

[1] Includes payments made in fiscal year 2013 for all claims, regardless of the year they occurred
[2] Reported by agency to DOAS
[3] Claims that occurred in fiscal year 2013
Source: DOAS

Workers' compensation costs for DJJ and GDC are among the highest of all state agencies. In fiscal year 2013, GDC ranked highest among state agencies for total amount paid for claims ($19.8 million or 24% of the state total), while DJJ ranked fourth ($8.2 million or 10%). The payout for SBPP claims was relatively insignificant (less than 1% of the state total). GDC and DJJ were also highest in the number of claims submitted, with GDC second to only BOR and DJJ again ranking fourth behind DBHDD.

Since the total cost and number of claims is affected by the number of agency employees, we also calculated the cost and number of claims per employee. DJJ ranked the highest among all the agencies we reviewed,[18] with a 17% claim rate twice as high as GDC's and more than three times the statewide average (only DBHDD had a similar rate). Likewise, DJJ's cost per employee ($2,300) was approximately 1 ½ times GDC's ($1,600) and approximately three times the statewide average. The rate and cost per employee at SBPP were both lower than the statewide average.

An agency must pay workers' compensation premiums to DOAS based on the past number of claims and the number of current employees. GDC's and DJJ's premiums ($18 million and $8.5 million, respectively) are among the highest in the state, while SBPP premiums are relatively low ($234,000).

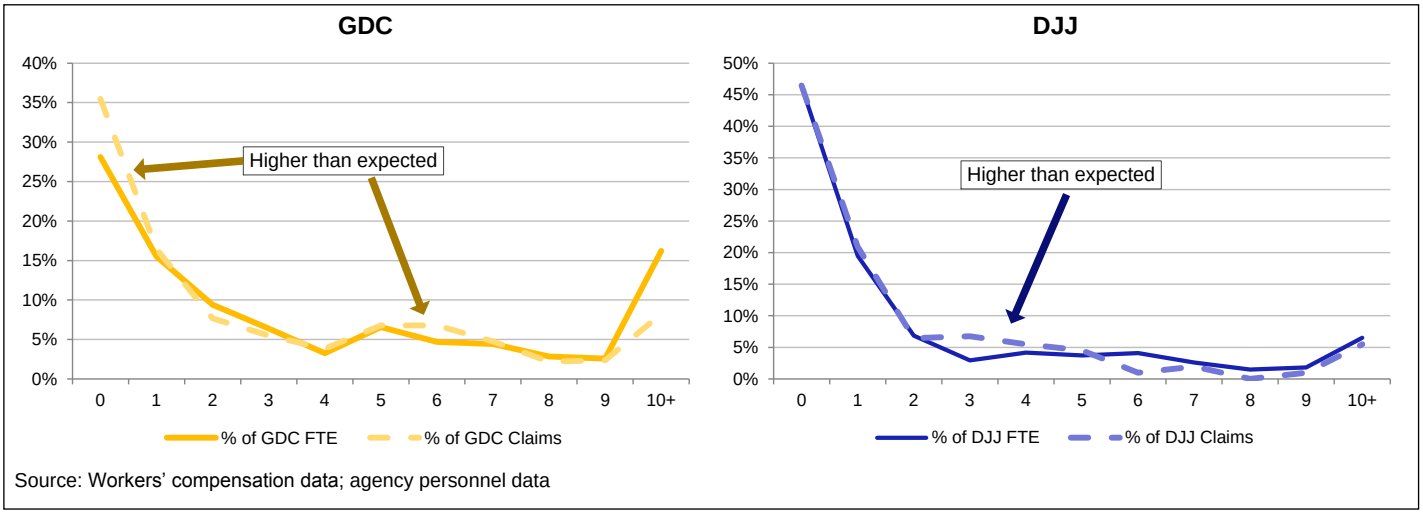
Could this trend be reduced by having more experienced officers in facilities?

Experience has a minimal effect on facility officers' claim rates.

While DJJ JCO1s have less experience and a higher claim rate than their GDC counterparts, our analysis of fiscal year 2013 claim records found that work experience does not have a significant effect on claim rates.

As shown in **Exhibit 26**, the proportion of claims filed by officers with certain years of experience generally follows the distribution of tenure among full-time COs and JCO1s. For example, while approximately 46% of JCO1s' claims were filed by employees with less than one year of experience, these officers also make up about 46% of the total population of JCO1s. By contrast, the 35% of claims filed by COs with less than one year experience is slightly higher than expected, since they make up only 28% of the total population.

Exhibit 26
Distribution of claims generally follows the distribution of tenure among COs and JCO1s



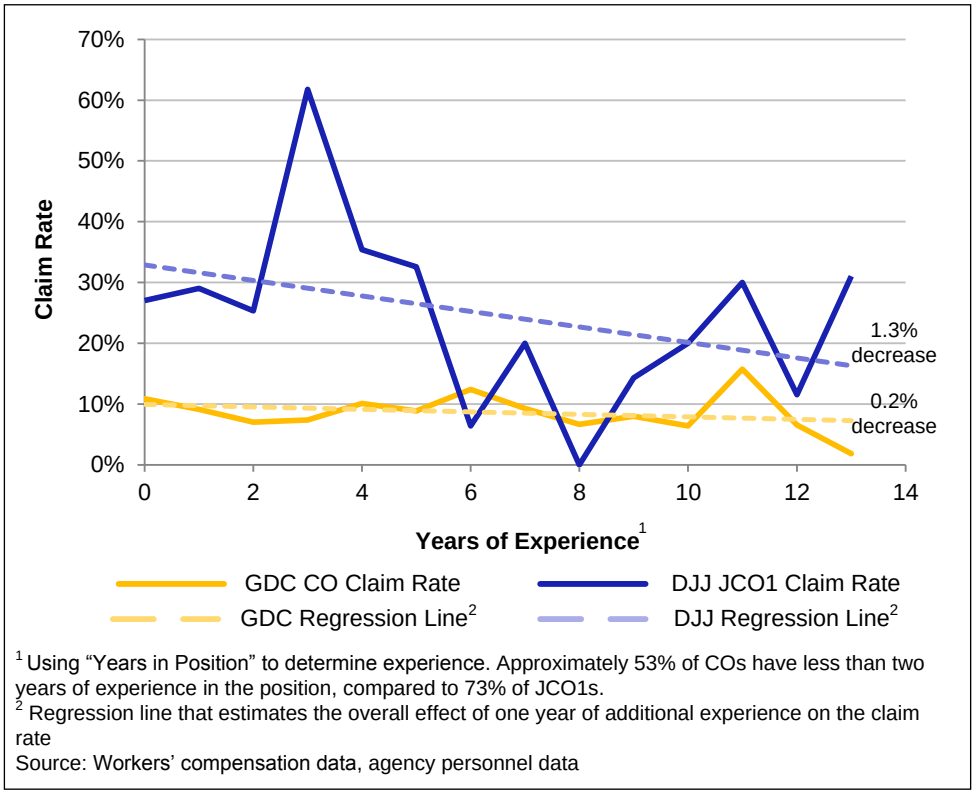
Source: Workers' compensation data; agency personnel data

[18] Only the Department of Public Health had a higher claim rate (19%) among agencies with more than 100 employees.

