LOS ANGELES COUNTY SHERIFF’S DEPARTMENT

JIM McDONNELL
SHERIFF

May 3, 2017
PURPOSE

The Audit and Accountability Bureau (AAB) conducted the Station Jail Inmate Safety Checks Audit under the authority of the Sheriff of Los Angeles County. The audit was performed to determine how South Patrol Division (SPD) Sheriff’s Stations, complied with the policies and procedures pertaining to the Los Angeles County Sheriff’s Department (Department) station jail inmate safety checks.¹

The Department is mandated by the “Minimum Standards for Local Detention Facilities,” as specified in Title 15 of the California Code of Regulations, Articles 1 through 14 (Title 15), which is enforced by the Board of State and Community Corrections (BSCC).² While Title 15 provides the minimum standards, the Department has instituted policies which meet or exceed the mandate. Auditors also analyzed how the audit findings compared to both Title 15 mandates and Department policies.

The AAB conducted this performance audit under the guidance of Generally Accepted Government Auditing Standards.³ The AAB has determined that the evidence obtained was sufficient and appropriate to provide a reasonable basis for the findings and conclusions based on the audit objectives.

BACKGROUND

The Department has a responsibility to provide for the physical well-being of all inmates housed within the Los Angeles County jail system.⁴ Each Sheriff’s Station jail is classified by the BSCC as a “Type I facility,” and therefore must abide by Title 15

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¹ The SPD is comprised of Carson, Cerritos, Lakewood, Lomita, Norwalk, and Pico Rivera Sheriff’s Stations.
² The California Code of Regulations includes Title 15 as one of its 28 titles. It is a codification of the general and permanent rules and regulations announced in the California Regulatory Notice Register by California state agencies, September 2012.
⁴ The BSCC and the Department also refer to inmates as arrestees and prisoners throughout policies referenced in this audit.
standards.\textsuperscript{5} The Custody Division Manual (CDM)\textsuperscript{6} and the Station Jail Manual (SJM)\textsuperscript{7} are established to publish and update policies that govern the operations of Sheriff’s Station jails.

Per Title 15, Section 1005, Other Standards and Requirements, a city or county agency operating a local detention facility is not prohibited from adopting standards and requirements governing its own employees and facilities; provided such standards and requirements meet or exceed, and do not conflict with, these standards and requirements. Although Title 15 requires hourly inmate safety checks, the Department policy requires inmate safety checks to occur once per 30 minutes.\textsuperscript{8} Additionally, per the SJM, the Department’s Custody Services Division (CSD) conducts and oversees annual inspections of the Sheriff’s Station jails to ensure adherence to policy and a safe, properly managed jail environment for both staff and inmates. This audit did not evaluate this annual inspection performed by the CSD.

Deputy sheriffs or custody assistants assigned as Sheriff’s Station jailers are responsible for safeguarding the inmates by ensuring their security and well-being when confined to a jail facility.\textsuperscript{9} Sheriff’s Station sergeants or deputy sheriffs assigned to the watch sergeant position, are responsible for the immediate supervision of jail operations and shall regularly observe and supervise jail operations during each shift.\textsuperscript{10} Sheriff’s Station lieutenants or sergeants assigned to the watch commander position have the ultimate responsibility of the jail during each shift, which includes periodically monitoring the booking of inmates and jail operations.\textsuperscript{11} Personnel conducting station jail inmate safety checks shall look at the inmates for signs of life (e.g. breathing, talking, movement) and obvious signs of distress (e.g. bleeding, trauma, visible injury, choking, difficulty breathing, discomfort). If management of the jails is performed in a negligent manner, the Department is exposed to civil and criminal liability.

\textsuperscript{5} A local detention facility used for the detention of inmates, usually pending arraignment, for not more than 96 hours excluding holidays and weekends after booking. All Sheriff’s Station jails are classified as Type I facilities.
\textsuperscript{6} The CDM sets a minimum standard of performance for personnel assigned to the station jails, December 2001.
\textsuperscript{7} The SJM is found in Volume 6 of the Los Angeles County Sheriff’s Department Custody Division Manual, November 2012.
\textsuperscript{8} The CDM, Section 4-11/030.00, Inmate Safety Checks, November 2015.
\textsuperscript{9} The CDM, Sections 2-01/090.00, Deputy Sheriffs and 2-01/100.00, Custody Assistants, December 2001. Both deputy sheriffs and custody assistants may be assigned to the position of station jailer. Additionally, the duties of Sheriff’s Station jailers are defined in the SJM Volume 6, Duties and Responsibilities – Jailers, November 2012.
\textsuperscript{10} The SJM Volume 6, Duties and Responsibilities – Watch Sergeant, November 2012.
\textsuperscript{11} The SJM Volume 6, Duties and Responsibilities – Watch Commander, November 2012.
PRIOR AUDITS

This audit was the first Station Jail Inmate Safety Checks Audit – South Patrol Division conducted by the AAB.

