VENTURA COUNTY TODD ROAD JAIL FACILITY AUDIT

Introduction

The Grand Jury conducted an audit of the Todd Road Jail Facility by reviewing documentation and operations. The facility is located at 600 South Todd Road, Santa Paula, CA. The audit was conducted October 18 & 21-22, 1996.

BACKGROUND

One area of interest at the beginning of our term was to determine which county functions had previously been investigated under the Grand Jury watchdog responsibilities.

A review of the past five years of Grand Jury Annual Reports indicated that the Ventura County adult detention facilities had not been investigated. However, the State Board of Corrections and the Environmental Health Department periodically perform audits of this facility.

OBJECTIVE

The objective of this audit was to evaluate compliance of the Todd Road Jail Facility with state standards and to establish a baseline audit for reference to future Grand Jury audits.

Governing Documentation

The authority to conduct this audit stems from two sources:

- 1. California Penal Code Section 919(b) The Grand Jury shall inquire into the condition and management of the public prisons within the county.
- 2. California Code of Regulations (CCR), Title 15, Subchapter 4 Minimum standards for local detention facilities.

SCOPE

The audit began by comparing the content of the facilities documentation (Policies and Procedures Manual) for conformance to audit standard requirements (Title 15, Type III Facility). The next step was to evaluate the facilities operations with the manual, thus verifying that they do what they say they do.

Discussion

An audit guideline checklist was developed to assist the auditors in their performance of the audit. The checklist elements were selected from the CCR Title 15 requirements. The checklist is included with this report as additional source material.

This audit focused on the following Title 15 required activities:

- Training Personnel and Management
- Records and Public Information
- Inmate Programs and Activities
- Discipline
- Medical/Mental Health Services
- Food
- Inmate Clothing and Personal Hygiene
- Bedding and Linens
- Facilities Sanitation and Safety

The audit plan and checklist were mailed to the Ventura County Sheriff and his staff one week before commencing the audit. This was a courtesy notification to inform the management of the audit scope, schedule, and team members.

A pre-audit meeting was held with Todd Road Jail management the first day of the audit to discuss the scope of the audit and to set up a post audit meeting to discuss the audit results. In addition, during the performance of the audit we had discussions with the following:

- Chief Deputy, Detention Services
- Commander, Sentenced Facilities Bureau
- Captain, Todd Road Jail Facility
- Sergeant, Todd Road Jail Facility
- Nursing Supervisor, Ventura County Jail Medical Services
- Food Service Manager, Todd Road Jail

OBSERVATIONS

The management staff at Todd Road Jail prepared a manual consisting of policies and procedures, taken from the Policies and Procedures Manual, to assist the audit team in evaluating the documentation. This manual sequentially addressed the areas identified in the audit checklist. In addition to copies of the policies and procedures, the manual contained operation records of staff training, custody population profile, jail incident reports, inmate rules/orientation material, disciplinary reports, staffing, and a five week menu. The food manager provided the California Board of Corrections approved recipe for a special meat loaf diet for inmates assigned to discipline isolation.

California Forensic Medical Group (CFMG) provides medical services in detention facilities under a contract with the county. The audit team, in the presence of the CFMG nursing supervisor and the jail manager, randomly selected inmate health records to verify maintenance compliance of those records. The licensing/credentialing of the nursing staff was also verified as current. When the audit team requested a copy of the CFMG Policies and Procedures Manual, the supervisor stated that the manual is proprietary information and could not be released. However, the audit team was able to see the manual, a copy of the Table of Contents was provided, and based on discussions with the nursing supervisor the content of the manual meets the CCR Title 15 requirements.

Conclusions

Based on the information obtained during the audit, and the results recorded on the checklist, the audit team determined that the documentation and operations of the Todd Road Jail Facility are in compliance with the California Code of Regulations, Title 15 requirements. In fact, in some cases the documentation exceeds the requirements as shown by the following examples:

- 1. The Todd Road Facility Inmate Rules/Orientation Booklet is printed in both English and Spanish.
- 2. Title 15 requires a minimum of fifteen minutes allowed for the actual consumption of each meal. This facility exceeds that time by allowing thirty minutes.
- 3. Title 15 requires one month of advance food menus, this facility exceeds this with a five week menu.
- 4. The kitchen sanitation requirements specify that at least 165 degrees Fahrenheit water be used in cleaning kitchen utensils. The temperature logs on file in the kitchen document final rinse stages exceeds 165 degrees.
- 5. Title 15 requires a minimum of three hours of exercise/recreation time per seven days. This facility exceeds this requirement by allowing five hours per week.