We also calculated the claim rates for each year of experience in the position. As shown on **Exhibit 27**, the claim rate among DJJ JCO1s fluctuates considerably based on tenure. The claim rate is highest (62%) among officers with three to four years of experience (more than two times higher than the 25% to 29% rate among those with less than three years' experience). DJJ claim rates decrease after three years until more than six years in the position. The claim rates at GDC are fairly consistent, regardless of the years of experience.

Despite fluctuations between the years, the overall claim rate decreases slightly for every year of experience, as illustrated by the regression lines in the exhibit. The 1.3% decrease in DJJ JCO1s' claims equates to approximately five fewer claims each year, while the 0.2% decrease in GDC COs' claims equates to approximately two fewer claims each year.

Exhibit 27
Increasing tenure by one year results in minimal decrease in claim rate



[1] Using "Years in Position" to determine experience. Approximately 53% of COs have less than two years of experience in the position, compared to 73% of JCO1s.
[2] Regression line that estimates the overall effect of one year of additional experience on the claim rate
Source: Workers' compensation data, agency personnel data

Methods of Increasing Officer Pay

Could these agencies lower workers' compensation claims and training costs by increasing salaries for correctional officers? Could the savings pay for the salary increases over time?

The costs of GDC and DJJ corrections officer salary increases are unlikely to be fully offset by savings from decreased turnover.

The lack of information regarding the reasons employees leave GDC and DJJ makes it difficult to determine the extent to which a pay increase would retain officers. However, the turnover rates among COs and JCOIs (currently among the highest in our review) would have to decrease significantly to offset even a relatively small increase. It is unlikely that such a drop in turnover would occur.

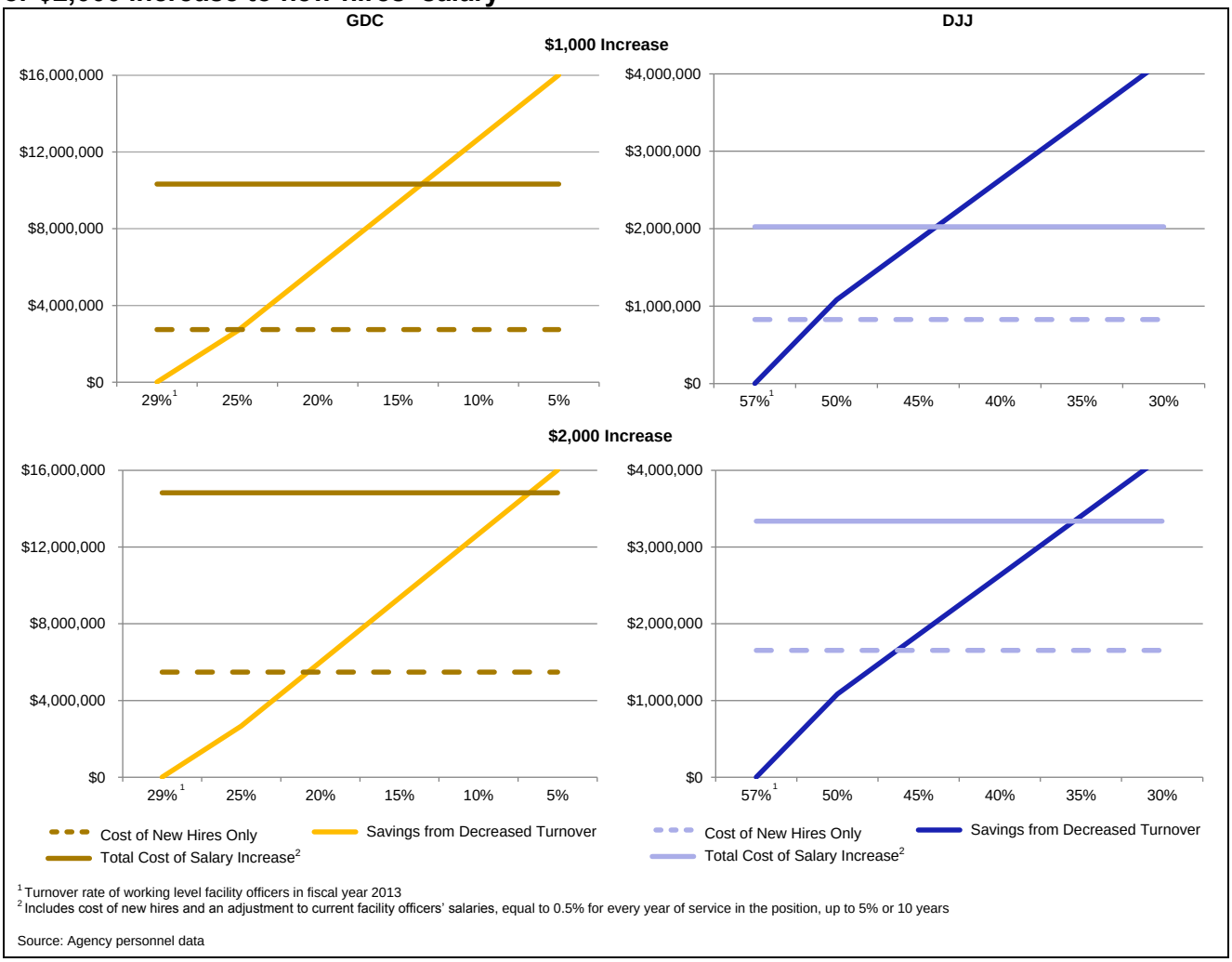
As shown in **Exhibit 28** on the following page, GDC and DJJ would have to significantly reduce turnover to pay for a $1,000 salary increase to new employees and a small increase to current employees to partly address salary compression, which occurs when new employees' salaries reach or surpass the salaries of current employees. Specifically, GDC would have to decrease turnover among working level facility officers from 29% to 13% to pay the increased salaries. DJJ JCOIs' turnover rate would have to decrease from 57% to 45% to fully offset additional costs. To offset the total cost of a $2,000 salary increase, DJJ JCOIs' turnover rate would have to decrease to approximately 37%, while even a decrease to 10% would not pay for the total cost to GDC. Our method for estimating the costs of salary increases and savings from decreased turnover are discussed below.

Costs of a Salary Increase

To determine the costs of an increased starting salary, we considered the additional amount that GDC and DJJ would have paid new officers hired in fiscal year 2013 (1,780 for GDC and 537 for DJJ). In addition, we used a method to address salary compression considered by GDC as part of an unsuccessful salary increase proposed in 2008. We calculated salary increases for existing employees by increasing salaries to the new minimum as needed and then by 0.5% for every year of service in the position, up to 5% or 10 years. In addition, we added a 54% benefit rate to all salaries.

As shown in **Exhibit 28**, a $1,000 salary increase for new employees would have cost nearly $3 million at GDC and $800,000 at DJJ. However, pay increases to existing employees to address salary compression would bring the costs to $10 million and $2 million for GDC and DJJ, respectively. Appendix F contains detailed information on the cost associated with starting pay increases of $1,000, $2,000, and $3000. A $2,000 increase would bring the starting state salary to slightly more than the average starting salary among local corrections officers, while $3,000 would make the starting state salary slightly more than the average among the contiguous states.

