



SHERIFF OFFICE

PERFORMANCE AUDIT

FISCAL YEARS 2012 & 2013

**CITY OF CHESAPEAKE, VIRGINIA
AUDIT SERVICES DEPARTMENT**



August 29, 2014

The Honorable James J. O'Sullivan
Sheriff
City of Chesapeake
401 Albemarle Drive
Chesapeake, Virginia 23322

Dear Sheriff O'Sullivan:

We have completed our review of the Chesapeake Sheriff's Office (referenced as the "Department") for Fiscal Years 2012 and 2013. Our review was conducted for the purpose of determining whether the Department was providing services in an economical, efficient, and effective manner, whether its goals and objectives were being achieved, and whether it was complying with applicable City and Department policies and procedures of jail operations and financial administration regarding cash receipts, expenditures, and inventory.

We conducted this performance audit in accordance with Generally Accepted Government Auditing Standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusion based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

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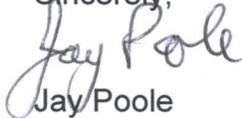
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Based on our review, we determined the Department had accomplished its overall mission of operating, and maintaining the City Jail, providing security services to the various courts, and process and warrant service. However, we did identify some issues that needed to be addressed. These issues included reducing use of non-PO vouchers, discontinuing use of locally created invoice numbers as well as fee, medical evaluation, staffing, safety, and maintenance issues.

This report, in draft, was provided to Department officials for review and response. Their comments have been considered in the preparation of this report. These comments have been included in the Managerial Summary, the Audit Report, and Appendix A. The Department's management, supervisors, staffs, and contractors, were very helpful throughout the course of this audit. We appreciated their courtesy and cooperation on this assignment.

Sincerely,



Jay Poole
City Auditor
City of Chesapeake, Virginia

c: The Honorable Alan P. Krasnoff and Members of the City Council
James E. Baker, City Manager



Managerial Summary

A. Objectives, Scope, and Methodology

We have completed our review of the Chesapeake Sheriff's Office (referenced as the "Department") for Fiscal Years 2012 and 2013. Our review was conducted for the purpose of determining whether the Department was providing services in an economical, efficient, and effective manner, whether its goals and objectives were being achieved, and whether it was complying with applicable City and Department policies and procedures of jail operations and financial administration regarding cash receipts, expenditures, and inventory.

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To conduct this audit, we reviewed and evaluated policies, procedures, and operational documents and reports. Also, we reviewed the Auditor of Public Accounts (APA) Virginia Sheriff's Accounting Manual Audit Specifications, Code of Virginia, and the Compensation Board's Jail Cost Report. We conducted site visits of the jail, discussed the audit areas of cash receipts, expenditures, inventory, and conducted interviews with the Sheriff, Chief Deputy, Executive Officer of Administration, and various other Department personnel.

Major Observations and Conclusions

Based on our review, we determined the Department had accomplished its overall mission of operating, and maintaining the City Jail, providing security services to the various courts, and process and warrant service. However, we did identify some issues that needed to be addressed. These issues included reducing use of non-PO vouchers, discontinuing use of locally created invoice numbers as well as fee, medical evaluation, staffing, safety, and maintenance issues.

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B. Performance Information

As one of the City's constitutional offices, the Sheriff's Office was a multi-faceted department whose positions were funded primarily by the State Compensation Board (Compensation Board). The City provided the Department with much needed subsidies to fund their operations. Also, the Department received Federal funding from the U.S. Marshall's Office for housing federal prisoners. The Compensation Board provided funding for salaries and the Commonwealth of Virginia also provided funding for the daily operating costs for state responsible inmates housed in the City Jail.

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C. Procurement and Accounts Payable Issues

In reviewing the Department's procurement and accounts payable practices, we identified several areas where procedures could be enhanced. The areas included reducing use of non-PO vouchers and discontinuing use of locally created invoice numbers.

1. Non-PO Voucher Use

Finding – The Sheriff's Department used non-purchase order vouchers to process multiple similar and frequent purchases.

Recommendation – The Department should take steps to ensure that it complies with purchase order requirements for vendors with City contracts.

Response - The Chesapeake Sheriff's Office understands that purchase orders are required for purchases of supplies, services or equipment that exceeded the City Code limit of \$4999.99 as well as for vendors with City Contracts.

All staff handling this function fully understand the necessity of this process. Supervisors handling the approvals of such expenses are ensuring compliance with the process. Additionally, the development of RFPs are currently underway for any service, company, etc... that surpassed the \$4,999.99 threshold to ensure compliance.

2. Locally Generated Invoice Numbers

Finding – The Department submitted accounts payable invoices with locally generated invoice numbers.

Recommendation – The Department should discontinue the practice of creating locally generated invoice numbers.

Response - The Sheriff's Office has counseled and instructed all staff handling invoice that locally generated invoice numbers are not to be utilized. Additionally, invoices will be submitted individually rather than groups together. This measure will ensure accountability and reduce the potential for duplicate payments.

For invoices lacking an invoice number, the date of the invoice will be entered in that field as directed by the City of Chesapeake's Finance Department. Supervisors in the office are verifying that this procedure is being followed.

D. Fee and Policy Issues

In reviewing the Department's fee proposal for the Weekend Day Program, we identified fees that could be increased to offset program costs. We also noted where compliance with medical evaluation requirements could be improved.

1. Weekend Day Program Fee

Finding – Revenues derived from the Sheriff's Weekend Day Program were not sufficient to cover the cost of the program.

Recommendation – The Department should proceed with the proposed Weekend Day Program fee increase.

Response - The Sheriff's Office is currently in the process of increasing fees for the Weekend Day Program. The increase of fees is scheduled to start at the end of September/beginning of October of this year. Under the increases fees, persons assigned to the program will be assessed a \$25.00 processing fee and will be required to pay \$7.00 for each day they are on the program.

2. Occupational Medical Evaluation

Finding – The Department’s sworn officers did not always receive annual medical evaluations administered by the Chesapeake Health Department, Occupational Health Services (OHS) as required.

Recommendation – The Department should take steps to ensure compliance with its medical examination requirements.

Response - The Chesapeake Sheriff’s Office recognizes the importance of maintaining current on employee medical evaluations. The Captain assigned as the Administration Commander has been assigned to oversee the timeliness of staff members completing their medical evaluations. The Administration Commander is in frequent contact with Chesapeake Health Department staff to ensure staff members are in compliance.

Since this process has been implemented, the Sheriff’s Office has seen a sharp increase in the number of completed physicals.

E. Other Jail Issues

As was noted in our previous audit, the Department still lacks the recommended complement of deputies per inmate. We also identified potential enhancement to the Department’s safety program as well as its maintenance procedures.

1. Jail Overcrowding and Staffing Ratios

Finding – The Chesapeake Correctional Center (City Jail) exceeded its inmate capacity rating and did not have a sufficient ratio of guards to inmates.

Recommendation – The Department should continue working with the State Compensation Board to fully fund all required deputy positions. Additionally, the Department should continue to work with the City on strategies to reduce overcrowding.

Response - The Chesapeake Sheriff’s Office has submitted request to the Virginia Compensation Board for emergency Deputy Sheriff positions for the past few years and will continue to submit for these positions in future budget submissions to the Compensation Board.

On July 1, 2014, the Chesapeake Sheriff’s Office transferred fifty (50) inmates to be housed in the Hampton Roads Regional Jail. Based on the agreement the number of inmates will increase by twenty-five (25) every three (3) months which will assistance in the reduction of overcrowding in the facility.

Additionally, the Sheriff’s Office will be expanding the Home Electronic Monitoring (HEM) Program as well as exploring other alternatives to incarceration. The Sheriff has also been exploring the possibility of creating a day reporting center which

would also help to reduce the number of individuals incarcerated in the Chesapeake Correctional Center.

The Sheriff has been very progressive in identifying ways to prevent recidivism which hopefully reduce the number of re-offenders and ultimately help to reduce the population of the facility. The Sheriff established a re-entry program which provides incarcerated individuals with life skills to be successful after incarceration.

2. Safety Program

Finding – We identified several potential enhancements for the Department’s safety program.

Recommendation – The Department should establish a continuous monitoring program for safety and associated risks and coordinate review of safety policies and equipment with the City’s Safety Officer.

Response - The Chesapeake Sheriff’s Office recognizes the importance of the safety program. The Sheriff’s Office will work closer with the Risk Management to evaluate further claims and the ability to reduce these incidents. It should also be recognized that the potential for injury to employees is higher due to the type of functions and tasks being performed by the office. Many times these incidents are sustained from dealing with newly arrested individuals, violent inmates, etc...

