

UNITED STATES DISTRICT COURT  
SOUTHERN DISTRICT OF NEW YORK  
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JAMES BENJAMIN, et al.,

Plaintiffs,

75 Civ. 3073  
(MEL)

- against -

BENJAMIN J. MALCOLM, et al.,

Defendants.  
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ERNESTO MALDONADO, et al.,

Plaintiffs,

76 Civ. 2954  
(MEL)

- against -

WILLIAM CIUROS, JR., et al.,

Defendants.  
-----X

FOOD SERVICE WORK  
PLAN ORDER

DETAINEES OF THE BROOKLYN HOUSE  
OF DETENTION FOR MEN, et al.,

Plaintiffs,

79 Civ. 4913  
(MEL)

- against -

BENJAMIN J. MALCOLM, et al.,

Defendants.  
-----X

DETAINEES OF THE QUEENS HOUSE  
OF DETENTION FOR MEN, et al.,

Plaintiffs,

79 Civ. 4914  
(MEL)

- against -

BENJAMIN J. MALCOLM, et al.,

Defendants.  
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-----X  
IOLA FORTS, et al.,

Plaintiffs,

76 Civ. 101  
(MEL)

- against -

BENJAMIN J. MALCOLM, et al.,

Defendants.  
-----X

GUY ZEPH AMBROSE, et al.,

Plaintiffs,

76 Civ. 190  
(MEL)

- against -

BENJAMIN J. MALCOLM, et al.,

Defendants.  
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The Court has had jurisdiction since 1979 over a set of Partial Final Judgments by Consent (Consent Judgments) in these cases that require, inter alia, that defendants provide food services to members of the plaintiff classes consistent with the detailed provisions of the Judgments. The food service requirements of the Judgments address, among other things, nutrition and menu planning, the provision of therapeutic and religious diets, proper and sanitary preparation and service of meals, training and supervision of food services personnel, and maintenance of environmentally sound and sanitary conditions in food storage, preparation and service facilities.

In 1981 plaintiffs brought a motion to hold defendants in contempt for numerous violations of the Consent Judgments, including the provisions relating to food service. Defendants

did not substantially dispute the factual allegations of the motion.

Since 1982 the Office of Compliance Consultants (OCC), a neutral third party established by agreement of the parties to monitor defendants' compliance with the Consent Judgments and to assist the defendants in achieving compliance, has been monitoring defendants' compliance with food service provisions. OCC has repeatedly found significant non-compliance with these provisions, documenting over the years, for example, unsanitary conditions in the food service, storage and preparation areas, the service of food at inadequate and unsafe temperatures, frequent menu substitutions, malfunctioning equipment, staff shortages, and insufficient food service utensils. In addition, OCC has received and reviewed a number of reports of inspections by the New York City Department of Health documenting unsanitary and unhealthy conditions and practices in the food service, preparation and storage areas of the jails.

At the request of the Court and working with the parties, OCC submitted a Work Plan to the Court on June 11, 1991, which sets forth a schedule for the implementation of measures to bring defendants into compliance with the food service provisions of the Consent Judgments.

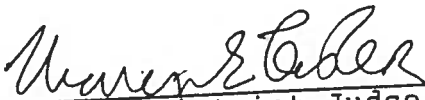
The Court granted defendants an extension of time through June 11, 1991 to review the proposed Plan, and defendants have not objected to any of the terms. Plaintiffs have endorsed the Work Plan. The Court has heard from OCC regarding the provisions of the Work Plan and has determined that the measures and

schedule set forth therein are reasonable and necessary in order to bring about compliance with the food service provisions of the Consent Judgments; therefore,

IT IS HEREBY ORDERED, that the Work Plan of June 11, 1991, attached hereto, be entered as an Order of this Court.

SO ORDERED.

