

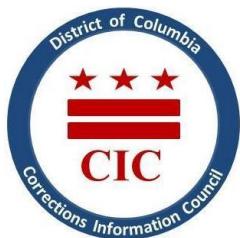
**District of Columbia
Corrections Information Council**



USP Coleman II
Report on Findings and Recommendations



March 6, 2024



District of Columbia Corrections Information Council

Charles Thornton, Board Chair
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About the District of Columbia Corrections Information Council

The District of Columbia Corrections Information Council (CIC) is an independent oversight body mandated by the United States Congress and the Council of the District of Columbia to inspect, monitor, and report on the conditions of confinement in correctional facilities where residents from the District of Columbia are incarcerated. This includes facilities operated by the Federal Bureau of Prisons (BOP), the District of Columbia Department of Corrections (DOC), and private contractors.

The CIC reports its observations and recommendations to the District of Columbia Representative in the United States Congress, the Mayor of the District of Columbia, the Council of the District of Columbia, the District of Columbia Deputy Mayor for Public Safety and Justice, the Director of the BOP, the Director of the DOC, and the community.

Although the CIC does not handle individual complaints or provide legal representation or advice, individuals are still encouraged to contact the CIC. Reports, concerns, and general information from incarcerated D.C. residents and the public are very important to the CIC, and they greatly inform our inspection schedule, recommendations, and reports. However, unless expressly permitted by the individuals or required by law, names and identifying information of residents, corrections staff not in leadership, and members of the general public are kept anonymous and confidential.

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Facility Overview

Facility Profile

Dates of Inspection: October 11-12, 2023

Location: Sumterville, Florida

Security Level: Maximum

D.C. Code Survey Respondents: 22

USP Rated Capacity: 946

USP Population: 1,183

USP D.C. Code Offenders: 44

Introduction

United States Penitentiary Coleman II (USP Coleman II) is part of the Federal Correctional Complex Coleman (FCC Coleman), which includes USP Coleman I, Federal Correctional Institution (FCI) Coleman Medium, and FCI Coleman Low. The FCC Coleman complex is approximately 840 miles from Washington, DC.

USP Coleman II contains two specialty housing units: the Challenge program and Reintegration Housing Unit (RHU). The CIC toured both specialty housing units along with the education, religious services, and psychology departments. The CIC interviewed 22 of the 44 DC Code offenders in custody at USP Coleman II.

Methodology

In accordance with the Memorandum of Understanding (MOU) between the CIC and the BOP, the CIC notified the BOP on September 6, 2023, of its request to inspect FCC Coleman. In the request, the CIC requested three inspection days to ensure adequate time to interview the large DC population at FCC Coleman. Additionally, the CIC requested to specifically speak to the complex's Reentry Affairs Coordinator. Prior to the onsite inspection, the CIC contacted all DC Code offenders via mail to inform them about the CIC's upcoming inspection and the opportunity for a confidential interview with CIC staff.

While planning for the onsite inspection, the CIC reviewed resident population and demographics, facility staffing, significant incidents, disciplinary records, education information, the most recent ACA audit, and administrative remedy filings and response numbers.

The CIC conducted an onsite inspection of FCC Coleman on October 11-12, 2023. The itinerary consisted of a tour of all areas to which residents have access (excluding the Special Housing Unit (SHU), discussions with staff, and confidential interviews with DC residents.

Following the inspection, CIC staff mailed all residents at FCC Coleman. Those who interviewed with the CIC received a thank you letter and a list of District resources. Residents who did not interview with the CIC received another consent form, a survey, and a list of District resources. The CIC allotted a 30-day window for survey returns.

CIC staff compiled the surveys from the October site visit using SurveyMonkey, a business intelligence tool. Extended responses from the surveys were evaluated with comments from other communications to inform analysis and provide context in applicable sections.

In accordance with the MOU between the CIC and the BOP, the CIC provided the BOP with a draft of this report for a review of factual information and an opportunity to respond. The BOP responses are included in the appropriate sections of the report.

