



PC-VI-002-013

UNITED STATES DISTRICT COURT FOR THE DISTRICT OF THE VIRGIN ISLANDS, DIVISION OF ST. CROIX

UNITED STATES OF AMERICA, )  
 )  
 Plaintiff, )  
 )  
 v. )  
 )  
 VIRGIN ISLANDS: ALEXANDER )  
 FARRELLY, GOVERNOR, U.S. Virgin )  
 Islands; JAMES E. AIKEN, )  
 Director, Bureau of Corrections; )  
 KURT WALCOTT, Warden, Golden )  
 Grove Adult Correctional Facility; )  
 )  
 Defendants )  
 )  
 - )

Civil Action No. 86-265

*Declaration of U.S. Expert.*

I, John J. Dahm, The United States' expert in penology in the above-captioned action, pursuant to 28 U.S.C. section 1746, do hereby declare:

1. I currently serve as the Warden of the Omaha Correctional Center of the Nebraska Department of Correctional Services, a position undertaken in June of this year. Previously, I served as the Warden of the Lincoln (Nebraska) Correctional Center, a position I held since 1986. I have nineteen years work experience in the area of corrections, dating back to 1974 when I was appointed Director of Community Services for the Missouri Department of Corrections. I have acted as a corrections consultant on numerous occasions, serving as an auditor since 1980 for the national Commission on Accreditation for Corrections, serving as a consultant to the American Correctional Association Standards Committee, and serving as an expert consultant for the City of Albuquerque, New Mexico's Department of Corrections, and for the United States Department of Justice, Civil Rights Division, regarding correctional facilities in a number of jurisdictions. I also possess a

Doctorate degree in History/ Social Science, awarded at Case Western Reserve University in 1969, and have taught courses in penology at Nebraska Wesleyan University. See, attached hereto, a true and correct copy of my professional resume.

2. Since February 1988, I have been employed by the United States Department of Justice as an expert consultant in its legal action against the Virgin Islands regarding conditions of confinement at the Golden Grove Adult Detention facility in St. Croix. In that capacity I have had the occasion to conduct evaluative tours of Golden Grove on six separate occasions.

3. Most recently I conducted an evaluative tour of the Golden Grove facility on February 11 and 12, 1993. As I was already aware, the facility at that time was in a state of "lockdown." This lockdown entailed inmates being confined to their cells for essentially twenty-four hours a day, excepting for a few minutes time allotted for showering. The purpose of my tour, in accordance with instructions from Mr. Timothy R. Payne, attorney for the Department of Justice, was to evaluate the facility's state of compliance with requirements under the consent decree and the court-ordered Plan of Compliance, and to evaluate issues surrounding the inmate lockdown. As a result of this inspection I wrote a report in March 1993, which sets forth my findings and opinions as to the issues evaluated. See copy of March 18, 1993 expert report attached.

4. Based on my evaluative and investigative tour of the Golden Grove facility in February 1993, and other tours conducted of this facility in the past, and based upon my years of experience in the field of corrections, it is my opinion that any imminent emergency at the facility has long passed, and that the imposed lockdown of the inmates could reasonably have been lifted in its entirety by May 1, 1993, as I recommended in my March 1993 attached report. Since the lockdown

was initiated on September 18, 1992, a deadline for lifting the lockdown on May 1, 1993, allowed the jurisdiction more than adequate time, i.e. more than seven months time, to gain sufficient control of the environment so as to permit lifting of the lockdown under reasonably secure conditions. It is also my opinion based on my experience that imposition of a lockdown for a longer period than necessary usually leads to increased tension, anger and hostility among the inmate population. The level of such tension and anger is likely to become increasingly dangerous the longer such a lockdown remains in effect.

I certify under penalty of perjury that the foregoing is correct.

