LOCATION AND LAND STATUS
The Warm Springs Reservation is located in north-central Oregon on the eastern slope of the Cascade Range, approximately 100 miles southeast of Portland. The reservation was established by treaty in 1855. The confederated tribes' claim that a faulty survey in 1871 had deprived them of a 78,000-acre tract known as the McQuinn Strip was resolved in 1972 when Congress returned most of this valuable timber zone to the tribe. The tribe annually allocates funds for the purchase of lands, and in 2004 they purchased property on the northern shore of Lake Billy Chinook. In 1996, just over one percent of the reservation was owned by non-Indians.

PHYSICAL DESCRIPTION
Over half of the reservation is forested and the remainder is constituted primarily of rangelands. There are also canyons, high desert vistas, and volcanic peaks. The Cascade Mountains and Mt. Jefferson lie within reservation boundaries. The reservation contains the Deschutes River, Warm Springs River, Olallie Lake, and Lake Billy Chinook. The tribe maintains control of its waterways. The Town of Warm Springs is the reservation's population center, with smaller communities dispersed in rural areas.

CLIMATE
The reservation experiences a range of weather due to its size and location. Annual precipitation on the Cascade Mountains averages 120 inches, while the annual average in the lower regions of the reservation is 10 inches. The Cascades receive an average of 200 inches of snow per year and the lowlands receive approximately 15 inches per year. Annual temperatures range from -38°F in the winter to 104°F in the summer.

GOVERNMENT
The current tribal government was established in 1938 with a constitution and charter that basically adhere to the provisions of the 1934 Indian Reorganization Act. An 11-member tribal council oversees all tribal operations. Eight of the council members are elected to three-year terms from districts traditionally associated with the confederation's three tribes; each of the three tribal divisions is represented by a chief who serves on the tribal council for life. Two members of the council serve as its officers, a chairperson and a vice-chairperson. Another officer, the secretary-treasurer oversees management of the tribal corporation's commercial enterprises and policy matters. A chief operating officer oversees government services.

The tribe contracts law enforcement services, the Johnson O'Malley program, Indian Child Welfare Act, social services, judicial services, water management programs, fish and wildlife services, forestry services, road construction, housing improvement programs, and wild life management services through the BIA. It contracts alcohol and drug abuse prevention programs, adolescent aftercare services, mental health, community health, environmental health representatives, health education programs, contract health services, and facility management through the Indian Health Service. The tribe's public safety branch includes the police department, fire and safety, tribal prosecutor, victims of crime parole, and probation and legal aide.

BUSINESS CORPORATION
Warm Springs Ventures oversees economic development projects for the tribe. It currently manages tribal construction projects and marketing for the industrial park in addition to Cort Directives, Kibak Tile, and Sea Lane Tile. Future projects include the completion of a tribal commercial code, a downtown development plan, and a sustainable tourism plan.

Warm Springs Power Enterprises manages the facilities at the Pelton-Round Butte Project and oversees the sale of electrical output. The tribes are co-licensees of the Pelton-Round Butte Project, and the electrical output is sold to PacifiCorps.

INFRASTRUCTURE
U.S. Highway 26 runs through the reservation in a northwest to southeast direction. In 1999, the tribe began the Dry Creek realignment project on Warm Springs Route 3. The project will enhance road safety in the area. It also completed road designs for the Greeley Heights Subdivision Phase 5 and the Salmon Drive Subdivision road, water, and sewer projects. An extension on Upper Dry Creek Road was also completed.

Electricity – Pacific Power and Wasco Electric provide electricity to the reservation.

Fuel – Local distributors provide propane.

Water Supply – A community water system, a network of 220 wells, furnishes water. Four separate cell lagoon systems provide sewer service. A 200,000-gallon water storage tank was completed in 1999. It serves the Sidwalter community. The tribe also began construction of wastewater stabilization ponds at Simnasho in 1999.

Transportation – The nearby town of Madras has a municipal airport, and the City of Redmond provides commercial air service. The nearest railroad service is available in Madras. UPS and FedEx both provide services to the reservation.

In cooperation with Jefferson County, the Warm Springs Reservation has developed a transportation coordination project to address the transportation issues affecting area residents. The project's goal is to develop reliable means of mobility for residents. Projects include developing shuttle and taxi services and providing assistance for community service programs. The tribal council has coordinated allocation of funding in support of a Madras-Warm Springs shuttle service so tribal members and others have access to employment and education opportunities concentrated near Madras, Oregon, and elsewhere in the region. There will also be a shuttle operating between the Kah Nee Ta Resort and the Madras shuttle pick-up and drop-off locations to encourage tourism.

Telecommunications – Qwest supplies telephone service. Broadband service is available for Internet access.

COMMUNITY FACILITIES AND SERVICES
The tribe maintains a community center in the community of Warm Springs. The tribal culture and heritage program offers instructional classes in the indigenous languages of the Ichishkiin, Kiksht, and Numu tribes. The Warm Springs small business center

provides tribal members with technical assistance, courses, business counseling, and access to computers and general office facilities.

Education – School District 509-J maintains a school for children in K–4, while junior high and high school students attend public schools in nearby Madras. The tribe has approved the development of a new K–5 school; construction is expected to begin within the next three years. The tribal culture and heritage program offers language classes in all three native languages of the Confederated Tribes. The tribe also provides an adult education program, vocational training, and an Oregon State University Extension Office.

Health Care – The tribe's community health education team oversees the health services available to tribal members. The tribe operates its own health and wellness center in a state-of-the-art facility. Services include comprehensive medical, dental, pharmacy, and outpatient care. The center also operates a diabetes clinic. The tribe's managed care program is responsible for managing funds used to supplement tribal health care services. Funds are available when a tribal member seeks the services of providers outside the health and wellness clinic.

The High Lookee Lodge Assisted Living Residence provides senior and disabled tribal members with the opportunity to live in private apartments served by an assisted living program. Amenities include an emergency call system, a ceremonial tribal room, a dining room, housekeeping services, a sauna, a courtyard and salmon pit, nursing staff, and transportation coordination. The tribe also has a senior community center and senior housing facilities.

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Section 2

Program Review
March 30, 2006

1. Funding of Operations
The BIA provides funding for the operations through the PL 93 - 638 program. BIA provides approximately $500,000. Majority of the funding is provided by the tribe.

2. Funding of Repairs and Maintenance of Facility Structure
The BIA owns the building. The BIA is responsible for the maintenance and repairs of the building. However, the funds provided are not sufficient.

3. Policies and Procedures
The policies and procedures of the facility are in good order. BIA Standards, the Bureau of Prisons Standards, State standards for Oregon and Idaho, ECA standards, AJA standards and the Supreme Court and 9th Circuit Court rulings have been incorporated in the policies and procedures.

4. Staffing
The facility is understaffed. There are 14 full-time officers and two corporals in addition to two full-time administrators. Officers often leave as soon as they are fully certified. Local salaries are about half of that of the State salaries for similar positions and qualifications.

5. Programs
There is insufficient space to provide programs for the inmates. The facility was not built for it. However, a number of groups provide their services to the facility such as: 'victims of crime' (VOC), community counseling services for drug abuse and abuse of women, native church and religious services and services by the Protestant ministers. At one time the facility initiated a GED program that cost $4500 to initiate in addition to monthly charges. This was discontinued for lack of funds.

6. Staff Training
The facility provides continuous training through the Oregon Police Academy. Additional FTO training is provided. Skills are demonstrated through in-house training.

7. Space for Inmates On-Site
There is insufficient space for the need of all of the inmates. For a capacity of 48 inmates, over 70 inmates were housed at this facility six weeks ago. On average there are 54 to 55 inmates daily. Over 300 individuals were booked during the 'Piumshah' days.

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8. Space for Inmates Off-Site
No inmates are sent off-site that this time.

9. Staffing Capacity for the Inmates On-Site
There is insufficient staff for the number of inmates to provide adequate coverage for all shifts.

10. Staffing Capacity for Transportation and Escort for Inmates
The department has a bailiff who provides escort services. The detention staff provides transportation to the IHS service or the health facility in Bend, Oregon 60 miles away. Staff also transports juveniles to Dalles about 85 miles away. There could be two to three trips per day to these facilities. About 25% of all overtime by the staff, on average, is expended on moving the juveniles around.

11. Office Supplies for Staff
There are insufficient funds for office supplies. There was no funding at all during September/October last year to even purchase pencils.

12. IT Equipment for Office Use
There is sufficient equipment for the IT needs at this time.

13. IT Equipment for Communications Use
There is sufficient equipment for communications at this time. IT was facilitated by a grant of $43,000 that was used to procure radios, stab-resistant vests, chains, handcuffs and a security enclosure and camera for the van.

14. Personal Supplies for Inmates
There are insufficient funds to provide for the personal supplies for the inmates. The department has to redirect funds on a continuous basis.

15. Uniforms for Staff and Inmates
There are insufficient funds for uniforms for staff and inmates. Inmates recently changed from street clothes to uniforms.

16. Linen for Inmates
There are sufficient blankets for the inmates at this time.

17. Furniture and Fixtures for Staff and Inmates
There are insufficient funds to provide appropriate furniture and fixtures for the staff and inmates. The inmates use portable electronic devices, which are being phased out for TV/DVD combination units with remote controls.

18. Transportation Vehicles
There is no vehicle to transport inmates at this time. The BIA is planning to buy an all-wheel drive van for 11 passengers.

19. Fuel for Vehicles
The tribe purchases fuel at $2.55 per gallon.

20. Utilities for facility
The facility uses oil-fired boilers for heating, natural gas for cooking and electricity for the remaining use at the facility. The cost of all utilities is on the rise.

21. Hot and Cold Water for Kitchen, Laundry and Showers
The facility uses a 75-gallon, high-recovery hot water tank. There is only one washer and one dryer for the entire facility at this time.

22. Adequate Lighting for Inmate and Staff Areas
There is adequate lighting in all areas for inmates and staff.

23. Ongoing Repairs and Maintenance
The refrigerators in the kitchen are in disrepair and need new compressors. The showers are in disrepair. Flush valves at the toilets are in need of repair and cannot be purchased since supply houses do not carry such old-style valves.

24. Deferred Repairs and Maintenance
The BIA is planning to furnish a new camera system, kitchen tile and a cover over the recreation yard.

25. Medical Response at the Facility
The Warm Springs Fire Safety Department provides some medical response to the facility. The Indian Health Services has instructed the community health nurse to reduce the site visits to only one two-hour visit per week. For all healthcare services, inmates have to be transported to the hospital 16 miles away in the city of Madras. Inmates are not checked for TB, HIV or hepatitis. Hepatitis and TB are very prevalent in the community.

26. Booking Process at the Facility
The intake and booking area is adequate. There is insufficient space or an organized process for the storage of personal property from the inmates. However, storage space is in short supply. The mechanical room is used for storage of 'evidence' from the Police Department.

27. Food Service at the Facility
The food service at the facility is adequate. The facility has switched over to all frozen meals provided by the Washington State Department of Corrections. The costs range from $1.65 per meal to $1.80 per meal. The meals are furnished by First Choice Foods. The Indian Health Service provided a nutrition evaluation and reported that the facility is providing above the standard nutrition than that required. The Indian Health Service also provides assistance with the safety issues. Knives are not allowed in the

detention facility. Plastics 'sporks' are used instead of the traditional fork and spoon.

28. Kitchen and Dining Staff at the Facility
A kitchen staff is not needed anymore. Detention officers serve the meals to the inmates who dine at the day room and in their cells.

29. Housekeeping Staff at the Facility
The inmates and the staff provide the housekeeping at the facility.

30. Repairs and Maintenance Staff at the Facility
There are two full-time individuals who provide shared services for repairs and maintenance at this facility and other facilities operated by the BIA.

31. Inmate Services Provided at the Facility
A few inmate services are provided at the facility. A number of groups provide their services to the facility such as: 'victims of crime' (VOC), Community Counseling Services for drug abuse and abuse of women, native church and religious services and services by the Protestant ministers.

32. Healthcare Assistance in the Community
The Indian Health Services provides healthcare assistance locally. Mountain View Hospital in Madras, 16 miles away, provides additional health care services.

33. Other Support Agencies in the Community
Support agencies in the community include: community counseling services, alcohol and drug counseling services, victims of crime services and church groups.

34. General Reasons for Detention
The general reason for apprehension and detention is the onset of drugs-related violent crime. The crime rate for this community is 5782, 10,551 and 91,893 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

35. Potentially Harmful Conditions and Behavior of Inmates
There have been six to eight suicide attempts in the past few years. Two successful suicides occurred between 1993 and 2003 where inmates had used the bed sheets to construct a rope, which was then used from the corner of a bedpost. Suicide smocks are used when an inmate is placed on a suicide watch.

36. Accountability and Reporting of Incidents
The facility sends a weekly report to the BIA. This report includes all assaults, attempted escapes and suicides.

Section 3

Facility Review
March 30, 2006

1. Exterior Site Conditions
   The facility is located in town. The general public has access up to the exercise/recreation areas where contraband can be tossed in.

2. Exterior Exercise/Recreation Area
   Exterior exercise and recreation area is provided. However, there have been two escape attempts over the last few years. Additional barbed wire and razor wire has been placed above the exterior wall of the exercise area.

3. Exterior Perimeter Security
   The exterior perimeter security is poor. The general public has access up to the perimeter of the facility.

4. Sally Port Security
   A garage-style Sally port with a rollup door is provided.

5. Building Interior Security
   There are three 16-camera systems that provide security to the facility. A new camera system is being installed at this time. Exterior windows have sensors that are inoperative at this time.

6. Building Structure
   The building is made up of block-wall construction in the detention area and metal framing in the police area.

7. Building Roof
   The roof of the building is in good repair. The roof was installed in the fall of 2005.

8. Interior Ceilings
   All interiors consist of hard ceilings that are in good repair. Stains from past roof leaks were noted on some lay-in ceilings.

9. Interior Walls
   The interior walls are adequate though the concrete block-wall is aging. There was one incident of someone able to core through a filled-in and re-barred block-wall.

10. Interior Flooring
    The interior flooring is made up of textured sealed concrete and is in fair shape.

11. Interior Dormitory Cells
The interior dormitory cells are in disrepair and show signs of aging, both at the walls and the furniture and fixtures provided in the dormitory cell.

12. Interior Isolation Cells
The interior isolation cells appear adequate.

13. Interior Detoxification Cells
The interior detoxification cells need flexible resurfacing that is not toxic or flammable.

14. Booking and Intake Area
The booking and intake area is adequate though small. A freestanding countertop provides space for the computer system and the breath analyzer for alcohol content.

15. Visitation Area
The visitation area is small. One contact visitation room is provided. The telephone is inoperative.

16. Kitchen, Food Preparation and Pantry Area
The dry storage for food is adequate. The kitchen cabinets are in disrepair and need to be replaced. There is a need for one large refrigerator.

17. Dining Area
Inmates are served in the day room which does not have sufficient space to serve all of the inmates at one time. In addition to serving certain inmates at their cells, three meal shifts for each meal are used to serve all of the inmates.

18. Day Room Area
The day room is used both as a day room and as a dining area. The common area adjacent to the security cells are also used as day rooms by the inmates who are housed in those cells.

19. Vocational Training Area
There is no specific vocational training area at this facility.

20. First Aid and Medical Assistance Area
One small room adjacent to the booking area is used to provide first aid and medical assistance to the inmates. The space includes the sink, a shower and a refrigerator for the storage of medications for the inmates.

21. Toilets and Showers
The toilets and showers are in disrepair and not sufficient for the number of inmates. On average one toilet is used by 10 inmates, and one shower stall is used by 12 inmates.

22. HVAC System
The HVAC system is 20 years old and shows signs of aging and neglect. Cooling is provided by a chiller and two air handlers. Heating is provided by an oil-fired boiler. The systems do not have automatic temperature controls and do not respond to changes in temperature. They can either provide heating or cooling when switched manually and set for a specific temperature.

23. Plumbing System
The plumbing system is operational. However, the sewer lines are often plugged up as a result of inmates flushing incompatible objects through the sewer lines. Screens need to be provided at each cleanout to separate such objects and to keep the free flow of sewer lines.

24. Lighting System
The lighting system is adequate for the facility.

25. Electrical Power System
The electrical power system and the backup electrical service are adequate for the facility. The electrical power is served by 1200 amp, 208Y/120 volt electrical service. This is backed with a 60 KW backup generator.

26. IT System
The IT system is adequate for the facility.

27. Security System
The camera system is adequate for the facility. The fire alarm and detection system are adequate and operational.

28. Energy Usage and Conservation
No specific attempt is made to conserve energy.

29. Fire Egress – Exterior and/or Secured Areas
The fire egress is inadequate. In the event of an emergency, it will be very difficult to evacuate the inmates within three minutes to an appropriately distant, safe and secured space.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
There is an adequate fire alarm and sprinkler system and fire extinguishers are maintained appropriately. All systems are tested annually.

31. Building Access for Staff and Inmates
The staff accesses the building through the front entrance. Inmates use the Sally port for ingress and egress from the facility.

32. Hazardous Materials
No asbestos, lead paint or mold has been reported thus far. However, the shower areas are constantly moist as a result of overspray and splash from the shower pan. These areas are apt to grow mold and need to be monitored.

33. Handicap Access for Staff and Inmates
There is a basic ramp at the front entrance for the use of staff. However, the building does not meet ADA standards. There is no qualified cell that is ADA compliant. Funding has been procured to provide grab bars in the shower and to provide an ADA-compliant toilet. However, there is no funding for the wider doors that are required or for the ADA-compliant toilets for the visiting public.

34. Potentially Hazardous Elements
The double bunk beds provide corner posts that may be used to commit suicide. The metal pans of the bunk beds have large drain holes that may also be used to commit suicide. Such attempts were successfully made in the past to commit suicide by inmates at this facility.

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Section 1

Background Information of the Yakama Reservation Served by the Yakama Police Department

Yakama Reservation[1]
Federal reservation
Yakama
Yakima and Klickitat counties, Washington

Confederated Tribes and Bands of the Yakama Nation
P.O. Box 151
Toppenish, WA 98948
509-865-5121
509-865-5528 Fax

Total area (BIA realty, 2004) 1,181,924.56 acres
Total area (Tribal source, 2004) 1,400,000 acres
Federal trust (BIA realty, 2004) 22.85 acres
Federal trust (Tribal source, 2004) 900,000 acres
Tribally owned (BIA realty, 2004) 969,996.72 acres
Individually owned (BIA realty, 2004) 211,904.99 acres

Population (2000 census) 31,799
Tribal enrollment (BIA labor report, 2001) 8,624
Tribal enrollment (Tribal source, 2004) 9,715

Total labor force (2000 census) 12,332
Total labor force (Tribal source, 2004) 5,548
High school graduate or higher (2000 census) 56.4%
Bachelor's degree or higher (2000 census) 9.3%
Unemployment rate (2000 census) 18.1%

LOCATION AND LAND STATUS
The Yakama Reservation is located in a rural, isolated area in south-central Washington, 200 miles from the urban centers of Seattle and Spokane. In 2004 it consisted of 1,371,918 acres, including nearly half of Yakima County and part of Klickitat County. One and a half times the size of the state of Rhode Island, the

[1] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

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reservation lies along the eastern slopes of the Cascade Mountains. Major towns include Toppenish, population 6,550, where the tribal headquarters are located, and Yakima, with a population of 184,400.

Although the Yakamas ceded 10,828,800 acres of ancestral homeland to the U.S. government, they reserved their right to hunt, fish, access, and use traditional cultural sites; gather traditional foods and medicines; pasture stock; and have water in sufficient quantity and quality in all of their "usual and accustomed places" within this ceded area.

In the era of allotment, young Chief Shawaway Cooahyahhen led a successful legal battle to retain tribally owned reservation land. By the 1980s, however, most reservation land was again in the hands of non-Native Americans; approximately 900,000 acres remain in federal trust today. During the early 1990s, the Yakama Nation spent almost $54 million to repurchase reservation land. The tribal land enterprise was established to acquire key tracts, including those held in complicated heirship status, and to improve and develop land in the tribe's best interests.

After a long history of litigation, the Yakamas today operate fisheries for ceremonial, subsistence, and commercial purposes. Each of 14 original tribes and bands are represented on the tribal council. The Yakama Nation now owns and controls a large and increasing number of acres within the reservation's boundaries as a result of lengthy legal actions. Throughout the areas known as "ceded lands" and "usual and accustomed places," the Yakama Nation continues to hold interests in the use of the natural resources.

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PHYSICAL DESCRIPTION
The Yakama Reservation is located on the eastern slopes of the Cascade Mountains in the Yakima Valley in south-central Washington. Mount Adams, the Klickitat River, and the Yakima River are among the reservation's defining features. The Yakima River borders the reservation on its eastern side.

CLIMATE
The Yakama Reservation is located within Yakima County. This four-season climate lies in the heart of the Pacific Northwest and provides an ideal living environment. Sheltered from western Washington's typically heavy rainfall by the Cascade Mountains, the Yakama Valley boasts an annual average of 300 days of sunshine. The normal precipitation is only eight inches a year, almost half of which occurs mostly as snowfall in the months of November, December, and January

GOVERNMENT
In 1933 the Yakama Nation established a tribal government. The Yakama Reservation and its members are governed by the Yakama Nation Tribal Council, with a chairperson, vice-chairperson, and secretary. Since the Yakama Nation was made up of 14 tribes and bands, each group selected a representative to the council, forming a tribal government.

All enrolled Yakamas become voting members of the general council on their 18th birthday. In 1947 a rule change provided for the general council to elect half of the

tribal council members every two years for four-year terms. Committees, tribal administrative managers, and officers report to the council.

Tribal administration includes a number of standing and special committees. The eight standing committees are: enrollment; legislative matters; budget; economic development, which oversees timber and grazing as well as the tribe's larger economic progress; fish and wildlife and law and order; loans, housing, and education; youth activities, welfare, employment, and health; and land issues, including irrigation and roads. Six special committees focus on tax; timber, fish and wildlife; radioactive and hazardous waste; cultural issues; public relations and the media; and veterans issues.

Yakama Nation justice services include the following: tribal children and adult court, drug court, appellate court, probation services, public defenders and prosecutors offices, special tax, and juvenile prosecutor.

INFRASTRUCTURE

The Yakama Reservation is located just off U.S. I-82, directly south of the metropolitan area of Yakima, Washington. It is approximately 30 miles south of the intersection of U.S. I-82 and I-90. All motor freight and delivery services, as well as rail services, are available. The reservation is served by the Yakima Airport and Seattle-Tacoma International Airport, approximately 150 miles distant.

Fiber optics for tribal complexes and a telecommunications company will soon provide broadband services throughout the reservation. Also, conduits for an electric utility are being placed underground; they will provide Yakama homes and businesses with efficient, low-cost heating.

Electricity – Yakama Power, the Yakama Nation's Tribal Electric Utility, is in the start-up phase. In 2005 Pacificorp and Benton Rural Electric supplied electricity to reservation residents.

Fuel – Electricity; pellet stoves, and wood stoves are used in homes; Cascade Natural Gas provides natural gas to a few reservation residents. Some propane is used at Camp Chaparral. Yakamart at Pahto Crossing is the fuel and gasoline provider and distributor for the lower valley and for Native American distributors.

Water Supply – The Wapato Irrigation Project provides water to most acreage, including leased acreage, for a charge paid directly to the project.

Two tribally owned and operated water supply systems serve the reservation. The Goreville tribal water system provides: 1,184.300 gallons per month to 100 area residents, 134,926,900 gallons per month to 800 White Swan residents, 6,487,204 gallons per month to 100 South White Swan residents, and 45,623,400 gallons per month for the Yakama tribal complex. There are four operations employees, all of whom are tribal members. Two are certified operators. The Wolfpoint Community Water System is supplied by two wells at a depth of 100 feet. The system provides 40,000 gpd of water to 30 residential customers in the Wolfpoint area. The Indian Health Services constructed the system in 1987.

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The City of Toppenish operates a wastewater treatment facility within the reservation's boundaries. In August 1997, U.S. EPA issued a National Pollution Discharge Elimination System (NPDES) Permit, authorizing the plant to discharge to the Toppenish Drain on the reservation. The U.S. EPA had not yet approved the Yakama Nation to set water quality standards for water within its boundaries. The City of Wapato also operates a wastewater treatment facility on the reservation. In 1998, the U.S. EPA issued an NPDES permit authorizing the plant to discharge to Drainage Way No. 2 to the Yakima River and to landfill and land apply treated biosolids. The Yakama water and wastewater systems are being upgraded.

Transportation – Yakama Nation Transportation is part of the Yakama Nation Department of Natural Resources' effort to construct, preserve, repair, and restore the Yakama Reservation's system of roadways and bridges. The program provides quality road systems that support economic development. Currently, a shuttle service is being provided to the patrons of the Yakama Nation Legends Casino.

COMMUNITY FACILITIES AND SERVICES

A recreational sports complex is available for Yakama Nation members and community usage. There are two tribal community centers on the reservation, built to accommodate tribal functions. The tribe also established a financial institution primarily to serve its employees and members.

Education – The Yakama Nation Head Start program is a comprehensive child development program that promotes school readiness by enhancing social and cognitive development to low-income children. The curriculum encompasses: language development, literacy, math, science, creative arts, social and emotional development, approaches to learning, and physical health and development. Yakama Nation tribal school is a K–12 school and is currently participating in school reform through "No Child Left Behind Ways" and by fostering literacy through a READ RIGHT curriculum. In 2004, 102 students attended the tribal school, with 18 graduates. The Yakama Nation adult vocation training program served 577 people for a variety of services and is a BIA-contracted program. Yakama Nation higher education provides higher education opportunities to attend colleges and universities for degree-seeking students. In 2004, 295 students applied for tribal scholarships, 168 eligible students were assisted with funding for higher education degrees, students attended 61 colleges in 15 states, 34 Yakama college students earned degrees, 13 earned two-year degrees, 16 earned four-year degrees, and 5 earned doctorates.

Health Care – Indian Health Services operates a 40,000-square-foot facility located near Toppenish. The JCAHO-accredited Yakama Nation Tribal Health Facility opened in 1990 and houses tribal- and Indian Health Service-operated programs that offer a full range of ambulatory health and dental services. General medical services are available daily in addition to special services for well child care, internal medicine, women's health care, and diabetes. The tribe and Indian Health Service employ 8 physicians, 6 dentists, a physician's assistant, and 13 midlevel practitioners who are RNs, NPs or PHNs.

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In addition, the tribe owns and operates the White Swan Health Clinic, which is located in the rural community of White Swan, 20 miles west of Toppenish. Itinerant health and social services are offered through the maternal child health, nutrition, WIC, CHR, and alcoholism programs. The 2,700-square-foot clinic offers limited primary care on weekdays from 8 a.m. to 5 p.m., and operates a 24-hour, 7 day a week ambulance. The tribe also operates a satellite maternal child health center, with 1,585 square feet, in the Apes Goody Housing Project in Wapato.

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Section 2

Program Review
April 1, 2006

1. Funding of Operations
The facility operates with a budget of $2.5 million per year for the operations of law enforcement. This includes a contribution of $1.2 million from the BIA through the PL - 638 program. Facilities receive additional funding for indirect costs of about $300,000 which are expended towards the operation of the facility and the repairs and maintenance of the facility.

2. Funding of Repairs and Maintenance of Facility Structure
Funding of repairs and maintenance is provided through the PL - 638 program and approximate $300,000 per year.

3. Policies and Procedures
Developing policies and procedures for the facility has been 'on hold' for several years. One version of the policies and procedures was submitted to District 5 but this was not accepted. The facility has requested assistance to develop their specific policies and procedures, which they have been unable to accomplish thus far.

4. Staffing
The facility is closed at this time. There are seven full-time detention officers and one full-time administrator. Three officers are loaned to dispatch at this time. There are seven certified detention officers that are available to serve the facility if it opens.

5. Programs
The facility is closed at this time. So there are no programs that serve any inmates. Even if the facility were to open, there is no space to provide for such programs for the inmates.

6. Staff Training
No additional training has been provided to the staff since their original certification from the Academy.

7. Space for Inmates On-Site
There are 45 beds available in four dormitory-style cells at this facility.

8. Space for Inmates Off-Site
At this time all inmates are housed off-site. There was an average of 28 inmates per day for the last six months who were housed off-site. At peak,

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there were 47 inmates from the Yakama Nation who were housed off-site during the month of January 2006.

9. Staffing Capacity for the Inmates On-Site
Seven certified detention officers are available to work at this site, should it open. Three of these officers are loaned to the Dispatch.

10. Staffing Capacity for Transportation and Escort for Inmates
Detention officers provide all transportation and escort for inmates.

11. Office Supplies for Staff
There are sufficient office supplies for staff at the facility.

12. IT Equipment for Office Use
There is sufficient IT equipment for the office staff use at this time. Laptop computers were procured through the COPS grant. There is no appropriate IT equipment for the control room at this time. The facility also needs additional software to integrate with the requirements of the courts system.

13. IT Equipment for Communications Use
The staff lacks radios for communication. Presently frequency interferences with Coleville law enforcement about 230 miles away affects the safety of local law enforcement. There is a need for 12 radios and an integrated console and an antenna.

14. Personal Supplies for Inmates
Personal supplies are adequate for the inmates, should the facility open.

15. Uniforms for Staff and Inmates
Uniforms for the staff and inmates are adequate, should the facility open.

16. Linen for Inmates
Blankets and mattresses are adequate for the inmates, should the facility open.

17. Furniture and Fixtures for Staff and Inmates
There are insufficient furniture and fixtures for the inmates. There is adequate furniture for the staff. Generally all furniture is procured from the 'excess property' of the tribal and federal governments.

18. Transportation Vehicles
Detention uses two GSA-leased Jeep vehicles. These vehicles are used two to three times a day ferrying inmates between the court and the health services.

19. Fuel for Vehicles
There are not sufficient funds to purchase fuel for the vehicles.

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20. Utilities for Facility
The facility uses electricity and natural gas. There are sufficient funds to pay for the utilities at the facility.

21. Hot and Cold Water for Kitchen, Laundry and Showers
There is sufficient hot and cold water for the kitchen, laundry and showers.

22. Adequate Lighting for Inmate and Staff Areas
There is adequate lighting for the inmate and staff areas.

23. Ongoing Repairs and Maintenance
The flat tar roof leaks at various spots. Severe ponding, deterioration of the tar surfacing and failures at the edge and corners was noticed.

24. Deferred Repairs and Maintenance
Several deferred repairs and maintenance items have been repaired at the facility while it has been vacant. This includes an upgrade of the HVAC ductwork and a general cleanup and painting of the interior. However, the facility is still in need of new HVAC units, a new roof for the old section and a standby generator for emergency use.

25. Medical Response at the Facility
The facility uses services of the Indian Health Clinic, which is about a quarter-mile away. The local hospital also serves the needs of the facility and is located about five minutes away.

26. Booking Process at the Facility
The booking area is located at the end of a short corridor leading from the side entrance to the building. The booking area has been refurbished so there is a non-recording camera and a glass barrier between the officer and the inmate who is being booked. No booking software is available. The booking area is adjacent to the refurbished control room for the detention operations.

27. Food Service at the Facility
There is a small kitchen and a walk-in refrigerator and a walk-in freezer for the storage of food.

28. Kitchen and Dining Staff at the Facility
The detention staff serves as the kitchen and dining staff for the facility.

29. Housekeeping Staff at the Facility
The detention staff serves as the housekeeping staff for the facility.

30. Repairs and Maintenance Staff at the Facility
Shared services are provided by the repairs and maintenance staff who also serve the needs of repairs and maintenance at other facilities.

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31. Inmate Services Provided at the Facility
There are no inmate services provided at the facility. Should the facility open, there is space to provide such services.

32. Healthcare Assistance in the Community
Healthcare assistance is provided by The Indian Health Services Clinic and the Toppenish Community Hospital.

33. Other Support Agencies in the Community
The Tribal Human Services Department provides social services that include Alcohol Recovery Services.

34. General Reasons for Detention
The general reason for apprehension and detention is the onset of drugs-related violent crime. Use of methamphetamine has taken on the proportions of an epidemic.

35. Potentially Harmful Conditions and Behavior of Inmates
Inmates have been known to harm themselves by using articles of clothing and any available protuberance such as the corner posts of bunk beds, vent grilles and door knobs that could support the partial weight of a body.

36. Accountability and Reporting of Incidents
Incidents are reported internally.

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Section 3

Facility Review
April 1, 2006

1. Exterior Site Conditions
The exterior condition of the site is fairly poor. The facility is located in town and is accessible on the exterior by the general public. The facility is part of a law enforcement facility that also houses the Police Department. Detention uses two side doors that are available from the parking lot. One of the side doors is used as the main entrance for the detention facility and the other side door is used as a Sally port entrance to escort inmates into the detention facility.

2. Exterior Exercise/Recreation Area
The exterior exercise/recreation area is adjacent to the building and is enclosed on three sides by high permanent walls topped with barbed wire and razor wire. The general public has access to this area through the unsecured paved parking lot for the facility. This area is too close and too small to serve as a secured evacuation area in case of an emergency.

3. Exterior Perimeter Security
There are no fences and no cameras that monitor the exterior perimeter of the facility.

4. Sally Port Security
There is no Sally port. Inmates are transported up to the common parking lot and escorted through one of the two side doors into the building.

5. Building Interior Security
There is minimal interior security. There are several areas towards the far end of each dormitory where a detention officer could be trapped with no recourse during routine surveillance. A camera system was provided about five years ago but there are a number of blind spots that the cameras do not scan. At that time the facility was used to house juveniles and up to the time prior to its closure. As such very few interior areas were surveilled with cameras.

6. Building Structure
The facility was built in 1977 and is of block-wall construction. The structure is sound.

7. Building Roof
The building roof shows several areas that are ponding. The hot-mopped surfaces indicated several areas that have blistered and wrinkled. The edges

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have been torn off from the parapets. The roof has leaked on several occasions at several spots.

8. Interior Ceilings
The interior ceilings in the office areas are standard lay-in ceilings while that in the detention areas are hard ceilings.

9. Interior Walls
Interior walls are all of painted block-wall construction and are in good repair.

10. Interior Flooring
All interior flooring is sealed concrete, slab-on-grade for the housing areas and carpeted in the office areas.

11. Interior Dormitory Cells
The dormitory cells have been refurbished recently. New showerheads and toilet-sink combination units were installed recently.

12. Interior Isolation Cells
There are no isolation cells at the facility.

13. Interior Detoxification Cells
There are three detoxification cells that are used by the male and female inmates as needed.

14. Booking and Intake Area
The booking and intake area was recently refurbished. However, this area is adjacent to the control room. The fingerprinting, breath-alcohol content analysis and the photographing area are across the hallway and at some distance from the booking and intake area.

15. Visitation Area
The visitation area was recently refurbished. There is a glass separation between the inmate and the visitor. Only one inmate at a time can use the visitation area.

16. Kitchen, Food Preparation and Pantry Area
The kitchen, food preparation and pantry area is adequate to serve the needs of about 45 inmates. There are a walk-in refrigerator and a walk-in freezer adjacent to the kitchen.

17. Dining Area
There is no specific dining area for the inmates. Inmates eat in the common area provided in front of each cell cluster.

18. Day Room Area
There is no specific day room that serves the inmates.

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19. Vocational Training Area
There is no specific vocational training area at the facility.

20. First Aid and Medical Assistance Area
There is no specific area to provide first aid or medical assistance.

21. Toilets and Showers
Toilets and showers are appropriate and adequate for each of the dormitory and cluster cells for male and female inmates.

22. HVAC System
The duct work for the HVAC system was recently installed. All duct work is distributed inside the cell areas and is installed with screened ventilation grilles and registers.

23. Plumbing System
The entire plumbing system dates back to 1977. The system experiences intermittent problems of plugging-up or of insufficient flow. There are no screens at any of the cleanouts. Sanitation system failures experienced by the city also shuts down the sanitation system at the facility.

24. Lighting System
The lighting system is adequate for the facility.

25. Electrical Power System
Electricity is served through an 800 amp – 208Y/120 V, three-phase, four wire system. The electrical service is adequate for the facility. The facility experiences intermittent electrical surges from other users in the neighborhood. Minimal battery-backed lighting is provided. There is no back-up generator.

26. IT System
The IT system is adequate for the facility.

27. Security System
Security is insufficient at the present facility. The camera system is five years old and was designed and installed to serve a juvenile facility. There are several blind spots that are invisible to the present cameras.

28. Energy Usage and Conservation
The facility is well sealed and well insulated. All insulation above the hard ceilings is rated at R-19 are better.

29. Fire Egress – Exterior and/or Secured Areas
Fire egress is inappropriate at this facility. There are no secured areas to evacuate the inmates in case of an emergency. No planning has been considered for fire evacuation and there are no fire evacuation plans posted

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to provide visual directions. In addition, individuals can get trapped on the far side of the long paths of egress at each of the dormitories.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
There is a fire alarm system and fire extinguishers are located at appropriate intervals. There is no sprinkler system at the facility.

31. Building Access for Staff and Inmates
Staff for the detention facility accesses the building either through the main front entrance common to law enforcement and detention or through one of the two side doors accessible from the parking lot. Inmates are escorted through another side door directly into the booking and intake area.

32. Hazardous Materials
There is no asbestos or lead paint that is known to exist at this facility.

33. Handicap Access for Staff and Inmates
This facility does not have any provisions for inmates or staff who are handicapped.

34. Potentially Hazardous Elements
Inmates have been known to use articles of clothing to hang from protruding objects such as the corner posts of the bunk beds. There are no cells to facilitate a 'suicide watch'.

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Section 1

Background Information of the Blackfeet Reservation Served by the Blackfeet Police Department

Blackfeet Reservation[1]
Federal reservation
Blackfeet
Glacier and Pondera counties, Montana

Blackfeet Reservation
P.O. Box 850
Browning, MT 59417
406-338-7521
406-338-7522 Fax
Website: blackfeetnation.com

Total area (BIA realty, 2004) 1,009,719.81 acres
Tribally owned (BIA realty, 2004) 311,356.27 acres
Individually owned (BIA realty, 2004) 696,549.08 acres
Federal trust (BIA realty, 2004) 1,814.46 acres: approximately 50 miles wide and 75 miles north-south.

Population (2000 census) 10,000

Total labor force (2000 census) 4,066
High school graduate or higher (2000 census) 74.4%
Bachelor's degree or higher (2000 census) 13.5%
Unemployment rate (2000 census) 22.6%
Unemployment rate (BIA labor report, 2001) 70%
Per capita income (2000 census) $9,751

LOCATION AND LAND STATUS
The Blackfeet Reservation is located in northwestern Montana near the United States/Canada border. The reservation's present size represents a significant depletion of the original Blackfeet territory. In 1855, Blackfeet lands extended through much of northern Montana west of the Rockies. The first treaty to affect the Blackfeet was the 1851 Treaty of Fort Laramie in which, despite the absence of any Blackfeet negotiators,

[1] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

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the boundaries of the Blackfeet Nation were limited and set. In 1888, Congress ratified and confirmed the Sweetgrass Hills Treaty, which established the bulk of the reservation and also introduced the allotment system of individual land ownership. In an 1896 treaty, the Blackfeet ceded land, which was later to become Glacier National Park.

PHYSICAL DESCRIPTION

The Blackfeet Reservation is bordered by the Province of Alberta, Canada, on the north and Glacier National Park and Lewis and Clark National Forest on the west. It is bordered by Birch Creek on the south and Cut Bank Creek on the east. The general topography consists of rolling plains rising westward to the forests of the Continental Divide. The average elevation ranges from 4,000 to 5,000 feet; the highest elevation is 9,000 feet at Chief Mountain on the northwest boundary.

GOVERNMENT

Under the Indian Reorganization Act of 1934, the tribe adopted a new tribal council and bylaws. It is recognized as a "domestic sovereign" nation by the federal government. The reservation is governed by a popularly elected tribal business council, which consists of nine members elected to four-year, staggered terms. Five members will be up for reelection in 2006, and four will be up in 2008. The business council nominates executive officers (a chairman, vice-chairman, and secretary). The reservation is divided into four districts, each represented by two council members, except for the Browning District, which has three representatives.

The Blackfeet Nation operates a number of governmental entities that provide essential services to tribal members. Among them are the procurement department, cultural department, fish, wildlife parks, and tribal planning department. The tribe also employs a livestock inspector. The tribe operates its own facility management department. This program is responsible for the maintenance, care, and planning of all tribal facilities. The tribe's legal department represents the Blackfeet Nation in tribal, federal, and state matters as well as commercial and economic developments. It is responsible for drafting legal documents such as laws, rules, regulations, and ordinances.

The tribal documents and processing department is responsible for keeping minutes of the tribal council and some committee meetings. It also maintains records of tribal resolutions and election records. The department conducts research of documented tribal history since the 1930s. The Blackfeet enrollment department assists the Blackfeet Tribal Council in developing and maintaining membership rolls for the tribe. It provides enrollment assistance, provides certification to eligible individuals, and maintains vital records for all enrolled tribal members. It maintains genealogical records of enrolled members and non-enrolled descendants of enrolled tribal members. The department is also responsible for maintaining accurate information to be provided to tribal, state, and federal programs.

The Blackfeet Tribe operates its own finance department. It provides accounting services for all reservation-based federal, state, local, and tribal programs. It also processes vouchers, checks, reports, and financial statements for the aforementioned organizations, as well as for tribal members and funding agencies. The tribe's revenue department manages the tribe's income. It is responsible for assessing taxes, collecting

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fees, and issuing permits and licenses. This department strives to assist the tribe in attaining self-sufficiency and economic freedom.

In addition to a personnel department, the tribe operates a tribal employment rights office. This office is responsible for ensuring that tribal members are provided with the opportunity to participate in the economic activity on the reservation. In addition to contracting with the federal Equal Employment Opportunity Commission, the tribe has passed its own Tribal Employment Rights Ordinance. The mission of the ordinance is to ensure that all business operations on the reservation afford Native people preference in all contracting, employment and training opportunities.

Having a reservation of considerable size, the tribe operates a tribal land department. The department works with the land committee, the business council, the BIA, Glacier County, Pondera County, tribal Indian housing authority, the local school district, Indian Health Service, farm service agency, and the state of Montana in reference to the Blackfeet Reservation land base. They provide assistance to the public in matters regarding home-site leases, farm leases, pasture leases, commercial leases, recreation leases and land-use permits, and rights-of-way permits. The office also deals with matters of land acquisition on the tribe's behalf, and permission for exploration and removal must be sought from the office when archeological sites are located on tribal lands.

INFRASTRUCTURE

The nearest interstate highway is I-15; a north-south route located about 60 miles east of Browning. U.S. highways 89 and 2 directly serve the reservation, both providing access to and from Glacier National Park. Browning is served by train lines (including Amtrak and Burlington Northern) and two trucking companies. Commercial air transportation is available in Kalispell (95 miles distance) and Great Falls (130 miles distance), while a small public airport is located about 35 miles from Browning.

The tribe has created a transportation-planning department to address the pertinent issues on the reservation. The department will develop a transportation improvement plan to identify transportation needs, prioritize funding, and initiate improvement of the road system.

Electricity - Glacier Cooperative provides electricity.

Fuel - Montana Power Company provides natural gas.

Wind Energy - The tribe is in the process of building a wind energy facility to be called Blackfeet I. This facility will generate between 36 and 66 megawatts of power.

Water Supply - The Blackfeet Utilities Commission operates five water and wastewater systems that service the Seville, Heart Butte, Star School, Glacier Homes, and Babb communities located throughout the reservation. Septic tanks are used in more remote regions. Browning has a municipal water system; wells are utilized in most other locations.

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Solid Waste Facilities - The Blackfeet Tribe operates a solid waste system. It provides garbage collection services on the reservation and operates a landfill.

Transportation - Various tribal programs offer transportation services to members. Services are available for medical appointments, home-to-work transport, and elderly transport.

Telecommunications - Three River Telephone Company and Mountain Bell provide telephone service. The tribally owned and operated Starlink Cable Company offers cable television service to residents of Browning and East Glacier.

COMMUNITY FACILITIES AND SERVICES

The tribe operates a community swimming facility that includes an Olympic-sized swimming pool, a wading pool, saunas, locker rooms, a weight and exercise room, a whirlpool, a racquetball court, and indoor walking and jogging areas. The tribe also offers numerous social services, educational programs, and resources to tribal members of all ages. The tribe makes a concerted effort to provide assistance and tools to its members in an effort to improve the well being of individual members and the tribe as a whole.

The tribe offers a 24-hour emergency shelter for victims of floods and fires, the homeless, and travelers. The center, Medicine Bear Shelter, offers meals, GED courses, social services, referrals, resume writing assistance, employment counseling, elderly transport, home-to-work transport, counseling, and educational workshops. The Blackfeet Personal Care Program trains personal care attendants and assigns them to provide in-home assistance to handicapped and disabled clients eligible for Medicaid. There are 89 contracted attendants at this time.

The Blackfeet Nurturing Center provides shelter for abused, neglected, and abandoned children. The Blackfeet Youth Initiative provides elementary and high school students with summer camp activities designed to strengthen young people's abilities and understanding of community health and safety issues, writing, art, and sports. Students participate as co-counselors, helping to create the curriculum and courses. The program nurtures self-confidence, cultural pride, and community service.

Tribal elders may receive the services of the Eagle Shields Senior Center. This program provides meals, social events, and access to other tribal services. The center also hosts community health activities, income tax preparation assistance, information and referral services for elders, and daily social events. The tribe's personal care attendants, green thumb volunteers, and volunteers for the visually impaired are located within the center. Facilities at the center are also available for private functions.

The Blackfeet Tribal Manpower Department promotes employability of tribal members by providing education, training, and additional support services to Native American clients and Blackfeet tribal members with disabilities.

Education - Five K–12 schools are located in Browning. K–8 students also attend schools in East Glacier, Heart Butte, and Babb. The Blackfeet Tribe operates Blackfeet

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Community College, which is located in Browning. It currently offers associate degrees in the arts and sciences. The tribe also has a higher education department on the reservation. This department provides members currently in postsecondary programs with academic and career counseling and financial assistance. It administers the higher education grant assistance program and the adult vocational training grant assistance program.

Health Care - The Blackfeet Community Health Representative Department provides a number of services to the community including assessment and evaluation, education and awareness programs, and follow-up care. The office also serves as a liaison between the tribe and Indian Health Service and provides language interpreters for tribal members. Transportation for medical appointments and limited in-home services are also available.

The tribe operates the Blackfeet Tribal EMS Program. It provides reservation residents with emergency care and transportation. The tribe also maintains a health clinic in Browning with seven doctors and three dentists, as well as a hospital run by the Indian Health Service and U.S. Public Health Service.

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Section 2

Program Review
April 12, 2006

1. Funding of Operations
   The details on the funding of operations could not be determined.

2. Funding of Repairs and Maintenance of Facility Structure
   The details on the funding of repairs and maintenance of the facilities could not be determined. The facilities staff reported that they will be relieved of three of their repairs and maintenance staff in the next week (April 14, 2006) and will not be able to rehire them until the next fiscal year beginning October 1, 2006, for a lack of funds. The repairs and maintenance staff provides services to 15 government buildings and 46 government housing units.

3. Policies and Procedures
   The facility has the adult detention handbook in a three-ring binder, dated October 1, 1996. They also have the three, three-ring binders of the red book, and the BIA Corrections Division Inmate Handbook. Six sets of the new BIA 39-page inmate handbook is ready for distribution to the correction officers.

   It appears that the distribution of the policies and procedures is not followed up with the necessary training to assure that the detention officers understand and comply with the items contained in the handbooks. The relief detention officer for the on-duty detention officer, Bobby, reported that she had never seen these handbooks (despite their presence immediately in front of the detention officer's duty station). The veteran detention officer also does not know what to do with them.

4. Staffing
   There are a total of five full-time officers who serve the facility. Four of the officers are certified; the fifth officer has been recently hired and has been on the job for only two weeks. On the day of the visit, there was one detention officer on duty during her eight-hour shift. There were 24 inmates housed at the facility on that day.

5. Programs
   There are no specific programs at this facility for the benefit of the inmates.

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6. Staff Training
The detention officer on duty reported that she had had no training since the year 2000 when she graduated from the Academy. At the time of this review, the lead detention officer was in training for District 5 at Polson. The officers have received training locally in CPR.

The recently hired detention officer who started her shift at 3:00 p.m. reported that she had had one week of one-on-one training with the lead detention officer, followed with another week on her own. She had been at the facility for two weeks at the time of this review.

When asked general questions about her feelings for her personal safety around the large number of inmates, she answered with all the 'correct answers' that are expected of a detention officer. To emphasize her skill and courage, she reported that she, "... had booked up to 10 inmates in a day alone," She also reported that she, "... can handle the guys on her own," because she had served as a juvenile detention officer for about one year. At the juvenile detention facility, she had to deal with juveniles who were "...fairly big."

However, after a few minutes of conversation, she felt more comfortable and said that she feels scared and hopes that in the event of an emergency somebody in Dispatch would be able to see her on the camera and assist. At the juvenile detention facility she always worked with another detention officer as a pair, who would cover for each other. "...This is not the case here, because of a lack of staff..." she stated, but she "...loves her job and the salary."

It is alarming to see the life and safety of a detention officer being jeopardized because of a lack of training. This individual did not know of any of the policies and procedures that were to be followed at this detention facility. She did not know where to locate them or what the policy and procedures manuals contained. She was assigned the tasks of a full-time detention officer, working alone, in an overcrowded facility with as little as one week of follow-me-around training by another detention officer. She is scared for her life, but is masking her real feelings for fear that she might lose her job.

7. Space for Inmates On-Site
The facility is severely overcrowded most of the time. Generally, the judges let the arrested individuals go free for lack of space at the detention facility. There is a total capacity of 55 beds located in eight cells for males and four cells for females. On the day of the site review there were 24 inmates that were housed at this facility. There were 182 inmates that were housed in this facility on New Year's Eve 2005.

8. Space for Inmates Off-Site
No inmates are sent off-site.

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9. Staffing Capacity for the Inmates On-Site
There is a severe shortage of detention staff at the site. On the day of this review, there was only one detention officer serving 24 inmates. This officer also served as the cook for the day.

10. Staffing Capacity for Transportation and Escort for Inmates
The detention officer is often too busy to transport or escort any inmates. The detention staff generally requests the police officers to help them with the transportation needs of the facility.

11. Office Supplies for Staff
Office supplies such as paper and pens are in short supply at this time.

12. IT Equipment for Office Use
The IT equipment for office use is minimal. There is one computer for routine tasks. The facility does not have any computers or appropriate booking software for booking.

13. IT Equipment for Communications Use
There is no radio for the use of communications between the detention officers and dispatch. There are four panic button-clip-on transmitters that are available for the detention officers. However, only one panic transmitter was in use. The other three were not in operation for lack of funding to buy batteries.

14. Personal Supplies for Inmates
The inmates have sufficient personal supplies.

15. Uniforms for Staff and Inmates
The staff receives one uniform every year. There is a shortage of uniforms for the inmates.

16. Linen for Inmates
The inmates are provided with sufficient blankets. They are generally issued two to three blankets each. The older inmates complain of cold and generally use up to three blankets.

17. Furniture and Fixtures for Staff and Inmates
The staff needs filing cabinets. The inmates lack institutional furniture for dining. They use foldout tables in the day room, which proved hazardous to the correctional officer during a recent fight between inmates, when this furniture was used as projectiles.

18. Transportation Vehicles
There is one van for transportation of up to 10 inmates. The van is in good working condition.

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19. Fuel for Vehicles
There is sufficient funding for fuel for the vehicles.

20. Utilities for Facility
There is sufficient funding to provide for the utilities at the facility.

21. Hot and Cold Water for Kitchen, Laundry and Showers
The facility runs out of hot water at least once every 120 days. The hot-water tank has a continuous leak that cannot be repaired – as reported by the maintenance supervisor. A PVC pipe has been rigged to carry the leaking water from under the hot-water tank to a cleanout drain in the mechanical room.

22. Adequate Lighting for Inmate and Staff Areas
There is sufficient lighting in the inmate and staff areas. Inmates complained of excessive light at night.

23. Ongoing Repairs and Maintenance
The floors have been recently patched.

24. Deferred Repairs and Maintenance
The following repairs and maintenance items are pending:

1. Replace all vinyl floors in the building. The vinyl floors are buckling.

2. Reseal and paint all concrete floors in the cells and corridors.

3. Remove the sink-lavatory from the detoxification cell.

4. Replace all light fixtures with energy-efficient lamps.

5. Provide ADA compliance at the facility. This includes repairing the outside ramp for sufficient turning radius at the corner, and providing handicap access for staff, inmates and visitors at the facility. Presently, a handicapped inmate is housed at this facility and uses a wheelchair.

6. Provide a bulletproof screen at the window (facing into the dispatch) from the public entrance.

7. Provide a visitation area. There is none at this time.

8. Repair the roof of the generator trailer housing.

9. Repair the original electrical system that has been added to many times since the original installation of 1969. There are no records of the circuits as additional electrical panelboards and circuits have been added over the last 37 years. Circuits cannot be identified, and maybe overloaded with additional new demands at the site.

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10. Replace the 750-gallon hot water tank that leaks constantly. This hot water tank provides both for the domestic hot water and the hot water for the heat exchanger that is used for heating the building.

11. Remove and replace three door jambs and thresholds of exterior doors that have been damaged by the wind slamming the open doors. The doors cannot be secured in the present time.

12. Repair the roof drains all around the building. These roof drains are made up of block-wall material that has deteriorated and crumbled because of severe cold weather at the site.

13. Repair the nose-plate for all the front steps, which has been deteriorated as a result of severe cold weather at the site.

14. Repair the recently renovated controls for the HVAC units. Add additional ventilation and exhaust for the extreme unventilated and humid conditions in the cell areas.

15. Relocate the intake air-supply of the HVAC equipment on the roof, such that the exhaust from the generator trailer is not directed back into the building supply air.

16. Install additional razor wire and cameras at the recreation yard so the yard can be used again.

17. Repair and relocate the exhaust vent for the dryer. The back pressure of the lint that cannot escape plugs of the vents and overheats the dryer.

