



CITY OF SAN ANTONIO

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November 26, 2019

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SUBJECT: Audit Report of Follow-Up Audit of San Antonio Police Department Detention Center

Mayor and Council Members:

We are pleased to send you the final report of the Follow-Up Audit of San Antonio Police Department Detention Center. This audit began in July 2019 and concluded with an exit meeting with department management in October 2019. Management's verbatim response is included in Appendix B of the report. The San Antonio Police Department management and staff should be commended for their cooperation and assistance during this audit.

The Office of the City Auditor is available to discuss this report with you individually at your convenience.

Respectfully Submitted,

Kevin W. Barthold, CPA, CIA, CISA
City Auditor
City of San Antonio

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CITY OF SAN ANTONIO

OFFICE OF THE CITY AUDITOR



Follow-Up Audit of San Antonio Police Department
Detention Center

Project No. AU19-F06

November 26, 2019

Kevin W. Barthold, CPA, CIA, CISA
City Auditor

Executive Summary

As part of our annual Audit Plan approved by City Council, we conducted a follow-up audit of the recommendations made in the Audit of San Antonio Police Department (SAPD) Detention Center (DC) dated May 24, 2018. The objective for this follow-up audit is:

Determine if recommendations made in the prior audit of the SAPD Detention Center have been effectively implemented.

We determined that SAPD DC management has made progress implementing action plans from the prior audit recommendations. However, we identified action plans that have not been fully implemented.

Seven recommendations were made in the prior audit. The SAPD implemented five action plans in response to those recommendations. The SAPD DC now processes arrested persons in about six hours on average compared to 20 hours in the last audit. Additionally, 99.5% of them were processed in less than 18 hours in the six-month period ending June 30, 2019. The DC reduced the processing time for arrested persons after Bexar County moved their operations to their own facilities. The move eliminated Bexar County's bonding process that was time consuming for the SAPD DC.

The SAPD established formal policies and procedures for DC staff to ensure cell checks occur with the required frequency. In addition, SAPD implemented effective controls to ensure medical evaluations are performed and documented by DC and/or medical staff. SAPD expanded training requirements for all DC employees to include use of force training and implemented controls to ensure they receive the training. Finally, SAPD has invoiced and collected operating expenses from Bexar County owed to the City.

However, the following two action plans have not been fully implemented. SAPD has not determined if the MAGS system can be modified or replaced to meet the needs of the DC. Also, user access to the MAGS system was not restricted to the appropriate individuals.

SAPD Management agreed with the audit findings and has developed positive action plans to address them. Management's verbatim response is in Appendix B on page 9.

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Background

On May 24, 2018, the Office of the City Auditor completed an audit of the San Antonio Police Department (SAPD) Detention Center (DC). The objective of the audit was as follows:

Determine if SAPD's Detention Center operations are effective and efficient and in compliance with existing procedures, contracts/interlocal agreements, and regulations.

The Office of the City Auditor concluded that SAPD DC operations did not comply with existing policies and procedures which hinders the effectiveness of operations. The Office of the City Auditor identified the following areas for improvement:

- Length of custody for arrestees in the DC prior to transfer to the Bexar County jail is excessive.
- Frequency of cell checks is not in compliance with department standards.
- Practices for medical evaluations and use of force incident documentation are not consistent.
- Staff training for crisis intervention and use of force needs improvement.
- The IT systems in place at the DC do not provide adequate functionality for efficient processing and reporting of DC activity.
- User access to IT systems is excessive.

Additionally, Bexar County had not paid the City its agreed-upon share of fiscal year 2017 Detention Center operating expenses amounting to \$1.6 million. Monthly payments for fiscal year 2018 had not been paid.

SAPD management agreed with the conclusions and developed action plans to address the audit recommendations.

Audit Scope and Methodology

The audit scope was limited to the recommendations and corrective action plans made in the original report for the period from July 2018 through June 2019.

We interviewed Detention Center (DC) staff to gain a detailed understanding of the action plans that were implemented for the findings of the prior audit. Testing criteria included DC Standard Operating Procedures and the Interlocal Agreement between the City and Bexar County.

We analyzed data from the MAGS system to determine if arrested persons at the DC were being processed within 18 hours. We reviewed cell check logs to determine if cell checks were occurring every 20 minutes. We reviewed standard operating procedures to determine if they were updated to require supervisors to perform periodic reviews of cell check logs.

We reviewed standard operating procedures and intake forms to determine if management updated policies for use of force and intake practices related to medical evaluations. Additionally, we reviewed training records to determine if DC employees were attending the required use of force training.

Using SAP, we reviewed invoices from the City to Bexar County for magistration operating expenses to determine if they were paid.

Finally, we reviewed user access controls to the MAGS and nexTest (formerly OMNIXX) systems used by the DC to verify appropriate access.

We relied on computer-processed data in SAP to validate the payments from Bexar County to the City. Our reliance was based on performing direct tests on the data rather than evaluating the system's general and application controls. Our direct testing included verifying the accuracy of payments owed to the City. We do not believe that the absence of testing general and application controls had an effect on the results of our audit.

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 conclusions 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.