METHODOLOGY

Scope

This audit encompassed four main objectives:

- **Station Jail Inmate Safety Checks** – To determine if all required station jail inmate safety checks were documented within the allotted timeframes per shift, as required by both Title 15 and Department policy.

- **On-Duty Supervisor Responsibilities** – To determine if the on-duty watch commander and watch sergeant documented the visual inspection of detention areas a minimum of two times per shift.

- **Inmates Under the Influence** – To determine if arrestees had a properly completed Intoxication Observation Sheet (IOS) included in their booking package when required. Also, to determine if the welfare checks were documented and the watch commander signed the IOS when required.

- **Use of the Department’s Electronic Uniform Daily Activity Log (e-UDAL) and Supply of Paper Logs** – To determine if the Sheriff’s Station jail was primarily using the e-UDAL system for record keeping in the jails. Also, to determine if the respective facility maintained a supply of paper logs in the event of a system failure.

Auditors reviewed the CDM, the SJM, Field Operations Directive (FOD) 86-12, and Title 15 in the analysis of this audit. Auditors retrieved the Inmate Safety Check forms, (also referred to as Prisoner Count Sheet, Inspection Record, Prisoner Inspection Record, Inmate Inspection, Station Jail/Prisoner Inspection forms), from each Sheriff’s Station. The Inmate Safety Check forms are used to document the visual inspection of inmates within each shift. The IOS forms were downloaded from the Sheriff’s Electronic Criminal Documents Archive (SECDA). The Station/Bureau Administration Portal

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12 The IOS (SH-R-445) is the official Department form completed by station jailers receiving arrestees under the influence of alcohol or drugs, January 2012.

13 The e-UDAL is a web application utilized within custody division and all station jails for record keeping, inmate tracking, and accurate timely data entry.

14 Los Angeles County Sheriff’s Department, FOD 86-12, Inmate Security, Safety, and Special Handling (Visual Inspections), September 1995.

15 The SECDA is the Department’s digital archival system to store crime/incident reports and booking records.
Auditors attempted to review video recordings within the SPD Sheriff’s Station jails to verify the station jail inmate safety checks actually occurred. Although all SPD Sheriff’s Station jails have a camera system, auditors were unable to verify written or electronic documentation against video recordings due to the limited video retention capabilities. Additionally, auditors were informed that Norwalk and Carson Sheriff’s Stations have a Mobile Electronic Station Jail System (MESJS) to document the station jail inmate safety checks. However, auditors observed that station jail inmate safety checks using the MESJS had connectivity issues thus, resulting in unreliable or missing data. Therefore, the findings are based on written and electronic documentation only.

Title 15 addresses procedures for handling suicidal and mentally ill detainees. Department policy requires them to be transferred to the nearest mental health facility. They are not processed at the SPD Sheriff’s Station jails, and therefore were not evaluated in this audit.

Audit Time Period

The time period for this audit was from April 1, 2016, through June 30, 2016.

Audit Population

The audit population was identified by individual eight-hour shifts within the audit time period to most accurately measure compliance and management. A total of 1,638 shifts were scheduled at the SPD for the audit time period resulting in 273 shifts per Sheriff’s Station. Auditors sampled 16 shifts for each of the six Sheriff’s Stations, evaluating a total of 96 shifts for Objectives No. 1, Station Jail Inmate Safety Checks; Objective No. 2, On-Duty Supervisor Responsibilities; and Objective No. 3, Inmates Under the Influence. All six SPD Sheriff’s Stations were evaluated for Objective No. 4, Use of the Department’s e-UDAL and Supply of Paper Logs.