25. Medical Response at the Facility
The detention officer calls the dispatch, who then summons an EMT from the Indian Health Service, which is located approximately five minutes away. The facility has a separate medicine cabinet, and a few over-the-counter drugs, such as ibuprofen. There are face masks that are provided for the officers' use. There is a first-aid kit at the detention officer's desk.

26. Booking Process at the Facility
The booking area is very poorly organized and unsafe for the officers. There is minimal space for the physical movement of the inmate or the officer. Booking is conducted on a normal office desk with two chairs. There is no separation between the inmate and the officer. The space also houses lockers with sharp edges that are used for the storage of the personal property of the inmates. There is no computer or booking software to cross-check the past record of the inmate. The officer is vulnerable to a direct physical attack from an inmate with very little room for intervening assistance from another officer, if one is available. All the booking records are kept manually.

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27. Food Service at the Facility
The kitchen and pantry are very small and cramped, though well-equipped. All knives are kept in a locked glass cabinet in the pantry, which however, is open to the kitchen through an unsecured door. Kitchen utensils that could be used as weapons were found in an unlocked drawer in the kitchen, including a chopper.

28. Kitchen and Dining Staff at the Facility
A cook serves five days a week. The detention officer serves as a cook for the remaining two days.

29. Housekeeping Staff at the Facility
Trustee inmates provide the housekeeping facility.

30. Repairs and Maintenance Staff at the Facility
Repairs and maintenance are minimal at this facility. A shared team of five individuals, including a supervisor, provides for the repair and maintenance of 15 buildings and 46 government housing units in the area. Two of the individuals in this team were to be laid off as of April 14, 2006 for lack of funding. They are expected to return to work on October 1, 2006 with the beginning of the new fiscal year. These individuals provide for fairly light duty repairs or maintenance.

31. Inmate Services Provided at the Facility
No inmate services are provided at this facility.

32. Healthcare Assistance in the Community
Mental health assessment and other routine medical services are provided in the Indian Health Service, which is located approximately five minutes away.

33. Other Support Agencies in the Community
Behavior health treatment is provided as a service in the community.

34. General Reasons for Detention
The general reason for apprehension and detention is the onset of drugs-related violent crime. The crime rate for this community is 7100, 7063 and 413,725 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

35. Potentially Harmful Conditions and Behavior of Inmates
The inmates can potentially use articles of clothing, blankets and strips of mattresses to commit suicide by hanging from the grates on the cell doors.

36. Accountability and Reporting of Incidents
All incidents are recorded and faxed to Ms. Deidre Wilson. They are also logged into the site computer.

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Section 3

Facility Review
April 12, 2006

This building shares the functions of the courts, police, dispatch and the detention center. The detention center uses approximately 60% of the overall area in the building. The building was built in 1969 and was operated by the Blackfeet tribe. It was taken over by the BIA on February 15, 2003. The building has been renovated recently. The following observations were made:

1. Exterior Site Conditions
   The exterior site conditions are generally acceptable. There is sufficient uncluttered space around the building, with a paved parking lot at the front entrance. The building is accessible to the general public through the front entrance, and there are three secured doors on the perimeter of the building.

   There are exterior cameras, which have been installed recently, to monitor the exterior perimeter of the building. However, there are blind spots that the camera cannot see at each of the exterior doors because of buildings' winged-wall style of construction at each exterior door.

2. Exterior Exercise/Recreation Area
   There is a large exercise and recreation yard, along the east perimeter of the facility. This yard is secured with the chain-link fence, topped with three strands of barbed wire and one roll of razor wire. However, the use of the yard was discontinued after the last escape in September 2005. Nylon covered ropes were strung across four locations in the yard. These were used to hang-dry the laundry in the past. The gate in the chain-link fence was found unlocked at the time of the visit.

3. Exterior Perimeter Security
   Perimeter security around the exterior is fairly poor. The security code on the exterior perimeter doors does not work well. The exterior permit or cameras have blind spots. The general public has access all around the perimeter.

4. Sally Port Security
   There is no Sally port that serves this building. Officers escort the inmates through the North perimeter door.

5. Building Interior Security
   The interior security of the building is very poor. There are no cameras, other than in the detention center area. Inmates are led from the detention center into the court through a set of double doors. The long line of inmates

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is generally followed by one detention officer on the back of the long line of unshackled inmates. Fourteen inmates were observed to be escorted in this manner into court on the day of this review. One of the inmates was in a wheelchair. The detention officer later recalled that they have escorted up to 40 inmates with only one detention officer and none of the inmates shackled. Inmates at the front of the line can easily escape through the main public entrance while the detention officer is escorting the back of the line. There was no supervision at the control station of the detention center, while the one and only detention officer escorted the inmates to court.

The makeshift control station for the detention officer is located in what was a storage room at the time of separating the dispatch and detention functions. The monitors for the cameras monitoring the entire detention center and the perimeter of the building are located above and behind the detention officer out of the peripheral vision of the detention officer and away from her direct line of sight. The computer monitor and the keyboard that is used to log the daily logs are placed on a desk facing in the opposite direction of the monitors. The detention officer is too busy making the necessary entries in her log and with her other day-to-day routine tasks that she did not turn around for extended periods of time to observe the camera monitors behind her. Over a four-hour observation in this room, on the day of the review, she may have glanced at the camera monitors for about five to ten minutes.

The general public has easy access through the front entrance up to the reception window that has a plexiglass barrier. The dispatch officers who serve as receptionists behind this window are unsafe and vulnerable to a direct attack.

6. Building Structure
The building is a block-wall structure with a concrete slab on grade.

7. Building Roof
The building has a flat roof. There have been no leaks since the BIA took over this building in 2003.

8. Interior Ceilings
Generally, the office spaces and corridors have a drop-in ceiling, while the inmate areas have hard ceilings. There is a need for repairs of the acoustical tile in the drop-in ceiling.

9. Interior Walls
Generally the interior walls are block-wall.

10. Interior Flooring
The interior flooring consists of vinyl tile flooring on concrete slab in the office and common areas and painted concrete in the inmate areas.

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11. Interior Dormitory Cells
The interior dormitory cells are in very poor condition. There is insufficient hot water at the sinks, and the combination sink-lavatory units do not drain well.

12. Interior Isolation Cells
The interior isolation cells are in very poor condition.

13. Interior Detoxification Cells
There is only one detoxification cell at the facility, which is in poor condition. The sink-lavatory in the detoxification cell needs to be removed.

14. Booking and Intake Area
The booking and intake area of is small and unsafe for the officers and the inmates. Occasionally, inmates pull down the freestanding lockers along the walls of the booking area.

15. Visitation Area
There is no visitation area specifically designed for visitation by family, attorneys or service-related individuals. Everyone uses the one large space referred as the day room. This room does not have any institutional furniture and uses foldout tables that are used for dining and visiting. It is fairly easy to pass contraband material during the visitation.

16. Kitchen, Food Preparation and Pantry Area
The tribe upgraded the kitchen in 2002. However, the kitchen, pantry and the walk-in refrigerators are fairly small for use at this facility.

17. Dining Area
The inmates are fed in the day room that was mentioned in item 15 above. This room does not have any institutional furniture and uses foldout tables that are used for dining. A television set is located in one corner.

18. Day Room Area
The day room, dining and visitation area shares the same common space and is noted in items 15 and 17 above.

19. Vocational Training Area
There is no vocational training area for the inmates. There is no area for the counseling of the inmates.

20. First Aid and Medical Assistance Area
There is no specific area to offer medical assistance. There are two to three alcoholic seizures that happen on an average day. A first-aid kit is provided in the detention officer's desk.

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21. Toilets and Showers
The toilets and showers are in disrepair. Recently, an inmate had an alcoholic seizure in the shower stall and injured himself by hitting his head on the corner of the shower wall.

22. HVAC System
The HVAC controls were recently upgraded to a DDC control system. However, they do not operate well so as to provide appropriate temperature and ventilation demands. There is insufficient HVAC capacity to exhaust the volume of air in the overcrowded facility. As such, doors that need to be closed and secured are constantly kept open for ventilation. The 750-gallon hot-water tank has a constant leak that cannot be repaired. This hot-water tank provides hot water to the heat exchanger that serves the heating for the building. During the last winter season, the building was evacuated for fear of the boiler exploding under pressure. At another time the boiler was shut down for repairs which brought the interior facility temperature to 41°F while the inmates occupied the building.

23. Plumbing System
The sewer drains have accumulated debris over the years and suffer from neglect of maintenance over many years. As such, they drain very slowly and often plug up.

24. Lighting System
The lighting system for the facility is generally acceptable. There were several fixtures that were observed to not have any lenses.

25. Electrical Power System
The size of the electrical capacity could not be determined. The electrical system has been added on over a number of years. There are no records of the location or destination of circuits, emanating from various panel boards. A 40 KW standby generator with a power factor of 0.4 rated at 100 kVA serves the facility.

26. IT System
The ID system is old and inadequate. The equipment does not have any booking software used in detention facilities.

27. Security System
A camera system was recently installed. However, there are no cameras in areas other than the detention facility, though they are used by the inmates such as the common corridors leading to the court and the court. There are blind spots where the cameras cannot see. The resolution of the camera monitors is poor. Camera monitors are located in awkward places so that they cannot be monitored by the detention officer.

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28. Energy Usage and Conservation
The constant leak of water from the hot water tank wastes energy. The exterior doors and the door jambs and the thresholds have been damaged and cannot be closed completely causing a cold draft to penetrate the building. The dysfunctional HVAC system forces the occupants keep the doors open for ventilation. While the facility's department is aware of a need for energy conservation, they do not have the funding to put such conservation practices in place.

29. Fire Egress – Exterior and/or Secured Areas
The building does not have proper fire egress. A fire in the building could be disastrous. It takes excessively long to evacuate the inmates as each of the mechanical locks is unlocked individually by the one detention officer on duty, and each of the inmates escorted to the outside. There is no secure space to evacuate all of the inmates once outside the building.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
There is a fire alarm system with smoke detectors and a fire alarm control panel that is connected to a fire department four blocks away. There is a sprinkler system that was added to the building at a later date. Because of the block-wall construction of the building, the sprinkler pipes and sprinkler heads were surface- mounted in nonsecured areas and were provided with flush sprinkler heads and wall-mounted in secured areas. The coverage of the sprinkler heads on the walls will not reach the complete occupied inmate space that is expected to be protected by the sprinkler.

There are few fire extinguishers in the building. It could not be determined when the fire alarm, sprinklers and fire extinguishers are tested.

31. Building Access for Staff and Inmates
The staff uses the front entrance. The inmates are brought to the backdoor. There is no Sally port.

32. Hazardous Materials
There is asbestos in the piping insulation in the mechanical room. Maxim Technology tested it to be positive. Abatement was planned but has not been implemented. The documentation is at the Billings office.

33. Handicap Access for Staff and Inmates
The outside ramp for handicap access has a sufficient turning radius at the corner. There are no other provisions for handicapped staff, visitors or inmates at the facility. Presently, a handicapped inmate is housed at this facility and uses a wheelchair.

34. Potentially Hazardous Elements
Inmates may use their articles of clothing or strips from the vinyl covering of a mattress to commit suicide.

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Section 1

Background Information of the Crow Indian Reservation Served by the Crow Law Enforcement Center

Crow Indian Reservation[1]
Federal reservation
Apsalooke (Crow)
Big Horn, Yellowstone, and Carbon counties, Montana

Crow Nation
Bacheeiche Avenue
Box 159
Crow Agency, MT 59022
406-638-3841
406-638-3890 Fax
Website: crownations.net

Total area (BIA realty, 2004) 1,536,117.84 acres
Tribally owned (BIA realty, 2004) 554,559.02 acres
Individually owned (BIA realty, 2004) 980,358.23 acres
Federal trust (BIA realty, 2004) 1,400.59 acres

Population (2000 census) 6,894

Total labor force (2000 census) 2,786
Total labor force (BIA labor report, 2001) 4,606
High school graduate or higher (2000 census) 77.2%
Bachelor's degree or higher (2000 census) 13.8%
Unemployment rate (2000 census) 17.1%
Unemployment rate (BIA labor report, 2001) 60%
Per capita income (2000 census) $9,440

LOCATION AND LAND STATUS
The Crow Reservation is located in south-central Montana. It lies within Big Horn, Carbon, Treasure, and Yellowstone counties in Montana and Big Horn and Sheridan

[1] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

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counties in Wyoming. The reservation is bordered on the east by the Northern Cheyenne Reservation. It is approximately 60 miles wide and 40 miles long.

After treaties were signed in 1825 and 1851 with the U.S. government, a final treaty in 1880 reduced the reservation to its current size. Allotments were issued to tribal members after the 1887 Allotment Act and from 1922 until 1962 allotment holders of the reservation sold land mostly along the three rivers that run through it. The tribe has mineral rights to 1.1 million acres near Billings and Hardin, Montana, and near Sheridan, Wyoming.

PHYSICAL DESCRIPTION

The Crow Reservation contains wooded valleys, piney bluffs and grassy plains. The Big Horn Canyon lies within reservation boundaries, as does the Yellowtail Dam. The three principal mountain ranges on the reservation are the Wolf Mountains in the east and the Big Horn Mountains and Pryor Mountains in the south. The reservation lies primarily in the plains where the altitude varies from 3,000 to 4,500 feet. The alluvial bottomlands lie along the Big Horn River, Little Big Horn River, and Pryor Creek drainage systems.

CLIMATE

The reservation experiences mild weather. The mean annual temperature is 45.5°F, with summer highs of 110°F and winter lows of -48°F. Snow seldom accumulates and precipitation varies from 12 to 18 inches per year.

GOVERNMENT

The Crow Tribe did not choose to reorganize under the 1934 Indian Reorganization Act, but adopted its own constitution in 1948. A new constitution and bylaws, adopted in 2001, provides for a more stable government system as well as giving tribal members access to due process and equal rights. This improved government consists of three branches: the executive, the legislative, and the judicial. This structure balances the branches and allows for an independent tribal court. The new terms of office, except in the judicial branch, are four years long, which will enhance the stability even further. Executive branch officials include a chairman, vice-chairman, secretary, and vice-secretary. Executive branch officials include a chairman, vice-chairman, secretary, and vice-secretary.

The tribe operates a number of departments and programs to serve the needs of reservation residents and tribal members. Among them are the cultural committee, legal office, natural resources, grants and contracts, education, Head Start, health, transportation, credit, social services, economic development, Tribal Employment Rights Office, finance, home renovation, Work Investment Act Abandon Land Mines, and fish and game. The tribe also houses representatives of the BIA, EPA, FSA, NRCS, and TERO. The Crow Housing Authority manages housing in the district communities and outlying rural areas through HUD low rent and mutual help programs.

The Crow Tribe also manages a number of programs and services through BIA and Indian Health Service under PL 93-638 contracts. BIA contracts include: higher education and scholarship, Indian Child Welfare, home improvement, job placement

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and training, and judicial services. Indian Health Service contracts include: substance abuse, hospital security, lawn maintenance, and water and sewer systems.

In 2003 when the Crow Nation began managing a tribal appraisal program under a PL 93-638 contract that had never been done by a tribe. These appraisal services are offered to tribal members by a tribal member.

INFRASTRUCTURE
A major highway connects Lodge Grass and Crow Agency with Billings, Montana. Secondary roads connect other communities in the sparsely populated area. The Burlington Northern Railroad runs parallel to the Little Bighorn Valley in its route between Billings and Montana.

COMMUNITY FACILITIES AND SERVICES
Awe Kualawaache Care Center, located in Crow Agency, provides inpatient elder care services for Natives who require 24-hour medical attention.

Education - Tribal youth attend eight elementary schools and three high schools located throughout the reservation. With the benefit of coal-mining revenues, the schools at Hardin and Lodge Grass are two of the wealthiest in the state.

The closest nonreservation towns of Billings and Hardin boast public elementary and secondary schools as well as Montana State University, Rocky Mountain College, MSU College of Technology, two technology colleges, and two schools of cosmetology.

The tribally owned and administered Little Bighorn Community College is located in Crow Agency. It is a 1994 Land Grand Institution. It offers associate's degrees in nine academic areas. The college offers courses directed to the economic and employment opportunities in the area. Approximately 90 percent of the student body is members of the Crow Tribe. The college conducts student services and business functions in the Crow language. It is home to an extensive library and the Crow Archives. The college facilities include Internet access, computer labs, science labs, a building-trades lab, and a daycare.

Health Care - The tribe maintains the Crow/Northern Cheyenne Hospital in Crow Agency, the Lodge Grass Health Center in Lodge Grass, and the Pryor Health Station in Pryor. Additional medical facilities are located in Billings, approximately 65 miles from the reservation's central town of Crow Agency.

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Section 2

Program Review
April 15, 2006

1. Funding of Operations
The BIA's 93PL- 638 program, along with tribal contribution provides for the funding of operations at this facility.

2. Funding of Repairs and Maintenance of Facility Structure
The actual distribution of funds for repairs and maintenance of the facility is undetermined. However, the repairs and maintenance costs are derived from other indirect costs from the common pool of resources contributed by the BIA 638 program and tribal contribution.

3. Policies and Procedures
The policies and procedures manuals could not be located. The policies and procedures are being worked on and need to be updated. "They are not quite in place…" as reported by the detention officer.

4. Staffing
There are a total of six detention officers, three of whom are males and three females. All officers are Academy-trained and work on a full-time basis. The detention officer noted that very often only one officer is on duty, even at night. Should there be a need for transportation or another emergency, the detention officer locks down the inmates while he transports the inmate to the court. Often, the detention officer transfers these duties to the bailiff, who then escorts the inmate back and forth to the court.

5. Programs
There are no specific programs for the benefit of the inmates at this facility.

6. Staff Training
The detention officer noted that the last basic correction officers' training was conducted in 2002, approximately four years ago. The staff requested in-house training, such as, 'Defensive Tactics'. Often the officers are reluctant to even apply for additional training, because of a lack of additional staff to support the operations while they are gone. Other training such as the CPR and First Aid is conducted every two years. The officers are waiting for training such as, 'Transportation Officers', so they can transport their inmates to Wind River, Cortez, Browning and Fort Hall, Idaho.

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7. Space for Inmates On-Site
There is a severe shortage of space for the inmates at this facility. The facility has a capacity of 22 beds, not counting the five additional beds in the female and seven additional beds in the male detoxification cells. There were 30 inmates who were housed on the day of our review. Inmates are housed not only on the floor in the cells, but on the floors in the corridors as well. Beginning on January 1, 2006 to April 15, 2006, there have been 691 bookings in 105 days or an average of seven new bookings per day. For the same period in 2005 beginning on January 1, 2005 to April 15, 2005, there was a total booking of 604 inmates, indicating an increase of 14.4% over the past year.

The booking logs for one week from August 19, 2004 to August 26, 2004 were reviewed. It indicated a total of 380 bookings for the week or 54 per day as an average booking each day.

Inmates are often transported to whatever other facilities will accept them such as Wind River or Fort Hall, Idaho. Very often the remaining

inmates are set free. At this capacity, even though overcrowded on April 15, 2006, we noticed that 400 inmates had been set free from January 1, 2006 to April 15, 2006.

8. Space for Inmates Off-Site
This facility transfers its inmates to other BIA facilities at Wind River, Fort Hall, Idaho or transports them to Cortez, Colorado. When these facilities refuse, the additional inmates are transported to the Hardin County Jail at $40 per day per inmate. There still remains a shortage of space for all the inmates that are booked, hence they are set free.

9. Staffing Capacity for the Inmates On-Site
On the day of the review there was one detention officer responsible for 30 inmates at the facility. The cook and an additional police officer were assisting with daily tasks. There are a total of six full-time staff members for up to over 100 inmates at a time at the facility.

10. Capacity for Transportation and Escort for Inmates
The correctional officers provide the transportation of inmates. However, an additional escort police officer is added if transporting over state boundaries, creating more shortage. Such is the case when transporting inmates to the Wind River facility in Wyoming or the Fort Hall facility in Idaho.

11. Office Supplies for Staff
There are sufficient office supplies for the use of staff.

12. IT Equipment for Office Use
All operations are generally conducted manually in paper logs and manuals. There is no booking software, and there is no scanner for fingerprinting.

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Two computers that are 10 years old are in use, but are inadequate for the needs at the facility. There is no ready-access to the past criminal history of inmates that are being booked.

13. IT Equipment for Communications Use
There are two portable radios at the facility, neither of them is functional. The facility cannot communicate with Dispatch, which is approximately 1.5 miles away.

14. Personal Supplies for Inmates
The facility has sufficient personal supplies and hygiene kits for the inmates.

15. Uniforms for Staff and Inmates
The staff has been purchasing their uniforms from the Army-Navy surplus store using their personal funds. They purchase their own pants, shirts and duty-belts. There are no puncture-proof vests for the officers. The uniforms for the inmates are worn out and tattered. A combination of colors are used by the inmates for their uniforms, such as green (old) and orange (new) for lack of appropriate funds to purchase the proper colored uniforms.

16. Linen for Inmates
There are sufficient blankets for the use of inmates.

17. Furniture and Fixtures for Staff and Inmates
There is no institutional furniture for the inmates. Inmates use plastic chairs and eight ordinary tables in the dining room. The furniture and fixtures for the staff are serviceable, though old.

18. Transportation Vehicles
The facility uses an old Chevy Express van for transportation, which is unsafe for the officers. The seats in the van are held to the van-floor with, 'seat-hold-pins' that are 10 inches in length, pointed on one end, and bent at an angle of 90 degrees. These can be removed by an inmate from under the seat and used as a weapon against the officer.

19. Fuel for Vehicles
There is sufficient funding for fuel for the vehicles.

20. Utilities for Facility
There is sufficient funding for the utilities at the facility.

21. Hot and Cold Water for Kitchen, Laundry and Showers
There is a lack of water pressure at the sinks in the inmates' cells. As such they cannot use the sink for drinking water. There is sufficient hot water; however, the temperature is hot enough to scald. At other sections of the building, the water remains very cold. There is sufficient hot water at the laundry and kitchen. There is sufficient capacity at the hot-water tank.

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22. Adequate Lighting for Inmate and Staff Areas
There is not enough lighting in the cells or at the offices. Fluorescent lamps have been burnt out and not replaced for an extended duration.

23. Ongoing Repairs and Maintenance
There is a general delay of two to four weeks for response from the facilities for repairs or maintenance. For instance, the disposal/dishwasher at the kitchen has been in disrepair for an extended period of time. Though appropriate requests have been submitted, there has been no response to date from the repairs staff. The drains smell foul because of constant clogging of the sewer lines. The facility requests and requires repairs and maintenance at least once every month for clogged sewer drains.

24. Deferred Repairs and Maintenance
A professional repair service determined that the sewer lines under the building slab are broken and are propped at an angle at the point of the break. This prevents an even flow. Generally, the sewer line backs up into the janitor's sink located in the lobby area of the front entrance. This was reported to the repairs and maintenance staff at the facility. They were unable to respond, for the repairs would necessitate breaking up the concrete slab. The sewer lines cannot be cleaned past the break for the cleaning tools cannot penetrate past through the bend.

25. Medical Response at the Facility
The corrections officer transports the inmates to the local clinic in the van noted in item 18 above. There is a rudimentary first-aid kit. There is no defibrillator and there are no CPR masks at the facility. The corrections officers are to dispense medications to the inmates. There are no periodic visits by any health care provider to provide routine checks for tuberculosis, hepatitis, HIV or AIDS.

26. Booking Process at the Facility
The booking process at the facility is not adequate. A countertop of the corrections officers' control room is used as a booking area. Both the inmate and the corrections officer stand in the hallway while the inmate is being booked. The inmate is then escorted to the two-man cell to change clothes. Each booking function is scattered at different locations. The facility does not have an appropriate place to conduct a drug search. A pat-down search is conducted at the time of booking. Drugs and other materials can easily be brought into the facility.

27. Food Service at the Facility
The food services are provided in what was at one time a common cafeteria for other public buildings in the vicinity. The kitchen is sufficient to cook for all inmates. However, at this time the disposal/dishwasher does not

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work. The kitchen also works as an extension of the laundry that is nearby, to store the clean and folded inmate uniforms on storage racks.

A spatula and a variety of spoons were found in an unlocked drawer in the kitchen. However, knives were stored in a locked cabinet, which in itself was stored in a locked pantry.

28. Kitchen and Dining Staff at the Facility
One full-time cook serves five days a week. The detention officer on duty prepares the meals for the remaining two days.

29. Housekeeping Staff at the Facility
There are two trustee inmates who clean the facility, including the dining area and the toilets. They also clean the offices and the visitation area.

30. Repairs and Maintenance Staff at the Facility
There is no specific staff for repairs and maintenance at the facility. This function is shared by a staff that serves other BIA buildings as well. There are no routine checks for repairs or maintenance. The response time for repairs and maintenance is very poor.

31. Inmate Services Provided at the Facility
There are no specific inmate services provided at the facility. A healthcare nurse is scheduled to come routinely to the site, but the officer reported that he has seen her once in the last three months. There is no routine dental health care provided to the inmates. There are no routine checks for tuberculosis, hepatitis, HIV or AIDS. The corrections staff dispenses and adjusts medications without the supervision of any healthcare provider.

32. Healthcare Assistance in the Community
There is an Indian Health Service clinic in the community. They provide evaluations for mental health, and simple services that include maternity care and response to emergency needs. For all other services, inmates have to be transported to a hospital in Billings, located 65 miles away.

33. Other Support Agencies in the Community
There is a college with a GED program serving the community. The court lets out the inmates for educational programs.

34. General Reasons for Detention
The general reason for apprehension and detention is the onset of drugs-related violent crime. Methamphetamine use has taken over extensively. The crime rate for this community is 517, 2442 and 87,143 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

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35. Potentially Harmful Conditions and Behavior of Inmates
The inmates are carefully watched for potential suicide attempts. Since they normally use the personal clothing they are changed to 'suicide smocks' once they have been identified with suicidal tendencies.

36. Accountability and Reporting of Incidents
All incidents are input in the daily log and a copy is faxed to Ms. Deidre Wilson in Billings. Also, the lead Detention Officer writes down the appropriate reports, which are then sent to Ms. Deidre Wilson in Billings.

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Section 3

Facility Review
April 15, 2006

This facility was built in 1971 to serve as a Detoxification and Rehabilitation Center.

1. Exterior Site Conditions
   The exterior site conditions for this building are extremely poor. There are no barriers, and there are open doors and public access up to the detention officers' control room window.

2. Exterior Exercise/Recreation Area
   There is no exercise/recreation area at this facility. Inmates are allowed to work in a vegetable garden that is accessible through unlocked fence gates.

3. Exterior Perimeter Security
   There is no security around the perimeter of the building. Public can access the building at the main parking lot or through the side entrances available for the public or through the unlocked gate at the chain-link fence. While there are cameras to monitor the exterior perimeter, the camera monitors located in the building at the detention officers' desk do not operate.

4. Sally Port Security
   There is no Sally port at this facility. Inmates are escorted in from the main parking lot through the side entrance and up to the counter in the hallway that is shared with the detention officers control room.

5. Building Interior Security
   Only one camera works that can be monitored at the detention officers' control room. Manual locks are used elsewhere. However, even this security can be compromised as was observed on the day of the review. The door to the inmate personal property room, though locked, could be forced open.

   While cameras are located throughout the interior space, none of them operate well. The one camera that can be monitored at the control room is monitoring the outside perimeter half of the building. The entire camera system was damaged two years ago by a lightning storm. The facility has put in a work order for repairs and maintenance but to no response. Inmates are aware of such lax security. The detention officers maintain a sense of security by staying friendly with the inmates and using psychology and developing trust to serve as a deterrent. The local Crow language is used extensively to communicate with the inmates and visitors and to maintain internal operations.

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6. Building Structure
The detention side of the building is a block-wall structure with a concrete slab on grade. The kitchen and dining area, which was a building built at a separate time and for different purpose, is a wood framed structure.

7. Building Roof
The detention side of the building has a flat tar roof that is cracked. It leaks during the rainy season. The kitchen and dining side of the building has a pitched roof with a shingled ceiling. The kitchen roof appears to be in better shape and devoid of any complaints at this time.

8. Interior Ceilings
The offices have a drop-in suspended ceiling with areas of glue-on tile in non-inmate areas. The inmate areas have hard ceilings.

9. Interior Walls
The inmate area walls are block-wall construction. The office areas are generally dry wall construction and block-wall. The kitchen walls have a vinyl washable covering.

10. Interior Flooring
The inmate areas are painted concrete slab, and in very poor shape. The offices and corridors have a vinyl tile floor. Sheet vinyl is used for flooring in the kitchen.

11. Interior Dormitory Cells
The cells are severely overcrowded. There is only one sink-lavatory combination unit in a single cell housing 14 males. At the present time, there is one operating shower for 20 males and one operating shower for 10 females. A large number of inmates use the floor. There is one cell with two bunks. This is used by the trustee inmates.
The detention officer reported that a makeshift detention area is created to contain the inmates on the main parking lot outside the facility. This containment is made up of a tent and minimal fencing around.

12. Interior Isolation Cells.
There is only one segregation cell. It has no bunks and no toilets.

13. Interior Detoxification Cells
The detoxification cells are used for regular housing for both male and female inmates. At the present time, the detoxification cell for the female is housing six females and the detoxification cell for the male is housing eight males. It is assumed that these individuals are compatible.

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14. Booking and Intake Area
Booking is conducted on the countertop in the hallway. This is unsafe for officers. There is no camera that monitors the booking of inmates, who could be out of control and need restraint. The DUIs are booked at the front entrance without a camera monitoring them. There are no records made by any camera that may be used later by the courts. There is no place to restrain an inmate. There is no software that may be used to check the prior history of an inmate.

15. Visitation Area
The visitation area is a room across the detention officers' control room. The inmates and their visitors are seated across each other sharing the floor with no barriers. There are no cameras in the room. While there is a window through which the detention officer may monitor the activity of the visitation, the officer cannot see what may be passed between the inmate and the visitor below the line of sight of the window threshold.

16. Kitchen, Food Preparation, and Pantry Area
There is sufficient space and equipment for the operation of the kitchen, food preparation area and the pantry areas. It appears that the kitchen and dining area were designed as a separate standalone cafeteria that once served more than one public building at this site.

17. Dining Area
The dining area has sufficient space and is well lit. This area is also used as a day room with a television set mounted on a trolley. Blankets are used to shut out the bright light through the numerous plexiglass windows that wrap around the three sides of the dining space.

18. Day Room Area
The dining area is used as a day room.

19. Vocational Training Area
There is no vocational training area at this facility.

20. First Aid and Medical Assistance Area
The first-aid kit and the medicine cabinet are kept in a closet that is accessible through the detention officers control room. There is no specific area to dispense medication or first aid.

21. Toilets and Showers
There are insufficient toilets and showers for the number of inmates that occupy this facility. All sinks drain into the toilet. There is no hot water at any of the sinks.

22. HVAC System
The building space is either too hot or too cold. The HVAC controls cannot respond to the demands for a given temperature within a building. Manual

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controls were removed when the new Honeywell system was installed. However, this new system is not controlling the space temperatures as it should. It was determined that the capacity for the HVAC units and the boilers is sufficient for the space that they serve.

23. Plumbing System
The broken sewer drain below the concrete slab is causing a backup of sewage. The sewage backs up in the janitor's closet located at the entrance lobby. Sewage smell is noticed and several drains are clogged collectively.

24. Lighting System
The lighting is fairly poor. Burnt-out fluorescent lamps have not been changed in a long time. The ballasts within the fluorescent fixtures are causing the lamps to flicker in and out.

25. Electrical Power System
Electrical power is served by a 1200 amp, 208 Y/120 V, three-phase four wire switchboard through an outside pad mounted transformer. A 15 KW generator that does not transfer automatically, serves as a backup power unit. It does run when tested. However, it does not transfer automatically during a power outage. A facility repairman is summoned every time the power goes out, to get the generator working, which when started, provides sufficient backup power.

26. IT System
The two computers in use are 10 years old. There is no booking or corrections software at the facility.

27. Security System
There is only one camera that is operational at the present time. There is no perimeter fence. The building's security is primarily reliant on trust and psychology that the detention officers employ with the inmates. Interior locked doors were found that could be forced to open.

28. Energy Usage and Conservation
Duct tape is used to seal around the supply-air registers at the ceiling to prevent the warm air to escape into the ceiling plenum rather then the occupied space. Conditioned air escapes through the open doors, which are kept open for ventilation.

29. Fire Egress – Exterior and/or Secured Areas
The fire egress at the facility does not lead to any secured area outside. In addition, there are fire traps without an escape route at the end of each corridor of the male and female cells. Since one officer serves an average of 30 inmates, it is expected that the inmates when evacuated in an emergency would be free to walk away.

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30. Fire Alarm, Fire Extinguishers and Sprinkler System
There is a fire alarm system, which signals to the fire alarm control panel. However, it does not send a signal to the fire station. The sprinkler system was retrofitted at one time to provide sprinkler heads in the cells. However, because of the block-wall construction these sprinkler heads were located on the walls adjacent to the plumbing chases on one end of the cells. As such if the sprinkler heads are activated in an emergency, the coverage from these sprinkler heads will not cover the physical space of the cell. The wall-mounted sprinkler heads provide a false sense of fire security. There are insufficient fire extinguishers at the facility.

31. Building Access for Staff and Inmates
The staff and visitors come through the main entrance. The inmates are escorted through the side entrance directly from the main parking lot.

32. Hazardous Materials
In the past, the office of operations and project management (OPM) came to check for asbestos and lead paint. They did not report any. There were no complaints regarding any mold.

33. Handicap Access for Staff and Inmates
The facility does not have any provisions for access for handicapped staff, visitors or inmates.

34. Potentially Hazardous Elements
The detoxification cell at present has normal bunk beds, toilets and a shower, which could be harmful to an intoxicated inmate. Inmates may also use articles of clothing to hang themselves from the fins of the return air vents on the walls of their cells.

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Section 1

Background Information of the Flathead Reservation Served by the Flathead Detention Center

Flathead Reservation[1]
Federal reservation
Salish and Kootenai
Lake, Sanders, Missoula, and Flathead Counties, Montana

Confederated Salish and Kootenai Tribes
P.O. Box 278
Pablo, MT 59855
406-675-2700
406-675-2806 Fax
Website: cskt.org

Total area (BIA realty, 2004) 817,631.56 acres
Total area (Tribal source, 2004) 1,317,000 acres
Tribally owned (BIA realty, 2004) 775,956.64 acres
Tribally owned trust (Tribal source, 2004) 70,000 acres
Tribally owned in fee status (Tribal source, 2004) 71,000 acres
Individually owned (BIA realty, 2004) 40,942.80 acres
Federal trust (BIA realty, 2004) 732,[illegible]2 acres
Federal trust (Tribal source, 2004) 700,000 acres

Population (2000 census) 26,172
Tribal enrollment (Tribal source, 2004) 7,005
Percent Native (2000 census) 26.7%

Total labor force (2000 census) 11,878
High school graduate or higher (2000 census) 83.4%
Bachelor's degree or higher (2000 census) 20.8%
Unemployment rate (2000 census) 7.9%
Unemployment rate (BIA labor report, 2001) 36%
Per capita income (2000 census) $14,503

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[1] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

LOCATION AND LAND STATUS
Situated in northwestern Montana south of Kalispel and north of Missoula, the Flathead Reservation is 60 miles long and 40 miles wide. The towns of Polson, Pablo, Ronan, and St. Ignatius are on the reservation. The Flathead Lake, the largest freshwater lake in the United States, borders the reservation, and the tribes control about one-half of its shoreline.

GOVERNMENT
The Confederated Salish and Kootenai Tribes have a 10-member tribal council, with members representing each of the 8 reservation districts. The tribal council elects a tribal chairperson and vice-chairperson from its membership. The council appoints a secretary, a treasurer, a sergeant-at-arms, and other offices and committees from within or outside of the tribal council.

The Confederated Salish and Kootenai Tribes were one of the first 10 Native American nations choosing to participate in the 1988 Self-Governance Demonstration Project. Their efforts were successful, and the federal government recognized the nation's self-governance rights in 1993. Their achievements as a self-governing nation have been honored by the Harvard University Kennedy School of Government Honoring Nations Program.

The tribes recently completed construction of a new $3.5 million governmental offices complex that serves as tribal headquarters. This new facility houses various tribal governmental departments, including administration, accounting, personnel, education, cultural resources, and tribal lands.

The Salish/Pend d'Oreille Culture Committee is responsible for facilitating the preservation, protection, and perpetuation of the traditional and living cultures. The committee works on projects such as language retention and documentation and culture preservation. The committee archives include several hundred audiotapes, videotapes, books, slides, photos, individual accounts, and other media. It conducts annual language and cultural camps. The committee employs approximately nine individuals.

The Kootenai Culture Committee functions independently from the tribal organization. It advises the tribal council on matters that affect policy and program development. The committee confers with the Kootenai Elders Committee on all issues pertaining to traditions and cultures. The committee employs six individuals.

The Confederated Salish and Kootenai Department of Human Resources is a large governmental office that manages numerous programs. The majority of the programs serve the social services needs of tribal members. Most of the services are available to members who meet specific income criteria, live at or below the poverty level, and require public assistance. The Confederated Salish and Kootenai Tribes were the first tribe in Montana to contract with the TANF program, a federal program under the Administration for Native Americans that is division of the Administration for Children and Families. The program offers services and assistance pertaining to welfare issues.

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The tribes operate a tribal court and tribal court of appeals. These bodies exercise jurisdiction over tribal matters as outlined in the tribal constitution. The Tribal Defenders Office provides legal representation to any enrolled member of a federally recognized tribe in matters that come before the Confederated Salish and Kootenai Tribal Court and any Montana State Court.

The tribal law and order department provides law enforcement-related services on the reservation. In 2002, the department began a training program to prepare community service officers to assist the department by providing additional security at school functions and social events. The department also houses the drug task force. Task force officers serve the reservation and also respond as part of the Northwest Drug Task Force, which covers a five-county area in western Montana.

INFRASTRUCTURE

The reservation is traversed north-south by U.S. Highway 93 and east-west by Montana State Highway 200.

Electricity - The Confederated Tribes manage the Mission Valley Power Electric Utility under a contract with the U.S. Department of the Interior, serving over 15,000 commercial and residential customers. The tribal council appoints the utility's five-member board and seven-member consumer council. The Nation assumed management of the Safety of Dams Program from the Bureau of Reclamation in 1989. Since that time, the Confederated Tribes have met project goals more expediently and cost-efficiently than estimated. The tribes will have the opportunity to fully operate the dam.

Water Supply - The Confederated Tribes' Housing Authority operates over 20 water systems and 20 community sewer systems throughout the reservation.

Transportation - Bus service is available through the reservation. Motor freight and carrier services serve the area. Airport facilities are available in Kalispell and Missoula, both approximately 60 miles from the reservation. Three small airports in Polson, Ronan, and St. Ignatius provide facilities for freight and private planes, including the one used by the tribal game and fish department.

COMMUNITY FACILITIES AND SERVICES

The nation manages the People's Center cultural center. It provides educational programs, Native Ed-Ventures tours, and supplies for local Native artists. Facilities include a museum, art gallery, and gift shop.

The Kicking Horse Job Corps Center is contracted through the Department of Labor and offers career development training to Native Americans aged 16 through 24.

Education - The tribes operate six Head Start centers, including those at Elmo, Arlee, St. Ignatius, Ronan, Pablo, and Paulson, along with 11 public elementary schools, six high schools, a private Christian academy, and the tribes' college. The tribes also operate Two Eagle River High School, which was created in 1974 to serve as an alternative high school for tribal youth. It includes 31,728 square feet of facilities for

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grades 7–12, an administration building, vocational shops, a library, a kitchen, a cafeteria, and a gymnasium.

The Salish Kootenai College offers bachelor's degree programs, associate's degree programs, certificate programs, and a registered nursing program. It is a member of the American Indian Higher Education Consortium. Facilities include a fine arts center, science facility, and golf course. Eleven hundred students were in enrolled in 2004.

Health Care - The tribe operates a full health care service program, including medical, dental, pharmacy, and public health nursing services. Services are contracted through the Indian Health Service.

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Section 2

Program Review
April 10, 2006

1. Funding of Operations
   Funding for operations is provided through a common pool of funds that include the BIA 93 PL 638 programs, which contributed $1,495,861 and the tribal contribution that included approximately $380,000, for the year 2005. This common fund provides for all the program costs for the law and justice account as well as indirect costs for the maintenance of facilities.

2. Funding of Repairs and Maintenance of Facility Structure
   Funding for repairs and maintenance of the facility structure are provided from the common pool, noted in item 1. The indirect costs that included facility maintenance were set at $330,000 for the year 2005.

3. Policies and Procedures
   Policies and procedures are in place. However, they need to be updated. The standards include 1) BIA Standards, 2) Tribal Procedures 69 B and 3) Policy and Procedure manual for the Flathead reservation.

4. Staffing
   There are insufficient detention officers for the number of inmates at this facility. Presently there are eight full-time officers, all of whom are tribal members. It has been difficult to recruit new officers because of a tribal requirement to have only tribal members serve as officers. This requirement has been very recently modified to allow hiring of nontribal members at the facility. One of the difficulties in recruiting new officers is the low prevailing salaries for comparative skills in the region. The starting salary for an officer at this facility is $12.26 per hour, which reaches a maximum of $15.47 per hour. Comparatively, the tribal power company is offering to pay $24 per hour. The Missoula County at this time is also recruiting officers at a higher scale.
   There are insufficient female officers at the facility.

5. Programs
   There are no specific programs for the benefit of inmates at this facility.

6. Staff Training
   Two of the eight officers are certified. They have received three-week training and are certified by the State. Four officers had been trained but the facility lost two officers as a result of competitive recruitment in the region.

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The uncertified officers are expected to be trained within the required one-year window from the date of hire.

7. Space for Inmates On-Site
The facility is almost always overcrowded. The facility has a space of 20 beds in six cells. There were 24 inmates on the day of this review. Four of them are accommodated on the floor. The facility houses up to 30 inmates per night during the pow-wow. This does not include a large number of inmates who are booked and released concurrently because of a lack of space at the detention facility. The practice is followed with the consent of the court.

8. Space for Inmates Off-Site
There are insufficient funds to house adult inmates at other facilities. However, juveniles are sent to other facilities and are housed under a separate yearly contract of $229,950 per year for a guaranteed space of three beds any time during the year. The daily off-site rate per inmate is $210, which the facility cannot afford.

9. Staffing Capacity for the Inmates On-Site
There are eight full-time officers at the facility, four of whom were recently hired and are not yet certified or fully trained. Only two are on duty at any given time.

10. Staffing Capacity for Transportation and Escort for Inmates
The detention officer provides the transportation and escort of inmates to the court and for health services. Often, one of the two officers on duty serves as the transportation officer, leaving only one individual responsible for up to 24 inmates. Occasionally, the patrol officers help out in the transportation of inmates. However, the patrol officers are short-staffed as well because they patrol approximately 1.3 million acres. Officers also provide the cooking and cleaning over the weekend.

11. Office Supplies for Staff
There are sufficient office supplies for staff at the facility.

12. IT Equipment for Office Use
There is sufficient IT equipment for office use at the facility. The facility uses the Swift system for booking software. The facility is in the process of hiring one full-time individual who could assist with routine duties and logs that require the use of a computer.

13. IT Equipment for Communications Use
The facility recently purchased new hand-held radios and new radios for all patrol cars through a State-funded grant called the 'Northern Tier Project'.

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14. Personal Supplies for Inmates
There are sufficient personal supplies for the inmates. The supplies are purchased through the indirect funds provided in the budget for this facility.

15. Uniforms for Staff and Inmates
The staff was recently provided with new uniforms. There are sufficient jumpsuits for the inmates, though they are wearing out.

16. Linen for Inmates
As reported by the detention staff, there are sufficient blankets and mattresses for the inmates at this time. However, the inmates reported and demonstrated extremely worn-down blankets with a large number of holes.

17. Furniture and Fixtures for Staff and Inmates
There are sufficient institutional furniture and fixtures for inmates and appropriate furniture for the staff at this time.

18. Transportation Vehicles.
The facility purchased a 2002 Chevy Impala sedan through the COPS grant. The vehicle serves the needs for transportation at this time.

19. Fuel for Vehicles
There is sufficient funding for fuel for the vehicles.

20. Utilities for Facility
There is sufficient funding for the utilities for the facility. The utilities are paid through the indirect funds.

21. Hot and Cold Water for Kitchen, Laundry and Showers
The plumbing system is in disrepair. There is insufficient hot water for the laundry. The facility constantly runs out of hot water.

22. Adequate Lighting for Inmate and Staff Areas
There is insufficient lighting for the inmate and staff areas. Lighting levels are low during the day.

23. Ongoing Repairs and Maintenance
The camera system has been recently repaired partially and replaced with new cameras. Generally repairs and maintenance are poor. This building was very crowded and used by several other law enforcement functions until recently, which taxed the infrastructure. The building suffers from a lack of timely repair and maintenance over the years.

24. Deferred Repairs and Maintenance
The plumbing system has been in a state of disrepair. The sewage lines are constantly clogged, which occasionally backs up sewage in the toilets. In 2004, such a backup caused flooding in the jail, kitchen and the judge's chambers. All of the inmates were evacuated for two days. A lot of records

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were lost because of the subsequent mold that resulted from damp conditions.

The sewer lines on the site and into the buildings need to be replaced. The hot water and associated plumbing need to be replaced. The HVAC units need to be replaced, both with new units and new controls. The units need to be balanced for appropriate air flow. A backup generator is needed. A sprinkler and a fire detection system are needed to interface with the existing 'Strobe-Horn' system. Night-lights have not worked for eight years. Abandoned electrical junction boxes need to be covered up. The abandoned smoke detection system needs to be removed.

25. Medical Response at the Facility
Medical response is minimal at the facility. Four of the officers are trained first responders. They are also trained in administering CPR. However, they are not trained as EMTs. The Pablo ambulance responds fairly quickly. Inmates are routinely tested by the healthcare nurse. However, it has been two years since they were tested for tuberculosis. An inmate was tested positive for Hepatitis C. The healthcare nurse adjusts the medications, tests and vaccinations regularly, for all inmates. The facility is attempting to arrange for an M.D. to visit the inmates every week. However, the tribal health system has notified the facility that they are running out of funds and that they will eliminate all healthcare services provided to the inmates at this facility.

26. Booking Process at the Facility
There is no Sally port at this facility. Inmates are escorted from the dirt parking lot, through the gate in the chain link fence in the recreation yard. The facility uses the Swift System of software. Booking is conducted with a barrier between the officer and the inmate.

27. Food Service at the Facility
There is a kitchen at the facility. Several kitchen utensils, such as rolling pins and knives, were found in unlocked drawers in the kitchen. The kitchen does not have any locks on the door and is missing all the window panes in the window that opens into the main corridor. These utensils could become potential weapons that could be used against the one and only detention officer who is on duty at most times.

28. Kitchen and Dining Staff at the Facility
There is one cook who provides all of the cooking for five days. The detention officer serves as the cook and server for the remaining two days.

29. Housekeeping Staff at the Facility
The inmates clean their cells and the detention staff cleans their offices and other common spaces.

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30. Repairs and Maintenance Staff at the Facility
A shared staff of four individuals provides all repairs and maintenance for all tribal facilities. The repairs and maintenance at this facility suffers as a result of shortage of staff.

31. Inmate Services Provided at the Facility
No inmate services, except for religious 'smudging' is provided at the facility. Inmates do not have an opportunity to talk to any counselors for their rehabilitation. Generally there is no TV, no peer group and no access to daylight for the inmates. Inmates are provided with access to the recreation yard only if there is sufficient staff to escort and monitor them during the entire stay at the recreation yard. One inmate reported that he had received five minutes of outdoor time in the last six months, since September of 2005. The Chief of Police confirmed this statement.

32. Healthcare Assistance in the Community
The Indian Health Service provides general healthcare and mental health services. However, they are short-staffed and opposed to providing any additional services to the inmates. The County is offering the services of two healthcare individuals for mental health assessment that will be available for 'Involuntary Commit'. However, the Indian Health Service is opposing such assistance from the County.

33. Other Support Agencies in the Community
The local college provides classes that may be attended by the inmates. Parenting classes are also offered in the community.

34. General Reasons for Detention
The general reason for apprehension and detention is violent crime in the community.
The reservation is large in area, approximately 1.35 million acres. There is a total population of about 30,000 tribal and non-tribal members on the reservation. This large area is served by only two tribal and one County law enforcement officers. The population is generally poor because of a depressed economy. Drugs have taken over as a 'substitute economy' on the reservation. Migrant workers contribute about 10% of substance abuse that is prevalent. The drug traffic increases significantly in August, December and April as the per-capita checks are issued to the tribal members. This corresponds with the increase in inmate population during these months. The potential for substance abuse has increased exponentially over the past few years. Over the last two years, 76 methamphetamine labs have been discovered by law enforcement.

35. Potentially Harmful Conditions and Behavior of Inmates
The inmates can use blankets and articles of clothing that are commonly available to them, to commit suicide. The facility provides 30-minute cell checks for inmates that are considered to be potentially suicidal.

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36. Accountability and Reporting of Incidents
All incidents are reported appropriately. The facility has had five escapes in the recent past. However, there have been no escapes as security has improved considerably with the installation of the new cameras and the key card system.

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Section 3

Facility Review
April 10, 2006

The detention facility shares the Dispatch and Court functions in the same building. Until very recently the Police and Patrol were also housed in the same building.

1. Exterior Site Conditions
Exterior site conditions are poor. The general public has direct access to the facility. Security is also compromised because perimeter doors are often kept unlocked and open to provide ventilation.

2. Exterior Exercise/Recreation Area
The exterior exercise and recreation area is used very minimally for lack of appropriate escort to watch over while the inmate is in the area. There are three strands of barbed-wire on top of a chain link fence, with a gate through the chain-link fence that opens into the parking lot. Inmates are escorted through the chain-link fence gate into the building booking area via the exterior door. While the chain-link fence gate was found locked, the exterior door was open to allow for ventilation in the building. There are cameras that monitor the exterior recreation area.

3. Exterior Perimeter Security
Exterior perimeter security is limited to the degree of view by the new cameras that have been installed recently. The camera monitors located at the detention officer's station cannot be monitored since they are located behind and to the side of the normal range of vision of the detention officer. General public has access all around the perimeter of the building up to the building walls and several glazed windows, except the wall that is behind the chain-link fence of the recreation area.

4. Sally Port Security
There is no Sally port at the facility. Officers park their cars to the side of the building on the dirt parking lot and escort the inmate through the gate in the chain-link fence up to the booking area.

5. Building Interior Security
Interior security of the building is fairly poor. A new card key system and a camera system have been recently installed. However, the control station for the detention officer is unsafe.

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The general public has direct access up to the reception window of the control station for the detention officer. There is no barrier aside from the Plexiglas between the detention officer and the general public.

The evidence storage room is insecure and can be a potential source for harm to the officers. Firearms and ammunition is stored in the evidence room. There are large, glazed windows covered only with mini-blinds that form a barrier between the outside access by the general public and the firearms.

6. Building Structure
The building structure generally uses a block-wall construction.

7. Building Roof
The building has a flat roof with a protruded flat center, for additional HVAC equipment. The roof was recently repaired, and does not have any leaks at this time.

8. Interior Ceilings
The interior ceiling in the offices in common area have lay-in tile ceiling. The inmate areas generally have hard ceilings.

9. Interior Walls
Generally the interior walls are painted block-wall.

10. Interior Flooring
The interior flooring consists of carpeting in the office areas, vinyl tile in the common areas and painted concrete slab in the cell areas. The flooring in the cell areas is in poor condition in areas around the showers, because of water damage.

11. Interior Dormitory Cells
There are 20 beds distributed in six separate cells. Ten of the beds are used by male inmates while the other 10 are used by female inmates. All cells are devoid of any daylight. All cells are in very poor physical condition. There is a lack of drinking water at the sink-lavatory combination units in the cells. There is a lack of water pressure to allow squirting of the water at the sink-lavatory combination units. The male cells with exterior walls are constantly cold. All cells have poor ventilation. Sewage occasionally backs up in the cells or in the judge's chambers and the judicial offices. Standing sewage was noticed in the floor drain at the isolation cell.

12. Interior Isolation Cells
The isolation cell has security cameras and a floor drain in which standing sewage was observed.

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13. Interior Detoxification Cells
There are no detoxification cells. The isolation cell, if available, is used for detoxification.

14. Booking and Intake Area
The booking and intake area is accessed from the exterior side door to a booking room that has a barrier between the inmate and the detention officer. There are no computers, and no booking software at the booking area. A shower is provided in the hallway for incoming inmates; however, it does not work.

A separate intake area is used to book inmates that are detained as potential DUI. This area is accessed through a side door with a card-key access or through the kitchen. This area has the fingerprint device, a computer with a monitor, an intoxication analyzer and video recording cameras. This room also shares lockers for the officers and lockers for inmate property, as well as a standby diesel generator, a washer for the laundry, mop buckets and other miscellaneous stored evidence.

15. Visitation Area
The visitation area is very small and does not provide for sight and sound separation. There is no telephone or intercom.

16. Kitchen, Food Preparation and Pantry Area
The kitchen area is small and lacks sufficient space for a refrigerator and freezer. The kitchen is insecure. While there is a camera, it does not have a lock on the door leading to the hallway and it does not have any glazing on the window overlooking the hallway.

17. Dining Area
The inmates dine in their cells on institutional furniture, which is provided in the cell.

18. Day Room Area
There is no day room at this facility. Arrangements are being made for the past year to install one television set each in the male and female cell areas.

19. Vocational Training Area
There is no vocational training conducted at this facility.

20. First Aid and Medical Assistance Area
There is a first-aid kit, oxygen and a defibrillator at the control station for the detention officer.

21. Toilets and Showers
Only one shower operates for all of the male inmates. The other cell is inoperative. Sewage backs up, and smells foul throughout the cell space when inmates take a shower. Toilets do flush.

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22. HVAC System
The controls for HVAC units are inoperative. The unit blows constant cold air. The cells, offices and all common areas have insufficient ventilation. The officers generally open doors and operable windows in the dispatch and other common areas for ventilation.

