After-Action Report

Disturbance
Reeves County Detention Center I & II
Pecos, Texas
January 31 thru February 5, 2009



SUBMITTED BY:

(b)(6),(b)(7)(C),(b)(7)(F)

Warden

3-13-09
Date Submitted

USP Florence, Colorado Reviewer-In-Charge

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I. INTRODUCTION/EXECUTIVE SUMMARY

Reeves County Detention Center I & II (RCDC I & II) are low security facilities, in Pecos, Texas. The Federal Bureau of Prisons (Bureau) contracts with Reeves County, Texas (RC) for the incarceration of approximately 2180 male inmates serving federal terms of imprisonment at the RCDC I & II facilities. All federal inmates placed in RCDC I & II are criminal aliens, and only Bureau inmates are incarcerated at the facility. RC contracts with the GEO Corporation (GEO) to manage and operate the Reeves County institutions.

On Saturday, January 31, 2009, at approximately 3:45 p.m., inmates at RCDC I initiated a disturbance that migrated to, and fully involved, the RCDC II facility and its inmates. The disturbance lasted five days, concluding on February 5, 2009, and resulted in some significant personal injuries, but no staff or inmate deaths, and no inmate escapes. Additionally, there was significant property destruction encompassing the majority of RCDC I.

On February 17, 2009, (b)(6).(b)(7)(C).(b)(7)(F)

Assistant Director of the Bureau's Correctional Programs Division (CPD), appointed an after-action review team which visited the facility March 2-6, 2009. The team was assembled to identify the causal factors leading up to the incident, and any issues or concerns impacting current and future Bureau contracts to house federal inmates. The team included:

- Warden, United States Penitentiary (USP), Florence, Colorado; Reviewer in charge;
- (b)(6),(b)(7)(C),(b)(7)(F) Associate General Counsel, Office of General Counsel (OGC), Central Office (CO);
- (OEP), CPD, CO; Chief, Office of Emergency Preparedness
- (b)(6).(b)(7)(C).(b)(7)(F) Chief, Classifications and Designations, Designation and Sentence Computation Center (DSCC), Grand Prairie, Texas;

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There are three Reeves County Detention Center facilities at the Pecos, Texas, location. They are referred to throughout this report as I, II, and III, as applicable. RCDC I & II are located within the same secure perimeter fence and operate under a shared-services concept. RCDC III is a separate secure facility operated under a separate contract between the Bureau and Reeves County.

- (b)(6),(b)(7)(C),(b)(7)(F) Procurement Executive, Administration Division (ADM), CO;
- (b)(6),(b)(7)(C),(b)(7)(F)
 D.O., Regional Medical Director, South
 Central Region;
- (b)(6),(b)(7)(C),(b)(7)(F) Privatization Field Administrator, Western Sector; and
- (b)(6),(b)(7)(C),(b)(7)(F) Special Investigative Agent, Federal Transportation Center (FTC), Oklahoma City, Oklahoma.

In light of the unique relationship between the Bureau, RC, and GEO, the review team defined its scope to address the following areas of review:

<u>Causation Factors:</u> Identify and describe the chronology of events, the factors that caused the disturbance at RCDC I & II, and the responses of the various law enforcement and contract authorities to the disturbance;

<u>Prior Contract Management:</u> Review and analyze the Bureau's contract oversight and monitoring functions at RCDC I & II prior to the disturbance, to determine whether appropriate monitoring and accountability for discrepancies occurred;

<u>Prior Utilization of External Resources:</u> Review and analyze whether Bureau resources outside of contract oversight and monitoring functions were utilized, or could have assisted, in avoiding this disturbance (e.g., training, intelligence sharing, resources);

Future Contract Management Improvements: Analyze and determine what future improvements can be made in the areas of contract management, oversight, and monitoring (e.g., staffing, policy, on-site responsibilities) that could assist the Bureau in future management of contract facilities;

Future Contract and Statement of Work Provisions: Analyze and determine what improvements can be made to the contract and statement of work documents to assist the Bureau in future management of contract facilities. Areas of focus include provisions for obtaining emergency assistance, performance award consequences, and corrective action measures for discrepancies;

Analysis and Critique of Disturbance Response: Analyze and critique the actions of RCDC I & II, GEO, and the Bureau, in response to the disturbance for the purpose of future emergency

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- (ADM), CO; Procurement Executive, Administration Division
- (b)(6).(b)(7)(C).(b)(7)(F)
 D.O., Regional Medical Director, South
 Central Region;
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preparedness, negotiation, and inmate management, including post-disturbance management of the inmate population.