Key Findings

General

- USP Coleman II is currently over its rated capacity. For the past year, the facility has operated at an average of 129.2% of its rated capacity.¹
- Across the entire FCC, there are vacancies in key positions, such as 126 senior officer specialist vacancies, seven lieutenant vacancies, 16 health service positions, and 12 educational positions.²

Daily Living

- According to USP Coleman II's Significant Incident Report, USP Coleman II was locked down three times between October 2022 and September 2023; however, most DC Code offenders interviewed reported frequent lockdowns at the facility, including routine lockdowns each weekend due to staffing shortages.
- The BOP has previously stated that modified operations are used only when absolutely necessary to maintain the safety and security of staff and residents, with the goal of returning to normal operating procedures as quickly as possible.³ From October 2022 to September 2023, USP Coleman II had a median of 4.5 serious incidents each month, with the most common incident being assaults between residents where no weapon was involved.⁴ This relatively low number of serious incidents does not appear to directly support the idea that modified operations for multiple housing units is needed to accomplish the BOP's stated rationale of preserving the safety and security of the overall facility.
- Resident reports on the length of time for lockdowns varied (see Figure 1), but there was consistent concern from most of the residents who interviewed that modified operations were too frequent and too lengthy.
- Lockdowns inhibit residents' ability to program, attend religious services, contact family members, conduct visitation, and utilize the law library, as they are confined to their cells.
- Residents reported experiencing reduced amounts of out of cell time in order to deconflict movement between the RHU and general population or to compensate for staffing shortages. These practices place additional strain on facility resources and on residents, who must compete for access to telephones, showers, or computers with a reduced amount of utilization time.

¹ Information from reports submitted to the CIC as part of the pre-inspection materials.

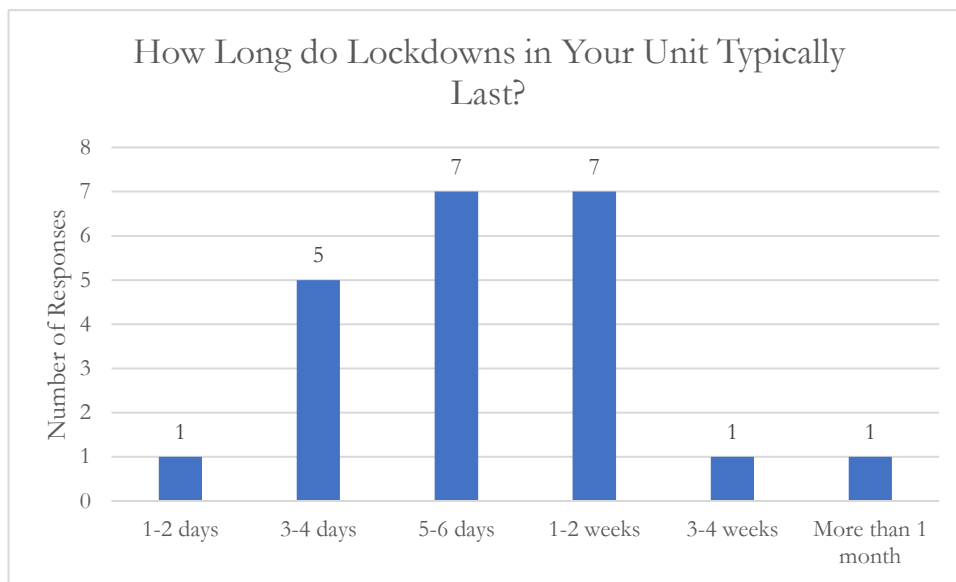
² Id.

³ Corrections Information Council. 2023. "FCI Hazelton." CIC.

https://cic.dc.gov/sites/default/files/dc/sites/cic/page_content/attachments/CIC%20FCI%20Hazelton%202023%20Inspection%20Report_0.pdf

⁴ Information from USP Coleman II's Significant Incident Report. The following categories were excluded from this total: number of 583s (Report of Incident forms completed), chemicals used by staff, use of force by staff, and use of restraints by staff.

Figure 1.



Reintegration Housing Unit (RHU)

- RHU residents are individuals who have requested protective custody. RHU residents receive psychology and education services within the unit and are completely segregated from the general population. Upon program completion, residents are reintegrated back into the general population.
- There were eight DC Code offenders in the RHU.
- The RU population and general population maintain separate schedules for time spent out of the housing units. When the RHU population is permitted outside recreation, the rest of the general population must stay within their housing unit, and vice versa.
- There is one teacher specifically for the RHU. RHU GED programming is offered within the housing unit.
- RHU residents are offered outdoor recreation one day a week, on Wednesday mornings.
- Residents reported that scheduling conflicts often result in no outside recreation for the RHU. For example, if lawn maintenance occurs on a Wednesday morning, the RHU residents will not be allowed outside their unit and will miss outside recreation that week.
- Several of the DC Code offenders in the RHU expressed a desire to return to the general population. While the RHU is a voluntary assignment, it limits resident movement outside of the housing unit and the ability to conduct outside recreation or visit common areas, such as the law library or commissary.

Challenge Unit

- The Challenge program offers additional mentorship and programming opportunities for selected residents.
- There were two DC Code offenders in the Challenge unit and 170 residents on the waitlist.