23. Plumbing System
The plumbing system is in a state of severe disrepair. The combination sink-lavatory units do not drain. Enough sewage backs up in the sewer lines at time to be sufficient reason for an evacuation.

24. Electrical Power System
Electricity is served to this building through three pad-mounted transformers located behind the court area. They are of sufficient electric capacity to serve the building which houses the detention center, the dispatch and the court.

25. Lighting System
The lighting system was installed with the original building. It is inefficient and inadequate. The night-lights have not worked for the last eight years.

26. IT System
The IT system in the control station for the detention officer is adequate. An additional computer and associated correction software are needed at the control station and the booking area.

27. Building Security System
The building security system is poor. A new card-key access system and cameras have been recently installed. The camera monitors at the control station in the detention officer are either behind or to the side and away from the line-of-sight or peripheral vision of the detention officer.

28. Energy Usage and Conservation
There is no awareness of energy use or energy conservation at the site. Exterior lights were found to be lit during the daytime.

29. Fire Egress – Exterior and/or Secured Areas
There is no secure area to evacuate the inmates outside the building in case of an emergency. The recreation yard does not have enough separation from the building and is insufficient to house all of the inmates and the staff that will be evacuated in an emergency.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
Abandoned fire detectors were noted in the cell and other common areas. A new 'strobe-horn' system has been recently installed to meet ADA requirements. However, this system does not provide fire detection. There

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are fire extinguishers in the building. There are no fire sprinklers anywhere in the common areas, offices or the inmate cells at this building.

31. Building Access for Staff and Inmates
Staff and visitors enter the building through the front entrance at the main gate. Inmates are escorted through the recreation yard and a side door or another side door directly into the intake area for the DUI booking.

32. Hazardous Materials
The building was built in 1972. Use of asbestos and lead paint were prevalent at the time. There are no records of abatement or inspections for lead and asbestos containing material in this building.

33. Handicap Access for Staff and Inmates
There are no provisions for access for handicapped visitors, inmates or staff at this building.

34. Potentially Hazardous Elements
Inmates may use articles of clothing, and strips of mattress covering anchored to the corner of beds, shower heads or the view-screen window in the cell door, to commit suicide. The inmates could also harm themselves by using a number of housecleaning chemicals that are stored in unlocked cabinets.

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Section 1

Background Information of the Fort Peck Indian Reservation Served by the Fort Peck Law Enforcement Center

Fort Peck Indian Reservation[1]
Federal reservation
Assiniboine and Sioux
Roosevelt, Daniels, Valley, and Sheridan counties, Montana

Fort Peck Assiniboine and Sioux Tribes
P.O. Box 1027
Poplar, MT 59255
406-768-5155
406-768-5478 Fax

Total area (BIA realty, 2004) 956,496.43 acres
Tribally owned (BIA realty, 2004) 402,887.35 acres
Individually owned (BIA realty, 2004) 553,609.08 acres

Population (2000 census) 10,3[illegible]
Population (Tribal source) 10,32[illegible]

Total labor force (2000 census) [illegible],378
High school graduate or higher (2000 census) 80.5%
Bachelor's degree or higher (2000 census) 14.6%
Unemployment rate (2000 census) 17.5%
Unemployment rate (BIA labor report, 2001) 63%
Per capita income (2000 census) $10,691

LOCATION AND LAND STATUS
The Fort Peck Indian Reservation lies in northeastern Montana, primarily in Roosevelt County, although small portions lie in Valley, Daniels, and Sheridan counties. The reservation is bordered on the south by the Missouri River, on the east by the Big Muddy Creek, and on the west by the Porcupine Creek. The largest community on the reservation is Wolf Point, which is also the Roosevelt County seat. Tribal headquarters are located in the Town of Poplar.

[1] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

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The reservation was established in 1871 by an Executive Order. Over the course of time, Congress has authorized the sale of large portions of tribal lands. The Dawes Act of 1887 authorized the division of tribal lands into parcels to be given to individuals. The Allotment Act of 1908 dictated that each tribal member receive 320 acres, in addition to 40 acres of irrigable land. Heads of families also received 20 acres of timberland. In 1913, over one million acres of unallotted or tribal unreserved lands were made available to non-Native homesteaders. In 1917, a portion of tribally owned and allotted lands was sold to railroad interests. In 1946, Congress authorized the sale of lands for the Fort Peck project, and any lands no longer required for use were to revert into trust status.

In addition to the land held in trust, the tribe retains control of 85,000 acres of submarginal land through a lease agreement with the U.S. Department of the Interior. Title to the Indian-owned land is complicated due to multiple inheritances. As a result of the Dawes Act of 1887, there is a checkerboarding between Indian-owned land allotments, tribally owned land, and land owned by non-Indians (an estimated 55 percent of the reservation).

An estimated 6,499 enrolled tribal members live on the reservation while approximately 3,900 live in off-reservation areas. Tribal enrollment increased by 1,247 enrolled members from 1994 to 2003. Increase of enrolled population is about 1.4 percent per year; using a conservative 1 percent per year growth, tribal enrollment will increase to 12,560 by 2012. Approximately 500 members of other Native American tribes live within reservation boundaries as well. These include Chippewa, Cree, and Teton Sioux people.

PHYSICAL DESCRIPTION

The Fort Peck Indian Reservation lies in regions of rolling hills, glacial till, and river valleys. There are woodlands near the rivers and stock dams.

CLIMATE

The reservation experiences an average of 16 to 17 inches of rain during the summer months. The temperature during the summer ranges from 69°F to 110°F. Winter temperatures range from -30°F to +25°F. Snowfall averages between moderate and heavy. The wind averages 14 miles per hour daily year round.

GOVERNMENT

The Fort Peck tribes adopted their first written constitution in 1927. This constitution was amended in 1952, establishing a representative form of government, and the department of the interior granted it formal recognition in 1960. The Fort Peck tribal constitution remains one of the few modern tribal constitutions that retains provisions for a general council, the traditional form of government. The council includes a chairperson, a vice-chairperson, a secretary-accountant, a sergeant-at-arms, and 12 voting members. All council officers and members are elected at large and serve two-year terms. Council members preside over nine business committees, each dealing with broad areas of tribal policy and business management.

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The tribes participate in the Tribal Strategies Against Violence (TSAV) program. The program provides assistance to Native American reservations as they develop community-based programs to address issues of crime, violence, and substance abuse. The Fort Peck division of TSAV established a planning team consisting of representatives from law enforcement, court system, child protective services, education, and business entities. Spiritual leaders and community members are also on the team. The team's primary goals include strengthening community partnerships to create comprehensive service delivery, enhancing prosecution, initiating community policing, and reducing child-to-child violence. In 1996, six law enforcement agencies joined with the Fort Peck TSAV team to create a task force that will discuss multijurisdictional matters, provide educational programs, coordinate investigative procedures between agencies, and rewrite the tribal juvenile code.

INFRASTRUCTURE

Running east-west along the south end of the reservation, U.S. Route 2 serves as the reservation's primary highway. Running north-south, State Route 13 bisects the reservation between Wolf Point and Poplar. The nearest interstate highway is I-94, which lies approximately 90 miles south of the Fort Peck area.

Electricity - Montana Dakota Utilities, Sheridan Electric, Northern Electric, Valley Electric, and McCone Electric provide electricity to the reservation. The tribe has contracted power from the Western Area Power Administration for irrigation purposes.

Water Supply - Water quality and supply are critical issues on the reservation. The tribe has initiated a Municipal and Industrial Rural Drinking Water Program, which will be responsible for an irrigation system along the Missouri River. The tribe hopes the project will help stabilize the water supply and, in turn, better serve the reservation's domestic and commercial needs. The intake construction phase began in 2003, and it is near completion. The whole project is estimated to take 10 years. The Crossroads project (northwest of the junction of Highways 2 and 13) began on November 15 and is expected to take 245 days to complete.

Transportation - Freight delivery, rental car service, a UPS operations center, and AMTRAK rail service are all available at Wolf Point. The Burlington Northern Railroad provides rail freight service to the area, with service provided to the Fort Peck Industrial Park via a rail spur line. Both the Wolf Point International Airport and the nearby Glasgow International Airport offer daily commercial flights. Additionally, there is a small general aviation airport located in Poplar. The Fort Peck Transportation System provides commuter bus service, transporting t college students and workers from outlying reservation communities into Poplar as well as serving the elderly and handicapped.

Telecommunications - Nemont Telephone Company provides telephone services to reservation residents.

COMMUNITY FACILITIES AND SERVICES

The tribe provides an elderly nutrition program and youth cultural and recreational activities. The Saddle Club of Poplar and the Stampede Committee of Wolf Point

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organize rodeos in their communities. Four of the six communities on Fort Peck operate their own Boys and Girls Clubs.

Education - Tribal youth attend five public school districts on the reservation. The tribe operates a Head Start program, Fort Peck Community College, and Native American Education Service College. Fort Peck Community College is a fully accredited community college and offers associates of arts and technical degrees. Over 400 students were enrolled during both the fall and spring semester. Native American Education Service College offers a bachelor's degree program and maintains one of the strongest tribal studies programs in the United States. The tribe maintains a scholarship program through their education department. Enrolled members are eligible whether they attend college on or off the reservation.

Health Care - Health care services are contracted through Indian Health Service. Facilities on the reservation include the Verne E. Gibbs Health Center in Poplar and the Chief Redstone Clinic in Wolf Point, and there is a reservation-wide ambulance service. The tribal health department provides a community health representative program and mental health and dental services. It also provides eye care at reduced cost.

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Section 2

Program Review
April 13, 2006

1. Funding of Operations
   The funding of operations is undetermined.

2. Funding of Repairs and Maintenance of Facility Structure
   The funding for repairs and maintenance for this specific facility is undetermined. Funding for all repairs and maintenance is provided through a common pool of funds that serves 12 buildings. Besides repairs and maintenance, the fund also pays for the utilities of each of the 12 buildings. The total budgeted fund for this pool is approximately $365,000 per year. Utilities for this building are approximately $36,000 per year.

3. Policies and Procedures
   The policies and procedures for the Tribal and Detention standards as provided by BIA are available at the detention officers' control desk. They are available for the use by all staff at all times.

   The officers acknowledged that each of them have read the policies and procedures and signed an acknowledgment to that effect.

4. Staffing
   There are a total of 10 full-time, Academy-trained, certified detention officers, three of whom are females and seven of whom are males. This includes one individual who also serves as a supervisor. The individuals serve eight-hour shifts. However, they are constantly understaffed for the number of inmates at the facility. Employees do not take time out and reluctantly take vacations in one- or two-day increments. Staff is reluctant to take sick time, death-in-the-family time, or even birthdays, for fear of burdening the remaining staff members.

5. Programs
   There are no programs for the benefit of the inmates at this facility.

6. Staff Training
   All the staff is Academy-trained, except for one new hire who has joined recently. The detention officer reported that on an average, each officer undergoes a training of at least 10 to 16 hours every year.

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7. Space for Inmates On-Site
There is a space of 22 beds in 14 cells, at this facility. The facility housed 24 inmates on April 11, 2006. The detention officer noted that three additional inmates had been negotiated out for a maximum need of 27 inmates on that day. Negotiating out implies a concerted effort of the courts and the uniform division to release an inmate, or only cite an inmate for a minor offense, such as disorderly conduct, DUI or child neglect (if the child has been removed).

Courts have started to issue bench warrants without bonds which has increased the number of inmates who are detained. The detention officers also complained that the courts insist that they have five working days and two days for the weekend, that is seven working days before they make a decision. Thus the detainees could be held at the detention center during this time, and their release cannot be negotiated. Other methods are also used to negotiate out inmates, by sending them for health treatment, weekend release or to be maintained in federal custody, so they may not burden the overcrowded space at this facility.

8. Space for Inmates Off-Site
Inmates are sent to the county jail at Wolf Point twenty miles away, if they have extra capacity to accept inmates from this facility, besides their own. The county jail often refuses since they are also under contract to accept inmates from the federal government agencies both in Billings and Great Falls.

9. Staffing Capacity for the Inmates On-Site
There is a need for more officers. At this time, the facility is operated with at least two officers on duty at all times. Officers are called from home to cover or to provide for transportation, assist with healthcare or to transport an inmate for court proceedings.

10. Staffing Capacity for Transportation and Escort for Inmates
The detention officers provide the transportation and escort of all inmates. Occasionally, off-duty officers are called in to assist. More often, the detention officers request assistance from uniformed officers who are kind enough to assist with transportation.

11. Office Supplies for Staff
There are sufficient office supplies for staff at this facility.

12. IT Equipment for Office Use
The IT equipment, though old, is serviceable. The officer uses Sleuth software, which is helpful but cannot check the past record of an inmate from any other facility.

13. IT Equipment for Communications Use

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The 'Astro' radio channel that provided communications between a patrol officer and the detention officer has been taken away. The detention officers are unaware of inmates coming in. This provides for unsafe conditions for the detention officer who receives the inmates. Recently, two inmates were brought in, in two separate squad cars. The detention officer booking them did not know that the two separate inmates could not get along with each other. When they were booked in the same cell they began to fight, which had to be broken up by the officer, jeopardizing his safety. Had he known that the two individuals were likely to cause disorderly conduct, he would have booked them in separate cells.

14. Personal Supplies for Inmates
There are sufficient personal supplies for the inmates at this facility. Often they run out and have to borrow supplies from the juvenile division.

15. Uniforms for Staff and Inmates
The facility has sufficient uniforms for the staff and inmates.

16. Linen for Inmates
There are sufficient new blankets for the inmates at this facility.

17. Furniture and Fixtures for Staff and Inmates
Furniture and fixtures for the inmates are adequate. However, there is a lack of desks and several broken chairs that are used by the staff.

18. Transportation Vehicles
A fairly new Ford Expedition is used for transportation. However, it does not have a caged barrier between the officer and the inmates. The detention officer has to borrow a vehicle from the uniformed division on occasion to transport inmates.

19. Fuel for Vehicles
There is sufficient fuel for the vehicles.

20. Utilities for Facility
There is sufficient funding to pay for the utilities at this facility.

21. Hot and Cold Water for Kitchen, Laundry And Showers
The facility does not have a kitchen. However, there is sufficient hot and cold water for the laundry and showers.

22. Adequate Lighting for Inmate and Staff Areas
The facility has sufficient lighting in the inmate and staff areas. There is plenty of daylight as a result of the clerestory design of the central area within the facility. Inmates complain of excessive light at night from the night-light, and in the day from the daylight, which prevents them from viewing their television sets.

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23. Ongoing Repairs and Maintenance
There are no ongoing repairs and maintenance at this time.

24. Deferred Repairs and Maintenance
The electrical and mechanical door control mechanism of the cell doors need to be replaced for all doors. The bunk beds for all the upper bunks need to be replaced. All bunk beds need to be re-anchored to the walls. All shower stalls need to be replaced. All combination sink-lavatories need to be replaced. The control console for the cameras needs to be redesigned so that the detention officer has a clear view of the camera monitors from his station. There is a need for eight additional cameras and four camera monitors with a high-resolution.

25. Medical Response at the Facility
Medical response at the facility is minimal. There is a first-aid kit and an Artificial External Defibrillator (AED), available at the detention control station. There are no routine visits by a healthcare professional to check the inmates for tuberculosis, hepatitis, HIV, AIDS or dental needs. Detention officers reported that inmates often spit in their faces. The hospital is only about two minutes away and an ambulance is summoned to transport an inmate for any serious healthcare need.

26. Booking Process at the Facility
The booking process is adequate for now; there are a camera and audio recording apparatus in the booking area. There is a need for software that can access the history of an inmate.

27. Food Service at the Facility
There is no kitchen at this facility. The juvenile detention center provides cooked food that is transported in a van and served by the cooks.

28. Kitchen and Dining Staff at the Facility
Cooked food is served by others. The officers provide oversight and escort only.

29. Housekeeping Staff at the Facility
Trustees provide housekeeping in common areas. Correctional officers perform the cleaning in the booking and visitation areas. Inmates provide the cleaning for their housing. The BIA facilities' staff provides the cleaning of office areas.

30. Repairs and Maintenance Staff at the Facility
There is no specific staff to provide repairs and maintenance for this facility. BIA facilities staff provides such repairs and maintenance and shares these duties among 12 buildings.

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31. Inmate Services Provided at the Facility
The clergy come in regularly. However, the facility does not have a space to accept services from Alcoholics Anonymous, who have offered to provide such services to the inmates. In the past, yoga classes were held but they were discontinued for lack of space. The space that was used for such activities was a portion of a storage room.

32. Healthcare Assistance in the Community
Intensive outpatient treatment is provided at the 'Spotable Treatment Center' for drug and alcohol rehabilitation and treatment. The Center provides evaluations and holds classes on Monday, Wednesday and Friday 9:00 a.m. to 3:00 p.m. Courts have approved the use of this rehabilitation for the inmates. However, detention officers have to escort the inmates out and stay with them for the duration of the activity. The inmates cannot take advantage of this opportunity because of a shortage of staff.

33. Other Support Agencies in the Community
The community provides Parenting classes offered by the tribe. Anger Management classes are provided at the Spotable Treatment Center. GED classes are provided by the local college.

34. General Reasons for Detention
The general reason for apprehension and detention is violent crime related to drugs activity.

35. Potentially Harmful Conditions and Behavior of Inmates
Potentially harmful conditions and behavior of the inmates to harm themselves emerge from the mental health problems of the inmates. Such inmates have to be segregated in an individual cell. There are no cameras in the cells, resulting in the detention officer constantly checking the condition of the inmate by entering the cell. There is a lack of segregated cells. As such, mentally disturbed inmates are being housed in the same cells as other inmates. Collectively, this has created an unsafe condition, both for the officers and the inmates who are housed at this facility.

36. Accountability and Reporting of Incidents
Incidents are reported through the daily logs.

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Section 3

Facility Review
April 13, 2006

1. Exterior Site Conditions
The exterior site conditions provide fairly easy access to the general public. The evidence yard behind the building provides easy places for escapees to hide.

2. Exterior Exercise/Recreation Area
A separate exercise and recreation area is provided for the male and female inmates. This area is insufficient for fire evacuation for lack of space for the inmates and sufficient separation from the building. The exercise and recreation area is unsafe, because of the direct view that it provides between the respective recreation areas and the male and female cells windows, which are often used to display obscene gestures.

3. Exterior Perimeter Security
There is minimal security around the exterior perimeter. There are only three cameras; one at the Sally port and one at each of the recreation yards that monitor the perimeter.

4. Sally Port Security
The Sally port is a covered space with the rollup door. The rollup door is generally kept closed.

5. Building Interior Security
The interior security of the building is minimal. While there are 14 cameras, they are placed at awkward locations with a number of blind spots that cannot be monitored by these cameras. The control console for the detention officers is poorly designed so it cannot monitor all of the cameras, and concurrently provide a space for the day-to-day activities at the control station. The detention officer at the controls can be harmed, since the control station is located in the line of sight from the reception window that is provided for reception and access by the general public.

6. Building Structure
The building consists of grouted block-wall with a slab on grade.

7. Building Roof
The roof has metal deck with a wood base, anchored with screws through the metal deck. This is then layered with foam at the top and a rubberized membrane 50 mils thick. The roof above the cells is a concrete deck. The roof has a 15-year warranty. The roof was installed two years ago and is in good shape. It does not have any leaks.

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8. Interior Ceilings
The office areas are generally a suspended ceiling with lay-in 2 x 4 tiles. The remaining areas have hard ceilings.

9. Interior Walls
The housing, booking and control areas are block-wall. The offices consist of wood framing and a drywall covering.

10. Interior Flooring
The inmate housing consists of painted concrete floors which is the slab on grade. Vinyl tiles are used in the common areas and corridors. Carpeting is used in the office areas.

11. Interior Dormitory Cells
The interior dormitory cells are set up with four bunks, two bunks and a single bunk. The upper bunks are in a state of disrepair with their base welds peeling out from around the frame. Many bunks have pulled out from their anchors in the block-wall. The door control mechanism consists of either an electronic operated control or manual controls. It was noticed that the cell doors could not be operated in an emergency, should the electrical power fail. Such failure would cause the cell to become a fire trap. Every cell door needs to have a control mechanism capable of opening the door through a manual override, in case of an emergency.

12. Interior Isolation Cells
The interior isolation cells may have padded walls. The flammability of these wall coverings is being investigated. They will need to be replaced by a nonflammable material, should they test out as being flammable.

13. Interior Detoxification Cells
The interior detoxification cells have padded walls. The flammability of these wall coverings is being investigated. They will need to be replaced by a nonflammable material, should they test out as being flammable.

14. Booking and Intake Area
There is poor security at the booking and intake area. There is no barrier between the inmate and the detention officer. While there is a camera, the resolution of these images is very poor. The camera and the video recorder need to possess a higher-resolution scan so that detailed recordings can be made of the inmate's personal possessions such as currency notes, which are removed from the inmate during the booking process.

15. Visitation Area
The visitation area is very small and easily lends to an exchange of contraband material through the screen below the Plexiglas barrier between the inmate and the visitor.

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16. Kitchen, Food Preparation and Pantry Area
There is no kitchen, food preparation or pantry area at this facility.

17. Dining Area
Inmates generally eat in their cells or in the secured common area outside their cells when multiple cells are designed as a dormitory.

18. Day Room Area
There is no day room at this facility.

19. Vocational Training Area
There is no area that serves the inmates for vocational training at this facility.

20. First Aid and Medical Assistance Area
There is no specific area to render medical assistance. The facility has a first-aid kit that is used to provide minor healthcare.

21. Toilets and Showers
There was no drinking water in several of the cells tested. There was no hot water either, at several sinks. The stainless steel shower stalls have seams that have failed. As such, water flows through the shower stall and onto the floor, causing potential growth of mold in and around the wet area. Need to replace all combination sink-lavatory units and the stainless steel shower stalls.

22. HVAC System
Heating is provided by boilers and heat exchangers, supported with natural gas. However, the water at the facility is very hard and a water-softening system is in use. Heating and cooling is controlled from another building. Large zones control most of the building. The dampers do work, using a DDC control system. The new heat pumps on the roof provide for cooling only and do not have any electric heater or gas for heating. The older original air-handling units on the roof and the center provide for both heating and cooling.

23. Plumbing System
The plumbing system suffers from extremely high hard-water salts in the area. Even though a water-softening system is in use and rust inhibitors are used to constantly keep the plumbing lines clean and free-flowing, there are pin holes in the copper lines that show up as small leaks. The water heater at the facility was replaced two years ago, and is in need of replacement again. The average life for a water heater in this area is 1.5 years.

24. Lighting System
The facility is well lit and the light fixtures are in good repair. All the light fixtures contain electronic ballasts.

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25. Electrical Power System
The facility is served by a 400 amp, 208 Y/120 V, three-phase four wire system. There is sufficient electrical power to serve the facility. Electrical power is supported by a backup 20 KW generator with a 70 amp transfer switch. The generator is exercised weekly for five minutes. The generator indicated 215 hours of use on the hour gauge.

26. IT System
The facility is in the process of installing a new communications system that will utilize VoIP (Voice over Internet Protocol). The project was expected to be completed by August 2006.

27. Building Security System
The building security system is poor. More cameras are needed in addition to high-resolution video recorders at the booking space and high-resolution video monitors at the detention officers' control station. The weapons storage lockers for the officers need to be moved out of the detention officers' control room space. The booking space is small and unsafe. The detention officer in the control station should not be in a line of sight from a location accessible by the general public.

28. Energy Usage and Conservation
The building uses electronic ballasts in the light fixtures. The new roof has foam insulation.

29. Fire Egress – Exterior and/or Secured Areas
The fire egress into exterior secured area is poor and unsafe. The recreation areas cannot accommodate the number of inmates and concurrently provide enough separation between the building and the inmates. During a fire emergency in the past, inmates were evacuated to the outside and let go by court orders with instructions to return back the next day.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
The facility has a working fire alarm system with a fire alarm control panel that signals directly to the fire station. There are sufficient fire extinguishers and they are tested once per year. There is an updated sprinkler system with new sprinkler heads that are specifically manufactured for use in detention facilities. The system is tested once a year.

31. Building Access for Staff and Inmates
The staff uses the front entrance. The inmates come through the Sally port, the front entrance or through the corridor leading from the court.

32. Hazardous Materials
The building was built around 1971, when asbestos and lead paint were in common use. There is no record of any inspections or abatement of asbestos/ lead paint at this at this site. Mold was once noted and abated appropriately.

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33. Handicap Access for Staff and Inmates
The staff and inmates have no provisions for any access to the building or restrooms by handicapped individuals. Mr. Marvin Azure of the facilities department reported that he is in the process of changing five combination sink-lavatory units to the handicapped type. He has applied for funding of $7,000.

34. Potentially Hazardous Elements
The facility has several areas that could be potentially harmful to the inmates. Inmates can use their own clothing, strips of mattresses or shaving razors to commit suicide. Potential anchors to hang sufficient weight is provided by the corner of the upper bunks, and the lookout screens on the cell doors. Inmates have overdosed on prescription pills in order to commit suicide.

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Section 1

Background Information of the Northern Cheyenne Reservation Served by the Northern Cheyenne Law Enforcement Center

Northern Cheyenne Reservation[1]
Federal reservation
Northern Cheyenne
Big Horn and Rosebud counties, Montana

Northern Cheyenne Tribe
P.O. Box 128
Lame Deer, MT 59043
406-477-6284
406-477-6210 Fax
Website: ncheyenne.net

Total area (BIA realty, 2004) 440,882.43 acres
Tribally owned (BIA realty, 2004) 339,888.31 acres
Individually owned (BIA realty, 2004) 100,993.44 acres
Federal trust (BIA realty, 2004) .68 acres

Population (2000 census) 4,470

Total labor force (2000 census) 1,567
Total labor force (BIA labor report, 2001) 1,618
High school graduate or higher (2000 census) 74.6%
Bachelor's degree or higher (2000 census) 13.5%
Unemployment rate (2000 census) 19.5%
Unemployment rate (BIA labor report, 2001) 27%
Per capita income (2000 census) $7,736

LOCATION AND LAND STATUS
The Northern Cheyenne Reservation spans nearly 450,000 acres of southeastern Montana. It is situated about 100 miles east of Billings, Montana, and 75 miles due north of Sheridan, Wyoming. The reservation is bordered on the east by the Tongue River and on the west by the Crow Reservation. The reservation was established by an Executive Order in November 1884.

[1] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

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The tribe has purchased 560 acres adjacent to the Bear Butte State Park in South Dakota, 5,000 acres adjacent to the southern boundaries of the reservation, and 554 acres of land near the Tongue River Dam.

PHYSICAL DESCRIPTION
Terrain on the reservation varies from low, grass-covered hills to high, steep outcroppings to narrow valleys. Elevations range from approximately 3,000 to 5,000 feet. Rocky areas on the reservation comprise the Fort Union Formation. The formation consists of alternating layers of sandstone, shale, and coal beds and has been dated to the Paleocene Era. Plant and animal fossils are apparent.

CLIMATE
The reservation experiences average temperatures of 46°F. Snow is often heavy during winters, and roads may become impassable in places. Average relative humidity is between 25 and 35 percent.

GOVERNMENT
The Northern Cheyenne Tribe was recognized as a sovereign nation under an amended constitution, and bylaws and corporate charter were approved pursuant to the Indian Reorganization act of 1934. The tribe adopted a constitution and bylaws in 1936 and amended them in 1960.

The tribal council serves as the governing body, consisting of the president, vice-president, sergeant-at-arms, secretary, treasurer, and one representative for every 200 enrolled tribal members. The president is elected at large; representatives are elected from each of the five districts on the reservation; the vice-president and sergeant-at-arms are elected by the council and the secretary and treasurer are appointed. The secretary and treasurer have no voting powers on the council.

The tribe operates a number of programs. Departments include air quality, child care, community health representative, commodity, community health, EA, elderly, environmental protection, M.S.U. extension, natural resources, personnel, Sand Creek Offices, tribal employment rights, fish and wildlife, Title IV-E, education, forestry, health, enrollment services, WIC, and work investment act.

The tribal constitution created a judicial branch of the tribal government. It consists of all the tribal courts. The courts exercise authority over decisions regarding the constitutionality of council enactments and resolutions; they also exercise authority over criminal and civil matters within the tribe's jurisdiction. The Comprehensive Indian Resources for Community and Law Enforcement is funded through the U.S. Department of Justice. Program goals include building a youth services center, a detention center, a group home, an alternative school, a juvenile mentoring program and a number of other social services related to crime prevention.

INFRASTRUCTURE
U.S. Highway 212 passes east-west through the reservation, while Route 315 also directly serves the reservation. Road 39 provides access from Lame Deer to Forsyth, Montana, and a paved road maintained by the BIA provides access from Ashland to

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Birney, Montana. During winter months, roads may become snowbound and icy, often impassable. The Highway Department is responsible for clearing obstructions and maintaining safe passageways.

Electricity – Pacific Power and Light provides electricity to the reservation. It has a coal powered electric-generating facility 21 miles north of Lame Deer.

Water Supply – The Northern Cheyenne Utilities Commission supplies domestic water to residents within population centers on the reservation. Wells located on individual lands or a district well, supplies water to outlying residencies.

Each district maintains a central sewage system that services residences within population centers. Individually owned septic tanks service outlying residencies. The Indian Health Service and the Tribal Utilities Commission retain responsibility for maintaining and operating the water and sewage systems. Solid waste is transported to transfer sites located near population centers in each reservation district and then on to the Rosebud County or Bighorn County landfills.

Transportation - The nearest commercial bus services are available in Crow Agency, 45 miles from the reservation and in Forsyth, 58 miles away. The Catholic Church maintains a private airstrip on the reservation. Billings and Sheridan, Wyoming, offer the nearest commercial air service. A railroad spur 20 miles north of the reservation connects with Burlington Northern rail lines.

Telecommunications - Range Telephone provides telephone service to the reservation. Northern Cheyenne Tribe Internet Service Provider furnishes Internet services. Several commercial television and radio stations serve the region.

COMMUNITY FACILITIES AND SERVICES

The tribe operates several community programs, including the Boys and Girls Club, a child care program, Healing Hearts, and the Recovery Program. Facilities include the fitness center. The Boys and Girls Club sponsors three sites on the Northern Cheyenne Reservation. It offers a technology center, Torch Club, Youth of the Year, CLUBService, Power Hour, Career Explorers Club, Junior Staff Career Development, SMARTMoves, Fine Arts Exhibit Program, NIKE Girls Sports, Challenges and SWOOSH clubs, and an after-school meal program, among many other programs and activities. The Boys and Girls Club provides support, education, and healthy alternatives for youth on the reservation. The club sponsors an annual youth powwow.

Native Action is a community-based organization that works together with the Northern Cheyennes and other tribes to promote and protect the community's needs. They strive to raise awareness of social issues and to empower tribal members to actively participate in the political, social, and economic processes on the reservation.

Public Safety - The tribe manages a volunteer fire department.

Education - The reservation maintains a Head Start program with nine sites throughout the reservation. The program received an award to initiate a Head Start curriculum in

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conjunction with Dull Knife Community College. The curriculum, "Identity-based Education: The Role of Culture in Helping People Become More Socially Competent" is funded by the Administration for Youth, Families, and Children and by the American Indian Program Branch of the Head Start Bureau. Another award was granted to establish the "Healthy Children, Healthy Families, Healthy Communities" curriculum to address diabetes among Head Start children, families, and staff.

The tribe has an elementary school and a public high school. The Catholic Church operates the K–12 St. Labre Catholic Indian School on the eastern border of the reservation. It is a private school that provides boarding and day school services to students primarily from the Crow and Cheyenne reservations.

The tribe also operates the Dull Knife Memorial Community College. It is a fully accredited college and offers associate's degree programs in the arts and sciences. The college sponsors the Junior Path Makers school-to-work program. The program serves as a mentoring network to guide students in their career paths. The program sponsors a summer bridge heritage camp each summer. Program volunteers also actively contribute to the revitalizing the indigenous language through awareness programs sponsored in the local elementary and secondary schools.

Health Care - The Northern Cheyenne Community Health Center provides Indian Health Services to the reservation. The center employs five physicians and seven nurses, and it has an emergency room. The Northern Cheyenne Ambulance Service provides ambulance services to the center. Full-service facilities are available at the Crow Indian Health Service Indian Hospital and hospitals in Billings or Sheridan.

The Northern Cheyenne Tribal Health Department operates a number of programs to serve tribal members. Services range from health and nutrition education to alcohol and drug abuse treatment programs to cancer screening and support services. There are nine community-oriented programs in total, with three support programs and 40 permanent employees. The tribe's diabetes program is perhaps the department's most vital program. Diabetes is the fourth leading cause of death among the Northern Cheyenne, and the incidence continues to increase. Projections indicate that by 2005, 948 tribal members will be living with diabetes. The program provides education, screening, and assessment; conducts home visits and hospital follow-up visits; reviews lab data; and monitors blood sugar levels.

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Section 2

Program Review
April 14, 2006

1. Funding of Operations
   All funding of operations and budgets are handled in Billings, Montana.

2. Funding of Repairs and Maintenance of Facility Structure
   The BIA provides funding for the repairs and maintenance. There is a chronic shortage of facility support in repairs and maintenance from the BIA. The facility has been asking to have the building painted for the last five years and the garage door has been broken for the last two months.

3. Policies and Procedures
   Two officers reported that they have never seen the policies and procedures binder. The white binder and the red handbook binders were pulled out later from one of the bookshelves, and flipped through. A general comment was made by one of the officers: "What do we do with it? We can read it during our shift—but we need more. Sending out the policies and procedures manual is not enough." It appears that the field officers and staff needs additional training in organizing and using the policies and procedures manual.

4. Staffing
   The staff at the present time maintains eight-hour shifts, with very inflexible scheduling. There are five officers that are taking care of 30 inmates. The inmate count went up to 82 on Christmas Eve of 2005, for a facility that has 19 beds.

5. Programs
   There are no specific programs at the facility for the benefit of the inmates. Church groups come in occasionally. The staff expressed a need to keep the inmates busy. They would like to have a GED instructor and closed-circuit instructional television. They requested programs for arts and crafts, basketball and a sweat lodge.

6. Staff Training
   There is consistent deficiency of training for the staff. Officer Randy has not gone to any training since 2003. He has been scheduled to go in May of 2006 for a period of three weeks to the academy, in Artesia, New Mexico. There are two other officers who have been scheduled. Generally the staff expressed a lack of time for training because there is no backup support back at the facility. The staff requested that trainers come to the facility.

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7. Space for Inmates On-Site
There is a total space of 19 beds and 30 inmates are housed today. At peak, there were 82 inmates housed at this facility.

8. Space for Inmates Off-Site
There are no inmates housed off-site.

9. Staffing Capacity for the Inmates On-Site
There is a total of five officers; that is, four officers and a supervisor who participates in the day-to-day activities as a correctional officer as well.

10. Staffing Capacity for Transportation and Escort for Inmates
The correctional officers also transport the inmates to the courts and to the healthcare facilities.

11. Office Supplies for Staff
The staff is out of file folders at the present time. Generally there are sufficient office supplies for staff use. They occasionally have to borrow office supplies from other departments.

12. IT Equipment for Office Use
The IT equipment consists of two computers that were borrowed from the Police Department. This equipment is at least five years old and in disrepair. Presently, the staff uses Microsoft Office software. The staff requested software that is generally used in the Corrections Department both to login the day-to-day activities as well as the booking software such as 'Spillman' which is able to cross-check the history of the inmates who are being booked.

13. IT Equipment for Communications Use
The corrections staff does not have any radio equipment to communicate regarding incoming inmates. This function is supported by the Dispatch, who announces the incoming inmates for the corrections officer.

14. Personal Supplies for Inmates
At this time, the facility is out of toothbrushes for the inmates. It is expected that the Public Health may donate some. Ordering supplies is a lengthy process due to procedures that are set in place.

15. Uniforms for Staff and Inmates
Inmate uniforms are used until they wear out. The officers have not been provided an allowance for uniforms for the last three years. The officers need boots. They have been provided two pairs of boots during the last three years. Handcuffs used by the officers are borrowed. There are no personal panic transmitters issued to the officers, and there are no bullet-proof vests that are issued to the officers.

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16. Linen for Inmates
The officers reported sufficient blankets for the inmates. However, the inmates complained that even with two blankets they are cold on the floor. Blankets are donated by charitable organizations. The facility needs more blankets.

17. Furniture and Fixtures for Staff and Inmates
The officers are still using the same broken chairs that were in use approximately a year ago when Ms. Deidre Wilson and Ms. Valerie Lavender visited the facility and promised new chairs. Inmates have institutional furniture, which is in constant repair.

18. Transportation Vehicles
The officers use a small Ford Trailblazer that can hold the inmates in the back and one next to the officer up front. However, the vehicle does not have a cage or a radio, should there be an emergency. They need a bigger vehicle to transport the entire inmate population efficiently when, on occasion, the sewer backs up, or if a large number of inmates are being transported to another facility.

19. Fuel for Vehicles
There are sufficient funds to pay for the fuel for the vehicles.

20. Utilities for Facility
There are sufficient funds to pay for the utilities at the facility. Electricity and propane are used at this facility.

21. Hot and Cold Water for Kitchen, Laundry and Showers
There is sufficient hot and cold water for the kitchen, laundry and showers. There is enough capacity for the hot-water tank to support use by staff and inmates.

22. Adequate Lighting for Inmate and Staff Areas
There is adequate lighting for the inmates and staff areas.

23. Ongoing Repairs and Maintenance
There are no ongoing repairs and maintenance at the facility at this time.

24. Deferred Repairs and Maintenance
Please refer to section 3.

25. Medical Response at the Facility
There is a first-aid kit at the facility. The staff generally calls the local health service, which responds in three to five minutes.

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26. Booking Process at the Facility
The booking process at the facility is manual. There is no support software for the officers to review the past record of the inmates as they are being booked.

27. Food Service at the Facility
There is a small kitchen at the facility and three meals a day are provided to the inmates.

28. Kitchen and Dining Staff at the Facility
There is one full-time cook five days a week. A trustee generally cooks for the remaining two days.

29. Housekeeping Staff at the Facility
The officers clean their offices. The trustees clean the hallways and other common areas. The inmates clean their own cells.

30. Repairs and Maintenance Staff at the Facility
There is no staff at the facility for routine repairs and maintenance. A work order has to be prepared and submitted. Response is very slow.

31. Inmate Services Provided at the Facility
Church services are provided for the inmates at this facility. A healthcare nurse comes in once a week. There are no routine checks for tuberculosis, hepatitis, HIV or AIDS. Officers reported that inmates often spit in their face. While officers used rubber gloves, there are no face masks available at the facility.

32. Healthcare Assistance in the Community
There is a healthcare facility available about five minutes away from this facility. This healthcare facility provides for mental health, physical therapy x-rays, dental care and such.

33. Other Support Agencies in the Community
There is an alcohol recovery center in the community that provides services to the inmates.

34. General Reasons for Detention
Most of the incarceration is related to violent crime resulting from the abuse of methamphetamines. The crime rate is 410, 546 and 40,251 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

35. Potentially Harmful Conditions and Behavior of Inmates
Generally inmates are evaluated to detect if they could harm themselves. Such inmates are detained in the segregated cells. Many years ago, an inmate did commit a successful suicide in the shower stall of the detoxification cell. Occasionally inmates try to commit suicide by tying their shirt or an article of clothing to the air-vent grate on the wall within the cell.

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36. Accountability and Reporting of Incidents
The staff reported that they are submitting incident reports on a routine basis.

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Section 3

Facility Review
April 14, 2006

1. Exterior Site Conditions
   Generally, the exterior site conditions are fairly poor. There are several ways to escape, for example, by climbing over the fence at the recreational yard, which consists of only three barbed wire strands on top. There is no razor wire coil around the barbed wire. The recreational yard is accessible to the general public through the chain-link fence. There is no second exterior perimeter fence that can prevent the general public from passing out contraband material. Within 100 yards of the recreation yard, is a deep ravine with dense growth of trees that has served as a hideout for the escapees.

2. Exterior Exercise/Recreation Area
   The exterior exercise and recreation area is fairly small and used minimally. A typical use is a 15-minute period, per week per inmate. The staff reported such minimal use due to lack of supervising staff in the recreation area. There have been escapes in the past.

3. Exterior Perimeter Security
   There is minimal perimeter security. Only two cameras are provided to cover the exterior of the facility.

4. Sally Port Security
   The Sally port is secure only when the rollup door is closed.

5. Building Interior Security
   Interior security of the building is poor. There are several blind spots for the cameras. The cell doors are operated either electronically or with a manual lever. An emergency test was conducted to demonstrate the opening of the cell doors during an emergency evacuation. Cell doors for certain cells did not open with the manual lever, as required. Inmates George and Trinidad would have been trapped in their cell and would not have been evacuated if there was a fire at the facility.
   There are a total of 15 cell doors whose control mechanism needs to be replaced.

6. Building Structure
   The facility is a block-wall structure with a built-up tar roof.

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7. Building Roof
The built-up tar roof has had multiple leaks that have damaged the ceiling tile and sheet-rock in the facility. While the roof has been repaired, the interior ceiling tile and sheet-rock have yet to be repaired. The roof itself is in a state of disrepair.

8. Interior Ceilings
The interior ceilings of the staff areas are generally drop-in ceilings, while those in the inmate areas are painted hard ceilings.

9. Interior Walls
Generally the interior walls are painted block-wall.

10. Interior Flooring
The flooring is generally vinyl tile floor in the offices and painted concrete slab in the cells.

11. Interior Dormitory Cells
No hot water was observed at several of the sinks in the dormitory cells. Slow running drains and plugged-up drains caused sewage to back up. There was an internal backup between adjacent toilets so that flushing of one toilet would push the waste into the other toilet. A toilet plunger was observed by the toilet in one of the cells.

12. Interior Isolation Cells
The flammable covering (orange in color) in the isolation cells need to be removed.

13. Interior Detoxification Cells
The window framing in the detoxification cell is loose and can be pushed out about half an inch. It can be pushed out completely with a hard blow.

14. Booking and Intake Area
The booking and intake area is unsafe. There is no barrier between the inmate and the officer. There is no way to restrain an inmate. Presently inmates change their clothes in the cell. This could allow contraband material to pass through to the cell and on to other inmates.

15. Visitation Area
There are no cameras to monitor the visitation area. The wire mesh screen below the glass window is vulnerable to poking holes and passing contraband material.

16. Kitchen, Food Preparation and Pantry Area
The cook was off-duty and thus cooking was being handled by the trustee inmate on the day of the review. The kitchen, food preparation and pantry area is generally in order. However, several objects that could be used as potential weapons such as sharp kitchen utensils, spatulas, rolling pins and a

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knife were found in unlocked kitchen drawers. These were all accessible to the trustee inmate who was working as a cook.

17. Dining Area
The inmates use the common dining area outside each of the cell pods. There is no specific day room or dining area at this facility.

18. Day Room Area
There is no specific day room area at this facility. The TV set is brought in after hours on a trolley in the common area for the use by the inmates. The telephone handset that is provided in the common area has poor transmission and reception and the inmates have to shout out in order to use the telephone.

19. Vocational Training Area
There is no vocational area for inmate vocational training at this facility.

20. First Aid and Medical Assistance Area
There is no specific space for medical assistance at this facility.

21. Toilets and Showers
The showers have mildly warm water. Almost all of the plumbing fixtures leak. Every cell does have cold water at the sink. However, upon request, some inmates get their drinking water in a cup or pitcher through the cell door hatch.

22. HVAC System
The HVAC system is in disrepair. The system has not been maintained for a long period of time. The last record of a change of return air filter was in July of 1996. The duct work is extremely filthy and needs to be cleaned. Stacks of filters were found in the mezzanine that may not have been replaced in years. The controls for the HVAC system malfunction and do not respond to the temperature demands. The repair and maintenance team for the facility does not respond in a timely manner even with appropriate work requests. Inmates have covered up the supply-air vents, using toilet paper, because of continuous supply of cool air to their cells. The supply-air vents occasionally purge out accumulated lint into the cells.

23. Plumbing System
The plumbing system is in disrepair. It has been overloaded by the number of inmates who use it and the lack of routine maintenance. The sewer lines are overloaded and sluggish to drain. The sewage backs up resulting in foul sewer-smell in the cell areas.

24. Lighting System
The facility still uses the original inefficient T12 fluorescent lamps in surface-mounted light fixtures with a night-light. The lighting in the cell areas is inadequate because of a lack of burnt-out fluorescent lamps.

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25. Electrical Power System
The facility is served with a 400 amp 208 Y /120 V three-phase four wire system. A 20KW diesel generator serves as a backup for a power outage. However, it is not exercised in a regular manner. It is unknown if the batteries are still charged enough to start the generator. The supply fuel line from the day-tank to the generator was found insecurely dangling in the fuel tank. The staff reported that the generator did not operate during a two-hour power outage last month. The dispatch was working in the parking lot with flashlights. The facility lost all telephones during the power outage.

26. IT System
The IT system is outdated and about 15 years old.

27. Security System
The building is not well secured. There are few cameras outside and several blind spots for the cameras inside.

28. Energy Usage and Conservation
The building does not use energy efficiently. The original inefficient light fixtures are still in use. Because of a lack of repair, the staff uses duct tape on exterior doors to seal out the cold drafts.

29. Fire Egress – Exterior and/or Secured Areas
The inmates can get trapped in their cells and cannot be evacuated during an emergency because of malfunctioning controls for the cell doors. There is not enough space and physical wall separation to evacuate the inmates in the recreational yard. At the present time, the fire plan calls for shackling the inmates then taking them out one at a time and releasing some who could be trusted to come back at a later time.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
There is a fire alarm system, which is not connected to a fire station. There are fire extinguishers that are tested every six months. There is a sprinkler system, but it could not be determined if the sprinklers were ever tested.

31. Building Access for Staff and Inmates
The inmates come through the Sally port; staff and visitors come through the front entrance.

32. Hazardous Materials
The facility was built in 1962 and renovated in 1987. It is unknown if it was ever checked for asbestos or lead paint since they were in use at the time it was built. One inmate reported mold in one of the cells, but we were unable to determine mold at the reported site.

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33. Handicap Access for Staff and Inmates
There is no handicap access for either staff or inmates.

34. Potentially Hazardous Elements
The return air vents on the walls were noted to have fins that were bent. The cell doors have screen grates. Both provide an element that are strong enough to hold weight and around which an article of clothing could be strung. They could be and have been used to commit suicide.

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Section 1

Background Information of the Wind River Reservations Served by the Wind River Detention Center

Wind River Reservation[1]
Federal reservation
Shoshone and Arapaho
Fremont and Hot Springs counties, Wyoming

Northern Arapaho Tribe
P.O. Box 217
Fort Washakie, WY 82514
307-332-6120
307-332-7543 Fax

Eastern Shoshone Tribe
P.O. Box 538
Fort Washakie, WY 82514
307-332-3532
307-332-3055 Fax

Total area (BIA realty, 2004) 1,889,708.19 acres
Federal trust (BIA realty, 2004) 1,296.15 acres
Tribally owned (BIA realty, 2004) 1,794,480.54 acres
Individually owned (BIA realty, 2004) 93,931.5 acres

Population (2000 census) 23, 250

Total labor force (2000 census) 11,256
High school graduate or higher (2000 census) 83.1%
Bachelor's degree or higher (2000 census) 14.6%
Unemployment rate (2000 census) 11.5%
Per capita income (2000 census) $14,661

LOCATION AND LAND STATUS
The Wind River Reservation spans 2,268,008 acres in the scenic west-central portion of Wyoming. The reservation stretches from the northern part of the Owl Creek Mountains

[1] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

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to Sand Draw in the south. Its eastern boundary begins just west of the community of Shoshone and extends westward to the Town of Dubois. The Eastern Shoshone Tribe is centered primarily in the communities of Fort Washakie, Wind River, and Crowheart in the northern and western portions of the reservation. The Northern Arapaho Tribe occupies the southeastern portion of the reservation and the communities of Ethete, Arapahoe, and St. Stephens. The entire reservation is located in Fremont County.

The 1863 Fort Bridger Treaty established the reservation, which originally spanned over 44 million acres, for the Shoshone Tribe. The Arapahos joined the Shoshones on the reservation in 1878. Land cessions reduced the reservation to its present size. The Wind River Reservation is the third largest in the nation and the only Native American reservation in the State of Wyoming. The reservation is unique in that it is the only reservation in the United States that encompasses lands chosen by the tribe compelled to live there.

PHYSICAL DESCRIPTION

The heart of the reservation is located in the Wind River Basin, also called the Warm Valley of the Wind River. The Wind River courses through tribal lands and is lined by cottonwood trees. The terrain is rugged and mountainous in parts, with significant forest and grazing lands. Tribal lands extend from the natural spa of Thermopolis through the grasslands and badlands to Dubois.

GOVERNMENT

Both the Shoshones and the Northern Arapahos maintain a general council. These general councils meet about three times a year. The general councils are composed of all tribal members 18 years of age and older. Both the Arapaho and the Shoshone tribes are governed by business councils composed of six members elected to two-year terms. Each business council in turn elects a chairman. Together these 12 members comprise the joint business council of the Shoshone and Northern Arapaho Tribes. The joint business council is directly responsible for the daily activities on jointly owned resources and joint tribal programs. The tribes maintain a police department on the reservation.

INFRASTRUCTURE

U.S Highway 287 provides road access to the Shoshone tribal headquarters at Fort Washakie. Highways 20, 26, and 133 also run through portions of the reservation. The primary waterway is the Wind River, which provides water for the BIA irrigation system as well as for fisheries and recreation.

Commercial air service is available at the Riverton Regional Airport at the southeast corner of the reservation. Commercial bus lines serve Riverton and Lander, just south of reservation boundaries. Commercial truck lines serve Fort Washakie and other parts of the reservation directly.

Electricity - The Rural Electrical Cooperative and Pacific Power and Light provide electricity.

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Fuel - An area distributor furnishes natural gas to residential communities, while local companies supply outlying areas with propane.

Water Supply - The reservation maintains its own water and sewer systems, with assistance from the Indian Health Service and federal grants.

Transportation - The tribes have operated a public transit system since 1989 that serves both off-reservation towns and population centers on the reservation. Its main purpose is to enable tribal members to get to and from their jobs. The system is currently supported through federal and tribal subsidies.

COMMUNITY FACILITIES AND SERVICES
The tribes maintain community centers and cultural programs across the reservation.

Education - Tribal youth attend schools in the Fort Washakie School District and the Arapahoe School District. Tribal youth may attend the tribally operated Wyoming Indian High School on the reservation. The curriculum includes traditional academics and a focus on Arapaho and Shoshone cultures and languages. Students may also attend Wind River High School, Lander Valley High School, Riverton High School, or St. Stephen's High School.

Four Winds Charter School opened on the reservation in 2004. A joint venture between the Fort Washakie and Arapahoe school districts, Four Winds is a vocational high school that can serve up to 250 students. The curriculum offers traditional academics, culinary arts, and building trades, with intent to expand.

Health Care - Health care is provided through Public Health Service/Indian Health Service clinics at Fort Washakie and Arapaho. The Shoshone Tribe helps to operate a dialysis center in Lander, 14 miles south of Fort Washakie.

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Section 2

Program Review
April 16, 2006

1. Funding of Operations
The operations are funded by the BIA.

2. Funding of Repairs and Maintenance of Facility Structure
The repairs and maintenance of the facility are funded by the BIA.

3. Policies and Procedures
The dispatch and corrections are run from the same location. Officer Ty Williams explained that there are frustrations among the staff regarding what the policies and procedures are compared to what they are taught at the Academy. The white binder for policies and procedures, dated 1996, was available at the facility, but the 39-page addendum could not be located on-site.

4. Staffing
There are 5 full-time correction officers, all of whom are Academy-trained. They have recently hired one LEA (Law Enforcement Assistant) to assist with the administrative needs of the facility. There is no cook.

5. Programs
The facility conducts a GED preparation program for the inmates. In addition, mental health evaluations are conducted. The staff, from the White Buffalo-Substance Abuse Program, visits the facility by court order or as needed. The inmates are transported to the White Buffalo Center when ordered by the court. Evaluations are done for the anger management program and the probation officers conduct a blood-alcohol content program at the facility for those inmates who are on probation.

6. Staff Training
The correction officers reported no staff training, other than the Academy training that they went through when they were hired. They are in the process of providing CPR and first-aid training. The officer reported that they did not know why there is a lack of regular training since it is not due to a shortage of staff.

7. Space for Inmates On-Site
There is a total of 26 beds in 16 cells. There were 15 inmates on the day of the site visit. This included inmates from the Northern Cheyenne and the Crow facilities. The inmate population peaked to 50 on New Year's Eve, when the facility booked 36 new inmates in a period of eight hours. The

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population generally ranges from 35 to 40 inmates on Festival days. Police officers and judges use every available opportunity to let go of arrested individuals for lack of capacity at the detention facility. No juveniles are housed at this facility.

8. Space for Inmates Off-Site
No inmates are housed off-site at this time. Rather, inmates from the Northern Cheyenne and the Crow facilities were housed at this location.

9. Staffing Capacity for the Inmates On-Site
There are five full-time correction officers and one (LEA) law enforcement assistant.

10. Staffing Capacity for Transportation and Escort for Inmates
If available, the detention officers transport and escort the inmates. Otherwise, the corrections staff borrows a patrol officer to transport an inmate. In an emergency, the emergency healthcare center is 16 miles away in Lander. The Indian Health Service is used for routine healthcare, which is available less than five minutes away. The officers also transport juveniles to the boy's school, which is a one-hour drive from the facility. During this drive, the juvenile is escorted by either one detention officer or one detention officer and one patrol officer.

11. Office Supplies for Staff
There are sufficient office supplies for staff at the facility.

12. IT Equipment for Office Use
There are two computers that are in use by the detention officers. The computers use routine Microsoft Word for booking purposes and for the daily logs. There is no special software for booking.

13. IT Equipment for Communications Use
The detention staff is using the dispatch room as the control room at the present time. Thus the dispatch can announce any incoming inmates to the corrections officers. There are sufficient radios that are used while transporting inmates.