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16 The SBAP is a Department internal database used at the Sheriff’s Stations to support daily operations. Auditors reviewed the Watch Commander Logs contained in the SBAP.
17 The MESJS is a barcode scanner system that electronically records a station jail inmate safety check conducted at each jail cell. It is intended to eliminate the use of the Inmate Safety Check forms and update the e-UDAL automatically. The MESJS was implemented as a pilot program. However, it has not replaced the existing forms, nor is it reflected in Department policies or procedures.
18 Using a statistical one-tail test with a 95% confidence level and a 4% error rate, a statistically valid sample was identified.
SUMMARY OF AUDIT FINDINGS

The management and staff at each of the audited Sheriff’s Stations were accommodating and cooperative in providing the necessary information, and in validating the findings.

The SPD achieved excellent results in the following area:

- Use of the Department’s e-UDAL and Supply of Paper Logs

The SPD achieved varied results for the remaining objectives, which did not meet the desired standard. The results of the audit are summarized in Table No. 1 on the following page.
### Table No. 1: Summary of Audit Findings

<table>
<thead>
<tr>
<th>Objective No.</th>
<th>Audit Objective</th>
<th>Met the Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>STATION JAIL INMATE SAFETY CHECKS</td>
<td></td>
</tr>
<tr>
<td>1(a)</td>
<td>ONE-HOUR STATION JAIL INMATE SAFETY CHECKS PER TITLE 15</td>
<td>97%</td>
</tr>
<tr>
<td></td>
<td>Determine if one-hour station jail inmate safety checks were documented within the allotted timeframes, for the entire shift.</td>
<td></td>
</tr>
<tr>
<td>1(b)</td>
<td>THIRTY-MINUTE STATION JAIL INMATE SAFETY CHECKS PER DEPARTMENT POLICY</td>
<td>18%</td>
</tr>
<tr>
<td></td>
<td>Determine if 30-minute station jail inmate safety checks were documented within the allotted timeframes, for the entire shift.</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>ON-DUTY SUPERVISOR RESPONSIBILITIES</td>
<td>97%</td>
</tr>
<tr>
<td></td>
<td>Determine if the on-duty watch commander and watch sergeant documented the visual inspection of detention areas a minimum of two times per shift.</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>INMATES UNDER THE INFLUENCE</td>
<td></td>
</tr>
<tr>
<td>3(a)</td>
<td>INMATE OBSERVATION INITIATED</td>
<td>92%</td>
</tr>
<tr>
<td></td>
<td>Determine if an IOS was initiated as required for a booking charge of under the influence of alcohol or drugs during the sample period.</td>
<td></td>
</tr>
<tr>
<td>3(b)</td>
<td>DOCUMENTATION OF INMATE OBSERVATION</td>
<td>69%</td>
</tr>
<tr>
<td></td>
<td>Determine if all areas that applied in the “Jailer’s Observation” section were documented on the IOS.</td>
<td></td>
</tr>
<tr>
<td>3(c)</td>
<td>DOCUMENTATION OF ARRESTEE WELFARE CHECK</td>
<td>34%</td>
</tr>
<tr>
<td></td>
<td>Determine if “Jailers Record of Arrestee Welfare Check” section of the IOS and the checks during every half-hour period were documented.</td>
<td></td>
</tr>
<tr>
<td>3(d)</td>
<td>WATCH COMMANDER SIGNED IOS</td>
<td>69%</td>
</tr>
<tr>
<td></td>
<td>Determine if the watch commander signed, put their employee number, and time on the IOS form when required.</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>USE OF THE DEPARTMENT’S E-UDAL AND SUPPLY OF PAPER LOGS</td>
<td>100%</td>
</tr>
<tr>
<td></td>
<td>Determine if the Sheriff’s Station jail primarily used the e-UDAL system for record keeping in the jails and maintained a sufficient supply of paper logs.</td>
<td></td>
</tr>
</tbody>
</table>
Objective No. 1 – Station Jail Inmate Safety Checks

Objective No. 1(a) – One-Hour Station Jail Inmate Safety Checks per Title 15

Criteria

Board of State and Community Corrections – Title 15, Section 1027. Number of Personnel, California Government Code, page 22 (December 2012) states:

A sufficient number of personnel shall be employed in each local detention facility to conduct at least hourly safety checks of inmates through direct visual observation of all inmates and to ensure the implementation and operation of the programs and activities required by these regulations. There shall be a written plan that includes the documentation of routine safety checks.

