

November 10, 1983

Subject: Monitoring Report #1
Department of Corrections
State of Michigan
United States Justice Department Consent Decree

Note: The information in this report is confidential and is prepared for use by the Department of Corrections only.

Project: 83,40

Date of Monitoring: October 21, 1983 (working day 207) 1st session
and November 3, 1983 (working day 216)
2nd session

Actions taken:

- Made general review of program
- Identified overall needs of selected individual projects
- Began diagramming various projects
- Established basic procedures for future work of the planning and overview (oversight) committee (POV)
- Began shakeout of various total program elements
- Worked with POV committee on preparing preliminary network models for several project areas

General Summary

The initial summary attended was held on October 21, 1983 (working day 207) at which time a general review of the entire program was made by the Director of the Department of Corrections and his staff, along with attorneys from the Attorney General's Department, State of Michigan. Following the briefing session, we began preparation of information tabulations, and network models for various parts of the program. The entire consent decree work is to be entitled a program with each of the elements that have definable beginning and ending points defined as projects within the program.

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Mrs. Luella Burke has been appointed project director, and she is to work with a planning and overview (oversight) committee (POV) that is being chaired by Mr. William L. Kime. Staff members from the Department of Corrections that will be deeply involved in the program implementation will be Mr. George D. Walter and Mr. Robert B. Greenleer, both of whom will provide major technical assistance in the implementation. The POV will work closely with the major institution involved - Jackson, Marquette, and Ionia - each of which will have direct input into the components of the program.

At our sessions we concentrated on identifying major components of this program. These are listed below in random order as they have emerged to date:

- Locations - Projects are fundamentally located at the Jackson, Marquette, and Ionia institutions in Michigan. Five units at Jackson, three units at Marquette, and two units in Ionia are involved. The designation of each is as follows:
 - SMC (SMI) - Jackson, inside (close custody)
 - SMM - Jackson, inside (medium custody)
 - SMN - Jackson, north side complex
 - SMT - Jackson, trusty division
 - RGC - Jackson, Reception & Guidance Center
 - MBP (MBI) - Marquette Branch Prison, inside
 - MBT - Marquette Branch Prison, Trusty
 - MIPC (MIC) - Michigan Intensive Program Center at Marquette
 - MR (RMI) - Michigan Reformatory, Ionia
 - MRT (RMT) - Michigan Reformatory Trusty, Ionia

Each of these facilities has its own special characteristics and part of our work has been to identify the projects to be carried out at each facility.

- Parties involved - Due to the complexity of this entire program there are very many parties involved in its implementation and monitoring. We are establishing the major of these in our responsibility code list and will identify each activity in the network model

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with the parties responsible for carrying out the action. Presently the major groups involved are the Department of Corrections, Department of Management and Budget, State Legislature, U.S. Justice Department, the Court, Joint Capital Outlay Subcommittee, and the Attorney General's Department. Others will be identified as planning proceeds.

- Project - Within the program there are many projects of which we have prepared network models wholly or in part for eight to date. These eight are as follows:
 - Personnel hygiene plan preparation (project 0001)
 - Fire safety checklist preparation (project 0002)
 - Fire safety operational plan preparation (project 0003)
 - Vermin control plan preparation (project 0004)
 - Barbering (project 0005)
 - Funding (project 0006)
 - Operational cell lighting and related wiring (project 0007)
 - Chronic disease index/problem oriented record system preparation (project 0008)
 - Fire safety training program (project 0009)
- Network models - To date we have prepared six sheets of network models #1, #2, #3, #4, #6, and #7. In addition we have prepared two resource tabulation sheets R-1 and R-2 and one miscellaneous data sheet M-1. As the project proceeds it will become increasingly important to be able to quickly find the network model and the translations (bar chart, slant chart, narrative tabulation) that refer to and provide information about the various projects within the program. We shall make every effort to cross reference each network model to all other pertinent information.
- Consent decree information location - As we find greater reference needs into the consent decree it will be helpful to find methods by which certain areas of information can be located quickly. At present on the miscellaneous data sheet M-1 we are identifying information about the various

projects by consent decree date number and section. In addition, the Department of Corrections staff is putting the consent decree into their word processor which is capable of key word searches. This will allow the program staff to index the consent decree and retrieve information as required for specific purposes.