14. Personal Supplies for Inmates
There are sufficient personal supplies for the inmates.

15. Uniforms for Staff and Inmates
There are sufficient uniforms for the use of staff. However, they do need extra-large size, black-and-white striped shirts for the inmates and red jumpsuits for use by trustees at the facility.

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16. Linen for Inmates
The detention officer reported that there are enough blankets for the present needs. However, the inmates complained of the cold air from the vents in the cell. They requested more than two blankets each.

17. Furniture and Fixtures for Staff and Inmates
The furniture and fixtures for the use of inmates are sufficient. However, the corrections staff requires new chairs and a separate space to house the operations of the corrections staff. They will need additional furniture, fixtures, camera consoles and camera system monitors for their use in the new control room.

18. Transportation Vehicles
The facility uses a Dodge 2002 nine-passenger van. However, this van does not have a barrier between the inmates and the officer. The car-jack and the lug-nut wrench – potential weapons – were freely available to the inmates behind the last passenger seat. A patrol officer's sedan (Chevy Impala) is also used for transportation.

19. Fuel for Vehicles
There is sufficient funding for the fuel used by the vehicles.

20. Utilities for Facility
There are sufficient electricity and natural gas available at the facility.

21. Hot and Cold Water for Kitchen, Laundry and Showers
There is sufficient hot and cold water for the kitchen, laundry and showers.

22. Adequate Lighting for Inmate and Staff Areas
The original inefficient T12 lamped light fixtures are still in use at the facility. The lighting level is generally adequate.

23. Ongoing Repairs and Maintenance
Repairs are in progress on fixing the door between the booking room and the jail area. One of the sinks has been clogged for a long time. Appropriate requests have been submitted to the facilities staff.

24. Deferred Repairs and Maintenance
    1. The move is pending to separate the detention area from the present dispatch room. It is expected that the present laundry room will be changed to serve as the new detention control room.
    2. The kitchen sinks have been leaking for an extended period of time.
    3. The sewer drains require a filter at the appropriate sewage cleanouts, as well as a thorough clean out. The sewer lines plugged up four times last summer because the inmates flush their towels.

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25. Medical Response at the Facility
Minimal medicine box and a first-aid kit are available on site. There is no routine visitation by a healthcare nurse to the site. As such, the inmates are not checked for tuberculosis, hepatitis, HIV or AIDS. Officers dispense medications to the inmates. In an emergency, an ambulance is called from Lander, which is 16 miles away.

26. Booking Process at the Facility
Booking is conducted manually. There is no booking software available for the use of the detention officer. Booking is conducted in an unsecured space without any barrier between the officer and the inmate. The officer has to walk to two separate locations in the facility to bring the uniform and mattress for the inmate while he's waiting in the booking area. The inmate is not constrained and can follow the officer and hurt him from the back in the process.

27. Food Service at the Facility
The kitchen and pantry are well equipped. There is sufficient space for all needs. Kitchen utensils found in unlocked drawers in the kitchen and kitchen knives in unlocked drawers in the propped open pantry could be used as potential weapons against the officers.

Out of a group of eight inmates, one of the inmates reported that he is always hungry. He was seconded by four others. A review was made of the dinner that was to be served that evening. The dinner was to be a pre-prepared boxed frozen food portion of 300 calories supplemented along with two slices of bread and one additional small item. This is insufficient.

28. Kitchen and Dining Staff at the Facility
There is no cook at this time. Detention officers provide the cooking and the cleaning of the kitchen. An opening for the cook is being advertised at this time.

29. Housekeeping Staff at the Facility
Trustees clean the office area and other common areas within the facility, but not the squad room. Inmates clean their own cells and other common areas. The trustees then mop the cells.

30. Repairs and Maintenance Staff at the Facility
The repairs and maintenance are fairly poor because of a lack of response from the facilities maintenance staff. It takes too long (a month or more) once the work order has been placed. There are no routine building checks for repairs and maintenance. Air filters, however, are changed periodically.

31. Inmate Services Provided at the Facility
The inmates are evaluated for mental health. The inmates are also provided with religious services when requested. During our meeting with the inmates on April 16, 2006, Inmate 'Sean' requested a meeting with his Shaman,

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'White River', and provided his telephone number to contact him. The request was passed on to Detention Officer Ty Williams for appropriate action. There are no routine checks by a nurse for tuberculosis, hepatitis, HIV or AIDS.

32. Healthcare Assistance in the Community
Healthcare assistance is provided by the Indian Health Service, which is about five minutes away and regular hospital services are provided in Lander, about 16 miles away.

33. Other Support Agencies in the Community
There are no job skills training in the community. Pine Ridge Mental Rehabilitation Facility is provided at the Lander hospital. White Buffalo Substance and Drug Abuse program is available at Fort Washakie. The Boys and Girls Club is available in the community, but suffers from lack of funding.

34. General Reasons for Detention
The general reason for apprehension and detention is violent crime in the community. Inmates are very often charged with more than one offense. Substance abuse manifests as other offenses such as domestic violence, sexual assaults, disorderly behavior and homicide. The detention officers reported that, "...such behavior begins at an early age. It is difficult to keep the kids busy, who generally live in remote areas." The crime rate for this community is 677, 641 and 43,395 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

The detention officers requested: "...well thought-out and organized programs early in the life of a child, so they could have mentors to look up to and to set good examples." They requested mentoring: "...to motivate both the children and the younger generation." They reported that: "...a lot of the native culture is gone." "...There is 60% to 70% unemployment on the reservation. The Arapahos receive a stipend of $140 per person per month and the Shoshones receive a stipend of $325 per person per month. This is enough to get by, but there is a lack of motivation to move forward in life above and beyond, where these children grow. Surprisingly many college graduates return to the reservation. The Native Americans are a proud people, but not humble enough to settle old grudges. This manifests as complications and political issues fairly early in life..."

35. Potentially Harmful Conditions and Behavior of Inmates
There have been suicide attempts in the past. One inmate tried to hit his head on the walls and the drains. One inmate tried to suffocate himself with urine-soaked clothing. Another inmate attempted to drink the chemically soaked mopped water in a cup stored in a hidden place. There have been no attempted hangings at the facility. Inmates are segregated and carefully watched on a 'suicide watch' when such behavior is observed.

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36. Accountability and Reporting of Incidents
Incidents are reported on a regular basis in an appropriate manner.

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Section 3

Facility Review
April 16, 2006

1. Exterior Site Conditions
The detention building is shared with the patrol officers, dispatch and the court. The exterior site conditions are poor and insecure.

There are only two cameras that monitor the entire exterior of the building. Inmates can easily bolt out from the court, since the two double doors leading out of the court are unsecured.

The vestibule door at the front entrance, leading to the dispatch window, does not lock itself behind, once the general public has entered past the vestibule up to the dispatch window.

2. Exterior Exercise/Recreation Area
The exterior exercise and recreation area is fairly small for the number of inmates. It cannot be used for fire evacuation for lack of space, and lack of sufficient separation from the building. Razor wire has been added since the two earlier escapes, but it is still fairly easy to climb from the windowsill edge and lift oneself to the roof with blankets thrown over the razor wire. Inmates complained that they have not been out for week. One inmate complained that it had been two months (in February 2006) since he was out in the yard. The detention officer noted that they need extra staff personnel to watch over the inmates even with two cameras looking at the recreational area.

3. Exterior Perimeter Security
Only two cameras watch over the entire perimeter of the building. There is no additional security fence to contain the escapees.

4. Sally Port Security
The Sally port is insecure. The Sally port has a rollup door and a door leading to the outside. Patrol officers generally do not like to drive the squad car with the inmate into the Sally port because of the tight left turn that is required to enter and because of a lack of space inside the Sally port. A patrol officer reported that he has damaged his car taking the turn and does leave the squad car outside the Sally port and escorts the inmate. The door can be locked from the outside. However, it is not secured and can very easily be opened from inside the Sally port. In the past, inmates have bolted out from inside the Sally port. Furthermore, it was observed that the dispatch officer propped open the door between the jail and the Sally port with a

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garbage container when she went out to smoke, outside the wide open Sally door.

5. Building Interior Security
The interior security of the building is fairly poor. There are few cameras and security is compromised for the detention officers. Cameras have blind spots. The camera monitors inside the dispatch are located such that they are behind and away from the Detention Officer, far in the back and to the side of the Dispatch counter. The Detention Officer is sharing the countertop of the dispatcher at the present time.

6. Building Structure
The building is a slab-on-grade with a block-wall structure built in 1969 with a later renovation.

7. Building Roof
The building has a metal pitched roof with a flat area for the HVAC equipment in the middle. The roof was repaired last year, but that started new leaks because of the use of incorrect roofing. The roof was fixed again, and at the present time there are no leaks. However, the ceiling tiles that were stained need to be replaced.

8. Interior Ceilings
The dispatch area and offices have a drop-in suspended ceiling, while the inmate and kitchen areas have hard ceilings.

9. Interior Walls
The interior walls are block-wall and painted.

10. Interior Flooring
The interior flooring is sheet vinyl in the common areas car door and dispatch. The flooring is painted concrete in the cells.

11. Interior Dormitory Cells
There is sufficient cell space for the number of inmates. Testing was conducted to check the door opening of the cell doors during an emergency. The cell doors can be operated both electrically and mechanically with the controls so arranged that the doors could be opened in case of failure of electrical power. However, during the test four cell doors out of six in the male pod failed to open. One cell door of the two, in block C, failed to open. At the present time inmates cannot be evacuated during an emergency.

12. Interior Isolation Cells
The isolation cell has padded walls. However, inmates still have attempted to commit suicide by hitting their heads against the drain cover.

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13. Interior Detoxification Cells
There is sufficient capacity in the detoxification cell. This cell is used for up to four inmates at a time, if the Detention Officer determines that the inmates will be compatible. Otherwise the inmates are segregated. Inmates are moved out from this cell after eight hours of confinement.

14. Booking and Intake Area
Booking is conducted in an unsecured space without any barrier between the officer and the inmate. The officer has to walk to two separate locations in the facility to bring the uniform and mattress for the inmate while he's waiting in the booking area. The inmate is not constrained and can follow the officer and hurt him from the back in the process.

15. Visitation Area
The visitation area is fairly small and insecure. Inmates and visitors could pass contraband material through the screen below the glass barrier. There are no telephones, and no cameras that monitor the visitor or the inmate.

16. Kitchen, Food Preparation and Pantry Area
The kitchen and pantry are adequate for the number of inmates. It was observed that kitchen utensils that could be used as potential weapons such as spoons flippers and other sharp objects are kept in an unlocked drawer in the kitchen. The knives are kept in an unlocked drawer in the pantry. However, the pantry door leading from the kitchen is held ajar with boxes and is constantly open for access from the kitchen.

17. Dining Area
Inmates eat in the common area just outside their individual cells or on a table within the cell in a dormitory space.

18. Day Room Area
There is no day room at the facility. Inmates are provided with a TV and DVD player on a trolley in the common area outside the cells. Two TV channels are available for viewing.

19. Vocational Training Area
There is no vocational training available at this facility.

20. First Aid and Medical Assistance Area
There is no specific medical assistance area at this facility. A first-aid kit is provided. There is no heart defibrillator at the facility.

21. Toilets and Showers
There is adequate hot and cold water at the showers and sinks. However, the toilets do not flush well. Flushing of one toilet forces the waste to bubble up in another toilet. Often, the sewage backs up and produces sewage odor in the common areas.

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22. HVAC System
There are two natural gas boilers in the mechanical room and attic mounted air handlers. The intake is located at the rooftop. The controls are provided by Barber-Coleman control units that are located in the mechanical room. The controls are not adjusted or are in disrepair, because the male cell area is always too hot and the female cell area is always too cold. However, at the time of the visit, the supply-air at the male cells was fairly cold (rather than being warm for the temperature at the time) sufficient enough for the inmates to ask for extra blankets.

A professional repairman once explained to the Detention Officer that there is not enough capacity at the air handlers to push the warm air from the heat exchanger at the boiler area, which is located near the male cells, all the way up to the female cells. The log book for the boiler indicated that it is periodically checked. The last check was conducted in the month of March 2006.

23. Plumbing System
The sewer drain backs up whenever several showers and toilets are in use concurrently. Several inmates reported foul smell from the drain in the common area at the men's cell area.

24. Lighting System
There is adequate lighting in the cells and the offices. The original inefficient light fixtures with deep well lamps are still in use.

25. Electrical Power System
The facility is served with a 400 amp, 208 Y/120 V electrical service with fusible disconnects. This is adequate for the present use. A20 KW backup generator is available for standby emergency power. However, generator logs indicated that it was last tested on May 5, 2005 about one year ago. It is unknown if the generator will start should there be an electrical power failure.

26. IT System
The IT system is adequate for the current use. Corrections software is needed.

27. Security System
Security is compromised in several areas:
1. The front entry door, though coded, did not latch by itself once the public has entered in passed the entry vestibule.
2. The Plexiglas barrier between the dispatch and the general public allows for an easy target of the dispatch officer.
3. The personnel door inside the Sally port can be opened from inside the Sally port.

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4. Officers do not use the Sally port because of the tight left turn required of the squad car and insufficient space within the Sally port to park and evacuate the inmate.
5. Inmates attending court could easily run away since all doors to the exterior are unlocked.
6. Inmates can use the window ledges and blankets over the razor wire to climb out and escape from the recreational yard.
7. The camera system is inadequate with blind spots and low resolution of the camera monitors.
8. There are only two cameras to provide security coverage around the exterior of the building.
9. The camera monitors inside the dispatch area are behind the Detention Officer and far to one side. The Detention Officer cannot monitor the cameras from his present position, at the shared counter with the dispatch, where he is generally working with two additional monitors from his computers.
10. Kitchen utensils are available in the unlocked kitchen drawers that could be used as potential weapons.
11. Kitchen knives are available in unlocked doors in the pantry, which can be accessed through the open door from the kitchen.

28. Energy Usage and Conservation
There is no energy conservation process set in place at this facility.

29. Fire Egress – Exterior and/or Secured Areas
Fire egress to the recreational yard is unacceptable for lack of space and proximity to the building wall. There are no other secured areas to evacuate the inmates in an emergency.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
There is a sprinkler system in the cells and common areas. There are a few smoke detectors. There are insufficient fire extinguishers. There are no records of routine test or maintenance of the fire alarm, fire extinguishers or the fire sprinkler system.

31. Building Access for Staff and Inmates
The general public and staff use the front entrance. Inmates use the Sally port.

32. Hazardous Materials
The building was built in 1969. There are no records of ever having been tested for asbestos, lead paint or mold. There is possible contamination of asbestos in the piping insulation.

33. Handicap Access for Staff and Inmates
The facility does not have any provisions for handicap access for staff or inmates.

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34. Potentially Hazardous Elements
None, other than the return air vents on the walls in the inmates cells.

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Section 1
Background Information
of the
Taos Pueblo
Served by the Taos Tribal Detention Center

Taos Pueblo[1]
Federal reservation
Tiwa
Taos County, New Mexico

Taos Pueblo
P.O. Box 1846
Taos, NM 87571
505-758-8626
505-758-8831 Fax

Total area (BIA realty, 2004) 96,106.15 acres

Population (2000 census) 4,484
Tribal enrollment (BIA labor report, 2001) 2,443

Total labor force (2000 census) 2,318
Total labor force (BIA labor report, 2001) 1,758
High school graduate or higher (2000 census) 80.5%
Bachelor's degree or higher (2000 census) 23.3%
Unemployment rate (2000 census) 13.7%
Unemployment rate (BIA labor report, 2001) 10%
Per capita income (2000 census) $14,225

LOCATION AND LAND STATUS
Taos Pueblo spans almost one million acres in northern New Mexico. The tribal center is located 3 miles north of the town of Taos and 70 miles north along the Rio Grande from Santa Fe. When the Spanish encountered Taos Pueblo in 1540, it looked much as it does today. Like other Pueblo Indians, the Taos Indians were declared citizens of Mexico when that nation gained its independence from Spain. The United States then confirmed the tribe and its land base under the 1848 Treaty of Guadalupe Hidalgo. In 1996, 764 acres in the Wheeler Park Wilderness were transferred to the tribe. The area includes the Path of Life Trail, which connects the pueblo to the Blue Lake Wilderness. The pueblo is purchasing the 16,000-acre Moreno Ranch.

[1] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

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On December 20, 2005, SB279 was enacted into law which amended the Act of June 7, 1924 (43 Stat. 636, chapter 331), which in Sec. 20 extended the jurisdiction of the Taos Pueblo as well as the criminal jurisdiction to the boundaries of the original Spanish Land Grant. The Taos Tribal Detention Center now oversees about one-third more land than earlier and this now includes about half the town of Taos. The Taos Tribal Detention Center is located at an elevation of 7160 feet.

PHYSICAL DESCRIPTION

The pueblo sits in a valley at the base of 13,161-foot Wheeler Peak, the tallest mountain in New Mexico. It is the northernmost New Mexican pueblo. Tribal lands contain 60,947 acres of forests, 242 acres of lakes, and 175 miles of streams. This is a beautifully scenic region that supports ample farming and livestock. The pueblo is organized into various zones: a 54,000-acre wilderness zone, 6,160 acres of religious and ceremonial zones, 10,938 acres of housing and crop land zones, 6,500 acres of commercial zones, 925 acres of recreational zones, and 16,957 acres of range management zones.

CLIMATE

Summer temperatures in Taos average in the 80s, and winter highs are in the 30s and 40s.

GOVERNMENT

Taos Pueblo is a sovereign, self-governed community with a traditional form of government consisting of the tribal council, the Office of the Governor, and the Office of the War Chief. The tribal council is the tribe's highest authority, handling all the pueblo's major concerns, and it consists of more than 50 male members who serve for life. The council's members include important religious leaders and all former governors, lieutenant governors, war chiefs, and lieutenant war chiefs. The tribal council appoints the governor, the war chief, and their staffs, who serve one-year terms of office and handle all the pueblo's day-to-day affairs.

The Governor's Office consists of 10 officials. Their jurisdiction includes the village itself, church matters, the well-being of the pueblo community, law and order, roads, water issues, and primary relations with the non-Indian community.

The 12 staff members in the War Chief's Office have jurisdiction over the land and natural resource base, with the exception of water resources. They are responsible for boundary control, trespass matters, hunting, grazing, and crop control, and they take care of the pueblo's herd of bison, which numbers more than 90 head.

Within this traditional framework, the tribal government established the central management system to manage and administer the pueblo's federal program responsibilities not handled by the Governor or the War Chief.

INFRASTRUCTURE

The pueblo is accessible by Highway 68, which runs north-south through the town of Taos, and Route 240, which runs directly to the reservation. Access to interstate highways include I-25, 75 miles south near Santa Fe, and I-40, 135 miles south in

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Albuquerque. The TNM Bus Line runs to and from Taos, Taos Ski Valley, Santa Fe, and Albuquerque. The Taos Municipal Airport is open 24 hours and features a 5,800-foot runway. The nearest commercial train service is in Lamy, New Mexico.

During the last 15 years, electric, water, and sewer utility lines were extended to serve most of the residential areas of the reservation. Extension of natural gas services is under negotiation.

Electricity - The pueblo does not allow electricity within its old village. However, it does have electric service at the Detention Center.

Water Supply - Water is obtained from Taos Creek.

In 2000, the tribe received a joint EPA grant with the Jicarilla Apache Tribe to collaboratively develop solid waste management programs at their respective reservations. The tribal council has approved the development of a waste transfer station near the former landfill site. Indian Health Service will assist in finalizing the project's plans. At this time the waste is connected to the waste services of the town of Taos.

COMMUNITY FACILITIES AND SERVICES

Education - On-reservation education services include a Head Start program, and the K–8 BIA-operated Taos Day School. Both public and private schools in the nearby town of Taos offer K–12 education. Several families elect to board their junior high and high school-aged children at the BIA-operated Santa Fe Indian School. Options for postsecondary education are expanding due to the newly established Taos Campus of the University of New Mexico. The tribe offers a scholarship program for members seeking a postsecondary education.

Health Care - Health services are available through the Taos/Picuris Health Center. The center recently became its own service unit. The center offers medical, dental, health education, nutrition, behavioral health, public health nursing, community diabetes, occupational therapy, contract care, environmental health, and sanitation programs. Special clinics are organized to deal with women's health, diabetes, children, wellness, and other health issues as needed. Other medical facilities include Holy Cross Hospital in the Town of Taos, private physicians, and the Santa Fe Indian Hospital. The Detention Center uses services for inmates from both, the Holy Cross Hospital and the Taos/Picuris Health Center. For emergencies, the 'Life Flight' helicopter can serve from as far away as Albuquerque.

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Section 2

Program Review
March 17, 2006

This is only a 72-hour holding facility. Since the judge is available only on Mondays, Tuesdays and Wednesdays, and there is a shortage of detention capacity at this facility and insufficient funding to house inmates off-site, a system of early releases has been worked out for 80% of the inmates. The detention facility was added on to the existing fire station, which still facilitates some of the functions that are required of the detention facility.

1. Funding of Operations
All funding for operations is derived from the PL 638 program. There is no tribal contribution. Funding amounts to approximately $468,000 which includes all operations and the O and M budget. Funding is not separated between law enforcement and detention at this time. The entire funding approximates $1 million for all law enforcement.

2. Funding of Repairs and Maintenance of Facility Structure
Funding for the repairs and maintenance of the facility are provided through the PL 638 program.

3. Policies and Procedures
The BIA manual is referenced as a source of policies and procedures. The chief detention officer, who also serves as the dispatch officer, is working on a set of policies and procedures that are expected to be completed by September 30, 2006. Upon completion, these policies and procedures need to be approved by the governor's office of the Taos Pueblo.

4. Staffing
There is a shortage of staff of at the facility. There is a total full-time staff of four detention officers, two of whom are certified and the other two are non-certified. The detention officer also serves as the dispatch officer.
As of December 20, 2005 the physical criminal jurisdiction has increased more than twice the earlier physical area that was served by this law enforcement and detention staff. The physical jurisdiction now includes about half the city of Taos as well as other outlying areas that have collectively created an additional demand for additional staff at the facility. This increasing jurisdiction resulted from Senate Bill 279 that was enacted into law, which was based on Section 1 of the Indian Pueblo Land Act amendment, based on the Act of June 7, 1924 regarding criminal jurisdiction and the jurisdiction of the Pueblo. This change is expected to increase on the population at the detention facility.

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5. Programs
There are no programs for the benefit of the inmates at this facility.

6. Staff Training
The staff does not receive any additional training besides that at the Academy upon certification.

7. Space for Inmates On-Site
There are two cells at the facility. There is a space for four male inmates and four female inmates on-site.

8. Space for Inmates Off-Site
Inmates often are sent to off-site facilities at the Ute tribal facility which charges $50 per inmate per day or to the county jail which charges $100 per inmate per day. On average there are 26 inmates that need housing per day.

9. Staffing Capacity for the Inmates On-Site
There is one detention officer on duty at any given time. The officers work in 12-hour shifts.

10. Staffing Capacity for Transportation and Escort for Inmates
The detention officers, with the help of the police officers, provide for the transportation and escort of inmates. Because of a shortage of staff, inmates are often dropped off at the healthcare facility and picked up at a later time.

11. Office Supplies for Staff
There are sufficient office supplies for staff at the facility.

12. IT Equipment for Office Use
There are two computers at the facility which are shared by dispatch, detention and the police officers. The dispatch uses an additional computer at the dispatch/central control station for the detention. The work area for the police officers is the shared kitchen, lunchroom, workroom, intoxilyzer room and storage/cleaning equipment room for the facility.

13. IT Equipment for Communications Use
There is insufficient IT equipment for communications. There is a need for head set/microphone combination set for the detention officer to enable the use of both hands. This officer also serves as the dispatch officer. A new radio antenna was recently installed at the facility.

14. Personal Supplies for Inmates
Families provide personal supplies for the inmates.

15. Uniforms for Staff and Inmates
There are sufficient orange jumpsuits for the inmates in the small and medium sizes. There are insufficient jumpsuits for tall inmates. Four sets of uniforms were ordered two years ago for the detention staff. Uniforms are

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not provided for the non-certified staff until they are certified, which could be a long time.

16. Linen for Inmates
Only blankets are provided to the inmates. The blankets are wearing out fast as they are washed after the use by each inmate. Each inmate uses four blankets during the wintertime and two blankets per inmate are used during the summertime.

17. Furniture and Fixtures for Staff and Inmates
Furniture and fixtures are very old but are sufficient at this time.

18. Transportation Vehicles
The facility uses the police units as transportation vehicles for the transportation of inmates.

19. Fuel for Vehicles
At this time there is sufficient fuel for the vehicles.

20. Utilities for Facility
There is sufficient funding for utilities for the facility at this time.

21. Hot and Cold Water for Kitchen, Laundry and Showers
There is sufficient hot and cold water at the facility. Only cold water is provided in the cells. The laundry is located in the fire station, as are the storage cabinets for clean uniforms and blankets for the inmates.

22. Adequate Lighting for Inmate and Staff Areas
There is insufficient lighting at the facility. Light fixtures are not vandal-resistant.

23. Ongoing Repairs and Maintenance
There is insufficient funding for ongoing repairs and maintenance. The detention officer provides routine repairs and maintenance at the facility.

24. Deferred Repairs and Maintenance
Repairs are needed for the aging conference table and chairs. The plumbing, water and sanitation systems need to be replaced. The roof needs to be replaced. HVAC ductwork and abandoned flue needs to be appropriately covered. Exposed electrical wiring needs to be routed through appropriate conduits.

25. Medical Response at the Facility
The facility has a small medicine locker and maintains a medicine log for each of the inmates. The detention officer dispenses medications to the inmates. One of the inmates uses 13 separate medications. The inmates generally use diabetic drugs, high blood pressure drugs, drugs for gout, heart

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disease, epilepsy and a large number of anti-depression drugs, all of which are dispensed by the detention officer.

26. Booking Process at the Facility
The booking process is inadequate. Inmates are escorted through the corridor to a small window in the corridor at the dispatch/central detention control room. The window has a shallow countertop. A four-page booking form is filled out and the inmate is escorted to the cell.

27. Food Service at the Facility
Lunch food service is provided by the Senior Center located next door and breakfast and dinners are purchased from the local Quality Inn. The detention officer transports all meals to the facility.

28. Kitchen and Dining Staff at the Facility
There is no kitchen at the facility. There is no kitchen or dining staff at the facility.

29. Housekeeping Staff at the Facility
There is one part-time individual who provides housekeeping services on weekdays. The detention staff provides the remaining housekeeping services for the housing area and the dispatch offices.

30. Repairs and Maintenance Staff at the Facility
One part-time individual provides minor repairs and maintenance at the facility. Remaining repairs and maintenance are provided by the detention staff.

31. Inmate Services Provided at the Facility
The detention staff provides the dispensing of medication services at the facility.

32. Healthcare Assistance in the Community
The Indian Health Services provides healthcare assistance in the community.

33. Other Support Agencies in the Community
Community services that are available to the inmates include drug and alcohol recovery program and the Indian Health Services program.

34. General Reasons for detention
The general reason for apprehension and detention is violent crime in the community. Abuse of cocaine is now prevalent in the community.

35. Potentially Harmful Conditions and Behavior of Inmates
Exposed plumbing and electrical wiring combined with articles of clothing can lead inmates to harm themselves.

36. Accountability and Reporting of Incidents
All incidents are reported to the Pueblo and the BIA.

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Section 3

Facility Review
March 17, 2006

1. Exterior Site Conditions
   Exterior site conditions are fairly poor. The facility is located off the main unpaved road which is very dusty in the summer and muddy in the winter. The footprint of the facility is several inches below the surrounding area and as such accumulated runoff and snowmelt off from the surrounding area penetrates the building, which creates a slippery and unsafe condition as inmates are transported in and out of the facility.

2. Exterior Exercise/Recreation Area
   There is no exterior exercise/recreation area for the inmates. Inmates are escorted out of the facility to a wooden bench on the entrance patio which serves as the day room and/or the exercise and recreation area. This space is unsecured.

3. Exterior Perimeter Security
   There is no exterior security around the perimeter of the facility. There are no cameras that cover the perimeter other than the entrance door at the facility.

4. Sally Port Security
   There is no Sally port or any fenced enclosure that may serve as a Sally port. Inmates are dropped off and picked up at the second corridor door at the front entrance.

5. Building Interior Security
   Interior security of the building is adequate. Three cameras provide monitoring at the dispatch which also serves as the central control station for the detention officer.

6. Building Structure
   The detention facility is an add-on to an original fire station at this site. The original fire station is still in use. The law enforcement facility and the lunchroom/workroom were added later. The three combined add-on facilities have been detrimental to a unified envelope for the structure. The roof leaks at the two joints and is causing continuous damage.
   The structure is a block wall construction with slab-on-grade. The exterior is finished with plaster to resemble an adobe structure.

7. Building Roof
   The building roof is in disrepair. A new roof is needed.

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8. Interior Ceilings
Interior ceilings are adequate. Six stained ceiling tiles need to be replaced.

9. Interior Walls
Interior walls are of block-wall construction.

10. Interior Flooring
Interior floorings consist of painted concrete in the housing area and VCT flooring in the corridors and offices.

11. Interior Dormitory Cells
Interior dormitory cells are adequate.

12. Interior Isolation Cells
There are no interior isolation cells. The dormitory cell serves as an isolation cell if it is vacant.

13. Interior Detoxification Cells
There are no interior detoxification cells. The dormitory cell serves as a detoxification cell if it is vacant.

14. Booking and Intake Area
The booking and intake area is the main corridor that leads from the exterior to the inmates' cells. Booking is conducted at the window in the corridor which is shared by the central control station and the corridor.

15. Visitation Area
There is no visitation area for any visitors.

16. Kitchen, Food Preparation and Pantry Area
There is no kitchen, food preparation or pantry area at the facility.

17. Dining Area
There is no dining area at the facility. Inmates eat in their cells.

18. Day Room Area
There is no day room at the facility. Inmates are provided outdoor time on the wooden bench located at the front entrance patio.

19. Vocational Training Area
There is no vocational training area at the facility.

20. First Aid and Medical Assistance Area
There is no first aid and medical assistance area at the facility.

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21. Toilets and Showers
A combination sink-toilet sink unit is provided in each dormitory cell. A common shower stall is provided for the use of all inmates. The facilities are inadequate for the number of inmates at a given time.

22. HVAC System
The HVAC system provides sufficient cooling and heating. Exposed ductwork and an abandoned flue need to be repaired and covered.

23. Plumbing System
The plumbing system is in disrepair. A new hot-water tank and appropriate hot and cold water lines need to replace the existing plastic lines. The water and sanitation lines need to be replaced.

24. Lighting System
The lighting system is inadequate. New and appropriately rated light fixtures and electrical distribution is needed.

25. Electrical Power System
A 200 amps single phase service was installed in August of 2005. There is sufficient electrical power for the use of the facility. An emergency backup generator is needed. A battery-backed emergency light fixture is located in the corridor but it is uncertain if it has ever been tested.

26. IT System
The IT system is adequate. The detention/dispatch uses one computer station for the routine duties. However, the detention facility needs access to the Internet.

27. Security System
The security system is inadequate. Additional cameras for interior and exterior security are needed. Appropriate fencing is needed to create a staging and evacuation area in case of an emergency.

28. Energy Usage and Conservation
The facility does not provide energy conservation at this time. The facility requires weatherization at all doors and windows.

29. Fire Egress – Exterior and/or Secured Areas
The facility does not have signage for fire egress except for exit signs on the door. No fire drills are conducted because of a shortage of staff. The facility does not have a secure staging area in case of an evacuation during an emergency.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
The facility has one fire extinguisher and one local smoke detector, but it does not have either a fire alarm system or a sprinkler system. The facility is

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located in the same building and adjacent to the fire station and does have access to two fire trucks.

31. Building Access for Staff and Inmates
The detention staff enters through the main entrance while the inmates are escorted through the corridor door which is also located at the front entrance.

32. Hazardous Materials
The facility was added-on in 1987 at which time hazardous material such as asbestos and lead paint were not in use.

33. Handicap Access for Staff and Inmates
There are no provisions for access by staff, visitors or inmates who are disabled.

34. Potentially Hazardous Elements
Exposed plumbing and electrical wiring combined with articles of clothing can lead inmates to harm themselves. Inmates are also susceptible to inappropriate doses of prescription medications that are not monitored by a medical staff.

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Section 1

Background Information of the Laguna and Acoma Pueblos Served by the Laguna Tribal Detention Center

Laguna Pueblo[1]
Federal reservation
Keresan
Valencia, Bernalillo, and Sandoval counties, New Mexico

Pueblo of Laguna
P.O. Box 194
Laguna, NM 87026
505-552-6654
505-552-6941 Fax

Total area (BIA realty, 2004) 495,442.66 acres

Total population (2000 census) 3,815
Tribal membership (BIA, 2001) 7,825

Total labor force (2000 census) 1,288
Total labor force (BIA, 2001) 3,393
High school graduate or higher (2000 census) 79.4%
Bachelor's degree or higher (2000 census) 7.5%
Unemployment rate (2000 census) 16.1%
Per capita income (2000 census) $8,773

LOCATION AND LAND STATUS
The Laguna Pueblo is located about 45 miles west of Albuquerque in west-central New Mexico. The pueblo consists of six separate villages located along the Rio San Jose Valley: Laguna/Old Laguna, Encinal, Mesita, Paguate, Paraje (Casa Blanca), and Seama. Reservation lands total 533,000 acres in three locations, with the two smaller segments situated southwest and northwest of the main reservation.

The Village of Old Laguna was originally recognized through Spanish land grants in 1699, while studies suggest habitation well before this date. Acts of Congress in 1858 and 1869 confirmed the original Spanish land grants of all the existing New Mexico pueblos except

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for Laguna and Zuni. Laguna Pueblo's land grant was not officially confirmed and patented until November 7, 1906.

PHYSICAL DESCRIPTION
The land is semiarid and marked by buttes, mountains, and high desert terrain. Elevations range from just over 5,000 feet at the junction of the Rio Puerco and Rio San Jose, to a high of nearly 8,500 feet at the foothills of Mt. Taylor. The Detention Center is located at an elevation of 5814 feet.

GOVERNMENT
The Pueblo of Laguna's constitution was adopted in revised form in 1958 following the Indian Reorganization Act. The constitution was revised again in 1982. The tribal government consists of a 21-member council, composed of two members elected from each village and nine staff members elected at large. Terms of office are staggered, each member serving a two-year term. The council members include a governor, first lieutenant governor, second lieutenant governor, head 'fiscale', second 'fiscale', treasurer, secretary, and interpreter. The council holds meetings weekly. Additionally, each village holds a weekly meeting to determine its position on upcoming council decisions. All men 18 years of age and over are required to attend village meetings and functions. The tribal government also maintains its own judicial system. Tribal headquarters are located in Old Laguna.

INFRASTRUCTURE
Interstate 40 and the old Route 66 pass east-west through the reservation. The tribal roads department maintains the secondary roads on the reservation. Commercial air service is available at Albuquerque International Sunport, 45 miles to the east. Numerous commercial truck lines serve the reservation directly. The Santa Fe Railroad has a currently unused rail spur in the Village of Laguna, while the company offers commercial rail service in Albuquerque. Commercial bus service is available in Grants, 30 miles to the west.

Electricity - Continental Divide Electric Cooperative in Grants, New Mexico, provides electricity.

Fuel - Union Gas Company provides gas service to the reservation.

Water Supply - The tribe maintains its own water and sewer system.

Telecommunications - The reservation receives radio, television, and cable services out of Albuquerque.

COMMUNITY FACILITIES AND SERVICES
The community center and tribal offices are located in the Village of Old Laguna.

Education - Laguna Pueblo has its own department of education, created in 1992, and operates Head Start and daycare programs. The pueblo hosts the Laguna Elementary School (run by the BIA) and a newly built junior high school. Older students attend the Laguna-Acoma High School, which is operated by Cibola County. The Laguna Higher Education program assists eligible Laguna students pursuing postsecondary degrees at accredited

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institutions, as well as those pursuing certification at vocational schools. The pueblo also has a scholarship program to serve its members.

Health Care - The Acoma-Cañoncito-Laguna Hospital furnishes local health care. The Laguna Rainbow Center provides long-term care for the tribe's elderly.

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Acoma Pueblo[2]
Federal reservation
Keresan
Cibola County, New Mexico

Pueblo of Acoma
P.O. Box 309
Acomita, NM 87034
505-552-6604
505-552-7204 Fax

Total area (BIA realty, 2004) 378,262.41 acres

Population (2000 census) 2,802
Tribal enrollment (Tribal source, 2004) 4,754
Tribal enrollment (2000 census) 2,802

Total labor force (2000 census) 793
Total labor force (BIA, 2001) 1,394
High school graduate or higher (2000 census) 73%
Bachelor's degree or higher (2000 census) 8.5%
Per capita income (2000 census) $8,794

LOCATION AND LAND STATUS
The Pueblo of Acoma is located in the northwest corner of Cibola County, New Mexico. The pueblo is 120 miles from Santa Fe, 56 miles west of Albuquerque, and 15 miles east of Grants. Adjacent to the Pueblo of Laguna, the reservation spans approximately 448,037 acres. Most of the reservation lies south of I-40 between Grants and Albuquerque. The reservation includes the villages of Acomita, McCartys, Shutivaville, Anzac, and Old Acoma.

Old Acoma, or Haaku, often referred to as "Sky City" by Americans, lies atop a 365-foot mesa above the surrounding valley of sparse, dry farmland with its mixture of piñon and juniper growth. The original pueblo consists of 250 dwellings, none of which have running water or sewer service. Fewer than 50 families continue to reside in Old Acoma.

The Spanish made the original land grant to the Pueblo of Acoma on September 20, 1689. President Hayes confirmed the grant by a patent, which was issued on November 19, 1877.

CLIMATE
The area receives about 9.58 inches of precipitation each year with an average temperature range of 76°F in summer and 35°F in winter.

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[2] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

GOVERNMENT
The Pueblo of Acoma is governed by a 12-member tribal council and 5 tribal administrative officers. The tribal governor, first and second lieutenant governors, tribal secretary, and tribal interpreter constitute the tribal administration. The Acoma Tribal Administration and the Acoma Tribal Council are appointed through a traditional, cultural leadership process.

In 1863 President Lincoln presented a silver-headed cane to Acoma and several other pueblo groups in New Mexico in recognition of their political and legal right to land and self-government. Traditionally, the governors of each pueblo keep their cane as a symbol of their authority during their terms of office. Although the tribe is organized under the Indian Reorganization Act of 1934, Pueblo of Acoma chose not to adopt a constitution or charter. Acoma's traditional government serves as a stabilizing force for the community.

The Pueblo of Acoma has an established tribal court system with an independent and separate trial court. The tribal council currently serves as the appellate court. The Pueblo of Acoma is a member of the recently constituted Southwest Inter-Tribal Court of Appeals. The pueblo has adopted a business property tax and a gaming ordinance, which regulate business development for the Sky City Junction.

INFRASTRUCTURE
The pueblo is traversed by I-40. An international airport is located in Albuquerque about 60 miles to the east. Greyhound and Trailways bus companies serve the region, as do UPS and FedEx. Passenger rail service is available in Albuquerque.

Electricity - The Continental Divide Electric Cooperative supplies electricity to the reservation.

Fuel - The Gas Company of New Mexico provides gas service.

Water Supply - The tribe maintains two standard lagoon sewage systems. Recent construction of an extended aeration wastewater treatment plant on the eastern part of the reservation improved the existing system.

Telecommunications - Tribal members have access to cable television service and three local radio stations.

COMMUNITY FACILITIES AND SERVICES
Education - Educational opportunities available on pueblo lands include the Sky City Community School operated by the BIA, and the Haaku Learning Center which is a preschool education facility owned and operated by the pueblo. Acoma students also attend Cubero Elementary School, Los Alamitos Middle School, Laguna-Acoma High School, Grants High School, Santa Fe Indian School, and private schools, all of which are off the reservation. There are many postsecondary education institutions located off the reservation that serve Acoma students. Some postsecondary education students attend the Grants branch of New Mexico State University, which offers vocational and technical training.

Health Care - The Acoma-Canoncito-Laguna Hospital provides health care to tribal members from Acoma, the Pueblo of Laguna, and the Canoncito Band of Navajos. A

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dialysis center is located adjacent to the Acoma-Canoncito Laguna Hospital that serves members from the three tribes.

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Section 2

Program Review
March 8, 2006

1. Funding of Operations
   Funding is pooled into a common fund which is contributed both by the tribe as well as the BIA. Additional details could not be ascertained.

2. Funding of Repairs and Maintenance of Facility Structure
   Funds for the operation and maintenance of the facility are separate.

3. Policies and Procedures
   There are no specific policies and procedures for the facility.

4. Staffing
   There are five full-time officers and one part-time officer. Six officers on 12-hour shifts support an average population of 30 inmates. On the day of the visit, there were 23 inmates who were supervised by three officers.

5. Programs
   The facility assists the inmates to achieve the GED diplomas through the Partners in Success program. A number of community resources are available to the inmates during and after incarceration.

6. Staff Training
   Staff training could not be determined.

7. Space for Inmates On-Site
   There is a total space for 30 beds of which three beds are unusable at this time. One of the juvenile cells is out of operation and the police use two cells for storage.

8. Space for Inmates Off-Site
   Inmates are routinely sent off-site for lack of space at the facility. Juveniles are sent off-site since juveniles are not housed at this facility.

9. Staffing Capacity for the Inmates On-Site
   There is a total capacity of three officers per 12-hour shift for an average inmate population of 30. Routinely officers put in more time as a result of holidays, sick days and other unplanned contingencies that may arise leading the staff shorthanded. Salaried officers put in an extra 12 hours per week and hourly officers put in five to nine hours per week of additional time beyond the structured shift time. In addition officers also volunteer for cleanup duties and the transportation of trash.

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10. Staffing Capacity for Transportation and Escort for Inmates
Detention officers also provide for the transportation and escort of inmates for healthcare needs and transportation to other facilities.

11. Office Supplies for Staff
There is insufficient funding for office supplies for the staff. Routinely, staff use personal funds to purchase office supplies.

12. IT Equipment for Office Use
There is sufficient IT equipment for routine use in the offices.

13. IT Equipment for Communications Use
There is sufficient IT equipment for communications at the facility.

14. Personal Supplies for Inmates
There is insufficient funding for the personal supplies for inmates. The church and families provide for such needs.

15. Uniforms for Staff and Inmates
There is insufficient funding for uniforms for the staff or inmates. The staff provides for their own uniforms through their personal funds.

16. Linen for Inmates
There is insufficient funding for blankets. The families of the inmates generally provide blankets and other essentials for inmates.

17. Furniture and Fixtures for Staff and Inmates
The staff and inmates make do with old furniture. There is no institutional furniture for the inmates. The facility operates as a rehabilitation facility, which it was, prior to being converted to a detention facility.

18. Transportation Vehicles
Patrol cars are used to transport inmates.

19. Fuel for Vehicles
There is sufficient funding for fuel for the vehicles.

20. Utilities for Facility
There is sufficient funding for the utilities for the facility.

21. Hot and Cold Water for Kitchen, Laundry and Showers
Hot and cold water are available at the kitchen and the showers. There is no hot water at the laundry.

22. Adequate Lighting for Inmate and Staff Areas
There is adequate lighting for the inmate and staff areas.

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23. Ongoing Repairs and Maintenance
There are no ongoing repairs and maintenance at the facility at this time.

24. Deferred Repairs and Maintenance
The building was designed and built in 1973 as a rehabilitation center and was converted to a detention facility later.
The plumbing system needs to be replaced at the facility.
The facility needs repairs for the roof.
An appropriate control room with proper monitoring for the cameras is needed for the detention staff.
Appropriate locks are needed to secure the building.
Appropriate insulation and weatherization for the entire building are needed.
New ceilings are needed throughout the facility.
New controls are needed for the HVAC system.
Additional cameras are needed to provide sufficient coverage both, inside and outside the building.
Provisions need to be made for the staff, visitors and inmates who are disabled.

25. Medical Response at the Facility
Minimal medical response is provided at the facility. Inmates are transported to the local healthcare clinic by the detention officers. Depending on the physical time that is required for healthcare, the detention officers leave the inmates at the healthcare facility to be retrieved at a later time when the inmate is ready to return to the detention facility.

26. Booking Process at the facility
Inmates are escorted through the side door and into the hallway where a window with a countertop serves as the booking station.

27. Food Service at the Facility
Food service is adequate at the facility.

28. Kitchen and Dining Staff at the Facility
A cook serves as the kitchen and dining staff at the facility. The cook is assisted by the inmate trustees.

29. Housekeeping Staff at the Facility
Housekeeping is performed by the staff and inmates.

30. Repairs and Maintenance Staff at the Facility
Repairs and maintenance staff is shared by other facilities. Routine repairs are not performed in a timely manner.

31. Inmate Services Provided at the Facility
The facility provides assistance to the inmates with a GED diploma.

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32. Healthcare Assistance in the Community
The ACL - Acoma-Canoncito-Laguna Health Center (Public Health Services - PHS) provides behavioral health counseling and medical assistance to sick inmates.

33. Other Support Agencies in the Community
These community-based support programs are available for the use by the inmates during incarceration and after incarceration. These programs include the following:
The Laguna Services Center provides alcohol assessment, mental behavior assessment, alcohol and drug counseling and a DUI school.
The Family Services Center provides domestic abuse counseling, family enrichment counseling and parenting classes.
The Partners for Success program provides assistance with a GED program as well as assistance with job-search programs.
The Vocational Rehabilitation Program provides vocational training in the culinary arts and auto mechanics.
The Social Services Program provides assistance to children and assistance with finance to families until they can support themselves.

34. General Reasons for Detention
The general reason for apprehension and detention is the onset of drugs-related violent crime. The crime rate for this community is 153, 1018 and 16,489 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

35. Potentially Harmful Conditions and Behavior of Inmates
Inmates may harm themselves by using the surface-mounted sprinkler system in combination with articles of clothing and strings available in the shower stalls.

36. Accountability and Reporting of Incidents
Incidents are reported at a local level.

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Section 3

Facility Review
March 8, 2006

1. Exterior Site Conditions
   Exterior site condition is adequate. The facility is a public building and accessible to the general public. However, the general public does not have access to do the exterior walls and windows of the individual cells.

2. Exterior Exercise/Recreation Area
   The exterior exercise/recreation area is adequate. This area also serves as the fenced area for the use as a Sally port and a secure space for delivery trucks making deliveries to the kitchen.
   The area is enclosed with the chain-link fence topped with barbed wire and razor wire.

3. Exterior Perimeter Security
   The exterior perimeter security is adequate. Fixed cameras monitor about half the perimeter of the facility, and only that which is accessible to the inmates.

4. Sally Port Security
   There is no specific Sally port at the facility. The fenced area used for exercise/recreation is also used for a Sally port. Inmates are escorted through the side door at one end of the central corridor up to the booking window.

5. Building Interior Security
   There is minimal interior security within the building. The system of fixed-view cameras has been recently installed to monitor part of the interiors of the building. The camera monitors are at the central dispatch located within the building.

6. Building Structure
   The building consists of slab-on-grade, block-wall construction with an adobe façade. The structure appears to be in good condition for a 33-year-old building.

7. Building Roof
   The building roof needs repairs.

8. Interior Ceilings
   Entire interior ceilings are in disrepair. The ceilings have not been replaced as damage occurred resulting from age or roof leaks for the past 33 years.

9. Interior Walls
   The interior walls are of block-wall construction in the detention area.

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10. Interior Flooring
The interior flooring consists of vinyl tile and painted concrete slab. The flooring is in disrepair.

11. Interior Dormitory Cells
There are two dormitory clusters, one for the male inmates and one for the female inmates. Each dormitory cluster can house up to 12 inmates, housed in three cells, each containing four inmates.

12. Interior Isolation Cells
There is one interior segregation cell each, for the use of male and female inmates.

13. Interior Detoxification Cells
There is one interior detoxification cell each, for the use of male and female inmates.

14. Booking and Intake Area
The intake area is the extension of the central corridor where inmates are escorted through the side door. Booking is conducted at the window with a countertop in this corridor.

15. Visitation Area
There is no specific space for visitation at the facility. All visitors enter through the public entrance up to the police public counter where the police summon the detention officer.

16. Kitchen, Food Preparation and Pantry Area
The kitchen and food preparation area is adequate. The pantry is created within the dining space using temporary partitioning walls. This space is unsecured.

17. Dining Area
The dining area is adjacent to the kitchen. This area also serves as the day room, meeting room for attorneys and their clients and the vocational training area.

18. Day Room Area
There is no specific day room at the facility. A small open space with a TV set outside each of the dormitories serves as a day room for the male and the female inmates.

19. Vocational Training Area
A small space within the dining area is set aside with two computer stations that serve as the vocational training area for the inmates.

20. First Aid and Medical Assistance Area
There is no specific first aid and medical assistance area at the facility.

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21. Toilets and Showers
Toilets and showers are in disrepair. There is a combination of stainless steel toilets and sink combination units and porcelain sinks and toilets all of which are in disrepair. Roughly half of these units are in operation at this time.

22. HVAC System
The HVAC system is inadequate to serve the space. HVAC controls need to be repaired and the building needs to be weatherized to provide adequate heating and cooling.

23. Plumbing System
The plumbing system is in disrepair. The non-accessible plumbing system needs to be replaced with an alternate system of sanitation and water piping.

24. Lighting System
The lighting system is adequate.

25. Electrical Power System
The electrical power system is adequate. There is no backup emergency generator. Emergency egress lighting is provided only in the central corridor.

26. IT System
The IT system is adequate.

27. Security System
The security system is inadequate. Doors need to be secured with appropriate locks and additional cameras need to be provided. The security systems need to be integrated at the detention control station rather than the police dispatch.

28. Energy Usage and Conservation
There is no awareness for energy usage and conservation at the facility. Several windows have large enough cracks to feel an air draft. Other windows are sealed with a plastic covering to prevent air drafts. The central heating is kept at high temperature to offset the penetrating cool air from outside.

29. Fire Egress – Exterior and/or Secured Areas
Fire egress is inadequate. The physical distance for egress from the cells is excessive. Only one of the two doors in the corridor is equipped with panic hardware. The other door is padlocked with a commercial padlock. Because of the deep interior pods that provide housing, the physical space cannot be evacuated in three minutes in an emergency. There is no secure space at a sufficient distance from the building, to stage the evacuated inmates.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
Fire-life-safety systems are minimal at the facility. A retrofitted surface-mounted sprinkler system is installed at the facility. A smoke detector and a fire extinguisher were noticed at the facility. No records were found for the periodic testing for any of the life safety systems.

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31. Building Access for Staff and Inmates
The staff accesses the building through the front entrance. Inmates are escorted through the side entrance.

32. Hazardous Materials
The building was built at a time when the use of asbestos and lead was prevalent in construction. A survey for hazardous materials was conducted at one time, but no test reports were found and there were no records if abatement was performed at the facility.

33. Handicap Access for Staff and Inmates
There are no provisions at the facility for appropriate access by staff, inmates or visitors who are disabled.

34. Potentially Hazardous Elements
Inmates may harm themselves by using the surface-mounted sprinkler system in combination with articles of clothing and strings available in the shower stalls.

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Section 1

Background Information of the Colorado River Indian Tribes Reservation Served by the Colorado River Tribal Detention Center

Colorado River Indian Tribes Reservation[1]
Federal reservation
Chemehuevi, Hopi, Mohave, and Navajo
La Paz County, Arizona; San Bernardino and Riverside counties, California

Colorado River Indian Tribes Reservation
Route 1, Box 23-B
Parker, AZ 85344
928-669-9211
928-669-1391 Fax
Web site: itcaonline.com/tribes_colriver.html

Tribally owned lands (Tribal source) 269,921 acres

Population (2000 census) 7,466
Tribal enrollment (Tribal source) 3,595

Total labor force 3,252
High school graduate or higher 61.8%
Bachelor's degree or higher 9.6%
Unemployment rate 5.9%

LOCATION AND LAND STATUS
The Colorado River Indian Reservation is a federal reserve established on March 3, 1865, for the "Indians of said river and its tributaries." Reservation lands include almost 270,000 acres along both sides of the Colorado River between Parker, Arizona, and Blythe, California. The largest portion of land, consisting of 225,996 acres, is located in La Paz County, Arizona, and 42,696 acres are in San Bernardino and Riverside counties, California.

PHYSICAL DESCRIPTION
Most of the territory is characterized as low, arid desert land; however, the 45-mile corridor adjacent to the Colorado River is rich, loamy, fertile river-bottom land. Parker,

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Arizona, is located at 425 feet above sea level; the median elevation for the reservation is 413 feet.

CLIMATE
The climate for most of the entire region encompassing the CRIT reservation is that of extremely hot, dry desert. The year-round temperature averages 70°F, with summertime highs averaging well above 100°F and winter lows seldom dropping below 35°F. The highest recorded temperature at Parker, Arizona is 127°F, while the lowest ever recorded is 9°F. The area receives approximately five inches precipitation per year.

GOVERNMENT
On August 13, 1937, voting members of the CRIT approved the Indian Reorganization Act of 1934 and adopted a constitution and bylaws for governing the tribes. Jay Gould, a Mohave, was elected as the first tribal chairman on September 18, 1937. They are governed by a tribal chairman, a vice-chairman, a secretary, a treasurer, and five members, serving four-year terms. There are currently 28 departments within the tribal administration. There is also a committee system to assist the council with special needs; committee members are appointed by the council for two- or four-year terms. There are ten permanent committees, five boards, and one commission. The tribes, under PL-638, contract with the Bureau of Indian Affairs to administer key programs and services.

INFRASTRUCTURE
The reservation is adjacent to Interstate 10, which runs along its southern border. There are train, bus, and truck services available in the town of Parker on the reservation. Commercial air service is available 60 miles away in Blythe, California, and nearby at the regional Avi Suquilla Airport facility, where there is a lighted, 4,782-foot lighted, paved runway, UNICOM radio, and fuel. It is conveniently located adjacent to Interstate 95.