Audit Procedures

Auditors obtained and reviewed the Inmate Safety Check forms from the SPD Sheriff’s Stations. Auditors analyzed each shift in its entirety to determine if all station jail inmate safety checks were completed within one hour per Title 15 requirements.

Finding

Ninety-three of the 96 shifts (97%) met Title 15 requirements. Three of the shifts had one check recorded beyond the one-hour Title 15 requirement.

Table No. 2: Detailed Findings, Objective No. 1(a)

<table>
<thead>
<tr>
<th>Station</th>
<th>Shift</th>
<th>Met the Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carson</td>
<td>16 of 16</td>
<td>100%</td>
</tr>
<tr>
<td>Cerritos</td>
<td>16 of 16</td>
<td>100%</td>
</tr>
<tr>
<td>Lakewood</td>
<td>16 of 16</td>
<td>100%</td>
</tr>
<tr>
<td>Lomita</td>
<td>16 of 16</td>
<td>100%</td>
</tr>
<tr>
<td>Norwalk</td>
<td>13 of 16*</td>
<td>81%</td>
</tr>
<tr>
<td>Pico Rivera</td>
<td>16 of 16</td>
<td>100%</td>
</tr>
</tbody>
</table>

* Norwalk Sheriff’s Station had three shifts which had a station jail inmate safety check beyond the one-hour Title 15 requirement.
Objective No. 1(b) – Thirty-Minute Station Jail Inmate Safety Checks per Department Policy

Criteria

Custody Division Manual, Section 4-11/030.00, Inmate Safety Checks, (November 2015), as shown, states:

Housing Area: Cells (including but not limited to Discipline, Administrative Segregation, Diminished Privilege Environment, Protective Custody, and Station Jails)

Time Interval at Minimum: Once per 30 minutes

Los Angeles County Sheriff’s Department, Custody Support Services, Station Jail Manual, page 19 (November 2012) states:

DAILY COUNTS

Jailers shall visually observe and count every inmate in the station jail at least once every half hour.

Such inspection and count shall be indicated on the Jail Inspection Record. The time of the inspection and count shall be indicated on the record immediately upon completion of the inspection and count.

Audit Procedures

Auditors obtained and reviewed the Inmate Safety Check forms from the SPD Sheriff’s Stations. Auditors analyzed each shift in its entirety as well as each of the safety checks for those shifts to determine if all station jail inmate safety checks were completed within 30 minutes as required by Department policy.

Finding

Seventeen of the 96 shifts (18%) met the standard for this objective. The remaining 79 shifts had one or more checks recorded beyond the 30-minute policy requirement.
Table No. 3: Detailed Findings, Objective No. 1(b)

<table>
<thead>
<tr>
<th>Station</th>
<th>Shift*</th>
<th>Met the Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carson</td>
<td>1 of 16</td>
<td>6%</td>
</tr>
<tr>
<td>Cerritos</td>
<td>13 of 16</td>
<td>81%</td>
</tr>
<tr>
<td>Lakewood</td>
<td>2 of 16</td>
<td>13%</td>
</tr>
<tr>
<td>Lomita</td>
<td>1 of 16</td>
<td>6%</td>
</tr>
<tr>
<td>Norwalk</td>
<td>0 of 16</td>
<td>0%</td>
</tr>
<tr>
<td>Pico Rivera</td>
<td>0 of 16</td>
<td>0%</td>
</tr>
</tbody>
</table>

Table No. 4: Detailed Findings, Objective No. 1(b)

<table>
<thead>
<tr>
<th>Station</th>
<th>Thirty-Minute Checks*</th>
<th>Met the Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carson</td>
<td>156 of 248</td>
<td>63%</td>
</tr>
<tr>
<td>Cerritos</td>
<td>195 of 200</td>
<td>98%</td>
</tr>
<tr>
<td>Lakewood</td>
<td>236 of 261</td>
<td>90%</td>
</tr>
<tr>
<td>Lomita</td>
<td>163 of 254</td>
<td>64%</td>
</tr>
<tr>
<td>Norwalk</td>
<td>112 of 229</td>
<td>49%</td>
</tr>
<tr>
<td>Pico Rivera</td>
<td>157 of 250</td>
<td>63%</td>
</tr>
</tbody>
</table>

*Auditors further broke down the 96 shifts by each individual 30-minute station jail inmate safety check. Overall, 1,019 of 1,442 (71%) station jail inmate safety checks were within the 30-minute policy requirement.

