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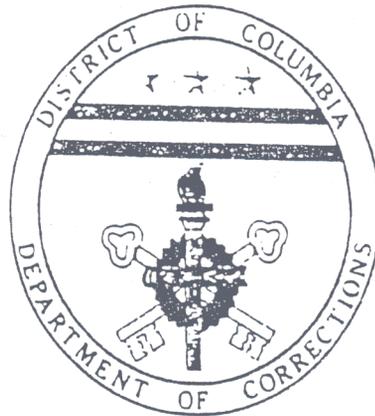
# **APPENDIX 7**

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THE NEW  
DISTRICT OF COLUMBIA  
DEPARTMENT OF CORRECTIONS

RECORDS OFFICE ACTION PLAN 2000

AUGUST 21, 2000



ODIE WASHINGTON  
DIRECTOR

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
DEPARTMENT OF CORRECTIONS

Office of the Director



August 21, 2000

The Honorable Royce C. Lamberth  
United States District Judge  
United States District Court for the District of Columbia  
333 Constitution Avenue, N.W., Room 4434  
Washington, D.C. 20001

Re: Order to Show Cause  
Misc. No. 00-0149 (RCL)

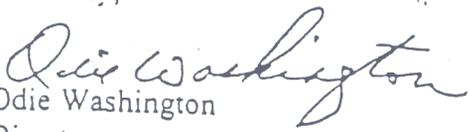
Dear Judge Lamberth:

Thank you for the opportunity to respond to the findings and recommendations contained in Mr. Shaw's report on the erroneous release of defendant Oscar Veal, Jr., and other matters related to the operation of the D.C. Department of Corrections' Records Office. As you know, the new mission of the D.C. Department of Corrections (DCDC), mandated by the National Capital Revitalization and Self-Government Act Improvement Act of 1997, P.L. 105-33, has necessitated sweeping changes throughout the department. Upon their completion, these changes will result in a newly improved and very different DCDC. As we make these changes and seek to improve the overall operation of the DCDC, our goal is to create an efficient, up-to-date jail system in which the Courts, the Mayor, and the citizens of the District of Columbia can have confidence about which they can be proud.

Despite this and other reports, there have been some significant improvements initiated within the DCDC. Some of these improvements relate specifically to the Records Office and the findings and recommendations contained in Mr. Shaw's report. In the attached report, we take this opportunity not only to provide you with these specific responses to Mr. Shaw's recommendations, but also to share with you what we have done, what we are doing, and what we will do in re-engineering to the "New D.C. Department of Corrections."

Thank you for this very important opportunity.

Sincerely,

  
Odie Washington  
Director

Attachment

OW/pn

THE NEW D.C. DEPARTMENT OF CORRECTIONS  
RECORDS OFFICE ACTION PLAN 2000

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Exhibit I - Resumes of Department of Corrections Executive Staff

1. Director - Odie Washington
2. Deputy Director for Administration - [REDACTED]
3. Executive Assistant to the Director - [REDACTED]
4. Special Assistant to the Director - [REDACTED]
5. Administrative Specialist - [REDACTED]
6. Chief Financial Officer - [REDACTED]
7. Chief, Contracts and Procurement - [REDACTED]
8. External Confinement Administrator - [REDACTED]
9. Chief, Internal Affairs Unit - [REDACTED]
10. Chief, Office of Facilities Management - [REDACTED]
11. Chief, Legal Services/General Counsel - [REDACTED]
12. Chief, Office of Internal Control - [REDACTED]
13. Chief, Management Information Systems - [REDACTED]
14. Chief, Medical Services - [REDACTED]
15. Warden, Central Detention Facility - [REDACTED]
16. Warden, Central Facility - [REDACTED]
17. Warden, Maximum Security Facility - [REDACTED]
18. Administrator, Case Management Services - [REDACTED]

Exhibit II

1. Letter to Superior Court Chief Judge Eugene Hamilton, dated July 25, 2000, announcing implementation of new Jail Inmate Management System and requesting assistance in integrating same offense codes.
2. Letter to Nancy Mayer-Whittington, Clerk of the Court, U.S. District

6-2  
Court, dated August 8, 2000, announcing implementation of new Jail Inmate Management System, and requesting assistance with integration of offense codes.

3. Letter to [REDACTED] Information Technology Liaison Officer, Criminal Justice Coordinating Council, dated August 8, 2000, announcing implementation of new Jail Inmate Management System and requesting that this system be a part of any District-wide systems integration efforts.

### Exhibit III

Memorandum from Director Washington to Warden, Central Detention Facility and the Records Office Administrator, dated August 21, 2000, prohibiting the release of prisoners from the Central Detention Facility after midnight.

THE NEW D.C. DEPARTMENT OF CORRECTIONS  
RECORDS OFFICE ACTION PLAN 2000

I. Introduction

On March 2, 2000, the Honorable Royce C. Lamberth, United States District Court Judge for the District of Columbia, ordered that Patricia Britton-Jackson, Warden of the D.C. Jail, show cause why the defendant in the case of United States v. Oscar Veal, Jr., Criminal No. 00-068 (RCL) was released in violation of the Court's order. Following a response on behalf of the Director of the D.C. Department of Corrections and Warden Britton-Jackson, the Court issued an "Order to Show Cause Why the D.C. Department of Corrections should not be Held in Contempt in the Matter of United States v. Oscar Veal, Jr., Cr. No. 00-068." At the request of the Court a report and recommendations on the erroneous release of Oscar Veal Jr. were prepared and submitted by John R. Shaw, on behalf of John A. Carver, Trustee, Court Services and Offender Supervision Agency.

Mr. Shaw's report was submitted to the Court at a status hearing held on July 28, 2000. The Department of Corrections advised the Court at that time that it accepted the findings and recommendations contained in Mr. Shaw's report and requested that it be allowed to respond to that report by August 21, 2000. What follows is the response of the Department of Corrections to the recommendations made in Mr. Shaw's report. The current administration of the DCDC has been in place for approximately eighteen months. There have been some significant improvements to the DCDC in that relatively short period. It is recognized, however, that the critical nature of the DCDC's responsibility to public safety and law enforcement in this city requires that it bring about further improvements in the department with all deliberate speed. In preparing this response, it was noted that there is not a format by which the courts, other law enforcement partners and the community can measure and evaluate the progress of the department. This action plan is intended to provide that format.