<u>Legal Issues:</u> Analyze the Bureau's legal authority to intervene in a contract corrections setting during an emergency situation where federal inmates are being housed. This will assist in the development of protocols and future improvements in the Bureau's responsiveness to crisis situations.



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II. CHRONOLOGY OF EVENTS

January 29, 2008 (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F) January 30, 2009 (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F) January 31, 2009 At approximately 12:00 noon, contacted the Administrative Duty Officer (ADO), (b)(6),(b)(7)(C),(b)(7)(F) to inform him of a possible planned inmate group demonstration as a result of (b)(6),(b)(7)(C),(b)(7)(F) (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)

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	(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)
	At approximately 3:30 p.m., $\frac{(b)(6),(b)(7)(C),(b)(7)}{(E),(b)(7)(E)}$ directed $\frac{(b)(5),(b)(6),(b)(7)(E),(b)(7)}{(E)}$ to
	return the inmates to their respective units.
	At approximately 3:40 p.m., (b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F) (b)(5),(b)(7)(E)
	(b)(5),(b)(7)(E) (b)(5),(b)(7)(E)
	(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)
L	
	(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)
	At approximately 4:00 p.m., the (b)(5),(b)(7)(E) headed toward unit to (b)(5),(b)(
)(7)(E)	assess the situation. A large number of inmates wearing masks were gathered in the
)(7)(E)	to the day room.
	(b)(5),(b)(7)(E)
V	At approximately 4:20 p.m.,
	At approximately 4:20 p.m., (b)(5),(b)(7)(E)

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Ab conveniente la Av25 o m
At approximately 4:35 p.m., (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)
Inmates fled to the recreation yard and began assaulting staff
At approximately 5:45 p.m., the inmates had gained control of RCDC I and a call came over the radio stating the inmates were attempting to breach (b)(5),(b)(7)(E) in RCDC II.
Staff then observed inmates breaching the emergency doors to unit, in RCDC II. (b)(5),(b)(7)(E (b)(5),(b)(7)(C),(b)(7)(E),(b)(7)(F)
Inmates barricaded the gate to RCDC II with tables and carts. Staff then observed approximately 200-300 inmates making their way toward them throwing debris and striking them repeatedly.
At approximately 6:30 p.m., inmates set the on fire. At approximately 7:25 p.m., $(b)(5),(b)(7)(E)$
At approximately 8:05 p.m., (b)(5),(b)(7)(E) was set on fire. At approximately 8:52 p.m., RCDC III
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F) At approximately 9:00 p.m., the (b)(5),(b)(7)(E) complex, (b)(5),(b)(7)(E) Warehouse, and RCDC II (b)(5),(b)(7)(E) buildings were set on

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	fire, with an explosion in thereafter. $ \begin{array}{c} \text{(b)(5),(b)(7)(E)} \\ \text{occurring sometime} \\ \end{array} $
	At approximately 9:05 p.m., (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)
	At approximately 10:30 p.m., (b)(5),(b)(7)(E) (b)(5),(b)(7)(E) (b)(5),(b)(7)(E)
L	At approximately 12:20 a.m., (b)(6),(b)(7)(C),(b)(7)(F) engaged the inmates to resolve the incident. The (b)(5),(b)(7)(E) occurred at the rear gate and continued throughout the morning
	hours. (b)(5),(b)(7)(E)
	At approximately 8:00 a.m., (b)(6)(b)(7)(C)(b)(7)(F) reported the inmates were ready to cooperate with the staff so repairs can begin on the facility so inmates can be returned to the housing units. At that time, over 2,000 inmates were on the recreation yard.
	(b)(5),(b)(6),(b)(7)(C),(b)(7)(F)
	At approximately 12:20 p.m., an agreement was reached with the inmates for the administration to provide them with food in (b)(5),(b)(7)(E)