Exhibit 28
Turnover rates at GDC and DJJ must decrease significantly to pay for costs related to a $1,000 or $2,000 increase to new hires' salary



[1] Turnover rate of working level facility officers in fiscal year 2013
[2] Includes cost of new hires and an adjustment to current facility officers' salaries, equal to 0.5% for every year of service in the position, up to 5% or 10 years

Source: Agency personnel data

When determining the total cost of a salary increase, additional considerations should include:

- **Fringe Benefits** – While we did increase the costs based on current fringe benefit rates, this rate varies depending on when the employee was hired and changes frequently. GDC and DJJ have officers enrolled in two different Employees' Retirement System plans, with slightly different employer contribution rates. In addition, employer pension contributions and State Health Benefit Plan contributions frequently change.

- **Salary Compression** – The formula GDC proposed (and we used) to address salary compression does not appear to be sufficient to ensure COs with more experience would be paid more than new hires. For example, a GDC CO in the position for two years typically makes $25,538 ($24,322 base salary plus 5% increase at the one year anniversary). Under GDC's proposed formula to address salary compression, this CO would receive a 1% raise (0.5% for every year), bringing the salary to approximately $25,800, approximately $500

more than what new employees would make with a $1,000 increase. After one year, however, the new employee's salary would increase to $26,600 ($25,322 plus 5%), or $800 more than the CO who would now have three years of experience.

- **Salary Supplements and Criteria-Based Increases** – GDC and DJJ's supplemental pay opportunities (e.g., working with aggressive youth; working in close security prisons) are often percentages of officers' base pay; therefore, additional costs would be incurred in implementing these base salary increases. Increases to new officers' starting pay would also be compounded if DJJ and GDC continued to offer the 5% criteria-based salary increase at one year. For example, the 5% increase on the higher starting salary would cost an additional $50 annually for each officer ($77 when benefits are included).

- **Other Positions** – Salary increases for entry-level corrections officers may affect other positions within the agencies. For example, the $31,474 starting salary for a GDC probation officer (who are required to have college degrees) is approximately $7,000 more than a corrections officer. Any significant salary increase for correctional officers would reduce the pay gap between the positions, which may negatively impact morale and turnover among probation officers.

Savings from Decreased Turnover

While it is not possible to predict how salary increases would impact turnover, we could estimate cost savings related to various turnover rates. We calculated this by determining the number of hires that would not occur if GDC and DJJ decreased turnover among working level officers to a certain percentage. GDC and DJJ spend approximately $10,000 and $13,000, respectively, to hire and train each new officer (see Appendix G).

There are generally three types of costs that GDC and DJJ incur when they hire a new corrections officer: hiring costs, training costs, and "pre-certification" costs, described below. We did not include savings from workers' compensation costs because increased experience (i.e., decreased turnover) did not significantly affect the number of claims at either agency.

- **Hiring Costs** – Hiring a new employee incurs fixed and variable costs. Fixed costs include the salaries of employees who recruit and interview applicants, conduct physical examinations and background checks, and review and prepare paperwork. Variable costs include those associated with fingerprint background checks and drug tests.

  Officers are primarily hired at DJJ and GDC facilities, and the associated personnel costs for each facility vary considerably depending on the facility's turnover rate, hiring procedures, and whether recruitment is continuous or for a particular opening. Additionally, hiring costs primarily relate to the portion of a full-time staff person or officer's time that is being diverted from their primary duties. While these employees' recruiting efforts entail a cost, the salaries of these employees are fixed. A reduction or elimination of recruiting responsibilities would result in a more effective use of resources,

but it would not result in actual savings that could be spent on additional officer pay. For this reason, only variable costs are included in the analysis.

- **Training Costs** – As discussed on page 27, training costs are primarily incurred when new officers obtain their POST certification. These costs are also divided into fixed costs (related to instructors) and variable costs (including supplies and the cadet's salary, lodging and meals). Only variable costs were reported, since fixed costs would change only if the number of instructors or the number of trainings decreased.

- **Pre-Certification Costs** – This cost is incurred in the time between an officer's hire and POST training, when the officer is known as a "cadet." During this interim, new hires cannot perform the full range of their assigned duties because they are not certified peace officers. As such, facilities must still fully staff their shifts with current officers regardless of the number of cadets also assigned. In fiscal year 2013, the average number of days between hire and training was 46 days for a GDC CO and 79 days for a DJJ JCO1.

Finally, the cost for a new officer (and therefore the potential cost savings from reduced turnover) is based on an officer becoming certified at the end of POST training. If turnover occurs prior to training, new employee costs to the agency are reduced and potential cost savings are similarly reduced. A large portion of working level facility officers (65% of JCO1s and 50% of COs) leave within a year of their hire date.

Targeted increases are a less costly method of addressing officer pay and have been used to varying degrees by GDC and DJJ in recent years. The effect of these strategies on turnover is unknown.

While across-the-board salary increases have considerable costs, targeted pay increases may require less funding and may decrease turnover among corrections officers. GDC and DJJ used these types of strategies to varying degrees in fiscal year 2013, with GDC more likely to use the supplemental compensation. It should be noted that the agencies currently do not receive specific appropriations for these initiatives; instead they are funded with savings that result from vacancies or minimizing other operating costs.

Methods to increase officer pay are likely to positively impact turnover; however, the precise impact of the agencies' current methods are unknown and turnover rates have generally increased in recent years. Currently, the agencies provide additional compensation for officers who have prior military service or who work in certain facilities or in a special assignment. Both agencies paid officers for additional hours worked, though the timing often varied (overtime pay vs. end-of-year payment to reduce FLSA compensatory hour balances). In addition, GDC and DJJ paid retention bonuses at the end of fiscal year 2013.

Military Incentive Pay

In an effort to attract candidates believed to possess the qualities necessary for work in the facilities, GDC began increasing recruitment of individuals with a military background. For approximately five years, those who have served on active duty receive a higher base pay, with an additional 2.5% for each year served (to a maximum of 10%). This increases an entry-level salary from $24,322 to between $24,930 and $26,754. DJJ began offering the same incentive in fiscal year 2013. In fiscal year 2013, 15% of GDC's new hires (252 of 1,741) and 14% of DJJ's new hires (94 of 675) received pay in one of the military bands. This equated to approximately $204,000 and $490,000 in additional salary expenses for DJJ and GDC, respectively.

It should be noted that this strategy may affect the quality of the officers hired, not necessarily turnover. Our analysis of GDC COs hired between fiscal year 2010 and 2012 shows the officers receiving one of these higher salaries (due to military background or prior experience) do not appear to remain with GDC longer than those receiving standard base pay. Approximately 41% of the officers who received higher starting salaries resigned within a year, which is the same percentage as officers who received the minimum starting salary. The departure percentage was slightly smaller (39%) among officers making 7.5% (or $1,800) above the minimum. It was 38% for those making 10% (or $2,400) above the minimum. During fiscal years 2010-2012, 85% of the 4,000 COs hired by GDC made the minimum starting salary of $24,322.