II. The Administration of the New D.C. Department of Corrections

The best of plans will not be successful unless there are good people in place to ensure its proper implementation. This administration has worked very hard to develop a team with the skill and commitment required to take the New D.C. Department of Corrections forward. Director Odie Washington was appointed acting director of the DCDC in March of 1999. He came to the DCDC after having served for 26 years in the Illinois Department of Corrections. During the last four of those years he served as the director of that department. Following his confirmation by the City Council in June of 1999, Director Washington made sweeping personnel changes to the management of the DCDC. The new management team is comprised of members who have years of executive level experience in corrections and criminal justice, and are locally and

nationally respected for their accomplishments and expertise. Along with a new management team, Director Washington has put in place a new organizational structure that more clearly defines lines of authority and accountability. Found at Exhibit I are resumes for the members of the executive management team and an organization chart.

### III. Accomplishments to Date

It is undisputed that there is much to do before the DCDC becomes the kind of city agency in which all can be both confident and proud. However, since March of 1999, the beginning of Director Washington's administration, there have been a number of very important initiatives undertaken by the DCDC. Listed below are some of the more significant accomplishments of this administration to date.

- For Fiscal Year (FY) 1999, this administration closed an inherited budget deficit of \$26 million.
- For FY 2000, it reduced a projected budget deficit of \$26 million to less than \$1 million.
- The DCDC closed the Occoquan and Minimum Facilities at Lorton within the designated closure schedule, and closed the Youth Facility three months ahead of schedule.
- A contract was awarded in April 2000 for the implementation and installation of a new automated Jail Inmate Management System for the Central Detention Facility (D.C. Jail). The system is projected to come on line in October 2000.
- A funding commitment has been requested and received for the development of a new inmate classification system for the Central Detention Facility.
- The DCDC has established an Internal Affairs Unit. The chief of that unit has been appointed. The unit will be staffed with three additional investigators.
- A funding commitment has been requested and received for the development and implementation of a jail-based population projection model.
- The DCDC has developed and implemented a new computer-based halfway house escape tracking system.
- An Office of Internal Control, Compliance and Accreditation has been established. This office will be responsible for conducting internal audits of all DCDC operations and ensuring that the department meets all American Correctional Association accreditation standards.

- The DCDC is currently conducting a management assessment of all functions and positions in the department as part of the transition plan for closure of the Lorton facilities.

#### IV. Department of Corrections' Responses to Major Recommendations

R-1: Prepare and publish a DCDC Record Office Manual. The Consultant observed there is a draft of a manual, but it has never been finalized. This should be a priority as soon as the Sentence Computation Manual is finalized. This is a basic tool that is extremely necessary for the orderly operation of any prison record office. It is only fair to staff, administrators, and even inmates that a uniform operations manual be published to guide employees in carrying out their everyday duties.

#### DCDC RESPONSE:

The preparation of a Records Office Manual began in the spring of 1999. Technical assistance has been provided by the Office of the Corrections Trustee. A final draft of the manual, which consists of approximately 13 chapters, has been completed and is being circulated for field review. The manual should be finalized and approved by the Director on or before September 15, 2000.

The Sentence Computation Manual is a two-part document. The first Part of that manual, referred to as the Pre-April 11, 1987 Manual, applies to inmates sentenced before the effective date of the District of Columbia Good Time Credits Act of 1986. The second part of the manual covers the computation of D.C. Code sentences from April 11, 1987, to the present. As a result of its new responsibility for sentenced D.C. felons, the Federal Bureau of Prisons (FBOP) is participating in the preparation of the Sentence Computation Manual. Completion of the manual is awaiting additional input from the FBOP.

R-2: Under a Training Officer, and in conjunction with a DCDC Record Office Administrator, a DCDC-wide Record Office training plan should be implemented. Until recently, there had been no training of Record Office staff at all. There is now a D.C. Jail Record Office in-house training program, but it lacks the formality of a true training program. The Consultant reviewed the training outline being implemented at the Jail, but did not see any formal training materials that would be used.

## DCDC RESPONSE:

As early as August 28, 2000, the Department of Corrections will devote a journeyman level Managerial Training and Development Specialist to this initiative full time and will have a Records Management Training Plan developed. This training plan will include a lesson plan of internal and external formal training opportunities that cover the inmate management business process from intake to discharge. Current records personnel will be subjected to an individual training needs assessment. The aforementioned shall be accomplished in conjunction with mandatory training associated with the implementation of the New Jail Inmate Management System. Plans to establish annual proficiency requirements are being considered for contract negotiations with the existing DCDC unions.

- R-3 Appoint a Records Office Administrator at the DCDC Headquarters. This has been proposed in numerous studies over the years. Currently, dedicated staff at the D.C. Jail Record Office are attempting to carry out their duties as best they know how. But without a resource(s) in Headquarters, employees are to a large degree left to their own devices. A Record Office Administrator would not only be a conduit for information and guidance to the DCDC and its institutions, but could also coordinate the implementation of a Records Office Manual, prepare a training program for the Records Office, and perform technical assistance and reviews.

## DCDC RESPONSE:

██████████ has been designated as the Records Office Administrator. ██████████ is a lawyer by training, has served as a prosecutor and a warden, and has extensive correctional experience. ██████████ has been assigned to assist ██████████ and ██████████ also has extensive correctional experience. They will be responsible for overseeing the day-to-day operation of the Records Office and the development of a comprehensive training program for the staff.

- R-4: R&D procedures be reviewed to determine if changes to the current system that would enable R&D to obtain the necessary information from the commitment orders without separating the paperwork for photocopying. If this is not feasible, improve procedures to ensure all paperwork is securely attached before it is sent to the Record Office.

## DCDC RESPONSE:

Immediately following the erroneous release of Oscar Veal, Jr., the DCDC modified its Receiving and Discharge (R&D) procedures. A

Legal Instrument Examiner now processes all new commitment documents before R&D processes the inmate and signs for receipt of inmates and paperwork from U.S. Marshals. Additionally, as the DCDC proceeds with the installation of the new automated Jail Inmate Management System, it is exploring ways to automate the transmission and processing of commitment orders from both U.S. District Court and Superior Court.

- R-5: Evaluate the current procedures regarding the coordination between the R&D staff and the Records Office Legal Instrument Examiner assigned to the R&D. Consideration could be given to routing all orders through the Legal Instrument Examiner on site in the R&D to ensure everything is initially reviewed at the very first stage of the process. A trained Legal Instrument Examiner might be able to spot unique cases or problems than a Correctional Officer.