Regarding issues found during the tour of the facility:

1. Food carts missing tray rack supports were beyond repair and were disposed of. New food carts were purchased.
2. Signage has been placed on the door to the emergency diesel room notifying staff that hearing protection is required and ear muffs were purchased and have been placed outside of the room for usage.
3. All bunk beds in the temporary housing facilities have been secured to the floor.
4. All eyewash stations have been cleaned and all are fully functional throughout the correctional center.

The Chesapeake Sheriff’s Office has implemented addition inspection tasks to line staff and supervisory staff throughout the Office. The Administration section of the Office will enhance the working relationship with the City of Chesapeake’s Safety Officer to improve the overall safety for staff, inmates, and the public.

3. Maintenance Program

Finding – The Department’s maintenance program was not automated. We also identified several maintenance issues in the jail facility.

Recommendation – The Department should consider using Maximo for maintenance project tracking. It should also address the other maintenance issues identified.

Response - The Chesapeake Sheriff's Office began utilizing the capabilities of Maximo just recently. It is anticipated that the correctional center will begin utilizing this system in September of this year which will allow maintenance issues to be tracked more efficiently.

Additionally, all repairs identified have been repaired or they are currently under repair at this time. The Sheriff's Office will also continue to repainting projects in the facility.

SHERIFF OFFICE
PERFORMANCE AUDIT
JULY 1, 2011 TO JUNE 30, 2013

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Methodology

To conduct this audit, we reviewed the Department's policies, procedures, and practices. This review included testing and evaluation of aspects of departmental revenues, expenditures, and inventory generally, and specific activities within the Weekender, Work Release and Home Electronic Monitoring to determine if the internal controls were adequate, if revenues were optimized, and if the Auditor of Public Accounts (APA), Sheriff Accounting Manual, and applicable laws and regulations were being adhered to.

We also reviewed aspects of the maintenance procedures by requesting information to evaluate the effectiveness of the internal maintenance request system and determining if it summarized the maintenance requests and provided needed follow-up information in a timely fashion. The Deputy Inmate ratio was also evaluated by requesting various inmate population numbers as well as the Department compliment assigned to the City Jail. In addition to these items, various contracts including those for deputies' uniforms, video visitation, kitchen and meal services, inmate medical services, and commissary (Canteen) contracts were reviewed. These reviews were made to determine if the contracts and Request-For-Proposals (RFP) were effective, and protected the interests of both the City and the Department. We also conducted tours of the jail facility.

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Inmates confined in the City Jail fell into one of three broad categories:

Local-Responsible inmates:

- Felons sentenced to twelve months or less
- Individuals charged with a felony, misdemeanor, or ordinance violation, who not released on bail,
- Offenders sentenced to jail following conviction for a misdemeanor,
- Offenders sentenced to twelve months or less, following conviction for a felony,
- Offenders committed for violation of conditions of probation, parole, or post-release supervision, to await a probation/parole revocation hearing,
- Offenders sentenced to jail for violation of a local ordinance.

State-Responsible inmates:

- Felons sentenced to one year or more

The City Jail also incarcerated ***federal prisoners***, for which they received per diem payments from the federal government.

1. Organization

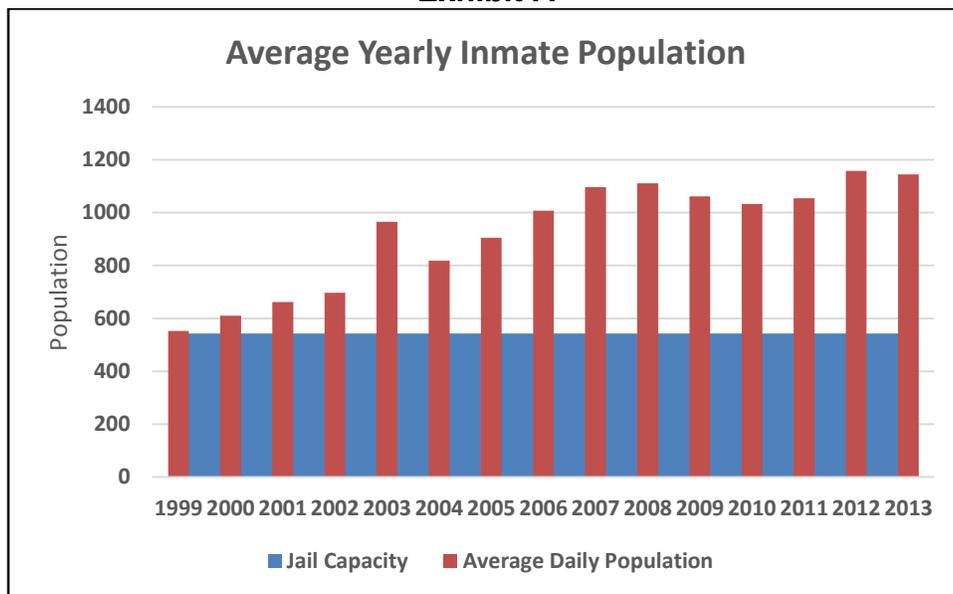
The Department was divided into three functional divisions: Administration, Corrections, and Operations. The Administration Division was responsible for General Administration, Internal Affairs, Public Information, Victim Witness, and Training. The Corrections Division was responsible for the administration of the City Jail and was

divided into four sections: Administration, Security, Support Services, and Work Release. The Operations Division was responsible for Civil Enforcement, Fugitive Apprehension, and the Courts.

2. Jail Population

The City Jail was built in 1961 and later expanded in 1997 to a capacity of 555 prisoners. However, the population of the Chesapeake City Jail had been on a steady increase over the last ten years. In 1998 the jail population averaged 552 inmates per day. As of May 31, 2013, the Chesapeake City Jail population averaged 1,131 inmates per day.

Exhibit A



3. Construction Funding

In response to the continued increase in the City Jail population the Department had undertaken several initiatives to remediate the situation. In the short term the Office had requested and received approval for the use of three temporary pods. These pods were installed outside the perimeter of the existing City Jail and had a rated capacity of approximately 265 beds. The actual expected usage would be 192 beds owing in part to the pod being repurposed.

On August 28, 2013, the State Board of Corrections (BOC) approved the following request from the City:

“This was a request from the City of Chesapeake for funding for reimbursement for a 192-bed expansion of the Chesapeake City Jail. The Planning Study proposes the construction of a separate, single story, two-level building on property adjacent to the existing facility.

This building would house 192 minimum-security inmates for the Chesapeake City Jail.

The expansion includes associated special-purpose cells and programming space. Intake accommodations will be made in the existing facility. The property on which the expansion is to be built is currently utilized by the Chesapeake Juvenile Detention Home for recreation, so relocation of the recreation area and maintenance building for the juvenile facility is a part of the project. Upon completion of this expansion, the Chesapeake City Jail has indicated it will discontinue the use of the temporary facilities previously erected by Proteus on the jail site.”

The BOC approval recognized a total eligible cost of \$20,522,691, of which up to 25% (or \$5,130,673) would be a State reimbursement. The reimbursement was subject to the availability of funds and compliance with Board **Standards for Planning, Design, Construction and Reimbursement of Local Correctional Facilities** (1994), and Sections 53.1-80 through 82 of the Code of Virginia.

4. Chesapeake Jail Operating Costs

The Department maintained the security of the jail facilities, and were responsible for the health, safety, and custodial care of inmates. Department Administration was also responsible for keeping and reporting records on the jail population to the Compensation Board and the State Department of Corrections, and to ensure that the jail complied with standards set by the BOC. As mentioned earlier, local deputy sheriffs who assisted the Sheriff in his duties were funded by the state through the Compensation Board. The City, with state support, paid for the jail construction costs. The table below shows the state and federal categorical funding provided to the City Jail.

**Exhibit B
Sources of Sheriff Revenue for FY2013**

	Sources of Revenue Activity			
	K	LP	LD	M
	State Categorical Aid and Shared Expenses	Federal Categorical Aid Pass-through	Federal Categorical Aid Direct	Charges for Services
* Sheriff - Courts	\$ 3,398,991.00	\$ -	\$ 5,256.00	\$ 784,785.00
Correction & Detention:				
* Sheriff - Jails	\$ 6,042,651.00	\$ -	\$ 9,344.00	\$ 1,395,173.00
Total	\$ 9,441,642.00	\$ -	\$ 14,600.00	\$ 2,179,958.00

Source: Auditor of Public Accounts

In addition to paying salaries for recognized positions, the State also paid a per diem to the jails for State-Responsible inmates. In FY2013, the per diem payment for local-responsible inmates was by \$1.50 per day. An additional \$4 daily per diem rate was also paid for presentence state responsible inmates and a \$12.00 per diem rate for state sentenced inmates. These per diems were paid by the Commonwealth to the City. According to the Compensation Board, the State rate structure was dependent on the date of the inmates' sentence. Per-diem funding for inmates was dependent upon the State charge offense type and length of sentence. The maximum per diem that could be applied was \$4 if the inmate was a Local Responsible inmate (awaiting trial or all charges have not been adjudicated) and \$12 if the offender had been sentenced on a felony with more than 12 months to serve, making them State-Responsible.