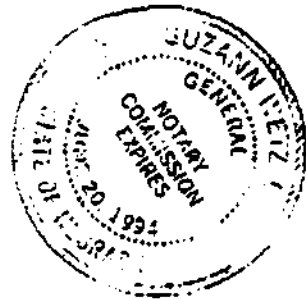
Dated: November 16, 1993

John J. Bahm  
John J. Bahm, Affiant

SUBSCRIBED AND SWORN TO before me this 16th day of November, 1993.

SEAL

Suzann I. Eitz  
Notary Public



PROFESSIONAL RESUME  
OF  
JOHN J. DAHM

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EDUCATION: Massachusetts Institute of Technology, 1957-58  
Calvin College, 1958-61, B.S. June 1961  
(Chemistry)  
University of Michigan, 1961-63, M.A. June 1963  
(History/Social Science)  
Case Western Reserve University, 1964-69, Ph.D.  
January 1969 (History/Social Science)

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PRESENT POSITION

Warden, Omaha Correctional Center, Nebraska Department of Correctional Services,  
June 1993 to present.

The Omaha Correctional Center is a medium/minimum security facility which has about 550 male inmates. An additional 100 male and 15 female inmates are housed in a Work Release Center adjacent to the main institution. As Chief Executive Officer of both the prison and work release facility, I am responsible to the Director of Correctional Services for all aspects of the complex's operations and programs. Total staff at both facilities numbers 210.

PREVIOUS EXPERIENCE

Warden, Lincoln Correctional Center, Nebraska Department of Correctional Services, July 1986 to June 1993.

The Lincoln Correctional Center is a maximum/medium security facility housing about 850 male inmates. Part of the facility serves as a reception/diagnostic center for all adult males sentenced to the state prison system. Other special programs include the protective custody and the mental health units for the adult male inmates in the Nebraska system. As chief executive officer of the facility, I was responsible to the Director of Correctional Services for all aspects of the institution's operations and programs. The L.C.C. staff numbers 350.

Assistant Director for Adult Services, Nebraska Department of Correctional Services, July 1979 to June 1986.

Reporting to the Director of Correctional Services, my duties involved assisting the Director with the supervision of the state's adult correctional institutions. The system had five institutions with a total of 800 employees and 1,700 inmates. As Assistant Director, I helped handle all adult institutional activities including personnel and budget, monitored and developed institutional programs, and promulgated and standardized institutional policies and procedures. Along with the other three assistant directors (Administrative Services, Community Services and Juvenile Services), I advised the Director on overall Department operations and policy.

Assistant Superintendent, Missouri Intermediate Reformatory, Missouri Department of Corrections, July 1978 to June 1979.

The Reformatory is a medium security, adult institution which housed approximately 600 male felony offenders between the ages of 18 and 25. My duties centered on supervision of custody and programs. The specific areas included security, inmate special activities, recreation, medical services, religion, classification, and unit management.

Director of Community Services, Missouri Department of Corrections, January 1974 to June 1978.

Using substantial Law Enforcement Assistance Administration funding, I developed and supervised the first community corrections program for the state of Missouri. This included responsibility for the supervision of field offices of the Department which provided aftercare services for released inmates. The other major responsibility involved operating the Department's halfway house program using private community-based treatment facilities under contract.

Project Director for Corrections Projects through the University of Missouri-Rolla Extension Division for the following LEAA funded projects:

1. Study Release Program. This involved the first such effort in Missouri under which eight to ten inmates were released from the Missouri State Penitentiary to attend UMR as full-time resident students. Project planning, budget control, staff hiring, reporting, selection of new inmate students, and general coordination with the Department of Corrections were included in my responsibilities. My tenure as project director ran from May 1971 to January 1974 with the University releasing me 25% time from academic duties to operate the program.
2. Pre-release Treatment Program. The first stages of this program focused on the renovation of part of the Renz Prison Farm in Jefferson City as the Corrections Department's first pre-release facility. Development of the treatment program, hiring and supervision of staff, budget control and coordination with the Department of Corrections were included in my responsibilities. I served as project director from October 1971 to January 1974 with the University releasing me 25% time from academic duties to operate the program.

Associate Professor of History, University of Missouri-Rolla, 1973-74.

