



FLORIDA DEPARTMENT OF JUVENILE JUSTICE

INTEROFFICE MEMORANDUM

DATE: January 14, 2019
TO: Simone Marstiller, Secretary
Melinda Miguel, CIG, Executive Office of the Governor
FROM: Robert A. Munson, Inspector General 
SUBJECT: Final Report – Audit No. A-1819DJJ-001, *Audit of Detention Security*

Please find enclosed our final report for the *Audit of Detention Security*. The Bureau of Internal Audit will conduct a follow-up review in six months to determine the status of corrective actions taken to address the reported findings.

We would like to thank Detention Services for the assistance extended to our staff during the audit process. Please feel free to contact Michael Yu, Audit Director, at 850-717-2468 if you have any questions.

RM/my/kn

Attachment

Cc: Timothy Niermann, Deputy Secretary
Heather DiGiacomo, Chief of Staff
Dixie Fosler, Assistant Secretary Detention Services
Sherrill F. Norman, Auditor General
Kathy DuBose, Director, Legislative Auditing Committee

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Ron DeSantis, Governor

Simone Marstiller, Secretary

The mission of the Department of Juvenile Justice is to increase public safety by reducing juvenile delinquency through effective prevention, intervention, and treatment services that strengthen families and turn around the lives of troubled youth.

**Audit of Detention Security
Audit No. A-1819DJJ-001
January 14, 2019**

By

**The Office of the Inspector General
Bureau of Internal Audit**

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Simone Marstiller, Secretary

**Office of Inspector General
Bureau of Internal Audit
Audit of Detention Security
Audit No. A-1819DJJ-001**

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EXECUTIVE SUMMARY

The Department of Juvenile Justice (Department), Office of the Inspector General, Bureau of Internal Audit has performed an Audit of Detention Security. The overall objectives of this audit were to assess how effectively Detention's security policies are being implemented, identify where vulnerabilities might exist in current security procedures, and if applicable, determine what issues are influencing non-compliance.

The audit focused on Detention security operations from July 1, 2017, through June 30, 2018, and related activities through the end of fieldwork. The audit disclosed that, in general, the Department had effectively implemented Detention security policies and procedures that complied with Florida Statutes, Florida Administrative Codes (F.A.C.), and Facility Operating Procedures (FOP).

However, we noted the following areas for improvement:

- Key control is inefficient;
- All volunteer background screenings or rescreens were not available or there was not a current list of volunteers to verify background screenings; and
- Security/Safety Quarterly Facility Inspections were missing.

We recommend the Department:

- Develop and implement a streamlined standard procedure for issuing keys across all facilities that would alleviate duplication and diminish master control's obligations;
- Retrain on volunteer screening requirements and revise the FOP; and
- Ensure all facilities are being inspected on a quarterly basis.

Audit of Detention Security

INTRODUCTION

The Office of the Inspector General, Bureau of Internal Audit, conducted an audit of Detention Security from July 1, 2017, through June 30, 2018, and related activities through the end of fieldwork. This audit was initiated based on our Fiscal Year 2018-2019 Audit Plan and conducted in accordance with the *International Standards for the Professional Practice of Internal Auditing*, published by the Institute of Internal Auditors.

Background

Detention is the custody status for youth who are held pursuant to a court order or after being taken into custody for a violation of the law. In Florida, a youth may be detained only when specific statutory criteria, as outlined in section 985.255, Florida Statutes, are met. Criteria for detention include current offenses, prior history, legal status, and any aggravating or mitigating factors. Youth under age 18 taken into custody by law enforcement are screened by the Department to determine if they should be detained in a secure detention facility. The Department operates 21 secure detention centers. Detention centers provide custody, supervision, education, mental health services, and medical services to juveniles statewide. Youth placed in Secure Detention have been assessed as risks to public safety and must remain in a physically secure detention center while awaiting court proceedings. Youth appear before the court within 24 hours of being taken into custody, at which time the juvenile judge determines whether there is a need for continued detention. Generally, there is a 21-day limit to secure detention, but those charged with serious offenses can be held longer.

Detention security is the process to ensure the protection of youth within the Department's custody, Detention employees, and contracted staff. This process includes:

- Security audits;
- Security devices; such as CCTV, lighting, radios, cellular phones, recording devices, electronic controls, metal detectors, mechanical restraints, fencing hardware cloth, razor wire, and sally ports;
- Master Control maintaining chronological documentation of all activity;
- Communication amongst officers;
- Key control;
- The location and movement of all youth;
- Visual observation reports when youth are confined to a room;
- Review of alerts regarding youth;
- Staff positioning for optimum sight and sound supervision;
- Contraband searches;
- Disposal of contraband;

- Criminal gang knowledge;
- Reporting disturbances to the Central Communication Center;
- Plan for hostage situations;
- Overcrowding contingency plan;
- Firearm and weapon control;
- Training on emergency situations;
- Escape attempt procedures; and
- Vehicle searches prior to youth transportation to and from a facility.