The City was paid on a quarterly basis for per diem payments based on actual inmate populations in the jails from the previous quarter. The Chesapeake City jail also received prisoners committed under the authority of the United States. The Sheriff collected a per diem from the federal government. The Compensation Board was responsible for recovering from individual jails the State-fund costs associated with holding federal prisoners.

The following is the most recent cost report extracted from the "Commonwealth of Virginia COMPENSATION BOARD Report to the General Assembly" dated November 1, 2013.

Exhibit C

Prepared by Staff - The Compensation Board

CHESAPEAKE CITY FISCAL YEAR 2012

1. FACILITY PROFILE

Contract Medical	Yes	Jail "Books" Inmates	Mixed
Contract Food Service	Yes	Local Salary Supplement	Mixed
# Federal Contract Beds	50	# of Locally Funded Positions	163
Direct Supervision - # Beds	240	Air Conditioned	Yes
Indirect Supervision - # Beds	303	Houses Females	Mixed
Date(s) Built	1963;1987;1997	Operates Dispatch	Mixed
Compensation Board Funded Positions	209		
ALL INMATE HOUSED DAYS (LIDS)	420,318	OPERATING	
FED/ OUT OF STATE ADP	30	CAPACITY USE %	
TOTAL LIDS ADP	1,152	212% TOTAL	
DOC RATED OPERATING CAPACITY	543	207% STATE RESPONSIBLE	

2. EXPENDITURES

ALL INMATE RESPONSIBLE DAYS	423,846	Expenses Per	
		Inmate Day	
Personal Services	\$21,069,766	\$49.71	
Food Services	\$1,106,058	\$2.61	
Medical Services	\$3,708,031	\$8.75	
Inmate Programs	\$0	\$0.00	
Transportation	\$679,980	\$1.60	
Direct Jail Support	\$1,967,591	\$4.64	
Capital Accounts - Operating	\$3,469,462	\$8.19	
Other Jail Indirect Expenses	\$1,611,413	\$3.80	
SUB-TOTAL OPERATING	\$33,612,301	\$79.30	Per Inmate Day
Capital Accounts - Long Term	\$0	\$0.00	
Debt Service	\$2,385,241	\$5.63	
TOTAL EXPENSES	\$35,997,542	\$84.93	Per Inmate Day

3. REVENUES

ALL INMATE RESPONSIBLE DAYS	423,846	Revenue Per	Revenue Per	
		Inmate Day	Federal	
		(All)	Inmate Day	
Commonwealth Funded				
Grants	\$0	\$0.00		
Salaries	\$7,155,049	\$16.88		
Per-Diems (Gross)	\$2,490,588	\$5.88		
- Overhead Recovery	(\$220,940)	(\$0.52)		
Per-Diems (Net)	\$ 2,269,648	5.36		
Office / Vehicles	\$0	-		
Other	\$ (32,014)	(0.08)		
Federal: Per-Diems	\$691,210	\$1.63	\$63.18	28.41% STATE FUNDED
Grants	\$0	\$0.00		2.00% FEDERAL FUNDED
Other	\$27,653	\$0.07		
Local Jurisdictional - Operating (to balance)	\$21,121,500	\$49.83		58.67% LOCAL OPERATING
Non-Local Jurisdictional	\$0	\$0.00		
Out of State	\$0	\$0.00		6.63% LOCAL DEBT -
Work Release	\$546,398	\$1.29		RELATED
Other	\$997,142	\$2.35		4.29% OTHER FUNDED
				100.00% TOTAL FUNDED
SUB-TOTAL OPERATING	\$32,776,586	\$77.33		Per Inmate Day
Local Jurisdictional - Debt Related	\$2,385,241	\$5.63		
Commonwealth Construction Reimbursemen	\$835,715	\$1.97		
Commonwealth Construction Reimbursed	\$0	\$0.00		
TOTAL REVENUES	\$35,997,542	\$84.93		Per Inmate Day
<i>Excess (Deficiency) of</i>				
<i>Revenues over Expenditures</i>				\$0

6. Benchmark Data

According to the Compensation Board's FY2012 Chesapeake City Jail Cost Report, total expenditures (including capital costs) reported to house inmates was \$35,997,542(a). The Compensation Board provided funding of \$9,424,697(b) to Chesapeake City, with other state agencies providing an additional \$835,715 (c), primarily for capital costs. The City of Chesapeake contributed \$23,506,741(d) to the jail (including debt service obligations). The federal government provided funding of \$718,863(e) in direct grants and per diems. Other funding, such as inmate telephone commissions, medical co-payments, and investment income/earned interest, contributed \$997,142(f). Work release funds generated by the inmates provided \$546,398(g). Funding received for out of state inmates was negligible for FY 2012.

Audit Services compared the FY2012 jail cost data provided by the Compensation Board of Virginia from the Chesapeake City Jail to seven other localities with similar city population sizes. The localities compared included Arlington County, Chesapeake City, Chesterfield County, Henrico County, Loudoun County, Prince William County, Richmond City, and Virginia Beach City.

According to the **Report**, the average operating cost of holding one inmate in Chesapeake for one day increased to \$79.30, up \$4.12 from FY 2011. The average operating cost per inmate day for the jails included in our study was \$117.45. The average operating cost per inmate based on the 43 local jails in Virginia was \$85.97 as of FY2012. The jail operating costs per inmate day ranged from a low of \$65.50 at the Richmond City Jail to a high of \$225.31 at the Loudoun County Jail in FY 2012 for those localities compared in our audit.

Exhibit D
FY2011 and FY2012 Jail Operating Costs per Inmate per Day

FIPS	Locality/County Jail	FY2012	FY2011	Increase/(Decrease)
760	Richmond City	\$ 65.50	\$ 57.19	\$ 8.31
810	Virginia Beach City	\$ 65.91	\$ 65.13	\$ 0.78
550	Chesapeake City	\$ 79.30	\$ 75.18	\$ 4.12
87	Henrico County	\$ 83.39	\$ 79.43	\$ 3.96
41	Chesterfield County	\$ 109.12	\$ 105.06	\$ 4.06
153	Prince William County	\$ 123.14	\$ 113.00	\$ 10.14
13	Arlington County	\$ 187.91	\$ 175.45	\$ 12.46
107	Loudoun County	\$ 225.31	\$ 233.00	\$ (7.69)
	Average of the eight localities	\$ 117.45	\$ 112.93	\$ 4.52

The table below showed that the Chesapeake City Jail still remained more overcrowded than the other localities and counties included in our comparison. The FY2012 maximum capacity to inmate ratio for the Chesapeake City Jail was 1 to 2 inmates. The average daily population (ADP) for the Chesapeake City Jail increased by

11.09% in FY2012 to 1,152. During FY 2012, there was a total of 420,318 inmate housed days incurred by the City Jail.

**Exhibit E
2011 and 2012 Average Daily Population (ADP)**

Locality/County Jail	ADP FY2012	ADP FY2011	Maximum Jail Capacity per Department of Corrections	Percentage of Rated Capacity
Arlington County	439	465	474	93%
Chesapeake City	1,152	1,037	543	212%
Chesterfield County	328	323	250	131%
Henrico County	1,162	1,186	787	148%
Loudoun County	242	198	287	84%
Prince William County	856	849	667	128%
Richmond City	1,369	1,357	882	155%
Virginia Beach City	1,465	1,416	859	171%

7. Program and Services for Inmates

The Chesapeake City jail provided a variety of programs and services above the minimum standards required by the BOC. Those programs include substance abuse services, Social Services Fatherhood Program, mental health services, and re-entry programs such as work release, home electronic monitoring, public work force, weekend sentencing/community service programs.