Electricity – The Arizona Public Service Company supplies electricity to Parker and other parts of the reservation.

Fuel – Southwest Gas Corporation provides natural gas.

The BIA/CRIT power distribution system, known as the Headgate Rock Hydroelectric Power Plant, provides electricity to the reservation and surrounding area. It was rehabilitated in the late 1990s to integrate19, 500 kilowatts of hydroelectric power into the power system, since the tribes have senior water rights to 717,000 acre-feet of the Colorado River, which is almost one-third of the allotment for the entire state of Arizona. Income from sales of electricity by CRIT Utilities and increased conservation by power customers is repaying plant construction costs. The tribe is currently working on an agreement with the Bureau of Indian Affairs and the Bureau of Reclamation to take over this power plant in 2005. Water and sewer services are provided by the tribally owned and operated CRIT Regional Water System.

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COMMUNITY FACILITIES AND SERVICES
Public Safety – CRIT has its own police force and utilizes a volunteer fire department.

Education – All students, except for a few boarding-school students, attend public schools in the area. A number of students attend off-reservation institutions of higher education. There are plans to build two new schools at Parker and La Pera.

Cultural Research Library-Museum-Archive – This facility is open to the public and located in the Tribal Administrative Center It consists of two gymnasiums, two parks, two baseball diamonds, fairgrounds, a community center, a senior park, rodeo grounds, a marina with a trailer park, beaches, cabanas, and a picnic area. There is a Senior Citizen Center as well.

Health Care – There is a 20-bed hospital in Parker, operated by the Indian Health Service, which features a laboratory and full x-ray and emergency room facilities. CRIT provides outpatient mental health services, a community health representative, and outpatient and residential alcohol services to Indian people on the reservation. There are additional hospitals in Yuma, Arizona, 125 miles south of Parker.

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Section 2

Program Review
June 6, 2006

The facility is 6018 square feet that was built in 1996. Dispatch and adult detention share space within the building. The facility was originally built to house both adult and juvenile inmates.

1. Funding of Operations
   Funding for operations is provided by a combination of the PL 638 funds and a contribution from the tribe. The PL 638 funds in the amount of $900,081.91 were used for the first six months. These funds were added to the contribution by the tribe which is roughly an equal amount and is used for the last six months of the fiscal year.
   Operations for law and order amounted to $735,299.00. Operating expenses amounted to $33,266.09, with an unfunded deficit of $94,385.21 for a total of $127,651.30. A supplementary funding was received in the amount of $54,000 which was applied towards the unfunded deficit. The PL 638 contract is due for renewal in January 2007. Funds for the detention are not separately accounted for.

2. Funding of Repairs and Maintenance of Facility Structure
   The facility was built in 1996 and is owned and operated by the tribe. It could not be determined if funding for repairs and maintenance for the facility are separately accounted for. The detention officer reported that there is no staff for the repairs and maintenance and there is no funding for the repairs and maintenance of the facility.

3. Policies and Procedures
   The policies and procedures at the facility are developed using the BIA guidelines and have been in place since 1997. These are updated every year. An FTO manual is being prepared at this time.

4. Staffing
   There are 12 full-time detention officers, only five of whom are certified. The remaining officers have been employed for less than one year. Two officers are awaiting acceptance at the training academy. There is an insufficient number of officers for the number of inmates at this facility. The facility uses 12-hour shifts and three officers are on duty at any given time on each shift. Two officers supervise the adults and one officer is assigned to the juvenile facility which is located across the fence and adjacent to this facility. Of the two officers, only one officer is at the central control station at any given time.

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5. Programs
Because of lack of space, there are no programs that are conducted for the benefit of the inmates at this facility.

6. Staff Training
The detention officers reported that it has been difficult for the officers to be accepted at the BIA Academy in Artesia. The facility is working with the State C.O.D.A program. There is a high turnover of officers at this facility because of competitive wages in the area. The starting salaries for detention officers at the state prison in Blythe, 50 miles away, is between $34,000 to $36,000 and more per year compared to $24,000 per year at this facility. Officers often leave before they get a chance to go to training at this facility. This facility provides no incentives for taking on more responsibility for developing a career in law enforcement. A senior officer at this facility who has provided 17 years of continuous service has been provided with cost-of-living increases only.

7. Space for Inmates On-Site
There are 36 beds on-site. There were 26 inmates on the day of the visit. The inmate population would be in the range of 75 to 100 inmates on an average if the negotiated releases are accounted for. The maximum number of inmates peaked on Memorial Day at 46 after negotiating releases. 85% to 90% of the inmates who are released are booked back at the facility within a week. One inmate who is 21 years old now and is presently incarcerated has been in and out of this facility since he was nine years old.

8. Space for Inmates Off-Site
Inmates are not sent off-site.

9. Staffing Capacity for the Inmates On-Site
There is a shortage of staff to serve the number of inmates that are housed at this facility.

10. Staffing Capacity for Transportation and Escort for Inmates
The detention officers provide the transportation and escort for the inmates to the court and the healthcare facility.

11. Office Supplies for Staff
There are sufficient office supplies for the staff.

12. IT Equipment for Office Use
The existing IT equipment is five years old. There is a need for two computer stations with monitors and software.

13. IT Equipment for Communications Use
There is sufficient IT equipment for the use in communications. This consists of seven radios that are alternated so that three radios are used and the remaining ones are charged during the shift.

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14. Personal supplies for Inmates
There are insufficient funds for the personal supplies and food for the inmates. Families bring in supplies and the churches donate items such as food supplies and shampoos. There is also a system of an 'on-line commissary' where each inmate is provided with a commissary account that is funded by the families. The inmates then order food and supplies by filling in a preprinted order form. The order form is processed by the detention officers, through an online ordering system. The orders are filled by a vendor and are shipped to the facility through UPS.

15. Uniforms for Staff and Inmates
There is insufficient funding for uniforms for the staff and inmates. The detention officers reported that they would rather purchase food for the inmates than uniforms. There is a need for 80 uniforms for the inmates. Each uniform is priced at $65.

16. Linen for Inmates
There is insufficient funding for mattresses and blankets. The mattresses and the blankets have been worn down with continuous use. The blankets were replaced two years ago; however, at this time all the mattresses need to be replaced. There is a need for 50 mattresses. Each mattress is priced at $125.

17. Furniture and Fixtures for Staff and Inmates
The furniture and fixtures for the staff and inmates have been in continuous use for the past 10 years and are in disrepair. There is a need for chairs, booking desk and institutional furniture for dining.

18. Transportation Vehicles
The facility uses a transportation vehicle that is in good repair and has a transportation cage.

19. Fuel for Vehicles
There is insufficient funding for fuel. Fuel for the patrol cars is provided as a priority rather than the transportation vehicle that is used by detention. These patrol cars patrol an area that spans 1250 square miles or roughly a distance that is 50 miles long by 25 miles wide.

20. Utilities for Facility
There is sufficient funding to provide for utilities of this building, the courts and probation building. The expenses for utilities are $60,000 per year.

21. Hot and Cold Water for Kitchen, Laundry and Showers
There is insufficient hot water at the cells. There is sufficient hot and cold water at the kitchen and laundry.

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22. Adequate Lighting for Inmate and Staff Areas
There is inadequate lighting for the inmate areas. Since there is no night-light in the fluorescent lighting fixtures, portable clip-on lights are provided in each cell. These light fixtures are plugged into the receptacles that provide the power to the television set in each of the dormitories.
There is inadequate lighting in the central control station and the staff offices.

23. Ongoing Repairs and Maintenance
There are no ongoing repairs and maintenance at the facility at this time.

24. Deferred Repairs and Maintenance
The facility has suffered through continuous neglect of routine repairs and maintenance over the past 10 years. The following is required at this time:
    1. Replacement of HVAC controls and rebalancing of the HVAC system.
    2. Cleaning-out of the HVAC ductwork system.
    3. Replacement of the two sliding gate operators, keypads and sensors at each of the two sliding gates at the fenced enclosure for the Sally port.
    4. Replacement of six combination sink/lavatory units in the dormitories.
    5. Replacement of all lighting fixtures in the housing units with vandal-resistant lighting fixtures with a night light.
    6. Replacement of all lenses for the exterior perimeter lighting and the lighting at the interior exercise/recreation area.
    7. Replacement of the existing roof.
    8. Repair, seal and painting of the flooring in the housing area.
    9. Replacement of the existing surveillance camera system with a new 32-camera system with high-resolution cameras with pan-tilt operation, one recording camera and four high-resolution monitors and a control console.
    10. Replacement of the electrical cell door controls with a new electronic cell door controls with manual override and a control console.
    11. Provision of an appropriate booking and intake area. Provision of a computer station with appropriate booking software.
    12. Replacement of the glazing on the two windows at the entrance, on the exterior wall with bullet-resistant glazing.

25. Medical Response at the Facility
Inmates are transported to the Indian Health Services clinic for routine healthcare needs. There is no specific area at the facility to deliver medical assistance. There are no routine checks for tuberculosis, HIV or hepatitis. There is a first-aid kit but it has not been checked for over one year. Detention officers dispense medications.

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26. Booking Process at the Facility
The booking process at the facility is poor. The booking is conducted in the corridor on an office desk/chair near the central control station. There is insufficient space to conduct an appropriate booking. The space is not private. There is no change-out space for the inmates who have to be escorted to the staff restroom. The restraining chair is located outside the facility. There is no camera that records the booking desk/chair. The ITI system software recently procured for the police and the dispatch does not serve the needs for the detention officers.

27. Food Service at the Facility
There is a congested kitchen that serves the detention facility. There are no walk-in refrigerators or freezers and there is a very small dry storage area. The kitchen provides 168 meals per day on average, which includes meals for all staff, adult inmates and juvenile inmates.

28. Kitchen and Dining Staff at the Facility
There is one cook who is certified as a food handler. He is assisted by a 'reserve cook' who provides services over the weekends and as a backup to the cook.

29. Housekeeping Staff at the Facility
Housekeeping is provided by the inmates under the supervision of a detention officer. The housing units are generally dirty and unkempt.

30. Repairs and Maintenance Staff at the Facility
There is no staff to provide repairs and maintenance at this facility.

31. Inmate Services Provided at the Facility
There are no services provided for the benefit of the inmates at this facility.

32. Healthcare Assistance in the Community
The Indian Health Services facility provides for all of the healthcare needs of the inmates. It is located about 2 miles away and inmates are escorted by a detention officer up to the facility. Inmates are also referred to the La Paz regional hospital which is located about five minutes away.

33. Other Support Agencies in the Community
There is a behavioral health services facility and a substance abuse program that is available for the inmates. However, they expect the inmates to be escorted to their facility. The facility is working with the county to arrange for assistance to the inmates regarding routine healthcare checkups and evaluations at the detention facility.

34. General Reasons for Detention
The general reason for apprehension and detention is the onset of drugs-related violent crime.

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35. Potentially Harmful Conditions and Behavior of Inmates
Ventilation grilles in the cell, posts on the bunk beds and articles of clothing could be used by the inmates to harm themselves. Inmates have also attempted to commit suicide by drinking cleaning supplies. There is no space to house a potentially suspect-behaving inmate who could be put on a suicide watch. There are insufficient surveillance cameras, which leaves a number of blind spots that cannot be monitored from the central control station.

36. Accountability and Reporting of Incidents
All incidents are reported to the Chief of Police and to the District Specialist at the BIA. There is no incident log for detention incidents and no specific format is used. Incidents are written as a memo at the central control station.

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Section 3

Facility Review
June 6, 2006

The facility is 6018 square feet and was built in 1996. Dispatch and adult detention share space within the building. The facility was originally built to house both adult and juvenile inmates.

1. Exterior Site Conditions
   Exterior site conditions are adequate except for the direct access of the general public to the two windows at the front entrance on the exterior wall. The Dispatch area for law enforcement is located behind these two windows.

2. Exterior Exercise/Recreation Area
   There is no exercise/recreation area exterior to the building. A small interior space without a roof but with a chain-link fence covering is provided. The chain-link fence covering has been breached in the past and an inmate has escaped.
   The space is too small and within the building to serve as a staging area to evacuate the inmates in an emergency.

3. Exterior Perimeter Security
   The security of the exterior perimeter is poor. There is an exterior chain-link fence topped with barbed wire and two sliding gates in the fence that are constantly kept open, for a lack of parts and repairs that are needed for the electrical gate operators and sensor mechanism for the two sliding gates in the fence.
   There are five cameras that monitor the entire perimeter. These cameras do not provide adequate coverage for all the blind spots around the perimeter of the facility. Several blind spots are created as a result of small storage sheds that are used by the facility as a result of a lack of storage space within the building.

4. Sally Port Security
   The Sally port is created within the two sliding gates in the chain-link fence. Inmates are escorted through the side door into the booking corridor. The two sliding gates are inoperative resulting in open access by the general public around the building.

5. Building Interior Security
   There are 11 cameras that monitor the interior of the building. The four low-resolution monitors for all of the cameras are located at the central control station which has suffered damage from the roof leaks above. The electrical cell door control mechanism and keyed locks are partially operative. A

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surveillance system consisting of new cameras, monitors, control consoles and cell door control mechanism is needed.

6. Building Structure
The building is a slab-on-grade, block-wall structure.

7. Building Roof
The 10-year-old flat roof is in disrepair. Plugged-up condensate drains from the HVAC units on the roof cause the water to pool on the roof and find its way through the cracks in the roof membrane. These cracks have resulted from the excessive heat and temperature swings in the area between the day and night temperatures.
Water leaks from the roof primarily over the central control station have damaged the electrical door control mechanism panel below.

8. Interior Ceilings
Hard concrete panels are used as a ceiling over the housing area and dropped 2 x 4 lay-in ceilings are used over the offices and in the kitchen.

9. Interior Walls
The interior walls consist of CMU block-wall construction.

10. Interior Flooring
The interior flooring consists of glued-on tile on concrete and carpeting in the office areas and painted concrete floor in the housing area. Flooring in the housing area is in disrepair.

11. Interior Dormitory Cells
There are six dormitories, each equipped with bunk beds and a porcelain sink and toilet.
The dormitory cells are dirty and unkempt.

12. Interior Isolation Cells
There are three isolation cells that are used as high-security cells only if needed.

13. Interior Detoxification Cells
There is one detoxification cell that has inappropriate hard surfaces all around.

14. Booking and Intake Area
There is no specific booking and intake area. Booking is conducted on a desk and two chairs that are located in the corridor leading in to the facility from the side entrance door. There is insufficient space to conduct an appropriate booking.

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15. Visitation Area
There are two visitation stations that provide independent intercom units with no audio privacy between the two visitors or the two inmates.

16. Kitchen, Food Preparation and Pantry Area
There is a small kitchen that provides for all meals for the adult inmates, juvenile inmates and the staff at the facilities. There is a small food preparation area and pantry area. Because of poor air circulation the kitchen is hot and stuffy. There is no secure cabinet for the knives and utensils that are used in the kitchen.

17. Dining Area
There is no specific dining area. Each dormitory has an institutional bench and table that are used for dining. Inmates in the high-security cells and the detoxification cell are served in the cells.

18. Day Room Area
There is no day room at the facility. Inmates are provided a television set in each of the dormitories. There is a small library in the staff conference room that is available for the use by inmates.

19. Vocational Training Area
There is no vocational training area at the facility.

20. First Aid and Medical Assistance Area
There is no specific area to render first aid and medical assistance.

21. Toilets and Showers
Porcelain toilets and sinks are provided in the dormitories. All showers in the dormitories are tiled and the mixing valves and showerheads are in good repair. There is sufficient hot and cold water.

22. HVAC System
The HVAC system is in disrepair. It is either too hot or too cold in the spaces and there is insufficient air flow within the conditioned spaces. The ductwork needs to be cleaned and all the controls need to be repaired. The entire system needs to be 'air-balanced'.

23. Plumbing System
There is one leaking toilet in the housing area. The plumbing system and the sanitary sewer system lines and fixtures are in good repair.

24. Lighting System
The lighting system is in need of repair. There is a need for appropriate vandal-resistant light fixtures which include a night-light. All lenses for the exterior perimeter lighting and the interior exercise/recreation area need to be replaced.

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25. Electrical Power System
The electrical power system consists of a pad-mounted transformer and an exterior freestanding switchboard that is rated at 400 amps at 208 Y/120 volts, three-phase four wire. The system is backed by an aging 15 KW backup generator. There is no record to indicate the frequency of weekly exercising or the monthly full-load testing of the generator. There are no battery-backed emergency egress lighting fixtures.

26. IT System
There is a need for one computer station and appropriate software for the detention officer.

27. Security System
The security system at the facility is poor. The existing surveillance camera system does not provide the interior and exterior security adequately. There are a number of blind spots that cannot be monitored and there are insufficient cameras and low-resolution monitors. The detention officers use their radios for communications for their personal security.

28. Energy Usage and Conservation
There is no awareness of energy conservation at the facility.

29. Fire Egress – Exterior and/or Secured Areas
There is a fire egress plan but there is no secured staging area at a sufficient distance from the facility for the inmates once they are evacuated.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
There are fire extinguishers that are located at appropriate locations and there is a fire alarm system with a fire alarm control panel that is located at the central control station. There are no records for routine testing of the fire alarm system. There is no sprinkler system at the facility.

31. Building Access for Staff and Inmates
The staff and visitors access the building from the front entrance. Inmates are escorted through the side entrance.

32. Hazardous Materials
There is no reported asbestos, lead paint or mold at the facility.

33. Handicap Access for Staff and Inmates
There is a restroom that may be used by staff and visitors who are disabled. There are no showers, toilets or ramps that are needed for disabled inmates who may be housed at this facility. The facility is provided with a strobe/horn system to annunciate a warning flashing light and sound an emergency horn to alert the disabled.

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34. Potentially Hazardous Elements
Ventilation register grilles in the cell, posts on the bunk beds and articles of clothing could be used by the inmates to harm themselves.

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Section 1

Background Information of the Fort Apache Reservation Served by the Fort Apache Detention Center

Fort Apache Indian Reservation[1]
Federal reservation
White Mountain Apache
Navajo, Apache, and Gila counties, Arizona

White Mountain Apache Tribe
PO Box 700
Whiteriver, AZ 85941
602-338-4346
602-338-4778 Fax
Web site: wmat.nsn.us

Total area 1,664,972 acres

Population (2000 census) 12,429
Tribal enrollment 11,702
Tribal enrollment (Tribal source) 13,556

Total labor force 3,696
High school graduate or higher 54.3%
Bachelor's degree or higher 7.4%
Unemployment rate 11%
Total housing units 3,532

LOCATION AND LAND STATUS
Located in east-central Arizona, Fort Apache Indian Reservation consists of desert foothills, canyon beds, and forested mountains where elevations exceed 11,000 feet. The federal reservation is approximately 75 miles long and 45 miles wide. The Community of White River serves as the business center for the tribe and is the location of the Bureau of Indian Affairs (BIA) agency. Residential communities are located at McNary, North Fork, Seven Mile, East Fork, Canyon Day, Cedar Creek, Carrizo, Forestdale, and Cibecue.

[1] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

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The joint White Mountain–San Carlos Apache Reservation was established by an Executive Order on November 9, 1871, and supplemented by an Executive Order on December 14, 1872. It was set aside on lands surrounding Fort Apache, a military outpost initially known as Camp Oral, designed to protect white settlers in the Arizona Territory.

PHYSICAL DESCRIPTION
Whiteriver, Arizona, the tribal headquarters, sits at an elevation of 5,280 feet above sea level.

CLIMATE
The average year-round high temperature is 71°F. The average low temperature is 38°F. The area receives just over 18 inches of precipitation annually, almost all of it (17.9 inches) falling as winter snows.

GOVERNMENT
The White Mountain Apache Tribal Council was established under the provisions of the Indian Reorganization Act of June 18, 1934, adopting a constitution in August 1938. This constitution was amended in 1958 and 1993. The elected council includes a chairperson, who presides over all Tribal Council meetings and exercises authority delegated by law, ordinance, or Tribal Council; a vice chairperson; and nine members at large elected from four districts, each serving four-year terms.

The tribe, under PL-638, contracts with the BIA to administer key programs and services.

The tribe has a legal office which acts in an advisory and ministerial, rather than in a judicial capacity, under the general supervision of the tribal attorney or the tribe's general counsel. The office falls under the daily supervision of the Tribal Chairman with duties similar to that of the attorney general of the federal or state government. The legal department advises the chief executives and departmental heads regarding questions of law touching upon their official duties. The Tribal Attorney, acting under the direction of the chairman or by Tribal Council resolution, is responsible for instituting, conducting, and maintaining all suits and legal proceedings deemed necessary for the enforcement of tribal laws and the preservation of order, tribal rights, and resources.

Tribal government has made a plethora of social services available to community members including: the Job Training Partnership Act, WIC, Weatherization, a Safety Department, Food Distribution, and Elderly Services.

INFRASTRUCTURE
U.S. Highways 60, 73, and 260 cross the Fort Apache Indian Reservation. A commercial air shuttle to Phoenix operates from an airport 10 miles from the reservation at Show Low, Arizona. There is a 6,270-foot paved and lighted runway and UNICOM radio access at the Whiteriver Airport.

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Electricity – Electricity is provided by the Navopache Electric Cooperative.

Fuel – Propane gas comes from Doxol.

Water Supply – Water is available via community systems operated by the Tribal Utility Authority. The Whiteriver Regional System handles sewage disposal.

Telecommunications – GTE West provides telephone service. The tribe operates a radio station and five cable-television channels. The tribe has its own fire and police departments.

COMMUNITY FACILITIES AND SERVICES

There are three community centers, a rodeo and fairgrounds, an indoor swimming pool, Old Fort Apache and the Cultural Center, a library, and three gymnasiums available to Fort Apache residents.

Education – In Whiteriver, there are two public elementary schools, one junior high school, and a high school, along with a branch of Northland Pioneer College. There are also three BIA schools and a Lutheran mission school. (Please see Economy and Tourism, and Recreation for additional details.)

Health Care – The Indian Health Service operates a 50-bed hospital at Whiteriver, providing a full range of inpatient, outpatient, and community health care. Emergency air evacuations to the larger facilities in Phoenix are available by contracted helicopter service. There are a number of various mental health and substance abuse treatment options available on the reservation, and there is an outpatient and emergency care clinic in Cibecue, as well as an EMS unit.

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Section 2

Program Review
June 3, 2006

The original facility consisting of 9642 sq. ft. was built in 1968. A 5836 sq. ft. addition was added on in 1988 for total of 15,478 sq. ft. The facility has 45 beds available for the housing of inmates. 56 inmates were housed on the day of the visit with an average of 70 inmates per day and a maximum count of 110 inmates housed at this facility. Thus, beginning May 5th 2006, the facility has started enforcing a strict rule to stop taking inmates when the count exceeds 90.

1. Funding of Operations
   Funds are pooled into a common account which is contributed through the PL 638 program as well as through tribal funds. Approximately $690,000 was contributed by the BIA and $860,000 was contributed by the tribal government for the detention program to at this facility.

2. Funding of Repairs and Maintenance of Facility Structure
   The BIA provides funding for the repairs and maintenance of the facility through OFMC.

3. Policies and Procedures
   The facility uses tribal policies and procedures. At this time the facility is working on incorporating the BIA Redbook. An initial draft for the Policies and Procedures for this facility was created in 1988, which was adopted by the tribe in 2004. The BIA attempted to assist with training on the policies and procedures but it was not compatible for small facilities such as this or facilities that did not have modern technology. The training was not very well developed. There were two classes and then the training was discontinued.

4. Staffing
   There are a total of 13 detention officers, only four of whom are certified. In addition, there is one individual who works part-time at the facility.

5. Programs
   The facility provides assistance with a GED program for the inmates. The Behavioral Health Group provides assessment to the inmates, including evaluations for those with suicidal tendencies. A religious group, 'Dunamis Ministries', provides counseling for the inmates. At one time the facility carried out a program for the Alcoholics Anonymous, classes in 'Anger Management' and a 'Parenting Group' all of which have been discontinued for lack of funds.

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6. Staff Training
Of the 13 detention officers, only four are certified. The Director of Detentions reported that it has been very difficult to get the remaining officers into the Academy. He has been constantly turned down with, 'application not complete'. He reported that he finds continuous roadblocks and bureaucracy which prevents him from getting his officers into the Academy.

7. Space for Inmates On-Site
There is space for 45 beds at the facility. In 1988, the facility was built with an expansion to accommodate 120 beds. Of these, 75 beds were decommissioned when juveniles were sequestered from the adults, leaving 45 beds for the adults at this facility.

8. Space for Inmates Off-Site
Adult inmates are not sent off-site. Juveniles were separated and moved to Gallup.

9. Staffing Capacity for the Inmates On-Site
The facility reported operating three work shifts with six, five and four officers on duty during every eight-hour work shift. At least one certified officer is on duty during each shift. However, there are only 13 detention officers serving the facility.

10. Staffing Capacity for Transportation and Escort for Inmates
The detention officers provide the transportation and escort of inmates to the court which is one-and-one-half miles away and to the Indian Health Services about two-and-one-half miles away.

11. Office Supplies for Staff
There are sufficient office supplies for staff.

12. IT Equipment for Office Use
There is insufficient IT equipment for the office. Four additional workstations are needed for the detention officers. Presently two computers are used for Records Management and Reporting Management. There is a need for software that could be used for the booking process.

13. IT Equipment for Communications Use
There are no radios for the detention officers to communicate with the arresting officers or as a communication device for personal security for their use within the facility. There is a need for 15 radios with push-to-talk switches, three spare radios and battery chargers to support the 15 radios.

14. Personal Supplies for Inmates
There are sufficient personal supplies for the inmates at this time. Personal supplies are furnished by the National Relief Charities in Phoenix, Arizona. They provide items such as shampoos and laundry soap for the inmates.

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15. Uniforms for Staff and Inmates
There are sufficient uniforms for staff and inmates at this time.

16. Linen for Inmates
The National Relief Charities in Phoenix, Arizona is providing blankets. A shipment of 72 blankets was recently received by the facility.

17. Furniture and Fixtures for Staff and Inmates
There is insufficient furniture and fixtures for the use by the staff and inmates at the facility. Additional institutional furniture is needed to replace the existing furniture that has been in use since 1968. Four additional workstations are needed for the staff.

18. Transportation Vehicles
The facility has two 1986 Ford vans, each of which has an inmate barrier. The facility has recently purchased a 2005 Dodge Caravan van but it lacks a cage or radios at this time. This van is used to transport inmates to the court, Indian Health Service as well as to transport juveniles to Gallup.

19. Fuel for Vehicles
Fuel for the vehicles is provided by law enforcement.

20. Utilities for Facility
The BIA - OFMC provides for the propane and electricity at the facility.

21. Hot and Cold Water for Kitchen, Laundry and Showers
Some cells do not have hot water at the shower stalls. There is hot and cold water for the kitchen and laundry. The hot-water tank is not adequately sized to support all of the hot water needs at the facility.

22. Adequate Lighting for Inmate and Staff Areas
There is adequate lighting for the inmate and staff areas at the facility.

23. Ongoing Repairs and Maintenance
The kitchen hood is being replaced at this time.

24. Deferred Repairs and Maintenance
This facility was built in 1968 and has suffered through neglect to repairs and maintenance over the last 38 years. As such there are several outstanding repairs and maintenance items that have been deferred and need to be undertaken. These include the following:
    1. Replace the exhaust fan for the kitchen hood.
    2. Replace the HVAC system for the kitchen.
    3. Replace the booster heater for the dishwasher at the kitchen.
    4. Replace the kitchen ceiling.
    5. Repair the dripping faucet in the kitchen.
    6. Finish the women's restroom for use by the kitchen staff.

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7. Replace the HVAC system including all distribution ductwork, dampers, supply and return air registers, thermostats and associated controls.
8. Repair the continuous condensate leak and/or pipe rupture on the roof that has been draining through the PVC pipe in the canale for over one year.
9. Replace all glued-on vinyl tile flooring and provide appropriate sealant and paint on the concrete surface including skid-resistant surfacing on all areas that may be subject to a water spray, throughout the housing area.
10. Repair the existing generator and transfer switch. Provide controls for the automatic exercise of the generator every week and a full load test every month.
11. Provide one male and one female shower stall equipped for the use by disabled inmates. Provide appropriate restrooms and access for disabled staff, visitors and inmates at the facility.
12. Replace existing electrical cell-doors controls console manufactured by ETI. Interface such controls console with the intercommunication system and the security surveillance camera system.
13. Replace the electrical service entrance panelboard and all associated electrical distribution system and devices.
14. Provide an appropriate Central Control Station for the detention officer instead of the makeshift provisions in the old 1968 booking room.
15. Provide eight additional cameras that will be compatible with the existing cameras. Replace existing monitors with new high-resolution monitors for the new Central Control Station for the detention officer.
16. Provide a restraint chair and a fingerprint machine for the booking station.
17. Repair three unscreened skylights.
18. Replace 24 sink/lavatory combination units.
19. Replace all above-ground plumbing lines and valves to each plumbing fixture and clean out all underground sanitary sewer lines.
20. Provide a new water softening system for the facility.

25. Medical Response at the Facility
The facility provides a minimal medical response on the premises. There is a first-aid kit that is used for minor healthcare needs for the inmates. Generally the Indian Health Services is called and responds in about 10 to 15 minutes for needs such as an alcoholic seizure. A representative from the IHS visits on Mondays for screening for sexually transmitted diseases – STD only. The inmates are not screened for tuberculosis, HIV/AIDS or hepatitis.

26. Booking Process at the Facility
The booking process at the facility is poor. Booking is conducted in the same room that was designed as a booking room in 1968. However, the original 'booking room' has since been converted into the Central Control Station for the detention officers. Booking is now conducted in a very limited space on a bench by a countertop in the central control station. There is insufficient

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space at the Central Control Station for the surveillance equipment, workstations, countertops and the physical movement of the individuals. There have been confrontations with the inmates, and officers have been assaulted in the past. Inmates may spit on the officers. The booking software system does not work. The camera in the booking area does not work. There is insufficient space to provide a restraining chair in the booking area. The booking is conducted using manual forms and fingerprinting methods.

27. Food Service at the Facility
Food services are provided at the facility using an on-site kitchen. There is no appropriate secured cabinet for the utensils and knives that are used in the kitchen. The utensils and knives are stored in an unsecured kitchen worktable drawer that can be accessed by the inmates.

28. Kitchen and Dining Staff at the Facility
The facility has the services of two full-time cooks who provide all of the meals for the inmates. Meals are precooked if a cook is not available for the evening shift. Detention officers do not provide any cooking at the facility.

29. Housekeeping Staff at the Facility
A janitor provides cleaning for the administration areas and the grounds. Inmates provide the cleaning in the housing area which is dirty and unkempt.

30. Repairs and Maintenance Staff at the Facility
Repairs and maintenance are provided by non-BIA building facility staff. In addition, three BIA staff members provide for the repairs and maintenance of 25 buildings in the area.

31. Inmate Services Provided at the Facility
The facility provides assistance with a GED program for the inmates. The Behavioral Health Group provides assessment to the inmates including evaluations for those with suicidal tendencies. A religious group, 'Dunamis Ministries' provides counseling for the inmates.

32. Healthcare Assistance in the Community
The IHS hospital provides general healthcare and dental care. The Behavioral Health Facility provides assistance with behavioral health. The Rainbow Treatment Center provides treatment for the abuse of alcohol, and the Tribal Guidance Center provides family counseling.

33. Other Support Agencies in the Community
The Tribal Social Services Center provides classes in Anger Management.

34. General Reasons for Detention
The general reason for apprehension and detention is the onset of drugs-related violent crime. The crime rate for this community is 694, 89 and 222 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

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35. Potentially Harmful Conditions and Behavior of Inmates
The inmates may harm themselves using articles of clothing, available electrical cords provided for television and radios and the screens on air vents in the cells. Inmates with suicidal tendencies are watched.

36. Accountability and Reporting of Incidents
All incidents are reported to the BIA in Phoenix, Arizona.

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Section 3

Facility Review
June 3, 2006

The original facility consisting of 9642 sq. ft. was built in 1968. A 5836 sq. ft. addition of was added on in 1988 for total of 15,478 sq. ft. The facility has 45 beds available for the housing of inmates. 56 inmates were housed on the day of the visit with an average of 70 inmates per day and a maximum count of 110 inmates housed at this facility. Thus, beginning May 5th 2006, the facility has started enforcing a strict rule to stop taking inmates when the count exceeds 90.

1. Exterior Site Conditions
   The exterior conditions at the facility are poor. The facility is located in and around the central business and residential area of the community. The general public has access up to the building through the public-access entrance and the unsecured reception window for the dispatch.

2. Exterior Exercise/Recreation Area
   The exercise/recreation area is created within the interior of the perimeter walls of the facility. There is a small fenced area on the west end of the building which is enclosed with the chain-link fence and partially topped with razor wire. This space serves as an extension of the interior yard or for the ingress and egress of the inmates. There are ramps with hand rails that provide sufficient height for inmates to climb on top and over the razor wire fence or simply walk over into the area that does not have the razor wire and climb over three barbed wires above the chain-link fence since the razor wire covers only a part of the enclosure. The remaining chain-link fence topped with three strands of barbed wire is insecure. The chain-link fence provides an illusion of security. The general public tosses rocks and other contraband from the parking lot into the interior exercise/recreation area.

3. Exterior Perimeter Security
   Exterior perimeter security is poor. There are no cameras that monitor the north or the south side of the facility. There is one camera on the east wall which monitors the fenced gate –which is always kept open, and a camera immediately above the back door entrance. There are two cameras on the west entrance and the exercise yard. There are several blind spots around the facility that are not monitored by the cameras.

   The general public who has access up to the front reception window could be detrimental to the security of the dispatch officers behind the reception window because of the large permanent opening in the bullet-resistant glass partition at the reception window. This opening is occasionally covered with

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a piece of cardboard by the dispatch officers to indicate non-availability of the dispatch officers.

The master key for the detention facility was found lying on the other side of the countertop within easy reach through this opening. Once alerted, the dispatch officers simply slid the cardboard barrier over the opening, leaving the master key in the same position and accessible to the public who could now simply move the cardboard, reach in and procure the master key.

The dispatch officers are also vulnerable to being physically harmed through the opening in the reception window.

4. Sally Port Security
There is no Sally port at the facility. Inmates are escorted through the back door into the hallway leading to the Central Control Station where a bench serves as a booking station. The arresting officer's vehicle, even though inside the fenced perimeter, is insecure since the fence gate is never closed.

5. Building Interior Security
The interior of the building is monitored with the system of 42 cameras on monitors that have very poor resolution. The camera/intercom system is unreliable and goes in and out. The electrical door controls system provided by ETI is unreliable and can cause a shutdown of cell doors during an emergency. A physical key provides for a manual override for the cell doors. The camera in the booking area monitoring the inmate does not work.

6. Building Structure
The building structure consists of a block-wall structure on a piers footing with a steel deck covered with concrete for the floor decking. There is a crawl space of about 4 feet below the sub-floor deck, throughout the facility.

7. Building Roof
The facility has a membrane flat roof that is about four years old. There have been no reported leaks through the roof.

8. Interior Ceilings
Glued-on tile ceiling is used in the offices and hard ceilings are used in corridors and the housing area. All the HVAC and lighting fixtures are surface mounted against this ceiling.

9. Interior Walls
Interior block-walls consist of a block-wall construction.

10. Interior Flooring
The housing area consists of painted concrete flooring while the offices and corridors use a glued-on tile on the concrete surface for flooring.

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11. Interior Dormitory Cells
The interior dormitory cells are in very poor condition. Most of the cells have inoperative combination sink/lavatory units. There is insufficient air movement or ventilation within the cells. There is no outside lighting in any of the cells. The cell doors are subject to being locked in place should the electrical ETI door system malfunction – which it does at times. Inmates cannot be evacuated within three minutes using the manual key/lock system at the cell doors.

12. Interior Isolation Cells
Interior isolation cells are used as detoxification cells. These cells have only a floor drain that cannot be flushed.

13. Interior Detoxification Cells
The interior detoxification cells are used interchangeably with the isolation cells. There is no padding on any of the walls in the detoxification cells.

14. Booking and Intake Area
The booking and intake area is a corridor leading to a bench located in the central control station. There is insufficient space for the functioning of an appropriate booking and intake area. The space is ill-equipped to serve either as a central control station or as a booking and intake area.

15. Visitation Area
There are two visitation stations that are available for the visitors. There is no audio volume for the intercom so the inmates and the visitors have to shout at each other to be heard.

16. Kitchen, Food Preparation and Pantry Area
There are a kitchen, food preparation area and a pantry area at the facility. The exhaust fan for the kitchen hood is inoperative. The HVAC system in the kitchen is inoperative. The booster heater for the dishwasher is inoperative. The ceilings have not been repaired after having fixed the roof leaks, over a year ago. Kitchen faucets leak continuously. All of the kitchen equipment and building systems need to be repaired.

17. Dining Area
The dining area at the facility also serves as the day room for the inmates. Inmates have access to electrical cords for the television set and surface-mounted sprinkler systems, a combination of which could be detrimental to the safety and security of the inmates. Water is provided in the dining area in recycled plastic soda pop bottles.

18. Day Room Area
There is no day room other than a dining area which was discussed earlier. This area is also used for the overflow of sleeping quarters for the inmates.

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19. Vocational Training Area
There is no vocational training area at this facility.

20. First Aid and Medical Assistance Area
There is a first-aid kit; however, inmates are routinely sent to the IHS hospital in the community. The detention officer dispenses medications. There are no routine checks for tuberculosis, HIV/AIDS or hepatitis. There is no separate room for medical exams or where someone could attend to the healthcare needs of the inmates.

21. Toilets and Showers
The old section of the facility that was built in 1968 has shower vestibules that do not have any ventilation. These areas are odorous and have growing mold up to 3 feet above the floor level.

22. HVAC System
The facility uses the original HVAC system that was installed 38 years ago. The system consists of swamp coolers mounted on the roof which are used for cooling and a propane-fired boiler that is located in a boiler room, which is used for heating. The surface mounted ductwork with occasional fans and registers serve as the distribution system. The system has not been maintained over the years and very few parts have been replaced over the last 38 years. Commercial store-bought circulating fans are used to supplement air circulation.

23. Plumbing System
The plumbing system throughout the facility is in disrepair. There is low pressure at all combination sink/lavatory units such that inmates cannot use them for drinking water. There is no hot water in several cells. Push-buttons at the sink/lavatory units are difficult to push. Because of the hard water in the area and inattention over the years, mineral salts have deposited in all of the plumbing lines, causing a deficiency in waterflow through these lines.

24. Lighting System
The lighting system at the facility is adequate. It was replaced about two years ago.

25. Electrical Power System
The facility is served by an 800 amp - 208 Y/120 V, three-phase, four wire service. This power is supplemented with a 60 KW backup generator with a 250 amp main breaker. A 200 gallon fuel tank is provided for the generator. The generator has 2883 hours on the hour meter and it was procured as a 'used' unit that was previously used for rental use. There are no records of ever having exercised the generator on a weekly basis or if a monthly load test is conducted. The generator failed to function when commercial power failed last time.

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26. IT System
The IT system at the facility is in disrepair and subject to failure. The electrical distribution that serves the facility is subject to failure.

27. Security System
The facility has a system of 46 cameras which are monitored at the central control station on very poor-quality monitors. The ETI system for the door controls for the housing units is unreliable and occasionally 'blacks out' rendering all cell doors inoperative from the central control station.

28. Energy Usage and Conservation
There is no awareness of energy conservation at the facility.

29. Fire Egress – Exterior and/or Secured Areas
The fire egress to the exterior and/or secured areas is poor and unsafe. The facility uses an electrical cell door system with a manual override that malfunctions. The backup generator failed to function during the last power outage. The facility cannot be evacuated in three minutes and there is no safe staging area to evacuate the inmates during an emergency.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
There is a fire alarm system at the facility but it could not be determined if it is maintained and tested on a periodic schedule. A retrofitted surface-mounted sprinkler system was installed; however, the surface-mounted sprinkler lines are accessible to the inmates in the corridors, day room and the exercise/recreation area, with potential for inmates to harm themselves.

31. Building Access for Staff and Inmates
The staff uses the front entrance and the inmates are escorted through the back door.

32. Hazardous Materials
Several of the shower areas are odorous and have growing mold up to 3 feet above the floor level. There are no records to indicate that the facility has been abated of asbestos and/or lead paint which was in use in 1968 when this facility was built.

33. Handicap Access for Staff and Inmates
Attempts have been made to provide ramps for access by the disabled. There are no restrooms for the use by disabled visitors or staff and there are no cells that may be used to house inmates who are disabled.

34. Potentially Hazardous Elements
Inmates may use articles of clothing, electrical cords and surface mounted sprinkler lines to harm themselves.

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Section 1

Background Information of the Hopi Reservation Served by the Hopi Correction Center

Hopi Reservation[1]
Federal reservation
Hopi
Coconino and Navajo counties, Arizona

Hopi Reservation
Cultural Preservation Office
P.O. Box 123
Kykotsmovi, AZ 86039
928-734-3000
928-734-2435 Fax
Web site: itcaonline.com/tribes_hopi.html

Total area 1,542,306 acres

Population (2000 census) 6,946
Tribal enrollment (Tribal source) 12,053

Total labor force 2,280
High school graduate or higher 71.9%
Bachelor's degree or higher 10.2%
Unemployment rate 48.5%
Per capita income $9,600

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LOCATION AND LAND STATUS
The Hopi Reservation is located in the high deserts of northeastern Arizona, approximately 65 miles north of Interstate 40. It is bounded on all sides by the Navajo Indian Reservation. The tribal headquarters are located in Kykotsmovi, Arizona, while the Bureau of Indian Affairs (BIA) agency serving the reservation is located in Keams Canyon, approximately 21 miles east of the headquarters.

By an Executive Order on December 16, 1882, the Hopi Tribe was granted approximately 2.6 million acres of land; however, they never enjoyed complete use of this allocated region. At the time of the original order, about 300 Navajos lived within

[1] Excerpts provided under license and permission to Shubnum, from Tiller Research, Inc. Tiller's Guide to Indian Country: Economic Profiles of the American Indian Reservations, 2005 Ed.

the region's boundaries, and over the years, as the Navajos settled closer and closer to Hopi villages, conflicting claims were pursued in court. In 1936, as part of a stock-reduction plan to address overgrazing, the BIA divided the Hopi and Navajo reservations into 18 land-management and grazing districts, which left the Hopis with exclusive rights to only about one-fifth of the original allocation (District Six). Legal maneuvering over land rights has continued up to the present time. In 1962, the U.S. Supreme Court ruled that, except for District Six, the two tribes had equal rights to the land. The Navajo-Hopi Land Act Settlement, passed by Congress in 1974, led to the partitioning of the land. Subsequent rulings, including that by the U.S. District Court of Arizona in 1992, continued the process of repartitioning the original allocations. As of 1994, original Hopi holdings have been reduced by more than a million acres.

The Hopi villages are located atop either on the First Mesa, Second Mesa, or Third Mesa, situated on or below rocky promontories extending southwest from Black Mesa. They overlook five drainages, or washes: Jeddito, Polacca, Oraibi, Dinnebito, and Moenkopi. The villages of Hanoki (Hano or Tewa), Sitsomovi (Sichomovi), and Waalpi (Walpi) are located atop First Mesa, about 11 miles west of Keams Canyon, and the community of Polacca is located below. First Mesa villages are world-renowned for their hand-coiled, white pottery. Second Mesa is home to three villages: Musungnuvi (Mishongnovi), Supawlavi (Shipaulovi), and Songoopavi (Shongopovi). The population on Third Mesa is centered in the communities of Orayvi (Oraibi), Kiqotsmovi (Kykotsmovi), Hoatvela (Hotevilla), and Paaqavi (Bacavi). Munqapi (Moencopi) is also considered a Third Mesa village. Every village is separate and autonomous.

PHYSICAL DESCRIPTION

The northern part of this 4,000-square-mile reservation is composed of steep mesa and valley terrain, ranging from 4,700 to 7,800 feet in elevation. The southern part is characterized by wide, rolling valleys and semidesert grasslands and scrub. Mesa tops are often dotted with piñon and juniper woodlands, where deer, antelope, bobcats, badgers, coyotes, rabbits, and reptiles roam abundantly. Most of the Reservation is open land used for grazing and livestock production.

CLIMATE

Temperatures have been recorded for Keams Canyon, 21 miles distant, where the average year-round high temperature is 66°F. The average year-round low temperature is 34.5°F. The semiarid area receives just over 10 inches of precipitation annually, and10 inches of snowfall.

GOVERNMENT

The Hopi Tribal Council was established under the Indian Reorganization Act of 1934, and the first tribal constitution was adopted December 19, 1936. The council, largely inactive for the next 15 years, was reconstituted in 1950 and finally given federal recognition in 1955. Today the council is composed of a chairman and vice president, each serving four years, and council members serving two years. Council members come from four different districts: First Mesa, Second Mesa, Third Mesa, and the Moenkopi District. The council meets quarterly, on the first day of December, March, June, and September.

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While the tribal council represents Hopi people in external matters, the 12 Hopi villages remain quasi independent. Only one village has adopted a constitution and established a western form of government, with the remaining 11 villages varying in the degree to which they adhere to the traditional Hopi form of governance. Oraibi remains strictly traditional. Some villages have blended traditional practice with western governing policies by maintaining a village chief or leader (Kikmongwi), but also having representation on the tribal council. The council office is in Kykotsmovi. Like the United States government, Hopi government has an executive branch, a legislative branch, and a judicial system with many teams and departments to provide services and to oversee various functions of daily life on the reservation. The tribe, under PL-638, contracts with the Bureau of Indian Affairs to administer key programs and services. The more traditional style of Hopi government is based on the divine plan of life laid out by Maasau, the Guardian of the Fourth World. In this mode of governing, each village is a complete and independent entity, wherein the village leader is also the head of all religious and nonreligious authority. The kikmongwi controls all village and clan lands, with community consensus keeping individual authority in check. A council of hereditary clan leaders acts as advisors to the kikmongwi, interpreting religious and cultural teachings and influencing ceremonial events and the personal behavior of each clan member.

INFRASTRUCTURE

Arizona State Highway 264 runs east-west through the heart of the reservation. U.S. Interstate 40 passes east-west due south of the reservation, from which State Highway 77 cuts north directly to the reservation. U.S. 89 from Flagstaff intersects Highway 264, as does U.S. 160, on the north side of the reservation.

The Turquoise Trail Highway connects Hopi villages to the Black Mesa and Kayenta mine complex, The Black Mesa and Lake Powell Railroad, an isolated 78-mile single transient, connects the mines and the Navajo Generating Station power plant near Page, Arizona. It operates nearly 24 hours a day. Polacca Airport, two miles west of the village of Polacca, has a 4,200-foot paved lighted runway; other air services are available in Holbrook, Winslow, and Flagstaff. Holbrook, about 75 miles from the reservation, has commercial train and bus service.

Electricity – The Arizona Public Service Company provides electricity to the reservation.

Fuel – Amerigas, Ikard Newsom, and Ferrell Gas provide propane services.

Water Supply – There are four subsurface aquifers on Black Mesa. Wells tapping the N-aquifer are the sole source of drinking water for Hopi villages. Water for livestock and wildlife comes from springs, stock ponds, and wells tapping shallower aquifers. The U.S. Public Health Service and the Navajo Tribal Utility Authority provide water and sewage service.

Telecommunications – Universal Telephone and Navajo Communication supply telephone service.

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COMMUNITY FACILITIES AND SERVICES

The reservation has both a weekly and a biweekly newspaper. Residents can receive several television and radio stations from Flagstaff, Tuba City, Winslow, and Holbrook.

Education – There are six elementary schools, a junior high school, and a high school located on the reservation. There is a boarding school in Keams Canyon, and Northland Pioneer Community College serves 17 communities within Navajo County. Northern Arizona University offers community college and university courses via satellite and television. The Hopi Tribal Grants and Scholarship Program established a $10 million Education Endowment Fund in 2001 and provides tuition assistance to approximately 450 students attending regionally accredited colleges and universities annually, while the Hopi Adult Vocational Training Program annually funds about 45 students pursuing vocational and technical training.

Health Care – The Hopi Health Care Center at Polacca and a full-service hospital in Tuba City provide health care, offering everything from emergency care to optometry and dental services. U.S. Indian Health Service contracts to furnish the tribe with mental health services, alcoholism rehabilitation, substance-abuse programs, and administrative support services.

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Section 2

Program Review
July 14, 2006

This facility was built 26 years ago in 1980 as a rehabilitation center, to house both adults and juveniles. The facility was later converted into a detention facility. At yet a later date, the facility was converted into an all-adult detention facility since it did not have appropriate separation of sight and sound to accommodate juveniles. Housing for juveniles was discontinued. Subsequently the facility was converted to a '72-hour booking and holding' facility. The inappropriate use of the facility as an adult detention facility is evident. The facility is shared with the Police and Dispatch. Inmates are sent to the Coconino County detention facility for long-term housing.

1. Funding of Operations
   This is a BIA facility with 100% of funding from the BIA. There is no tribal contribution to the operations of this facility.

2. Funding of Repairs and Maintenance of Facility Structure
   The BIA provides for all funding for the repairs and maintenance of this facility.

3. Policies and Procedures
   The facility uses a customized policies and procedures manual that was derived from the guidelines of the Redbook from the BIA. These customized policies and procedures were sent to District 3 three years ago but no formal approval has been received. The facility uses 'common sense and past experience' in lieu of the approved policies and procedures.

4. Staffing
   There are six detention officers, all of whom are certified. The facility operates on five shifts that utilize one detention officer per shift. The shifts are staggered so that two detention officers are on duty for a part of the day shift and a part of the swing shift. A similar staggering of shifts also allows two detention officers to be on duty during the weekend. There is a shortage of staff and the facility is overwhelmed if even one officer reports sick or needs to take some time off.
   There are one cook and two food service handlers who support the food service at this facility.

5. Programs
   There are no programs offered for the benefit of the inmates.

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6. Staff Training
Because of a shortage of staff, officers never leave to go for additional training.

7. Space for Inmates On-Site
The facility is used as a booking and holding facility at this time. There is capacity for 68 beds and an additional capacity for six individuals in the detoxification cells.

8. Space for Inmates Off-Site
The facility has contracted out for 60 beds and the Coconino County detention facility. At $34 per inmate per day the 60-bed contract works out to $744,700 per year. At this time there are 35 inmates who are housed at this off-site facility.

9. Staffing Capacity for the Inmates On-Site
There is a shortage of staff at the facility. The facility has attempted to recruit detention officers, but with a very poor response. While there are a lot of applicants in the initial recruiting stage, very few qualify past the background check. The background check takes a long time, which often discourages new applicants. Recently three potential candidates were selected, of which one has since declined while he awaited the background check. It is unlikely that the remaining two candidates will reach full employment at the facility.
At this time there are six full-time detention officers at the facility.

10. Staffing Capacity for Transportation and Escort for Inmates
The detention officers provide escort and transportation of the inmates. The Coconino County detention facility is approximately 2 ½ hours away in travel time each way, which uses up roughly the whole day of the transportation officer's time for the delivery or return of one inmate.

11. Office Supplies for Staff
There are sufficient office supplies for staff at this time.

12. IT Equipment for Office Use
There is sufficient IT equipment for the use by officers at this time. Computer stations and associated software were provided by the tribe. Spillman software system was installed in October 2005 and is presently used for the booking process only. The remaining logs for daily activities are maintained manually.

13. IT Equipment for Communications Use
There are four handheld radios (without a microphone) that are used by the detention officers. There is no intercom system between the cells and the central control station.
Officers have to shout loudly if they need to summon help. There is a need for eight radios with push-to-talk switches, battery chargers and batteries.

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14. Personal Supplies for Inmates
Personal supplies for inmates are adequate.

15. Uniforms for Staff and Inmates
The staff uses personal funds to purchase their own uniforms, boots and duty equipment. The last time such items were funded was three years ago.

16. Linen for Inmates
They are sufficient blankets, mattresses and towels for inmates.

17. Furniture and Fixtures for Staff and Inmates
Furniture and fixtures for staff and inmates are in disrepair. The aging furniture and fixtures were furnished 26 years ago. Unsecured plastic lawn chairs and folding tables are in use. Furniture and fixtures for the inmates need to be replaced with institutional furniture. Desks and chairs used by the staff are in disrepair and need to be replaced.

18. Transportation Vehicles
One truck with a camper shell and a transportation cage is used as a primary transportation vehicle. There is an additional van that has been equipped for transportation but it lacks a transportation cage and is generally not used for transportation. This van has several utility repair tools such as two lug nut wrenches and other utility tools that may be used as weapons by the inmates during transportation. An additional transportation van has been placed on order and is expected to be delivered soon.

19. Fuel for Vehicles
There is insufficient funding for fuel for the vehicles and officers are requested to reduce the use of vehicles at times.

20. Utilities for Facility
There is sufficient funding to pay for the utilities at the facility.

21. Hot and Cold Water for Kitchen, Laundry and Showers
There is sufficient hot and cold water for the kitchen, laundry and showers. The water pressure is very low at the kitchen, laundry, showers, sinks and toilets.

22. Adequate Lighting for Inmate and Staff Areas
Lighting is inadequate in the inmate housing area. There are no night-lights in the light fixtures. Lighting in the staff areas is adequate.

23. Ongoing Repairs and Maintenance
There are no ongoing repairs and maintenance at this time for lack of funds. There is a total $7,000 left in the budget for repairs and maintenance for the current fiscal year and this amount is being retained as a 'contingency' for unforeseen needs.