RECOMMENDATIONS

The audit team submits the following recommendations to improve the facilities Policies and Procedures Manual:

Title 15, Section 1065, states that the facility administrator of a Type II or III
facility shall develop written policies and procedures for an exercise and
recreation program, in an area designed for recreation, which will allow a
minimum of three hours of such activity distributed over a period of seven days.

Observation: The three hours/seven days requirement is not specified in the Policies and Procedures Manual. The manual infers five hours/five days with the printed schedule.

Recommended Action: In Chapter 4, Section 5, titled Recreation, in the Policies and Procedures Manual, add the statement, "Allow a minimum of three hours of exercise and recreation over a period of seven days."

- 2. Title 15, Section 1270, states that the standard issue of clean suitable bedding and linens for each inmate entering a living area who is expected to remain overnight shall include, but not be limited to:
 - (a) one serviceable mattress which meets the requirements of Section 1272 of regulations.

Observation: Chapter 4, Section 1, titled Clothing Exchange states, "It is the policy of the Todd Road Jail to provide inmates with clean clothing appropriate for the environment and clean bedding." It does not specifically state the issuance of a mattress.

Recommended Action: Add the statement, "All inmates, in addition to receiving clean clothing and bedding on a regular basis, will receive one mattress upon entry into the facility."

3. Recommend that CCR Title 15, Sections 1260, 1270, and 1271 be added to the Policies and Procedures Manual, Chapter 7, Section 6 Cross Reference.

4. Recommend that CCR Title 15, Section 1266, be added to the Policies and Procedures Manual, Chapter 7, Section 6 Cross Reference.

COMMENDATION

The audit team would like to thank the Todd Road Jail Management Team for their support during the performance of the audit. The effort in compiling the policies and procedures addressing the elements on the checklist into a separate manual was far beyond the audit team's expectation and was a tremendous aid to the audit team in conducting and completing this audit in a timely manner.

Above all, the 1996/97 Ventura County Grand Jury wishes to commend the Todd Road Jail Management for the rapid response in implementing the suggested recommendations.

RESPONSE REQUIRED

None. (See above)

CHECKLIST FOR EVALUATION OF: Todd Road Jail Facility, Type III (page 1 of 7)

Audit Date: Oct. 18-21, 1996, Post Audit Date: Oct. 22, 1996

1996-97 Ventura County Grand Jury Final Report

CHECKLIST FOR EVALUATION OF: Todd Road Jail Facility, Type III (page 2 of 7)

Reference Paragraph	Title and Requirement	Remarks	ADEQUATE DOCUMENTATION SAT UNSAT	COMPLIANCE
1041	INMATE RECORDS Facility administrator shall develop written policies/ procedures for the maintenance of individual inmate records.	Chapter 12 Records, Section 3 Document Control Rev: 10/27/95, includes Fiscal, Inmate Purchases/Release of Property, and Document Control.	х	Х
1044	INCIDENT REPORTS Facility administrator shall develop written policies/ procedures for maintenance of written incident reports.	Inspected Jail Incident Reports for (1) disruptive behavior, and (2) for an injured inmate during October 1996.	х	х"
1045	PUBLIC INFORMATION PLAN Facility administrator shall develop written policies/ procedures for dissemination of information to the public	Chapter 12 Records, Section 5 Release of Information Rev: 10/26/95, and Sheriff's Public Information Plan Booklet	x	х
Article 5 1050	CLASSIFICATION AND SEGREGATION CLASSIFICATION PLAN Administrator shall develop and implement written "classification plan according to categories of sex," age, criminal sophistication, and seriousness of crimes. Administrator shall establish and implement a classification system which include use of classification officers, or a classification committee, to assign inmates to housing, work, rehabilitation programs, and leisure activities.	Chapter 5 Classification, Section 1 Goals and Definitions, Sect. 2 Classification Criteria, & Section 3 Reclassification Requests & Appeals. Includes staff initiated reclassification based on incident reports as well as inmate appeals of classification through inmate grievance procedures.	x x	x x
1053	ADMINISTRATIVE SEGREGATION Administrator shall develop written policies and procedures which provide administrative segregation of inmates who are prone to escape, assault, or need protection.	Chapter 4 Housing Operations, Section 11 Administrative Segregation Cells, Rev: 9/26/95	х	х
1055	USE OF SAFETY CELL Administrator, with responsible physician, shall" develop written policies/procedures governing safety cell use. Direct visual observation shall be conducted at least twice every 30 minutes. Observation documented.	Chapter 4 Housing Operations, Section 10 Safety Cell, Rev: 9/25/95"	х	x
1058	USE OF RESTRAINT DEVICES Facility manager, with physician, shall develop" written policies/procedures for use of restraint devices.	Chapter 4 Housing Operations, Section 12 Use of Restraints, Rev: 9/26/95	x	x
Article 6 1061	INMATE PROGRAMS AND ACTIVITIES INMATE EDUCATION PLAN Administrator shall plan and request of appropriate public official on inmate education program.	Chapter 8 - Inmate Services, Section 1 - Educational Programs, Rev: 9/28/95. Oxnard Adult Education and Ventura County Library Services	х	X