Chesapeake complied with the Standards of Services set by the Board of Corrections. Those standards required that all inmates were provided:

- Medical screening upon admission into the jail facility
- Information on procedures for obtaining medical services
- Regular physical exercise and some kind of recreational activities
- Reading materials, unless the materials posed a threat to security or was not in compliance with other restrictions or guidelines
- Commissary “canteen” services where inmates could make purchases once a week from an approved list of items
- Religious services or counseling of their choice
- Educational services

Beginning with the collection of data for fiscal year 2002, a Statement of Revenues and Expenses for Inmate Canteen Accounts, telephone commission funds, inmate medical co-payment funds, and any other fees collected from inmates and investment/interest

monies was required to be included in the Jail Cost Report. The FY 2012 Jail Cost Reports included the following:

**Exhibit F
FY2012 Inmate Canteen & Other Auxiliary Funds Reporting Activity**

FIPS	Locality/County Jail	Inmate Canteen		Telephone Proceeds		Inmate Medical Co-Payments		Other Inmate Collections/ Work Release		Investment/Interest	
		Revenues	Expenses	Revenues	Expenses	Revenues	Expenses	Revenues	Expenses	Revenues	Expenses
13	Arlington County	\$ 151,702.00	\$ 76,386.00	\$ 3,861.00	\$ 114,128.00	\$ 7,273.00	\$ 7,273.00	\$ 31,909.00	\$ -	\$ -	\$ -
550	Chesapeake City	\$ 254,037.00	\$ 249,195.00	\$ 527,362.00	\$ -	\$ 20,675.00	\$ -	\$ 482,857.00	\$ -	\$ 14.00	\$ -
41	Chesterfield County	\$ 97,195.00	\$ 66,699.00	\$ 73,309.00	\$ 73,309.00	\$ 14,543.00	\$ 14,543.00	\$ 318,115.00	\$ 318,115.00	\$ -	\$ -
87	Henrico County	\$ 927,850.00	\$ 1,037,912.00	\$ 171,678.00	\$ -	\$ 88,398.00	\$ -	\$ 273,691.00	\$ -	\$ 599.00	\$ -
107	Loudoun County	\$ 28,361.00	\$ 137,420.00	\$ 100,390.00	\$ -	\$ 6,018.00	\$ -	\$ 101,125.00	\$ -	\$ -	\$ -
153	Prince William County	\$ 490,531.00	\$ 384,243.00	\$ 269,146.00	\$ -	\$ 42,299.00	\$ 42,299.00	\$ 451,541.00	\$ 451,541.00	\$ 405.00	\$ -
760	Richmond City	\$ 1,063,229.00	\$ 929,983.00	\$ 338,499.00	\$ -	\$ 23,938.00	\$ -	\$ 210,693.00	\$ -	\$ -	\$ -
810	Virginia Beach City	\$ 1,750,055.00	\$ 1,098,714.00	\$ 546,403.00	\$ -	\$ 31,650.00	\$ 31,650.00	\$ 1,293,040.00	\$ -	\$ 4,592.00	\$ -

According to the Jail Cost Report of FY2012, Arlington County, Chesapeake City, Loudoun County, and Virginia Beach City Jails all contracted with their vendors for Canteen commissions.

8. Community Service

One of the hallmarks of the Department was the level of community service provided to the citizens of Chesapeake. This was evident in the various programs that the Department participated in throughout the year. These programs ran the gambit from programs for youth, senior citizens, victims of crime, and jail based programs.

a. *Chesapeake Sheriff's Office Youth Programs*

The Sheriff developed and founded the "Children Today Leaders Tomorrow" youth program to give kids an opportunity to fulfill their potential with the guidance of adults who genuinely cared and were willing to give their own time. According to the Sheriff's office, the program involved leadership training from some of Chesapeake's most successful citizens, as well as teambuilding concepts, positive reinforcement and structured activities centered on preparing young men and women to meet the challenges of tomorrow, with the tools to make the right choices. The youth camps administered through this program included:

Leadership Camp, a summer weekend outing designed for STAR Program youths. The goal of the program was to work with local Chesapeake schools and other community resources to help identify those children who would most benefit from this camp.

Football Camp involved football coaches and players who volunteered their time to work with young middle school children ages 10-14. The goal of this camp was to teach fundamental football skills for the purpose of instilling a desire to succeed in life and highlight strengths that were already there.

ASPIRE – Female Leadership. This program’s mission was to develop leadership skills within young female residents of the City, by reinforcing ethics, self-esteem, public service and providing access to prominent female role models and public officials, as well as providing scholarship opportunities. Workshops focused on communication, self-defense, public speaking, self-esteem, problem solving/conflict resolution, leadership roles, etiquette/protocol in various settings, the local government process, specialized certifications, (i.e. CPR/First Aid), and a field trip to Richmond to visit the General Assembly.

STAR – Standing Tall Always Reaching Program. STAR was a structured program that worked to instill the core values of professionalism, leadership, and community involvement to 64 Chesapeake resident young boys between the ages of 10 and 13. Each participant in the program was paired with specially trained Chesapeake Sheriff’s Deputies who had been carefully chosen because they exhibited these core values.

Adopt-A-Grand Buddy brought youths and seniors together. Participants from the STAR and ASPIRE programs got together and visited seniors throughout the City. The goal was to have the kids visit senior clubs and senior homes while interacting with the seniors by playing games and reading to them. It strived to bridge the gap between the two generations.

Be a Buddy Not a Bully was a fast, exciting, fun-filled program to help teach kids, in grades K-12 about bullying. Children learned how to identify bullies, what to do when they were bullied by others and how to help their friends who were being bullied. Through Magic, Stories, Games, Comedy and Audience Participation, students became aware of this "hidden" problem and learned how to make their school a kinder, safer, and more fun place.

b. Chesapeake Sheriff’s Senior Programs

Each year, the Department along with the South Norfolk Ruritan’s Club jointly sponsored the Great American Food Fest. This event was held at the Chesapeake City Park and attracted a crowd of well over 6,000. Proceeds benefited the Sheriff’s Elderly and Indigent Victims of Crime Program and other Department and Ruritan projects.



Great American Food Fest at Chesapeake City Park

In addition to the Food Fest, the Department, along with Chesapeake Regional Medical Center and area businesses, sponsored a two day Senior Support Service's Seminar. This event had been held annually since 1987 and crowds numbered in excess of 1,200. This program was free to senior citizens and provided medical screening and many other informative activities for seniors.



Senior Support Services Seminar – Chesapeake Conference Center

c. Victim Witness Program

This program was made available to assist victims or witnesses navigate through the court process. The program ensured sensitive crisis assistance, and help to promote and understanding of the criminal justice system and the victim or witness's role in the process.

d. Jail Annex Program

As offenders moved through the prison system, their re-entry needs varied based upon their proximity to release. The Jail Annex program was one of the final steps in the process, prior to probation and parole. The purpose of the Jail Annex Program was to:

- Assist inmates in identifying their specific risks and needs for the purpose of matching them with publicly funded social programs
- Reduce offender recidivism, and to
- Enhance public safety

Some examples of the categorical *risks* identified included the offenders' alcohol and drug usage problems, the number of prior records of probation/parole supervision, the number of prior probation/parole revocations and the number of prior felony convictions. Examples of categorical *needs* identified included such things as academic/vocational skills, employment, financial management, marital and family relations, companions, emotional stability mental ability, health, and sexual behavior. The Risk-Needs Assessments of each offender were summarized on a "Criminogenic Needs Assessment" chart to help the Department assist inmates with their transitional needs prior to release.

e. Jail Ministry Program

Made up from volunteers from the local Christian Community, Chesapeake Jail Ministries worked in cooperation with Sheriff Jim O'Sullivan and the Department to provide religious services to the inmates at the Chesapeake City Jail.

The Ministry provided the services of a full-time Chaplain, an Assistant Chaplain and an Administrative Assistant who worked with volunteers from area churches. The Chesapeake Jail Ministry offered the following services:

- Crisis Counseling
- Grief Counseling
- Emergency Assistance
- Personal Development Counseling
- Restoration Ministry Teams
- Correspondence Study Courses
- One-on-One Life Skills Tutoring

- Mentoring and After Care
- Nurture Block Program

8. Triple Crown Accreditation

In 2013, the Sheriff's Office maintained its' own "triple crown" accreditations from the Virginia Department of Corrections, the National Commission of Correctional Health, and the Virginia Law Enforcement Professional Standards Commission. The Department had maintained all three accreditations since November 2009. The Department was governed by strict guidelines pertaining to professionalism, safety, and innovation to continuously improve its work as a law enforcement agency. The work necessary to achieve and maintain Triple Crown Accreditation is evident in the City of Chesapeake being listed by the Federal Bureau of Investigation as one of America's safest cities.

9. Mental Health issues:

Chesapeake Integrated Behavioral Healthcare (CIBH) and the Department understood the value of their relationship of mutual cooperation. The Department and CIBH have taken steps to ensure that mental health care was continuous for the clients of CIBH.