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24. Deferred Repairs and Maintenance

The facility has suffered from a lack of routine repairs and maintenance over the last 26 years. As such there are a number of items that need attention, which include:

1. Replace the electrical distribution system.
2. Replace all existing light fixtures with vandal-resistant light fixtures and night lights.
3. Provided appropriately sized backup generator.
4. Replace the fire alarm system to provide full coverage of the facility.
5. Replace the two sprinkler heads at the sprinkler system located in the laundry and provide a new sprinkler system at the facility.
6. Repair the flue for the dryers at the laundry which is located in the garage.
7. Replace the existing kitchen hood fire-suppression system.
8. Replace the electrical cell doors mechanism to prevent malfunction of the cell door locks during the operation of swamp coolers.
9. Replace the existing electrical cell door lock control console and the existing electrical door controls with new electronic cell door mechanism and manual overrides.
10. Provide a separate storage area for the storage of flammable chemicals.
11. Provide a separate storage area for evidence.
12. Provide a new boiler and hot water tank.
13. Provide a new camera system with 32 cameras with zoom, pan and tilt and two recording cameras. Provide four high-resolution monitors.
14. Provide all provisions for the use of the facility by disabled staff, visitors and inmates.
15. Provide a secure staging area sufficiently separated from the facility, for the evacuation of inmates during an emergency.
16. Provide appropriate sliding fence gates, fence gate operators, keypads and sensors to secure the perimeter fence.
17. Repair all roof leaks in the metal roof. Provide new flashing and seal around all the penetrations of the roof-mounted HVAC equipment and roof-mounted swamp coolers.
18. Repair the facility block-wall structure and stabilize the settling foundation.
19. Replace existing block-wall partitions with filled-in and grouted block-wall partitions.
20. Repair all existing door hardware with new secure door hardware in non-housing areas.
21. Replace all aboveground plumbing water lines and clean all underground sanitary sewer lines.
22. Replace 16 existing combination sink/lavatory units.
23. Provide appropriate security fence topped with razor wire and provide minimum secured fence gates that are monitored by cameras.
24. Replace all existing HVAC units, swamp coolers and associated controls and control wiring.
25. Replace all plexiglass windows with bullet-resistant windows at the dispatch and central control station.

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25. Medical Response at the Facility
There is a small room to provide medical response and medications at the facility. There is no routine testing for HIV or hepatitis. Inmates are tested for tuberculosis once every year. The emergency service of the Hopi Health Care center is called for all healthcare needs. The emergency service responds in less than 10 minutes.

26. Booking Process at the Facility
The booking process is insecure and conducted in the corridor through the window that opens into the central control station. A non-recording camera monitors the process. The Spillman software system is used for bookings and releases; however, Dorothy Fulton at the BIA requested that the logs continue to be maintained manually. Thus a system of manual logs is maintained for daily events rather than using the Spillman system.

27. Food Service at the Facility
Food service is very poor and is provided through the kitchen at the facility. Eight inmates in the dining hall reported concurrently that they are hungry and that the food is very soupy and generally consists of noodles, pasta, spaghetti and sauces with very little or no meat. It was noted that the food is very heavy on carbohydrates and lacks protein. The cook and the detention supervisor indicated that 1200 calories are provided to each inmate per day, which was contrary to the posted nutritional menu at the facility.
The kitchen/food budget is approximately $2500 every two weeks or roughly $5,000 per month regardless of the number of inmates at the facility. The facility can house up to 36 inmates on an average day. There were 22 inmates on the day of the visit.
The cook indicated that he stretches out the food dollars, which at times can get down to as low as $90 in the outstanding credit account with the suppliers. The detention officer reported that she and the cook have brought food using their personal funds, to feed the inmates. Both the detention officer and the cook reported that they are underfunded for the food. They reported that they have complained to the District Supervisors who have responded that they do not have enough money.
Upon further inspection 60 pounds of meat was observed in the freezer. The cook indicated that he may be able to stretch it for two weeks (30 inmates for lunch and dinner = 60 meals per day x 14 days = 840 meals) depending on the number of inmates at the facility.
There has been one food fight in the past. The detention officer and the cook are expected to feed all of the inmates on a fixed food budget, regardless of the number of inmates at the facility.

28. Kitchen and Dining Staff at the Facility
There is one cook and two food handlers who serve as the dining staff at the facility.

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29. Housekeeping Staff at the Facility
The inmates provide for all the cleaning in the housing unit and the staff cleans the offices.

30. Repairs and Maintenance Staff at the Facility
The facility manager with a staff of four provides for all the repairs and maintenance for all BIA buildings in the area. The facility manager reported a shortage of funds, indicating that only $7,000 is left for repairs and maintenance for the remaining 10 weeks in this fiscal year. So as to set aside these funds for contingencies, funding for all repairs and maintenance has been stopped for this fiscal year.

31. Inmate Services Provided at the Facility
There are no services for the benefit of inmates at this facility.

32. Healthcare Assistance in the Community
The Hopi Healthcare Center provides healthcare assistance in the community. This center is located about 10 minutes away from the facility.

33. Other Support Agencies in the Community
There are no additional structured support agencies in the community.

34. General Reasons for Detention
The general reason for apprehension and detention is the onset of drugs-related violent crime. The crime rate for this community is 222, 14 and 42,417 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

35. Potentially Harmful Conditions and Behavior of Inmates
Inmates may harm themselves by using articles of clothing, holes in the bunk bed pans, surface-mounted sprinkler lines in the laundry, available kitchen utensils and knives from the kitchen drawer and utility tools from the transportation van.

36. Accountability and Reporting of Incidents
All incidents are reported to the BIA.

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Special Note
The detention officer reported that they often buy office supplies and toiletries for inmates using their personal funds. They do not ask for reimbursement for fear of reprimand – that they will 'get written up' by the District Supervisor. The detention officer reported that she 'got brave' at one time and submitted two items for reimbursement in the approximate amounts of $50 and $38 for items that she had purchased for the inmates at WalMart/Sam's Club in Flagstaff. She has never been reimbursed from the District. The District Supervisor squelched the request for reimbursement.
She reported that she has spent her personal funds up to a maximum of $200 at a given time for items that were needed by the facility. Because of fear of reprimand, she has not been submitting for reimbursement.

Section 3

Facility Review
July 14, 2006

This facility was built 26 years ago in 1980 as a rehabilitation center, to house both adults and juveniles. The facility was later converted into a detention facility. At yet a later date, the facility was converted into an all-adult detention facility since it did not have appropriate separation for sight and sound to accommodate juveniles. Housing for juveniles was later discontinued. Subsequently the facility was converted to a '72-hour booking and holding' facility. The inappropriate use of the facility as an adult detention facility is evident. The facility is shared with the Police and Dispatch. Inmates are sent to the Coconino County detention facility for long-term housing.

1. Exterior Site Conditions
   The exterior site conditions are poor. The general public has relatively easy access to perimeter of the facility.

2. Exterior Exercise/Recreation Area
   The exterior/recreation area consists of a chain-link fence topped with razor wire. The space is seldom used for its intended purposes because of a lack of surveillance cameras with appropriate coverage and a shortage of staff to monitor the inmates.

3. Exterior Perimeter Security
   The exterior perimeter security is minimal. While there is a chain-link fence around half of the facility, the two fence-gates are normally left open such that the general public has access up to the perimeter walls of the facility. The side door leading to the exterior from the kitchen area does not have a tumbler in the door-locking hardware mechanism. The door cannot be locked. The grouting between the CMU blocks in the hollow core block-wall around the perimeter has been scraped out by the inmates, to permit removal of the blocks and create openings from the cells. Once outside the perimeter walls of the facility, there is no security barrier stopping an inmate from walking away.
   There are a number of blind spots created by a number of corners and decorative winged buttresses around the perimeter of the facility, such that the cameras are unable to monitor the entire perimeter. A number of inmates have escaped over time.

4. Sally Port Security
   There is no Sally port. Inmates are escorted around the facility through one of the two garages in the back. There is a fenced area enclosing the garages, which creates an illusion of a secured area. The sliding gate in the fence is

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normally kept open. The fenced enclosure includes a number of Conex boxes and temporary wooden enclosures that are used for the storage of 'chemical flammables' and 'evidence'. One of the garages is used as a laundry that houses both washers and dryers. Inmates provide the duties at the laundry. The open laundry (garage) door and the unlocked fence gate provide an easy 'walk-away' of the laundry-duty inmate from the facility.

5. Building Interior Security
The interior security of the building is very poor. There is a system of 16 cameras that have a very low resolution and many with smudged lenses. The cameras do not have zoom, pan or tilt capability and are not in sufficient numbers to provide a complete coverage for the interior and exterior of the building. There is no recording camera at the booking station. There is no intercom system between the cells and the officers on duty. The officers do not have a radio with push-to-talk switches. The interior cell doors are electrically operated with the mechanical override. Several cell doors are inoperative electrically and it is not known if the remaining cell doors will operate electrically should there be an emergency.

6. Building Structure
The building consists of a block-wall construction with a slab-on-grade. The physical building foundations are settling. This settlement is causing 45° stress separation of the exterior block-wall at a number of locations. The maintenance staff has attempted to fill in the cracks or cover them with sheets of plywood. Such measures will not stop the continuing settlement. The perimeter block-wall is hollow and has been detrimental to the continued security of the inmates.

7. Building Roof
The building consists of a pitched metal roof. There have been a number of leaks at the flashings from the overflowing drain pans from each of the plugged-up overflow drains at the swamp coolers. The soffits consist of thin sheet steel that is susceptible to inappropriately secured light fixtures. These light fixtures in the soffits can be pushed out creating openings that are open to the attic space below the pitched roof. The attic space is accessible from within the building through unprotected openings in the ceiling.

8. Interior Ceilings
The interior ceilings consist of sheetrock ceilings in offices and the dormitories. Hard concrete panel ceilings are installed in individual cells and the detoxification cells. In the past inmates have removed light fixtures, damper louvers, air registers and security bars to create openings in the interior ceilings and exterior soffits through which they have escaped.

9. Interior Walls
The interior walls consist of hollow CMU block-wall. Inmates have escaped by scraping out the grouting and mortar of the perimeter walls, two sides

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part of which were helped by the 'separation cracks' from the settling foundations.

10. Interior Flooring
The interior flooring consists of vinyl tile on concrete floor. Except for the flooring at one dormitory which was recently refurbished, the remaining flooring is worn down and in severe disrepair.

11. Interior Dormitory Cells
The interior dormitories were originally designed for a rehabilitation center. They have 5-foot high hollow block-wall partitions that were built to create 'private spaces' for individual beds within the dormitory. These 'private spaces' are now furnished with double bunk beds, whose corner posts could be used by the inmates to harm themselves. The hollow CMU blocks in the partitioning block-walls have been loosened by the inmates. These freed-up concrete blocks in the dormitory now create a weapon that could be used by the inmates.

12. Interior Isolation Cells
The interior isolation cells have plexiglass walls and cell doors that are very difficult to roll open or shut on their roller channels. The keys are difficult to twist in the locking hardware. The sink/lavatory combination units do not have sufficient water pressure for the inmates to get a drink of water.

13. Interior Detoxification Cells
The interior detoxification cells consist of one plexiglass wall and hard surfaces on the remaining walls. The sink/lavatory combination units do not have sufficient water pressure for the inmates to get a drink of water.

14. Booking and Intake Area
The booking and intake area is insecure and inappropriate. Booking is conducted in the corridor/open space through a window at the central control station. Inmates spit on the detention officers during the booking while the detention officers are unaware of any infectious diseases that the inmate may be carrying. The camera cannot record the booking process. There is no restraining chair nearby.

15. Visitation Area
There is a small visitation area that allows communications through an intercom system.

16. Kitchen, Food Preparation and Pantry Area
The kitchen has very poor air circulation and almost no cooling. The kitchen staff generally leaves the exterior door open for cooling and ventilation since the kitchen is very hot and stuffy at most times. There are insufficient secured cabinets to store all knives and utensils.

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17. Dining Area
The dining area has very poor air circulation and almost no cooling. All air vents at the ceiling registers were found to be in the closed position. No air circulation was observed even when all the vents were opened and the outside air temperature was 94°F.

18. Day Room Area
There is no day room for the facility. Small common spaces outside a cluster of three cells are used as a day room for the inmates who occupy those cells. Plastic lawn chairs are used as furniture in the day rooms.

19. Vocational Training Area
There is no vocational training area at the facility.

20. First Aid and Medical Assistance Area
There is a small first aid and medical assistance area at the facility. A small refrigerator is provided for medications. A screened medicine dispensing window is provided. There is no physical barrier between the screened window and the officer inside. There were no medications in the refrigerator at the time of the visit.

21. Toilets and Showers
All toilets fixtures in the combination sink/lavatory units are slow to flush. The timing mechanism of the shower push-buttons are inoperative forcing a constant push for continued water from the shower head.

22. HVAC System
The HVAC system consists of a number of roof-mounted swamp coolers several of which are inoperative. The thermostat controls are inoperative. The humidity caused by the non-tempered moist air from the swamp coolers renders many of the cell door mechanisms to be inoperative. Most of the housing area is devoid of any air circulation or cooling.

23. Plumbing System
The plumbing system is in disrepair. The openings in the water pipes have been reduced over time with the buildup of mineral salts that resulted from not having any water softeners to neutralize the salts. The water pressure at all sink/lavatory units and showerheads is very low. The water pressure is low enough that inmates cannot use the water faucets at the sinks for drinking or washing.
The flue from the dryers located in the garage is disconnected and needs to be repaired.

24. Lighting System
The lighting levels in the housing units are low for lack of replacement lamps. Light fixtures are not vandal-resistant and inmates have successfully removed light fixtures in the past to escape through the openings.

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25. Electrical Power System
There is sufficient capacity for the electrical power system; however, there is insufficient electrical distribution within the facility. A battery-backed emergency egress lighting system is provided. However, there is no record of routine testing for the system.

26. IT System
There is adequate hardware for the amount of IT use at the facility. The facility uses a combination of IT and a manual system for their operations.

27. Security System
There is a lack of sufficient security systems at the facility. There is a system of 16 cameras with very poor resolution and insufficient coverage and one monitor into central control station. There is no intercom system between the cells and the central control station.

28. Energy Usage and Conservation
The facility uses low energy which results from a fairly minimal HVAC system, a large thermal mass from the block-wall construction and an attic space.

29. Fire Egress – Exterior and/or Secured Areas
The interior cell doors are electrically operated with a mechanical override system. Several cell doors are inoperative electrically and it is not known if the remaining cell doors will operate electrically should there be an emergency. The cells with inoperative cell doors are not used at the present time.
Because of the egress traffic patterns and the manually keyed locks that have to be physically unlocked, the facility cannot be evacuated in three minutes. One inmate was left in his isolation cell during a recent fire emergency evacuation. This evacuation took between eight to nine minutes, which is unacceptable.
There is no acceptable secured staging area at a sufficient distance to evacuate all of the inmates in an emergency.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
There are a fire alarm system and fire extinguishers that are located at appropriate locations. A limited fire sprinkler system with two sprinkler heads is located in one of the garages that house the laundry. There is no record of routine testing for these systems.

31. Building Access for Staff and Inmates
The facility staff accesses the building from the front main entrance. The kitchen staff uses the side door. Inmates are escorted through the back door in the garage.

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32. Hazardous Materials
The building was built in 1980 and as such there is no reported asbestos or lead paint. There are no signs of growing mold.

33. Handicap Access for Staff and Inmates
There is a ramp with handrails at the front entrance. However, there are no provisions for disabled staff, visitors or inmates at the facility.

34. Potentially Hazardous Elements
Inmates may harm themselves by using articles of clothing and corners of the double bunk bed or holes in the steel bedpan of the single bunks.

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Section 1

Background Information of the San Carlos Apache Reservation Served by the San Carlos Detention Center

San Carlos Apache Reservation[1]
Federal reservation
San Carlos Apache
Gila, Graham, and Pinal counties, Arizona

San Carlos Apache Tribe
P.O. Box "0"
San Carlos, AZ 85550
928-475-2361
928-475-2492 Fax
Web site: http://www.itcaonline.com/tribes_sancarl.html

Total area 1,826,541 acres

Population (2000 census) 9,385
Tribal enrollment 8,921

Total labor force 2,679
High school graduate or higher 37.7%
Bachelor's degree or higher 2.8%
Official Unemployment rate 16.4%
Unofficial Unemployment rate 82%
Official Per capita income $5,200
Unofficial Per capita income – Ranges from $1 to $2 per person, per day

LOCATION AND LAND STATUS
The San Carlos Apache Reservation includes approximately 2,896 square miles of south-central Arizona, 20 miles east of the town of Globe and about 100 miles west of the metropolitan Phoenix area. The town of San Carlos, off State Highway 70, is the population center and the location of the tribal headquarters.

An Executive Order on November 9, 1871, established a joint White Mountain–San Carlos Indian Reservation. The two tribal entities were partitioned into separate

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reservations along the Salt River by an Act of Congress on June 17, 1897. The San Carlos Reservation lands were increased by an Executive Order on December 14, 1972.

PHYSICAL DESCRIPTION
Renowned for its natural beauty, this immense reservation ranges from low plains and rolling desert hills dotted with saguaro cacti, to piñon pine forested, high-mountain terrain. The elevation at San Carlos, the tribal headquarters is 6,040 feet.

CLIMATE
Due to the large land mass and varying topography, the potential for different weather systems on the reservation is great. The average year-round high temperature at San Carlos is a moderate 68°F. The average year-round low temperature is 37°F. The area receives almost 19 inches of precipitation annually, with approximately 12 inches of that falling as snow.

CULTURE AND HISTORY
World-renowned basket weavers, the San Carlos Apaches are a branch of the Athabascan peoples who migrated to the Southwest from the interior of Alaska and Canada, probably about the tenth century. Athabascan languages are still spoken by peoples in the north, as well as, by a few small groups in northern California. Today, the tribe is composed of members from many different Apache bands, such as the Aravaipas, Chiricahuas, Coyoteros, Mimbrenos, Mogollons, Pinalenos, San Carlos's, and Tontos. It is the seventh largest reservation in the nation in terms of population and the largest in land mass.

The reservation and tribe were named for their location near the intersection of the San Carlos and Gila Rivers, where the United States Army had established a military fort. Although greatly feared by Anglo settlers in the area during the mid-nineteenth century, the Apaches were ultimately forced from their land and onto the reservation, which was established in 1871. It was to this lonely outpost that the great Chief Cochise was taken after his surrender in 1873, and it was from this location that Geronimo led his escaping followers to freedom. After the discovery of copper and silver in the Miami and Clifton-Morence areas, the United States government took back large areas of the reservation five different times by 1902. The repossessed land was eventually given back in 1972.

GOVERNMENT
The tribal government, formed as a result of the Indian Reorganization Act of 1934, is governed by an elected council representing four districts that operate under a written charter (which was ratified in 1955) and a constitution (which was adopted in 1936, revised in 1954, and amended in 1984). The council has a chairman, a vice chairman, an appointed treasurer and secretary, and nine elected district representatives, each representing one of four districts, all serving four-year terms. The Bylas district elects three council members, while Gilson, Peridot, and Seven Mile districts elect two members each.

The tribe, under PL-638, contracts with the Bureau of Indian Affairs to administer key programs and services, such as the tribal court system, which includes tribal judges and the San Carlos Tribal Police Department to enforce ordinances. Additional tribal

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departments manage the community's economic, educational, legal, health, and cultural affairs.

INFRASTRUCTURE

U.S. Highway 70, a primary scenic route between Phoenix, Arizona and Lordsburg, New Mexico, bisects the reservation, passing through the San Carlos Industrial Park at Cutter and the town of San Carlos. In addition, U.S. 60, the direct route between Show Low and Globe, cuts through Salt River Canyon on the reservation. Overnight truck delivery is available to metropolitan Phoenix, Tucson, El Paso, Albuquerque, Las Vegas, Nogales, and Sonora; second-day service is available to Los Angeles and San Diego. Passenger and freight bus services are available daily from Globe and Miami, Arizona. Residents have access to the local airstrip in San Carlos, which has a lighted and paved 7,000-foot runway and to Globe Airport, 18 miles to the west, where there is a 4,750-foot lighted and paved runway and a UNICOM navigation system.

Electricity – Electricity is available on the reservation from the Arizona Public Service, Graham County Utilities, or the San Carlos Irrigation Project.

Fuel – Natural gas is offered by Southwest Gas Corporation.

Telecommunications – Telephone and high-speed Internet services are provided by the tribally owned and operated San Carlos Apache Telecommunications Utility.

COMMUNITY FACILITIES AND SERVICES

The San Carlos Apache Tribe offers a wide range of community facilities, including a library, a rodeo arena, six ballfields, two convenience stores, a supermarket, a gas station, and a coin-operated laundromat.

The reservation receives numerous radio stations from Globe, Safford, Tucson, and Phoenix. Apache Cablevision, now owned by the San Carlos Telecommunications Utility, Inc. offers the communities of San Carlos and Peridot basic cable television services.

Education – The San Carlos Unified School District offers education from K – 12th grade. Tuition assistance for college bound students is available through the tribe's education department, and the adult education program offers post high school opportunities geared towards trade skills for students seeking training and employment programs. Adult education and GED preparation is also provided through the education department.

Health Care – There is a 32-bed U.S. Public Health Service hospital, with seven doctors and two staff dentists. The facility includes an emergency room, a laboratory, X-ray services, social and psychological services, and inpatient and outpatient care.

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Section 2

Program and Facility Review
June 4, 2006

An interview to discuss the program and the facility was not granted by the Administrator and Director of the facility. The Administrator expressed his discontent with the lack of support and inaccurate/insufficient funding from the Bureau of Indian Affairs. The Administrator reported that the District Supervisor has not visited the site for over a year.

After a brief discussion, the Administrator kindly facilitated a tour of the facility and allowed photographing at the facility. The photographs are included as a separate document.

The new San Carlos detention center for adults and juveniles was opened on June 20, 2005. The facility is considered as a 'Place of Healing'. The old detention facility is still in operation and is used by law enforcement to incarcerate immigrants crossing the border and who are detained as result of violation of laws.

The facility has a staff of 40 full-time correction officers and nine administrative individuals. The facility is 54,000 square feet and provides housing with 156 beds. A total of 124 inmates were housed on the day of the visit. It was reported that the facility is presently operated at 80% capacity and is presently incapable of operating at 100% capacity because of a shortage of staff, which emanates from a lack of appropriate funding for Operations.

The administrator reported discontent with the training program administered by the BIA, including the method of accepting trainees and the method of training at the training academy in Artesia.

The general reason for apprehension and detention is the onset of drugs- related violent crime. The crime rate for this community is 1064, 4274 and 85,128 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

A water-softening system for cold water and booking software is needed at the facility. A four-inch sanitary sewer line needs to be excavated from within the building and relocated outside the building foot print.

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Section 1

Background Information of the Tohono O'odham Reservation Served by the Tohono O'odham Nation Detention Center

Tohono O'odham Reservation (formerly Papago Indian Reservation)[1]
Federal reservation
Tohono O'odham (Papago)
Pima County, Arizona

Tohono O'odham Nation
P.O. Box 837
Sells, AZ 85634
520-383-2028
520-383-3379 Fax
Web site: itcaonline.com/tribes_tohono.html

Total area 2,854,881 acres
Population (2000 census) 10,787
Tribal enrollment 9,718
Tribal enrollment (Tribal source) 24,000
Housing Units 3,510

Total labor force (2000 census) 2,947
High school graduate or higher 62.1%
Bachelor's degree or higher 5.4%
Unemployment rate 9.9%
Per capita income $6,998

LOCATION AND LAND STATUS
The Tohono O'odham Nation, formerly known as the Papago Indian Reservation, is located in south-central Arizona, adjacent to the Mexican border. It is comprised of four specific, noncontiguous parcels: Tohono O'odham, formerly known as the Papago Indian Reservation, established in 1916; Sells, established in 1917; Gila Bend, established in 1882; and San Xavier del Bac, close to Tucson, established in 1874. There is also a 20-acre Village of Florence on the outskirts of the city of Florence. The total acreage of the reservation is comparable to the state of Connecticut, stretching along 75 miles of the United States border with Mexico, and northward for over 90

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miles through the Sonoran Desert. On January 14, 1916, the Papago Indian Reservation was established. Sells, commonly called the Main Reservation, was established by Executive Order in 1917. San Xavier del Bac Reservation, with more than 71,000 acres, was registered as a National Historic Landmark. In 1882, 10,377 acres were set aside by Executive Order for the Gila Bend Reservation. The town of Sells is the tribal headquarters. Approximately 1,000 tribal members live in Mexico, approximately 500 of who live in the U.S. without documents.

PHYSICAL DESCRIPTION

The elevation at Sells, the tribal headquarters, is 1,830 feet above mean sea level. Topography ranges between wide desert valleys, plains, and mountains reaching up to nearly 8,000 feet. Two very high mountains, Baboquivari Peak (7,730 feet. above sea level) and Kitt Peak (6,785 feet) are considered sacred by the Tohono O'odham. The famous Kitt Peak National Observatory sits atop Kitt Peak.

CLIMATE

The average year-round high temperature is 85°F. and the year-round average low is 59°F. The area receives approximately 9 inches of precipitation annually, with less than an inch of that falling as snowfall.

GOVERNMENT

The Tohono O'odham Nation, under PL-638, contracts with the Bureau of Indian Affairs (BIA) to administer key programs and services. They are governed by the Tohono O'odham Legislative Council. There are 11 political districts, each of which elects two members to the council, and a local government that maintains ties with the council. The council functions as the legislative branch and is headed by a chairman, a vice chairman, and a secretary.

The Tohono O'odham Justice Center is a separate branch; the center sits across from the main tribal headquarters. There are four courtrooms, office space including the judges' offices, and a lobby/reception area. Some of the judges are tribal members while the others serve on a rotating basis from the Tucson area, as the Nation is part of Pima County.

Main departments under the executive office are the General Support Service, the Planning Department, the Economic Development Department, the Department of Public Safety, the Department of Membership Services, the Department of Education, and the Department of Human Services.

INFRASTRUCTURE

The San Xavier Reservation is accessible by Interstate 19, south of Tucson. The rest of the reservation can be reached by Arizona State Highway 86, which connects to Interstate 19. State Highway 85, which runs north-south in the western part of the reservation, connects to Interstate 8 just north of the reservation. Interstate 10 passes to the north of the reservation on the east side. In Tucson, freight services are available on the Southern Pacific Railroad and from more than
32 truck freight companies. Two airports are used frequently, one in Sells, which has a 6,000 foot runway, and one in Tucson. The Tucson International Airport is 60 miles

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northeast of the main reservation and provides a full range of private and commercial flights.

Utilities – The Tohono O'odham Utility Authority provides electric, telephone, water, and sewer services to homes and businesses. Water can also be obtained through the Central Arizona Project. Arizona Paging, out of Sierra Vista, offers pager service.

COMMUNITY FACILITIES AND SERVICES
Currently, per initiatives in 1997, five recreations centers are being built in the following districts: Sells, San Xavier, Pisinemo, Hickiwan and Menagers Dam, the estimated completion date, April 2005.

There is a rodeo arena, a baseball and basketball facility, and a tribal office complex.

Public Safety – The Nation funds its own Fire Department and relies upon the Bureau of Indian Affairs for police protection.

Education – Education is provided by seven preschools, seven elementary schools, four junior high schools, and three high schools. In addition, there is a BIA boarding school and a day- and boarding- school for the disabled. The Tohono O'odham Community College was established as a two-year college and now partners with the Career Center to provide all levels of postsecondary education. Pima Community College and the University of Arizona are nearby.

Health Care – Health care is provided at the 40-bed U.S. Indian Health Service hospital in Sells and by four outpatient clinics located in Santa Rosa Village, San Xavier, San Lucy, and Pisinemo. There is also a 60-bed nursing home, the Archie Hendricks Nursing Home, built by the tribe. A clinic on the west side of Nation, located south of State Highway 86, is currently in the infrastructure stage, and there are plans to build a dialysis center.

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Section 2

Program Review
June 5, 2006

The facility was built in 1962 to house law enforcement, dispatch, detention and the residence of the Chief of Police. At this time, the facility shares space with the law enforcement, dispatch and detention. The detention portion of the facility occupies 7200 square feet, which does not include the Conex box storage units, butler building laundry/storage and the free standing portables that are used for vocational training.

1. Funding of Operations
   Funding for the detention operations is provided through the PL 638 program with a contribution of $1.3 million and a tribal contribution of $1.4 million for a total of $2.7 million.

2. Funding of Repairs and Maintenance of Facility Structure
   Funding for the repairs and maintenance of the facility are provided separately through the BIA facility programs.

3. Policies and Procedures
   The policies and procedures as they specifically relate to this facility are very well developed. They are revised annually for modifications and changed as needed by the facility. The facility has developed specific guidelines for visitation as well as guidelines for visitor information property exchange. The facility has developed an inmate handbook that is handed out to the inmates. The facility has also developed the corrections specialist FTO manual as well as a corrections officer FTO manual.

4. Staffing
   Though served by a very dedicated and proficient staff, the facility is severely understaffed. Often one officer is on duty and responsible for over 100 inmates.
   There are 29 full-time detention officers, 25 of whom are certified and the remaining are awaiting certification. The facility operates on three, 8-hour shifts. Five officers are on duty on busy days; however, only three officers are on duty as a routine. Occasionally there is only one officer responsible for all of the inmates on a given shift.
   This is so partly because of the duties that are performed by the detention officers who provide both transportation and escort of the inmates to the courts and to the healthcare facility. The highest use of staff is during the day shift with fewer demands during the swing shift and the least demand during the graveyard shift.

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Up to very recently the facility operated on 12-hour shifts, which became unbearable and impractical after continuous operations for eight months.

5. Programs
The facility provides one of the largest numbers of programs throughout the Native American Justice System that are available for the benefit of the inmates. These programs include: Aerobics for male and female inmates twice per week; Alcoholics Anonymous meetings are conducted twice per week; One-on-one counseling is provided; Religious services from five different churches are provided; Classes in HIV prevention are conducted; Talking circle for men is provided; Hops - physical exercise program; Behavioral contracts program; Fatherhood program is conducted; Basket weaving program is conducted; Smudging program is conducted; A 'Sweat Lodge' program is conducted; A 'Movie Night' is conducted; Stress management classes are conducted; A 'Diabetic Prevention' program is conducted; and A sewing and quilting program is conducted.

6. Staff Training
The facility provides ongoing staff training that exceeds 40 hours per year for each officer. This continuing staff training includes: FTO program; Tuberculosis in the corrections system classes; The Jail Management program; Basic Supervision Program; Methamphetamine Prevention and Decontamination program; CERT - Corrections Emergency Response Team program; Peer Support Program; Facilities Management program; Direct Supervision program; Gangs prevention in Indian country jails; Corrections Technical Institute program; Taser training program; Spiritual and cultural training program; Inmates-Staff relations program; In-service training program every other week; Conference attendance; Corrections Academy program; Baton training program; Site incident prevention program; Diabetes prevention program; Defensive training tactics prevention program; Report writing classes; Use of force classes; Classes in FMIS; Mental health recognition program and a Food handler program.
For lack of space at this facility these programs and classes are often conducted in borrowed space at the Tucson Public Library.

7. Space for On-Site Inmates
The original building, built 44 years ago in 1962, with eight individual cells and eight dormitories for 34 inmates, now houses up to 145 inmates. There were 131 inmates on the day of the visit. Inmates are housed in the day rooms and any other available space throughout the facility. There is a severe lack of adequate space to accommodate the number of inmates who are housed at this facility.

8. Space for Inmates Off-Site
For lack of funds, inmates are not sent off-site.

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9. Staffing Capacity for the Inmates On-Site
There is a severe shortage of staff for the number of inmates who are housed at this facility.

10. Staffing Capacity for Transportation and Escort for Inmates
The detention officers provide for the transportation and escort of the inmates to court and to the healthcare facilities. Two officers could use half a day for one transport of one inmate. Each transport takes away two officers. There are five separate courtrooms, each of which could use one officer. 15 to 25 inmates are escorted to court on Mondays. Generally two officers are constantly providing transportation to the healthcare facility, of which two to three provide escort to the healthcare facility and two provide escort to the dental facility.

11. Office Supplies for Staff
There is insufficient funding for office supplies for staff. Office supplies are borrowed from the police and often detention officers use their personal funds to procure office supplies and equipment such as external hard drives for the computer station.

12. IT Equipment for Office Use
The facility lacks appropriate IT equipment for office use. There is a need for one additional computer station and associated software. There is a need for an upgraded Spillman booking software system that could assist in creating ID cards for the inmates and visitors.

13. IT Equipment for Communications Use
There is insufficient funding for IT equipment for communications. The police generally furnish some radios. There is no panic transmit system for the personal security of the detention officers. There is no intercom transmit or receive system at the facility. There is a need for 26 Motorola MT-2000 series radios with push-to-talk switches, battery chargers and spare batteries.

14. Personal Supplies for Inmates
There is insufficient funding to procure the personal supplies for inmates. Inmates are constantly running out of personal supplies.

15. Uniforms for Staff and Inmates
Inmate uniforms, which wear out fast, are in short supply. Inmates wear casual clothes in addition to the orange jumpsuits. Officers are provided with an allowance of $800 per year per officer for the procurement of appropriate uniforms and duty equipment.

16. Linen for Inmates
There is insufficient funding for blankets and towels for the inmates. There is a need for 40 replacement blankets, 40 replacement sheets and 60 towels.

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17. Furniture and Fixtures for Staff and Inmates
Except for the institutional furniture that was installed 44 years ago, there is no other institutional furniture at the facility. Plastic lawn chairs are used throughout the facility. There is a need for replacement institutional furniture for the number of inmates that are now housed at this facility.

18. Transportation Vehicles
The detention facility has the use of three vans and one SUV. These vehicles are equipped with cages.

19. Fuel for Vehicles
There is sufficient funding for the fuel for the vehicles.

20. Utilities for Facility
There are sufficient funds for the utilities that are used at the facility.

21. Hot and Cold Water for Kitchen, Laundry and Showers
There is sufficient hot and cold water for the kitchen, laundry and showers.

22. Adequate Lighting for Inmate and Staff Areas
Certain areas have insufficient lighting and other areas have excessive lighting. The lights are kept switched on 24 hours a day throughout the year. Inappropriately placed lighting switches in the cells were removed and were not replaced with alternate switching at a different location.
Inmates constantly complain of excessive lighting, especially those who are housed on the top bunk where the constantly switched-on lighting is about 36 inches from the face of the inmate. The ceiling height in the cells is about 100 inches and the surface-mounted light fixture is about 4 inches lower from the ceiling height, leaving about 36 inches from the face of the inmate.

23. Ongoing Repairs and Maintenance
There are ongoing repairs for the kitchen equipment, combination sink/laboratory and the sanitary sewer drains.

24. Deferred Repairs and Maintenance
The facility was built 44 years ago and has suffered from heavy use and inadequate repairs and maintenance throughout its life. There are a number of outstanding items that have been deferred for repairs and maintenance for lack of funding. The following repairs and maintenance are required:
    1. Repair of all rooftop HVAC units and replacement of all swamp-cooler units on the roof.
    2. Repair all of the HVAC ductwork with appropriate new insulation and new controls for dampers and new control wiring and thermostats for the entire HVAC system.
    3. Replace existing boiler unit and with an appropriately sized boiler unit.
    4. Repair of the existing water softening system.
    5. Replacement of all aboveground plumbing system and plumbing fixtures including all 24 sink/lavatory combination units.

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6. Replacement of all hot-water tanks sized to present capacity.
7. Replacement of all exterior sanitary sewer lines and cleaning out of all interior sanitary sewer lines up to each plumbing fixture.
8. Installation of rag screens at each cleanout of the sanitary sewer lines.
9. Replacement of all electrical distribution system including the service entrance panelboard and associated distribution panelboards.
10. Replacement of the backup generator and associated transfer switch.
11. Replacement of the fire alarm system including all detectors and the fire alarm control panel.
12. Replacement of all sprinkler heads with quick-release heads.
13. Replacement of the walk-in freezers at the kitchen.
14. Replacements of the three-compartment kitchen sink.
15. Replacement of the Sally port sliding gate operator mechanism, keypads and sensors.
16. Replacement of the roof with appropriate flashings for the skylights and flashings and supports for the HVAC units, ductwork, condensate drains and electrical system.
17. Provision of a central control station separated from the booking station.
18. Provision of reference windows to outdoor lighting at each cell and dormitory.
19. Replacement of the existing garage-laundry with a sufficient-sized laundry for the number of inmates.
20. Provision of appropriate secured storage space to replace all temporary storage units located on site.
21. Provision of separate storage units for flammable liquids.
22. Provision of a cell door electronic control mechanism with mechanical override to enable the evacuation of all inmates within three minutes.
23. Provision of a secured staging area sufficiently separate from the facility for the safe evacuation of all inmates during an emergency.
24. Provisions for disabled staff, visitors and inmates.

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25. Medical Response at the Facility
There is adequate medical response at the facility. There are two officers who are trained EMTs and are certified to provide first aid and CPR. The facility monitors and tests for tuberculosis, hepatitis and HIV. The facility also monitors for infections and diabetics with open wounds, all of whom are separated from the general inmate population. A jail clinic is held every Tuesday and Thursday that is run by two officers. 15 patients are observed and monitored each day. Medications are dispensed by the detention officers. An ambulance is called during an emergency and the inmates are transported to the hospital, which is five minutes away.

26. Booking Process at the Facility
The booking station shares a common space with the central control station, all of which is located in a very limited space that is neither sufficient for a central control station nor for a booking station. Booking is conducted at the booking window in the corridor. Often the one detention officer on duty is

expected to concurrently monitor the cameras and conduct the booking. The restraining chair is stored in the laundry, which is operated in the outside garage about 300 yards away.
The facility uses the Spillman software system, which is updated annually.

27. Food Service at the Facility
There is an on-site kitchen at the facility which serves approximately 450 meals every day. This includes meals for the juvenile facility that are charged $1.23 for each breakfast, $1.65 for each lunch and $1.28 for each dinner for the juveniles. The kitchen is furnished with equipment that is aging and needs constant repair. There is insufficient workspace and insufficient storage capacity at the walk-in refrigerators and freezers for the number of inmates that are served. The kitchen was originally designed 44 years ago, to serve approximately 100 meals per day for 34 inmates.

28. Kitchen and Dining Staff at the Facility
The kitchen and dining staff consists of one cook and two trustees most of the time with an additional individual who assists for two-hour duration during the busy time. The kitchen operates on two shifts. The cook is certified by the IHS as a food handler.

29. Housekeeping staff at the Facility
Inmates clean their cells and the general detention areas. The inmates also clean the administrative areas with supervision from the detention officers. The inmates provide all the laundry services as well.

30. Repairs and Maintenance Staff at the Facility
The repairs and maintenance staff is provided by the BIA. This staff consists of one supervisor and two helpers. The staff is overworked for they take care of all of the schools and other BIA buildings in the area. Often the response from the repair staff is that of an initial assessment of the need for repairs followed by a very long period without any action. The general reason for such lengthy inaction is given as 'shortage of parts' or 'waiting for parts'.

31. Inmate Services Provided at the Facility
A number of inmate services are provided for the benefit of the inmates at this facility. These are noted earlier in item 5.

32. Healthcare Assistance in the Community
Healthcare assistance in the community is provided by the Indian Health Services (HIS), which provides basic healthcare and routine dental care. The IHS provides referrals to the Tucson area hospitals for major surgeries and healthcare needs.

33. Other Support Agencies in the Community
The Tohono O Odham Cultural Center TOCC provides parenting classes, storytelling and programs in 'victim assistance'.

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34. General Reasons for Detention
The general reason for apprehension and detention is the onset of drugs-related violent crime. The crime rate for this community is 558, 1658 and 16,188 per 100,000 inhabitants for violent crime, property crime and other crimes, respectively.

35. Potentially Harmful Conditions and Behavior of Inmates
Inmates can potentially harm themselves using articles of clothing and HVAC vent screens inside the cells. They can harm themselves with electrical cords that are available in the day room. Inmates can also harm themselves with the surface-mounted electrical light fixtures that are located in close proximity to the top of the upper bunk. In the past, inmates have attempted suicide by taking an overdose of medications after having saved several individual doses over a period of time.

36. Accountability and Reporting of Incidents
All incident reports are sent to the local tribal authorities and reported to the BIA.

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Section 3

Facility Review
June 5, 2006

The facility was built in 1962 to house law enforcement, dispatch, detention and the residence of the Chief of Police. At this time, the facility shares space with the law enforcement, dispatch and detention. The detention portion of the facility occupies 7200 square feet, which does not include the Conex box storage units, butler building laundry/storage and the free-standing portables that are used for vocational training.

1. Exterior Site Conditions
   Exterior site conditions are adequate for the facility; even though the facility is located in a populated area, it is enclosed with sufficient secured fencing that prevents access of the general public directly to the building other than the main entrance.

2. Exterior Exercise/Recreation Area
   There is a very small exterior exercise/recreation area which is well secured and provides two institutional picnic tables. An unsecured area outside the secured fencing is provided for a sweat lodge.

3. Exterior Perimeter Security
   The exterior perimeter security is adequate. In addition to the cameras that monitor the exterior of the building, three sides of the building are enclosed with secured fencing topped with razor wire.

4. Sally Port Security
   The Sally port consists of a drive-through around the building and up to the corridor entrance for booking. Entry and exit at the secured fence is controlled by limit switches and sensors which are controlled through a keypad security system.
   However, there is an illusion of a safe and secure Sally port enclosed by the secondary security fence. Though the north secondary security fence has a sliding gate, and a keypad security operator, it is normally kept open as a result of a large amount of vehicular movement between the vehicle storage/parking area and the exterior of the secured fencing. The sliding gate operator for the other gate in the south secondary fence is inoperative.

5. Building Interior Security
   The interior security for the inmates within the building is adequate. Cameras are provided at a number of locations both in the individual cells and the day rooms. The cameras are monitored at the booking station which

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also serves as the central control station. This camera system was installed four years ago.
The interior security for the officers within the building is inadequate. There is no intercom system to transmit or receive from within the cells, dormitories or the day rooms. Officers rely on their radios and psychology for their personal security. An officer is at a high risk of being assaulted and harmed by the sheer number of inmates in a space that she is exposed to for her routine duties.

6. Building Structure
The building consists of block-wall construction with slab-on-grade.

7. Building Roof
The building roof is in disrepair. It consists of a rubberized membrane flat roof with a large number of HVAC heat pump units, piping supports, electrical conduits, skylights and exhaust fan outlets that penetrate the roof. The parapets are in disrepair and the seams at parapet caps have disintegrated. The rubberized membrane is disintegrating at the corners. Standing pools of condensate water and signs of evaporated pools were observed on the roof. It appears that the rubberized membrane has disintegrated early as a result of ultraviolet radiation.
It was also observed that the swamp coolers have an excessive buildup of mineral salts from the hard water. All pans for the swamp coolers have excessive algae and the motors for the swamp coolers are corroded. The mineral salts have also built up in the condensate lines for the heat pumps which are now clogged and prevent appropriate drainage at the heat pumps. Roof leaks are caused as a result of the deteriorating roof membrane and standing pools of condensate water on a flat roof which simulates a condition of constant rain. The facility reported constant leaks in the building from the roof.

8. Interior Ceilings
The interior ceilings consist of hard ceilings in the housing area and glued-on tile ceilings in the office areas.

9. Interior Walls
The interior walls consist of block-wall construction.

10. Interior Flooring
The interior flooring consists of glued-on tile on concrete slab in the office areas and painted concrete in the housing area. The floors were painted by the inmates on the day before the site visit.

11. Interior Dormitory Cells
The dormitory cells are in disrepair as a result of heavy usage. The cells have been recently painted by the inmates who also painted over several of the sprinkler heads. There is no reference to outside lighting within the cells. The day rooms are also used as dormitory cells with mattresses on the floors.

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12. Interior Isolation Cells
Interior isolation cells are in disrepair.

13. Interior Detoxification Cells
Interior detoxification cells are in disrepair. Though painted recently the floor drains are clogged and do not flush. The detoxification cells do not have any padded surfaces.

14. Booking and Intake Area
The booking and intake area is small and has been converted into the central control station for the detention officers such that it does not serve the purpose of a central control station or that of an appropriate booking station. There is only one surveillance monitor that monitors all of the cameras that are located inside and outside the building.

15. Visitation Area
The visitation area is small and does not provide sufficient space for the visitors for the number of inmates at the facility. An intercom system is available to communicate with the visitors.

16. Kitchen, Food Preparation and Pantry Area
There is a very small kitchen with a very inadequate food preparation area and a pantry area. The kitchen serves 450 meals per day using aging kitchen equipment that requires constant repair. There is insufficient ventilation or cooling which forces the back door to the kitchen to be kept open at all times. There is no restroom for the kitchen staff.

17. Dining Area
The dining room serves as the day room and the dormitory for the inmates. The space is equipped with institutional furniture that was installed 44 years ago.

18. Day Room Area
The day room also serves as the dining room and the dormitory for the inmates. The day room provides a television set with access to electrical cords to the inmates. The day room also requires additional ventilation, which forces the use of portable circulation fans and electrical extension cords that are available to the inmates.

19. Vocational Training Area
Vocational training is conducted in small makeshift portable units that are located outside the building. The facility has also made arrangements to provide vocational training through the facilities of the community and the Tucson Public Library.

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20. First Aid and Medical Assistance Area
There is a very small first aid and medical assistance area that is available for routine medical checkups and for the dispensing of medications.

21. Toilets and Showers
All toilets and showers are in disrepair and need replacement.

22. HVAC System
HVAC system consists of eight roof-mounted heat pumps, two local condensing units and six swamp coolers, all of which are located on the roof and in disrepair.

23. Plumbing System
The plumbing system, including all aboveground water lines and all associated plumbing fixtures, are in disrepair and need to be replaced. All underground sanitation sewer lines need to be cleaned out.

24. Lighting System
There is excessive lighting in the housing area that needs to be switched off at appropriate times so as to provide a lower level of lighting during the sleeping hours. At this time there are no light switches and no night-lights in the housing area. The entire housing area is kept lighted 24 hours a day all year long. Lighting in the staff area is appropriate.

25. Electrical Power System
Capacity for the electrical power system is being upgraded at this time. The backup generator does not operate and does not have any logs to indicate any routine testing that would have been conducted once a week and a full load test once a month. The facility lacks a battery-backed emergency egress lighting stem.

26. IT System
IT system at the facility is inadequate. The facility needs one additional computer station and associated software.

27. Security System
The building has a very linear design and as such requires extensive monitoring for appropriate security at the facility. The building is furnished with interior and exterior cameras that are monitored at the central control station. The facility does not have an intercom system for the security of the inmates or the officers.

28. Energy Usage and Conservation
There is little awareness of energy conservation at the facility. Lighting is kept on at all times. Doors are kept open to provide ventilation.

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29. Fire Egress – Exterior and/or Secured Areas
Fire egress from the interior secured areas to the exterior is poor. In an emergency, this facility with the number of inmates who are housed cannot be evacuated in three minutes to a safe and secure staging area outside the facility. There is no secure staging area at a sufficient distance from the facility to serve as a secure staging area. There is an illusion of a safe and secure staging area enclosed by the secondary security fence for while the north secondary security fence has a sliding gate, and a keypad operator, it is normally kept open as a result of a large amount of vehicular movement between the vehicle parking and storage area and the exterior of the secured fencing. The sliding gate operator for the other gate in the south secondary fence is inoperative. These two sliding gates also make up the Sally port.

30. Fire Alarm, Fire Extinguishers and Sprinkler System
There is an aging fire alarm system that includes detectors. The fire alarm system and the sprinkler system do not extend to the laundry, which is operated in a butler-building garage and that also serves as a storage area for all of the flammable chemicals. There is no record of routine testing of the fire alarm system. There are fire extinguishers that are located at appropriate locations but there is no record of routine testing of such fire extinguishers. There is a fire sprinkler system but there is no record of routine testing of the system. Many of the sprinkler heads have been painted over and it is uncertain if such sprinkler heads will operate appropriately.

31. Building Access for Staff and Inmates
The staff accesses the building from the front entrance; however, the kitchen staff accesses the building through the kitchen door and the normally open Sally port gate in the secondary security fence. Inmates are escorted through the back door near the booking station.

32. Hazardous Materials
The facility was built 44 years ago when asbestos and lead paint were prevalent in the construction. There are no records of abating such materials if they were present in the building.

33. Handicap Access for Staff and Inmates
The building does not have any provisions to accommodate disabled staff, visitors or inmates.

34. Potentially Hazardous Elements
Inmates can potentially harm themselves using articles of clothing and HVAC vent screens inside the cells. They can also harm themselves with electrical cords that are available in the day rooms around the portable circulating fans and the television sets. Inmates can also harm themselves with the surface-mounted electrical light fixtures that are located in close proximity to the top of the upper bunk.

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Appendix D

Findings at Existing Facilities in 34 Key Categories

Besides the individual reports on assessments of each individual site that were provided in Appendix C, an overview of our findings is provided here, grouped in 34 key categories.

Titles in bold indicate single items that are critical for an appropriate functioning of a Law Enforcement program and/or a detention facility, violation of which is in and of itself sufficient reason to investigate and provide solutions to the program and the facility. However, often facilities exhibit more than one such critical deficiency, which collectively are sufficient reason to decommission the facility sooner than later.

While all of the key categories are important, those identified with their headings in **bold** font are critical for the continued operations of the facility. The findings are noted on the pages that follow.

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Findings at Existing Facilities in 34 Key Categories

1. Assessment at Individual Facilities

One of the most difficult elements for the law enforcement officials was to understand that this exercise was an assessment of the programs and facilities rather than an inspection.
We found a very dedicated and loyal group of women and men who are serving the law enforcement institutions throughout the Native American Country. These individuals work under difficult conditions well above and beyond the call of duty. They need to be commended for their continuing efforts to make a difference.

The State of Law Enforcement in Native American Country is ailing with multiple and interrelated ailments. One affects the other in a continuum. These ailments have been identified and are a cause of concern that needs to be addressed. Approximately 6229 pictures were taken to establish a pictorial record for each of the facilities that were assessed.
Some of the concerns that are tangible in nature have been grouped as a pictorial of photographs and are included as Appendix E, Critical Concerns - Pictorials.

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2. Funding

There is a complex system of funding that is set in place for law enforcement in general and detention facilities in particular. In general, funding is appropriated and disbursed in the Buildings/Operations categories. There are other nuances within these broad categories that make the flow of funds difficult to follow through and trace to its final usage. Flow of funds is generally categorized for the following:

(A) Total Tribal Building/Operations
(1) Tribal Owned – Tribal Operated. The tribes own and operate the buildings and operations. This system does not appear to have a follow-through trail for the use of funds.
(B) Partial Tribal/BIA Building/Operations
BIA PL 638 Program – The tribes contract with the BIA under the PL 638 Program. Funding is generally pooled at the tribal level. Once the funds are pooled, this system does not have the follow-through trail for the use of funds. The system includes:
(1) Tribal Owned – BIA Operated. This system does not have a clear follow-through trail for the use of funds.
(2) Tribal Owned – Tribal Operated. This system does not have a follow-through trail for the use of funds.

These systems perpetuate an inability of the funds to 1) Fund the appropriate needs, 2) Reach the end users in time to meet their needs or 3) Ever reach the end users at all. Often the funds are diverted for uses other than that which they were intended for. All facilities that were studied are under-funded for the tasks that they are expected to undertake.

Lack of appropriate funds and/or the lack of funds reaching the appropriate usage, has resulted in increased risks and liability to the organizations that are tasked to own, operate and maintain the law enforcement facilities.

The system of funding has grown and modified over a number of years. At this time, the system is not transparent and severely lacks accountability to the source of funds.

3. Policies and Procedures

There is a severe lack of cohesive Policies and Procedures studied at each individual facility. Most facilities indicated that they are in various stages of developing a set of policies and procedures that are based on the BIA Red Book and that will incorporate the specific needs for the local facility and tribal customs.
Facility operations staff generally treat the Policies and Procedures as something that will be needed to be shown to the 'inspectors' at inspection time rather than a tool that will guide the facility in their day-to-day operations. District Supervisors treat the Policies and Procedures as something that the facility operations are responsible for. They expect that an acknowledgment and sign-off from the facility operations staff is an indication of acceptance, adherence and enforcement of the policies and procedures for the facility – which is not the case.
Except for two facilities, most facilities operate without a structured set of policies and procedures.

4. Staffing—Detention, Kitchen, Housekeeping and Transportation

Appropriate staffing is a continuous challenge for all of the facilities. All facilities are understaffed for the tasks that they are expected to undertake. It is difficult to find sufficiently qualified staff to fill appropriate positions. The placement process is lengthy and often individuals leave even if they are selected in the early phase of the hiring process. Often individuals are placed without an in-depth background check. Quite often these individuals are later disqualified after an appropriate background check is conducted.
The noncompetitive salaries, benefits and retirement packages in locations where there are competing state and county detention facilities also play a part in not being able to retain staff that have already been trained and are experienced.
At this time, there are several funded and open positions that are available within the system but have not been filled.

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Lack of appropriate staffing has resulted in increased risks and liability to the organizations that are tasked to own, operate and maintain the law enforcement facilities.

5. Training – Detention, Food Services and Transportation

Newly hired staff awaiting their 12-month probation is often disqualified from entering the training academy in Artesia, for lack of standards and/or space. The staff serving the food services and transportation duties is not adequately trained in food handling and transportation duties.
Once certified, the staff serving the facilities does not continue with their training in an adequate manner after they leave the academy. A lack of sufficient time or insufficient replacement staff was often cited as the reason for not continuing with the training.
Certain alternatives from the training in Artesia are being explored by law enforcement officials within the Native American Country. Certain facilities in the Rocky Mountains now use the state law enforcement training academies in lieu of the training academy in Artesia. Facilities in the Northwest states use cross-training with the state to qualify as cross-commissioned officers. Certain facilities in Arizona are exploring the mobile training-on-wheels method, which will send trainers and their materials to the individual sites rather than having the officers go to a remote training academy.
Lack of appropriate training within the first twelve months and continued training thereafter has resulted in increased risks and liability to the organizations that are tasked to own, operate and maintain the law enforcement facilities.