- Methods of completion or implementation by - There are several techniques by which each of the projects can be completed. Sometimes it is possible that within any given project there will be several methods of implementation. So far the Department of Corrections staff has identified seven methods which are presently designed A through G. These are being studied and will be adjusted as required. The seven are as follows:

- A. Immediately implementable - Requires no special steps to carry out
- B. Operations project - Requires plan, procedures, and equipment to be allocated but does not require additional money allocations
- C. Operations - Requires additional staff, equipment, contracts, and other resources and/or additional dollars.
- D. Physical plant staff project - To be accomplished by existing maintenance staff with CSS & M or M money.
- E. Force account project - Specially hired supervisors and inmate help coupled with purchased materials
- F. Consultants to develop plans - Operational plans and professional architectural help along with engineering document required.
- G. Capital outlay construction project - Requires material and labor by outside contractor

These basic method definitions will be refined as additional information becomes available during the planning process.

- Time span of project - There are several time spans that have been identified from immediate on up through six years. These have been broken into categories and will be further evaluated along with the methods of implementation as planning proceeds.

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- Standard sequences - Within each network plan are standard sequences. For instance, to date we have identified several standard sequences including plan preparation, retention of consultants, hiring of personnel, funding, procedural reviews and comments, and others. It is important that we be able to locate the network plans on which these standard procedures are used thus speeding up planning time where we are repeating procedural steps.

The network models prepared to date have, with the exception of the chronic disease index/problem oriented record system, been quantified from a base date of zero which is the point where the court order is entered and the consent decree becomes effective. Another base date used has been the date of our first and second meetings since some of the work involved in the program can begin now and connect to work that will be released by the court order entry.

For reference purposes, given below are the responsibility codes assigned to date (as of November 3, 1983) to the various parties involved. These will be extended as additional participants are brought into the planning picture.

1. U.S. Justice Department
2. Federal Court
3. Michigan Attorney General's Office
4. Department of Corrections
5. Ionia staff
6. Jackson staff
7. Marquette staff
8. MIPC staff
9. Project director (PDR)
10. Planning and overview (oversight) committee (POV)
11. Fire safety consultant
12. Michigan State Police

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13. Department of Corrections staff
14. Civil Service Department
15. Michigan Senate
16. Michigan House of Representatives
17. Department of Management and Budget
18. Joint Capital Outlay Subcommittee
19. Governor
20. Administrative board
21. Unknown suppliers
22. Department of Corrections Training
23. Office of Health Care
24. Office of Health Care Task Force for CDI/POR
25. Data applications consultant
26. Unknown consultants

It is the present intent to continue planning with the POV committee to get as much early planning done as possible. It is critical that the committee and the entire program team understand the scope of the program and to show as much early work intensity as possible to get the projects off and running well.

I shall plan to begin drafting the networks into final form following our next session and meanwhile will begin formulating data base files that might be of help in locating information quickly and accurately.

I have recommended to the Department of Corrections staff that following each session we make a complete set of reproducible sepias of the sheets worked on during the session to provide an ongoing record of work progress for all parties involved. Within the next two or three sessions we also plan to begin identifying the staff and other resources required to carry out the various projects. This will be done through various translations and resource allocation techniques. These techniques, as

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well as others to be used in the planning process, are being explained to the committee and the working groups as we prepare the network models.

I shall maintain Mrs. Burke, Mr. Walter, and Mr. Groenleer as my prime contacts with the Department of Corrections and the program. To date it has been impressive seeing how the various diverse interests and groups have begun working together on this very important set of projects. We shall make every effort possible to maintain interest at a high level and to keep planning moving ahead, and at an intelligible and useful level.

Ralph J. Stephenson, P.E.

RJS:sps

To: Mrs. Luella A. Burke

cc: Mr. George Walter
Mr. Robert Groenleer

November 27, 1983

Subject: Monitoring Report #2
Department of Corrections
State of Michigan
United States Justice Department Consent Decree

Note: The information in this report is confidential and is prepared for use by the Department of Corrections only.

Project: 83:40

Dates of Monitoring: Session #3 - November 8, 1983
(working day 219)
Session #4 - November 14, 1983
(working day 223)
Session #5 - November 15, 1983
(working day 224)
Session #6 - November 17, 1983
(working day 226)

Note: The sessions are numbered for ease of network model reference. Planning sessions will continue to be numbered as they are conducted in the future.

Actions taken:

- Continued preparing network model for individual projects within the total program
- Began investigation into word search techniques within the consent decree
- Prepared standard sequences for various implementation methods
- Reviewed project management methods as applied to the CDE program
- Planned overall approach to program for next several weeks

General Summary

The total consent decree (CDE) program is now being brought into the form of several individual projects each of which is designed to fulfill a portion of the consent decree requirements. To date, we have identified and planned or

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partially planned 18 projects. These projects each contain several components some of which are standard sequences. In certain cases, the networks themselves are standard sequences. It is anticipated that over the next month and a half we will continue to diagram projects and attempt to complete network models for all of those components that are considered major.

