

Jackson County, MO

Jail Audit Report

CRA Inc.
September 2017

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Executive Summary

Pursuant to concern that the Jackson County Detention Center had serious, on-going, problems, the Jackson County Legislature published a request for qualifications for an audit of the facilities and operations. Jackson County contracted with CRA, Inc. in February 2017 to perform the audit.

The audit identified critical problems with both the facility and the operation that need immediate attention:

1. Crowded housing units making it more difficult to supervise inmates' behaviors and to provide required services;
2. An insufficient number of on-duty staff to perform all of the necessary duties associated with living conditions in the inmate housing units;
3. High turnover, high number of vacancies, and inability to recruit, hire, and retain quality employees;
4. Inadequate inmate supervision as evidenced by the large amount of graffiti in cells, inmate fights out of view of cameras, and poor cleaning by inmates;
5. No intercoms in cells that inmates can use to summon help in case of an emergency;
6. Poor living conditions including poor sanitation, poor maintenance, unusable mattresses, missing shower curtains;
7. Very infrequent exercise/recreation outside of the housing unit on the 8th floor – as little as once per month.
8. Very few table top games to occupy inmates' time (playing cards, chess, checkers, cribbage, etc.); and,
9. Outdated policies and procedures;

The Jackson County Detention Center must be safe and secure for inmates, staff, and the public. Safety for inmates includes health care, a nutritious diet, sanitary living conditions, adequate clothing, and protection from harm (self or others). Secure means the facility has a very secure perimeter, meaning that contraband is stopped at the secure perimeter, stopped from moving throughout the facility, and found where it is hidden. Secure means inmates are protected from harm and from harming others, and inmates who may be easily victimized are protected from predators.

Pursuant to the auditor's observations noted above, the following are recommended:

1. Take immediate actions to provide sufficient on-duty staff to adequately cover posts and positions, e.g., free up correctional officers by reducing

- nonessential functions or possibly contract for some functions now handled by correctional officers (CRITICAL);
2. Cap the jail inmate population and discontinue crowding in individual housing units;
 3. Continue to take quick action to improve the living conditions in the housing units – sufficient resources must be provided for prompt actions;
 4. Conduct monthly thorough maintenance and sanitation inspections of all inmates housing areas, note deficiencies, and take immediate corrective actions and track;
 5. Promptly explore means for inmates to summon assistance in case of emergency while locked in their cells;
 6. Prepare a comprehensive, detailed, master activity schedule to analyze the workload hour-by-hour and to determine the number of staff needed for each hour. (Essential to managing jail operations so all tasks are accomplished each day);
 7. Prepare a comprehensive staffing plan identifying and justifying every post and position – update annually during the budget process to reflect changing conditions;
 8. Prepare a staff training plan that provides all knowledge and skills for staff to be “fully trained” to do their assigned jobs, update the plan annually during the budget cycle to reflect changing training demands;
 9. Prepare a plan for daily housekeeping and sanitation in the inmate living areas, i.e., sufficient quantity of cleaning equipment and supplies, training for housing unit officers on proper cleaning techniques, instructions for inmates to follow to correctly clean their living areas, and supervision/inspection of inmate cleaning by the correctional officers;
 10. Continue updating the policies and procedures to account for changes in operations – the policies and procedures must accurately reflect how tasks are actually being done and must be reviewed annually and revised as necessary;
 11. Provide sufficient staff and materials to provide a minimum of one hour of exercise daily for each inmate;
 12. Take action to provide materials in the housing unit dayrooms to occupy inmates’ time, i.e., tabletop games.

It is important to note that full implementation of many of the recommendations depends on having a sufficient number of fully trained staff on duty, at the right place, at the right time, doing the right thing.

Introduction

Jackson County's Expectations for the Audit

Prior to the first site visit, representatives of CRA met with representatives of the County Legislature to discuss their concerns and questions they wanted answered. These included the following:

Concerns

1. Safety for staff and the community;
2. Cost of operations, overtime;
3. Continuing incidents, law suits, and criminal charges;
4. Poor conditions; and
5. Inmate population at an all time high.

Questions

1. How do we operate for the future?
2. What are the best practices?
3. Are we following policies and procedures?
4. Are we tracking billing correctly?
5. What is the balance of staffing to number of inmates?
6. Overall safety and security?
7. Is this a management issue?

In later discussions with the auditor, Legislators expressed concern about the organizational culture of the Jackson County Detention Center and the adequacy of leadership.

Scope of Audit

The scope of the audit is described in the Request for Qualifications No. 61-16 as follows:

5.1 The Jackson County Legislative Auditor is seeking proposals from an independent outside organization or field expert(s) for an independent, comprehensive evaluation to review the procedures, operations, and facilities of the Jackson County Department of Corrections.