- The program requires 500 hours of programming time, which does not occur when residents are confined to their cells during lockdowns. Frequent lockdowns delay residents from achieving the required programming hours, which prevents them from graduating and other residents from enrolling into the program.

Voting

- CIC staff discussed ballot procedures with the USP Coleman II mailroom. The mailroom manager understood that ballots are special mail and must be opened in the presence of the resident.
- Fourteen of the 22 DC Code offenders interviewed reported receiving their ballots in the last election cycle. Nine of the 14 residents who registered were able to vote.

Medical

Routine and Chronic Care Services

- Fourteen of the 22 DC Code offenders interviewed were on the chronic care caseload.⁵
- Sixteen of the 22 DC Code offenders interviewed reported dissatisfaction with the medical care at USP Coleman II.
- Medical personnel reportedly conduct an average of 201 visits each week.
- Nineteen of the 22 DC Code offenders interviewed reported that health services staff does not respond to sick call requests within 48 hours. BOP staff reported the average wait time for sick call is two weeks, but residents may be seen earlier depending on their issue, and emergencies are reportedly seen immediately.
- One resident responded, “ [I am] afraid for my well-being because my disabilities limit my ability to take care of myself in basic ways and I’m not getting help.” Another resident wrote, “this place will allow you to die.”

Mental Health Services

- There are eight psychologists on staff who see approximately 90 residents a month.
- Nine of the 22 DC Code offenders interviewed were diagnosed with a mental health issue.
- There are no on-site psychiatrists. Appointments are available via telehealth.
- Four of the 22 DC Code offenders interviewed were prescribed mental health medication, and all reported receiving this medication as prescribed.
- Psychology staff offer anger management, dialectical behavior therapy, illness management, and cognitive skills classes.

Dental Services

- There is one dentist and one dental hygienist at USP Coleman II who service 1,183 residents.
- An average of 25 residents are reportedly seen each week.

⁵ Chronic care refers to residents with ongoing medical issues such as diabetes or heart disease. Seventy percent of the total population at USP Coleman II requires chronic care.

- Thirteen of the 22 DC Code offenders interviewed reported they had not seen a dentist while at USP Coleman. Seven of these respondents have been at USP Coleman for longer than one year.⁶

Grievances

- Eleven of the 22 DC Code offenders interviewed filed grievances at USP Coleman II.
- Six of these grievances were about medical care and two were about mental health care.

Education & Programming

- USP Coleman II offers limited programming opportunities for residents. At the time of the CIC's inspection, the facility offered culinary art classes, custodial maintenance, and ServSafe Food Handler certification.
- There is one future vocational program planned called Work Keys, which is aimed at increasing resident employability.
- There are two DC Code offenders enrolled in GED programming at USP Coleman II.
- There are three teachers for the general population and one teacher specifically for the RHU. RHU GED programming is offered within the housing unit.
- Lockdowns inhibit programming opportunities because residents are unable to go to the education, psychology, or vocational departments to conduct programming.
- There are no computers in the leisure library. There are two in the law library.

Religious Services

- Twenty of the 44 DC Code offenders in USP Coleman II practice Islam, making it the most common religion among DC Code offenders. Islam is also the second-most popular religion among the rest of the population.
- There is no Imam at USP Coleman II; the facility has been unable to secure an outside volunteer to fulfill this role.

Reentry

- Four of the 22 DC Code offenders interviewed are within 24 months of release.
- FCC Coleman's Reentry Affairs Coordinator is implementing an instructional video to supplement reentry programming and reach additional residents during lockdowns.

⁶ USP Coleman II's 2017 ACA report indicated a wait time of two years for routine dental care and one to two weeks for urgent needs. The facility was audited again in June 2023, but has not received the final report.

USP Recommendations

General

- USP Coleman II should continue trying to recruit and retain staff to fill all position vacancies.

Response by the Bureau of Prisons: FCC Coleman is actively recruiting for vacant positions and offering recruitment and retention incentives for various departments. Recruitment initiatives are ongoing. FCC Coleman encourages the CIC to direct interested candidates to the USAJOBS website for BOP employment opportunities.

- USP Coleman II should coordinate the transfer of eligible individuals to lower security facilities as possible to alleviate the overpopulation at USP Coleman II and to increase resident access to programming.

Response by the Bureau of Prisons: All incarcerated adults are continuously reviewed for transfer in accordance with Program Statement 5100.08, Inmate Security Designation and Custody Classification.

The CIC was advised in August 2023 that the BOP was completing its audit to evaluate and maximize bedspace in BOP facilities. Essentially, the BOP transitioned from relying on rated capacity to leveraging physical capacity and optimal capacity. Data used by the CIC for this report was based on rated capacity. At the time of the site visit, USP Coleman II housed 1178 incarcerated adults and was operating at 78 percent of the institution's physical capacity.