**DCDC RESPONSE:**

A new program statement on the admissions process has been developed. It provides that all court orders will be initially reviewed by a Legal Instrument Examiner assigned to R&D. If the Examiner finds errors or problems in the court documents, he/she is to contact the clerk's office at the appropriate court immediately. If the error or problem is discovered after normal business hours, the Examiner will be instructed to contact the emergency judge through the Mayor's Command Center. The final draft of this program statement is under field review. The program statement will be finalized and approved by the Director on or before September 15, 2000.

- R-6: Provide frequent oversight of the Legal Instrument Examiner assigned to R&D. Ensure the Examiner is actively working with R&D staff when inmates are being processed into R&D.

**DCDC RESPONSE:**

The new Program Statement on the admissions process requires that a Supervisory Legal Instrument Examiner provide oversight of the Examiner assigned to the R&D Control Unit. Additional monitoring will take place to insure that the assigned Examiner is working closely with the R&D staff during the processing of inmates.

- R-7: If a DCDC Record Office Manual is not contemplated in the near future, it is recommended that the changes contained in the interim procedures referenced in this report be incorporated into a DCDC Department Order.

## DCDC RESPONSE:

The final draft of the DCDC Records Office Manual has been completed and is under field review. It will be finalized and approved by the Director on or before September 15, 2000.

- R-8: The DCDC conducts periodic audits to ensure new procedures are in fact being carried out.

## DCDC RESPONSE:

The recently established Office of Internal Control, Compliance and Accreditation is responsible for conducting annual audits of all DCDC operations and facilities, including the Records Office. Additionally, the Records Office staff has developed internal program review guidelines to be used for periodic self-evaluation. The final version of the guidelines has been awaiting completion of the Records Office Manual. Upon final approval of the manual, the review guidelines will be finalized and approved approximately 10 days thereafter.

- R-9: The Interagency Detention Work Group, formed after the Wright Report, would be able to play an important role in working with the various entities involved in imposing and carrying out court orders. The Superior Court, the District Court, the U.S. Marshals Service, the U.S. Attorney's Office, and the DCDC need to examine ways to improve the communication of information to the D.C. Jail.

## DCDC RESPONSE:

The DCDC has acquired an automated Jail Inmate Management System. Installation of that system is scheduled for completion in October. This system has the ability to send, receive and store electronically all relevant court and prisoner documents and records. Based on the performance guidelines of the system, the DCDC believes that it can serve as an "electronic platform" on which to build a fast, reliable, and secure communications system that would be accessible to all of its local criminal justice partners. The DCDC will propose that the Interagency Detention Work Group facilitate access to system for the Superior Court, the U.S. District Court, and the local law enforcement agencies. (See Exhibit II).

- R-10: Consideration should be given to delay release orders issued by the Superior Court in cases being transferred to the U.S. District Court. A one-day delay in the Veal release order would have resulted in proper handling of the case by the D.C. Jail.

**DCDC RESPONSE:**

The processing of release orders in Superior Court cases that are being transferred to U.S. District Court has been discussed with representatives of both courts, DCDC, and the U.S. Attorney's Office. Where release orders from Superior Court have been delayed, other problems have arisen. Shortly after the erroneous release in the Veal case, it was discovered that the delayed issuance of a release order by the Superior Court resulted in a person erroneously spending several months in jail. Rather than delaying the issuance of release orders, the DCDC is exploring with its criminal justice partners ways to improve the transmittal of relevant documents and court orders. We believe that emphasis should be placed on connecting the courts to the new Jail Inmate Management System. All court orders and other relevant documents could then be transferred electronically without delay. The system is designed to update prisoners' files as soon as the data is received.

R-11: DCDC Department Orders 1281.1 and 1280.2A should be reviewed, coordinated, and reissued. Staff are confused as to reporting requirements, at what level notification should be made, and who is responsible for follow-up.

**DCDC RESPONSE:**

DCDC Department Orders 1281.1 and 1280.2A have been consolidated into a single program statement that delineates the emergency notification procedures. These procedures are to be followed for all early, late, and erroneous releases. These procedures are in draft form pending review and comment by members of the Interagency Detention Workgroup. Members of the workgroup met on August 17, 2000, to begin developing a coordinated notification procedure. Copies of DCDC notification procedures will be provided to the courts and all area of law enforcement agencies. This program statement will be finalized and approved by the Director on or before September 15, 2000.

R-12:

The Interim Notification Procedures developed by the D.C. Jail should be reviewed by the DCDC in conjunction with Recommendation 11 above. If appropriate, the procedures should reference and conform to DCDC Department Orders.

**DCDC RESPONSE:**

See DCDC response to R-11.

R-13: While not a terribly difficult situation to resolve, "dual jurisdiction" facilities like the D.C. Jail need to know exactly what protocol to follow in cases of escape and erroneous release. It is recommended either Interagency Detention Work Group or a meeting of interested parties convene and draw up clear-cut guidelines as to specific steps to cover in each type of case.

**DCDC RESPONSE:**

See DCDC response to R-11.

R-14: It is recommended that either the DCDC or U.S. Marshals Service provide release clothing to those inmates being released directly from Court lockup and who do not have appropriate personal clothing.

**DCDC RESPONSE:**

The United States Marshals at both courts have agreed to store and distribute clothing for prisoners that are released directly to the streets from the courthouse cellblocks. Prisoners are to be issued dark blue jump suits that have no writing or identifying insignia on them. The same clothing will be available to prisoners released from the Central Detention Facility.

R-15: The DCDC will have to devote a significant amount of resources if it wishes to ever correct the many ills that exists in the D.C. Jail's Records Office. At a minimum, Recommendations 1, 2, and 3 should be implemented without further delay.

**DCDC RESPONSE:**

The DCDC concurs in the recommendation that significant resources are needed to improve the Records Office. Recommendations 1, 2 and 3 of this report have been implemented. Other recommendations of this report have been initiated and are nearing completion.

R-16: Additional resources in terms of equipment, space and furniture will need to be devoted if the DCDC wishes to bring the D.C. Jail Record Office up to acceptable standards.

**DCDC RESPONSE:**

Several renovation projects are underway to enhance the physical appearance and security of the records.

1. New locks (key punch) will be installed on both doors and will require authorized staff to punch in a code to gain access to the Records Office. The new lock system will also allow management to obtain a printout that will identify the date and the time that authorized personnel enter and exit the Records Office.
2. A third entrance is being constructed in the Records Office to allow Case Managers to enter a closed section of the office without gaining access to the main Records Office.
3. Solicitations are being sought to refurbish the Records Office with the "systems design" furniture to establish individual workstations. One quote has already been received. Two additional quotes are being sought.