6. Physical Space

There is insufficient physical space to house all of the inmates. This is the case even in facilities that are fairly new.
An informal 'system of negotiated releases' has been developed throughout the law enforcement system in the Native American Country. The 'system' provides for the cooperation among the arresting officers, judges and detention officers to release inmates for lack of detention space.
Statistical data regarding the number of inmates incarcerated at a facility that is thus gathered formally by official organizations is very often skewed. The official data for the 'number of inmates' is very often low and has been 'fabricated' to indicate the number of inmates that are deemed appropriate to be housed at a facility, so it would not indicate overcrowding, or overcrowding by a small percentage if it does.
In addition, techniques such as releasing the inmates very early in the morning are also used. These released inmates who have been housed overnight, are not counted on the housing logs – a count that is taken during the day. At other times, consent court decrees are openly violated when the facilities are overwhelmed with an excess number of inmates in spite of the consent decrees for limits on the number of incarcerated individuals that could be housed at the facility.

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The inmate population at each of these facilities would be approximately twice the number of formal statistics, for the number of housed inmates, if consideration was given to those who have been released for lack of space. The facilities are also taxed with housing criminals who are called 'misdemeanor – felons'. These individuals are 'felons' but are held as misdemeanors in the detention facilities and are waiting processing through the federal system. Cases referred to the U. S. Attorney are often declined. The U. S. Attorney's office did not provide the number of such 'Declinations' citing 'the matter is sensitive.'
These facts were openly discussed and acknowledged by several detention officers at several facilities, in the context of face-to-face openness – and a sincere appeal for help! They would never be written down on any statistical survey, for fear of retribution from the supervisors and senior management. Understaffed and overcrowded facilities are at an increased risk and liability to the organizations that are tasked to own, operate and maintain the justice facilities.

7. Reasons for Detention

Gangs have infiltrated rapidly during the last five years, within almost all communities. Criminal activity related to drugs has increased rapidly. Continued poverty, and the gradual deterioration of the family structure and values have also contributed to the continued high incidence of crime in the Native American communities.
Most detainees are incarcerated as a result of violent crimes that have increased in the past few years. As a group, the crime rate per 100,000 inhabitants is very high.

8. Types of Detainees

The detainees at these facilities are expected to be misdemeanors. However, these facilities house misdemeanors and 'misdemeanor-felons', who are individuals who have committed a felony but are awaiting trial and/or incarceration at the federal prison. These facilities also house violent offenders who were referred to the U. S. Attorney but could not be accommodated in their system. They are referred back to the tribes as, 'Declinations'. In addition these facilities also house criminals who have already served at a federal facility and are now completing time at the tribal facility on additional charges.
Mixing of the types of detainees increases the risk and liability of the organizations that are tasked to operate and maintain the law enforcement facility.

9. Incarceration – Physical Time

The official maximum stay for those who are incarcerated at these facilities is one year. Most of the inmates are expected to be held for 60 to 90 days but are released within a few days or hours for a lack of bed space. As a result, an informal system of 'negotiated releases' among law enforcement, courts

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and detention facilities is prevalent. Often the releases from overcrowded facilities are timed such that the inmates released are not counted in the official counts of 'beds occupied'.

Courts have been helpful and cooperative in either not sentencing, or keeping the duration of such detention to a minimum to offset the lack of bed space. An informal survey of judges indicated that had there been more bed space, they would sentence an additional 25% of the number being sentenced to imprisonment.

Very often the same individuals 'cycle through' the detention facility several times during the year. There have been cases where individuals were held between seven to eight years, which resulted from a combination of federal and tribal time.

10. Trends – Population and Incarceration

Population trends have a strong correlation with trends in incarceration throughout the Native American Country. Populations have increased 5% to 10% per year. There is a corresponding percentage increase in the number of incarcerated individuals in these communities.

Unemployment Rate from tribal sources was reported[1] at 35.42%. However a member of the tribal council in 2006 reported that the unemployment rate is closer to 70%. When asked for clarification, Veronica Tiller reported that she relies on the local economic development officer for data.

Populations that require service at the reservations are different than any other urban or rural group in that the local law enforcement and detention services are needed for the seasonal tourist trades during the fall and winter festivals and the summer months. Local population during these times increases three to five folds than what is indicated by the conventional census and demographics. At the Navajo Nation the 2000 census reports a population of 180,462[2]. However, it is estimated by the Department of Tourism that the population approximates 1,000,000 during the summer tourist season at the Navajo Nation.

The local services providing resources which do not increase with the season are heavily taxed. Furthermore there is reason to believe that the 2000 census underestimates the population at the Navajo Nation. Example: 2000 census underreported the population[3] at the Navajo Nation. Chapter Images 2004 states in part, "...the Census Bureau did not take into consideration the legal definition of "Indian Country" and its potential implications and impact on Navajo Nation Government's role as service provider, policy maker, and

[1] Tiller's Guide to Indian Country – 2005 ed., p.348
[2] Chapter Images 2004 – Profiles of 110 Navajo Nation Chapters: Table 5: Profile of General Demographic Characteristics. P. 17
[3] Chapter Images 2004 – Profiles of 110 Navajo Nation Chapters: Use of Census 2000 Disclaimer. P. 11

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land user within said Eastern Navajo Agency Chapters. The Navajo Nation did not contest the results of the census 2000 because this census was the best population count ever taken on the Navajo Nation."

11. Rehabilitation

In general, the detention facilities do not provide rehabilitation to the inmates. Facilities that are planned will have space that addresses rehabilitation and restorative justice.

12. Programs and Services for Inmates

Generally the detention facilities do not provide any programs and services for the benefit of the inmates. Very often existing facilities are inadequately designed or provide insufficient space to conduct such activities. At other times there is insufficient staff with time or funds to hire 'Program Staff' who could be devoted to such activities.

13. Internal Operations – Operations, Office Equipment, IT Equipment, Communications Equipment, Furniture and Fixtures, Personal Supplies, Uniforms, Blankets and Mattresses

There was only one facility that had an 'almost' sufficient budget for their operations, equipment and supplies to provide a fully functional detention facility. All remaining facilities reported a lack of funds for their operations, equipment, supplies, repairs and maintenance.
Over the expected 40-year life of a facility, it takes roughly six times or more, the initial capital cost of a facility to provide for adequate funding for its operations, equipment, supplies, repairs and maintenance. The Department of Justice estimates that over 30 years, this figure to be ten times the initial capital cost of the facility.[4] It appears that funding for such continuing costs were not taken into consideration when the facilities were designed, built or contracted out.

A large number of facilities depend routinely on family contributions, charities and business donations to meet their operational needs, equipment and supplies.
At other times detention staff and administrators spend an inordinate amount of time searching and applying for grants to meet their operational needs. Such grants provide a temporary relief for about 24 to 36 months after which the facility continues to seek new sources of grants and donations for their operations, equipment, supplies, repairs and maintenance.

[4] Planning Correctional Facilities on Tribal Lands: Competitive Grants Announcement. Selection Criteria, Item 3. Capabilities/Competencies: Demonstrate the tribes capability and capacity…Constructing a $10 million correctional facility may take as much as $100 million over a 30 year period to sustain facility operations.
www.grants.gov Funding opportunity Number BJA-2007-1652. Current closing date: Sept. 13, 2007.

One facility has set up a commissary system where families provide a running credit account on behalf of an inmate. The inmate is allowed to order through the commissary using these family funds. The inmate account is charged with a profit-markup for each item sold to the inmate. The profits are then used to provide for much-needed funds to procure capital equipment and supplies for the facility.

Often the detention officers provide supplies from their personal funds. The detention officers provide for repairs and maintenance that they are capable of doing. There is insufficient funding for food at certain facilities. The detention officers have at times provided food from their personal funds. At other times the facilities 'trade food', sending food to the facility that has none, since the facilities do not have a line of credit with commercial food suppliers, for they were unable to pay them in a timely manner in the past.

While the facilities have continued to 'operate at risk' the physical buildings have continued to deteriorate as a collective result of deferred repairs and maintenance – often from the time when were built.

Lack of appropriate funding for operations, equipment, supplies, repairs and maintenance of the facilities has resulted in increased security risks and liability to the organizations that are tasked to own, operate and maintain the law enforcement facilities.

14. Transportation and Transportation Vehicles

Transportation and escort of inmates to and from the courts, healthcare facilities and evacuation in an emergency is an important part in the overall operations of a facility. Increasingly inmates are being transported from holding facilities to other detention facilities under contract, often with worse conditions than the non-existent or primary facility. Juveniles are being transported to appropriate juvenile facilities.

The function of transportation is closely linked to staffing and staff training in transportation, both of which are in short supply at most of the facilities. The physical time that it takes to transport an inmate over long distances is excessive. Detention officers who generally undertake transportation duties are ill-equipped and not trained in transportation.

The transportation vehicles are generally sufficient but ill-equipped and without the secured transportation-barrier enclosure. Normal consumer items and vehicle tools such as 'locking pins, lug nut wrenches, bags with nylon straps, garbage bags and fire extinguishers were found in several transportation vehicles that were accessible to the inmates during transportation. These tools could become a weapon that may be used by an inmate.

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Because of a shortage of staff, inmates have been left at healthcare facilities unescorted, with standing instructions to call when they are ready to come back.

15. Central Control Station—Functional Layout and Security

The requirement for separating the detention functionality within a facility from the remainder of law enforcement is fairly recent. Most of the facilities were not built for the Central Control Station to be detached and away from the Central Dispatch for Law Enforcement. These functions were co-located in one room. Often, the Central Control Station for detention and the Central Dispatch for Law Enforcement also served as the 'front reception desk/counter' for the general public.

Most facilities have been unable to implement the requirement for appropriately separating the Central Control Station from Central Dispatch. The Central Control Station has now been relocated in other parts of a facility to accommodate such a separation. The Central Control Station has now been located in what used to be a storage space, a booking space, front reception or a laundry. In other facilities, the Central Control Station still occupies a small corner of the Central Dispatch.

Generally the present layout lacks straight line of sight surveillance in addition to the surveillance by the cameras and strategic seating of the officer-in-charge. The monitors for the cameras are very often located where they are out of the peripheral vision of the officer at the center control station. The relocated space is often cramped with additional computer monitors that are used for other operational purposes at the Central Control Station. The spaces where the central control station has been co-located with the booking space serve neither the booking space nor the central control.

Except for one facility, the central control stations at the rest of the facilities lacked integrated electronic surveillance, integrated electronic cell door security and integrated electronic fire and life safety systems supported by appropriate software, training and documentation.

As a result, the early control stations and the relocated central control stations at most of the detention facilities lack a functional layout and integrated security and life safety systems, all of which contribute to additional risks of life safety and security at the facility.

16. Booking and Intake Process

The booking and intake process is inadequate at most facilities. The physical quantity and layout of space are inadequate to conduct an appropriate booking and intake procedure.

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Booking is generally conducted in the central control station or in the corridor through a window to the central control station.

The booking officers are unsafe and unaware of communicable diseases that an inmate may be carrying. There is no separation to prevent an inmate from spitting and exposing an officer to communicable diseases.

There is insufficient space, equipment and booking software for the officers to ascertain the history of an inmate who is being booked. There is insufficient space and equipment to control an uncooperative inmate. There is insufficient space and equipment for the inmate to be fingerprinted, checked for alcohol content, dispose of their personal belongings, change clothes, clean up and be escorted to the cell. Generally there are no 'recording cameras' to record the booking process.
Inappropriate booking spaces are an increased risk to the officers who are conducting the booking.

17. Laundries

The laundries at most facilities appear to be an afterthought. They are unable to support the needs of the number of inmates who are housed and the number of inmates who transition through the facility on a short-term basis. For short-term inmates, facilities often attempt to not provide a change of street clothes for the inmates to save from having to do the additional laundry and to prevent the wear and tear on the inmate uniform.

Few laundries are appropriately located near an exterior wall with appropriate vents and exhaust for lint. Often the laundries are located in basements, attached garages or detached garages. There is insufficient room to process the dirty and clean laundry. Often residential-sized washers and dryers are used that are incapable of handling the large number of blankets and inmate uniforms that need to be laundered. Some facilities use laundry lines in the recreation yard to dry large articles of laundry since the dryers are incapable of handling such a load. A few laundries were found without sufficient hot water. One laundry was found sharing laundry space with flammable chemical storage in a detached garage.

Inmates reported being handed out dirty blankets – which is a sensitive issue with Native Americans.

Lack of appropriate laundries force the facilities to take undue risks with the life-safety, security and health of inmates.

18. Food Services – Kitchen Operations and Pantry

An on-site kitchen is provided in several facilities while the remaining facilities depend on alternate means to have the meals for the inmates prepared by a local grocery store, a casino, a senior center community

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facility or a nearby hotel-restaurant. Generally detention officers, including understaffed facilities, are tasked to pick up the meals from these locations.

Most of the facilities with an on-site kitchen have inadequate physical space and equipment for the number of meals that they serve in an overcrowded facility. Most of the kitchens are operational, though individual kitchen equipment may be 'out of order' and waiting for funds for deferred repairs or maintenance. Most kitchens lack large walk-in refrigerators and freezers for storage of food. These kitchens manage their continued operations with freestanding refrigerators and freezers that are located outside the facility.

Funding for the food is inadequate. leaving inmates with insufficient food and a lack of balanced nutrition.

Food-handlers are often unaware of the breach of security and increased personal risks that results from their carelessness in handling and storage of knives and utensils, which are often stored in unsecured kitchen drawers or unsecured and accessible containers in the pantry.

Kitchens have generally kept up with appropriate permits for continued operations. Most of them are inspected in a routine manner and meet the requirements of the local health authorities.

While the kitchens may meet the health code requirements, they are a high-security risk and prone to potential liabilities to the organizations that are tasked to own, operate and maintain them.

19. Healthcare

Generally no healthcare is provided at the facilities other than the rendering of the Basic First Aid. The facilities depend on healthcare assistance from the local Indian Health Services (IHS), which generally requires escorting of the inmates to and from the IHS facilities. On occasion the law enforcement escort leaves the inmate unattended at the healthcare facility to respond to another call. At other times, the escort attends to other pressing demands and waits for a call back from the healthcare facility for the inmate to be picked up.

Inmates are not tested for TB, HIV or hepatitis. Officers and often inmates are unaware of the risks that they subject each other to, to the inmates in the facility and to the community. There are no physical areas at any of the facilities to isolate inmates who are carriers of communicable diseases so they could be isolated from the general population until it is determined that they need to be sent for treatment or incarcerated in a separate facility.

Detention officers serve as temporary healthcare specialists and provide medications to the inmates. They often consult with the local healthcare provider to adjust medications for the inmates.

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A few facilities have been able to arrange for routine healthcare visits by a healthcare provider; however, these facilities have reported that the healthcare providers are reluctant to continue with such services for lack of their internal funding.

Health of the officers and inmates and the Community Public Health is at high risk because of such exposure to communicable diseases and an indifference and/or inability to provide appropriate screening and healthcare at these facilities.

20. Exercise/Recreation areas – Outdoor Time

Only about 10% of the facilities provide for appropriate outdoor time to the inmates every day. The remaining facilities do not provide any outdoor time for as long as six months. The norm is about one hour of outdoor time for every two weeks of incarceration. These areas have been abandoned in many of the facilities and are no longer in use or are used as 'storage areas' for 'evidence' or trash. Most facilities lack an appropriate exercise/recreation area that is both safe and secure.

Facilities cited a lack of staff to supervise the inmates during outdoor activities. They also indicated not having a need to provide such outdoor time to the inmates when the facilities are being used as a 48-hour holding facility. However, an inmate at the very same facility indicated that the facility is in violation of the Consent Decree for he has been held there for more than 48 hours without having a chance to go to court.

Inmates are reluctant to request outdoor time for fear of reprimand from their detention officers. One inmate indicated that he requested outdoor time and the Officer responded, "…will give you one hour—then I will have to lock you down for the other 23..." Such threats to inmates — in very 'stuffy' cells, with solid cell doors — could be a violation of the inmates' civil rights.

Most of the cells in these facilities are located away from the exterior walls and/or deep within the interior of a building such that there are no windows in the cells that allow for a daylight reference in the cell.

The outer perimeter security fence for such exercise/recreational areas are accessible to the general public at about 95% of the facilities. This creates an opportunity for the passing of contraband materials to the inmates while they are in the exercise/recreational area.

The exercise/recreation areas are often planned as a staging area in case of evacuation of the inmates during an emergency. However, often these spaces are immediately adjacent to the facility and do not provide sufficient physical separation from the facility or the physical space to accommodate

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all of the inmates, should there be a need for evacuation during an emergency.

There may be serious consequences regarding life and safety and civil rights of inmates that could be detrimental to the organizations that are tasked to own, operate and maintain these facilities.

21. Repairs and Maintenance

Depending on the jurisdiction or the PL 638 contract, repairs and maintenance for the facilities are conducted either by the BIA or by the tribes. All of the facilities have suffered as a result of lack of timely repairs and maintenance.

Facilities have cited insufficient funding for appropriate repairs and maintenance. Often repair crews are laid-off during the last three months of the fiscal year for lack of funding to support their positions.

Facilities have fallen victim to an early deterioration as a result of long-standing and continuous deferred repairs and maintenance.

Except for one facility, the remaining facilities do not have an organized plan, policies and procedures for routine repairs and maintenance, emergency testing and a timely follow up.

Lack of well-kept facilities have resulted in not having drinking water for the inmates in the cells, toilet leaks in the inmate cells, excrement in the detoxification cells, breach of security by keeping perimeter doors open for ventilation, skewed Sally port door jambs, excessive sand in the locking mechanism of exterior doors and the failure of backup electrical systems to open the cell doors during an emergency evacuation.

Lack of appropriate and timely repairs and maintenance, have contributed to the very high risks for life-safety and security of the inmates and officers at these facilities.

22. Building Site—Location, Condition and Security

For many of the facilities, the physical location of the facility is poor as the town and businesses have grown up around it since the time that they were built. This may be acceptable in some cases, for example, in a highly secured facility designed for such use. This is not so for minimum and medium security facilities such as these.

Many of the facilities have exterior perimeter fences with fence gates that are constantly left open, to facilitate other law enforcement functions that are also conducted in the same facility. The exterior, perimeter, fixed- and low-resolution cameras, if any, are incapable of surveilling for information to make appropriate security-threat decisions by the detention officers.

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Easy access by the general public to these facilities contribute to unnecessary direct risks to the detention officers on duty (who often serve as receptionists), increased risks of one-step-escapes and undue risk exposure to the passing of contraband material to the inmates.

23. Sally Ports

Only one facility was found with a functional and a working Sally port. Most of the remaining facilities do not have an appropriate Sally port. Those that do have a Sally port may have one with nonworking sensors and keypad mechanisms, nonfunctional rollup doors, pedestrian doors without locks or dysfunctional traffic patterns such that the Sally port does not serve the intent and purpose for which it was created. Often the very same facilities have breaches in the perimeter fence security and are also located in and around areas with access to the general public.

24. Emergency Evacuation

All of the facilities have an egress plan posted on the walls. However, 90% of these facilities do not have a plan for the safe and secure staging area for the inmates, at a sufficient distance from that facility. Only three facilities were found that had an appropriate safe and secure staging area for evacuated inmates, at an appropriate distance from the facility.
In case of an emergency, most facilities cannot alert in one minute and evacuate the facility in three minutes as a result of poor linear design, nonworking cell door mechanisms and backup systems and overcrowding. Even if the facilities could evacuate all of the inmates, most facilities do not have sufficient transportation vehicles or the ability to transport the entire inmate population to another facility. One facility noted, in all seriousness, that in a case like this they would simply release all of their inmates with instructions to the inmates to return the next day.
Such unpreparedness contributes to a very high risk of life-safety and security for the inmate population.

25. Cells—Holding Cells, Segregation Cells, Detoxification Cells and Dormitories

Most facilities lack appropriate cells and furnishings. The cells are generally small for the number of inmates that are held in them. Most cells do not have appropriate air circulation, cooling or heating, reference windows for daylight or operational lavatory/sink combination units. The cells do not have night-lights. The cells do not have appropriate fire suppression or smoke detection. The detoxification cells generally have hard surfaces and lack functional floor drains. Electrical cell door operational mechanisms are unreliable and often the mechanical overrides do not operate.

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26. Fire Suppression Systems – Fire Alarm, Fire Extinguishers and Fire Sprinklers

Most facilities have fire extinguishers located at appropriate locations; however, most facilities do not have appropriate fire detection or suppression systems. Several facilities have retrofitted surface-mounted fire sprinkler systems which in and of themselves have become a threat to potential self-inflicted harm by the inmates.

27. Cell Door Locking Mechanisms

The keyed locks on cell doors are a serious concern. Often the locks have not been lubricated and the keys are worn out. Electrically operated doors with mechanical overrides are unreliable. Repair parts for the original Folger-Adams cell doors are difficult to find and procure. Inmates are aware of such malfunctioning cell door locks. At two different facilities inmates explained how to defeat a locked cell door.

In an emergency at most facilities, the inmates cannot be safely evacuated within three minutes.

28. Emergency Backup System

Most facilities do not have an emergency backup generator. For the few facilities that do have a backup generator, they lack routine weekly tests or a full-load test on a monthly basis.

In an emergency, generators have often failed to start. Few facilities have emergency backup egress lighting but it is not known if they are tested regularly or if the batteries are replaced regularly. Facilities have often resorted to flashlights and Coleman lanterns in the event of a power failure.

A lack of such emergency backup systems has increased the life-safety and security risks at the facilities.

29. Provisions for the Disabled

Less than 20% of the facilities have provided exterior ramps. However, most facilities do not have provisions for access by disabled staff, inmates or visitors.

30. Interior Systems—HVAC, Plumbing, Power, Lighting, Communications, Flooring, Ceiling, Roof and Structure

The interior systems for facilities such as the HVAC, plumbing, power, lighting, communications, flooring, ceiling, roofing and structure are in serious disrepair.
These systems have been 'band-aided' over the years. Lack of appropriate sanitation as a result of failed plumbing systems has created health hazards.

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The foundations for several structures are settling at a rate of about one-half inch to one inch per year.
None of the facilities have any provisions for 'Blast Protection' around the perimeter walls and windows.

31. Hazardous Materials – Molds, Asbestos and Lead Paint

Facilities built after 1978 generally do not have asbestos or lead paint. However, for a lack of appropriate records, it is unknown if asbestos and lead paint have been abated from the facilities. Growth of mold was found in two facilities.

32. Potential Suicide Elements

While most of the facilities are aware of the potential of inmates to commit suicide, they are unaware of the potential sources in their facilities that may be used by the inmates to cause personal harm and commit suicide.

Combined with their articles of clothing, items such as the following develop into potential sources to cause harm and commit suicide:

Corners on free standing bunk beds, 1" diameter 'drain holes' in the sleeping bunk steel plate, vent screens in cells at a reachable height, surface-mounted sprinkler pipes in physical spaces available to inmates, old-style jail door bars with horizontal cross plates, strings used as shower curtain rods, clothes drying lines, electrical cords for circulation fans, radios and TV sets, chemicals used for cleaning supplies, unaccounted-for plastic utensils, water bottles and Styrofoam cups, kitchen utensils and knives and accessible tools in transportation vehicles.
The detention staff expressed concern but also indicated that there is not sufficient staff to maintain suicide watch that requires a five-minute rotation-observation for an individual.

33. Interior Security – Staff and Inmates

The security within the facility for the staff and inmates is poor.

Generally there are many blind spots that cannot be monitored with cameras because of the linear design of most facilities. Most facilities are equipped with poor-resolution, fixed cameras and/or nonworking or poor-resolution camera monitors.

The central control stations are poorly designed, often with makeshift arrangements to comply with the new requirements, in what used to be spaces other than central control stations. There is insufficient space for booking or appropriate booking software to log in and track the history of an inmate. Unsecured kitchen utensils and knives could be used by the inmates to cause harm to themselves and others.

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There are insufficient numbers of detention officers on duty for the number of inmates at any given time.

34. Effectiveness of Current Floor plans – Control Station, Sally Port, Intake and Booking, Visitation, Kitchen, Dayroom and Dining, Recreation Yard and Cells

Most of the detention facilities were designed and built with a set of program parameters that have since been superseded.

Often, the facilities in the past were built as a single law enforcement building that housed the police, dispatch, investigations, detention and the courts. Over time this concept of having all of these functions in one building was phased out. Later, the concept of having juveniles and adults in the same building was phased out. Yet later, this concept was modified further, to having the detention function separated from that of the dispatch and police functions. During all this time the detention part of the function often stayed in the same building, modified and rearranged to the detriment of the appropriate functioning of the detention facility.

At other times there were buildings that were built as a 'rehabilitation center' which were converted to function as a detention facility and which have continued to function as a dysfunctional detention facility.

The present-day facilities do not serve the needs or the present-day missions for these facilities. These facilities do not provide the necessary functionality of the layout of the inmate cells such as providing reference daylight in the cells, appropriate dayrooms for the inmates, appropriate exercise/recreation areas with appropriate outdoor time for the inmates, appropriate kitchens to serve adequate food to the inmates, appropriate awareness and provision of healthcare to the inmates, appropriate central control stations and booking stations for the interior and exterior security of the inmates and officers, appropriate visitation spaces, appropriate provisions for the disabled inmates, staff and visitors and appropriate rehabilitation programs and services for the benefit of inmates.

It is impractical at best and highly risky at worst for the life-safety and security of the officers and inmates, to continue operations with the present program parameters in facilities that do not facilitate for such new missions and program parameters.

A pictorial with pictures of critical concerns is provided in Appendix E. A numerical assessment and phased decommissioning matrix is provided in Appendix F. These are followed in later Appendices G, H and I with a structured program of capital improvements to transition into planned replacement facilities over a ten-year program period.

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Appendix E
Critical Concerns – Pictorials

This Appendix E is a continuation of Appendix D which narrated the findings in 34 key categories. This Appendix is a pictorial. The Critical Concerns regarding existing Facilities and Operations; that are tangible and could be photographed, are categorized as the following thumbnail collections:

1 Bookings – Intake Challenges
2 Cages and Housing
3 Central Control Station Challenges
4 Electrical Challenges
5 Emergency Egress
6 Environmental Challenges
7 Flammable Storage
8 Front Entrance – Reception
9 Worn Out Blankets
10 Lack of Food
11 Perimeter Challenges
12 Personal Harm Challenges
13 Plumbing Challenges
14 Recreation Yard Challenges
15 Sewage in Housing
16 Facility Structure Challenges
17 Water Quality Challenges
18 Weapons in Kitchens and Interiors
19 Weapons in Storage
20 Weapons in Transportation Vehicles
21 Weapons on Site

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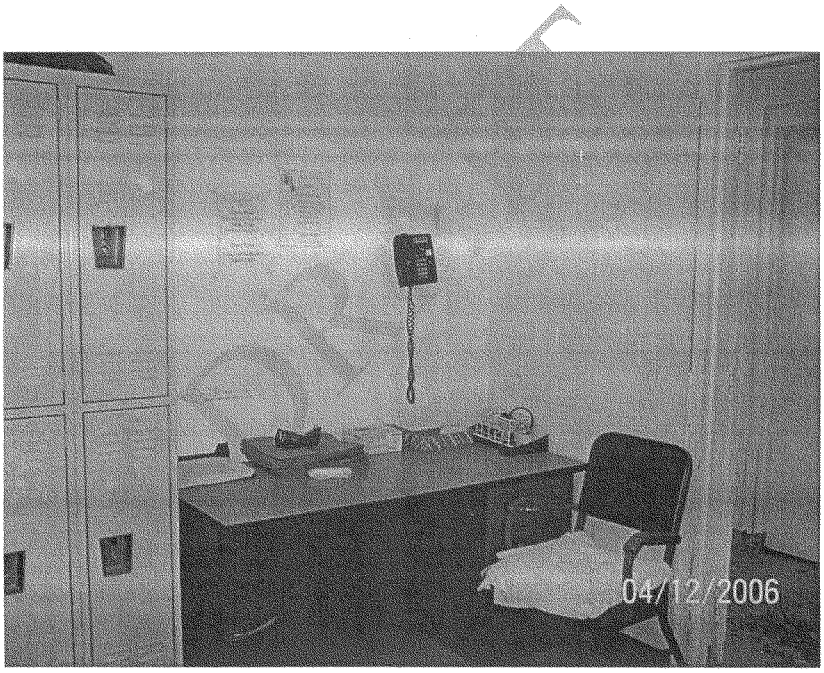
1 - Booking and Intake Challenges

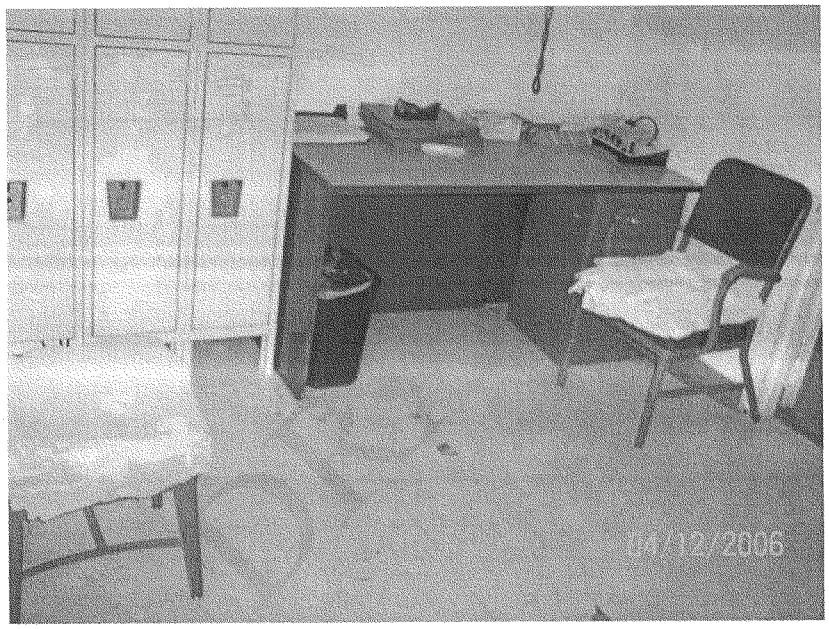
Safety and security of an officer is compromised as a result of dysfunctional and makeshift booking stations and intake space

Booking – Intake Challenges



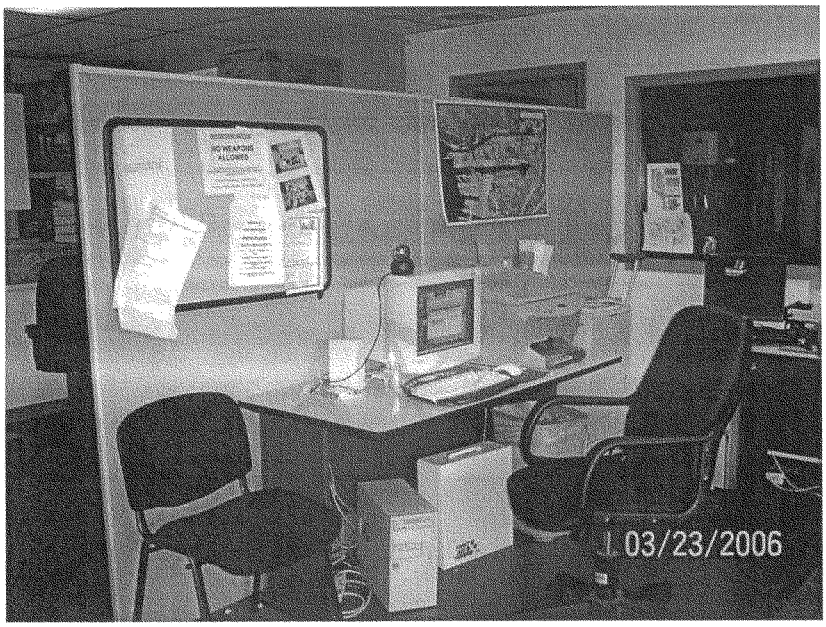
Booking Station consists of a desk and chair in the staff locker room

Booking – Intake Challenges



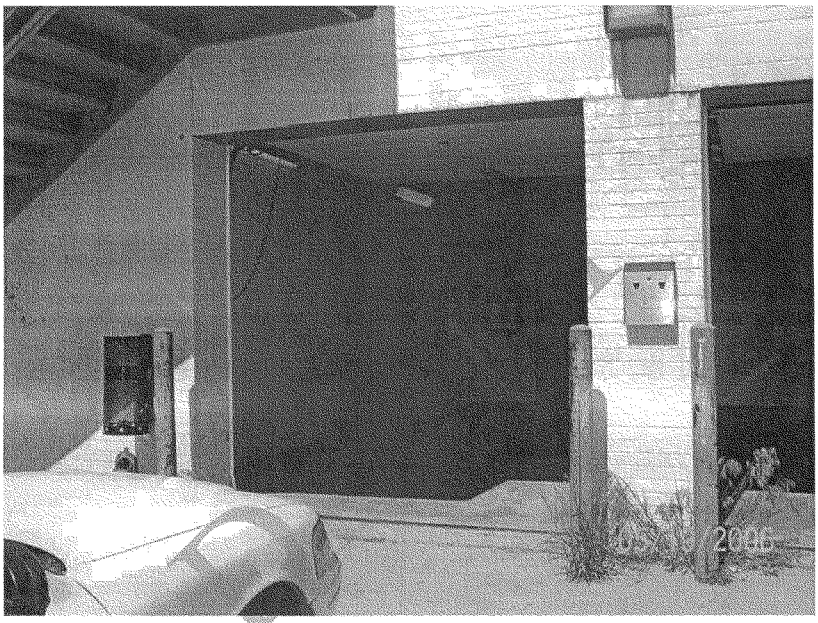
Inmate is seated on the chair across with opportunity to create a potential safety and security challenges for the booking officer

Booking – Intake Challenges



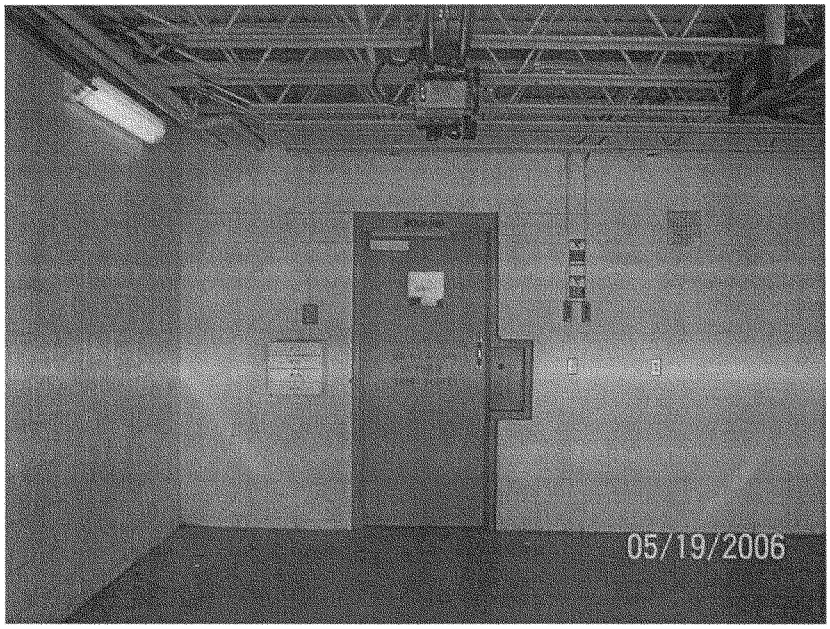
Booking Station – Note the potential weapons that may be used by an inmate

Booking – Intake Challenges



Garage serving as a Sally port – Open garage doors are an invitation for escape during transition to booking

Booking – Intake Challenges

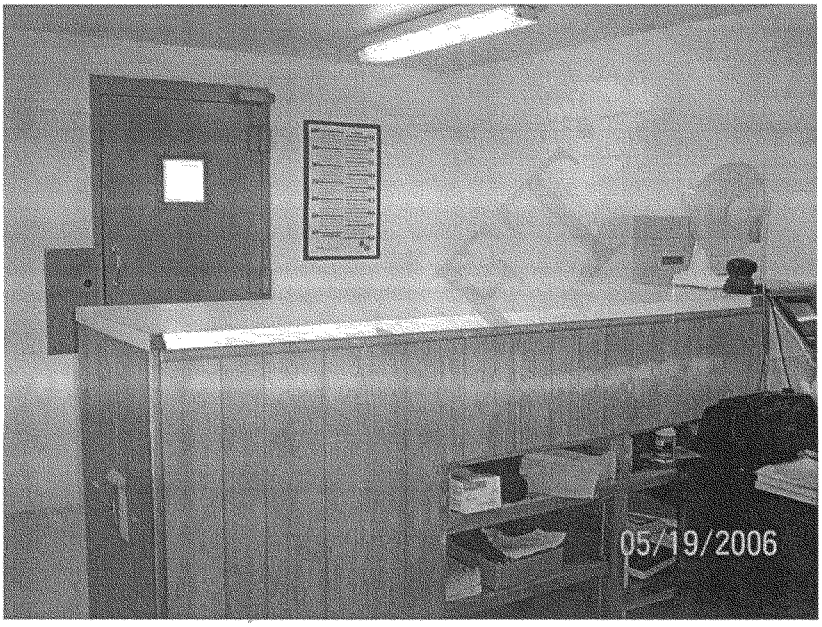


Door leading to the booking station

Booking – Intake Challenges

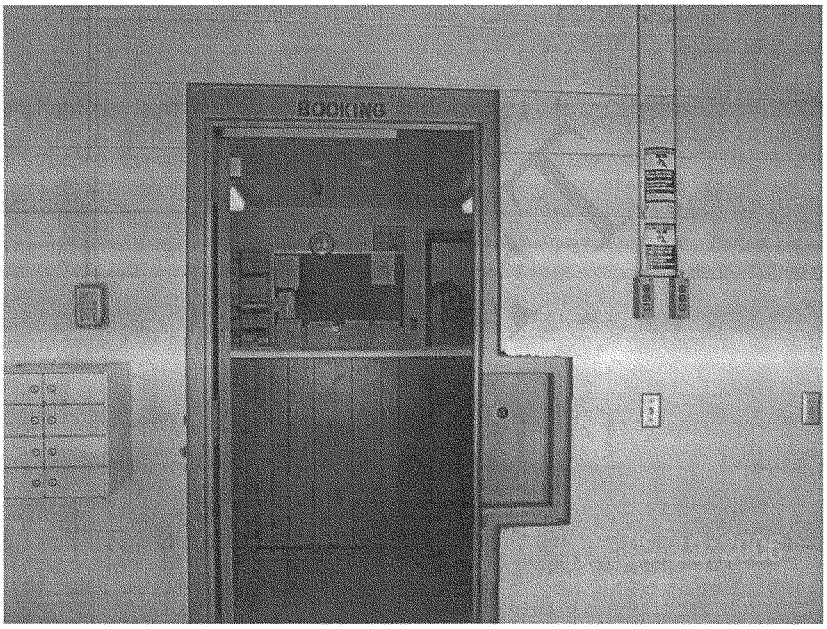
Reception Center/Booking Station with door to the garage exterior

Booking – Intake Challenges



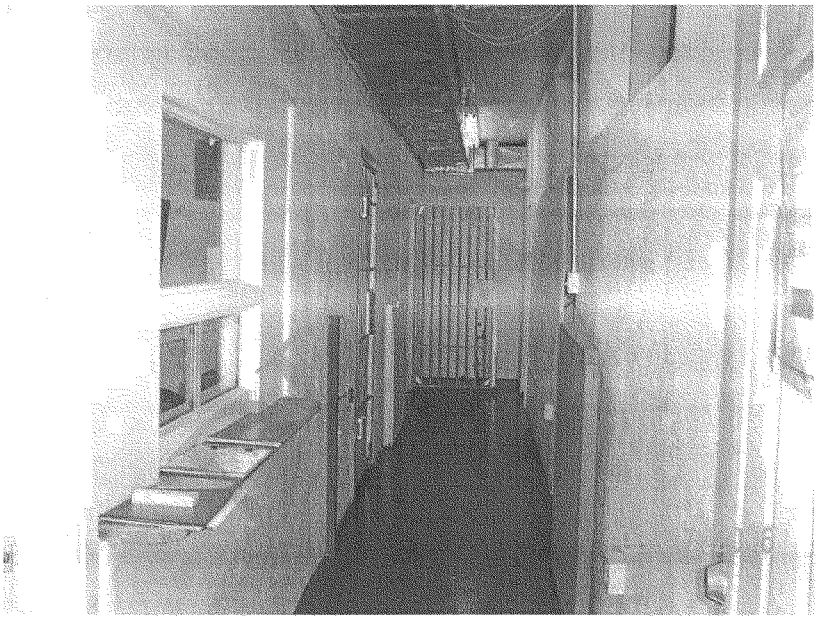
Unsecured and unsafe Booking Station Countertop

Booking – Intake Challenges



Entry from exterior to the unsecured booking station

Booking – Intake Challenges



Booking Station in the corridor

2 - Cages and Housing

The safety and security of the community in addition to the safety and security of the inmates and officers is being compromised.

Far more calls for service are received than those that are arrested. Far more are arrested than those that are booked. Far more are booked than the space available to house them or food available to feed them. A very large percentage is simply let-go under a variety of arrangements and unwritten understandings.

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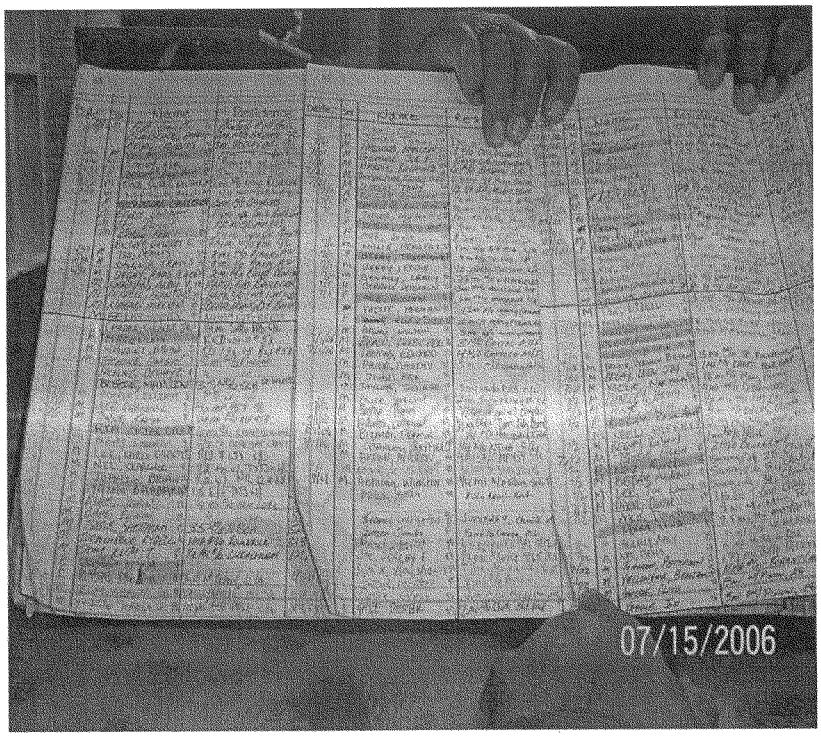
Cages and Housing



Booking Log – The numbers being booked far exceed the bed space. The excess are released to make room for the new arrivals. Others are 'stuffed' on the floor, in the corridors, special cages or any other available space.

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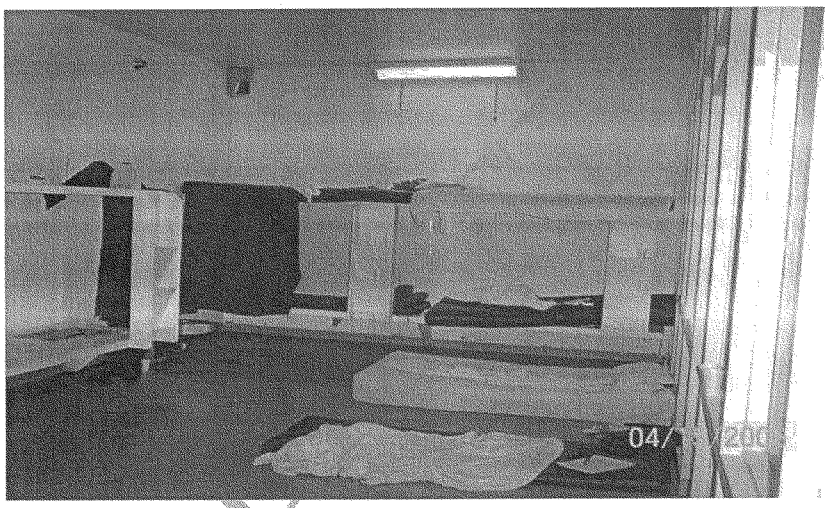
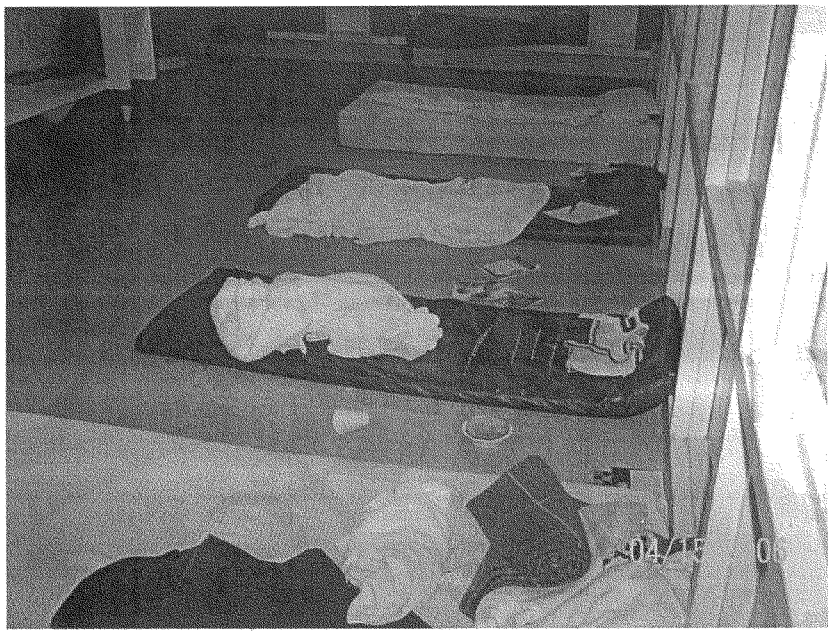
Cages and Housing



Accommodations

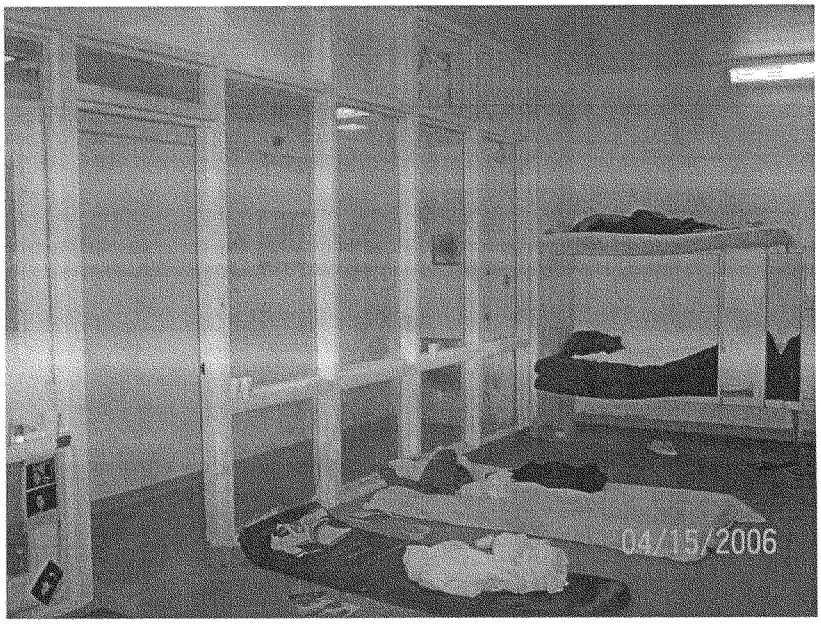
Cages and Housing



Dining and lodging

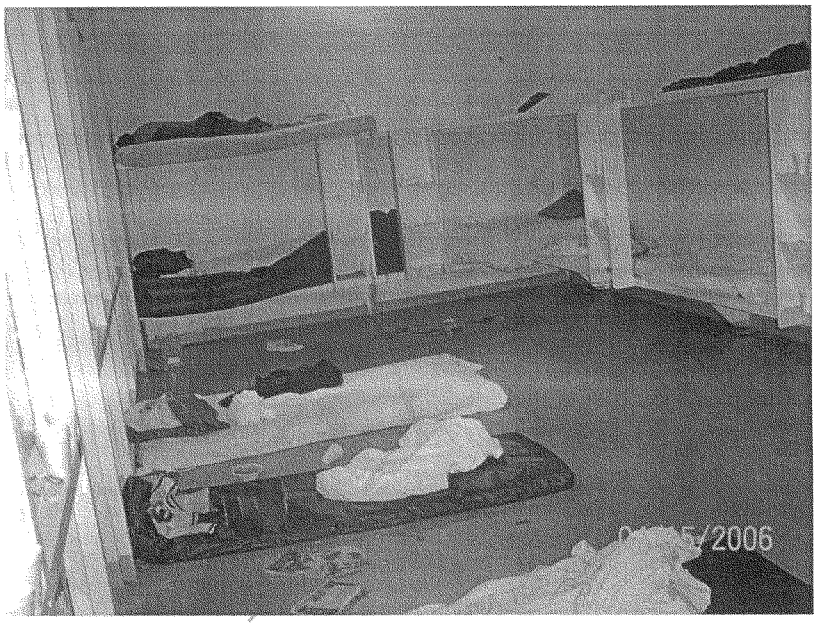
653

Cages and Housing



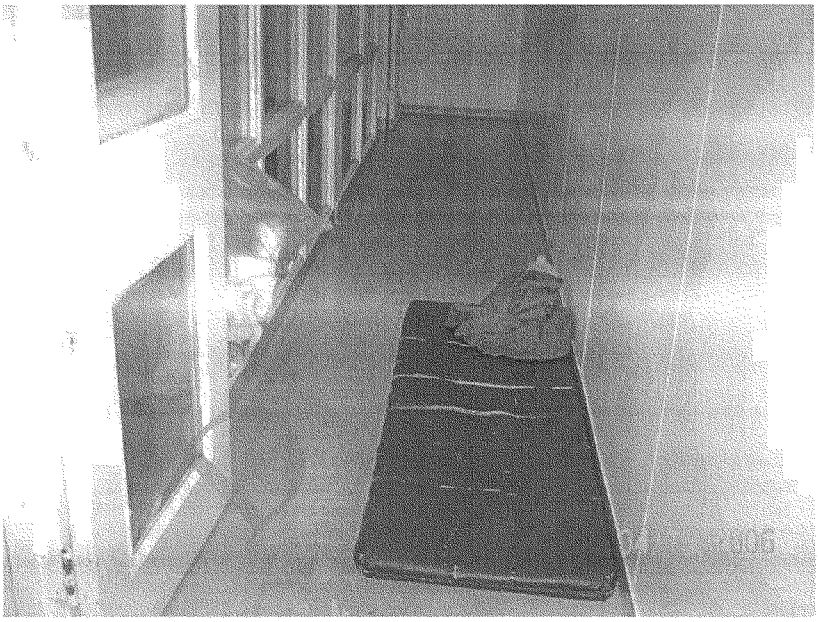
Plexiglas partitions and Styrofoam cups – Potential weapons

Cages and Housing



Accommodations

Cages and Housing

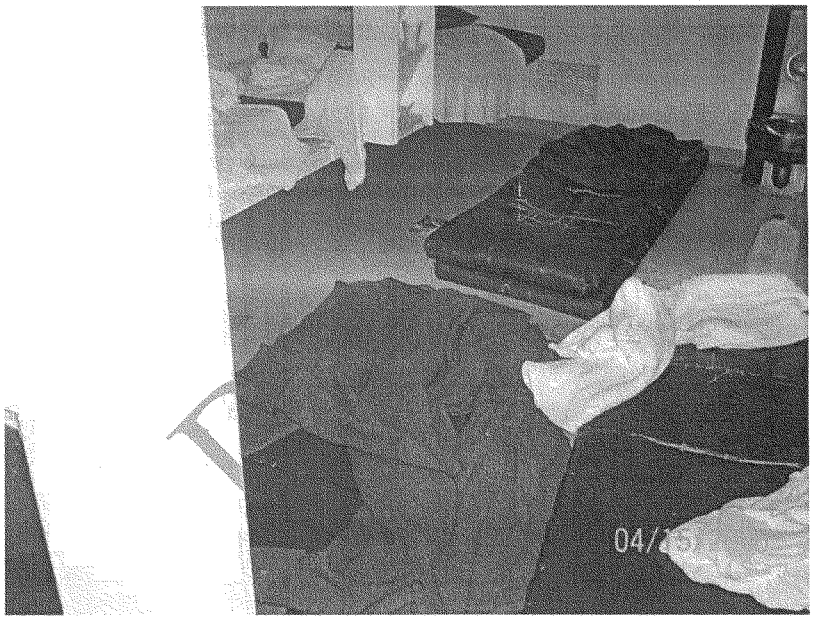


Accommodations

Cages and Housing

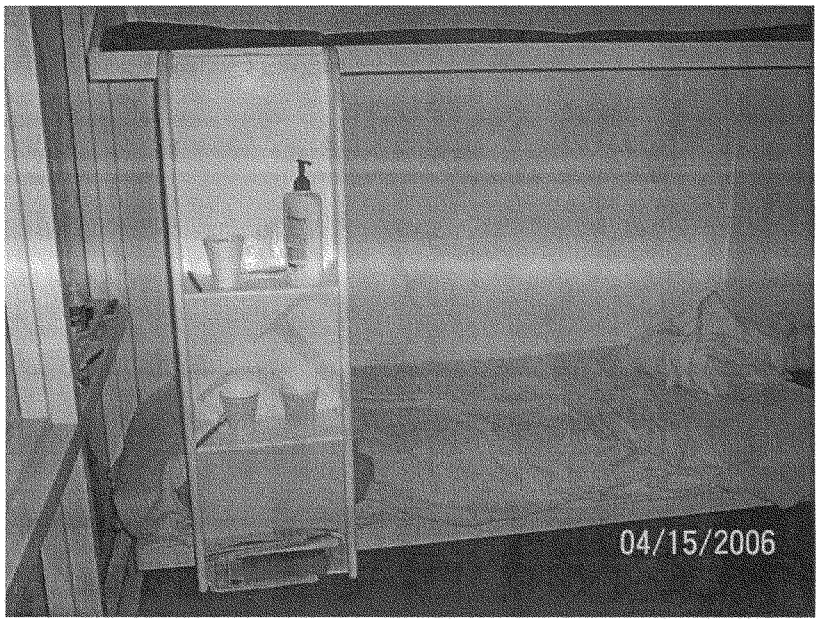
Women's Dormitory. Sleeping quarters by the toilet, and drinking water in plastic containers.