Services included monitoring and reviewing the daily jail roster that was emailed to CIBH daily to determine priority population that require monitoring and linkage to aftercare services . Additional services include screening inmates with major mental illness for potential jail diversion options providing Local Restoration to Competency; for appropriate inmates, Center medical provided medication and medication adherence techniques and/or incentives.

Many of the individuals incarcerated in the Chesapeake Correctional Center suffered from a variety of mental illnesses as well as substance abuse. Many of the individuals were residents of the City and have either been served by CIBH or will in the future. Additionally, the Chesapeake Sheriff's Office works with CIBH in regards to Temporary Detention Orders (TDOs) for those individuals in the City suffering from a mental health crisis.

The issue of TDOs went even further in the relationship with the establishment of the Chesapeake Crisis Intervention Team, commonly known as CIT. This partnership required the collaboration of CIBH, the Sheriff's office, and the Chesapeake Police Department. The goal of the CIT program was to gain treatment for an individual in a mental health crisis rather than introduce the individual into the criminal justice system.

Sheriff O'Sullivan has served as a board member of the Chesapeake Community Services Board and after completing his term on the board appointed a senior deputy (Lt. Colonel) to replace him on the board to fully represent the Sheriff's Department. CIBH and the Department continuously worked together to ensure that external services were provided upon the release from incarceration of these individuals.

C. Procurement and Accounts Payable Issues

In reviewing the Department's procurement and accounts payable practices, we identified several areas where procedures could be enhanced. The areas included reducing use of non-PO vouchers and discontinuing use of locally created invoice numbers.

1. Non-PO Voucher Use

Finding – The Sheriff's Department used non-purchase order vouchers to process multiple similar and frequent purchases.

Chesapeake City Code Section 54-33 includes the following:

“Under the oversight of the city manager or designee, the procurement administrator or designee shall purchase all supplies and services for the city and shall sell all personal property of the city that may have been condemned as useless by the director of a department, except the purchase of such supplies and services and the sale of such personal property for which the council and/or city manager may make other provisions. The city manager may delegate responsibility for the purchase of supplies and services totaling \$4,999.99 or less to department directors or agency heads under such terms and conditions as the city manager may deem appropriate.”

We reviewed accounts payable information for the Department and observed purchases of supplies, services or equipment that exceeded the City Code limit of \$4999.99 as well as the use of non-PO voucher process for vendors with City Contracts. Exhibit XYZ details these occurrences.

Exhibit G Cumulative non-PO purchases for FY13

Merchandise Amount	Vendor	Name
\$37,405.75	0000000364	ISECURETRAC CORP
\$35,421.40	0000013672	TECHCOMP INC.
\$27,169.96	0000018571	ARAMARK CORRECTIONAL SERVICES LLC
\$25,892.25	0000001794	A K UNIFORMS & EQUIPMENT CO
\$24,662.36	0000020853	BEST UNIFORMS INC
\$19,937.58	0000000766	SOUTHERN POLICE EQUIPMENT CO., INC.
\$15,030.65	0000001121	VIRGINIA DISTRIBUTION CENTER
\$14,540.54	0000008563	AIR-X

\$14,000.00	0000016154	MAILROOM FINANCE INC
\$8,114.60	0000014822	CONMED INC
\$5,947.09	0000021759	SHECO LLC
\$5,398.42	0000013509	BESTECH, INC

This situation occurred because the department chose to use non-PO vouchers for these vendors instead of creating the required purchase order. However, if this situation persists, the City will not have the available tools to make future contracting decisions. Also, without the controls provided by purchase orders, contractual spending limits may be exceeded.

Recommendation – The Department should take steps to ensure that it complies with purchase order requirements for vendors with City contracts

In conjunction with Purchasing, the Department should review spending history for individual vendors and ensure that its contract solicitations are consistent with actual contract activity. Once those contracts are established the department should use purchase orders and vouchers that reference those purchase orders to ensure that contract expenditures are properly monitored.

Response - The Chesapeake Sheriff’s Office understands that purchase orders are required for purchases of supplies, services or equipment that exceeded the City Code limit of \$4999.99 as well as for vendors with City Contracts.

All staff handling this function fully understand the necessity of this process. Supervisors handling the approvals of such expenses are ensuring compliance with the process. Additionally, the development of RFPs are currently underway for any service, company, etc... that surpassed the \$4,999.99 threshold to ensure compliance.

2. Locally Generated Invoice Numbers

Finding – The Department submitted accounts payable invoices with locally generated invoice numbers.

Internal Controls in the City’s PeopleSoft system internal controls required unique invoice numbers from vendors. It automatically rejected accounts payable entries that had duplicate invoice numbers from a vendor.

We observed several instances where the Department processed accounts payable payments using locally generated invoice numbers instead of using the unique invoice number from the vendor. For example:

- On June 21, 2013, invoices 168160 and 168133 were submitted by the Department for payment. The vouchers were created using the invoice number “168160- 168133” as the local artificial invoice number when entered into PeopleSoft.
- Actual vendor invoice number “Overbill CR” for voucher 00538057 was given a locally generated invoice number for PeopleSoft entry of “Credit 2/11/13”.

This situation was the result of a departmental attempt to reduce the accounts payable turnaround time by combining several invoices from a single order as well as correct for entry to PeopleSoft vendor submitted invoice numbers that were not compatible with the security feature of PeopleSoft. If this situation continues, the Department risks duplicate payment to vendors.

Recommendation – The Department should discontinue the practice of creating locally generated invoice numbers.

Purchasing should incorporate language in each competitive bid process requiring unique invoice numbers. If a vendor invoice is incompatible with PeopleSoft, the Department should work with Purchasing and Finance to determine how to submit it.

Response - The Sheriff’s Office has counseled and instructed all staff handling invoice that locally generated invoice numbers are not to be utilized. Additionally, invoices will be submitted individually rather than groups together. This measure will ensure accountability and reduce the potential for duplicate payments.

For invoices lacking an invoice number, the date of the invoice will be entered in that field as directed by the City of Chesapeake’s Finance Department. Supervisors in the office are verifying that this procedure is being followed.

D. Fee and Policy Issues

In reviewing the Department's fee proposal for the Weekend Day Program, we identified fees that could be increased to offset program costs. We also noted where compliance with medical evaluation requirements could be improved.

1. Weekend Day Program Fee

Finding – Revenues derived from the Sheriff's Weekend Day Program were not sufficient to cover the cost of the program.

According to § 53.1-131.1. Provision for sentencing of person to nonconsecutive days in jail; payment to defray costs; penalty, a person sentenced pursuant to this section shall pay an amount to defray the cost of his keep, which amount shall be the actual cost of incarceration but shall not exceed that amount charged to the Compensation Board for purposes of reimbursement as provided in the general appropriation act. Such amount shall be collected by the sheriff, if he is responsible for operating a jail, or by the regional jail superintendent, and remitted by the sheriff to the treasurer of the appropriate county or city, or by the regional jail superintendent to the regional jail board or authority, solely for the purposes of defraying the costs of such weekend or nonconsecutive incarceration. The funds collected pursuant to this section shall not be used for purposes other than those provided for in this section.

The Sheriff's Weekend Program was a Court-enforced Program which required inmates to perform community service during daytime hours under the direct supervision of the Sheriff's deputies. Since inmates enrolled in the program were not housed in the jails or jail pods, but instead served during daytime hours only, the Department was not subject to medical or food expenses for these individuals. Thus the only costs associated with the program were the wages and overtime of Sheriff's Deputies involved with the program as well as the fuel costs associated with transporting the inmates to and from their community service assignments.

As of May 30, 2014, in an effort to assist with staff and budget reductions, the Department proposed an increase in inmate fees for program operations from \$4.00 to \$10.00 per day with an additional \$15 program process/reinstatement fee. According to a Department memo dated December 10, 2012, "additional income received for the program would allow for two additional part-time staff to provide transport and security for off-site work assignments with participants (Chesapeake Public Schools, city parks, city sports fields, etc.) Other staff would be added if income will support. These off-site work assignments were discontinued in July of 2012 due to budget and staffing shortages. Additional revenues would be used to purchase yard tools and any needed equipment to operate the program." According to the Department, the fees were never intended to recoup the wages and benefits of the full-time Sheriff's Deputies. It was only intended to off-set the overtime incurred.

The program revenues tracked by the City for Fiscal Years 2012 through Fiscal Years 2014 through May 29, 2014 were as follows:

Exhibit J
Sheriff Weekend Program Revenues

Fiscal Year Date	Total City Revenue
2012	\$46,651
2013	\$34,665
2014 through 5/29/14	\$29,908

The City did not track line item expenditures specifically for the Weekend Day Program. Thus, the cost analysis provided by the Department was based solely on estimates of deputy overtime costs and inmate participation in the Program.