This analysis does not necessarily predict the effect of a salary increase on turnover for a typical officer. These higher salaries were paid to officers deemed more highly qualified than the typical applicant. If more highly qualified, these individuals were likely to have more job opportunities and thus may have been more likely to leave than other officers.

Supplemental Pay

The agencies provide additional pay to officers based on the characteristics of their assigned facilities or their particular assignment. The additional pay is typically 5% to 10% of an officer's base salary, and GDC has a more varied supplemental pay options. In fiscal year 2013, GDC spent approximately $7.8 million on supplemental pay to COs, compared to $327,000 spent on DJJ JCOIs.

Supplemental pay is primarily associated with the characteristics of the officer's facility. Both GDC and DJJ provide supplements to officers working with a higher risk population. Approximately 44% ($3.4 million) of GDC COs' supplemental pay expenditures was for a 5% supplement to those working in 11 close security and special mission prisons, while DJJ's 5% increase for officers working with youth in maximum security, highly populated, or special facilities (currently only Eastman YDC) totaled $178,000 or 55% of total supplemental pay. Both agencies also provide $100 per month to officers working with those housed in a special management unit, though this comprises a smaller percent (6% of GDC's total and 22% of DJJ's total).

GDC also provides supplements to officers in facilities with a history of high turnover, including a 5% retention supplement for officers in Telfair and Hays state prisons and a 10% retention supplement for officers assigned to Georgia State Prison, Georgia Diagnostic and Classification Prison, and Phillips State Prison. These retention supplements totaled $3 million in fiscal year 2013, approximately 38% of

GDC's total spending for CO supplements. DJJ does not have an equivalent policy for officers in its high turnover facilities.

According to GDC staff, the 5% and 10% retention supplements are specifically aimed at decreasing turnover rates to the agency goal of 20%. However, while Telfair and Hays state prisons have two of the highest turnover rates among state prisons (48% and 39%, respectively), all but three state prisons have turnover rates higher than the 20% goal and nine additional state prisons have rates greater than 30%. In addition, between fiscal years 2012 and 2013, turnover among COs increased at all of the facilities that received supplements, with the exception of Phillips State Prison.

Assignment-based supplements may be associated with officer participation on tactical or emergency response teams. For example, members of a GDC emergency response team receive a $100 supplement each month. In addition, DJJ and GDC officers temporarily assigned to additional duties may receive a supplement equivalent to 5% or 10% of their base pay. The supplements for these assignments were relatively small at both agencies.

Retention Bonuses

At the end of fiscal year 2013, GDC and DJJ provided retention bonuses to facility and community officers. The pay structure was similar, with a minimum of $200 for two years of service and an additional $100 for each subsequent year up to 10 years or $1,000. In addition, both agencies require officers to pay back a portion of the bonus if they leave within the year (between 50% and 100% depending on the date of departure).

Approximately 55% of GDC's COs were eligible for the bonus, totaling $2.7 million, while DJJ spent approximately $258,000 on approximately 36% of its JCO1s. Since the primary drivers of the agencies' turnover rates are officers hired within the last two years (and thus ineligible for the bonus), the bonus is unlikely to have a significant impact on the overall turnover rate. However, the experienced officers who received the bonus have greater institutional knowledge and thus would be more difficult and costly to replace.

Overtime Payments for Additional Hours Worked

Both DJJ and GDC expend funds to compensate their employees for additional hours on duty ($1 million and $5.4 million, respectively); however, the timing of these payments is significantly different. GDC was more likely to pay their COs immediately (79% of payments were overtime; 21% were FLSA payouts), while nearly all of DJJ's cash payments to JCO1s were connected to FLSA compensatory time. Both agencies appeared to have large payouts to lower officers' FLSA balances; 74% of GDC's FLSA total was expended in December 2012, while 76% of DJJ's FLSA total was spent at the end of fiscal year 2013.

GDC staff stated that additional hours are generally required only as the result of a special staffing initiative (such as increasing the number of officers in a shift after an incident) that requires approval from central office. This appears to make use of the stipulations in state policy, which allow agencies to forgo compensatory time and pay their employees immediately for additional time worked.

Though DJJ is also already expending funds to pay officers cash for additional time worked, the current practice is unlikely to ensure officer retention. JCOIs are often unable to utilize their compensatory hours due to high turnover rates at their facilities. Since DJJ only gave cash payments to officers when they reached their maximum hours (or left employment) or at the end of the fiscal year, there may be a significant amount of time between hours worked and compensation.

According to state policy, agencies can—with approval from the Office of Planning and Budget—itemize overtime funds in their annual operating budget when *a continuing need for overtime has been identified.* With funding specifically allocated to overtime or FLSA payouts, DJJ would have more flexibility to offer cash payment to officers on a regular basis, rather than only once at the end of the fiscal year.

***Agency Response**: GDC noted that the purpose of the retention bonus was "to retain experienced officers who have demonstrated loyalty and commitment to the Department, competencies not easily replaced. By paying the bonus, the Department makes a meaningful recognition of their service, encouraging these officers to continue employment."*

Appendix A: Objectives, Scope, and Methodology

Objectives

This report examines corrections and community officer staffing at the Georgia Department of Corrections (GDC), the Department of Juvenile Justice (DJJ), and the State Board of Pardons and Paroles (SBPP). Our examination set out to answer the following questions asked by the Senate Appropriations Committee:

1. *What is the salary schedule for correctional officers in these agencies and how does it compare to other agencies (local, state, or other) that perform similar tasks or are involved in law enforcement?*
2. *What is the percentage of turnover in a given year? What is the average length of service for an officer? How much does it cost to train an officer?*
3. *Why do employees of these agencies leave these agencies and what organizations hire them?*
4. *What is the workers' compensation claim trend for these agencies? How do they rank among other state agencies? Could this trend be reduced by having more experienced officers in the facilities?*
5. *Please evaluate and comment on the salary paid, turnover, workers' compensation, training, and any other factor that needs to be included. Could these agencies lower workers' compensation claims and training costs by increasing salaries for correctional officers? Could the savings pay for the salary increases over time?*

Scope

This audit generally covered issues related to DJJ, GDC, and SBPP facility and community staffing that occurred during/from fiscal years 2010 through 2013, with consideration of earlier periods when relevant. Information used in this report was obtained by interviewing agency staff, interviewing staff at the Department of Administrative Services (DOAS) on matters related to salaries and workers' compensation, and reviewing agency documents and reports.

We reviewed Employee Detail Reports for employees currently working for GDC, DJJ, and SBPP as of June 30, 2013. Relevant data in these reports include the employees' job code, title, pay grade, and annual base salary, as well as dates they started with the state and in the position. We assessed the data and determined it was sufficiently reliable for our analysis.

We also reviewed fiscal years 2010 through 2013 Personnel Action Reports, which show all the actions taken by the agencies during the fiscal year (including hires, terminations, transfers, promotions, demotions, and pay increases). We reviewed the data and found it was sufficiently reliable for our analysis.