Daily Living

- USP Coleman II should attempt to minimize the number of residents and housing units affected by lockdowns whenever possible.

Response by the Bureau of Prisons: Modified operations are utilized for the safety and security of the institution for not only the AICs⁷ but also the staff. The decision to secure an institution is one that is never taken lightly. It is done when necessary to maintain the safe and secure running of the institution. The primary objective is to investigate what necessitated a disruption in the orderly running of the institution, and to determine how best to prevent it from happening in the future. The need for modified operations will always be dictated by the nature, duration, and magnitude of each situation. The goal remains to return to normal operating procedures as expeditiously as possible following the conclusion of any necessitating event.

- USP Coleman II should no longer employ lockdowns as a method for managing staffing shortages or as a scheduled tactic for deconflicting populations.

Response by the Bureau of Prisons: Modified operations are utilized for the safety and security of the institution for not only the AICs but also the staff. The decision to secure an institution is

⁷ Adults in custody

one that is never taken lightly. It is done when necessary to maintain the safe and secure running of the institution.

Reintegration Unit (RHU)

- The RHU population should not be impacted by modified operations unless there is an imminent safety or security threat to the residents or staff of the RHU unit, as they are completely segregated from the rest of the incarcerated population.

Response by the Bureau of Prisons: Modified operations are utilized for the safety and security of the institution for not only the AICs but also the staff. The decision to lock down an institution is one that is never taken lightly. It is done when necessary to maintain the safe and secure running of the institution. The primary objective is to investigate what necessitated a disruption in the orderly running of the institution, and to determine how best to prevent it from happening in the future. The need for modified operations will always be dictated by the nature, duration, and magnitude of each situation. The goal remains to return to normal operating procedures as expeditiously as possible following the conclusion of any necessitating event.

- The CIC recommends RHU residents are returned to the general population as soon as safely possible or transferred to other facilities when appropriate to mitigate the limited opportunities available to residents while assigned to the RHU.

Response by the Bureau of Prisons: After completing the RU, an AIC may be eligible to transfer to an institution commensurate with their security level that is closer to their release residence, or they may choose to continue to reside in the RU, if appropriate.

Challenge Unit

- Challenge residents should be permitted out of their cells within the unit to complete on-site programming unless there is an imminent safety or security threat to the residents or staff of the Challenge unit.

Response by the Bureau of Prisons: AICs participating in the Challenge Program are permitted out of their cells within the unit to complete on-site programming when there is no threat to the safety of staff or AICs.

Voting

- USP Coleman II should issue training to all staff on the proper handling of voting materials to facilitate eligible residents' ability to register and vote in elections.

Response by the Bureau of Prisons: Voting ballots are processed and delivered as Special Mail in accordance with Program Statement 5800.16, Mail Management Manual. Voting information is posted to TRULINCS, the inmate electronic messaging system, to assist D.C. Code offenders with voter registration. This and other materials are also available in the resource libraries and housing unit bulletin boards and are updated, when necessary.

- DC residents should be informed of their right to vote and the process for registering and submitting their ballots during the initial intake and meeting with their assigned unit team.

Response by the Bureau of Prisons: D.C. Code offenders are notified of their voting rights during Institution Admission and Orientation (A&O) and during the Release Preparation Program. Voting information is posted to TRULINCS, inmate the electronic messaging system, to assist D.C. Code offenders with voter registration. This and other materials are also available in the resource libraries and housing unit bulletin boards and are updated, when needed.

Medical

- USP Coleman II should implement methods to track average wait times to receive care and ensure patients requesting medical assessments are seen within 24 hours of the request and triaged appropriately in accordance with the APHA's recommendations.⁸

Response by the Bureau of Prisons: FCC Coleman Health Services utilizes an electronic medical scheduling system. AICs may submit requests to the Health Services Department either electronically or through written correspondence. Sick call complaints are triaged by appropriate medical staff and referred to mid-level providers for further treatment, if necessary. The follow-up care is scheduled per the determination of the mid-level provider, based on the medical acuity of each medical complaint. Emergent medical care is provided on a 24-hour basis, 365 days a year.