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fire, with an explosion in thereafter. $ \begin{array}{c} \text{(b)(5),(b)(7)(E)} \\ \text{(b)(5),(b)(7)(E)} \\ \text{(c)(5),(b)(7)(E)} \\ \text{(c)(5),(b)(7)(E)} \\ \text{(c)(6),(b)(7)(E)} \\ \text{(c)(6),(b)(7)(E)}$
At approximately 9:05 p.m.,
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)
At approximately 10:30 p.m., (b)(5),(b)(7)(E)
(b)(5),(b)(7)(E)
February 1, 2009
At approximately 12:20 a.m., $(b)(6).(b)(7)(C).(b)(7)(F)$ engaged the inmates to resolve the incident. The $(b)(5).(b)(7)(E)$ occurred at the rear gate and continued throughout the morning hours.
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(b)(5),(b)(6),(b)(7)(C),(b)(7)(F)
At approximately 12:20 p.m., an agreement was reached with the inmates for the administration to provide them with food in

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<u>At approxi</u> mately 3:42 p.m., Warden (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)
(b)(5),(b)(6),(b)(7) met with ten inmates to discuss their issues and to
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)
The majority of immates from BCDC T of TT
The majority of inmates from RCDC I & II are aggregated on the recreation yard for the night.
recreation yard for the hight.
At approximately 7:00 p.m., the inmates requested firewood for
the night as it was beginning to get cold. (b)(5),(b)(7)(E) (b)(5),(b)(7)(E)
(O)(O),(O)(T)(E)
February 2 2000
February 2, 2009
(b)(5),(b)(7)(E)
At approximately 12:00 noon, the inmates agree to relinquish all
of RCDC II so it can be properly repaired to house all inmates from RCDC I & II.
TIOM RCDC 1 & 11.
At approximately 2:20 p.m., inmates began cleaning the recreation
yard in an effort to cooperate and assist with the repairs of the
facility.
(b)(5) (b)(7)(F)
At approximately 3:50 p.m., (b)(5),(b)(7)(E) (b)(5),(b)(7)(E)
(b)(5),(b)(1)(E)
At approximately 6:10 p.m., movement of $(b)(5)$ inmates inmates in $(b)(5)$
from the recreation yard to $(E)^{(b)(5),(b)(7)}$ began. Movement ceased at dark.
ual N
At approximately 11:25 p.m., the first groups of inmates were
placed (b)(5),(b)(7)(E) will be utilized as a temporary
infirmary and first group of sick inmates placed there.

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At approximately 3:42 p.m., Warden (b)(5),(b)(6),(b)(7)(E),(b)(7)(F) (c) (b)(7)(E),(b)(7)(F) (b)(7)(F) (b)	
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	
The majority of inmates from RCDC I & II are aggregated on the	
recreation yard for the night.	
At approximately 7:00 p.m., the inmates requested firewood for	
the night as it was beginning to get cold. (0)(5)(0)(7)(E)	
(b)(5),(b)(7)(E)	
February 2, 2009	
(b)(5),(b)(7)(E)	
(D)(5),(D)(1)(C)	
At approximately 12:00 noon, the inmates agree to relinquish all	
of RCDC II so it can be properly repaired to house all inmates	
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in the large of the correction	
At approximately 2:20 p.m., inmates began cleaning the recreation	
yard in an effort to cooperate and assist with the repairs of the	
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yard in an effort to cooperate and assist with the repairs of the facility. At approximately 3:50 p.m., (0)(5),(0)(7)(E)	
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yard in an effort to cooperate and assist with the repairs of the facility. At approximately 3:50 p.m., (b)(5),(b)(7)(E) At approximately 6:10 p.m., movement of (b)(5),(b)(7),(E) from the recreation yard to (c)(5),(b)(7) (E) At approximately 11:25 p.m., the first groups of inmates were	
yard in an effort to cooperate and assist with the repairs of the facility. At approximately 3:50 p.m., (b)(5),(b)(7)(E) At approximately 6:10 p.m., movement of (b)(5),(b)(7)(E) inmates (b)(5),(b)(7)(E) from the recreation yard to (E) (E) (E) (E)	