5.2 This comprehensive evaluation will include a performance evaluation and/or audit of the Department of Corrections operations, staff, structure and facility.

5.3 This evaluation and/or audit will also focus on the internal controls to provide reasonable assurance of achieving a safe and secure environment for the community, staff and inmates along with effective, efficient operations and compliance with applicable laws and regulations.

5.4 The successful respondent will report directly to the Legislature with

recommendations for any needed improvements including inefficient, ineffective or uneconomical practices and identify effective, safe and secure means of achieving the goals and objectives.

5.5 The County Legislative Auditor will serve as liaison between the successful respondent and the Legislature. Periodically, but not less than monthly, the successful respondent will make progress reports to the Legislature as a Whole.

5.6 The performance evaluation and/or audit shall include but not limited to the following types of activities:

5.6.1 Best practices analysis;

5.6.2 Internal controls analysis;

5.6.3 Organizational/Departmental structure analysis to determine the efficiency, safety and security of jail operations based on staffing, training and overtime usage;

5.6.4 Workload and workflow analysis to determine the impact on jail operations including the safety and security of the community, staff and inmates;

5.6.5 Review of the present facility condition and future operational and infrastructure needs of the County Correctional System;

5.6.6 Assessment of compliance with Federal and State laws;

5.6.7 Assessment of compliance with existing Jackson County policies and procedures;

5.6.8 Review of the County's progress in addressing the concerns and recommendations of the Jail Task Force Report dated November 2015. See Attachment 1, pages 25-34.

Not all of these areas are covered in this audit. Crowding, inmate living conditions and lack of an adequate number of fully trained staff took precedence. As a result of the first visit, the scope of work was revised on May 22 to better address critical issues immediately rather than waiting for the completion of the audit report.

Use of Standards

American Corrections Association (ACA) maintains minimum standards for local jails. The word minimum should be recognized as the least that should be done. The standards should be met, if not exceeded.

The *ACA Performance Based-Standards for Adult Local Detention Facilities, Fourth Edition*, were used as a benchmark for measuring the adequacy of the Jackson County Detention Center facility and operations. It is a Department of Corrections Task Force recommendation that the Department achieve ACA accreditation as a means to having adequate jail facilities and operations.

The Jackson County jail was accredited by ACA for a decade or more before losing accreditation. This may coincide with the gradual decline of the facility in terms of both physical condition and operations.

Background Information

The auditor was provided with background information via a copy of the “Department of Corrections Task Force Final Report,” preliminary discussions with county officials, and newspaper articles. The information described a crowded detention facility with many serious problems that had not been successfully addressed.

Efforts began in 2015 to improve the jail by bringing in new leadership. Substantial funds were spent to initiate some capital improvements, and to address the inadequate pay for corrections officers. But, staff turnover as high as 40% plagued the jail. A high number of vacancies and absences have made it difficult to improve inmate living conditions.

Methodology

The approach to the audit involved key areas of inquiry to determine the adequacy of facilities and operations. Typically this involves requesting various documents for review and touring the facility to personally observe the condition of the facility and daily operations. The observations are measured against industry standards that describe the minimums for the jail facility and operations. The observations are also measured against good correctional practices and the many years of experience of the auditor.

Areas of Inquiry

Conditions of confinement

The living conditions for incarcerated persons are addressed in federal case law and jail standards. Both address adequate space, lighting, heating/cooling, clothing, bedding, sanitation, food, exercise, health care, etc. Case law and standards address “minimum” living conditions that meet the basic needs of persons in confinement.

Staffing levels

Adequate staffing is also addressed in case law and industry standards. When staffing levels are too low, many of the basic tasks to maintain safety and security, and for good inmate behavior management, are either not done or not done well. When not adequately supervised, inmates assume control of their housing units. When inmates have control of their housing units, officers may fear entering, which continues the downward spiral.

Staff training

Inadequate staff training often results in poor performance and, in turn, poor safety and security, and poor inmate behavior. The County has an affirmative duty to fully train jail officers, or suffer the legal consequences for “failure to train.” The DOC Task Force report stated that deputy sheriffs are generally paid at a higher level due to the higher level of training, education and certification required. This is an unfortunate, erroneous belief.

Effective jail officers must have a very high level of knowledge and skills to manage the inmate population. Hundreds of hours of training are needed as well as years of experience to master the job. The minimum level of pre-service (160 hours) and annual in-service training (40 hours) is described in the American Jail Association jail standards.

In addition, all professional and support staff require pre-service and in-service training including contractors, e.g., food service, medical service, and maintenance contractors.