Finally, we reviewed agencies' Payroll Data for fiscal years 2010 through 2013, which includes all earnings employees received at each pay period. This includes regular earnings, as well as additional pay such as supplemental increases based on the employee's work or skills, payments for additional hours worked, annual leave payouts for departing employees, and—for DJJ, GDC, and SBPP—a retention bonus given at the end of fiscal year 2013. We reviewed the data and found it was sufficiently reliable for our analysis.

Methodology

To obtain information on the salary schedule for correctional and community officers, we reviewed Employee Detail Reports for officers employed at GDC, DJJ, and SBPP as of June 30, 2013. We calculated the median salary for each position in our review, which indicates the salary at which 50% of officers are paid above and 50% of the officers are paid below. Using the median enabled us to control for any outliers (i.e., one or two officers making significantly more than their peers due to the length of their service) that would have affected the average.

We also utilized agencies' fiscal year 2013 payroll data to assess the extent to which officers in our review receive pay in addition to their base salaries. We reviewed the total pay of officers who were employed for the entire fiscal year and thus removed any pay given to departing officers (such as pay for unused annual leave or compensatory time).

To compare corrections and community officers' salaries to other agencies that perform similar tasks or are involved in law enforcement, we reviewed Employee Detail Reports for state employees also employed in positions designated as law enforcement by DOAS (as of June 30, 2013). These positions included Capitol police officers, Motor Carrier and Compliance Division officers, and state troopers employed by the Department of Public Safety (DPS); conservation rangers at the Department of Natural Resources (DNR); and special investigations agents at the Georgia Bureau of Investigations (GBI). We obtained duties and qualifications for these positions through the job descriptions posted on the DOAS website.

We obtained information on the local corrections and probation officers through the most recent Department of Community Affairs Wage and Salary Survey (calendar year 2012). This information is voluntarily self-reported by local governments through an online survey. The audit team conducted interviews of some local agencies to confirm the salaries and made any necessary changes.

We obtained the starting salaries of other states' corrections and community officers through job postings listed on the other states' websites. Federal salary information was obtained from the United States Office of Personnel Management and Office of the Courts websites.

Salaries paid to corrections officers working in private facilities that contract with GDC and DJJ were obtained through interviews with corporate management staff, who provided the average salary paid as well as the average amount of overtime accrued by the officers. We requested information from the three corporations and received responses from two (who operate three of the four private adult prisons and the three private youth facilities).

To determine the turnover rate in a given year, we calculated the total number of separations for fiscal years 2010 through 2013 and divided it by the average monthly employment for the years, in accordance with the federal Bureau of Labor Statistics definition of annual turnover. We used the agencies' Personnel Action Reports to obtain the number of total separations, which include resignations, retirements, terminations, and transfers. To calculate average monthly employment, we used the Payroll Data to obtain the number of employees receiving a paycheck on the 15th of every month and then calculated an average for the year. It should be noted that the average monthly employment did not include officers on suspension or leave without

pay (because they would not have received a paycheck). These officers comprised approximately 3% of all GDC COs employed on June 30, 2013 and 5% of all JCOIs. If this proportion of officers was added to the total number of officers, the fiscal year 2013 turnover rate for GDC COs would have decreased from 29% to 28% and the rate for JCOIs would have decreased from 57% to 54%.

To determine the average length of service, we used Employee Detail Reports to calculate tenure as of June 30, 2013. These reports include several dates for each employee, such as the date the employee was first hired and has had no break in service ("Service Date") and the date the employee entered his or her current position ("Position Date").[19] Because employees may transfer from other state agencies or from other positions within the agency, these dates are not always accurate representations of employees' experience as a corrections or probation officer within their current agency. To best estimate this, we used the "Position Date" for entry and working level officers (since this position is first of the job series in the agency) and "Service Date" for the supervisor positions. Using the "Service Date" assumes that the employees began their service with the state in their current job series within their current agency and therefore may overstate experience.

To determine the costs to train an officer, we interviewed agency staff and obtained the costs associated with a single basic training that occurred during fiscal year 2013. The costs related to the training included instructors' and trainees' salaries, meals, travel, and lodging, as well as supplies such as uniforms and ammunition. In addition, we also allocated salary costs to the average time between the officers' hire date and first day of basic training, when they are unable to perform all of the duties of a fully certified officer.

To determine the reasons employees leave the agencies, we requested the results of agency surveys distributed to departing and current employees. In addition, we interviewed agency staff at DJJ and GDC, as well as JCOIs and their supervisors in the facilities. We also used the results of a Department of Audits and Accounts survey conducted for a performance audit on DJJ security staffing, which was mailed to 800 DJJ currently employed facility officers. We received 122 completed surveys from the 609 sent to JCOIs, a 20% response rate. Finally, we reviewed research on corrections officers conducted nationally and in other states.

We also conducted a correlation analysis by comparing the 2012 facility officer turnover rates at GDC state prisons and DJJ secure facilities to the median home value and the median household income of the counties surrounding each facility. Using Excel, we calculated that the "R Square" (the proportion of variance in one variable that can be explained by another variable) of DJJ turnover was 0.363 and 0.321 for income and home value, respectively, and 0.002 and less than 0.001 for GDC turnover. As such, the strength of the correlation for DJJ turnover rates was statistically significant, while the correlation for GDC turnover rates was not.

To determine what organizations hire officers leaving the agencies, we obtained employment data from the Peace Officers Standards and Training (POST) Council,

[19] Newly hired employees have the same start, service, and position date. Those who have not left the state since their initial hire date would have the same start and service date. Finally, employees who left the state and returned would have an earlier start date than service date. Position dates would change primarily through promotions or intra-agency transfers.

which tracks officers' employment as long as they maintain a certification to act as a peace officer in the state (in addition to GDC, DJJ, and SBPP, employers requiring certification include GBI, DNR, DPS, local sheriffs' offices and police departments, and private facilities contracting with the state). POST provided the audit team with the employment history of all officers who had received a certification to be a JCO, CO, or probation/parole officer from fiscal years 2010 through 2013. We matched this data with the terminations of all officers (working level and supervisors) reported in the agencies' Employee Action Reports (excluding retirements or deaths) and, for the officers identified in both datasets,[20] identified the individuals who had maintained a POST certification and reported the next employer.[21] We limited our analysis to employers hiring within six months of the officer's departure date to increase the likelihood that the officer left to take that job.[22] We also used POST data to determine whether any DJJ JPPS employees obtained POST certification after their departure and began working at a different agency within six months.

For those officers who did not maintain a POST certification after leaving GDC, DJJ, or SBPP, we used employment data from the Department of Labor (DOL), which includes names and industry codes[23] of each officer's employers from fiscal years 2010 through 2013. As with employers requiring POST certification, we reported only those agencies hiring the officer within six months of their departure from GDC, DJJ, or SBPP.[24] We were unable to track JPPS in the DOL data because we did not have the necessary identifying information.

We were able to identify the hiring agency for 33% (927) of the 2,816 departing DJJ facility officers, 41% (2,578) of the 6,337 departing GDC facility officers, 36% (111) of the 310 departing GDC probation officers, 27% (20) of the 75 departing SBPP parole officers, and 10% (32) of the 300 departing DJJ JPPS. The remaining former GDC, DJJ, and SBPP employees may have been hired by an agency more than six months after their departure from the agency, did not seek additional work within the state, or could not be identified in the POST or DOL datasets.