- USP Coleman II should hire enough medical staff to achieve a ratio of one doctor for every 250-700 residents, with the exact ratio depending on factors like population turnover rate, in accordance with the American Public Health Association (APHA) staffing guidelines.⁹

Response by the Bureau of Prisons: Staffing levels are based on institutional security levels and authorized positions. Program Statement 6010.05, Health Services Administration, outlines the staffing for health services personnel in the Health Services Unit. Currently, FCC Coleman has one Clinical Director, three Medical Officers, three contract Medical Officers, one Health Services Administrator, and four Health Services Assistant Administrators. The Clinical Director has oversight of the clinical care provided at each institution and is the clinical supervisor for Mid- Level Practitioners (MLP). Therefore, FCC Coleman is compliant with policy regarding staffing positions for health services personnel. There are currently vacancies for one Medical Officer and one Paramedic.

Dental

- USP Coleman should hire at least one additional dentist and dental hygienist to meet the BOP staffing guidelines of one dentist for every 1,000 residents and one dental assistant for each dentist.

Response by the Bureau of Prisons: At the time of the site visit, the inmate population at USP II was 1178. Staffing includes five dentists, one chief dentist handling administrative duties, and five dental hygienists. This is compliant with BOP staffing guidelines of one dental hygienist per institution. Additionally, there are four contract dental assistants.

⁸ American Public Health Association (APHA), *Standards for Health Services in Correctional Institutions*. United States: United Book Press, 2003.

⁹ APHA, "Standards for Health Services."

- USP Coleman II should hire enough dental staff to offer residents services every six months by tracking times between dental appointments and adjusting staff levels in accordance with population needs.

Response by the Bureau of Prisons: In accordance with Program Statement 6400.03, Dental Services, the provision of care for incarcerated adults at USP Coleman II is determined by individual needs, encompassing treatment requirements, follow-up, and dental hygiene recalls.

Education & Programming

- USP Coleman II should establish additional Evidence Based Recidivism Reduction (EBRR) programs as described in the First Step Act.¹⁰

Response by the Bureau of Prisons: The Education Department at USP-2 currently offers a wide range of programming options to the inmate population, including a variety of Evidence-Based Recidivism Reduction (EBRR) programs Adult Continuing Education (ACE) and Vocational Training Programs. The Literacy Program, General Equivalency Diploma (GED). English as a Second Language (ESL) certificates are also available as well as several vocational trades programs, including the Culinary Arts Program, Custodial Maintenance Program, Serve Safe: Food Handler, and Serve Safe Manager. However, it is the AIC's responsibility to enroll in recommended programming and actively participate. Additionally, Religious services offers the Threshold Program at USP 2 and all institutions at FCC Coleman allow for Post-Secondary Education (PSE) classes (via correspondence). These are individual courses that anyone can sign up for if they have the financial resources to cover all expenses.

FCC Coleman is working to implement Prison Education Programs (PEPs) which would allow for students to apply for Federal Pell Grants. FCC Coleman continues to meet with Lake Sumter State College (LSSC) and work through this process with them so they can formally submit a PEP application to the U.S. Department of Education. The goal is for LSSC to provide in-person college level programs across the complex; however, it will take time to expand to all facilities at the Complex, and an implementation date has not been established. Once implemented, these college programs will allow students to earn credits under the First Step Act.

- USP Coleman II should implement a peer instruction program to provide additional opportunities for residents and increase educational services offered without requiring additional staff.¹¹

Response by the Bureau of Prisons: Bureau of Prisons policy authorizes peer instruction for ACE courses only. All other courses must be taught by teachers or staff, including EBRRs and Productive Activities, per the First Step Act guidelines.

¹⁰ BOP, "First Step Act Approved Programs Guide." BOP, January 2022, [fsa_program_guide_2201.pdf](https://www.bop.gov/inmates/fsa/docs/fsa_program_guide_2201.pdf)
https://www.bop.gov/inmates/fsa/docs/fsa_program_guide_2201.pdf (bop.gov).

¹¹ Bronner Group. *Federal Bureau of Prisons Education Program Assessment Final Report*. Chicago, IL: U.S. Department of Justice, 2016.
<https://www.justice.gov/archives/dag/page/file/914026/download>

Religious Services

- USP Coleman II should continue attempts to recruit and retain an Imam volunteer to provide religious services for the Muslim population.

Response by the Bureau of Prisons: The Religious Services Department at USP Coleman II has contracted an Imam to provide religious services to the Muslim population.

Reentry

- Continue providing residents access to DC Public Defender Service's Reentry Navigator and encourage all DC residents within 24 months of release to connect with the DC Mayor's Office of Returning Citizens (MORCA).

Response by the Bureau of Prisons: D.C. Public Defender Service's Reentry Navigator books are located in each facility's Education Department at FCC Coleman. AICs may check out the books for review, much like the library. FCC Coleman encourages the CIC to provide the appropriate contact information for the DC Mayor's Office of Returning Citizens (MORCA).