Policies, procedures, and practices

Management directs jail operation through good policies and procedures. The policy is one or two sentences that tells staff “what” they are suppose to do and “why.” The procedure is a step-by-step instruction telling staff “how” they are supposed to do to complete the task. The policies and procedures manual is the basis for training staff in daily operations. Supervisors must monitor compliance with the policies and procedures and correct line officers when it is not followed. Inconsistent application of policies and procedures opens the door to inmate con games to manipulate staff.

Local jurisdictions may assume liability when it fails to adequately direct staff.

Documentation

Documentation is proof that staff is abiding by policies and procedures and that minimum standards are being met. Part of the audit is checking documentation. Each time staff completes a procedure, documentation should occur. Documentation is captured in various logs, forms, records, and reports.

The auditor must assume that if it isn’t documented, it didn’t happen.

Request for Documents

Numerous documents were requested for the audit. Some are necessary management tools: policies and procedures, post orders, the annual training plan, the annual staffing plan, the grievance log, the disciplinary action log, etc.

The following documents were requested on February 24, 2017:

1. Mission Statement

2. Organizational chart
3. Operations policies and procedures manual
4. Post orders for each post and position
5. Master daily schedule of activities
6. Current classification plan
7. Annual staffing plan for 2017 (posts and positions, coverage, net annual work hours calculation)
8. Annual staff training plan for 2017
9. Staff training record for 2016 (topics, number of hours, etc.)
10. Inmate grievance log for 2016
11. Most recent Prison Rape Elimination Act audit
12. Most recent state jail inspection (if there are state jail standards and an inspection program)
13. Most recent annual health department inspection
14. Summary of critical incidents for last 5 years (escape/attempted escape, fire, homicide, in-custody death, inmate-inmate assaults requiring medical attention, inmate-staff assaults requiring medical attention, suicide/suicide attempts)
15. Any annual statistical reports summarizing the number and types of inmates housed

The Jackson County Department of Corrections provided the following documents in electronic format that were downloaded on March 20, 2017:

1. JCDC Mission Statement
2. Org Chart
3. Policy Manual
4. Post Orders
5. Master Daily Schedule
6. Classification Plan – Training Package
7. Annual Staffing Plan
8. JCDC Training Plan 2017
9. JCDC Training Record Report
10. Grievance Log
11. PREA audit – Not applicable to JCDC
12. State jail inspection report – Not applicable, no state inspection program

13. Health Inspection
14. Summary of Critical Incidents
15. Inmate Statistics

These documents were reviewed in whole or in part to determine adequacy and compliance in the daily operations. Some of these documents were created in response to the initial request from the auditor.

Pursuant to the June 26-28 visit, additional documents were requested:

1. The current training schedule and curriculum (include amount of time for each topic) for both pre-service and in-service training;
2. The number of new hires in training per month for the last six months;
3. The number of staff leaving each month for the last six months, and reasons for leaving (if known);
4. Daily inmate counts for the last 12 months showing both the number of inmates in-house and the number housed in other jurisdictions;
5. A classification housing plan showing the classification of inmates in the various housing units;
6. A recent one-day snapshot of the inmate population; and,
7. A recent report or annual report analyzing most of the requested data elements can be substituted rather than providing the raw data for analysis.

The auditor received these documents on July 20, 2017.

Document Reviews

Policies and Procedures

The Jackson County Detention Center Policies and Procedures Manual is 956 pages in length, and is comprised of 233 policies and procedures divided into thirteen sections covering the following topics:

1. Administration
2. Human Resources
3. Health Services
4. Research and Development
5. Detention Services
6. Safety and Security
7. Inmate Movement
8. Direct Supervision
9. Inmate Services

10. Program Services
11. Support Services
12. Criminal Records
13. Facilities Management

The auditor reviewed policies and procedures to adequately identify any problems with format and content.

Onsite Visits

The auditor made several onsite visits to inspect areas of the facility, to interview staff, and to gather additional information. A total of four visits were made to complete the audit: April 19-20, May 9-11, June 26-28, and July 31-August 4, 2017.

Tour of Facilities, Subsequent Inspections

The auditor toured most areas of the main jail and annex during the first onsite visit. The auditor returned to some of these areas during subsequent onsite visits to verify progress in improving maintenance and sanitation in the housing units.