R-17: The DCDC's Veal Abatement Plan should be reviewed. Some of the Plan needs additional study. While seemingly logical at the time it was drafted, it now appears that certain of the requirements, such as shift rotations every four hours, are not only unworkable, they are counterproductive given the severe lack of abilities many of the staff have to do even one job properly. Instead, it is recommended that staff be thoroughly trained one job at a time. Rotations should be much more infrequent. In addition, given the very pressing day to day problems that currently exist in the Record Office, the weekly training schedule is not currently being met and should be reanalyzed by a DCDC training official.

**DOC RESPONSE:**

See response to R-1, R-2 and R-3.

R-18: While the DCDC seems to have assigned enough staff to the D.C. Jail Record Office to accomplish their tasks, a thorough review of workflow and staffing, along with desk audits, needs to be conducted to get a true handle on position requirements.

## DOC RESPONSE:

On August 21, 2000, the Department of Corrections will begin a personnel management evaluation survey in the Inmate Records Office. This evaluation will consist of employee position classification audits, workflow evaluations, position control management reviews, and examinations of the nature, scope, and complexity of documents, rules, regulations, policies, procedures, knowledge, skills and abilities required to perform at the various pay levels of the Legal Instrument Examiner position. In addition, the work location will be evaluated to determine efficiency of office layout/design, equipment, tools, etc.

- R-19: Employee absenteeism must be curbed. Corrective action must be swift and certain for employees who fail to report to work. Also, unless absolutely necessary, Record Office employees should not be detailed for long periods of time to other D.C. Jail and DCDC posts.

## DOC RESPONSE:

This is an area that will be closely monitored by the Records Office Administrator. There are a number of factors that may be contributing to the high rate of absenteeism. Once the causes have been identified, corrective action will be taken immediately. The administrator has full authority to initiate disciplinary action, if necessary. The detail of two examiners will end on August 27, 2000, and they will be returned to their regular assignments in the Records Office. The detail of a third examiner is critical to records' services in the office of Case Management Services. This detail will continue pending a full review by the Records Office Administrator.

- R-20: Accountability of staff for their actions must be strenuously emphasized. Negative consequences for poor work performance must be understood by staff and imposed by management. Likewise, management must embrace an appropriate recognition system for high performing staff.

## DOC RESPONSE:

Procedures detailed in the new Records Office Manual and program review guidelines will be used to hold staff accountable for their actions and evaluate their performance. This process will also be assisted by audits conducted by the Office of Internal Control, Compliance and Accreditation. The Records Office Administrator will request that the D.C. Office of Personnel conduct "desk audits" of all Records Office positions to insure those positions are properly graded for the assigned duties and responsibilities. The DCDC Office of Human Resources has been asked to assist in developing

appropriate performance evaluation criteria. Each of these components will help employees in the Records Office to clearly understand the performance expectation of their positions. Poor performance and malfeasance will result in disciplinary action in accordance with DPM Chapter 16. A tracking system has been put in place to ensure accountability for all proposed disciplinary actions.

- R 21. The DCDC must find the resources to resolve the folder retirement crisis. Little headway has been made to move almost 50,000 closed inmate folders to archives.

#### DOC RESPONSE:

A three-pronged approach is being pursued to deal with the folder retirement crisis: (1) updating the department's records retention and disposal policy; (2) procuring a digital storage and retrieval system for records; and (3) purging and scanning inmate files. With respect to the first initiative, a task force was appointed in 2000 to update the record retention and disposal policy. D.C. Government Archivist staff and a program manager from the Office of the Corrections Trustee have provided technical assistance and worked in conjunction with this task force. A draft policy is now 95% complete. Each major operational group in the DCDC has submitted recommended records retention schedules that will be reviewed and modified in accordance with D.C. regulations. Approved schedules and the entire policy will be submitted for final review and clearance by September 15, 2000.

DCDC technical and program staffs have already evaluated several electronic document-imaging systems. A preferred solution has been identified, which can be easily integrated with the new Jail Inmate Management System currently being installed by the department. This technology would also provide a cost-effective solution for the storage and retrieval of old records, especially since the department intends to acquire this capability to support ongoing operations. The hardware and software components of a system that would support the department's needs are now being priced out. If funding is made available early in the new fiscal year, the system could be installed before 12/31/00, assuming the General Services Administration's (GSA) fast track technology procurement vehicle is available.

Finally, adequate space and well-trained staff are required to both purge and scan old files. Departmental officials have already identified a potential site for the purging/scanning operation and have secured preliminary approval for its use. The option of redeploying existing staff or hiring temporary employees to perform the required tasks is now being explored.

An experienced Miscellaneous Documents Examiner who is thoroughly familiar with DCDC records will supervise the work group that is established. DCDC is confident that all appropriate inmate files will be archived in an electronic system by September 30, 2001.

R-22: An effort should be devoted to place high performing staff in Records Office Legal Instrument Examiner positions and supervisory positions. Grade enhancements may need to be considered.

DCDC Response:

Given the findings and determinations of the employee position classification audit, grade enhancements may be appropriate. Immediate steps will be taken to strengthen the managerial and supervisory needs of the Records Office. Considering the fact that journeyman level Legal Instrument Examiners with correctional inmate records knowledge, skills and abilities are not readily available to a downsizing agency, every effort will be made to internally recruit and develop quality talent for this office.

R-23: Traffic into the Record Office should be controlled. Folder checkout cards and other accountability techniques should be considered.

DOC RESPONSE:

Several initiatives are underway to minimize traffic in the Records Office. They include:

1. The installation of security locks to enable only authorized staff to enter the Records Office.
2. The construction of an additional entrance so that Case Managers will not have to enter the main Records Office.
3. The relocation of the compliance office to an area outside of the Records Office.
4. The relocation of the locksmith's office to the basement of the jail.

R-24: Release procedures should be changed immediately to add a computerized check of District of Columbia criminal court dockets before releasing any inmate. The check should be made using inmate name and PDID number.

**DCDC RESPONSE:**

The draft Program Statement for Inmate Transfers and Releases identifies the computerized checks that are currently being utilized prior to releasing any inmate. DCDC has access to the Bail Agency Records System (BARS) which the program statement will require to be checked before an inmate is released. There is, however, a one to two day delay in updating court proceedings data into the BARS database. The DCDC will raise with the Interagency Detention Workgroup the need to have up-to-date court docketing information.