DATED: June 14, 1991

  
United States District Judge

## FOOD SERVICE WORK PLAN

### INTRODUCTION

#### Consent Decree Provisions Addressing Food Service

In 1978 the parties to Benjamin v. Malcolm signed a Consent Decree which included the following provisions related to food service for detainees within the New York City Department of Correction's custody:

#### "Nutrition and Menu Planning

1. Defendants shall provide each detainee with three meals per day which meet or exceed, on a daily basis, the standards stated in the Recommended Daily Dietary Allowances (RDA) of the Food and Nutrition Board, National Academy of Sciences and the United States Department of Agriculture's Daily Food Guide, including the following adjustments:

a. appropriate adjustments for age and sex and for those determined to have been suffering from nutritional deficiencies;

b. supplementation, as required by the Daily Food Guide, for energy and calories.

2. Defendants shall provide all detainees with salads or raw vegetables daily and ... fresh fruit shall be provided twice each week.

3. Defendants shall provide all detainees, at each meal, with the choice of a hot or cold beverage.

For at least the breakfast meal, defendants shall provide coffee as a hot beverage; tea bags shall also be provided. Neither coffee, tea nor milk shall be pre-sweetened; however, sugar shall be available for individual use.

Defendants shall equip each housing area with a mechanism which provides hot water, which shall be available to all detainees during meal periods and between meals for, among other purposes, preparation of their own beverages. In addition, the commissary shall be stocked with instant coffee, tea and hot chocolate available for purchase by detainees.

4. Defendants shall have all menus planned by a trained and certified nutritionist. Such menus shall:

a. be planned in advance, dated and posted for detainees' information;

b. respond to the ethnic, religious and social needs and tastes of the detainee population;

c. provide food variety and avoid frequent repetition of particular menu items; at each meal food shall be varied in color, texture and flavor;

d. take advantage of the seasonal availability of different foods and respond to the seasonal preference for different foods.

5. Substitutions in planned menus shall be made only by or with the approval of a trained nutritionist, and such substitutions shall be equal in nutritional value to the items replaced.

6. Defendants shall provide therapeutic diets to every detainee who has been prescribed such a diet by a physician. Such diets shall conform as closely as possible to the food served other detainees, shall be prepared in the institutional kitchen, and shall be provided in the regular food service facilities, unless a detainee requiring a therapeutic diet otherwise requires special housing in a medical facility; provided, however, that nothing in this subparagraph shall prevent defendants from assigning a detainee requiring a therapeutic diet to a particular housing area in the facility so long as that assignment does not affect the detainee's security classification, program opportunities or any other terms or conditions of his confinement.

7. Defendants shall provide special diets to those detainees whose religious beliefs require their adherence to dietary rules. If, for religious reasons, a detainee does not eat particular foods, he shall be provided with substitutes of comparable nutritional value.

8. Defendants shall never withhold food nor vary the standard menu as a disciplinary sanction or as a reward for good behavior.

9. Defendants shall maintain written records of all meals actually served to detainees, published menus and substitutions in planned menus. Plaintiffs' counsel shall be allowed access to such records on request.

#### Food Preparation and Service

10. Defendants shall provide every detainee with food which is properly prepared so as to preserve vitamins, minerals and nutrients and which is palatable in terms of color, flavor, texture and aroma. Defendants shall:

a. utilize standardized recipes in the preparation of all meals;

b. store, cook, serve and maintain food under sanitary conditions and at appropriate temperatures. Food shall be served expeditiously after preparation, and where food

transportation is necessary, it shall be accomplished in carriers which have functioning heating and cooling mechanisms which maintain cold foods at below 40 degrees F. and hot foods at above 140 degrees F.;

c. provide adequate quantities of appropriate condiments, such as salt, pepper, ketchup and mustard, for individual detainee use at each meal.

11. Defendants shall provide all meals on schedule and at times which parallel the hours at which meals are generally eaten in civilian life. In no event shall the last meal of the day be served before 4:30 p.m.

12. Defendants shall provide at every meal sufficient and equitable quantities of all foods to each detainee, without the need to send for additional quantities of food before each detainee is fully served.