Assistant Professor of History, University of Missouri-Rolla, 1968-73.

Assistant Instructor of History, Calvin College, 1963-64.

#### CONSULTANT ACTIVITIES

Since September 1980, I have served as an auditor for the national Commission on Accreditation for Corrections. I have audited forty-two long-term adult correctional institutions to determine compliance with national standards. The institution audits include ten for the Federal Bureau of Prisons, two for the Correctional Service of Canada, twenty-eight state correctional facilities, and two U.S. military prisons. In addition, I have audited the central administrations of the Oklahoma (twice), Oregon, Minnesota, and Massachusetts Corrections Departments, a private correctional corporation, and the U.S. Bureau of Prisons. The audits at the institutions are basically program audits which measure compliance or noncompliance with some 460 standards covering all aspects of institutional operations. A typical audit is conducted by a three person team and takes about 2 1/2 days to complete. Of the forty-nine audit teams on which I have served, I functioned as chairperson for thirty-two of those teams.

I have also served twice as a consultant to the Corrections Department of the City of Albuquerque, New Mexico, concerning correctional standards. I helped to develop a facility performance inventory for the American Correctional Association Standards Committee. The Civil Rights Division of the U.S. Department of Justice has used my services seventeen times on projects concerning conditions of confinement. My work for the Justice Department started in June 1986 and included inspections and reviews at the Kansas State Penitentiary (three visits), the Golden Grove Correctional Facility on the U.S. Virgin Islands (six visits), the Jefferson County (Ohio) Jail (two visits), the Adult Correctional Facility on the U.S. Island of Guam (one visit), the Texas Department of Corrections (three visits), and the San Diego County Correctional System (two visits).

I taught an advanced sociology course, "Corrections and Penology," at Nebraska Wesleyan University in Lincoln, Nebraska, (Fall 1988 and Fall 1991).

#### TRAINING

In addition to management training offered by our departmental training academy, I have attended thirteen short courses and seminars offered by the National Institute of Corrections, the American Arbitration Association, and Harper and Row since June 1979.

#### PROFESSIONAL MEMBERSHIPS

American Correctional Association  
Nebraska Correctional Association

#### REFERENCES

Available on Request

## I. Introduction

This report is filed in connection with my February 11-12, 1993 visit to the Golden Grove Correctional Facility on St. Croix, U.S. Virgin Islands. I toured the facility at the request of the U.S. Justice Department, Civil Rights Division, Special Litigation Section in connection with U.S. v. Virgin Islands CA No. 86-265 (D.V.I.). The main purpose of my visit was to monitor and check the process of the Government of the Virgin Islands in implementing and following the Plan of Correction ordered by the Court. The Virgin Islands Government is required to follow the plan to comply with the terms of the Consent Decree entered in this case on December 1, 1986.

As one of the authors of the Plan of Correction, I had responsibility for issues involving safety, sanitation, shelter and food service. A secondary purpose of the tour was to examine the reasons for the lockdown of the Golden Grove facility which has been in effect since September 18, 1992.

## II. Visit to the Golden Grove Correctional Facility February 11-12, 1993

This tour included Department of Justice Attorney Timothy R. Payne and consultants Charles Braslow, M.D. and James Balsamo. Our first activity on February 11

consisted of a meeting with Corrections Director James Aiken, Acting Warden Kurt Walcott and other correctional staff, attorney Darlene C. Grant representing the Virgin Islands Attorney General and various contractors. At that meeting Mr. Aiken briefed us on the situation at Golden Grove with respect to the lockdown which he ordered shortly after becoming Director of the V.I. Bureau of Corrections. The involvement of the U.S. Department of the Interior in assisting with funding of changes at the institution was explained. Representatives of contractors who were working on or bidding on the fire alarm system, repairing electrical systems, repairing security doors, renovating the kitchen, and enhancing perimeter security gave presentations and answered questions. Director Aiken also detailed his approach to upgrading the staff and management of the facility. Note was made of the assistance already received from the U.S. Bureau of Prisons and the National Institute of Corrections. A representative of the Virgin Islands Fire Protection Service was also present and commented on areas where his expertise was or would be utilized.

