



January 17, 2014

Sheriff Huey Mack
Baldwin County Sheriff's Office
310 Hand Avenue
Bay Minette, AL 36507

Chief Ed Delmore
City of Gulf Shores
205 Clubhouse Drive, Suite A
Gulf Shores, AL 36547

Chief David Wilson
City of Foley
PO Box 1750
Foley, AL 36536

Chief William Wilkins
City of Orange Beach
P.O. Box 1039
Orange Beach, AL 36561

Dear Sheriff Mack, Chief Wilson, Chief Delmore, and Chief Wilkins:

Thank you for meeting with me on December 2nd about conducting a regional jail feasibility study for Baldwin County and the cities of Gulf Shores, Foley, and Orange Beach. We appreciate the opportunity to provide this proposal to assist the Sheriff's Office and cities with this project. As we discussed, our firm has a great deal of experience with this type of work and we are eager to assist you evaluate the best potential approaches to operations and governance of a shared jail facility in the southern part of the County.

Our approach, described in more detail below, will involve determining the requirements of each agency through interviews and analysis of historical and projected data to establish the level of service needs that must be met by a new facility. We will look at a number of scenarios for operations and governance and identify the best approach for this particular situation. Our analysis will assess the feasibility of establishing a regional jail that meets the current and projected needs of the participating agencies.

About Management Partners

Management Partners was founded in 1994 with a specific mission to help local government leaders improve their service to the public. We are a national consulting firm with offices in Cincinnati, Ohio, and San Jose and Orange County, California. We have a well-established track record of helping public sector organizations throughout the United States, including all of the services provided by cities, counties, towns, and special districts at the local level.

During our 19 years of service, we have earned a national reputation by delivering quality, actionable work products to our clients. We bring extensive experience to this project, along

with first-hand knowledge of local government operations. We are distinguished by the fact that each team we assign is led and staffed by associates who have actual experience in direct public service and experience working together as a team. The work we do is not an academic exercise; it is grounded in the real world of customer service and accomplishment in the public sector. Management Partners is unique in that regard.

The firm is staffed with more than 70 professionals who are experienced public service managers as well as qualified management consultants. This group includes generalists as well as subject-matter experts. Our consultants have years of experience working in all aspects of local government management and have built a track record of extraordinary quality service for our clients.

The firm has extensive experience helping improve both the efficiency and effectiveness of local government services. We have undertaken organization/management reviews in virtually every type of local government service. This includes studies of entire government organizations as well as individual departments and functional activities.

In addition to operations assessments/organization reviews and benchmarking analysis, Management Partners' services include everything required to support a local government leader, elected or appointed. Our full range of services includes the following:

- Performance Management
- Process Improvement
- Strategic and Business Planning
- Financial Planning, Budgeting and Analysis
- Organizational Development and Training
- Sharing and Consolidation of Services
- Interim Management
- Executive Recruitment

We offer a balance of perspectives with a practitioner's bias and a proven track record of successful consulting engagements. This experience gives us a sensitivity that produces positive outcomes. We have a deep understanding of the service environment of local government and we are proud to say that as a result of our quality work, many of our clients ask us to complete subsequent assignments.

Understanding of the Engagement

We understand that each of the cities currently has a jail for non-felony offenders, and that the Sheriff's Office has a corrections center located in Bay Minette, approximately 45 miles from the coast. In addition, several smaller agencies have a contract with the City of Foley for use of their facility. All of the cities have various support needs, including court rooms and space for magistrates.



City jails currently have the following minimum security capacities: 55 for Foley, eight for Gulf Shores, and seven for Orange Beach, for a total capacity of 70. The corrections center can hold up to 700 inmates, but there would be value in additional minimum security space to free up higher security cells at the center.

In addition, all of the agencies would benefit from an additional court room and meeting space at the jail. There is also interest in exploring the use of newer technologies, such as video bond hearings, to improve use of officer time.

The purpose of this engagement is to assess the feasibility of creating a joint minimum security jail that serves the communities in southern Baldwin County, identify operational needs and approximate costs, and determine an ownership and governance model that would be advantageous to all parties. The outcome of the feasibility study will be a recommended approach to create a regional facility, shared by the cities and the Sheriff's Office.

Plan of Work

Based on our experience with feasibility studies and our understanding of your needs, we have prepared the plan of work below. It outlines the specific approach and tasks we will take and how we will accomplish each major activity. This framework is amenable to refinement to adapt it to your specific interests.

Activity 1: Start Project

Management Partners will begin the project with a learning phase, starting with a kick-off meeting with you to ensure we have a clear understanding of the objectives for the analysis. During the kick-off meeting we will review this work plan and a proposed schedule of deliverables and clarify roles so that it is clear who will be responsible for key steps during the process. During the initial meeting we will also provide a document request that will allow us to begin data collection.

Following the meeting, we will fine-tune the work plan and schedule. Throughout the project we will keep you informed of our progress.

Activity 2: Gather Data and Obtain Input

During this activity we will learn about the existing jail facilities and how well they are meeting each jurisdiction's needs. We will look at historical patterns of use and forecast potential future needs based on population and tourism growth expectations. Through this analysis, we will determine the needs and expectations for each participating agency to create a baseline for the operational requirements of the proposed facility.

We will interview command staff and other staff in key positions to understand their perspectives about the current demand for jail space, staffing plans, transportation issues, facility maintenance, food service, medical care, and other relevant topics. It will be important



for Management Partners' consultants to hear their perceptions about the current level of service and changes they think may be necessary.