To determine the workers' compensation trend for the agencies, we reviewed DOAS workers' compensation data (which includes the type, cause, and cost of each claim) for each claim reported by GDC, DJJ, and SBPP between fiscal years 2010 through 2013.

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[20] We were able to match 4,985 (78%) of the 6,378 departing GDC facility officers; 1,646 (59%) of the 2,806 departing DJJ facility officers; 213 (67%) of the 320 departing GDC community officers; and 57 (76%) of the 75 departing SBPP officers. Officers (particularly JCO1s) in the agency data would not have been in the POST data if they left prior to obtaining certification.

[21] POST certifications were maintained by 1,159 (23%) of the 4,985 GDC facility officers; 283 (17%) of the 1,646 DJJ facility officers; 39 (18%) of the 213 GDC community officers; and 13 (23%) of the 57 SBPP officers.

[22] Employers hiring officers within six months of their departure comprised 63% (732) of the 1,159 GDC facility officers maintaining POST certifications; 67% (190) of the 283 DJJ facility officers; 62% (24) of the 39 GDC probation officers; and all of the 13 SBPP parole officers.

[23] North American Industry Classification System (NAICS) codes, which classify businesses according to their type of production or service.

[24] DOL data identified an employer within six months of departure for 1,985 (54%) of the 3,692 GDC facility officers who did not maintain POST employment and had valid identifiers; 676 (52%) of the 1,291 DJJ facility officers; 86 (52%) of the 165 GDC probation officers; and 13 (32%) of the SBPP parole officers.

To determine how the agencies rank among other state agencies, we reviewed workers' compensation data reported by the 66 state agencies that had at least one claim in fiscal year 2013.

To determine the extent to which having more experienced officers in the facilities would reduce workers' compensation claims, we grouped working level claimants by the number of years in the position at the time of the claim. We calculated the claim rates at each year of experience and created a regression line that shows the overall effect of one year of additional experience on the claim rate.

To determine whether savings from workers' compensation claims and training costs would pay for salary increases to correctional officers, we first calculated the costs of three salary increases: $1,000, $2,000 (which would bring the starting state salary to slightly more than the average starting salary among local corrections officers) and $3,000 (which would bring the starting state salary to slightly more than the average among the contiguous states). We estimated the number of new hires based on the number of COs (1,780) and JCO1s (537) who had less than one year in the position as of June 30, 2013. We addressed salary compression using a method considered by GDC during an unsuccessful proposal to increase COs' starting salaries in 2008. Salaries of existing facility officers (working level, sergeant, lieutenant, captain, and GDC unit manager) were increased to the new minimum as needed and then by a rate of 0.5% for every year of service in the position, up to 5% or 10 years. We added 54% to the salary increases to account for estimated cost of fringe benefits, which include the state's contribution to health insurance (30.8%), retirement benefits (approximately 15.2% for new employees, though benefits may vary depending on which retirement program a more tenured employee is enrolled in), Social Security (6.2%), and Medicare (1.5%).

We calculated the savings from decreased turnover by estimating the cost savings associated with the hires that would not occur if the agencies' current turnover rates among COs (29% in fiscal year 2013) and JCO1s (57%) decreased to various lower levels. We considered three types of costs associated with hiring new corrections officers: hiring costs, training costs, and pre-certification costs. Based on interviews with staff at central office and the individual facilities (where hiring occurs), we determined that fixed hiring costs (such as salaries of employees recruiting, interviewing, and processing applicants) varied considerably and would not result in actual savings if turnover were to decrease. As such, only the variable costs associated with background checks were considered. Variable training and pre-certification costs were calculated using the methodology described in the training objective above.

This special examination was not conducted in accordance with generally accepted government auditing standards (GAGAS) given the timeframe in which the report was needed. However, it was conducted in accordance with Performance Audit Division policies and procedures for non-GAGAS engagements. These policies and procedures require that we plan and perform the engagement to obtain sufficient, appropriate evidence to provide a reasonable basis for the information reported and that data limitations be identified for the reader.

Appendix B: Salaries and Tenure

Job Series	Position	Number of Employees	Minimum Salary	Maximum Salary	Median Salary[1]	Median Tenure[2]
Pay Grade 11: $24,322-$42,644						
Facility	DJJ JCO1	1,153	$24,322	$41,288	$25,538	1.12
Facility	GDC CO1 & 2	6,357	$21,951[3]	$49,037[4]	$26,304	2.58
Community	DJJ JPPS1	86	$24,322	$39,068	$26,784	1.27
Pay Grade 12: $26,672-$46,817						
Facility	DJJ Sergeant	237	$26,672	$41,919	$28,603	6.17
Pay Grade 13: $29,400-$51,406						
Community	DJJ JPPS2	351	$29,381[3]	$51,405	$29,400	2.25
Facility	GDC Sergeant	539	$26,754[3]	$46,578	$31,596	9.87
Facility	DJJ Lieutenant	140	$29,400	$44,444	$31,417	9.83
Community	GDC Probation Officer 1 & 2	818	$31,474	$53,061[4]	$34,621	2.96
Facility	GDC Lieutenant	282	$28,092[3]	$48,622	$35,876	15.32
Community	SBPP Parole, Senior Parole Officer	280	$31,474	$76,066[4]	$38,672	4.89
Pay Grade 14: $32,418-$56,724						
Community	DJJ JPPS3	97	$32,418	$56,724	$33,649	9.46
Facility	DJJ Captain	16	$32,418	$45,000	$34,469	10.56
Facility	GDC Captain	65	$35,252	$49,060	$39,502	18.88
Community	GDC Probation Officer 3	120	$35,993	$57,530[4]	$41,187	14.09
Pay Grade 15: $35,569-$62,302						
Community	DJJ Juvenile Program Manager	79	$35,569	$59,200	$36,992	13.71
Community	SBPP Assistant Chief Parole Officer	36	$40,010	$57,372	$45,109	15.96
Pay Grade 18: $47,280-$82,962						
Community	GDC Chief Probation Officer	53	$47,280	$75,000	$48,821	20.47
Community	SBPP Chief Parole Officer	40	$47,280	$68,957	$51,633	23.53

[1] Base pay only
[2] Since personnel data does not capture the time in the job series, we used "year in position" for working level positions (JCO1, CO1&2, JPPS1&2, Probation Officer 1&2, Parole Officer and Senior Parole Officer) and "years of service" for the other positions.
[3] These employees make less than the pay grade minimum, primarily due to disciplinary actions.
[4] Employees exceeded maximum salary allowed in the pay grade due to performance-based increases.
Source: Agency personnel data (as of June 30, 2013)

Appendix C: GDC and DJJ Facility Turnover Rates[1]