Following the meeting, I toured the inmate living units of the facility, the kitchen/dining area (under renovation), the warehouse, the laundry, the maintenance shop, the carpenter shop, the automotive shop and the



medical area. The balance of the day was spent in document review and interviews with staff and contractors.

On February 12 I concluded my tour of the institution by inspecting both towers, the institution's perimeter, the generator room and the central control station. I went through two of the housing units again and talked with a number of staff. Some documents I requested earlier were made available and I reviewed them. An exit interview with acting Warden Kurt Walcott and attorney Tim Payne concluded the day's activity. At this interview I outlined some of my preliminary observations and conclusions.

### III. Findings and Conclusions - Consent Decree Issues

This account of my findings and conclusions will follow the outline and format of the court-ordered Plan of Correction.

#### A. Safety Issues

##### i. Centrally Monitored Smoke Detection and Fire Alarm System (I.A.)

This part of the plan is not much further along than it was a year ago. At that time (March 1992), the Department said they could not proceed until the leaking roofs had been repaired. These repairs were completed and

seem to have held. Bids are now being sought for the system and a contract seems likely to be awarded soon. An appropriation has been made to pay for the system. One contractor who is bidding on the project said he was ready to start immediately to install the system which will include smoke detectors in the inmate cells. Completion within 90 days was anticipated. It was very encouraging to note the detailed input being received from the Virgin Island Fire Protection Service on the specifications for the system. It was also noted that the system can be modified to include a body alarm system which will enhance staff security throughout the facility.

2. Kitchen Exhaust Hood (I.B.)

This hood and a fire extinguishing system have been in place for some time. Since the entire kitchen/dining room was shut down for extensive renovation, it was not feasible to check on the operation and maintenance of the system. This will need to be assessed during the next tour/inspection.

3. Electrical Wiring and Equipment (I.C.)

The contract for the project has been awarded and the contractor estimates that he is 70% completed with the required work. There was considerable evidence of the electrical work which I viewed during my tours of the facility. All of the work should be completed in the next few months. A final evaluation of the scope and quality of the repairs should be done during the next tour/inspection.

4. Emergency Generator (I.D.)

I inspected the generator and it appeared to be functional. Reports of the periodic testing of the generator were reviewed and appeared to be in order. There was evidence of an inspection of the generator by the Virgin Islands Fire Protection Service. In response to that inspection, the facility extended the diesel exhaust pipe well above the roof line and did a thorough cleanup of the area around the generator building. Staff indicated that the entire island is subject to frequent power outages and that the generator always performed as it should during those periods.

5. Communication System (I.E.)

The radio communication system is still in place and functioning. There continues to be an adequate supply of radios. The telephone system was in better shape than one year ago. All of the housing units have telephone service now. New phones are being installed in other areas of the facility. The telephone company representative told me that water leaks into the underground cable still cause problems from time to time. There was no evidence of a monthly test of the communication systems by institutional staff nor was there evidence that an annual simulated emergency drill had been conducted at the institutions by the Virgin Islands Fire Protection Service. I was told that the Service preferred to wait to conduct the drill until the emergency plans were complete and staff had been trained in the plan.

6. Tool Control System (I.F.)

Additional progress has been made in this area since my March 1992 visit. There was evidence that more "shadow boards" for tools are in use. All of the tools I found laying around during my previous visits have been secured. Staff have

been assigned to do tool inventories and to keep records of the inventories. Locked cages and cabinets for tools are in the kitchen and in the shops. Security is greatly improved in this area. A tool control policy has been issued (February 1, 1993) which details how tools are to be issued, maintained, and controlled. Inventories and regular reports are required. It should be possible, during our next tour, to find the necessary documentation to monitor the effectiveness of the tool control system. The only problem I discovered during my inspection was security for kitchen utensils in the institution warehouse. Some large forks were lying in plain sight on a shelf toward the rear of the warehouse. The practice of securing this material needs to be implemented as soon as it is brought inside the secure perimeter.

