

## **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.

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.

The Department operated and maintained the Chesapeake City Jail (City Jail) and the jail Work Force and Work Release programs. In addition, the Department served criminal warrants, orders, summons, and other civil processes issued by the courts, as well as probation and parole violations issued by the Probation and Parole Offices. The Department was responsible for maintaining order and security within the City's court buildings and provided support services to judges as situations dictated. Extraditions and the transportation of inmates also fell under the purview of the Department.

For Fiscal Year (FY) 2012-2013, the Department had an operating budget of over \$37.1 million and an authorized compliment of 400 full-time sworn and civil personnel. The Department received funds from Federal, State, and local sources. The Department's administration building and the City Jail was located in the Chesapeake Municipal Complex in Great Bridge.

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.

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, and staff were very helpful throughout the course of this audit. We appreciated their courtesy and cooperation on this assignment.

### **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.