- R-25: Strong consideration should be given to prohibiting inmate releases from the D.C. Jail after a set time, say 9:00 p.m. or earlier. This would not only assist the Jail in more closely supervising releases it would better protect the public. No good can come out of placing newly released inmates on the streets of the residential neighborhood around the Jail when the Metro is closed and no buses are running. The Jail has recently received complaints from a female offender support group about the Jail's sometimes practice of releasing female offenders during inappropriate hours.

**DCDC RESPONSE:**

The DCDC Director has issued an order prohibiting the release of prisoners from the Central Detention Facility after midnight for reasons of public safety and the personal safety of released individuals. Any prisoner that is not released before midnight will be released promptly at 6:00 a.m. the following morning. This order from the Director is effective immediately. A copy of the memorandum setting forth this order is enclosed as Exhibit III.

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# **APPENDIX 8**

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GOVERNMENT OF THE DISTRICT OF COLUMBIA  
Office of the Inspector General

Charles C. Maddox, Esq.  
Inspector General



May 18, 2001

Mr. Odie Washington, Director  
District of Columbia Department of Corrections  
1923 Vermont Avenue, Northwest  
Suite N203  
Washington, D.C. 20001

Dear Mr. Washington:

This is a Management Alert Report (MAR 01-I-006) to inform you of an issue that has come to our attention during our inspection of the Central Detention facility (CDF). The Office of the Inspector General (OIG) provides these reports when we believe a serious matter requires the immediate attention of a District of Columbia official.

The OIG inspection team has determined that Department of Corrections and District of Columbia Central Detention Facility (CDF) management has not considered all possible relocation alternatives for temporarily housing inmates during the renovation of the CDF. There are alternatives that could result in substantial cost and time savings, as well as reduce security and project management concerns.

During interviews with engineers from the Facilities Management Division of the CDF, the inspection team learned of the extensive renovation project. The project is included in the Capital Improvement Projects program and has an estimated cost of \$25 million. The first contract for the Heating, Ventilation, Air Conditioning (HVAC) and Hot Water System Upgrade has been awarded, with several more contracts to follow in the near future.

There are 18 cellblocks that can hold a court-ordered maximum of 1674 inmates. CDF officials stated that renovation of all cellblocks and the rest of the facility would take approximately 3-to-3 1/2 years.

The current renovation plan calls for the relocation of inmates from one cellblock at a time to other cellblocks where space is available. CDF officials stated that relocating inmates from one cellblock at a time creates enormous concerns and problems for CDF staff and contractor personnel. Security, for example, would be a major concern and would require increased vigilance by everyone, especially CDF guards. All tools entering and departing the CDF would have to be inventoried and contract personnel must be held accountable in the event of missing items. Additionally, moving inmates one cellblock at a time creates opportunities for inmate disruptions or a catastrophic event over time.

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# **APPENDIX 9**

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GOVERNMENT OF THE DISTRICT OF COLUMBIA  
DEPARTMENT OF CORRECTIONS

Office of the Director



May 25, 2001

Charles C. Maddox, Esq.  
Inspector General  
Office of the DC Inspector General  
717 14<sup>th</sup> Street NW  
Washington DC 20005

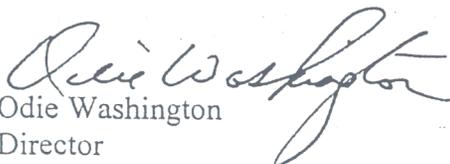
Dear Mr. Maddox:

Thank you for your assistance to the DC Department of Corrections regarding the capital improvement program at the DC Detention Facility. The attached report is in response to Management Alert Report (MAR 01-1-006) issued on May 18, 2001.

We have looked at ways to maximize renovation of eighteen cellblocks at the facility while creating a minimal disruption to operations and security. We agree with the recommendation to renovate a pod that consists of three cellblocks instead of renovating one cellblock at a time.

However, this approach requires additional funds to place inmates in other facilities and we need your endorsement and assistance.

Sincerely,

  
Odie Washington  
Director

Attachment

## DC Detention Facility Capital Improvement Proposal

### INTRODUCTION

The Inspector General directed an inspection of the DCDF on April 20, 2001 to determine strengths and weaknesses and the need for reform in the areas of administration; physical plant, environmental and health and safety; and compliance with court orders. During interviews with DCDC Facilities Management staff, the inspection team learned of the extensive capital improvement projects and the plan to renovate the HVAC and hot water systems by closing down and renovating a cell at a time. Phase I of the HVAC system (roof work) commenced in April 2001 and the subsequent eighteen-month renovation program in the cellblocks is expected to begin in late 2001. In addition, there are impending contracts for renovation of all of the cell doors and motors, plumbing, lighting and the fire alarm system. The project completion schedule for all renovation is projected at four and one-half to five years.

On May 18, 2001, the Inspector General issued a Management Alert Report (MAR 01-1-006) suggesting the agency had "not considered all possible relocation alternatives for temporarily housing inmates during the renovation of the CDF." It was further suggested that "There are alternatives that could result in substantial cost and time savings, as well as reduce security and project management concerns."

The Office of the Inspector General (IG) met with the Director prior to issuance of the MAR on this matter, suggesting that we seek ways to complete capital improvements in a more comprehensive and timely manner. The IG agreed to enter into a MOU with DCDC to support the agency if a feasible plan of action could be determined. The following options were proposed to DCDC for consideration:

1. Closing the DCDF and moving all the inmates to Lorton
2. Closing and renovating three DCDF cellblocks at a time and moving inmates to Lorton
3. Closing three cellblocks at a time and moving those inmates into private correctional facilities.
4. Continue on the present construction schedule and complete one cell block at a time

## BACKGROUND

Under the National Capital Revitalization and Self-Government Improvement Act of 1997, it was mandated that sentenced felons be transferred to the custody of the Federal government by December 31, 2001. This would result in the Department only having responsibility for pretrial, misdemeanor and newly sentenced felons and parole violators who were awaiting federal designation. These offenders would be housed at the DCDF and at the privately owned Correctional Treatment Facility that operates under a lease agreement with the District.

The DCDF was opened in 1975-76 and while it processes more than 11,000 inmates per year, only \$2 million in capital funds was dedicated to facility upkeep during this twenty-five year period. Superimposed on this was the paucity of funds for regular maintenance. Failure to maintain needed capital improvements and deferred maintenance took its toll on the building and has adversely affected the environmental conditions at the facility. Consequently, the DCDC launched a major capital improvement initiative.