7. Emergency Plan (I.G.)

Director Aiken informed us that he has received and accepted an offer of assistance from the California Department of Corrections to help develop an emergency plan and to train staff in this area. Hence compliance with this part of the Plan of Correction has not been achieved. The

representative of the Virgin Islands Fire Protection Service told me that they will have input and review responsibility for those sections of the plan dealing with fire situations.

I reviewed documentation indicating that some fire drills were held between March and September of 1992. Since the lockdown there does not appear to have been any drills held at the facility.

This entire area will need extensive scrutiny and review during our next tour.

8. Emergency Keys (I.H.)

Emergency keys for all areas are maintained in the control center. There is a conscientious effort to maintain, test, and repair all of the locks on doors which function. The continuing difficulty with all of this is that many doors are still jammed shut, particularly in the housing units.

9. Staffing (I.I.)

The additional custody and maintenance staff called for in the Plan of Correction are still in place. The institution is still experiencing difficulty in hiring skilled tradespersons in the maintenance area. There are some plans to hire a

certified engineer. At the present time there are only three maintenance persons on staff. The number of custody staff exceeds the 70 FTE requirement and seems to be adequate.

At the time of our tour, the number of inmates was 252 (235 men and 17 women). In a lockdown situation, the number of security staff was adequate. At the time of our next tour, custody staffing must be closely examined to see if the numbers are adequate to handle the inmate population and maintain good security.

10. Maximum Security Exit (I.J.)

The construction of a second exit from the maximum security section in the administration building has not been accomplished. However, at the time of our tour there were no inmates housed in this section. It was undergoing renovation and prison officials told us they were not certain they would be using the area for inmate housing.

The construction of a second exit remains a requirement if the area is to be used for inmate housing. Prison officials acknowledged this and indicated they would construct the exit if it was

decided to house inmates there. At the time of our next tour, this will be checked again.

11. Functioning of All Primary and Secondary Exits  
(I.K.)

Problems here have continued since my March 1992 visit. There continue to be no more than one or two exits from each of the housing units. Doors are jammed and, in some cases, have been welded shut.

However funds have been allocated and a contractor's bid has been accepted to rectify the situation. The contractor is expected to begin work soon.

In addition to new doors and door jams, those doors which have direct exposure to rainwater must have some sort flashing installed above them to prevent water from settling on top of the doors and re-creating the problems caused by rust and premature deterioration.

12. Fire Extinguishers (I.L.)

There were fully charged fire extinguishers in all the living areas I inspected. The institution is evidently maintaining them and is meeting this aspect of the Plan of Correction.



## B. Sanitation Issues

### 1. Kitchen/Dining Area Screens (II.A.)

Most of the missing screens in the kitchen/dining area have been replaced and the louvers damaged by Hurricane Hugo have been repaired. I reviewed inspection reports of the kitchen which had been prepared by the Virgin Islands Health Department and noted that the institution had been cited for numerous sanitation problems in the kitchen, including insect control. The last report, dated January 7, 1993, undoubtedly precipitated the closing of the kitchen for major renovation and cleaning. This area will need close scrutiny during our next inspection tour.

### 2. Drinking Water System (II.B.)

The institution is still struggling to supply clean drinking water in the housing units. During our March 1992 visit they were overhauling and cleaning the cistern system which supplies drinking water to the housing units. During the current tour we were shown a new chlorinating system for purifying the water. However a review of violation reports from the Virgin Islands Department of Planning and Natural Resources -

Division of Environmental Protection shows that as recently as January 8, 1993 there were unacceptable levels of coliform bacteria in the drinking water.

The institution appeared to be hard at work to solve this problem and the D.P.N.R. seems committed to an ongoing testing program until the problem is solved.