13. Defendants shall provide each detainee at every meal with sufficient quantities of appropriate eating utensils, glasses, cups, and non-metal dishes and trays, at the time the food is ready to be served. The above items shall be clean, sanitized in dish-washing machines at appropriate temperatures, and made of material which produces a minimal amount of noise.

14. Defendants shall provide and maintain sanitary dining areas which are designed to provide comfortable communal eating. Seating shall be available for all detainees.

15. Defendants shall provide to detainees returning or admitted to the institution after the last regularly scheduled meal has been completed, the same meal as was provided to all other detainees. Such meals shall be served at appropriate temperatures.

16. Personnel, both at the departmental level and at the institution, who are responsible for menu planning, food preparation and service, shall be kept regularly apprised of the quality of food service in the institution by at least the following means:

a. regular canvassing of detainees to obtain their reactions to the food services program;

b. a procedure by which detainees can make known daily, to those responsible for food services, including specified personnel in the Commissioner's office, their complaints regarding food services, and by which supervisory personnel will respond regularly to detainee complaints;

c. personal observation, sampling and evaluation, on a regular basis, of meals served to detainees; and

d. plate waste studies on a regular basis.

Records of evaluations by all of the above methods shall be maintained in writing and shall include, among other things, all studies and evaluation reports, as well as detainee concerns and actions taken in response to those concerns. Plaintiff's counsel shall be allowed access to such records on request.

#### Food Services Personnel

17. Defendants shall have all food which is served to detainees prepared in each institution under the direct supervision of a trained nutritionist or dietitian and a professional food services manager who is employed within the institution. The trained nutritionist or dietitian shall be employed in the institution within eight months of the date of the signing of this stipulation. The food services manager shall have had experience and training in institutional or commercial food preparation, management and service, including training in the prevention of bacteriological contamination and in the safe and sanitary use of kitchen equipment, and knowledge of city and state health standards.

18. Defendants shall employ a sufficient number of paid, skilled cooks in each institution.

19. Defendants shall employ detainees who are adequately trained in food preparation to assist in the preparation of food. However, such detainees shall not serve as substitutes for professional staff.

20. Defendants shall have all meals distributed and served to detainees under the direct supervision of non-inmate personnel, trained in food services.

21. Defendants shall assure that all food services personnel, including detainees, comply with applicable health laws and regulations, and that each day such personnel are clean and free of illness and infection.

22. Defendants shall provide all food services personnel with an orientation program and adequate structured training in the safe and sanitary handling of food and of equipment for preparation and storage of food, in food preparation techniques, in personal hygiene, and in the responsibilities of the position the employee will hold.

23. Defendants shall provide all food services personnel with written work descriptions, in addition to oral instructions as to their responsibilities.

24. Nothing in this stipulation resolves the issues of



excessive noise levels in the dining areas and the location of meals served to detainees returning or admitted to the institution after the last regularly scheduled meal has been completed. In the event that these issues cannot be resolved, they are reserved for determination by the Court."

Also included within the Consent Decree, under the rubric of Environmental Health, are terms mandating the conditions of food preparation, service and storage areas:

"The environmental health officer ... shall, in coordination with the food services manager at the institution, inspect daily all food program facilities and equipment and maintain a written description of all daily inspections, including remedial action taken in order to assure the following:

a. The institution is in compliance with all environmental health requirements provided for elsewhere in this stipulation with regard to food services, and all deficiencies and malfunctions are reported and corrected promptly.

b. Any failure to meet relevant health standards shall be remedied immediately.

c. Food storage, preparation, and service facilities, including floors, walls and ceilings, and equipment within such facilities, shall be kept well-maintained, sanitary and free of dirt, dust, vermin, insects, grease, food waste and other contamination.

d. In the food storage, preparation, and service areas, including all dayrooms and dining areas where food is served, refuse shall be collected and removed in a safe and sanitary manner ... after each meals and more often if necessary to maintain sanitary conditions.