Approximately \$30 million dollars was approved during fiscal years 2000 and 2001 for various critical projects that will be implemented. The department is seeking an additional \$15 million for CDF in its FY-2002 CIP budget. Most of the contemplated projects, once completed, will have a direct positive impact on the environmental conditions at the institution and will help the department continue to address health related issues effectively.

The HVAC replacement and hot water system installation project is currently under construction, starting with Phase I on the roof. The roof work will be completed in late 2001 or early 2002 and then work in each cellblock will begin. The split plan has been to complete the HVAC and hot water renovations by taking one cellblock offline at a time for a month for the work to be completed inside the cellblocks. In order to complete the projects for repair of cell door motors, plumbing, lighting and the fire alarm system, we estimate an additional 3 1/2 to 4 years to complete all cellblock renovation.<sup>1</sup>

## ANALYSIS

1. Suggestions 1 and 2.

The committee is not recommending closing the DCDF completely or moving inmates to Lorton because the mandate is to close the Reservation by December

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<sup>1</sup> These contract have not yet been awarded for the other cell block renovations (i.e., the cell doors and motors, the Fire alarm system, lighting and plumbing).

31, 2001. In addition, keeping Lorton open would create many other problems to include:

- a. Violation of the DC Revitalization Act if the federal government designates all felons at Lorton by December 31, 2001 as planned.
  - b. No significant construction benefit would be achieved because the magnitude of the work and the law of diminishing marginal return with respect to space would not result in project completion prior to 18 months.
  - c. Variance with best correctional practices that recommend against pre-trial inmates being placed in the open population setting.
  - d. Increased inmate transportation problems for the highly transient<sup>2</sup> DCDF inmate population and the recent closing of DCGH places heavier burdens on the system. After December 2001 the Lorton Transport and the necessary population management unit is not budgeted for.
  - e. Unbudgeted costs would have to be addressed for food services, canteen, utilities, limited staffing, and upkeep at a very old and seriously neglected physical plant.
  - f. Additional penalties could be recommended by Fairfax County because of continued operation of the Lorton Sewage Treatment Plant.
2. Suggestion 3. Renovation of a three cellblocks (pod) at a time.

Although significant logistical requirements must be met, the committee believes taking a pod offline at a time is the more desirable option because:

- a. Facility operations would be disrupted for a far shorter period
  - b. Construction savings would be realized
  - c. Security problems would be reduced
3. Suggestion 4. Renovate one cellblock at a time will now be the second and least recommended option of the two.

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<sup>2</sup> With release of responsibility for felons, the DCDF will house pretrial court and release activity, short sentence terms of misdemeanants and the temporary holding of felons awaiting federal placement.

4. However, the following key issues must be resolved to successfully achieve the proposed closing of three cellblocks at a time.

#### 5. Construction Recommendations

- a. The recommended plan is more feasible for the HVAC/hot water project because each pod is served by a single mechanical room. Repair to the entire mechanical system at one time vs. partial repair of the same unit over a 3-month period as construction moved from cellblock to cellblock is preferable from the standpoint of costs, time and security.
- b. Facilities Management estimates it would take only 2 months to complete each pod vs. the 1-month required to renovate each cellblock (i.e., 3 months for the entire pod). Factoring in project start up and minimal delays, the project will still take 18 months under the more desirable approach for pod renovation.
- c. However it is anticipated that the proposed project completion schedule and a more comprehensive renovation approach can be achieved by accelerating the award of contracts so that other scheduled cellblock renovations are done simultaneously. To accomplish this, two actions must be taken:
  - 1) The Office of Property Management (OPM) must expedite design completions and construction contract awards for cell doors/motors, fire alarm/sprinkler system, lighting and plumbing. The on-site work must begin in February 2002 to coincide with the HVAC/hot water cellblock project work that will commence inside the individual cellblocks/pod.
  - 2) The present HVAC/hot water contract must be modified to reflect work on a pod vs. one cellblock at a time basis. There will be a project credit of approximately \$500,000.

#### 6. Current Population Configurations

- a. The current DCDF population cap is 1674 and these inmates are housed in the eighteen cellblocks. Upon renovation of three cellblocks we would have to house this same number of inmates in fifteen cellblocks.
- b. We must also transfer and estimated 300 inmates from Lorton in order to close Central by December 2001. Most of these inmates will be local responsibility. While there are felons currently housed at the DCDF who will be placed in federal facilities and it is surmised that this may relieve DCDF population

management efforts, we do not have sufficient population forecasting data to closely determine how many inmates we must plan for.<sup>3</sup>

- c. There are currently 912 general population cells and a 40-bed dormitory in the facility. Each pod consists of three cellblocks, each cellblock contains 72 to 80 cells, therefore, cell space in these pods range from 268 to 380 inmates.
- d. DCDC potentially faces estimated unbudgeted costs of \$12,276,000 (see Table i.) to house approximately 300 Lorton inmates for eighteen months in either a community correctional center or at the privately operated Correctional Treatment Facility.

## 7. Recommendations.

- a. Eliminate or increase to population cap at the DCDF to 2,206.
- b. Double-bunk all available general population cell space during the 18-month renovation time period. DCDC could house 1494 inmates in general population and 384 in segregation for a total of 1878 inmates (See Table ii.)
- c. Determine the funding source to meet the operating increase for 200 additional inmates at the DCDF that is estimated as \$563,602 for FY '02 and \$564,550 for FY '03 (See Table iii.)
- d. Place the remaining 96 inmates in community correctional facilities or at the CTF at an estimated unbudgeted cost of \$3.8 mil (See Table iv.) for the 18-month period.

## 8. Quality of Life

To manage the increased population, the following actions are recommended:

- a. Ensure Case Managers are assigned office space and available in the cellblock at least 70% of the workday.
- b. Provide Title I/GED education and a volunteer conflict resolution/violence reduction program for youthful offenders; and Life Skills/NA/AA for misdemeanants.

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<sup>3</sup> Estimations on this number vary based upon new court commitments, MPD initiatives, new legislation, efficiency of the BOP designations process for newly sentenced felons (average intake of 100 per month) and the efficiency of the US Parole Commission process (currently intake is 60 per month while the parole revocation designation process currently takes 6-7 months).

- c. Increase indoor recreation to include more board games, videos (learning and entertainment) and late night television.
- d. Maintain an extensive roving library via possible cooperation with the DC Public Libraries and donations via a book drive. Retain usable books from Central Facility.
- e. Increase religious volunteer programs that are held inside the cellblock as occurred in the 1980's.