3. Showers (II.C.)

The retiling of the showers and the replacement of the shower heads have still not been totally completed. Outside contractors were busy trying to complete the tiling work during our tour. Considerable progress in this area since our March 1992 tour was noted.

4. Water Heaters (II.D.)

The water heaters for the housing units have been installed and appeared to be in good working order.

5. Toilets (II.E.)

New toilets have been installed in the inmate cells. There was some evidence of spot plumbing

problems which the institution needs to address with its maintenance staff.

6. Exterminator Services (II.F.)

I did not recheck this area specifically, but did note the comments of the Health Department Inspector during the January 7, 1993 inspection that flies, roaches and mice continue to be a problem -- particularly in the kitchen. More frequent visits by the exterminator may be necessary.

7. Housekeeping Plan (II.G.)

There was no evidence presented that a written housekeeping plan had been developed by the facility. During our last visit we were told that parts of it would be incorporated in the post orders for correctional staff. It is appropriate to note that, overall, the institution appeared much neater and cleaner than in March 1992. A written plan is still required and should be reviewed during our next inspection.

C. Shelter Issues

1. Roof Repair (III.A.)

This item was completed at the time of our last tour (March 1992). Indications are that leaky roofs are no longer the problem they once were.

2. Preventative Maintenance Plan (III.B.)

There is no written preventative maintenance plan at the institution. Officials told us they would not develop one until all the equipment on order or about to be installed is in place. They intend then to use manufacturer's specifications in the written preventative maintenance plan.

This requirement must be checked during the next tour.

D. Food Service Issues

1. Kitchen Appliances (IV.A.)

During my March 1992 visit there was evidence that a number of new kitchen appliances had been installed. The new dishwasher, however, was not working.

Shortly before our arrival on this tour, all equipment was removed from the kitchen in order to install new floor tile and undertake other renovations. Appliances were moved outside the kitchen and were being cleaned. Food for the

inmates was being prepared at the National Guard Armory kitchen and transported to the institution at mealtime.

Obviously a determination of compliance with this part of the plan will need to wait until our next tour.

2. Kitchen Freezers and Coolers (IV.B.)

As with the kitchen appliances, the walk-in freezer and walk-in cooler were undergoing renovation and replacement during our tour. Compliance will be monitored during our next inspection.

3. Hot Water Delivery System to Kitchen (IV.C.)

We could not determine whether or not this system was working due to renovation and plumbing repairs in the kitchen. This too will be an item for our attention on the next visit.

IV. Summary Comments on Compliance With the Plan of Correction.

I anticipated much progress after my March 1992 visit to Golden Grove. There has not been the improvement I had expected. However during this inspection, I sensed that fundamental change was taking place in the organization. There is now a management structure in place and a degree of organization which did not exist earlier. An overall plan

of action with specific action steps for each of the elements of the Plan of Correction has been developed and is being followed. There is a spirit of professionalism among most of the staff with whom I talked. There is support for the new Director in the organization and from other governmental organizations. Particularly gratifying is the degree to which the Bureau of Corrections is working with the Virgin Islands Fire Protection Service, the Health Department and the various contractors who are working on physical plant improvements. Outside agencies are inspecting the facility more frequently than in the past. The new Director has professional credentials in prison work and is well connected with the national correctional establishment. This will enhance obtaining grants and assistance to re-build the Bureau of Corrections.

I believe there are grounds for optimism that fundamental change is taking place at the Golden Grove facility. I also think that the continued monitoring of the Plan of Correction by the U.S. Department of Justice is important in helping the new administration achieve its goals.