The observations during the initial tour and subsequent inspections include the following:

1. Emergency keys had to be used on the housing unit entry sliding door because the motor was not dropping down. (Main Tower pod 2A)
2. Water was leaking from the ceiling of a cell onto the floor and flowed into the walkway. Towels were used to dam up the water. (Main Tower pod 2A)
3. The window from the hallway into administrative segregation was covered with graffiti making it somewhat difficult to see inside. (Main Tower pod 2F)
4. One half of a checkers board was being used as a dustpan because no dustpan was provided. (Main Tower pod 5A)
5. Only two sets of cleaning equipment and supplies were available for cleaning eight housing units on a daily basis. The minimum should be eight sets so daily cleaning can be done in a timely manner and inspected by the correctional officer.
6. Only two officers on a maximum-security floor with 190 inmates in eight housing pods. Sometimes the number drops to one officer.
7. Most services (meals, medications, laundry, etc.) are provided through the food pass into the dayroom because of security concerns. (Main Tower 5th floor)
8. Toilets were very dirty, appeared crusted with feces. A female inmate said she had asked many times for rubber gloves and cleaner and she would clean

- all of the toilets. (Main tower pod 5G) Toilets were dirty throughout the facility.
9. Inmates from adjoining cells complained of flushed materials coming up in the other cell. Confirmed by observation. (Main tower pod 5G)
 10. The showers were very dirty and appeared to not have been cleaned for an extended period of time.
 11. Showers without shower curtains caused wet slippery floors. Wet towels were in front of the showers to soak up water. Shower curtains had been installed at one time but never replaced when they wore out.
 12. In a 68-bed dormitory, only five (5) of nine (9) sinks were working. Shower curtains were missing and wet towels were on the floor to soak up water. (Annex 3rd floor pod H)
 13. One sink in a cell had a broken plastic spoon handle wedged in the bubbler to keep water from spraying out of the sink. Such things are indicative of poor maintenance and a lack of inmate supervision.
 14. Insufficient number of tables and chairs in dayrooms for inmates to eat meals especially in those housing units having extra inmates on bunks in the dayroom or program space. (Multiple locations)
 15. When asked, inmates said they do not get cleaning equipment and supplies on a regular basis. Some inmates said they had asked for cleaning equipment and supplies but none were provided.
 16. A large amount of graffiti was observed in most housing units and in individual cells.
 17. Staff said there are routinely fights in the multipurpose rooms because of inadequate camera coverage. During the last visit, an inmate reported that an inmate was beaten by three other inmates and required medical attention. (Verified by incident report dated 7/12/17)
 18. Many of the mattresses were found to be cracked and therefore unable to be sanitized between uses.
 19. There was only one sheet, no pillow, and no pillowcase contrary to what is required by the agency policies and procedures. (See C3.02.01 and ACA standard 4-ALDF-4B-02)
 20. There were very few recreational items in the housing units to keep inmates occupied. Common items would be decks of cards, checkers, chess, cribbage, Yahtzee, etc.
 21. During the night, several inmates were able to get out of their locked cells and move about the dayroom. (Verified by incident report dated 8/3/17)

Interviews

The auditor interviewed several management staff and function supervisors during each visit. The purpose of the interviews was to obtain explanations of daily operations and answers to questions.

Persons interviewed include the following:

1. Director Joe Piccinini
2. Deputy Director Rex Tarwater
3. Assistant Director Laura Scott
4. Operations Major James Eickhoff
5. Administrative Major Jackie Robinson
6. Carmen Hayes, Human Resources Administrator
7. Facilities Manager Craig Mosher
8. Steven M. (Mike) Raines, Accreditation Manager
9. Lt. Steve Owen, Training/Promotion Supervisor
10. Sherry John, Inmate Worker and Recreation Coordinator

Verification of Information

The auditor verified information provided by the Jackson County Detention Center by checking documentation and by observation. Thus, the subsequent findings were verified before being included in the audit report.

Periodic Progress Reports to County Legislature and Officials

The auditor briefed County Legislators and officials during or shortly after each onsite visit.

Facility and Operations Description

The Jackson County Department of Corrections (DOC) was established by county ordinance in 1974. The current Jackson County Detention Center (JCDC) was constructed in 1984 with a capacity of 524 inmates. The facility was expanded to house an additional 196 inmates in 1999, a total capacity of 720. The new facility and the expansion were both the result of federal consent decrees.¹

Today, JCDC consist of the 1984 high-rise structure, an annex, and the Regional Corrections Center.

¹ Department of Corrections Task Force Final Report, page 2.

Initial Findings

Inmate Population Exceeding Capacity

A major problem with jail operations is crowding; too many inmates for the bed capacity of the facility. Classification and separation of inmates into groups becomes difficult when a large facility reaches 90% of the bed capacity and nearly impossible at 95%.