Objective No. 2 – On-Duty Supervisor Responsibilities

Criteria

Los Angeles County Sheriff’s Department – Field Operations Directive 86-12, (September 1995), Inmate Security, Safety, and Special Handling (Visual Inspections), states:

Visual Inspections:

In addition, Watch Commanders and Watch Sergeants will visually inspect detention areas a minimum of two times per watch.
Audit Procedures

The watch commander and watch sergeant checks (visual inspections) were verified by analyzing the Watch Commander Log\(^{19}\) contained in the SBAP and the e-Gatebook\(^{20}\) contained in the e-UDAL. Auditors verified that the times of the supervisory checks on the Watch Commander Log and the e-Gatebook were documented within the sampled shift. Policy does not specify where the checks should be documented. Therefore, auditors determined checks documented in either the Watch Commander Log or e-UDAL met the standard. In addition, the policy is not clear in regards to how many checks each supervisor must complete per shift. Auditors found that supervisors at the SPD Sheriff’s Stations, as standard practice, are conducting two checks each for a total of four checks per shift. Therefore, auditors evaluated all checks as such. The shifts were reviewed to determine whether the required supervisory inspections were documented.

Finding

Ninety-three of the 96 (97%) checks met the standard for this objective. Three did not have the required supervisory checks documented.

Table No. 5: Detailed Findings, Objective No. 2

<table>
<thead>
<tr>
<th>Station</th>
<th>Shift</th>
<th>Met the Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carson</td>
<td>16 of 16</td>
<td>100%</td>
</tr>
<tr>
<td>Cerritos</td>
<td>15 of 16</td>
<td>94%</td>
</tr>
<tr>
<td>Lakewood</td>
<td>16 of 16</td>
<td>100%</td>
</tr>
<tr>
<td>Lomita</td>
<td>15 of 16</td>
<td>94%</td>
</tr>
<tr>
<td>Norwalk</td>
<td>16 of 16</td>
<td>100%</td>
</tr>
<tr>
<td>Pico Rivera</td>
<td>15 of 16</td>
<td>94%</td>
</tr>
</tbody>
</table>

Objective No. 3 – Inmates Under the Influence

Objective No. 3(a) – Inmate Observation Initiated

Criteria

Los Angeles County Sheriff’s Department, Custody Support Services, Station Jail Manual, page 56 (November 2012), states:

\(^{19}\) The Watch Commander Log is a database used to document significant events by shift.

\(^{20}\) The e-Gatebook is the Department’s permanent electronic record of persons who have been booked in all Los Angeles County jails.
INTOXICATION OBSERVATION SHEET

The front of this form shall be completed for all persons who have been arrested for being under the influence of alcohol and/or drugs and are booked and/or housed at a station jail (this includes all arrests for DUI or under the influence of a controlled substance).

Los Angeles County Sheriff’s Department, Intoxication Observation Sheet, SH-R-445, (January 2012), states:

The observation shall be completed by the station jailer receiving the arrestee. The observation shall be completed for all persons arrested for being under the influence of alcohol or drugs. In addition, the observation may be completed if the jailer believes the arrestee appears to be under the influence of alcohol or drugs.

Audit Procedures

Among the 96 shifts, a total of 61 arrests included a charge(s) of being under the influence of alcohol or drugs based on state and local statutes. The booking records for these arrests were evaluated to ensure that an IOS was initiated for the arrestee. As specified on the IOS, auditors confirmed that the arrestee name, booking number, and date were documented. In instances where the IOS was not located in SECDA, auditors obtained a hard copy of the IOS from the respective Sheriff’s Station.

Finding

Fifty-six of the 61 (92%) bookings met the standard for this objective. Five bookings did not have the required IOS.