**7. Security**

Tool and contraband control responsibilities would increase as contractors move around with equipment, but having everyone assigned to work in an empty pod vs. one cellblock in direct proximity of two occupied cellblocks decreases the concern. In addition correctional staff originally assigned to the closed pod would cover escort and security needs.

Table i

Cost of Housing 300 Inmates at CCC/CTF for 18 months

Place 100 Misdemeanant Inmates into CCC	100 x \$54 Per Diem x 558 Days	\$3,013,200.00
Place 200 Inmates into CTF	200 x \$83 Per Diem x 558 Days	\$9,262,800.00
Total		\$12,276,000.00

Table ii

Housing Configurations for DCDF

	1375	Total Number of Cells
-	384	Segregation Cells
	992	General Population Cells
+	40	Dorm
	1032	General Population
-	45	5% Inoperative Cell Allowance
	987	Current Available General Population (GP) Cells
-	240	Cells under Construction Renovation
	747	Available GP Cells During Construction
×	2	Double-Bunking
	1494	Total Double Bunk Bed Space
-	1290	Current General Population (1674 - 384 Segregation = 1290)
	204	Available GP
+	300	Lorton Returns
-	96	Overage (Must be housed at CCC/CTF)

Table iii

Unbudgeted Costs for Increasing DCDF Population to 1290

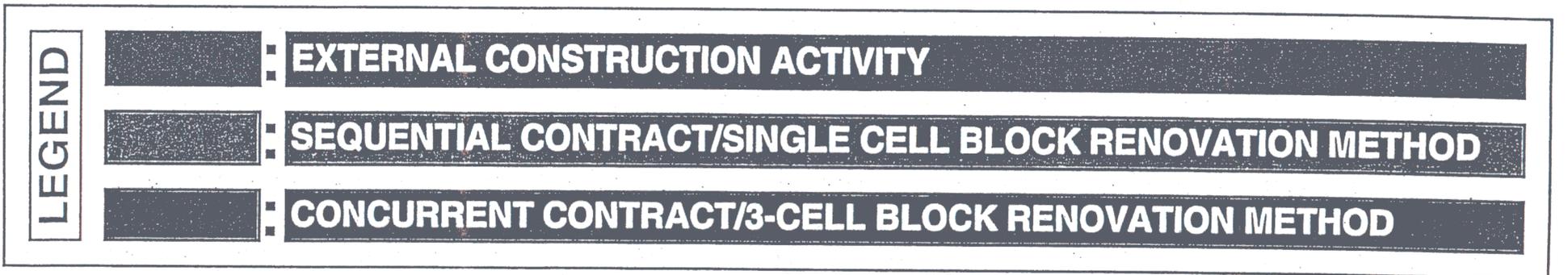
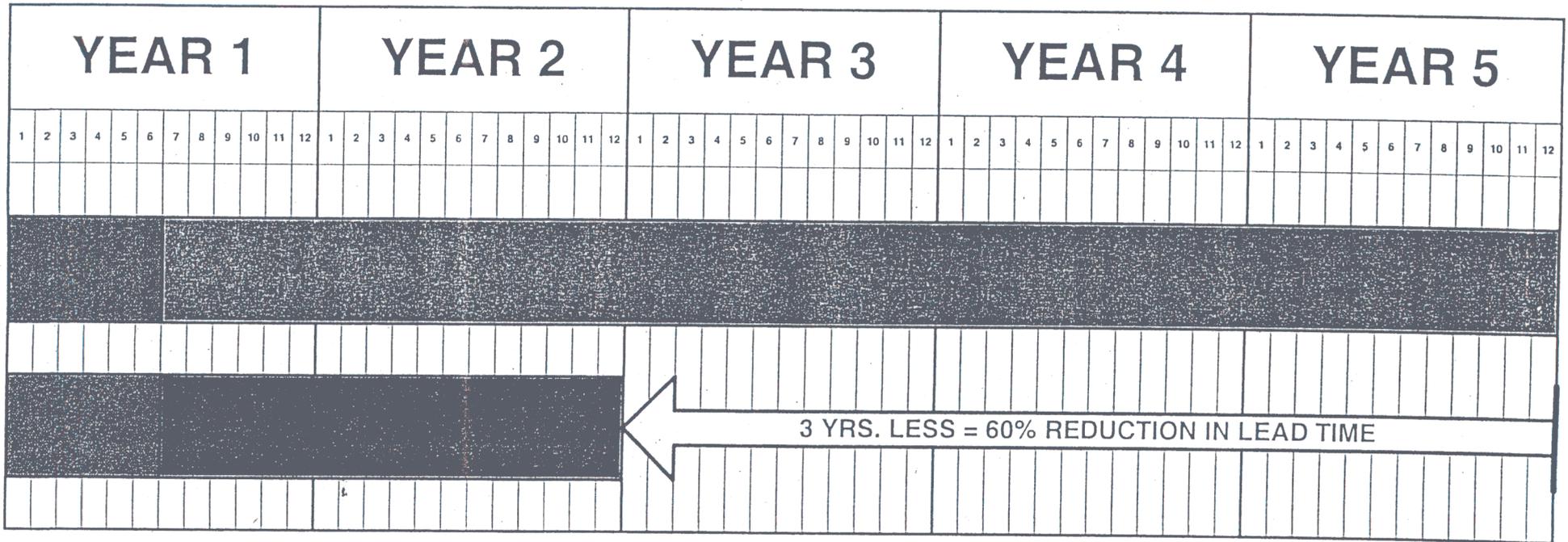
Item	Estimated Cost FY 02	Estimated Cost FY 03 (6 mos.)
Medical Care for 200 Inmates Trransfered from Lorton	\$28,800.00	\$28,800.00
Increase Aramark Contract	\$273,750.00	\$273,750.00
Educational Programs (See Attachment 2)	\$261,050.00	\$261,050.00
Total	\$563,602.00	\$564,550.00

Table iv

Cost of Housing 300 Lorton Inmates at CCC/CTF if DCDF Cap Increased

Place 50 Inmates from Lorton in CCC	100 x \$54 Per Diem x 558 Days	\$1,506,600.00
Place 50 Inmates from Lorton in CTF	200 x \$83 Per Diem x 558 Days	\$2,315,700.00
Total		\$3,822,300.00

# COMPARISON OF ALTERNATIVE CDF RENOVATION METHODS



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# **APPENDIX 10**

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GOVERNMENT OF THE DISTRICT OF COLUMBIA  
DEPARTMENT OF CORRECTIONS  
Central Detention Facility



MEMORANDUM

TO: [REDACTED] *[Signature]*  
Chief of Facilities Management

FROM: [REDACTED] *[Signature]*  
Facility Manager  
Central Detention Center

DATE: May 22, 2001

SUBJECT: Inspection of CCC #4

Week of May 14, 2001 Jimmie King and my self completed a building evaluation inspection. There are major deficiencies in and outside. I believe most of these deficiencies are the responsibility of the owner. This is a list of the most serious deficiencies and estimated cost of repairs.