Objectives, Scope, and Methodology

The overall objectives of this audit were to assess how effectively Detention's security policies are being implemented, identify where vulnerabilities might exist in current security procedures, and if applicable, determine what issues are influencing non-compliance. The audit focused on Detention security operations from July 1, 2017, through June 30, 2018, and related activities through the end of fieldwork. To achieve the audit objectives, we:

- reviewed applicable statutes and rules;
- reviewed department policies and procedures;
- chose five (24%) of the 21 Detention facilities as our sample group;
- reviewed sample facilities' Monitoring & Quality Improvement reports, Office of Inspector General inspections and Central Communications Center reports;
- reviewed sample facilities' processes for security operations; and
- interviewed Detention staff and youth at the sample facilities and regional directors;
- reviewed security inspections for existence and completion of the corrective action; and
- reviewed sample facilities physical security.

RESULTS OF AUDIT

The audit disclosed that, in general, the Department had effectively implemented Detention security policies and procedures that complied with Florida Statutes, Florida Administrative Codes (F.A.C.), and Facility Operating Procedures (FOP). However, we noted the following areas for improvement:

Key control is inefficient.

F.A.C. 63G-2.019(5) and FOP 5.12 require the superintendent to outline a system of key control that addresses assignment, tracking, storage, disposal, and replacement of lost or damaged keys, including keys to the center's vehicles.

All five facilities visited have a key control system for assigning, tracking, storing, disposing, and replacing lost or damaged keys. In some centers, facility keys were assigned through Master Control, requiring officers to exchange their personal keys for facility keys. In other centers, facility keys were assigned to officers by the shift supervisor during the briefing. In all cases, officers were required to sign key assignment sheets.

During the audit fieldwork, it was observed during lunchtime at a facility that master control was receiving staff's work keys and in turn, handing them their personal keys, so they could go to lunch or on break. Master control would then add the staff's name and key number into the master control logbook. This process would then be repeated upon staff's return from lunch or break. In the meantime, staff were also signing a key in/out log sheet to this effect. But when compared, the key sign in/out sheet and the master control logbook are not consistent, or the sign in/out sheet was not complete. It was also noticed at another facility that the sign in/out sheet was not consistent with the key log book maintained by master control. Additionally, there were some master control operators who were not consistently documenting the staff's name in the log.

Failure to establish consistent and appropriate procedures governing access over facility keys could result in the inability to trace lost keys.

We recommend the Department develop and implement a streamlined standard procedure for issuing keys across all facilities that would alleviate duplication and diminish master control's obligations.

Not all volunteer background screenings were available or there was not a current list of volunteers to verify background screenings.

FDJJ-1800P states that DJJ volunteers, mentors and interns are required to follow the background screening process. Once the volunteer screening is completed, the volunteer is considered active if the fingerprints are being retained by FDLE/FBI and the 5-Year Rescreen is being completed. FOP 1.01 states that contract/grant providers, volunteers, mentors and interns who assist or interact with youth on an intermittent basis for less than ten (10) hours per month do not need to be background screened, if an employee who has been background screened is always present and has the volunteer within his/her line of sight. However, Detention Services will seek to get all regular volunteers screened.

During the audit review, it was determined that one facility did not have current background screenings for all volunteers due to a misunderstanding of "on an intermittent basis for less than ten (10) hours per month" criteria, and another facility did not have a current list of volunteers to verify the background screenings.

Failure to perform background screenings on all volunteers could create security issues in the facility.

We recommend the Department retrain on volunteer background screening requirements and revise the FOP to remove the “on an intermittent basis for less than ten (10) hours per month” criteria which is inaccurate for Detention volunteers.

Security/Safety Quarterly Facility Inspections were missing.

FOP 5.01 states that to maintain appropriate security within the facility, ongoing reviews, and audits of security systems, devices, and procedures must be conducted quarterly, using the standardized Security/Safety Quarterly Facility Inspection form.

During our review of the five facilities, auditors determined two had missed a quarterly inspection during fiscal year 2017/2018.

This could result in a facility without a security inspection for up to six months which could lead to an unsecure facility.

We recommend the Department ensure all facilities are being inspected on a quarterly basis.

APPENDIX

MANAGEMENT RESPONSE

RESPONSE TO AUDIT OF DETENTION SECURITY

Finding 1. Key control is inefficient

Response

Detention Services has developed a policy addendum to FOP 5.12 to assist in making the key control in our facilities more efficient. Supervisors will be distributing keys to floor staff in shift briefing while non-floor staff will still receive their keys from master control.

Finding 2. All volunteer background screenings or rescreens were not available or there was not a current list of volunteers to verify background screenings.

Response

Detention Services has developed a policy addendum to FOP 1.01 in accordance with the Background Screening Policy to assist in clarifying the requirements for volunteers.

Finding 3. Security/Safety Quarterly Facility Inspections were missing.

Response

Since July 1st, 2017, the process of conducting facility security audits has been described as listed below in FOP 5.01, Building Safety and Security.

Security Audits

In order to maintain appropriate security within the facility, ongoing reviews and audits of security systems, devices and procedures must be conducted quarterly, using the standardized Security/Safety Quarterly Facility Inspection form.

A regional office operation staff will complete the Security/Safety Quarterly Facility Inspection form.

Detention Services will ensure that all facilities are inspected on a quarterly basis by the appropriate regional office operation staff.

 1/10/19
Dixie Foster