In addition, we have identified several critical base points that are very important to the total program. Base points identified to date are as follows:

- Zero count date (ZC) - This is the date from which the time measurements specified in the consent decree start. It should be understood that the ZC date may be different from the date at which the consent decree is entered into the court.
- Zero date of consent decree (ZP) - That date on which the consent decree is entered into the court for implementation.
- Now date (NW) - A date independent of either the zero count date or the zero point date. Usually indicates dates on which work can proceed immediately under implementation method A requiring no special additional steps to carry out.
- Funding date (F) - The date on which the funding necessary to start or continue the work on any given project is available. In the network models the funding date is designated by cross hatched or shaded nodes identified by a capital F.

The zero count date is very critical in that most of the completion points for various projects within the program are specified by a given number of calendar days following the zero count point. Therefore, most of our late finishes in the network model will be identified as a ZC+ point in time.

For reference purposes, the following conversions can be used as approximations:

- 60 calendar days equals 42 working days
- 90 calendar days equals 63 working days

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- 120 calendar days equals 84 working days
- 180 calendar days equals 126 working days
- 360 calendar days equals 252 working days

References to completion points in the consent decree usually are given in multiples of 60 calendar days from the ZC point.

As part of our work to date, we are also identifying the participants in the project, and this information is being tabulated in a name abbreviation list which will become a project directory. Responsibility codes are also being assigned, and each major party will have an identification by which responsibilities for various actions can be assigned.

One of the most important documents to be evolved to date is the description of the seven implementation methods currently being considered for carrying out the various projects. For reference purposes, these are listed below:

- Method A - Immediately implementable. Requires no special steps to execute.
- Method B - Operations project. Requires plans, procedures, and equipment to implement but no additional dollars.
- Method C - Operations. Requires additional staff, equipment, contract, and/or additional dollars.
- Method D - Physical plant project. Done by existing staff with CSS & M or OMP dollars.
- Method E - Force account project. Requires hired supervision and inmate help with purchased materials.
- Method F - Consultant. Requires retention of a consultant to develop plans or proposal documents.
- Method G - Capital outlay project. Requires materials and labor by outside contractors.

These definitions were provided in Monitoring Report #1 dated November 10, 1983 and are repeated here for ease of reference.

The network models prepared to date are now being drafted into final form and may be ultimately processed by computer to provide ease of analysis, and optimum help in establishing the

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resources required for each of the projects. To this point, we have only been able to quantify and calculate the network models for those projects that contain a now (NW) starting point. Those that depend upon a starting point at the zero count (ZC) date or the zero point (ZP) date of entering the consent decree cannot be calculated except from assumed base dates. Also, there is no accurate information on funding dates (F) for the various programs. Therefore, it has not been felt productive to actually calculate the network models in real dates until more accurate information is available so that the various starting dates can be related to each other.

We have experimented briefly with a bar chart format with the zero count (ZC) date shown in such manner that it could be imposed upon those projects with a now (NW) starting point to test early assumptions about the starting of programs and the resources required. However, it would be better at this time to obtain more information about the true starting points before we make more detailed analyses of the individual projects.

At session #6 on November 17, 1983 (working day 225) we focused on planning several health related projects required by the consent decree. These included:

- Suicide project (SCP) - project 0015
- Emergency medical procedures project (EMP) - project 0016
- Access to health care (AC) - project 0017
- Epidemic contagion (ECO) - project 0018

We did not do any additional work at this session on the chronic disease index/project oriented record program (project 0008) holding this to a later date when we have a better handle on the other health program requirements.

It is the intent in December, 1983 to continue work on force account and contract construction projects along with the remaining health programs trying, as noted above, to bring as many of these projects to planning completion as possible. From here on, as the projects are planned, we will also draft them into final form for ultimate issue and computerization. It is the intent presently to issue these network models both in the full size (24" x 36") as well as a reduced size (approximately 11" x 17"). As the network models are completed, we also will be

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translating these into various other forms than the non-scalar models for ease of use by those who must work with them day in and day out.

We have planned the next several meetings and these are tentatively set for the following dates:

- Session #7 - December 5, 1983
- Session #8 - December 14, 1983
- Session #9 - December 21, 1983

The detailed content of each of these meetings is being planned by Mrs. Burke, the project director in conjunction with the POV committee and the DOC staff.

Ralph J. Stephenson, P.E.

RJS:sps

To: Mrs. Luella A. Burke

cc: Mr. George Walter
Mr. Robert Groenleer

December 28, 1983

Subject: Monitoring Report #3
Department of Corrections
State of Michigan
United States Justice Department Consent Decree

Note: The information in this report is confidential and is prepared for use by the Department of Corrections only.