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February 3, 2009 At approximately 5:00 a.m., repairs to the RCDC II housing units began. Specifically, modifications to the day rooms in __unit__ were initiated to include installation of showers and toilets. (b)(5).(b)(7)(E) Medical services, food, other basics were provided to the inmate population throughout the day. At approximately 8:45 a.m., repairs and modification of Junit (b)(5),(b)(7)(E) (b)(5),(b)(7)(E) began. Progress on unit was nearing completion. At approximately 12:25 p.m., major work on - unit was completed. (b)(5),(b)(7)(E) (b)(5)_.(b)(7)(E) continues on the remaining housing units. At approximately 6:10 p.m., movement of (0)(5) inmates (0)(5),(0)(7)(E)(b)(5)_.(b)(7)(E) from the recreation yard to pod began. Movement ceased at dark. February 4, 2009 (b)(5).(b)(7)(E) At approximately 1:20 a.m. (b)(5),(b)(7)(E) At approximately 8:30 a.m., movement of $\binom{(b)(5),(b)}{(7/E)}$ inmates $\binom{(b)(5),(b)}{(7/E)}$ the RCDC II units resumed. At approximately 10:50 a.m., the number of inmates moved (b)(5),(b) was increased (b)(5),(b)(7) Movement of inmates into RCDC II continued through the evening and early morning. February 5, 2009 At approximately 10:00 a.m., 1488 inmates were housed in the RCDC II units with 648 inmates remaining on the recreation yard. Throughout the day, the fire department continued to respond to fires in (b)(5),(b)(7) units, and the (b)(5),(b)(7)(E) building. The fires were extinguished by day's end.

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At approximately 11:20 a.m., inmates in

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moved to

Inmates on the recreation yard were ordered (0)(5),(b)(7)(E)

At approximately 3:30 p.m., 1838 inmates were housed in the RCDC II units with 304 remaining on the recreation yard.

At approximately 6:10 p.m., all $\frac{(b)(5),(b)}{(7)(E)}$ inmates were accounted for with 95 inmates remaining on recreation yard.

At approximately 8:30 p.m., a clear count was called by Warden (b)(5),(b)(6),(b) (7)(C),(b)(7)(E), (b)(7)(F) with 2142 inmates.

closed at 9:17 p.m., February 5, 2009.

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III. ANALYSIS OF EVENTS

The afer-action review team identified and analyzed the following contributing factors:

A. Pre-Disturbance Decisions

(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	
- On December 15, 2008,	
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	
- January 30, 2009, (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	_
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)]
- On January 31, 2009, (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	
On January 31, 2009, (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	
On January 31, 2009, (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	
On January 31, 2009, (b)(5).(b)(6).(b)(7)(C).(b)(7)(E).(b)(7)(F)	
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)	

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not dire	Staffing Levels: While low staffing levels, alone, are ect causation factors for this disturbance, (0)(5),(0)(6) (7)(C),(0)(7)(E),(0)(7)(F)
(b)(5),(b)(7)(E)	
	Communication: The team identified significant areas of regarding (b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F) These were corroborated from numerous information sources.
(b)(5),(b	5)(7)(E)

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D. Health Services: Inmate perceptions of inadequate medical care over an extended period of time contributed to the RCDC I & II's (0)(5).(0)(7)(E) atmosphere.

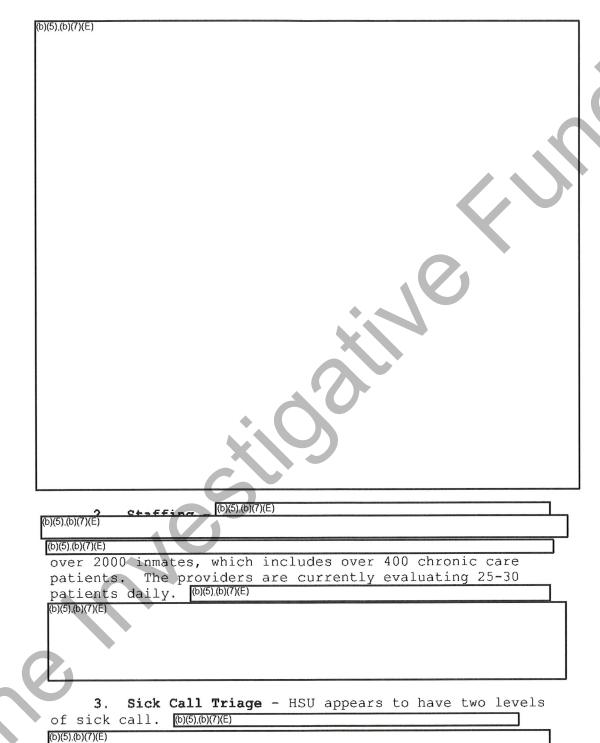
۹	o)(5),(b)(7)(E)