Prior Audit Recommendations and Status

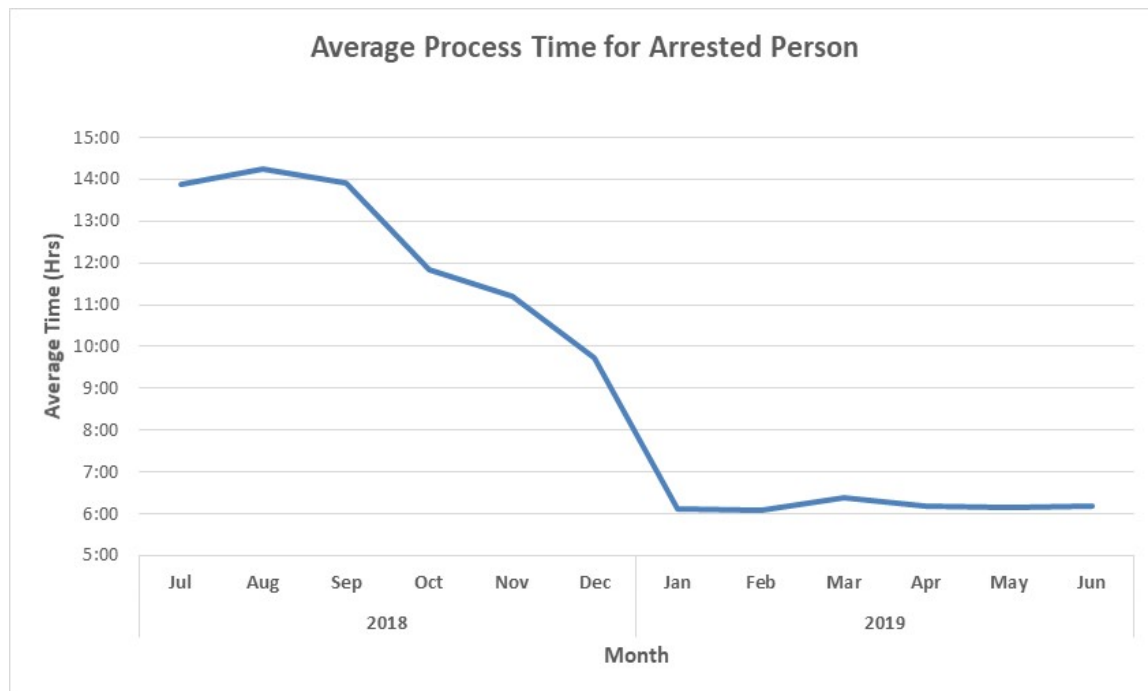
A. Custody in Excess of 18 Hours

Prior Recommendation:

The Police Chief should ensure that arrested persons are processed through the Detention Center (DC) within 18 hours. To facilitate this, coordinate with Bexar County to set cutoff times for completing the bonding process at the DC.

Status: Implemented

The Detention Center processed approximately 51,000 arrested persons from July 2018 through June 2019 (about 140 persons per day on average). The DC processed 99.5% of arrested persons within 18 hours for the six-month period January 2019 through June 2019 as compared to 77% of arrested persons processed within 18 hours for the preceding period July 2018 through December 2018. The average time to process an arrested person dropped from about 14 hours in July 2018 down to about six hours in January 2019. This drastic reduction in processing time is due to the fact that Bexar County ceased operations at the DC during the last quarter of 2018. The graph below displays the average time the DC took to process an arrested person from July 2018 through June 2019.



Recommendation

None

B. Cell Checks

Prior Recommendation:

The Police Chief should formalize standards for cell checks and implement controls to ensure that they occur within the required frequency.

Status: Implemented

The Police Chief has established formal policies and effective controls for DC staff to ensure cell checks occur within the 20-minute required frequency. SAPD Standard Operating Procedures were updated to include a requirement that DC supervisors periodically review cell check logs documented by officers. In addition, the DC implemented an alarm system tracked with a timer that notifies officers to perform a cell check every 20 minutes. The cell checks are then documented in an Excel spreadsheet that is reviewed by a DC supervisor. If a supervisor notices that a cell check has occurred more than 20 minutes from the previous check, he/she will meet with the responsible officer and inquire why the cell check occurred late.

Recommendation

None

C. Medical Evaluations and Use of force

Prior Recommendations:

The Police Chief should implement controls to ensure that medical evaluations are performed when required and are adequately documented by Detention Center and/or medical staff. Also, all Use of Force (UOF) incidents should have clear documentation of management review.

Status: Implemented

The Police Chief has implemented effective controls to ensure medical evaluations are performed and documented by DC and/or medical staff. SAPD Standard Operating Procedures were updated to require officers to document any claimed illness or injury by an arrested person on an intake form and the reason why the

arrested person was not seen by medical staff. In addition, DC management is now required to sign the UOF reports and initial a logbook after every review. We reviewed 25 intake forms from November 2018 through June 2019 and determined that all 25 intake forms adequately documented all arrested persons' claimed illness or injury and the reason why the arrested person was not seen by medical staff. Finally, we tested 10 UOF reports and confirmed management reviewed and signed the reports and initialed the logbook after every review.