We reviewed the Department's cost analysis and noted that the estimated costs used in its proposals were underestimated by the amount related to transportation fuel costs as well as wages and benefit costs for the two full-time sheriff deputies. A revised cost analysis that includes these fuel and wage costs for FY 2012 is shown below:

Exhibit K
Revised Program Cost Estimates for 2012

Estimate of six hours of overtime for 2 full-time deputies over 46 weekends <i>(Original cost estimate provided by Department for 12/10/12 analysis)</i>	\$27,600
Plus: Two full-time Deputies estimated daily wages over 46 weekends in operation <i>includes benefits, employers' portion of FICA, etc. at 35% of wages.</i>	\$28,635
Subtotal	\$56,235
Plus: Estimated Vehicle Fuel Cost for FY2012 and maintenance costs <i>(provided by Central Fleet reports)</i>	\$5,300
Total Estimated Annual Cost for FY2012	\$61,535
Less: City 2012 Revenues <i>(provided by City Finance PS system)</i>	\$46,651
Overage/(Shortage) of Program	(\$14,884)
Total Daily Cost: Total Estimated Annual Cost divided by 92 days <i>(2 days per every 46 weekends in operation (46*2=92 days))</i>	\$161.78

This situation occurred because, when the Department set the original daily fee of \$4, full-time wages, benefits, and vehicle expenses such as fuel and preventative maintenance costs were not considered in their initial analysis.

However, based on the analysis above, revenues derived from the Weekend Day Program were not sufficient to cover the cost of the program. In addition, Chesapeake's daily program fee of \$4 was lower than fees set by Virginia Beach (\$7), Norfolk (\$15), Western Tidewater (\$7), and Portsmouth (\$8).

Recommendation – The Department should proceed with the proposed Weekend day Program fee increase.

The Department recognized the need to increase the rate and proposed an increase in December 2012 and a second increase on May 31, 2014. We concur with the Department's proposed daily and processing/reinstatement fee increases to \$10 and \$15 respectively. We also recommend that, for future planning purposes, the Department work with the City to create a PeopleSoft program to track expenditures for the Weekend Day Program.

Response - The Sheriff's Office is currently in the process of increasing fees for the Weekend Day Program. The increase of fees is scheduled to start at the end of September/beginning of October of this year. Under the increases fees, persons assigned to the program will be assessed a \$25.00 processing fee and will be required to pay \$7.00 for each day they are on the program.

2. Occupational Medical Evaluation

Finding – The Department's sworn officers did not always receive annual medical evaluations administered by the Chesapeake Health Department, Occupational Health Services (OHS) as required.

According to Sheriff's Office General Policy No. PERS 30.04,

II. Policy. It is the policy of the Chesapeake Sheriff's Office that sworn full-time staff members and members of the Chesapeake Sheriff's Office Auxiliary Deputy Corps maintain proper health standards and an acceptable level of fitness. Personnel will receive medical evaluations administered by the Chesapeake Health Department, occupational Health Services (OHS). Scheduling for medical evaluations will be in accordance with the Chesapeake Health Department's criteria. Compliance with the provisions of this policy shall be considered a condition for continued appointment as a sworn deputy sheriff.

III.H. Failure to Comply. Individuals who fail to comply with the Occupational Medical Evaluation Program may be subject to disciplinary/administrative action as deemed appropriate by the Chief Deputy and/or Sheriff.

According the Chesapeake Health Services 2013 records, only 190 of 294 (or 65%) of sworn officers complied with their annual obligation to be seen for a full medical examination. Only 33 of 48 (or 69%) of sworn officers complied with their annual requirement to obtain their partial medical examination.

Exhibit L
2013 Compliance with Occupational Medical Evaluations

Sheriff Compliance for 2013							
	Fulls Due	Fulls Seen	Full Comp.	Partials Due	Partials Seen	Partial Comp.	Total Compliance
January	25	21	84%	6	6	100%	87%
February	22	17	77%	2	2	100%	79%
March	23	15	65%	0	0	0%	65%
April	24	17	71%	4	4	100%	75%
May	31	19	61%	3	3	100%	65%
June	23	11	48%	5	4	80%	54%
July	28	21	75%	9	7	78%	76%
August	19	9	47%	1	0	0%	45%
September	24	12	50%	4	2	50%	50%
October	21	13	62%	6	3	50%	59%
November	24	18	75%	4	1	25%	68%
December	30	17	57%	4	1	25%	53%
TOTAL:	294	190	65%	48	33	69%	65%

This situation occurred because the Sheriff's administrative policy did not require sworn officers who had not complied with the annual medical evaluation to follow-up and be seen by a physician. Also, there did not appear to be any consequences defined and enforced for non-compliance.

As a result of this situation, thirty five percent (35%) of sworn officer required to maintain a full medical evaluation, and 31% of sworn officers required to maintain a partial medical evaluations did not comply with the requirement to be seen by a physician annually. Thus, at least some of those that were not seen by a physician may not have been fit for duty.

Recommendation – The Department should take steps to ensure compliance with its medical examination requirements.

To better ensure compliance the Department should periodically review medical examination status of sworn officers with Chesapeake Health Services. It should also define consequences for noncompliance with the policy.

Response - The Chesapeake Sheriff's Office recognizes the importance of maintaining current on employee medical evaluations. The Captain assigned as the Administration Commander has been assigned to oversee the timeliness of staff members completing their medical evaluations. The Administration Commander is in frequent contact with Chesapeake Health Department staff to ensure staff members are in compliance.

Since this process has been implemented, the Sheriff's Office has seen a sharp increase in the number of completed physicals.

E. Other Jail Issues

As was noted in our previous audit, the Department still lacks the recommended complement of deputies per inmate. We also identified potential enhancement to the Department's safety program as well as its maintenance procedures.

1. Jail Overcrowding and Staffing Ratios

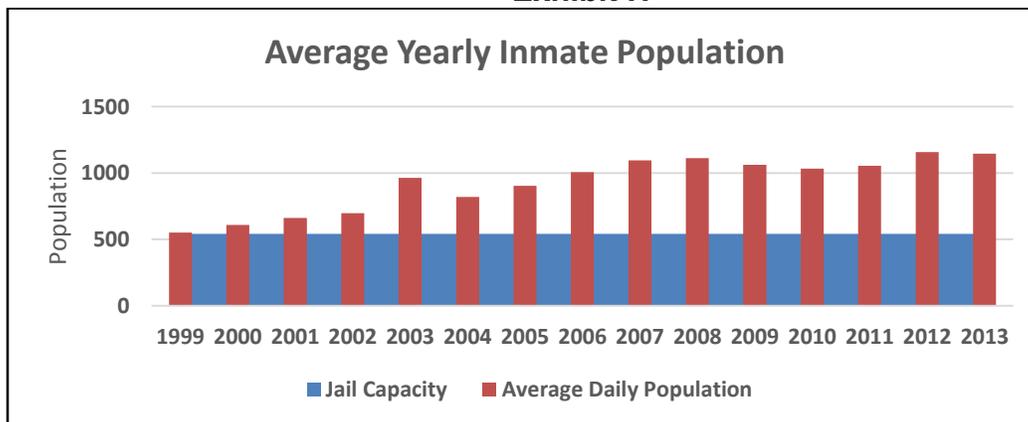
Finding – The Chesapeake Correctional Center (City Jail) exceeded its inmate capacity rating and did not have a sufficient ratio of guards to inmates.

The City Jail's rated capacity was 555 inmates. The Virginia State Compensation Board recommended a ratio of one deputy per every three inmates of rated population capacity. In a jail experiencing overcrowding, the Compensation Board, upon the request of the Regional Jail Superintendent, may allocate one additional jail officer for every five average daily prisoners above operational capacity.

During a visit by representatives from the Department of Corrections in the fall of 2013, the jail facility was evaluated and the rated capacity was adjusted from 543 inmates to 555 inmates. Also, during the 2013 General Assembly session, legislation was enacted authorizing a five-year waiver allowing the Department of Corrections to approve housing of inmates in three temporary housing units. The Governor signed the bill into law on March 16, 2013, and the Board of Corrections formally approved their use on March 20, 2013. The three temporary housing units was originally designed for 265 beds but, due to repurposing, the units were to be occupied by 192 low-risk inmates (the rated capacity of the jail was not increased since the housing units use was considered temporary).

For calendar year 2013, we noted that the jail had an average daily population of 1,145 inmates, which was 590 inmates (106.3%) above the rated capacity of 555 inmates. Based upon these ratios the jail should have had 185 deputies for the rated capacity and an additional 118 deputies for the average daily prisoners above operational capacity for a total of 303 deputies. However, Chesapeake's complement included only 277 deputies – a shortage of at least 26 deputies.