#### V. Lockdown Issues and Comments

Shortly after his arrival as Director of the V.I. Bureau of Corrections, James Aiken determined that the situation at the Golden Grove prison was out-of-control. He found that:

1. Physical security was inadequate because gun towers, (fence alarms) electronic door systems, lighting, and communication systems were inoperable.
2. Correctional staff were not adequately trained nor armed to supervise the potentially dangerous inmate population.
3. Very little information was known about the inmate population's criminal history (no classification).
4. Contraband drugs and weapons were present.
5. High-risk inmates were not segregated from other inmates.
6. There were no adequate maintenance and repair programs.
7. Inmate living conditions were unsafe and unsanitary.
8. Criminal gangs were in control of the facility.
9. Correctional staff were allowed to sleep in gun towers.
10. No equipment, training nor useful plans existed to manage a prison emergency.
11. Inmates had access to the existing computer system and sabotaged it.
12. Inmates had access to employee records.
13. Inmates had exercised control over some administrators.
14. Tool control was substandard.
15. Correctional officers and other staff morale was low.
16. Policy and procedures were basically nonexistent.
17. Inmates had tunnels to move from cell to cell.
18. Cells had wire mesh instead of bars.
19. Security doors were rusted in many places.
20. Security keys were worn and inoperable.
21. Emergency generators were not properly maintained.
22. Food service was substandard.

23. The Bureau of Corrections had not complied with the Court ordered Consent Decree.
24. There was a lack of procedures to properly account for offender population.
25. Poor documentation and record keeping were existent.
26. Visits between inmates and family were not properly supervised.
27. Visitors were not properly screened prior to entering the facility.
28. "Blind spots" existed which prohibit proper security along the fence.
29. Inmate population had civilian clothing which was not regulated.
30. Some inmates were allowed "free" run of the community without proper supervision.
31. Work Release regulations were not constant with community expectations and sound correctional practice.
32. Some inmates were supervising other inmates without employees present.
33. Electrical wiring was exposed and energized.
34. Inmates with mental problems were mixed with general population.
35. The Front Gate, Control Room, and Back Gate were not secured.
36. The Grounds had tall grass and were not properly maintained.
37. Medical health system was substandard.

Based on these perceived security risks, he ordered all prisoners confined to their cells unless they were working under close staff supervision. The lockdown was imposed on September 18, 1992 and was still in effect at the time of our tour.



While I cannot certify from personal knowledge that all of the thirty-seven identified problems are real. I can say that I have observed the majority of them to be true at the time of my visits to the facility during the past five years. Many of the problem areas are also mentioned and addressed by the Plan of Correction which is far from being completed.

During my visit at the facility I reviewed a confidential evaluation of the prison made by the Intelligence Chief of the U.S. Bureau of Prisons - Craig H. Trout. Mr. Trout gave a rather grim assessment of the situation, concluding that the Golden Grove Correctional Institution was nonfunctional in a number of critical areas.

Clearly Mr. Aiken was shocked at what he found and at what the experts (including those of us who have been examining conditions at the prison during the past five years) were telling him.

The lockdown was a drastic, yet necessary reaction to evidence that the Golden Grove facility was a dysfunctional prison.

However, after a five month lockdown, it is clearly time for the Director to set a schedule for modifying and ultimately lifting it. Progress has been made in a number of the thirty-seven identified problem areas. I agree with the

Director's view that the keys to totally lifting the lockdown are:

1. Solving the perimeter security problems.
2. Creating the capability to respond to emergency situations.
3. Developing a classification system for inmates.

Of particular concern is the situation with respect to the female inmates. Under "normal" circumstances, they have very little freedom of movement and few program and recreational opportunities. With only 17 inmates, lifting the lockdown in that part of the prison is a step that should be taken immediately.

As for the rest of the prison, male inmates should be allowed, under escort, to go to the dining hall as soon as the renovations are finished. Access to the yard areas can be allowed, by housing unit, for limited periods. This process of affording outside recreation should begin immediately. If the numbers of inmates are limited and they are under the supervision of correctional officers on the yard, there should be minimal security problems in affording recreational and exercise opportunities. If needed, a roving, motorized perimeter patrol can augment tower supervision in the area where the inmates are exercising. Assignments of inmates to work in food service, maintenance, the shops and routine sanitation projects should occur at

the same time. I would recommend that lifting of the lockdown for the male inmates be completed by May 1, 1993.

3/18/93  
Date

John J. Dahm  
John J. Dahm, Consultant