CHECKLIST FOR EVALUATION OF: Todd Road Jail Facility, Type III (page 3 of 7)

REFERENCE ,			ADEQUACY			
Paragraph	TITLE AND REQUIREMENT	REMARKS	DOCUMENTATION COMPLIANCE			
1062	VISITING a) Administrator shall develop written policies and procedures for inmate visiting. Type III shall allow 1 or more visits totaling at least 1 hour per week.	Chapter 9 - Visiting, Section 1 - General Population Visiting, Rev: 10/30/95	X	UNSAT SAT	Unsat	
1063	CORRESPONDENCE Administrator shall develop written policies and procedures for inmate correspondence.	Chapter 7 - Inmate Rights, Rules, Discipline, Section 5 - Telephone and Mail Privileges, Rev: 9/28/95	x	Х	,	
1064	LIBRARY SERVICES Administrator shall develop written policies and procedures for library services in Type III facilities.	Chapter 4 - Housing Operations, Section 6 - Law Library, Rev: 9/25/95. The law library is computerized and contains over 2,000 volumes of law books.	х	х	_	
1065	EXERCISE AND RECREATION a) Administrator of Type III facility shall develop written policies/procedures for exercise/recreation program, in area designed for recreation. Allow a minimum of 3 hours/ 7 days.	Chapter 4 - Housing Operations, Section 5 - Recreation, Rev: 9/25/95. The 3 hrs/7 days not spelled out in manual. Recommend it be added, even though the schedule clearly shows inmate recreation time exceeds the standard	х	Х		
1067	ACCESS TO TELEPHONE Administrator shall develop written policies and procedures which allow reasonable access to a telephone beyond those telephone calls required by Penal Code 851.5.	Chapter 7 - Inmate Rights, Rules, Discipline, Section 5 - Telephone & Mail Privileges, Rev: 9/28/96	х	х		
1069	INMATE ORIENTATION Administrator shall develop written policies and procedures for implementation of a program understandable to inmates designed to orient newly received inmates.	Chapter 3 - Intake/Transfer, Section 1 - Intake Procedures, Rev 10/17/96 Orientation booklet printed in English and Spanish and covers facility rules and operations.	x	х	_	
1070	INDIVIDUAL/FAMILY SERVICE PROGRAM Administrator shall develop written policies which facilitate cooperation with appropriate public/private agencies for individual/family social service programs for inmates.	Chapter 8 - Inmate Services, Section 4 - Recreation & Miscellaneous Services, Rev: 9/28/95	х	х	:	
1073	INMATE GRIEVANCE PROCEDURE Administrator of Type III facility which hold inmate workers shall develop written policies whereby any inmate may appeal and have resolved grievances relating to any conditions of confinement.	Chapter 7 - Inmate Rights, Rules, Discipline, Section 2 - Inmate Grievance Procedure (Form SO-1011), Rev: 11/8/95	х	Х		
Article 7 1080	DISCIPLINE RULES AND DISCIPLINARY PENALTIES Administrator shall establish written rules and disciplinary penalties to guide inmate conduct.	Chapter 7 - Inmate Rights, Rules, Discipline, Section 1 - Discipline, Rev: 9/28/95	Х	х		

1996-97 Ventura County Grand Jury Final Repo

CHECKLIST FOR EVALUATION OF: Todd Road Jail Facility, Type III (page 4 of 7)