Exhibit H



This situation occurred because the State Compensation Board did not fully fund all of the required deputy positions. However, the continued existence of staffing shortages created a potentially dangerous situation for the Sheriff's deputies. The continued overcrowding of the jail also posed increased risk to inmates due to increased population density. Finally, the City was exposed to increased risk of federal or other legal actions due to the overcrowding.

Recommendation – The Department should continue working with the State Compensation Board to fully fund all required deputy positions. Additionally, the Department should continue to work with the City on strategies to reduce overcrowding.

The Sheriff should consider strategies to reduce the number of inmates to the 555 rating. These considerations should include:

- Transferring of inmates to other facilities (note: On May 27, 2014, the City Council approved an agreement that would allow the City to transfer up to 250 inmates to a regional jail facility in Portsmouth) ;
- Continuing to work with Chesapeake Integrated Behavioral Healthcare (CIBH) for intervention vice incarceration (or special forensic services).
- Continuing to work with non-governmental entities for intervention vice incarceration;
- Continuing to develop strategies to reduce recidivism.

Response - The Chesapeake Sheriff's Office has submitted request to the Virginia Compensation Board for emergency Deputy Sheriff positions for the past few years and will continue to submit for these positions in future budget submissions to the Compensation Board.

On July 1, 2014, the Chesapeake Sheriff's Office transferred fifty (50) inmates to be housed in the Hampton Roads Regional Jail. Based on the agreement the number of inmates will increase by twenty-five (25) every three (3) months which will assistance in the reduction of overcrowding in the facility.

Additionally, the Sheriff's Office will be expanding the Home Electronic Monitoring (HEM) Program as well as exploring other alternatives to incarceration. The Sheriff has also been exploring the possibility of creating a day reporting center which would also help to reduce the number of individuals incarcerated in the Chesapeake Correctional Center.

The Sheriff has been very progressive in identifying ways to prevent recidivism which hopefully reduce the number of re-offenders and ultimately help to reduce the population of the facility. The Sheriff established a re-entry program which provides incarcerated individuals with life skills to be successful after incarceration.

2. Safety Program

Finding – We identified several potential enhancements for the Department’s safety program.

City Administrative Regulation 1.19 requires departments to “Develop a Departmental Safety Program based on an analysis of risks, hazards, loss records and desired incentive goals.” In conjunction Chesapeake Sheriff’s Office Correctional Procedure, Safety and Protection Standards, C70.08a states, “The Chesapeake Correctional Center shall set safety and protection standards and conduct routine safety and sanitation inspections to ensure that the facility and equipment meet all state and local standards.” Finally, Administrative Regulation 1.06 stated, “It will be the responsibility of the department supervisors to insure that the safety equipment is available and utilized when the nature of the work requires such equipment.”

We reviewed the City’s Worker’s Compensation reports for Fiscal Years 2012 and 2013 and noted that, of the City’s 847 claims totaling \$4,377,089, the Department had 162 claims (19.1%) totaling \$691,969 (15.8%), despite having only 11.06% of the City’s full time equivalent employees.

We also noted that 9 of 36 accident types were repeated in the Department during the two year period, potentially indicating ongoing safety risks. A summary of these accident types is included below.

**Exhibit I
Selected Accidents – FY 2011 to FY 2013**

Nature of accident	City FY11-13	Sheriff FY11-13	% # of City	City cost FY11-13	Sheriff cost FY11-13	% \$\$ of City
CUT, PUNCTURE, SCRAPE - CAUGHT, PUNCTURED, SCRAPED, NOC	30	5	16.67%	\$32,512	\$3,978	12.24%
CUT, PUNCTURE, SCRAPE - OBJECT BEING LIFTED OR HANDLED	43	5	11.63%	\$56,612	\$1,846	3.26%
FALL OR SLIP INJURY - FALL. SLIP OR TRIP INJURY, NOC	137	15	10.95%	\$325,793	\$63,380	19.45%
MISCELLANEOUS CAUSES - MISCELLANEOUS CAUSES - FOREIGN MATTER (BODY	21	10	47.62%	\$12,660	\$5,253	41.49%
MISCELLANEOUS CAUSES - OTHER MISCELLANEOUS, NOC	45	12	26.67%	\$471,696	\$33,242	7.05%
MISCELLANEOUS CAUSES - OTHER THAN PHYSICAL CAUSE OF INJURY	59	15	25.42%	\$151,008	\$33,795	22.38%

Nature of accident	City FY11-13	Sheriff FY11-13	% # of City	City cost FY11-13	Sheriff cost FY11-13	% \$\$ of City
STRAIN OR INJURY BY - PUSHING OR PULLING	50	12	24.00%	\$542,194	\$12,815	2.36%
STRAIN OR INJURY BY – TWISTING	20	6	30.00%	\$204,209	\$4,657	2.28%
STRUCK OR INJURED BY - STRUCK OR INJURED BY, NOC, (INCLUDED KICKED	31	8	25.81%	\$41,192	\$15,484	37.59%

NOC – Not Otherwise Classified

During tours of the jail facilities we observed several potential safety concerns:

- Various food carts had missing tray rack supports (which potentially could be used as a weapon by an inmate).



- There were no “hearing protection required during operation” signs on the entrance to the emergency diesel room. Additionally, while there were ear plugs located near the entrance, there were no ear muffs.
- The bunk beds in the temporary housing facilities were not secured to the floor.



- We observed several deficiencies with eyewash stations. The plumbed eyewash station in the Mechanical Room had dust build up and no safety caps over the nozzles. Additionally, the attached hanger to the activation chain that allowed one-handed operation of the emergency shower was not attached. The portable eyewash station in the warehouse was not clear of clutter to allow free access. Additionally, there was no record of when the solution was changed or inspected.

There were several causes for these situations.

- Many factors contributed to injuries that resulted in Worker's Compensation claims, including high inmate populations above rated capacity; improper or unassisted lifting and handling; and insufficient and timely clearing of trip hazards and slick surfaces.
- The lack of marking missing tray supports was an oversight since frequent frisking of inmates which was the primary means of detecting potential weapons.
- The beds in the temporary housing facilities were considered too heavy and cumbersome to be tipped over.
- The eyewash stations issues occurred because staff was not aware of the requirements for preventative maintenance and inspections.

If these situations are not addressed, there will continue to be increased risk of personnel and equipment damage. Without clear and distinct markings for awareness on the damaged food racks, an inmate may remove a loose tray support for use as a weapon. Furniture tipping over can cause serious injuries. Finally, even though the Department had increased the number of portable eyewash stations delays in reaching another eyewash station other than the plumbed eyewash stations could result in injuries.

Recommendation – The Department should establish a continuous monitoring program for safety and associated risks and coordinate review of safety policies and equipment with the City's Safety Officer.

The Department should also consider:

- Evaluating the type of injuries by Department employees and collaborating with the City's Risk Manager to develop general and specific training to reduce future injuries.
- Investigating why the racks used to transport food trays were experiencing the tray support arms' welds breaking, then taking remedial action.
- Securing the bunk beds to the temporary housing units' floor

Response - The Chesapeake Sheriff's Office recognizes the importance of the safety program. The Sheriff's Office will work closer with the Risk Management to evaluate further claims and the ability to reduce these incidents. It should also be recognized that the potential for injury to employees is higher due to the type of functions and tasks being performed by the office. Many times these incidents are sustained from dealing with newly arrested individuals, violent inmates, etc...

Regarding issues found during the tour of the facility:

- 1. Food carts missing tray rack supports were beyond repair and were disposed of. New food carts were purchased.**
- 2. Signage has been placed on the door to the emergency diesel room notifying staff that hearing protection is required and ear muffs were purchased and have been placed outside of the room for usage.**

3. All bunk beds in the temporary housing facilities have been secured to the floor.
4. All eyewash stations have been cleaned and all are fully functional throughout the correctional center.

The Chesapeake Sheriff's Office has implemented addition inspection tasks to line staff and supervisory staff throughout the Office. The Administration section of the Office will enhance the working relationship with the City of Chesapeake's Safety Officer to improve the overall safety for staff, inmates, and the public.

3. Maintenance Program

Finding – The Department's maintenance program was not automated. We also identified several maintenance issues in the jail facility.

Chesapeake Sheriff's Office Correctional Procedure C20.27c states, [t]he Maintenance Supervisor shall be responsible for the maintenance or emergency repair of the building and all of the equipment. The Maintenance Supervisor shall be directly responsible to the Corrections Executive Officer." In other departments, Maximo, the City's software for tracking maintenance and maintenance costs, provided start and finish times, labor hours and costs, materials quantities, locations, costs and tools quantities, hours and costs using its work order tracking application.