e. All cleaning procedures shall be conducted in a manner which prevents food contamination.

f. All food service, preparation and service areas shall have proper drainage.

g. All surfaces to which food or drink are exposed shall be kept clean and in good repair, free from breaks, corrosion, open seams, cracks or chipped places.

h. After each use, all kitchenware, utensils, food-contact surfaces, and equipment which is used in the preparation, serving, display, or storage of food, shall be thoroughly cleaned.

i. All multi-use eating and drinking utensils shall be thoroughly cleansed, rinsed, and sanitized in dishwashing machines at appropriate temperatures, after each use.

j. No articles, polish, or other substance containing any poisonous material shall be used for cleaning or polishing utensils. Poisonous materials shall not be used in any way so as to contaminate working surfaces, food, equipment, or utensils, or to constitute a hazard to inmates.

k. Sufficient ventilation shall be provided so that all food storage, preparation and service areas are kept free from excessive heat, steam, condensation, vapors, smoke or fumes. Grease or condensate shall be prevented from dripping into food or onto food preparation surfaces.

l. Toilets and washrooms with fly-tight partitions and doors shall be sufficient in number and conveniently located for use of inmates or others assigned to any work involving the handling of foods.

m. Hot and cold running water under pressure, and adequate supplies of soap and sanitary towels, shall be provided, and hand-washing signs shall be posted, in each washroom. Basins, taps and dispensers shall be in good repair.

n. Food supplies shall be stored on clean surfaces, protected from dust, dirt, splash, or other contamination, and resting at least six inches above the floor.

o. Food handlers shall not use tobacco in any form while engaged in food preparation or service, or while engaged in equipment and utensil washing, except in designated locations for smoking where no contamination hazards will result. The garments of all food handlers must be clean and sanitized; aprons or uniforms and hairnets shall be worn by all food handlers. Food handlers shall maintain a high degree of personal cleanliness and conform to good hygiene practices during all working periods."

#### Department's Record of Compliance

The Department has not achieved substantial compliance towards the terms of the Consent Decree that address food service. When the above terms were drafted and executed, the Department's system held approximately 7,500 inmates. That population has since grown to an average daily census of about 22,000, with over 130,000 inmates now passing through the system each year. The Department is responsible for serving three meals per day to those 22,000 inmates who are spread over 17 jails, including sprung structures, modular units attached to main buildings, and barges and ferries that are docked off Manhattan and Rikers Islands. Later this year,

an 800-bed barge to be docked off the Bronx will open.

Several large jails have no kitchens of their own. These include: the Rose M. Singer Center (housing about 1,700 female inmates); the recently opened George M. Vierno Center (housing 853 inmates) and the Otis Bantum Correctional Center (housing 1,500 in the main building and about 300 in the Bane and Keane ferries over which it has command). To feed these inmates, food must be transported from other jails, often resulting in loss of temperature and nutrients.

The Anna M. Kross Center has its own kitchen. But its population of nearly 3,000 is scattered over 17 main buildings and 14 modular units. Most of AMKC's inmates, as in many other facilities, now eat in their housing areas; dining halls are often too small and too distant from the housing areas to make movement to the dining hall feasible. But, by the time the food reaches the housing areas, the temperatures do not meet the mandated temperatures noted above in paragraph 10(b) ("Food Preparation and Service").

Over the past eight years, OCC has documented the Department's failure to provide meals that are consistent with the terms of the Consent Decree. We have excerpted comments from some of the reports filed by OCC and by the Department of Health (DOH):

#### Brooklyn House of Detention for Men

OCC report of July 1989: "Dishwashers were not working. We were told that trays are rinsed off with hot water. On the sixth, ninth, and tenth floors, dishwashers were working, but because gauges were broken, we were unable to determine whether they were operating at the temperature that is required for proper cleaning. ... OCC staff thought that the meal looked unappetizing and the portions appeared small. ... Menus were not posted on any of the floors that OCC visited. ... During the meal that we observed inmates were eating and rinsing off their spoons to give to other inmates to use. ... OCC did not observe any evidence of rodent infestation; however we did observe vermin on the sixth and seventh floors ...."