	2010	2011	2012	2013
GDC State Prisons				
Arrendale State Prison	23%	38%	38%	31%
Augusta State Medical Prison	18%	23%	32%	31%
Autry State Prison	24%	23%	21%	33%
Baldwin State Prison	13%	18%	23%	32%
Bostick State Prison	28%	NA	NA	NA
Burruss Correctional Training Center	20%	18%	30%	33%
Calhoun State Prison	9%	30%	20%	34%
Central State Prison	12%	21%	19%	27%
Coastal State Prison	33%	24%	26%	39%
Dodge State Prison	17%	29%	27%	29%
Dooly State Prison	20%	26%	32%	34%
Emanuel Women's Facility	NA	NA	0%	19%
Georgia State Prison	26%	25%	25%	30%
Georgia Diagnostic and Classification Prison	26%	34%	28%	32%
Hancock State Prison	14%	15%	35%	22%
Hays State Prison	23%	29%	35%	42%
Johnson State Prison	19%	25%	35%	30%
Lee State Prison	11%	15%	32%	29%
Long Unit	26%	10%	33%	25%
Macon State Prison	15%	40%	32%	38%
Men's State Prison	20%	18%	NA	NA
Metro State Prison	16%	29%	NA	NA
Montgomery State Prison	12%	16%	19%	28%
Phillips State Prison	23%	25%	26%	22%
Pulaski State Prison	15%	19%	20%	22%
Rogers State Prison	31%	37%	39%	39%
Rutledge State Prison	21%	22%	41%	31%
Scott State Prison	6%	NA	NA	NA
Smith State Prison	18%	27%	41%	34%
Telfair State Prison	28%	40%	48%	49%
Valdosta State Prison	16%	20%	16%	27%
Walker State Prison	15%	14%	40%	26%
Ware State Prison	21%	32%	32%	37%
Washington State Prison	7%	12%	11%	16%
Whitworth Women's Facility	NA	NA	NA	5%
Wilcox State Prison	27%	29%	31%	29%
GDC Average	**20%**	**26%**	**29%**	**31%**
DJJ				
Albany RYDC	56%	89%	40%	51%
Atlanta YDC	NA	NA	NA	93%
Augusta RYDC	39%	65%	34%	45%

Appendix C (Continued)

	2010	2011	2012	2013
Augusta YDC	55%	127%	158%	67%
Blakely RYDC	25%	36%	NA	NA
Claxton RYDC	21%	39%	85%	64%
Cohn RYDC	82%	62%	77%	39%
DeKalb RYDC	36%	66%	102%	73%
Eastman RYDC	0%	8%	30%	38%
Eastman YDC	65%	108%	87%	59%
Gainesville RYDC	40%	28%	48%	81%
Glaze RYDC	39%	50%	69%	78%
Griffin RYDC	19%	17%	NA	NA
Gwinnett RYDC	53%	90%	80%	62%
Ireland YDC	24%	NA	NA	NA
Loftiss RYDC	20%	20%	54%	58%
Macon RYDC	10%	26%	59%	52%
Macon YDC	34%	19%	22%	20%
Marietta RYDC	22%	36%	37%	76%
Metro RYDC	33%	37%	58%	75%
Muscogee YDC	29%	34%	75%	75%
Richards RYDC	10%	22%	18%	22%
Sandersville RYDC	24%	21%	12%	4%
Savannah RYDC	63%	33%	61%	85%
Shaw RYDC	13%	8%	40%	43%
Sumter YDC	12%	15%	45%	31%
Waycross RYDC	29%	56%	73%	77%
DJJ Average	**37%**	**51%**	**63%**	**57%**

[1] Working level positions (GDC CO, DJJ JCO1) only
Source: Agency personnel data

Appendix D: Results of GDC Exit Survey

	Issue Area	% of COs Responding "Yes"[1]
Factors that Most Influenced Decision to Leave		
Too long between pay increases	Pay	22%
Low pay	Pay	19%
Better job offer	Other	19%
Work stress	Nature of the work	16%
Burnout	Nature of the work	13%
Pay increases too small	Pay	13%
Lack of career growth	Career advancement	12%
Poor working conditions	Nature of the work	12%
Lack of promotional opportunities	Career advancement	10%
Poor supervision	Supervision	10%
Too far from home	Other	9%
Wanted to go to school	Other	8%
Health reasons	Other	7%
Change in family situation	Other	7%
Poor benefits	Pay	7%
Bad work schedule	Nature of the work	7%
Work too dangerous	Nature of the work	7%
Unfriendly coworkers	Other	7%
Poor work hours/shifts	Nature of the work	6%
Moved away	Other	5%
Lack of training opportunities	Career advancement	5%
Disliked type of work	Nature of the work	5%
Family problems	Other	5%
Work different than expected	Nature of the work	4%
Unlawful harassment/discrimination	Other	3%
Heavy workload	Nature of the work	3%
Too much overtime	Nature of the work	3%
Problem with childcare	Other	2%
Joining the military	Other	1%
Worst Things About GDC		
Frequency of pay increases	Pay	32%
Entry salary	Pay	28%
Feeling rewarded for my effort	Pay	21%
Fair treatment	Supervision	16%
Work environment	Nature of the work	16%
Promotional opportunities	Career advancement	14%
Supervision received	Supervision	12%
Career growth	Career advancement	12%

Appendix D (Continued)

	Issue Area	% of COs Responding "Yes"[1]
Coworkers	Other	11%
Work schedule	Nature of the work	11%
Health insurance	Pay	10%
Availability of paid leave	Pay	8%
Work location	Other	7%
Work variety	Nature of the work	6%
Type of work	Nature of the work	6%
Doing worthwhile work	Nature of the work	5%
Work challenging	Nature of the work	5%
Retirement benefits	Pay	5%
Training	Career advancement	5%
Chance to learn	Career advancement	5%
Being part of a team	Nature of the work	5%
Job security	Other	4%
Being in law enforcement	Nature of the work	1%

[1] Out of the 1,700 COs who left in fiscal year 2013, 666 (39%) responded to GDC's exit survey. Since respondents could check all that apply to both questions, there was no way to distinguish whether a lack of response meant the factor did not influence the decision to leave or the officer did not answer the question. In addition, it is not possible to determine which of the factors was most influential in an individual's decision to leave.

Source: GDC exit survey results of COs leaving during fiscal year 2013

Appendix E: Results of DJJ and DOAA JCO1 Surveys

Survey Statement	Issue Area	Percent of Positive Responses[1]
DOAA Survey[2]		
I am paid fairly for my work.	Pay	12%
My facility has sufficient staff during weekend shifts.	Nature of the work	16%
My facility has sufficient staff during day shifts.	Nature of the work	19%
My facility has sufficient staff during night shifts.	Nature of the work	24%
I would recommend my facility as a good place to work.	Other	27%
In general, I am satisfied with my job.	Other	35%
I can trust and depend on my fellow JCOs.	Other	38%
I feel physically safe working here.	Nature of the work	39%
My supervisor applies disciplinary policies and procedures the same to all subordinates.	Supervision	41%
I generally have advance notice of my working hours.	Nature of the work	52%
My supervisors ensure that principles learned in training are enforced at the facility.	Supervision	53%
The training I received upon hiring prepared me to perform my job.	Career advancement	55%
I have confidence in my supervisor's ability to perform his or her job.	Supervision	57%
I have a good working relationship with my supervisor.	Supervision	57%
My supervisor treats me with courtesy and respect.	Supervision	58%
My supervisors ensure that department policies and procedures are followed.	Supervision	59%
The in-service training provided improves my ability to perform my job.	Career advancement	59%
DJJ Survey[3]		
DJJ treats all employees fairly.	Supervision	19%
Management supports my need for work/life balance.	Supervision	21%
I am very satisfied with management.	Supervision	22%
I feel the views and opinions of employees are respected in the work environment at DJJ.	Supervision	22%
Promotions are earned, not given to favorite employees.	Supervision	23%
DJJ respects its employees.	Supervision	28%
All employees have an opportunity to earn recognition for their accomplishments.	Pay	29%
Management plays an active role in my professional development and advancement.	Supervision	35%
I am always treated fairly by my management.	Supervision	37%
I receive useful and constructive feedback from management.	Supervision	39%
I would recommend DJJ as a good place to work.	Other	43%
I would like to work with DJJ for the remainder of my professional career.	Other	43%
I am satisfied with my job.	Other	46%
I feel physically safe working here.	Nature of the work	46%