1. Exterior of building, brick tiles are falling off.  
Exterior of building needs painting and cracks repaired  
Estimate cost \$25,000.00
2. Windows, 42 out of 53 were damaged.  
Windows should be replaced with a Institution type for security reasons  
Estimate cost \$150,000.00
3. Domestic hot water heaters may need replacing because of age of heaters  
some parts on heaters are obsolete  
Estimate cost \$ 6,000.00
4. Inmate bathrooms and showers need remodeling. There are 5 groups of rest rooms and showers. In each group there are approximately four showers, four urinals, four commodes and four sinks. Showers on upper level leak because the tile floors do not have a proper foundation.  
Estimate cost \$ 110,000.00

5. Interior, housing unit area, Wall need replacing with masonry type. Existing walls are sheet rock and are always in need of repair. With this type of clientele and the lack of supervision it very costly to maintain. Estimate cost \$250,000.00
6. Condition of roof, The roof has had many leaks, Facilities management has made most of the repairs too our expense. I believe this is a builder owner problem not the DOC, If we are it will be expensive. Estimate cost \$175,000.00
7. Roof top HVAC units for the pass two years Facilities Management has made many repairs to these units. We have replaced approximately six compressors at cost of \$1200.00 each time and material. One heat exchanger at \$2,000.00 and several exhaust fans. All of these units are old and beyond their life expectancy. There are approximately seven units at an average cost of \$10,000.00 each. An additional cost for duct and steel framing for units will cost approximately \$30,000.00 Estimate cost \$100,000.00
8. Fire alarm system is operational at this time, But the alarm system is obsolete and parts are not available. I have called several fire alarm companies to confirm this. This is a **emergency** an should be address immediately. I believe the control panel and all smoke detector heads will need replacing. Estimate cost \$50,000.00
9. Basement walls leak when it rains, due to the removal of the building that was connected to CCC4. Apparently the walls were never coated or a sealant applied. Estimate cost \$50,000.00
10. Entrance doors to CCC4 should be up graded to to institutional type doors and hardware this would heighten the security of this facility. Estimate cost \$15,000.00
11. Up grade security surveillance system inside and outside of facility with recording capability. Estimate cost \$60,000.00

12. Floor replacement in the housing unit's area: approximately (16,000) thousand square feet of vinyl tile will need replacing and approximately (3100) square feet of carpet in administration area. Estimate cost \$38,400.00
13. Additional cost will be needed for architectural design, project manager and permits. Estimate cost \$125,000.00
14. At this time most of the culinary equipment is out of order. Food services have been contracted out for approximately (6) years. To reestablish the culinary in working order, most of the equipment will need to be replaced. Estimate cost \$75,000.00
15. Up grades of electrical are minimal, new fixtures in rest rooms/showers areas, exit lights, light switches and damage fixtures in housing unit areas. Estimate cost \$10,000.00

These are the most serious deficiencies at this facility, your help in accomplishing a conclusion to these deficiencies is greatly appreciated.

Total cost estimate \$1,189,000.00

TD/ld

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# **APPENDIX 11**

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## PHOTOGRAPHS

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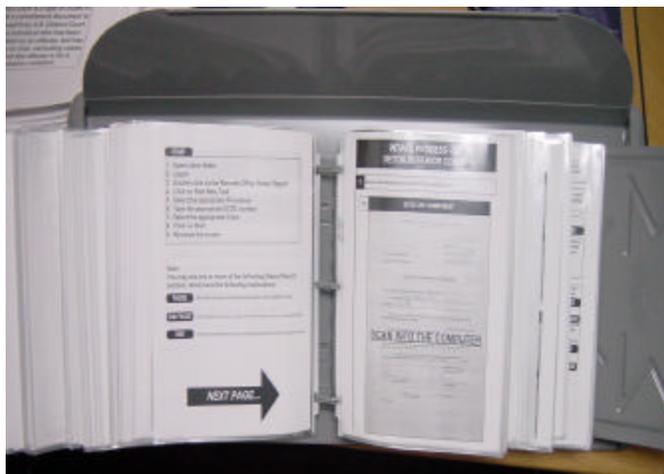


Photo DOC1: Records Manual 2002 (submitted by: DC Department of Corrections)



Photo DOC2: Chemical Mixing and Dispensary (submitted by: DC Department of Corrections)

## PHOTOGRAPHS

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Photo DOC3: Chemical Mixing and Dispensary (submitted by: DC Department of Corrections)

## PHOTOGRAPHS

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Photo DOC4: Pesticides Chemical Storage (submitted by: DC Department of Corrections)

## PHOTOGRAPHS

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Photo DOC5: Culinary – Refrigerator (Proper stacking) (submitted by: DC Department of Corrections)

## PHOTOGRAPHS

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Photo DOC6: Culinary – Clean floors and proper stacking (submitted by: DC Department of Corrections)

## PHOTOGRAPHS

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Photo DOC7: Culinary – Floor condition after meal (submitted by: DC Department of Corrections)

## PHOTOGRAPHS

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Photo DOC8: Culinary – Electrical Panels Secured (submitted by: DC Department of Corrections)

## PHOTOGRAPHS

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Photo 1: Hazardous chemicals spilled on warehouse floor.



Photo 2: Unlabeled chemicals stored in warehouse.

## PHOTOGRAPHS

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Photo 3: Culinary Unit: Storage Room for bread.



Photo 4: Warehouse storage area.

## PHOTOGRAPHS

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Photo 5: Improper storage of miscellaneous items in the warehouse.



Photo 6: Culinary Unit: Cracked and flooded floors.

## PHOTOGRAPHS

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Photo 7: Culinary Unit: Soiled, wet floors.



Photo 8: Culinary Unit: Broken panel boxes.

## PHOTOGRAPHS

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Photo 9: Biohazard container used to store contaminated needles and office envelope used to store inmate needles.