Recommendation

None

D. Crisis Intervention and Use of Force Training*Prior Recommendation:*

The Police Chief should expand Detention Center employee training requirements to include crisis intervention training. Additionally, periodic use of force training and crisis intervention training should be required for all individuals such as warrant officers who have independent access to arrested persons being held at the Detention Center.

Status: Implemented

The Police Chief expanded training requirements for all DC employees to include use of force training and implemented controls to ensure they receive the training. In addition, the DC changed its process so that warrant officers no longer have independent access to arrested persons being held at the DC. Finally, we reviewed the training log that tracks DC training requirements and identified all active employees had attended the required training in fiscal year 2018. For fiscal year 2019, we identified 11 out of 35 attended the required training and the remaining 24 employees were signed up for a training class as required.

Recommendation

None

E. Payments for Operations*Prior Recommendation:*

The Police Chief should continue to pursue reimbursement from Bexar County for amounts owed for Detention Center operating expenses up to the current month.

Status: Implemented

The Police Chief has invoiced and collected operating expenses owed the City by Bexar County. However, Bexar County has not paid the total amount invoiced as they have disputed specific operating expenses and refuse to pay them. In total, they have refused to pay approximately \$510,000. The SAPD has updated the City's leadership team regarding Bexar County's dispute of operating expenses. Finally, operating expenses are no longer invoiced to Bexar County as of December 2018 since Bexar County no longer operates out of the DC.

Recommendation

None

F. MAGS System Functionality

Prior Recommendation:

The Police Chief should determine if the MAGS system can be modified or replaced to better meet the needs of the Detention Center.

Status: Not Implemented

The Police Chief has not determined if the MAGS system can be modified or replaced to better meet the needs of the Detention Center. The SAPD is considering coordinating with Bexar County to implement a new jail management system but no discussions have taken place.

Recommendation

The Police Chief should determine if the MAGS system can be modified or replaced to better meet the needs of the Detention Center.

G. User Access

Prior Recommendation:

The Police Chief should ensure that user access is restricted to appropriate individuals by disabling or modifying user access upon changes in job functions and separations. Also, perform periodic user access reviews.

Status: Partially Implemented

The Police Chief implemented adequate controls to ensure user access to the nexTEST system (formerly OMNIXX) is restricted to appropriate individuals.

However, user access to the MAGS system was not restricted to the appropriate individuals. We noted Bexar County employees still have access to the MAGS system even though they no longer operate out of the DC. According to DC staff, the Municipal Courts want Bexar County staff to have access to the MAGS system so that they can access stored information if needed.

Recommendation

The Police Chief should perform a review of Bexar County employees with access to the MAGS system and determine if user access is needed or should be eliminated.

Appendix A – Staff Acknowledgment

Mark Bigler, CPA-Utah, CISA, CFE, Audit Manager
Danny Zuniga, CPA, CIA, Auditor in Charge
Javier Castillo, IT Auditor

Appendix B – Management Response



CITY OF SAN ANTONIO

SAN ANTONIO TEXAS 78283-3966

October 23, 2019

Kevin W. Barthold, CPA, CIA, CISA
City Auditor
San Antonio, Texas

RE: Management's Acknowledgment and Corrective Action Plan for the Follow-Up Audit of San Antonio Police Department Detention Center

- ☒ Fully Agree (provide detailed comments)
- ☐ Agree Except For (provide detailed comments)
- ☐ Do Not Agree (provide detailed comments)

San Antonio Police Department has reviewed the audit report and has developed the Corrective Action Plans below for the new recommendations.

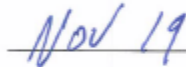
Recommendation					
#	Description	Audit Report Page	Accept, Decline	Responsible Person's Name/Title	Completion Date
1	MAGS System Functionality The Police Chief should determine if the MAGS system can be modified or replaced to better meet the needs of the Detention Center.	6	Accept	Dep. Chief Robert Blanton	Dec 31, 2019
Action plan: The Department will discuss options with ITSD for MAGS system modifications and/or replacement. The Department is in the process of selecting a vendor for a new RMS system and vendors submitting proposals were asked to submit information on providing optional jail management functionality. In addition, Bexar County is currently pursuing a new jail management system for the jail and there may be opportunity to utilize a single platform. The Department will determine what options are available moving forward and work with ITSD on a jail management system plan.					
2	User Access The Police Chief should perform a review of Bexar County employees with access to the MAGS system and determine if user access is needed or should be eliminated.	7	Accept	Dep. Chief Robert Blanton	Dec 31, 2019
Action plan: The Department will review Bexar County employees with access on a biannual basis and consult with the Municipal Court Clerk on the need for access to historical booking information. Bexar County Judicial Services personnel will be contacted to determine if access is still needed and to review employees to remove any employees who no longer need access to the MAGS system.					

We are committed to addressing the recommendations in the audit report and the plan of actions presented above.

Sincerely,



William McManus
Police Chief
San Antonio Police Department



Date



Maria Villagómez
Deputy City Manager
City Manager's Office



Date