We noted that Department maintenance items were recorded on an Access database. The database did not include prices for repair parts or labor costs. Instead, costs were identified separately. This separation did not provide an efficient means for determining total costs for individual maintenance projects.

We also toured the City Jail and conducted interviews. During those tours and interviews we observed the following maintenance issues:

- The Department's maintenance team did not include a certified aluminum or CRES [corrosion resistant steel] welder or used a vendor to repair the various frequently broken food service carts, tables, and other metal frames.
- The Mechanical Room had several weeping joints and severe corrosion.



- The Jail's hot water distribution system's Temperature Actuated Mixing Valve adjustment stem was not secured and had a vise-grip attached. The valve should have been set to provide the desired temperature and allow the valve to automatically control desired effluent temperature without need to make routine adjustments.
- There were several doors that were damaged from impacts with heavy carts.
- Although the emergency diesel and supporting equipment were supported and maintained by a contract vendor, the diesel fuel supply and return lines were bent and had indication of weeping. We had noted the same issue in our 2008 Sheriff's Department performance audit.



- There was water damage in the "old" section of the facility. The ceilings of various exercise areas of the pods need painting. (Note: In April 2014, the Sheriff's Department began repairs).



This situation arose due to insufficient maintenance resources combined with the age of the structure and overcrowding of the facility. Additionally, the Department was not using automated system to monitor and track costs for maintenance projects. Also, the bent lines had occurred soon after installation and had been functioning continuously without any issues arising.

If these conditions continue the Department will continue to lack management information on maintenance trends and costs. Also, if the corrosion and other damage is not corrected and routinely inspected/repaired, the expected life of the equipment will be shorten creating additional replacement costs. Finally, damaged diesel lines increase the potential risk of a fire.

Recommendation – The Department should consider using Maximo for maintenance project tracking. It should also address the other maintenance issues identified.

Should the Department elect to use Maximo, the setup process should include mapping and providing each room a map number. The unique room numbers will allow maintenance issues to be identified and tracked with greater accuracy. In addition, the Department should consider:

- Seeking a vendor capable of supplying a certified welder of CRES and aluminum to repair broken and damaged food service trays, food service tables/benches, and other aluminum and steel frames.
- Making repairs to the joints and connections identified in the Mechanical Room as needed and developing an ongoing inspection/maintenance program for them.
- Replacing the bent emergency diesel fuel lines.
- Setting the Temperature Actuated Mixing Valve to automatically control temperatures.
- Installing bumpers at door frames to protect the doors.
- Continuing its repainting projects in the jail facility.

Response - The Chesapeake Sheriff's Office began utilizing the capabilities of Maximo just recently. It is anticipated that the correctional center will begin utilizing this system in September of this year which will allow maintenance issues to be tracked more efficiently.

Additionally, all repairs identified have been repaired or they are currently under repair at this time. The Sheriff's Office will also continue to repainting projects in the facility.



APPENDIX A

RESPONSE FROM SHERIFF'S OFFICE OFFICIALS



MEMORANDUM

TO: Jay Poole, City Auditor

FROM: Lt. Colonel D.A. Hackworth, Chief Deputy of Administration



DATE: September 1, 2014

RE: Sheriff's Office: Internal Audit

This memorandum is to advise you that I have received and reviewed the revised audit responses provided by your office. The responses provided by Lt. Col W.C. Bennett and myself, in collaboration with Darren Padilla, are acceptable and are approved for publish as written.

If I can provide you with further assistance, please feel free to contact my office.

C. Procurement and Accounts Payable Issues

In reviewing the Department's procurement and accounts payable practices, we identified several areas where procedures could be enhanced. The areas included reducing use of non-PO vouchers and discontinuing use of locally created invoice numbers.

1. Non-PO Voucher Use

Finding – The Sheriff's Department used non-purchase order vouchers to process multiple similar and frequent purchases.

Recommendation – The Department should take steps to ensure that it complies with purchase order requirements for vendors with City contracts.

Response - The Chesapeake Sheriff's Office understands that purchase orders are required for purchases of supplies, services or equipment that exceeded the City Code limit of \$4999.99 as well as for vendors with City Contracts.

All staff handling this function fully understand the necessity of this process. Supervisors handling the approvals of such expenses are ensuring compliance with the process. Additionally, the development of RFPs are currently underway for any service, company, etc... that surpassed the \$4,999.99 threshold to ensure compliance.

2. Locally Generated Invoice Numbers

Finding – The Department submitted accounts payable invoices with locally generated invoice numbers.

Recommendation – The Department should discontinue the practice of creating locally generated invoice numbers.

Response - The Sheriff's Office has counseled and instructed all staff handling invoice that locally generated invoice numbers are not to be utilized. Additionally, invoices will be submitted individually rather than groups together. This measure will ensure accountability and reduce the potential for duplicate payments.

For invoices lacking an invoice number, the date of the invoice will be entered in that field as directed by the City of Chesapeake's Finance Department. Supervisors in the office are verifying that this procedure is being followed.

D. Fee and Policy Issues

In reviewing the Department's fee proposal for the Weekend Day Program, we identified fees that could be increased to offset program costs. We also noted where compliance with medical evaluation requirements could be improved.

1. Weekend Day Program Fee

Finding – Revenues derived from the Sheriff’s Weekend Day Program were not sufficient to cover the cost of the program.

Recommendation – The Department should proceed with the proposed Weekend Day Program fee increase.

Response - The Sheriff’s Office is currently in the process of increasing fees for the Weekend Day Program. The increase of fees is scheduled to start at the end of September/beginning of October of this year. Under the increases fees, persons assigned to the program will be assessed a \$25.00 processing fee and will be required to pay \$7.00 for each day they are on the program.

2. Occupational Medical Evaluation

Finding – The Department’s sworn officers did not always receive annual medical evaluations administered by the Chesapeake Health Department, Occupational Health Services (OHS) as required.

Recommendation – The Department should take steps to ensure compliance with its medical examination requirements.

Response - The Chesapeake Sheriff’s Office recognizes the importance of maintaining current on employee medical evaluations. The Captain assigned as the Administration Commander has been assigned to oversee the timeliness of staff members completing their medical evaluations. The Administration Commander is in frequent contact with Chesapeake Health Department staff to ensure staff members are in compliance.

Since this process has been implemented, the Sheriff’s Office has seen a sharp increase in the number of completed physicals.

E. Other Jail Issues

As was noted in our previous audit, the Department still lacks the recommended complement of deputies per inmate. We also identified potential enhancement to the Department’s safety program as well as its maintenance procedures.

1. Jail Overcrowding and Staffing Ratios

Finding – The Chesapeake Correctional Center (City Jail) exceeded its inmate capacity rating and did not have a sufficient ratio of guards to inmates.

Recommendation – The Department should continue working with the State Compensation Board to fully fund all required deputy positions. Additionally, the Department should continue to work with the City on strategies to reduce overcrowding.

Response - The Chesapeake Sheriff's Office has submitted request to the Virginia Compensation Board for emergency Deputy Sheriff positions for the past few years and will continue to submit for these positions in future budget submissions to the Compensation Board.

On July 1, 2014, the Chesapeake Sheriff's Office transferred fifty (50) inmates to be housed in the Hampton Roads Regional Jail. Based on the agreement the number of inmates will increase by twenty-five (25) every three (3) months which will assistance in the reduction of overcrowding in the facility.

Additionally, the Sheriff's Office will be expanding the Home Electronic Monitoring (HEM) Program as well as exploring other alternatives to incarceration. The Sheriff has also been exploring the possibility of creating a day reporting center which would also help to reduce the number of individuals incarcerated in the Chesapeake Correctional Center.

The Sheriff has been very progressive in identifying ways to prevent recidivism which hopefully reduce the number of re-offenders and ultimately help to reduce the population of the facility. The Sheriff established a re-entry program which provides incarcerated individuals with life skills to be successful after incarceration.

2. Safety Program

Finding – We identified several potential enhancements for the Department's safety program.

Recommendation – The Department should establish a continuous monitoring program for safety and associated risks and coordinate review of safety policies and equipment with the City's Safety Officer.

Response - The Chesapeake Sheriff's Office recognizes the importance of the safety program. The Sheriff's Office will work closer with the Risk Management to evaluate further claims and the ability to reduce these incidents. It should also be recognized that the potential for injury to employees is higher due to the type of functions and tasks being performed by the office. Many times these incidents are sustained from dealing with newly arrested individuals, violent inmates, etc...

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