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Speci death	fically, since December 2007, there had been six inmate as at the RCDC I, II, and III institutions, as follows:
-	Inmate Francisco Cancan-Rodriguez, Reg. No. 05452-058, died December 26, 2007, from advanced HIV. (b)(5).(b)(7)(E)
-	Inmate Jesus Rimas-Preto, Reg. No. 27974-180, died May 6, 2008, from a myocardial infarction. (b)(5),(b)(7)(E)
_	Inmate Reyes Garcia-Range, Reg. No. 38893-180, committed suicide on August 2. 2008. (0)(5),(b)(7)(E) (b)(5),(b)(7)(E)
-	(RCDC III) Inmate Santiago Gonzalez-Penuelos, Reg. No. 71715-079, died September 26, 2008. (D)(5),(D)(7)(E) (D)(5),(D)(7)(E) He was
	transferred to the community hospital August 30, 2008, where he later died on September 26, 2008, from advanced HIV and Hepatitis C;
-	(RCDC III) Inmate Jesus Galindo, Reg. No. 96114-180, died (b)(5),(b)(7)(E) at the RCDC III on December 12, 2008, of uncontrolled seizures; (b)(5),(b)(7)(E)
-	Inmate Rogelio Alba-Alba, Reg. No. 64601-080, died December 14, 2008, from gastrointestinal bleeding.
	(b)(5),(b)(7)(E)
(b)(5),(b)(6),(b)(7)(C),(b)(7)(E),(b)(7)(F)
5	
2 <u>Manuel</u> (7)(E)	On Thursday, March 5, 2009, (b)(5)(b)(7)(E) inmate Falcon-Cardenas, Reg. No. 45196-179, committed suicide while

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(b)(5),(b)(7)(E)
3. Training - The Bureau has provided all training to
the contractor in accordance with the contractual
requirements. (b)(5),(b)(7)(E)
(b)(5),(b)(7)(E)

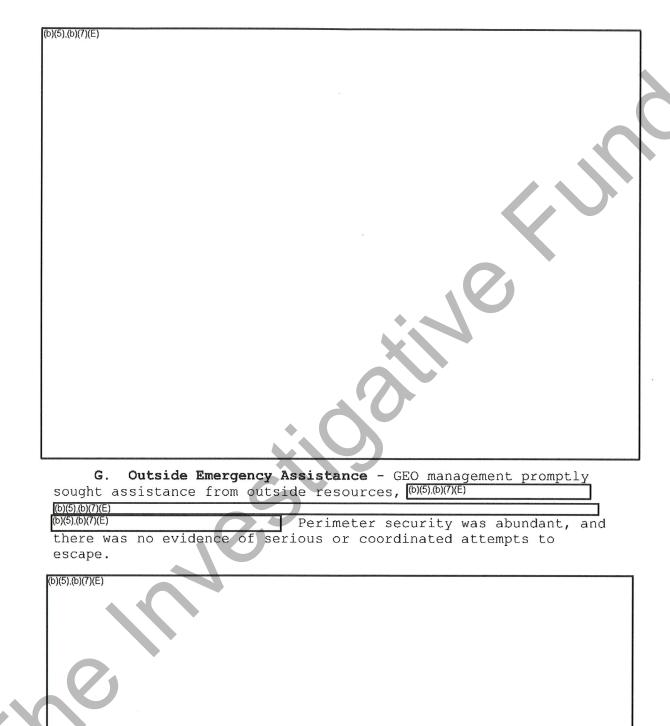
F. Institution Staff Response - Information gathered by the team indicates that initial institution staff response to the rapidly escalating disturbance was disorganized and chaotic.