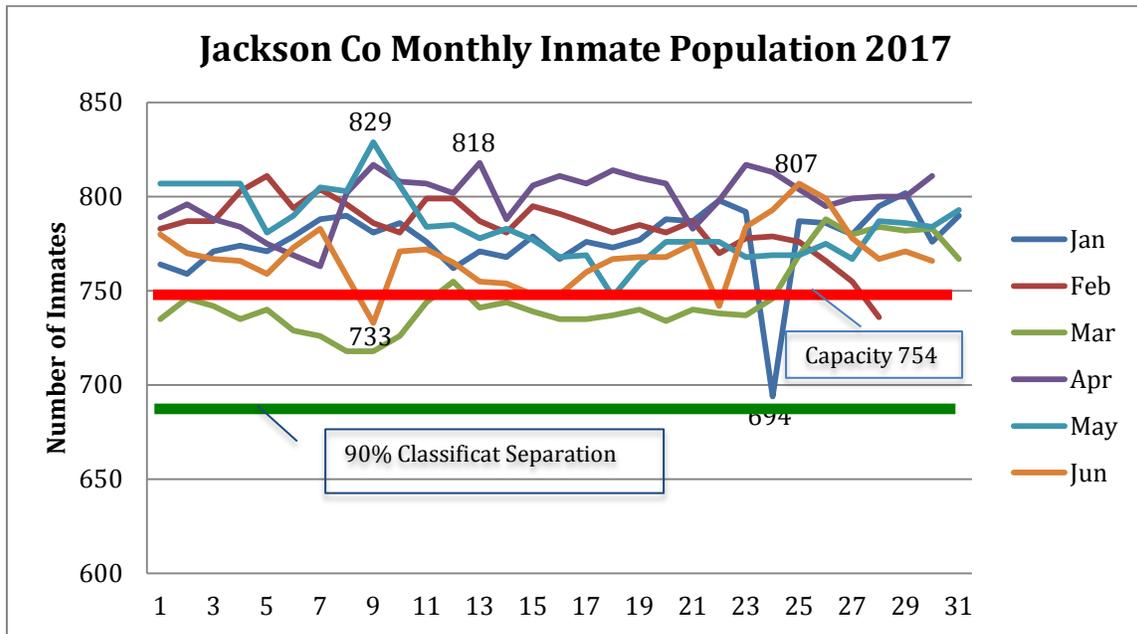
The auditor worked with facility staff to determine proper capacity of the jail based on ACA standards. The capacity of each area of the Jackson County jail is shown below. The number of beds in various areas totals 912. However, beds in the RCC (116 beds) and some of the beds in the main jail (± 40 beds) are used for Kansas City municipal inmates. The result is a total of 754 beds for Jackson County.

The number of inmates being housed should not exceed 90% of the capacity. This means 680 will very likely be the number of inmates that can be housed without crowding some areas to maintain classification and necessary separations.

Design Capacity		Design Capacity		Design Capacity	
JCDC	Beds	Jail Annex	Beds	RCC	Beds
Ground Level	0	Basement	0	Basement	
1 st Floor	0	Lower Level	0	1 st Floor	
2 nd Floor	56	Upper Level	154	2 nd Floor	
3 rd Floor	128	3 rd Floor	0	3 rd Floor	68
4 th Floor	128			4 th Floor	48
5 th Floor	128			5 th Floor	
6 th Floor	104				
7 th Floor	98				
8 th Floor	0				
	642		154		116

The following chart shows the 2017 inmate daily count from January through June. The red line on the chart indicates the total number of beds (754) available for housing Jackson County inmates. The inmate count exceeded capacity on 151 of the 181 days. The capacity was exceeded by as many as 75 inmates. The green line on the chart indicates the maximum number of inmates (680) that can be housed while

still maintaining classification and separations. All of the daily counts exceeded that maximum.



Multi-purpose and exercise areas used for housing inmates

When the inmate population exceeds the jail capacity, inmates are housed in multi-purpose rooms and one gymnasium.

Many of the multipurpose rooms, located between two housing units, have as many as eight (8) or nine (9) temporary bunks on the floor. These inmates share the two showers in the dayroom with the inmates in the housing unit and use the toilets adjacent to the showers.

One of the two gymnasiums on the 8th floor has bunk beds. The other is used for other purposes, not exercise/recreation.

Outdated Policies and Procedures

Most of the policies and procedures are dated 1999, probably the last time the facility was accredited by the American Corrections Association; there are a few policies and procedures with later dates. At the time the policies and procedures manual was provided to the auditor, the table of contents showed 14 policies and procedure were recently updated and two new policies and procedures had been written and were under review.

The auditor reviewed a significant number of policies and procedures to determine if they are being followed in daily operations. A list of questions was prepared from

several policies and procedures to verify adherence. Many of the responses indicated the policies and procedures are not being followed.