Table No. 6: Detailed Findings, Objective No. 3(a)

<table>
<thead>
<tr>
<th>Station</th>
<th>Bookings</th>
<th>Met the Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carson</td>
<td>8 of 12</td>
<td>67%</td>
</tr>
<tr>
<td>Cerritos</td>
<td>3 of 3</td>
<td>100%</td>
</tr>
<tr>
<td>Lakewood</td>
<td>22 of 23</td>
<td>96%</td>
</tr>
<tr>
<td>Lomita</td>
<td>3 of 3</td>
<td>100%</td>
</tr>
<tr>
<td>Norwalk</td>
<td>12 of 12</td>
<td>100%</td>
</tr>
<tr>
<td>Pico Rivera</td>
<td>8 of 8</td>
<td>100%</td>
</tr>
</tbody>
</table>
Objective No. 3(b) – Documentation of Inmate Observation

Criteria

Los Angeles County Sheriff’s Department, Custody Support Services, Station Jail Manual, page 56 (November 2012), states:

**INTOXICATION OBSERVATION SHEET**

The front of this form shall be completed for all persons who have been arrested for being under the influence of alcohol and/or drugs and are booked and/or housed at a station jail (this includes all arrests for DUI or under the influence of a controlled substance).

Los Angeles County Sheriff’s Department, Intoxication Observation Sheet, SH-R-445, (January 2012), states:

“JAILER’S OBSERVATION” – “CHECK ALL THAT APPLY” - “COORDINATION, BREATH, EYES, SPEECH, ATTITUDE…”

“JAILER’S RECORD OF ARRESTEE WELFARE CHECK…”

**CRITERIA CLARIFICATION:** As stated in the criteria, the jailer is required to complete the IOS for persons arrested for being under the influence of alcohol or drugs. The jailer completes the “Jailer’s Observation” section which includes elements for coordination, breath, eyes, speech, and attitude. If the elements of staggering, swaying, poor dexterity, or unsteady are marked under the “Coordination” section, policy requires the jailer to initiate the “Jailer’s Record of Arrestee Welfare Check” section.

Audit Procedures

Of the 61 bookings in Objective No. 3(a), auditors identified a total of 29 IOSs that indicated the arrestee was impaired, requiring specialized monitoring. These IOSs required both the “Jailer’s Observation” and “Jailer’s Record of Arrestee Welfare Check” sections to be documented. Auditors reviewed the “Coordination” section and “Jailer’s Record of Arrestee Welfare Check” section to ensure the form was properly completed.

Finding

Twenty of the 29 (69%) IOSs met the standard for this objective. Nine IOSs did not have all the elements documented correctly.
Table No. 7: Detailed Findings, Objective No. 3(b)

<table>
<thead>
<tr>
<th>Station</th>
<th>Bookings</th>
<th>Met the Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carson</td>
<td>4 of 8</td>
<td>50%</td>
</tr>
<tr>
<td>Cerritos</td>
<td>N/A*</td>
<td>N/A*</td>
</tr>
<tr>
<td>Lakewood</td>
<td>7 of 9</td>
<td>78%</td>
</tr>
<tr>
<td>Lomita</td>
<td>3 of 3</td>
<td>100%</td>
</tr>
<tr>
<td>Norwalk</td>
<td>1 of 4</td>
<td>25%</td>
</tr>
<tr>
<td>Pico Rivera</td>
<td>5 of 5</td>
<td>100%</td>
</tr>
</tbody>
</table>

* Cerritos Station did not have IOSs that required completion beyond the “Jailer’s Observation” section.

Objective No. 3(c) – Documentation of Arrestee Welfare Check

Criteria

Los Angeles County Sheriff’s Department, Custody Support Services, Station Jail Manual, page 56 (November 2012), states:

**INTOXICATION OBSERVATION SHEET**

*The front of this form shall be completed for all persons who have been arrested for being under the influence of alcohol and/or drugs and are booked and/or housed at a station jail (this includes all arrests for DUI or under the influence of a controlled substance).*

Los Angeles County Sheriff’s Department, Intoxication Observation Sheet, SH-R-445, (January 2012), states:

“JAILER’S RECORD OF ARRESTEE WELFARE CHECK” – “Check every half hour. If sleeping, awaken the arrestee” “Time, Comments, Checked by…”

**CRITERIA CLARIFICATION:** As stated in the criteria, the IOS includes a “Jailer’s Record of Arrestee Welfare Check” section that jailers are required to complete if the “Coordination” section elements referenced in Objective No. 3(b) are marked. Policy requires the jailer to document the time, comments, and their name for “every half-hour” welfare check until the arrestee no longer requires specialized monitoring.

Audit Procedures

Of the 61 bookings in Objective No. 3(a), auditors identified a total of 29 IOSs that indicated the arrestee was impaired, requiring “Jailer’s Record of Arrestee Welfare Check” sections to be documented. The IOS sections documenting the person
conducting the check, time of the check, and comments, were reviewed. Additionally, auditors determined if the checks were documented during the required “every half-hour” period.