[b)(5),(b)(7)(E)

(b)(5),(b)(7)(E)

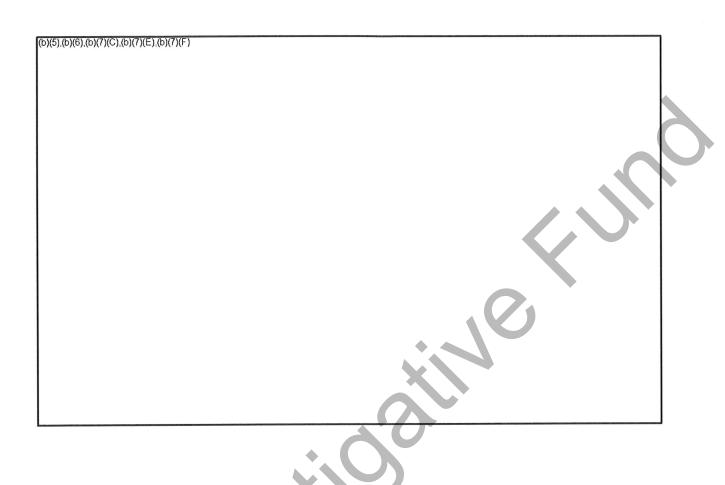
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- IV. OTHER FACTORS The team identified the following additional areas as relevant, although not directly related to causing the disturbance.
- A. Prior Contract Management The team reviewed all oversight and monitoring documentation required by the contract. Since the contract's inception, the available oversight and monitoring mechanisms have been well utilized to document RCDC I & II's operations under the contract. Materials reviewed included:
- Three BOP-PRD Six-Month Contract Facility Monitoring (CFM) Reports, and the contractor's responses;
- Three BOP Six-Month Oversight Summary Reports;
- 32 BOP Notices of Concerns, and the contractor's responses;
- Four GEO Quarterly Quality Control Program Audits;
- The ACA Accreditation Audit Report;
- The JCAHO Accreditation Quality Report;
- The GEO Annual Regional Audit;
- RCDC Monthly Staffing Level Reports; and
- A Deduction List Summary, 2007-11 thru 2009-02.

Throughout all the contract oversight and monitoring documents, numerous and repeated deficiencies are detailed in the areas of security and health services, among others. Requirements for delivery of reports to the contractor, and consideration of the contractor's responses, appeared satisfied. In sum, the team determined Bureau contract and PRD staff have fully complied with the oversight and monitoring obligations prescribed by the contract and Bureau policy.

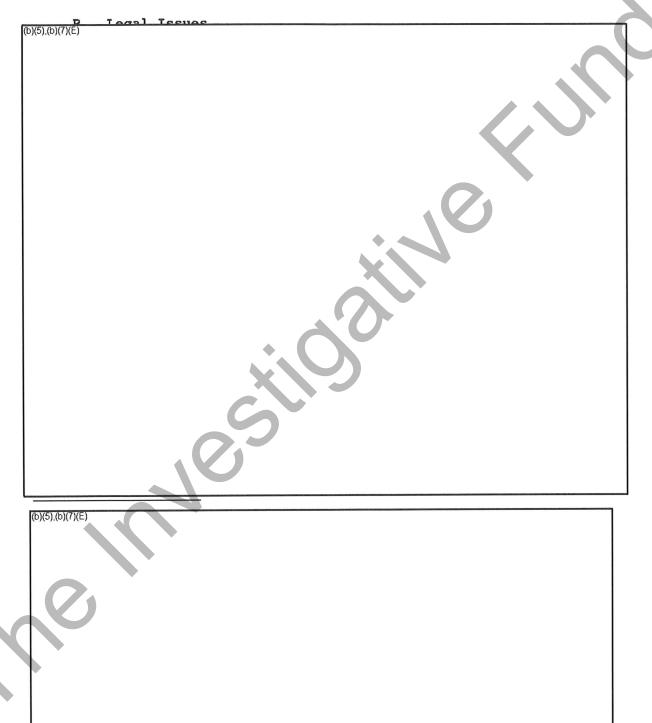
As a result of concerns noted by these processes, nine contract deductions totaling (0)(5),(0)(7)(E) were taken during the previous 12-month time-frame, as a result of GEO's failure to fully meet contract requirements. Nevertheless, as measured by the required contract oversight and monitoring tools, the contractor's overall

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Team interviews and observations corroborated that the areas of security and health services continued to possess high levels of deficiencies.

performance has been within the acceptable range during the preceding 12 months. $^{4}\,$