For example:

- Policy and procedure A1.04.01 requires an annual report covering a wide range of activity information. This is no longer done.
- Minimum staffing levels required by policy and procedure A2.31.01 is not being maintained.
- Policy and procedure B1.13.02 requires the Lead Correctional Officer (LCO) to ensure the completion of daily cell inspections, including assigning officers to conduct the inspection, completion of appropriate paperwork, and conduct periodic follow-up inspections. According to staff, this is not being done because there are not enough correctional officers.
- Policy and procedure B1.32.01 requires all new admits processed from admission into the facility within 180 minutes. The time has routinely been exceeded since the County Department of Corrections took on Kansas City Police Department bookings.
- Policy and procedure B1.35.03 requires Correctional Officers to make inmate well-being checks at least every 30 minutes with the officer going into the module once per hour. Currently the time limits are frequently being exceeded and going into the module is only done when there is sufficient staff.
- The officers are not doing module participation observations nor preparing reports of the observations as required by B1.35.04.
- Quarterly emergency evacuation drills are not being done as required by policy and procedure B2.03.05.
- Policy and procedure C2.08.01 requires that all inmates be provided appropriate recreational opportunities and equipment, including one hour of daily physical exercise outside of the cell or outdoors when scheduling and weather permits. This would be on the 8th floor in one of the gymnasiums or in the outdoor recreation area. According to the Inmate Worker and Recreation Coordinator, inmates are probably getting to go to the 8th floor one hour per month.

Inadequate Conditions of Confinement

During the first tour of the facility, the auditor noted a number of issues with conditions of confinement, that is, inmate living conditions in the housing units. The auditor found the living conditions very poor.

Poor Sanitation

Insufficient cleaning equipment and supplies

Multiple sets of cleaning equipment and supplies is necessary on each floor to allow for simultaneous cleaning of all housing units in a timely manner. This would mean at least 8 sets of cleaning equipment and supplies on some of the housing floors. During inspection of the cleaning closet on one of the housing floors, there were only two partial sets. This results in infrequent cleaning of each housing unit.

Dirty toilets, sinks, and showers

The poor condition of fixtures in the housing units was observed. The operative word for the cleanliness of the fixtures would be disgusting. One inmate said she had repeatedly asked for rubber gloves and cleaning materials so she could clean all of the toilets in the housing unit. None were provided.

Infrequent cleaning of inmate housing by inmates

Inmates complained that they seldom got access to cleaning equipment and supplies. This was obvious when observing the lack of cleanliness and the graffiti in the housing units. Inmates in several housing units said they had repeatedly asked for cleaning equipment and supplies but none was provided.

Maintenance Problems

Toilets not working

Toilets in one housing unit in adjacent cells would flow from one toilet to the other when flushed. Fecal matter from one cell would go to the other. The toilet in the dayroom of another housing unit was not functioning and a garbage bag was placed over the bowl to contain the strong odor. Inmates said it had been that way for an extended period of time.

Sink faucets requiring adjustment

Various problems were noted concerning sink faucets either not working or needing adjustment. Sometimes water would squirt over the top of the sink onto the floor. Other times faucets either had almost no pressure or didn't work. It is believed these conditions had existed for a lengthy period of time.

Non-working showers

In some housing units, one or more showers were not working. According to inmates, a shower had not worked for months.

Water leaks causing hazardous wet floors

Water leaks were noted in several locations causing wet slippery floors. Towels were on the floors to soak up the water. In some areas, towels and blankets were used to dam up water so it would not impact a larger area.

In some areas, the water leaks were from mop sinks. In other areas, shower curtains were missing allowing water to spray onto the floor in front of the shower.

Ineffective maintenance inspection and reporting

It was determined that there are no routine inspections to identify and correct maintenance problems in the inmate housing units. Facilities management relies upon correctional officers to report maintenance problems that they identify during their routine inspections of the housing units. Whether the officers did not report the problem or facilities management did not respond, the conditions continued.

Unusable Mattresses

Spot check of mattresses during the tour of the facility found that many were cracked and unable to be sanitized. Once cracked, the mattress is no longer useable.

Poor Inmate Supervision

There are a number of observations consistent with poor inmate supervision. For example, there is a large amount of graffiti in the housing units, some having been there a long time. Inmates had extra uniforms, some hidden under their mattress. On-duty staff said inmates had fights in the multipurpose room in blind spots.

Poor inmate supervision also contributes to poor sanitation. It is important that cleaning equipment and supplies are provided daily, that staff supervise the use of the equipment and supplies, and that each cell is inspected, after cleaning, to make sure the inmate did a good job.

When there are only two officers on a floor to supervise 130 or more inmates in eight housing units, inmate supervision and required services suffers. For example, a check of the well-being checks that are suppose to be conducted by the correctional officers showed that the checks often exceeded the 30 minute maximum interval.

The situation is further exacerbated by having to have one officer to open the doors for the other officer to enter the housing unit and then stand by while the officer is in the unit. Most services (meals, medications, laundry exchange, etc.) are provided through a pass through into the housing unit further minimizing communication with the inmates, which is an essential part of supervision and inmate behavior management.