Project: 83:40

Dates of Monitoring: Session #7 - December 5, 1983
(working day 237)
Session #8 - December 14, 1983
(working day 244)
Session #9 - December 22, 1983
(working day 250)

Actions taken:

- Continued preparing network models for individual projects
- Continued developing standard sequences
- Continued assembling and tabulating project and drawing data

General Summary

Projects added in this period from December 5, 1983 (working day 237) through December 22, 1983 (working day 250) include:

- 0019 Segregation - Food service system - horizontal delivery and nutrition centers
- 0020 Segregation - Vertical food service delivery - elevator
- 0021 Segregation - Vertical food service delivery - dumb waiter
- 0022 Segregation - Special use areas
- 0023 Segregation - Remodel MBP (Marquette Branch Prison) cell block F

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- 0024 Segregation - Exercise facilities
- 0025 Fire safety - Remove/replace housing unit FFE
- 0026 Fire safety - Gas cylinder storage
- 0027 Fire safety - Exit modifications
- 0028 Fire safety - Interior demolition and construction
- 0029 Fire safety - Housing sprinkler system
- 0030 Fire safety - Smoke detectors and fire alarm
- 0031 Fire safety - Gang release
- 0032 Fire safety - Stairwell enclosure
- 0033 Fire safety - Emergency lights and exit signs
- 0034 Psychiatric service plan preparation
- 0008 Problem/oriented record and chronic disease index

The consent decree has yet not been put in final form nor have the ZC or ZP points been reached (see Monitoring Report #2, page 2 for definition of ZC and ZP points.) There is no authentic current word on when we can expect the consent decree to be entered into the court, nor is there any indication as to when the zero count (ZC) date will be. Therefore, we are still proceeding on the basis that as many estimated elapsed time durations as possible will be assigned to network model activities, and that no authentic calculations will be possible until we have the starting points of consent decree work.

We are still working with several data tabulations of importance to the full tracking of the job. For summary purposes, the tabulations currently being used and updated are as follows:

- Tabulation A - Name abbreviation lists in last name order
- Tabulation B - Responsibility code list in number order
- Tabulation C - General abbreviation list by abbreviation
- Tabulation D - Summary project list by project number
- Tabulation E - Summary project list in entry order but giving additional data about each project

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These tabulations will be kept up to date and as the project becomes more complex will see considerable use. We probably will be arraying the information in more specially tailored form specifically for those who need certain kinds of data. It is the present intent to also track the content of each drawing so that full information can be maintained relative to the planning work prepared to date.

During the three sessions and in preparation of the network models for the plans and projects noted above, several observations were made. The more important are listed below at random, and numbered for ease of reference:

- A. It is of great help to the planning process if those manager who are to participate prepare a random laundry list of items prior to the meeting. By now most of the individuals participating in the session have been exposed to, and are knowledgeable about, the diagramming being done. The groups have proven quick to learn and extremely intelligent, and therefore there is a good understanding of the process. The random laundry list, when prepared ahead of time, aids enormously in covering all material and ideas quickly and accurately.
- B. The consent decree will probably be revised slightly, and I recommend that for ease of future data retrieval within the system that it be put on the word processor as with the earlier edition. This should be of help in indexing and identifying the various portions of the project when searches are necessary.
- C. Some revisions to early network models were accomplished during sessions 7, 8, and 9. Those network models that did have revisions made include the following:
 - project 0001 - Personal hygiene plan preparation rough drawing #1
 - project 0004 - Vermin control plan preparation rough drawing #1
 - project 0002 - Fire safety checklist rough drawing #2
 - project 0003 - Fire safety operational plan - rough drawing #2
 - project 0008 - Problem oriented record and chronic disease index - rough drawing #4 (drawing #4 was superceded by sheets #44 and #45)

- project 0014 - segregation project - rough drawing #16
This was a standard network drawing showing the preparation of policy and operating procedures and implementation plans. After revision it was used for several succeeding diagrams.