**Finding**

Ten of the 29 (34%) IOSs met the standard for this objective. Nineteen IOSs did not have the 30-minute station jail inmate safety checks documented correctly.

**Table No. 8: Detailed Findings, Objective No. 3(c)**

<table>
<thead>
<tr>
<th>Station</th>
<th>Bookings</th>
<th>Met the Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carson</td>
<td>3 of 8</td>
<td>38%</td>
</tr>
<tr>
<td>Cerritos</td>
<td>N/A*</td>
<td>N/A*</td>
</tr>
<tr>
<td>Lakewood</td>
<td>4 of 9</td>
<td>44%</td>
</tr>
<tr>
<td>Lomita</td>
<td>2 of 3</td>
<td>67%</td>
</tr>
<tr>
<td>Norwalk</td>
<td>0 of 4</td>
<td>0%</td>
</tr>
<tr>
<td>Pico Rivera</td>
<td>1 of 5</td>
<td>20%</td>
</tr>
</tbody>
</table>

* Cerritos Station did not have IOSs that required completion of “Jailer’s Record of Arrestee Welfare Checks” section.

**Objective No. 3(d) – Watch Commander Signed IOS**

**Criteria**

Los Angeles County Sheriff’s Department, Custody Support Services, Station Jail Manual, page 56 (November 2012), states:

**WATCH COMMANDER**

*In those instances in which an arrestee requires special handling/monitoring, the watch commander must complete the “Watch Commander’s Inspection” on the backside of the form. If nothing in the assessment of the arrestee triggers the special handling/monitoring of the arrestee (half-hour checks), the watch commander’s portion need not be completed.*

Los Angeles County Sheriff’s Department, Intoxication Observation Sheet, SH-R-445, (January 2012), states:

**WATCH COMMANDER’S INSPECTION – Watch Commander, Emp#, Time...**
Audit Procedures

Of the 61 bookings in Objective No. 3(a), auditors identified a total of 29 IOSs that indicated the arrestee was impaired, requiring specialized monitoring and the watch commander’s signature. The IOSs were reviewed to ensure that under the “Watch Commander’s Inspection” section, the watch commander signed, indicated their employee number, and time of day of the inspection was documented.

Finding

Twenty of the 29 (69%) IOSs met the standard for this objective. Nine IOSs did not have the required watch commander’s signature.

Table No. 9: Detailed Findings, Objective No. 3(d)

<table>
<thead>
<tr>
<th>Station</th>
<th>Bookings</th>
<th>Met the Standard</th>
</tr>
</thead>
<tbody>
<tr>
<td>Carson</td>
<td>4 of 8</td>
<td>50%</td>
</tr>
<tr>
<td>Cerritos</td>
<td>N/A*</td>
<td>N/A*</td>
</tr>
<tr>
<td>Lakewood</td>
<td>7 of 9</td>
<td>78%</td>
</tr>
<tr>
<td>Lomita</td>
<td>3 of 3</td>
<td>100%</td>
</tr>
<tr>
<td>Norwalk</td>
<td>1 of 4</td>
<td>25%</td>
</tr>
<tr>
<td>Pico Rivera</td>
<td>5 of 5</td>
<td>100%</td>
</tr>
</tbody>
</table>

* Cerritos Station did not have IOSs that required completion of the “Watch Commander’s Inspection” section.

Objective No. 4 – Use of the Department’s e-UDAL and Supply of Paper Logs

Criteria

Custody Division Manual, Section 4-11/025.00, Electronic Uniform Daily Activity Log, (September 2012), states:

The e-UDAL is a web application utilized within Custody Division and all station jails in Field Operations Division for record keeping, inmate tracking, as well as accurate and timely data entry. The use of the e-UDAL is mandatory and shall be utilized in place of the Uniform Daily Activity Log (UDAL) printed book logs. However, all respective facilities shall maintain sufficient supply of the paper logs to allow continued documentation in the event there is a system failure.
Audit Procedures

Auditors verified each of the Sheriff’s Stations’ use of the e-UDAL, which contained the e-Gatebook to document jail information during the shift. By downloading the data in Objective No. 2 and Objective No. 3, auditors verified that station jail personnel used the system. Auditors also verified if each Sheriff’s Station jail maintained a supply of paper logs, Uniform Daily Activity Logs (UDALs).