Insufficient On-duty Staff

During the first visit to the facility, the auditor found one floor very crowded with 190 inmates, with only two staff. It is impossible for the two officers to adequately supervise the inmates plus perform many of the basic tasks associated with good safety and security. At times, the number of officers has dropped to one.

Insufficient staffing contributes to poor inmate supervision. Each inmate is a unit of work. Too many inmates exceed the output of the officer. Staff is unable to spend time in each of the housing units to observe inmate behavior, to initiate communication with inmates, to answer questions, and many of the additional tasks required of effective correctional officers.

No Annual Staffing Plan

A key management tool is the Annual Staffing Plan. Any detention facility must have adequate staff to complete the dozens of required daily tasks. To be efficient, the agency must have a staffing plan that puts the right number and type of staff, at the right place, at the right time, doing the right thing. The plan must be monitored continually and updated as necessary to reflect changing conditions. The staffing plan consists of complete descriptions of every post and position that must be filled justifying the hours of coverage and number of staff required. It also includes calculation of the net annual work hours that staff is available and the total number of various types of staff that are required.

The response of DOC to the request for the annual staffing plan was two sheets of paper: one listing the security posts and positions, and coverage for each; the other a calculation of the net annual work hours and total staff needed by position. The calculations showed an additional need for:

Captains	5
Lieutenants	14
Sergeants	53
Officers	282
<u>Total Sworn Staff</u>	<u>354</u>

Most notable was the calculation of the net annual hours that staff is available. Staff are typically contracted for 2086 hours from which sick time, family leave, holidays, vacations, military leave, etc., are subtracted. The net annual work hours for a DOC correctional officer is only 1560.74 hours. Typically the net annual work hours are between 1700 and 1800 hours. In part, this is because of a very high number of leave without pay hours, 162.63 hours.

The staffing information did not include civilian posts and positions or the justification for any posts/positions and is therefore incomplete. Until a detailed staffing plan is completed, the necessary staffing is an unknown.

No Emergency Intercoms In Cells

It is imperative that inmates have a means of contacting staff at all times in case of an emergency. None of the cells are equipped with intercoms or emergency call button. When locked in their cells, inmates have no way of summoning help.

Inmates explained that any extra inmates, sleeping in the dayroom or multipurpose room, may be asked to pound on the day window to summon staff.

No Quarterly Evacuation Drills

The American Correctional Association (ACA) standards require at least quarterly evacuation drills. Management informed the auditor that evacuation drills are not being conducted. Quarterly evacuation drills are also required by policy and procedure B2.03.05. Without quarterly drills, staff will be unable to effectively and efficiently carry out an evacuation.

DOC Response

Sanitation Improving

Jail leadership took actions to improve sanitation. First, the janitor closets on each floor were restocked with multiple sets of cleaning equipment and supplies. In turn, these were placed in housing units for inmates to clean. The cleanliness of toilets was immediately evident during a subsequent visit to several housing units.

Second, the Inmate Worker and Recreation Coordinator assembled an inmate work crew to thoroughly clean each housing unit. She also instructed inmates on proper cleaning procedures. Thus, the inmates should be able to sustain a high level of sanitation when provided the equipment and supplies, and when properly supervised.

Maintenance Improving

Many of the maintenance problems were noted during the first on-site visit and tour of the facilities. Spot checks of previously noted problems showed there had been quick action and many repairs had been made. Management explained this was because they were able to bring on two additional plumbers for the summer. A contract was being signed with a plumbing company to handle larger repairs.

New Mattresses

The mattresses that were on hand during the first visit to the facility were quickly used to replace non-useable in the housing units. A large quantity of additional mattresses were quickly ordered and also issued. A total of 800 mattresses were replaced.

Final Findings

There are a number of findings:

1. There were a number of capital improvements and management efforts underway prior to the audit.
 - a. Replacement of a waste water stack that was leaking;
 - b. Replacement of sliding door locking mechanisms on cells;
 - c. Cell lights were refurbished.
2. The living conditions for inmates observed during the initial tour were very poor and totally unacceptable. See tour notes.
3. Subsequent efforts by management resulted in quick improvements to sanitation and maintenance.
 - a. Additional cleaning equipment and supplies were placed on the housing floors.
 - b. Housing units were cleaner, and dirty, crusted toilets had been cleaned;
 - c. Some of the maintenance problems were already resolved;
 - d. Approximately 800 unusable mattresses were replaced with new mattresses with an integrated pillow.
4. Although progress was being made in sanitation, there is still much to be done to sustain an adequate level of sanitation. Most notable is insufficient staff to consistently get cleaning equipment and supplies into the housing units and to monitor and inspect cleaning done by the inmates.
5. Many of the issues noted in the initial findings remain:
 - a. Inmate population exceeding capacity in many of the housing units;
 - b. Outdated policies and procedures;
 - c. Inadequate conditions of confinement;
 - d. Poor inmate supervision;
 - e. Inadequate on-duty staff;
 - f. No annual staffing plan;
 - g. No emergency intercoms in cells; and,
 - h. No quarterly evacuation drills.