We will also conduct research into various potential funding approaches, reviewing state and local statutes to ensure any identified strategies are feasible to implement. For each potential strategy, we will provide estimates of the projected revenues and the impact on the governments affected.

Activity 3: Conduct Feasibility Analysis

During this activity, Management Partners will establish a recommended level of service and identify appropriate space needs for the facility based on the research results of Activity 2. We will determine the approximate square footage and construction (based on industry standards for construction estimating) and operational costs to identify the potential one-time investment and ongoing operating costs. We will also create a model for apportioning the operating cost based on projected use of the facility by each agency.

Using the projected square footage to address the space needs, we will establish the site requirements and compare that to available property in the area. This analysis will result in the identification of suggested sites. We will review not only undeveloped sites, but potential adaptive reuse opportunities as well. A particular emphasis will be to identify government-owned property that may fulfill the requirements.

Once the potential construction and operating costs has been identified, we will review a number of governance approaches and propose a model that would allow for joint ownership and operations of the facility. At the end of this activity, this model will be discussed with each agency separately and jointly to ensure that we have adequately explored all of the financial and policy issues associated with the project.

Activity 4: Report Results

When our analysis is complete, Management Partners will prepare a draft report summarizing the results of our work and providing recommendations. This will include identifying the necessary capacity, operational abilities, and ancillary space needs; as well as a governance model for jointly managing the proposed facility and a funding plan for both the construction of the facility and the ongoing operating needs.

The report will be reviewed with the Sheriff's Office and cities for technical accuracy and as a vehicle for discussing the ideas it presents prior to moving to development of the final report.

Project Team

Management Partners has a project team that is well-qualified to complete this work for the Sheriff's Office and the cities. I will be the project manager, and will be supported by Joe Polisar, Robin Haley, and Joey Reed. Brief qualifications for each team member are included below.



Kevin Knutson is Regional Vice President for Management Partners' eastern office in Cincinnati, Ohio. Kevin has more than 20 years of experience in local government, including ten years in strategic planning, budget, performance measurement, and process improvement and six years in community relations, communications, and citizen engagement. He is recognized as a national expert in local government performance management, long-term financial planning, and communications. He was part of a team that implemented quality management practices in Coral Springs that led to the City being the first local government to earn the Malcolm Baldrige National Quality Award. Kevin served as interim city manager, assistant city manager, director of the office of management and budget, and director of community relations in Reno, Nevada; and as director of communications and marketing and budget and strategic planning manager for Coral Springs, Florida. He is a recognized as a Credentialed manager by ICMA and was named the City-County Communications and Marketing Association's 2011 Communicator of the Year.

Joseph Polisar served 34 years in the law enforcement profession and is recognized as a leader in law enforcement at the local, state, national and international levels. He joined the Albuquerque, New Mexico Police Department in 1977, the largest law enforcement agency in the state. He rose through the ranks to serve as the chief of police before retiring at the end of 1997. He then was appointed chief of police for the Garden Grove, California Police Department, where he served for 13 years, concluding his service in 2011. He was elected as president of the International Association of Chiefs of Police (IACP) in 2003. He served as a commissioner for the Commission on Accreditation for Law Enforcement Agencies (CALEA) from 2005 to 2011. Both the Albuquerque and Garden Grove Police Departments maintained their accredited status with CALEA under Joe's leadership.

Robin Haley, Senior Manager, has over 24 years in public sector consulting and 10 years of experience as a financial analyst and project manager in private industry. He has expertise analyzing the full range of public sector operations, including fleet management and fleet utilization, public safety, parks and recreation, public works, libraries, land management, environmental services, refuse services, and similar disciplines. Mr. Haley has served as consultant and project manager on over 200 operational, organizational and management improvement studies nationwide. Additionally, he has analyzed the feasibility of city/county consolidation efforts, and made successful recommendations to increase the efficiency and cost-effectiveness of joint operations. Some of the clients he has assisted include the cities of Tampa, Miami and Venice, Florida; Pasco, Polk, Hernando and Monroe County, Florida; Nashville and Knox County, Tennessee; Beaufort County, South Carolina; San Antonio, Texas; Moline and Rock Island, Illinois; Milwaukee, Wisconsin; Aurora, Colorado; and Effingham County, Georgia.

Joey Reed, Senior Management Advisor, joined Management Partners in July 2012. Prior to that, she was employed with the Ohio State Auditor's Office for 12 years. She worked as a financial auditor in the Financial Section and transferred to the Ohio Performance Team where she served as a performance analyst. Her performance audit work included economy and



efficiency analyses for many types of jurisdictions including school districts, municipalities, and state and local agencies. The performance audits identified recommendations to help agencies meet budget deficits and/or streamline work processes to reduce waste or increase productivity. Joey has expertise in human resources, finance, operations and support, and contract management.

Hours, Cost and Schedule

Management Partners anticipates devoting 180 hours of staff time to execute the plan of work described above. The hours for each activity are provided in the table on the following page.

Activity	Hours
1 – Start Project	8
2 – Gather Data and Obtain Input	58
3 – Conduct Feasibility Analysis	74
4 – Report Results	40
Total	180

The total cost of this project is \$38,900, which includes all fees and expenses. We will develop a schedule based on your needs at the start of the project. We estimate it will take approximately 12 weeks to complete this work.

We look forward to the opportunity to work with you on this project. Please contact me at 513-861-5400, or on my direct line, 513-805-2021, if you have any questions about our approach or would like to discuss how to proceed with the engagement.

Sincerely,



Kevin Knutson
Regional Vice President