REFERENCE			ADEQUACY		
Paragraph	TITLE AND REQUIREMENT	Remarks	Documentation Sat Unsat		
1081	PLAN FOR INMATE DISCIPLINE Designator of one or more subordinates who will act on all formal charges of violation of facility rules by inmates and have investigative and punitive powers.	Chapter 7 - Inmate Rights, Rules, Discipline, Section 1 - Discipline, Rev: 9/28/95	X	x	
1084	DISCIPLINARY RECORDS Penal Code 4019.5 requires the keeping of a record of all disciplinary infractions and punishment administered.	Chapter 12 - Records, Section 3 - Document Control Rev: 10/17/96. Inspected Form SO-1050 Disciplinary Report.	x	x	
Article 10 1200	MEDICAL/MENTAL HEALTH SERVICES RESPONSIBILITY FOR HEALTHCARE SERVICES Administrator shall have the responsibility to ensure provisions of emergency and basic healthcare services to all inmates. Facility shall have at least 1 physician available.	Physician's Asst. at facility 5 days week, M.D. 2-3 days week and on-call 24 hrs every day. Dental every Wed., and occasionally on Fri. depending on need. Psychiatric M.D. twice weekly and psych tech twice weekly.	x	x	
1203	HEALTHCARE STAFF QUALIFICATIONS State/local licensure &/or certification requirements and restrictions apply to healthcare personnel working in facility. Copies of licensing/certifications credentials shall be on file in the facility.	Physicians licensures kept in files at Main Jail with program manager Valerie Toney. Nursing staff licensures kept in files at Todd Rd. with Jan Watling.	, x	x	
1205	MEDICAL/MENTAL HEALTH RECORDS The health authority shall maintain individual, complete, and dated health records."	Maintained at facility where incarcerated	х	х	
1206	MEDICAL/MENTAL HEALTH PROCEDURE MANUAL Health authority/administrator shall set in writing," policies in conformance with applicable state and federal laws which include: application of proper medical aid contact/consultation with physician emergency medical services notification of kin in case of serious illness/death provision of medical diets	Page 264 Page 264 Page 210 - What cannot be provided at facility is Page 24 sent to appropriate off-site provider. Page 288	X	x	
1206.5	MANAGEMENT OF COMMUNICABLE DISEASES IN A CUSTODY SETTING The responsible physician/administrator/county health officer shall develop written plan to address the identification, treatment, control & follow-up of communicable diseases.	Page 240 of Policy & Procedures Manual	X	x	
1208	ACCESS TO TREATMENT Health authority/administrator shall develop written plan for identifying, assessing, treating &/or referring any inmate who needs medical, mental treatment."	Pages 230 & 264 of Policy & Procedures Manual	X	Х	

REFERENCE	TITLE AND REQUIREMENT	Remarks	ADEQUACY		
PARAGRAPH				tation Compi Jisat Sat	LIANCE Unsat
1211	SICK CALL Administrator shall develop written policies which provides daily sick call for all inmates.	Pages 233 & 264 of Policy & Procedures Manual	X	Х	· · · · ·
1215	DENTAL CARE Administrator shall develop written policies to ensure emergency/medically required dental care.	Pages 284 & 285 of Policy & Procedures Manual There are 3 established priority levels for care	х	Х	
1216	MANAGING LEGALLY OBTAINED DRUGS Health authority/pharmacist and administrator shall develop written plans & provide space/accessories for secure storage, controlled administration and disposal of drugs.	Pages 324, 328, & 343 of Policy & Procedures Manual. Approximately 20% of the inmates are on prescribed medication	X	x	_
1217	PSYCHOTROPIC MEDICATIONS Physician/administrator shall develop written procedures governing use of psychotropic medication.	Page 329 of Policy & Procedures Manual	x	х	
1218	INMATE DEATHS Health authority/administrator shall establish written procedures to ensure that there shall be a medical review of every in-custody inmate death.	Pages 8 & 9, Administration section, and Page 25" of the Policy & Procedures Manual	х	х	
1219	SUICIDE PREVENTION PROGRAM Administrator/health authority shall develop written plan for suicide prevention program.	Pages 222 through 224 of Policy & Procedures Manual	Х	Х	
1220	FIRST AID KIT(S) First aid kit(s) shall be available in all facilities.	Page 16 of Policy & Procedures Manual	х	х	
1230	FOOD HANDLERS The responsible physician/administrator shall develop written pro Procedures shall be written for education & ongoing	Page 185 of Policy & Procedures Manual Page 186 of Policy & Procedures Manual	x	X X	
Article 11 1240	FOOD FREQUENCY OF SERVING In Type III facilities, food shall be served 3 times in any 24 hour period. At least 1 of these meals shall be hot. A minimum of fifteen minutes shall be allowed for the actual consumption of each meal.	Chapter 4 - Housing Operations, Section 2 - Feeding Rev: 9/25/95 Hot meals not specifically referred to in manual, therefore we recommend the 1 hot meal requirement be spelled out. Facility exceeds the 15 min. minimum for consumption by giving inmates 30 minutes.	x	x	