Finding

All 96 (100%) of the sampled shifts had retrievable inmate information in the e-UDAL system. All SPD Sheriff’s Stations also maintained a sufficient supply of paper logs.

OTHER RELATED MATTERS

Other related matters are pertinent issues discovered during the audit, but were not objectives that are measurable against Department policies or procedures.

Station Jail Inspection Form

The SPD Sheriff’s Stations utilized Inmate Safety Check forms to document safety checks on a per-shift basis. Although the forms capture similar information, they are not standardized and each station used its own form to document station jail inmate safety checks.

Camera Recording Systems in the Station Jails

Auditors intended to verify the station jail inmate safety checks conducted during the audit time period by reviewing video. However, auditors were informed by subject matter experts from the Department’s Data Systems Bureau that the station jail camera systems have limited retention capabilities due to the server size. At the time of this audit, video recordings covering the audit time period had already been purged from the system and were no longer available. Therefore, auditors were unable to verify the station jail inmate safety checks by video.

Station Jail Manual Revisions and Updates

The SJM is contained within Volume 6 of the CDM. The SJM is a reference document outlining policies and procedures pertaining to the operation of Sheriff’s Station jails. References within the SJM are taken from various Department policies, FODs, and state regulations. Auditors discovered the SJM references CDM, Section 6-11/015.00, under Intoxication Observation Sheet, which no longer exists. Additionally, auditors found procedural inconsistencies in the SJM that conflict with other Department policies, procedures, and FODs. For example, the SJM states, the watch commander shall complete the watch commander’s inspection checklist on the IOS for each intoxicated inmate booked at the Sheriff’s Stations. The SJM also states that if the assessment of
the inmate does not trigger special handling or monitoring, the watch commander's inspection checklist on the IOS need not be completed.

*Mobile Electronic Station Jail System*

The SPD’s Norwalk and Carson Sheriff’s Stations implemented the MESJS to conduct station jail inmate safety checks. This automated system is intended to eliminate the use of the Inmate Safety Check forms and update the e-UDAL. Auditors observed that station jail inmate safety checks using the MESJS had connectivity issues thus, resulting in unreliable or missing data. Therefore, the findings are based on written and electronic documentation only.

**CONCLUSION**

During the course of the audit, auditors assessed the policies, procedures, and practices related to station jail inmate safety checks and IOSs, and identified several areas in need of improvement.

**RECOMMENDATIONS**

The resulting recommendations coincide with the findings and conclusion from all objectives and other related matters. They are intended to provide Department management with a tool to correct deficiencies and improve performance.

1. Each SPD Sheriff’s Station created its own form to document station jail inmate safety checks and inmate counts. It is recommended the Department create a universal form for all Sheriff’s Station jails. (Objective No. 1 and Other Related Matters)

2. Policy does not specify where supervisors should document their “visual inspection” of detention areas. Also, policy does not clearly specify the number of required supervisory checks. It is recommended the Department revise policy to include the specific number of watch commander and watch sergeant supervisory checks and where those checks should be documented. (Objective No. 2)

3. Policy does not require the watch commander to sign the IOS if station jail inmate safety checks were not conducted. To minimize errors on the IOS and provide additional oversight, it is recommended the Department revise the IOS to require the watch commander sign all forms. (Objective No. 3 and Other Related Matters)
4. The SJM is contained within Volume 6 of the CDM. Auditors found areas of inconsistencies between the CDM and the SJM. It is recommended the Department review the SJM to ensure it does not conflict with the CDM. (Other Related Matters)

5. The camera systems used at the SPD Sheriff’s Station jails are insufficient with limited retention capabilities. A lack of archived video recordings may impede future investigations or legal inquiries. Therefore, it is recommended the Department examine policies related to video recording and sufficient retention. (Other Related Matters)

6. Auditors identified issues with the use of the MESJS at the two stations that had the system in place. It is recommended that the Department review the capabilities and benefits of the MESJS to determine its feasibility to conduct inmate safety checks in Sheriff’s Station jails. (Other Related Matters)

Views of Responsible Officials

A copy of the audit report was provided to the SPD command staff and the Office of Inspector General (OIG) to offer them an opportunity to comment. Management from the SPD generally agreed with the findings. The OIG did not provide any feedback.
This audit was submitted on this 3rd day of May 2017, by the Audit and Accountability Bureau.

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