Recommendations

The following are recommendations pursuant to the findings of the audit. It will be jail management's tasks to complete a detailed description of each problem and research possible solutions. It will be management's tasks to prepare a detailed short term and long term action plan that will guide ongoing efforts and provide a mechanism for tracking progress. Funding must be made available to make the jail safe and secure for both staff and inmates and to maintain adequate conditions of confinement.

1. Improve Recruitment, Hiring, and Retention

Immediate action(s) must be taken to provide sufficient staff for good inmate behavior management and to adequately maintain the facility, especially the living areas. For example, the indirect supervision housing floors require at least four officers and a supervisor to provide essential services and a minimum level of inmate supervision.

Some suggestions were made by staff and county officials for temporary assistance by contracting for certain functions thus freeing officers to work the housing units. For example, it was suggested that contracting for transport of inmates outside of the facility might be possible. This would free up a significant number of officers otherwise assigned to transport to work the housing floors.

Management and human resources should identify the type of individual who is likely to make a good correctional officer. This will aid in directing the recruitment efforts at that group. Secondly, an advertising campaign should be prepared that explains the benefit of a career at the Jackson County Detention Center. The idea that correctional officers are highly trained, highly skilled professionals must be communicated whenever possible to the public.

The screening process should include a thorough background check, a psychological examination, polygraph exam, physical fitness testing, a health physical, and structured interview to eliminate those candidates who do not qualify or who are not likely to succeed. This will minimize investing in extensive training on officers who leave shortly after they begin work.

Retention often has much to do with the supervisor of the individual. A good supervisor who is a good coach will help the individual succeed and help them realize they are doing an important job.

2. Prepare a Comprehensive Staffing Plan

An accurate detailed staffing plan is an essential element for management of a detention facility. The plan must describe the duties, responsibilities and workload

to justify coverage of every post and position in the facility. This information is coupled with the average net annual work hours of employees to determine the total number of staff required to fill all posts and positions. See *NIC Staffing Analysis Workbook for Jails, 2nd Edition* or *Jail Staffing Analysis 3rd Edition* (unpublished).

The annual staffing plan should be updated and submitted every year for approval during the budget cycle. Using the plan, the consequences of an insufficient personnel budget can easily be anticipated.

3. Prepare an Annual Staff Training Plan

A comprehensive staff training plan should be prepared annually for management of the function and as part of the annual budget cycle. Training plans typically will identify all of the knowledge and skills for each post and position, the method for providing the training, and the resources that will be required, i.e., training staff, equipment, supplies, and space. Resources may also include over-time pay.

The American Corrections Association jail standards provide a list of pre-service and in-service training topics that should be covered in training that could be used in lieu of doing an immediate job/task analysis.

4. Prepare a Housekeeping and Sanitation Plan

After the auditor's first onsite visit, the Department of Corrections took action to improve sanitation. To sustain this effort, a written housekeeping and sanitation plan should be prepared indicating how each area of the facility is kept clean and sanitary, by whom, and when. It should include a list of cleaning equipment and supplies that must be maintained in each area and the training that must be provided to assigned staff and inmates. Finally, the plan must indicate who will conduct the inspection of each area and how staff and inmates will be held accountable.

5. Prepare a Comprehensive Facility Maintenance Plan

A comprehensive maintenance plan is essential to maintain the building and providing adequate inmate living conditions. The plan must identify all preventive maintenance that must be done on a routine basis and provide a schedule of when it will be done. The plan identifies the process for responding to requests for maintenance and performance of routine maintenance inspections.

As with other plans, the Comprehensive Facility Maintenance Plan must be updated annually during the budget process to reflect changes in the facilities and infrastructure. Likewise, it identifies resources necessary to implement the plan, i.e., staff, equipment, supplies, and spare parts that must be included in the annual budget.

6. Continue Updating the Policies and Procedures

The format of the current policies and procedures is not short, concise, step-by-step instruction for officers to easily follow. Management should seriously consider adopting the format found in the National Institute of Corrections document ***Developing and Revising Policies and Procedures for Jails***. This format creates a document that is “user friendly” for the correctional officers and support staff. It is simple step-by-step instructions that are easy for staff to follow; a users guide to performing tasks correctly.

The National Institute of Corrections can provide training in writing policies and procedures.