1990-9/ ventura county Grand Jury Final Rep

REFERENCE PARAGRAPH	TITLE AND REQUIREMENT	Remarks	Apequa Documentation Sat Unsat	COMPLIANCE
1241	MINIMUM DIET In Type III facilities, the minimum diet in every 24-hour period shall consist of the full number of servings specified from each of the 4 groups below: a) Protein Group - A serving equals 14 grams or more of protein except for eggs. b) Milk Group - The daily requirement of milk or milk equivalent shall be 32 fluid ounces for persons 15-17 years of age and pregnant and lactating women, and 16 fluid ounces for all others. c) Vegetable/Fruit Group - The daily requirements shall be 6 servings including specified type and frequency in each of the following categories: 1) One serving of a fresh fruit or vegetable. 2) One serving of a Vitamin C source containing 30 mg. 3) One serving of a Vitamin A source fruit or vegetable containing 2000 I.U. d) Grain Group - The daily requirement for all males and females shall equal six servings.	Food temperature carts - Cold kept @ 45 degrees Hot kept @ 140 degrees	X	X
1242	MENUS Menus in Type III facilities shall be planned at least one month in advance of their use where kitchen facilities are a part of the detention facility.	Facility exceeds requirement. Inspected menus for 5 week period	X	X
1243	FOOD MANAGER a) In Type III facilities with an average daily population of 100 or more, there shall be employed, or available, a food manager who has the training and experience.	Food manager has Hotel Management degree, 20 yrs food service experience with several food management companies & UCSB. Has training in food preparation, menu planning, budgeting, sanitation management, and equipment maintenance.	х	x
1245	KITCHEN FACILITIES, SANITATION, & FOOD STORAGE 2) Commercial dishwasher, capable of providing heat to the surface of the utensils of a temperature of at least 165 degrees Fahrenheit is used for the purpose of cleaning and sanitizing mulitservice kitchen utensils & mulitservice consumer utensils.	Inspected temperature logs for 10/1/96 & 10/7/96. Final rinse stage exceeds standard in all cases.	x	×
Article 12 1260	INMATE CLOTHING & PERSONAL HYGIENE STANDARD INSTITUTIONAL CLOTHING The standard issue of climatically suitable clothing to inmates held after arraignment in all but Court Holding, Temporary Holding, and Type IV facilities shall include, but not limited to: a) clean socks and footwear. b) clean outer garments. c) clean undergarments.	Chapter 4 - Housing Operations, Section 1 - Clothing Exchange, Rev: 1/30/96 Recommend Sections 1260, 1270, & 1271 be added to Cross Reference and change Section title to Clothing Issue and Exchange	x	х

42

Reference Paragraph	Title and Requirement	REMARKS	DOCUMEN	ADEQUACY TATION COMPLIA UNSAT SAT	INCE Unsat
1262	CLOTHING EXCHANGE There shall be written procedures developed by the administrator for the scheduled exchange of clean clothing.	Chapter 4 - Housing Operations, Section 1 - Clothing Exchange, Rev: 1/30/96. Inspected "Inmate Clothing Issue List"	Х	х	
1265	ISSUE OF PERSONAL CARE ITEMS There shall be written procedures developed by the administrator for the issue of personal hygiene items.	Chapter 4 - Housing Operations, Section 4 -Commissary, Rev: 8/31/95	x	х	-
1266	SHOWERING There shall be written procedures developed by the administrator for inmate showering/bathing. annotated, recommend Section 1260 be added	Chapter 7 - Inmate Rights, Rules, Discipline, Section 6 - Inmate Rules, Rev: 9/28/95. No Cross Reference	x	×	
Article 13 1270	BEDDING AND LINENS STANDARD BEDDING AND LINEN ISSUE The standard issue of clean suitable bedding and linens, for each inmate entering a living area who is expected to remain overnight, shall include, but not limited to: a) one mattress b) one mattress cover or one sheet	Chapter 4 - Housing Operations, Section 1 - Clothing Exchange, Rev: 1/30/96 Issuance of mattress not specifically addressed in manual. Recommend it be added to list of items	x x	x	
	c) one towel d) one blanket	issued to inmates			:
1271	BEDDING AND LINEN EXCHANGE There shall be written procedures developed by the administrator for the scheduled exchange of freshly laundered bedding and linen issued to each inmate housed.	Chapter 4 - Housing Operations, Section 1 - Clothing Exchange, Rev: 1/30/96	x	X	
Article 14 1280	FACILITY SANITATION AND SAFETY FACILITY SANITATION, SAFETY & MAINTENANCE The facility administrator shall develop written procedures for the maintenance of an acceptable level of cleanliness, repair, and safety throughout the facility.	Chapter 1 - Organization, Section 1, Rev: 10/17/96 Environmental Health Services report	x	Х	
	Such a plan shall provide for a regular schedule of housekeeping tasks and inspections.	Chapter 14 - Post Orders-Housing Unit Deputy, Rev: 5/19/95. Inspected 13 page schedule	Х	X	