As noted above, diagrams were prepared for projects 19 through 34 during these three sessions, and there are some points to be observed on several of these. A brief review of the more important of these is given below:

- Project 0019 - Segregation - Food service system
Some durations should be reviewed in relation to later diagrams prepared, particularly sheet #29, project 0025, Fire Safety - Remove and replace housing unit PF & E.
- Project 0023 - Segregation - Remodel Marquette cell block F - sheet #27 - We prepared a construction network model for this project since its implementation is part of the conformance activities required by the consent decree. The network shows that this project will be completed by about March 9, 1984 (working day 304) if certain procurement restraints can be worked around. If procurement continues to delay however, we can expect additional time will be required to complete the work. This network is presently under review by the institution staff.
- Project 0024 - Segregation exercise facilities. It is noted that once contract documents for construction of these facilities have been prepared and issued, that certain activities are to be done in the field. A definition of these activities is not possible until after the program analysis has been prepared.
- Project 0027 - Fire safety - Exit modifications - A decision has tentatively been made to have the drawings prepared for all three institutions and to possibly award the three contracts at the same time. Contracts will probably be let to three separate contractors due to the geographical differences in locations of the institutions.
- Project 0028 - Fire safety - Interior demolish and construction - Same comments as for project 0027. It is to be noted for force account items identified after 95% of the contract documents are completed that the work that follows is shown on sheet #34. On sheet #35 of the same project, the construction durations for

each institution will be set up when the full work scope has been determined.

- Project 0029 - Fire safety - Housing sprinkler system - Same comments as for project 0027.
- Project 0030 - Fire safety - Smoke detectors and fire alarm - Comments same as for project 0027.
- Project 0033 - Fire safety - Emergency lights and exit signs - Same comments as for project 0027. Durations for construction work to be set up as scope of work is defined.
- Project 0034 - Psychiatric care plan preparation - sheet #46 This plan preparation showed that the project length came out very much farther than desired within consent decree requirements. It will be necessary to study the material and information carefully so as to determine where time savings can be established.

Presently it appears that the psychiatric care plan (PSP) must be submitted to the Justice Department by the ZC + 270 date. We discussed the item briefly and those involved will review the network model carefully.

- Project 0008 - Problem oriented record and chronic disease index - Rough drawing #44 and #45 - This is a complex project, and we worked carefully to assemble an accurate depiction of what actually is to take place. There was some difficulty in assigning certain durations and sequences due to a natural reluctance on the part of the OHC staff to speak for others. We did, therefore, request management services to assist us in evaluating EDP needs. The project, when calculated according to our current logic, appears to run considerably beyond the consent decree requirement of having a system on line and in work by ZC + 240. (This requirement should be checked). In addition, there is a ZC + 120 requirement on forwarding the plan to the Justice Department. (This requirement also should be checked).

The overrun in time appears to be significant enough that I recommend a complete evaluation of the proposed plan of action be made by the OHC staff to insure that the plan shows what is truly needed to satisfy requirements of the consent decree. I discussed the matter briefly with the OHC staff and the intent is to completely analyze the information and at a future session to identify if and how plan compression can occur.

Some of the items of long duration in this plan include:

- Training present OHC staff in POR procedures
- Finding adequate staff from which to conduct interviews and select new employees
- Retaining a data applications consultant
- Establishing adequate data from which the needs assessment report can be assembled and submitted
- The time required by the Justice Department to review and approve the overview plan. This, in turn, restrains the making of sizable commitments particularly relating to acquiring data processing equipment and personnel.
- Acquiring data processing equipment and personnel
- Preparing necessary procedures to make full use of the system.

The above review of the projects at this time merely touches on what appears to be characteristic of the more critical, or unusual, of the programs. As the program moves into implementation we should plan to carefully monitor each of the projects on a regular basis to insure it is tracked properly.

At present the network models are being drafted into final form as they are prepared, and we are experimenting with the best format for making computer runs on the network models. These computer runs will ultimately be used to monitor the projects and also to identify resources required. Therefore, I urge the entire project team, and all those contributing knowledge and information to the system, to begin thinking about each of the network models that have been prepared in which they are involved and to establish the resource requirements for their participation. This will be an essential ingredient in setting final durations on each activity and each project.

We must also make certain that those directing the overall activities are given adequate early information about resource needs, and deficiencies, so steps can be taken in time to permit difficulties with implementation of consent decree requirements.

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Presently there are three planning meetings scheduled for January, and it is hoped that during these three meetings we can complete the remaining projects on the list.

It should be noted that we have deviated from the suggested project list, issued to the planning and oversight committee 12/7/83. In that list, project 0034 was shown as a fire safety item. Due to the sequence of assigning numbers in the project and the desire to keep them consecutive, I recommend that we revise project numbers from 0034 to 0037 on that memo to numbers to be identified at a later point. Meanwhile, we have assigned project 0034 to the psychiatric service plan preparation. Any changes to this will be picked up and noted at the next planning session.

I would like to take this opportunity to wish all those working on the project a very pleasant holiday season and a pleasant and gratifying 1984.

Ralph J. Stephenson, P.E.

RJS:sps

To: Mrs. Luella A. Burke
cc: Mr. George Walter
Mr. Robert Groenleer