Appendix E (Continued)

Survey Statement	Issue Area	Percent of Positive Responses[1]
I am proud of our achievements as an organization.	Other	46%
Management clearly defines goals and expectations.	Supervision	47%
I genuinely enjoy my work at DJJ.	Other	58%
I am proud to work for DJJ.	Other	60%
I feel that I have received the training needed to succeed in my position with DJJ.	Career advancement	66%
I feel that the training I received is relevant to my day-to-day duties.	Career advancement	73%
I feel the work I do has a positive impact on DJJ.	Other	74%
I feel my work contributes to the overall success of DJJ.	Other	78%
I have a clear understanding of the mission, vision, values, and goals of DJJ.	Other	88%

[1] Responses were “strongly agree” or “agree”
[2] 122 survey respondents
[3] 114 survey respondents
Source: Survey of JCO1s

Appendix F: Cost of Salary Increases

Estimated median salaries of officers if salaries of new officers increased by $1,000, $2,000, or $3,000[1]

	Number of Officers[2]	Current Salary	$1,000 Increase	$2,000 Increase	$3,000 Increase
GDC					
New Hires[2]	1,780	$24,322	$25,322	$26,322	$27,322
Current Employees[3]					
CO	4,577	$27,749	$28,355	$28,355	$28,373
Sergeant	539	$31,596	$32,666	$32,666	$32,666
Lieutenant	282	$35,877	$37,670	$37,670	$37,670
Captain	65	$39,502	$41,477	$41,477	$41,477
Unit Manager	58	$45,140	$47,397	$47,397	$47,397
DJJ					
New Hires[2]	537	$24,322	$25,322	$26,322	$27,322
Current Employees[3]					
JCO1	616	$25,538	$26,177	$26,980	$27,868
Sergeant	237	$28,603	$29,339	$29,339	$29,339
Lieutenant	140	$31,417	$32,713	$32,713	$32,713
Captain	16	$34,469	$35,592	$35,592	$35,592

[1] Represents officers' base salary and does not include fringe benefits
[2] Represents the number of officers who had been in the working level position (CO, JCO1) for less than a year as of June 30, 2013
[3] Represents the number of officers in that position as of June 30, 2013. Increased salaries for these officers were calculated using proposed GDC formula, in which the salary is first increased to match the new minimum (if necessary) and then 0.5% added for every year of service in the position, up to 5% or 10 years.
Source: Agency personnel files

Total personnel costs under salary increase plans[1]

	Current Salary	$1,000 Increase	$2,000 Increase	$3,000 Increase
GDC				
New Hires[2]	$66,671,466	$69,412,666	$72,153,866	$74,895,066
Cost of Increase		$2,741,200	$5,482,400	$8,223,600
Current Employees	$247,008,128	$254,597,887	$256,351,423	$259,159,381
Cost of Increase		$7,589,759	$9,343,295	$12,151,253
Total Personnel Salaries	**$313,679,595**	**$324,010,553**	**$328,505,290**	**$334,054,447**
Total Cost of Increase		**$10,330,959**	**$14,825,695**	**$20,374,853**
DJJ				
New Hires[2]	$20,113,808	$20,940,788	$21,767,768	$22,594,748
Cost of Increase		$826,980	$1,653,960	$2,480,940
Current Employees	$43,529,115	$44,726,489	$45,211,743	$45,919,907
Cost of Increase		$1,197,374	$1,682,628	$2,390,792
Total Personnel Salaries	**$63,642,922**	**$65,667,277**	**$66,979,510**	**$68,514,654**
Total Cost of Increase		**$2,024,354**	**$3,336,588**	**$4,871,732**

[1] Includes 54% increase for fringe benefits (health insurance, retirement, Social Security, etc.)
[2] Represents the number of officers who had been in the position for less than a year as of June 30, 2013
Source: Agency personnel files

Appendix G: Savings from Decreased Turnover

	Number of Hires	Hiring Costs[1]	Training Costs[1]	Cadet Costs[2]	Total Costs	Cost Savings
GDC						
Per Hire	1	$11	$4,484	$4,679	$9,174	
Turnover Rates						
29%[3]	2,109	$23,790	$9,456,756	$9,868,011	$19,348,557	
28%	2,036	$22,969	$9,130,661	$9,527,735	$18,681,365	$667,192
25%	1,818	$20,508	$8,152,376	$8,506,906	$16,679,790	$2,668,766
20%	1,454	$16,407	$6,521,901	$6,805,525	$13,343,832	$6,004,724
15%	1,091	$12,305	$4,891,426	$5,104,144	$10,007,874	$9,340,682
10%	727	$8,203	$3,260,950	$3,402,762	$6,671,916	$12,676,640
DJJ						
Per Hire	1	$37	$4,190	$8,107	$12,334	
Turnover Rates						
57%[3]	787	$29,119	$3,297,530	$6,380,209	$9,706,858	
56%	773	$28,608	$3,239,679	$6,268,276	$9,536,562	$170,296
50%	690	$25,543	$2,892,570	$5,596,675	$8,514,788	$1,192,070
45%	621	$22,989	$2,603,313	$5,037,007	$7,663,309	$2,043,549
40%	552	$20,434	$2,314,056	$4,477,340	$6,811,830	$2,895,028
30%	414	$15,326	$1,735,542	$3,358,005	$5,108,873	$4,597,985
20%	276	$10,217	$1,157,028	$2,238,670	$3,405,915	$6,300,943
10%	138	$5,109	$578,514	$1,119,335	$1,702,958	$8,003,900

[1] Variable costs only

[2] Officers' daily base rate multiplied by the average number of days between hire date and first day of training in fiscal year 2013 (46 days for GDC and 79 days for DJJ)

[3] Turnover rate in fiscal year 2013 for working level position (GDC CO and DJJ JCO1)

Source: Interviews with agency staff, agency personnel files

The Performance Audit Division was established in 1971 to conduct in-depth reviews of state-funded programs. Our reviews determine if programs are meeting goals and objectives; measure program results and effectiveness; identify alternate methods to meet goals; evaluate efficiency of resource allocation; assess compliance with laws and regulations; and provide credible management information to decision-makers. For more information, contact us at (404)657-5220 or visit our website at www.audits.ga.gov.