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_ (b)(5),(b)(7)(E)				
(b)(5),(b)(7)(E)				
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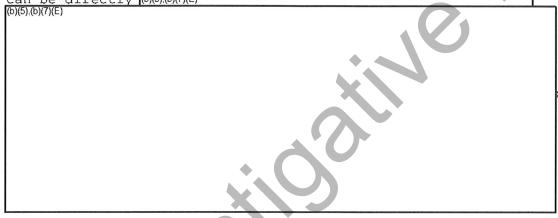
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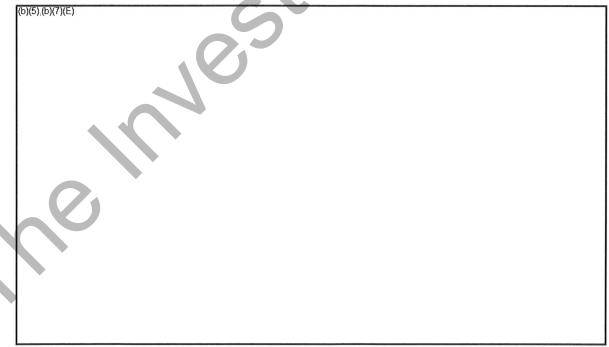
V. CONCLUSIONS

For the purpose of this review, the conclusion section is divided into two broad parts. The first part provides concluding comments regarding the disturbance's causation. The second section provides concluding comments regarding the Bureau's contractual responsibilities and response.

A. Disturbance

After a review of all documentation pertaining to this incident interviews with staff, and a review of applicable policies and procedures, the review team concluded the specific disturbance can be directly (0)(5),(0)(7)(E)





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B. Contract Monitoring

After a thorough review of all documentation pertaining to oversight and contractual responsibility, interviews with staff, and a review of applicable policies and procedures, the review team concluded that oversight staff used all tools available to monitor contractor performance and initiate appropriate adverse actions as needed.

The review team believes possible changes should be explored for future solicitation requirements, expanded oversight/monitoring techniques, and implementation of enhanced consequences when unacceptable performance areas are identified and persist. Additionally, clarification of the Bureau's scope of ability to legally assist during these types of events, and establishment of response protocols, will greatly assist the agency in future similar situations. The specific ideas are outlined in the recommendation section of the report.



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VI. RECOMMENDATIONS



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(b)(5),(b)(7)(E)					
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VII. COST/IMPACT STATEMENT

Instructions: The following impact statement is to be completed as a required element of all After-Action Reports regarding major incidents occurring at institutions. All amounts must be clearly labeled as estimates or actual final figures. When major portions of the impact statement are based on estimates, an amended impact statement must be filed once more accurate cost/impact information is available. Prepare separate forms for each institution or regional office impacted (b)(5),(b)(7)(E)

Reporting Institution: RCDC I & II (GEO Business Manager)

Incident Site: RCDC I & II

Incident: Disturbance

Incident Dates: Sunday, January 29, 2009 through

Friday, February 6, 2009

Overtime:

<u>Cost Center</u> <u>Hrs Cost</u>

Contractor Costs for February:

TDY Staff Services - \$400,000.00 OT Existing Staff - \$400,000.00 TDY Travel Costs - \$155,000.00

BOP Costs to Date:

(b)(5),(b)(7)(E) - \$299.000.00 After Action Team - \$ 10,500.00 Transportation Out - \$ 45,800.00

Total

Facilities Damage/Cost Impact:

Facilities damage/cost impact should list specific buildings, areas, and repair costs for each. Temporary emergency security features should also be accounted for (temporary fences, towers, etc.).

Physical plant, Food, Equipment/Supplies, and Inventory

Estimated Cost to Reeves County Total: \$24,487,500.00

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Medical Treatment Cost Statement:
<u>Cost Center</u> <u>Staff Injuries</u> <u>Inmate Injuries</u>
BOP 350
non-BOP 325
Totals \$
Comments (number of staff/inmates hospitalized, etc.):
 Air Ambulance Services Ground Ambulance, not including miles, equipment and supplies usage Outside Medical Overtime Direct patient care charges
Transfers Cost Statement: Number of inmates transferred (attach bus manifests):
<u>N/A</u>
Expenses (fuel, ISM overtime, bus crew, etc.): N/A
Total \$
Recap:
Overtime Facilities
Medical
Transfer
Other
Total

Name/Signature, Title, and Date

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