Cages and Housing



Dormitory Accommodations on cold concrete floors

Cages and Housing

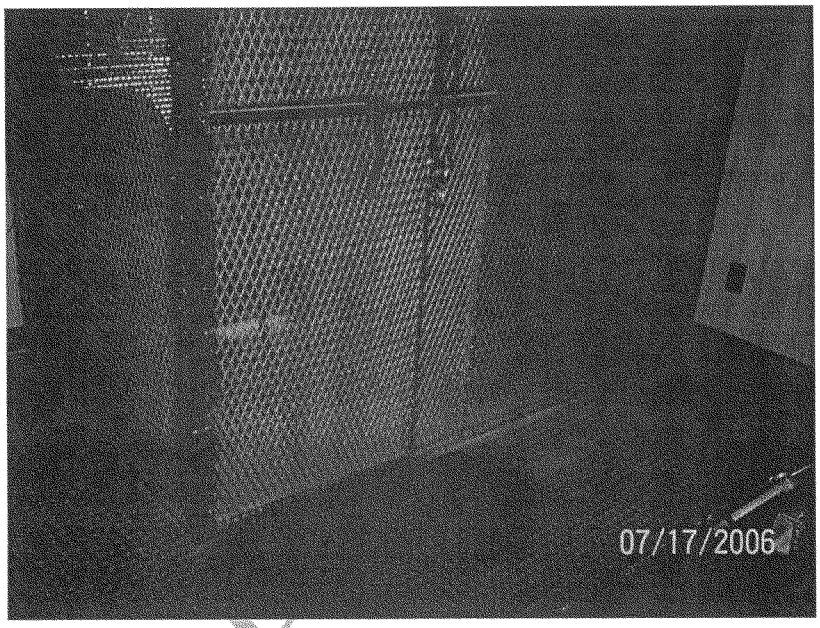


Dormitory Accommodations

Cages and Housing

Cage accommodations

Cages and Housing

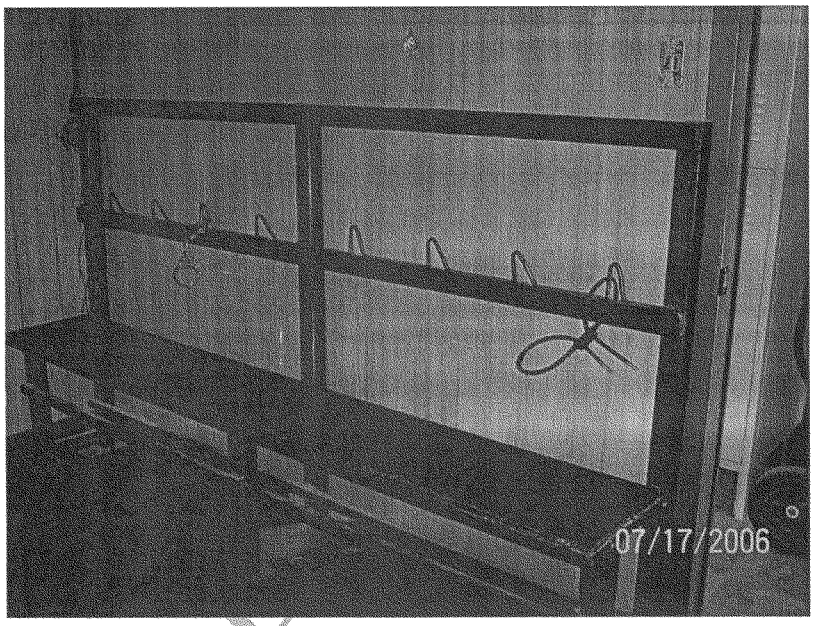


Accommodations for two. Two office chairs in a cage.

Cages and Housing

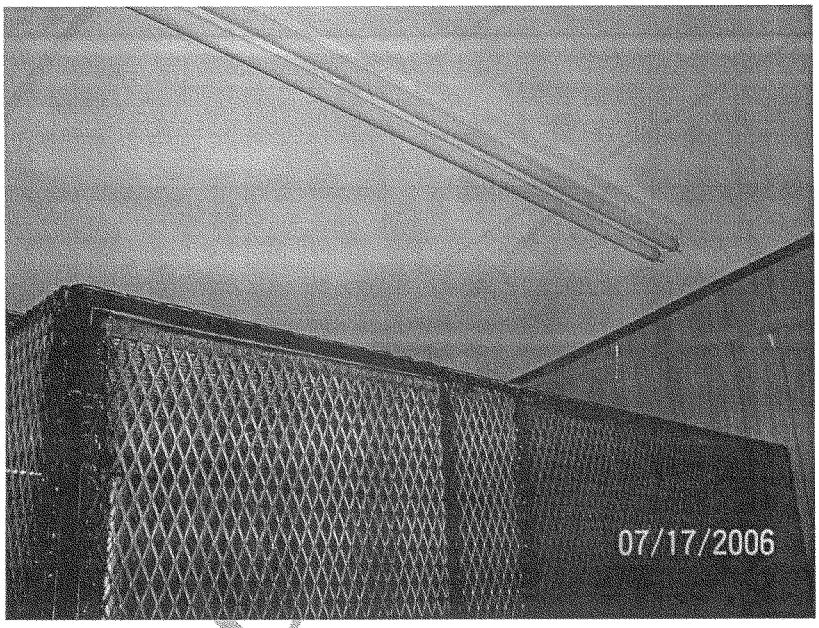
Bench with restraining gear, across from the cage

Cages and Housing



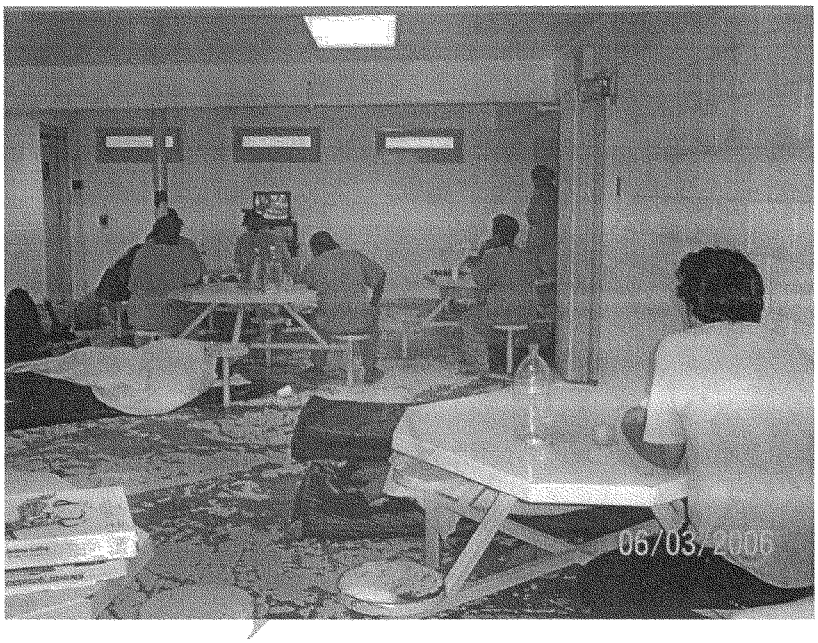
Bench with restraining gear

Cages and Housing



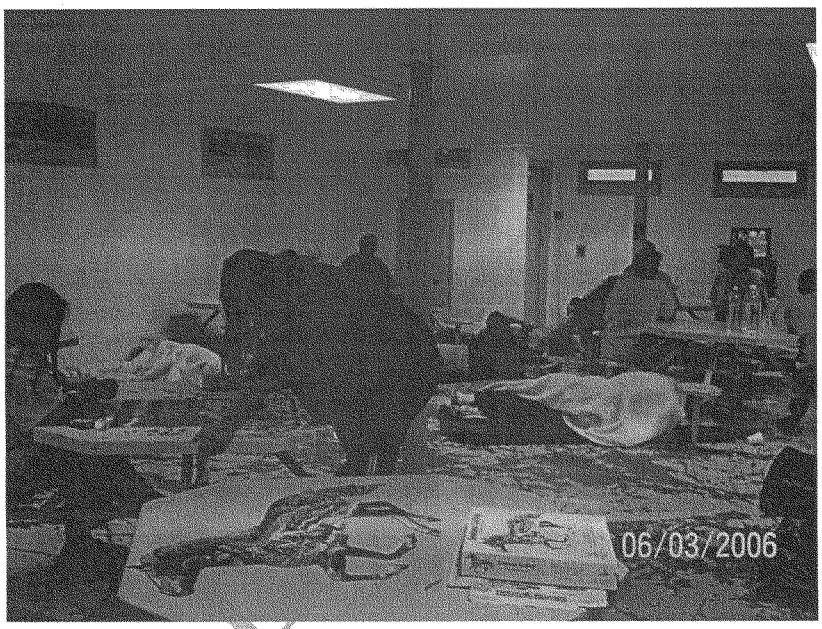
Open access above the cage

Cages and Housing



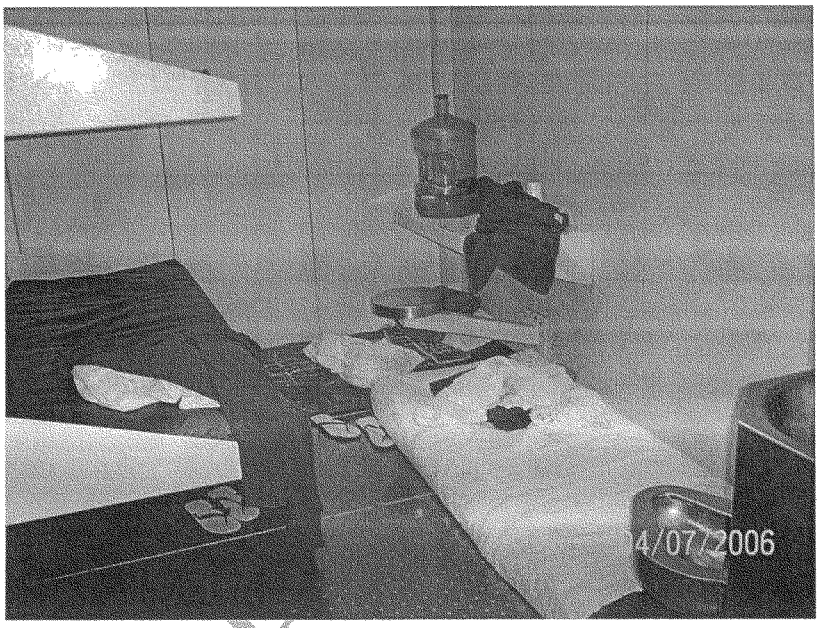
Sleeping quarters. Plastic water bottles. Styrofoam cups

Cages and Housing



Another view of the lodging and dining quarters.

Cages and Housing

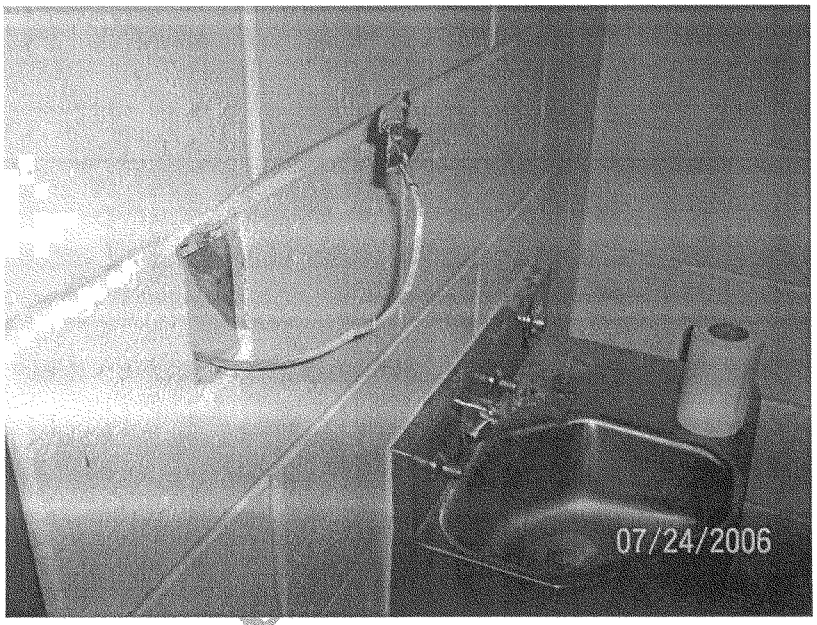


Sleeping quarters for the juvenile – Makeshift metallic boxes

Cages and Housing

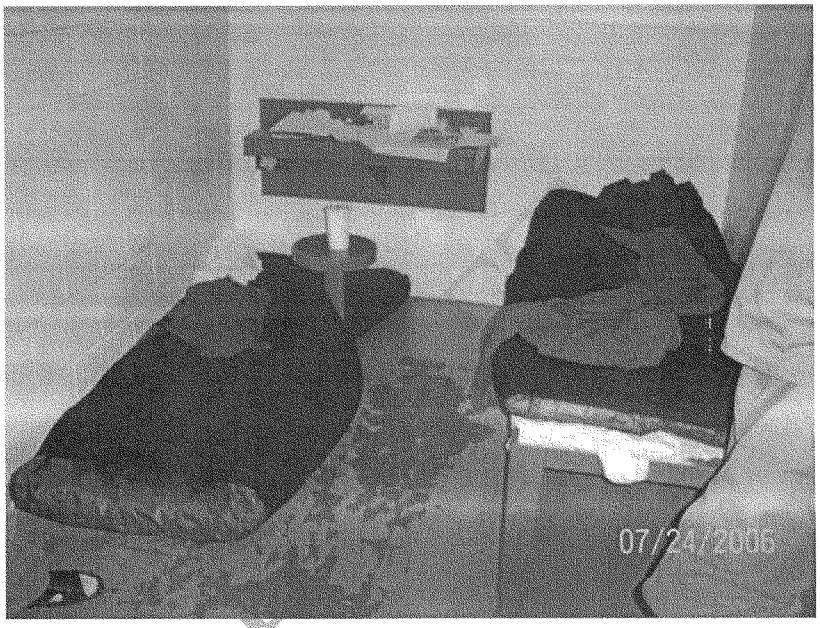
Unavailable cells.

Cages and Housing



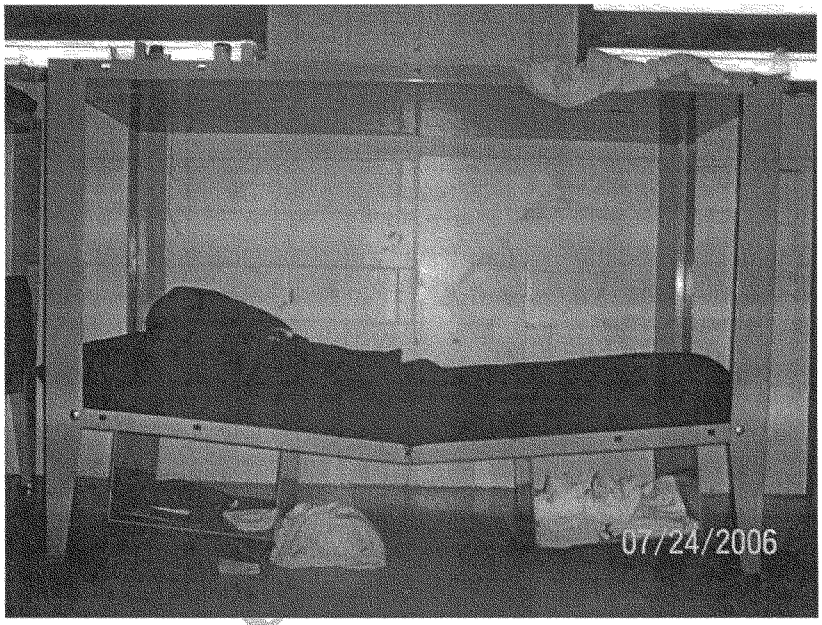
Electrical in disrepair in the cell – Cell out of commission

Cages and Housing

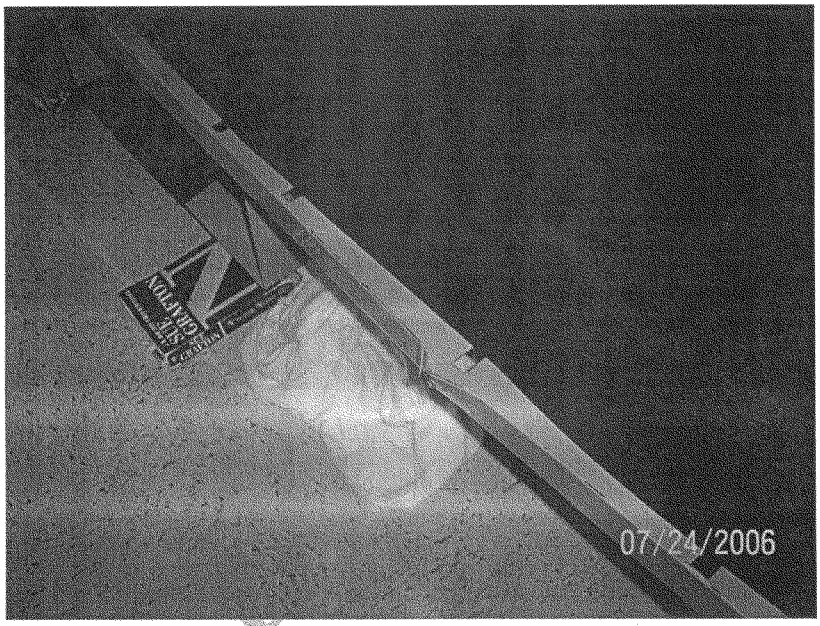


Living quarters.

Cages and Housing

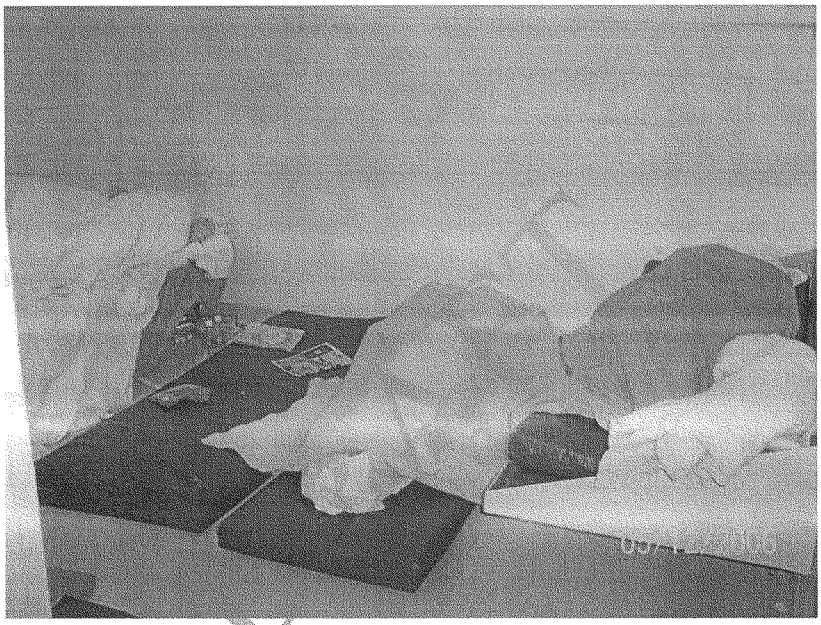


Broken bunks in use



Twisted metal at the broken bunk

Cages and Housing



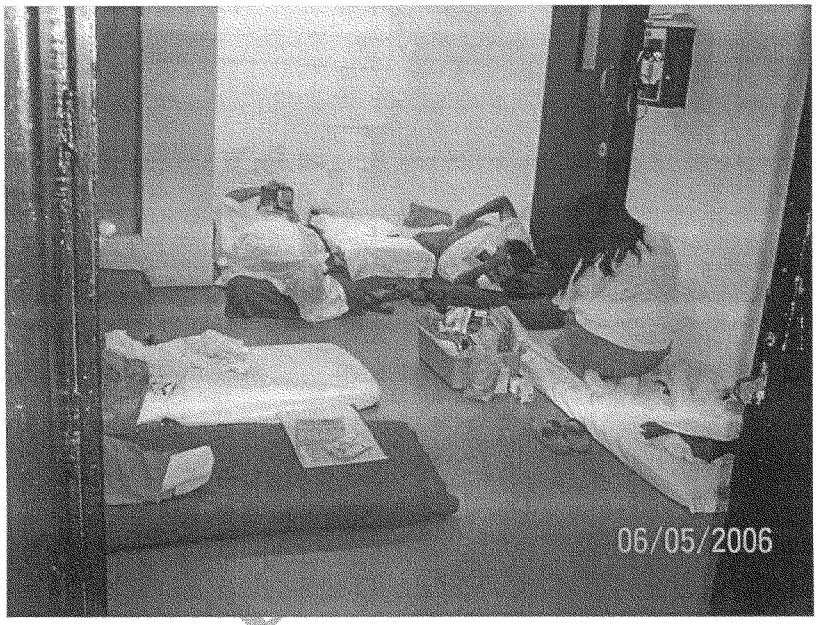
Accommodations

Cages and Housing

Accommodations

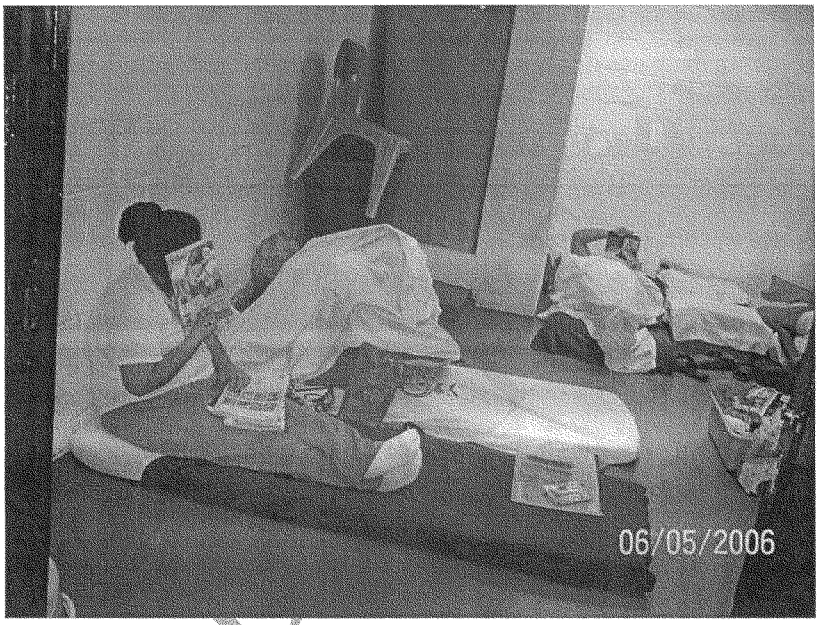
Detoxification Cage

Cages and Housing



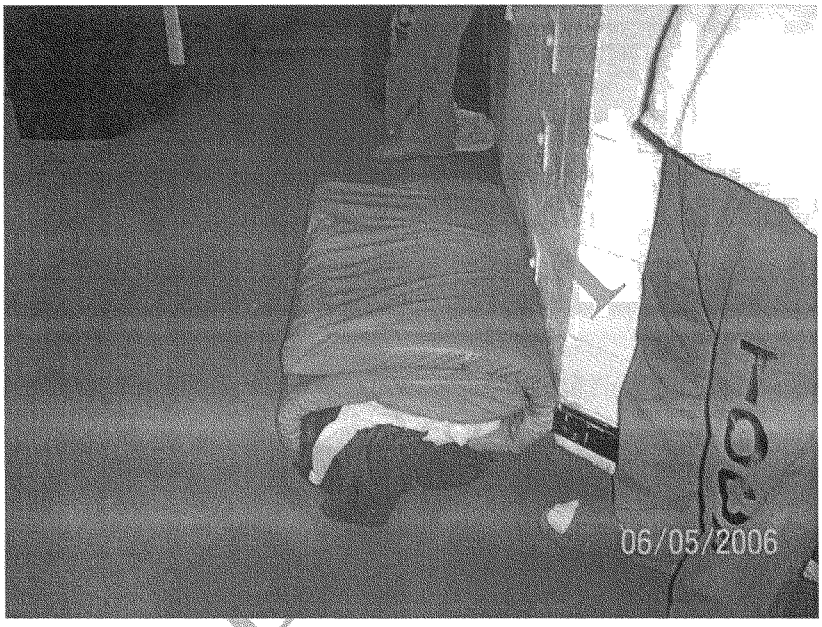
Women's Dormitory

Cages and Housing



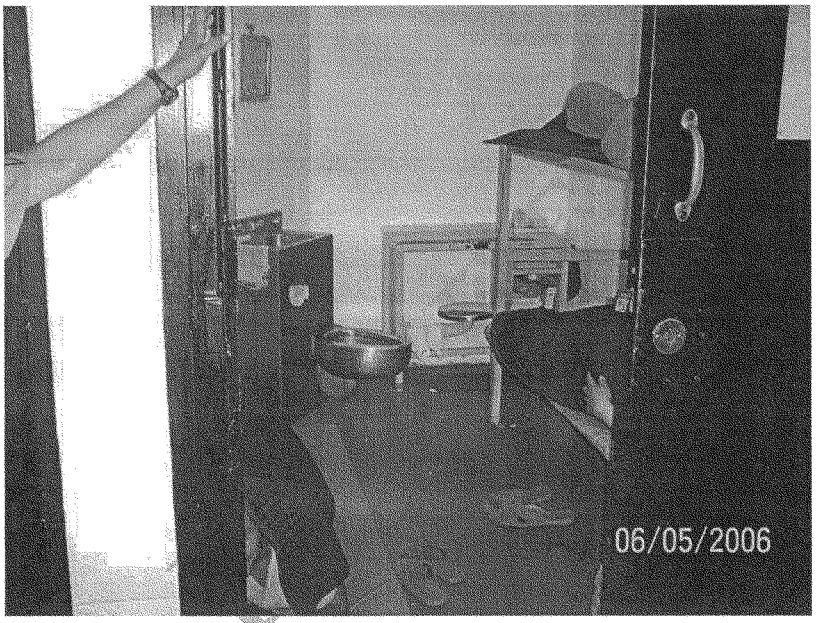
Women's Dormitory

Cages and Housing



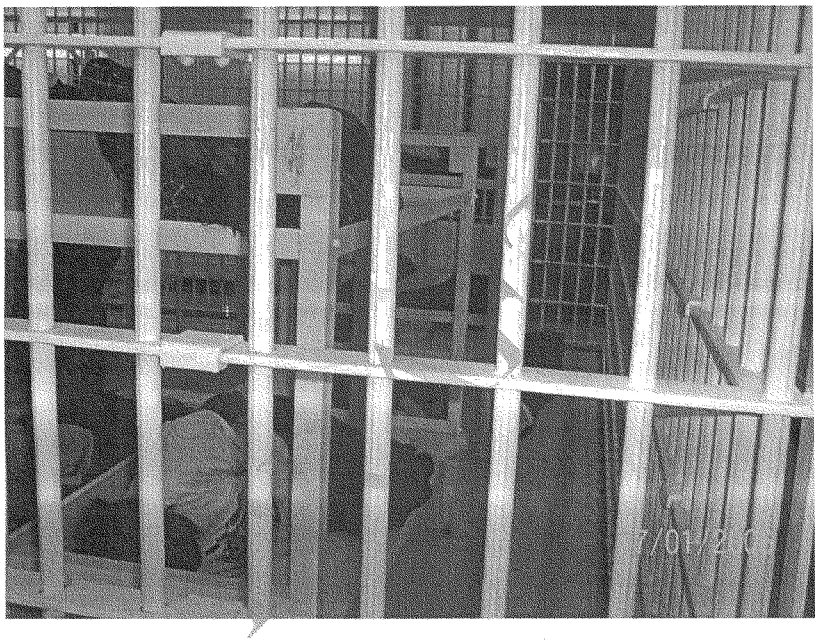
Sleeping quarters in the dining room

Cages and Housing



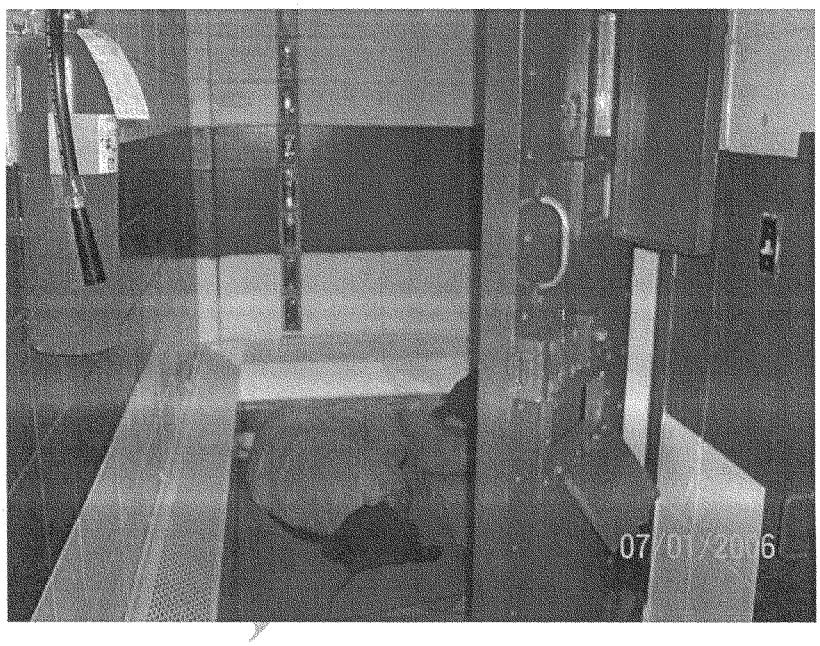
Three to a cell

Cages and Housing



Overcrowding

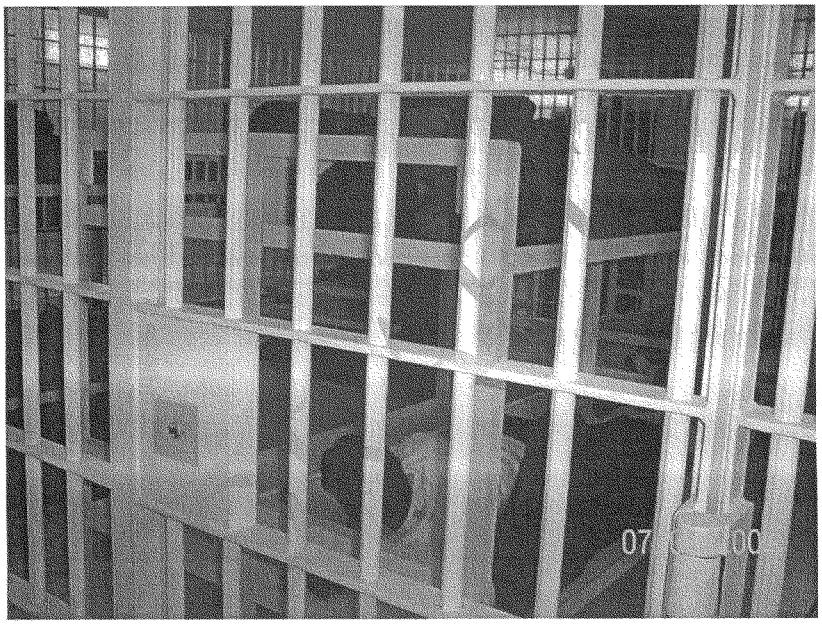
Cages and Housing



Asleep in the corridors with cell door open for a lack of ventilation

Cages and Housing

Accommodations in the corridors



Doubled on a double bunk

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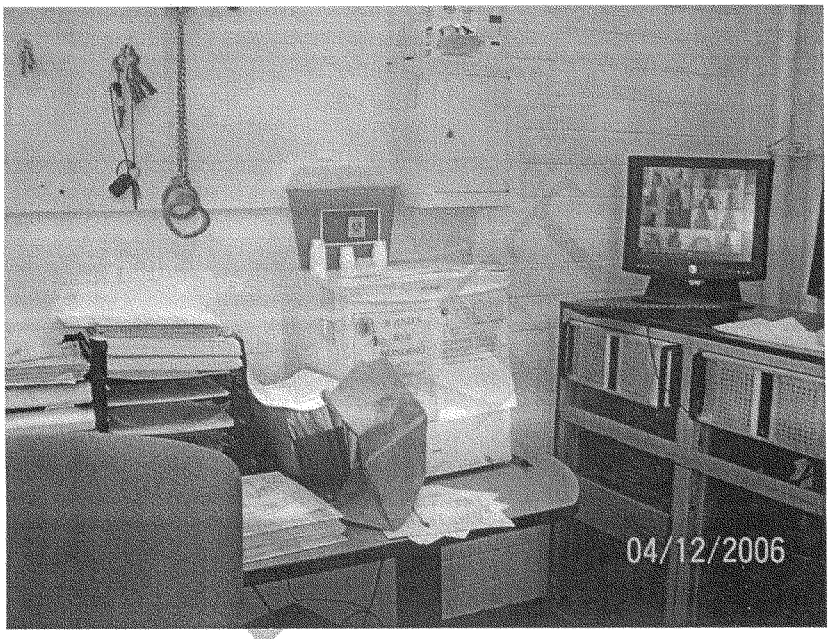
3 - Central Control Station Challenges

Central Control Stations are critical to the appropriate operations of Detention and Corrections. The pictures following indicate makeshift and dysfunctional arrangements to accommodate the changing laws and regulations, without consideration for an appropriate space in an existing facility. Such practices create an illusion of appropriate monitoring, jeopardizing the safety and security of inmates and officers.

Central Control Station Challenges

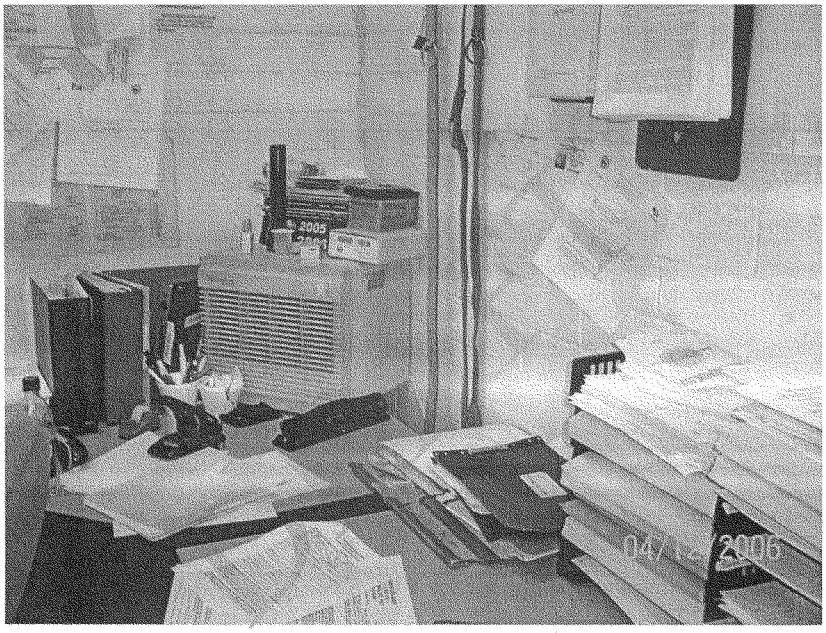
Central Control Station Monitors are located behind and away from view by the officer. Blank spots on the monitors indicate malfunctioning cameras aimed at that location

Central Control Station Challenges



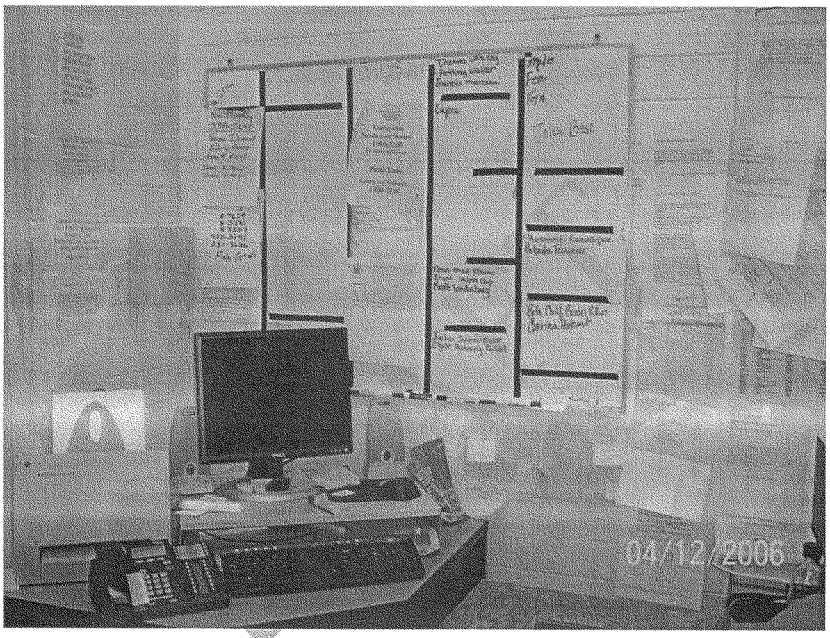
Monitors behind and away – View slightly to the left from the picture above

Central Control Station Challenges



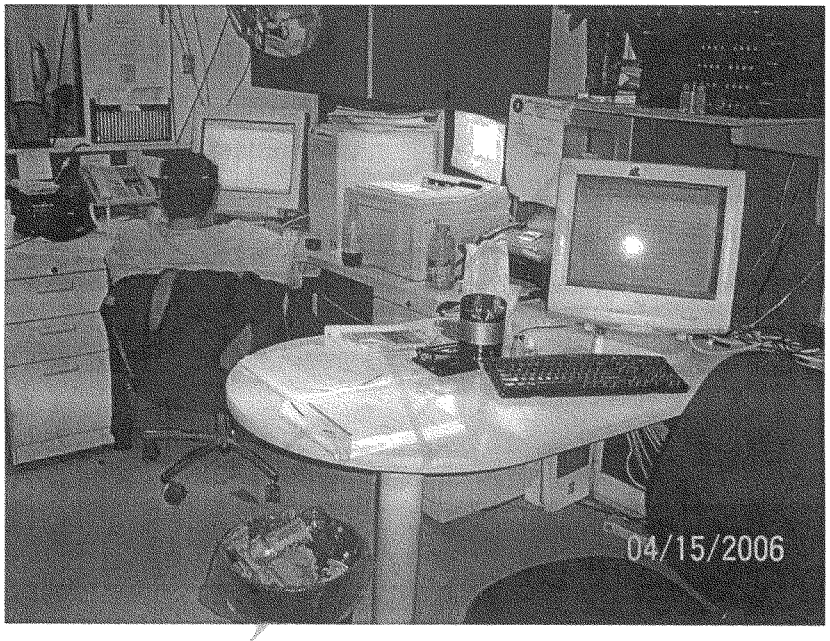
View more to the left from the previous picture

Central Control Station Challenges



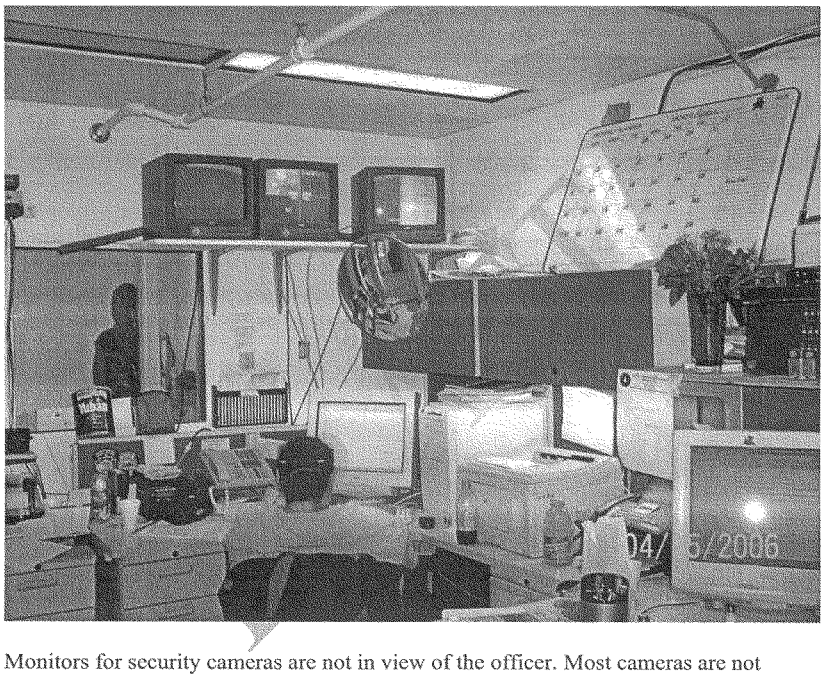
View more to the left from the picture above. Control Officer's work station with security camera monitors directly behind and not in her view.

Central Control Station Challenges



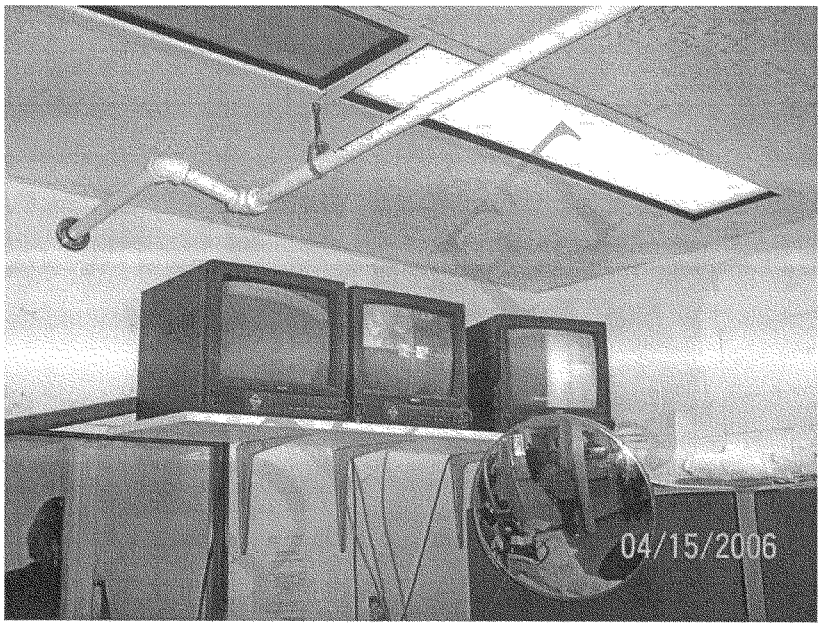
Control Officer at work at his workstation. Monitors for the security cameras are not in his view for they are on a shelf four feet above his head

Central Control Station Challenges



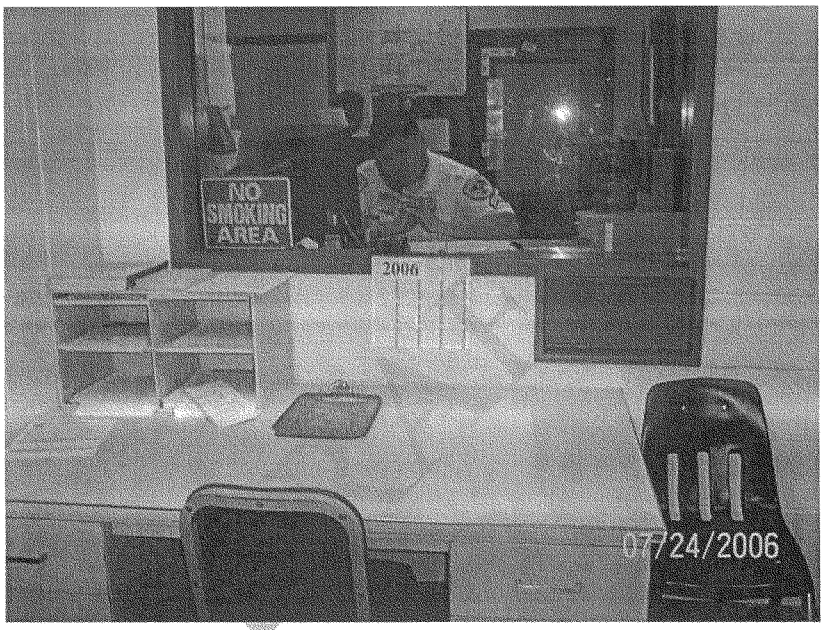
Monitors for security cameras are not in view of the officer. Most cameras are not functional as noted by the dark segments on the monitors.

Central Control Station Challenges



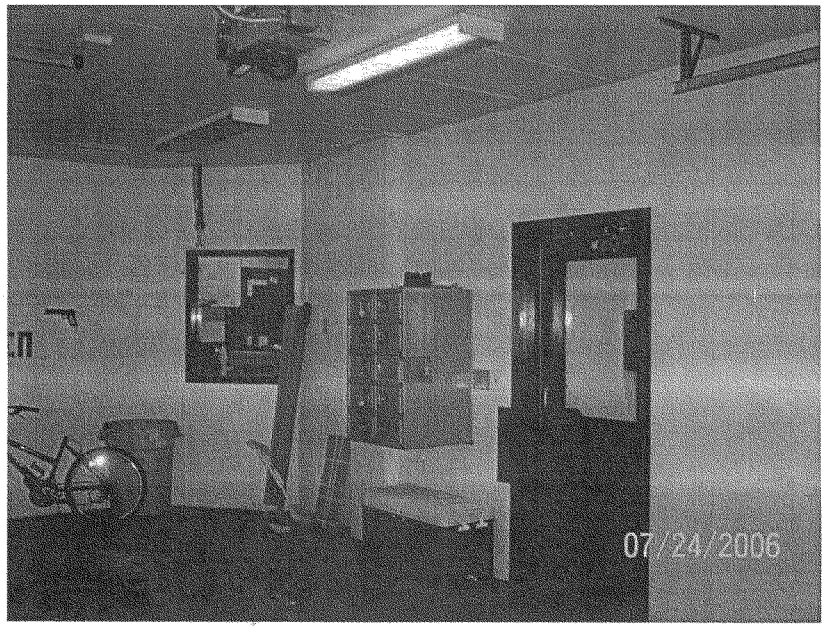
Dysfunctional security monitoring. Blank monitors for the security cameras..

Central Control Station Challenges



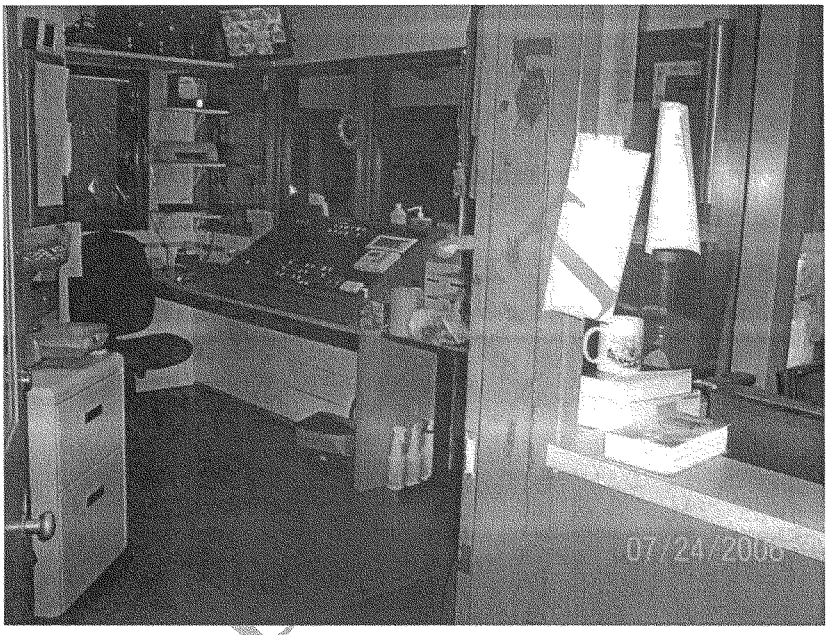
View looking into the Control Station from the booking desk located outside. The control officer is working at his workstation and is expected to interact with incoming traffic to this station, from the sally port to the left

Central Control Station Challenges



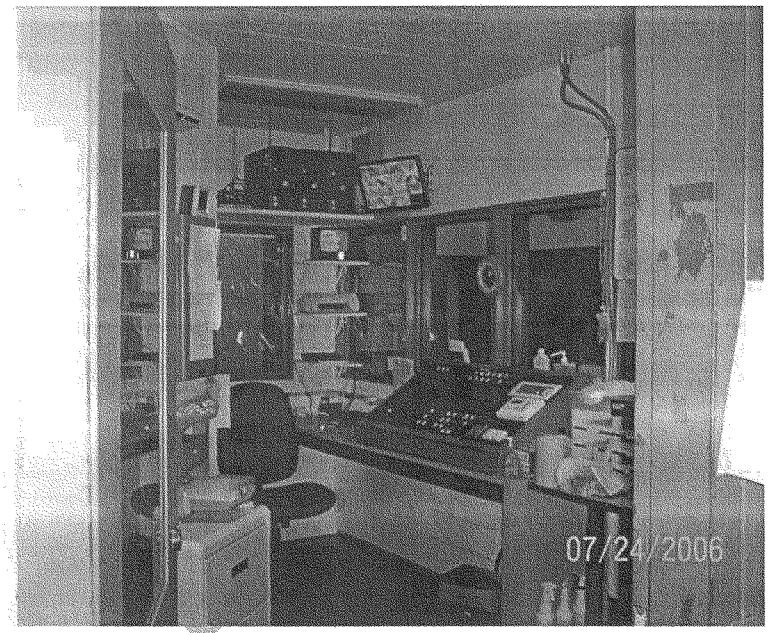
View from the sally port looking into the control station through the window

Central Control Station Challenges



View of the control station – Note the security camera monitors towards the top

Central Control Station Challenges

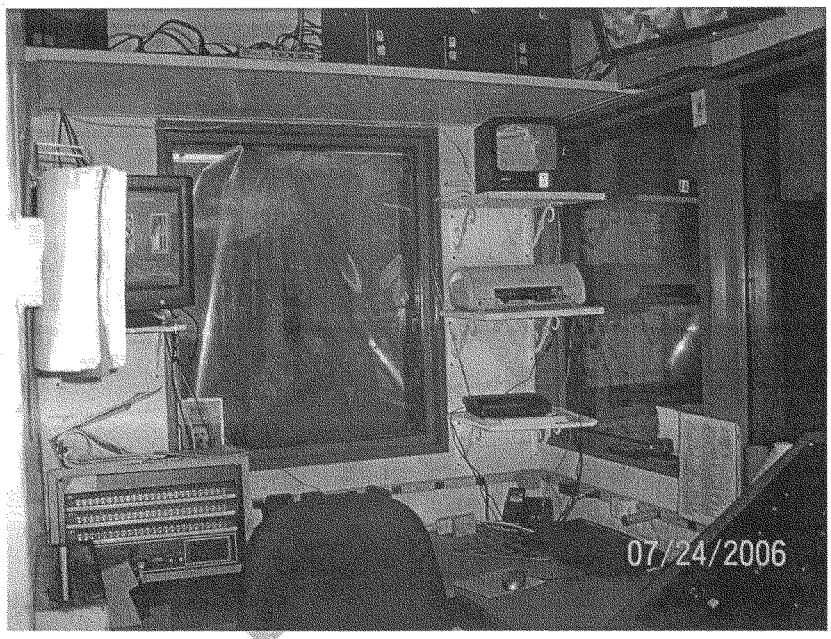


View of the security camera monitor up on a shelf and behind the control officer

Central Control Station Challenges

Switch Controls for cell doors.

Central Control Station Challenges



View into the corridor using a torn one-way screen

Central Control Station Challenges

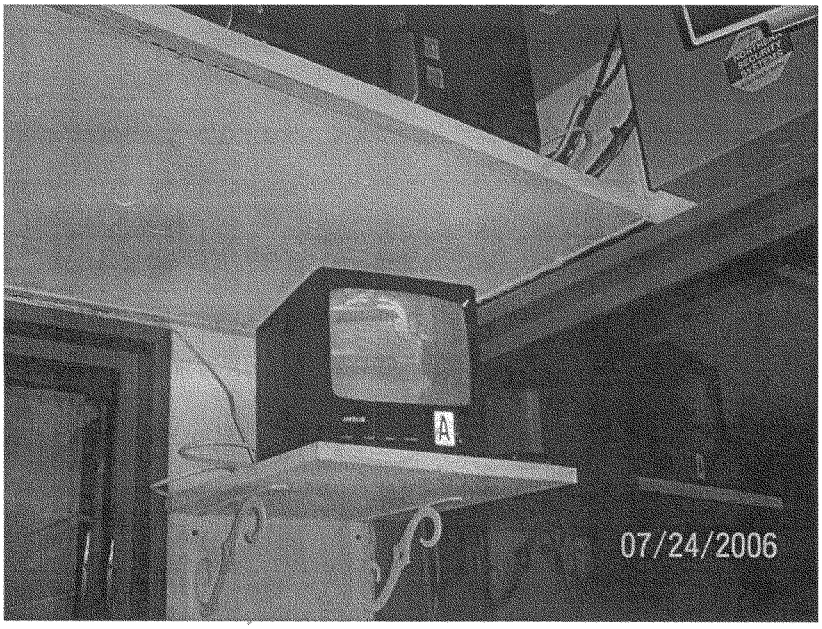
Security camera monitors out of view from anyone working at the Control Station

Central Control Station Challenges

Malfunctioning security cameras at the control station

Central Control Station Challenges

Malfunctioning security cameras at the control station



Older security camera monitor