OCC reports of December 1990 and January 1991 visits: "The entire kitchen, tile and stainless steel needs a thorough cleaning. ... Due to a shortage of storage space, the entrance area to the kitchen is used as storage for dry goods. ... There was rotten fruit and old dirt under the ovens. ... Since the time of our last visit several problems had been addressed, but others still remained ...."

DOH report of April 1991: "Live roaches noted: food storage area basement ... Dishwasher inoperative (reported at last inspection)

... Evidence of fresh rodent droppings noted: commissary and food storage area in basement (reported at last inspection) ... Three cans of food found swollen with severe dents ... Food stored less than 10 inches off floor ... Sanitization of dishes, glassware, utensils inadequate ... Dead mouse noted in basement storage area ... "

#### Brooklyn Correctional Facility (Brig)

OCC report of May 1987: "The sanitary condition of the kitchen was deplorable and unhealthy. It didn't appear that uniform or civilian kitchen staff were making any attempt to maintain sanitary conditions. And even though the kitchen has only been open for approximately nine months, major structural and maintenance problems have developed. ... Inmates not wearing hats or gloves ... Meat stacked haphazardly and improperly in freezer ... Refrigerator smelled rancid ... Open, unwrapped cheese ... Bags of rice, beans, peas split open and spilling on floor ... Grease on and around ovens and hoods ... Food cartons stacked under water leaks ... Heavy water damage to cartons; heavy roach infestation in same cartons ... "

OCC report of May 1990: "Floor under the kettles have broken tiles ... Six kettles are in good working order ... Insufficient refrigeration and freezer space ... Food stored in the refrigerators was off the floor, but against the walls ... Evidence of roaches ... Storage area floor appeared to be clean ... "

DOH report of April 1991: "Dishwashing machine does not reach 170 degrees at final rinse ... Floors, walls, ceilings in disrepair, improperly designed or maintained [in pantries] ... "

#### Bronx House of Detention for Men

OCC report of June 1990: "Food steamers all operable. However, the Food Service Manager pointed out that they all leak water that drains onto the floor creating a potentially hazardous condition. Also, the bottom panels of the food steamers are literally falling off and are being held in place however possible. ... Ovens, grills and stoves are operable ... Refrigerators need to be mopped ... Thermostat on refrigerator does not work ... Regular meal reportedly on time and hot ... "

DOH report of April 1991: "Foods not protected against contamination in that uncovered vegetables observed in walk-in box ... Mouse excreta observed in pantry areas (reported at last inspection) ... Vermin activity likely to result in food contamination in that live mouse observed coming from grill ... Thawing procedures of potentially hazardous frozen foods inadequate in that over 50 lbs. of chicken observed being thawed at room temperature in kitchen ... "

### James A. Thomas Center (HDM)

OCC report of April 1990: "Faucet left running in sink for no discernible reason; sink was filling with water ... Dishwasher was apparently not working properly, because trays had to be handwashed with a brush and soap and then washed more than once in the dishwasher in order to be properly cleaned ... Insert tray area for special medical diets does not heat or cool the food properly ... Six steamers work at 80% of capacity ... Dirty storage area floor and pallets ... Ceiling in refrigerator collapsing ... Foul smell due to rotting vegetables ... Kitchen area generally unclean ... ."

OCC report of August 1990: "There were three new carts still in area and food was considerably warmer than previously seen in the past ... Temperature readings on the meal: Sloppy joe chopped meat at 100 degrees; brown rice with chopped meat at 150 degrees ... Food portions appeared sizable ... Stainless steel walls appeared to be badly stained ... Food Service Manager said daily menu changes occur due to non-delivery of meat and food items, and the breakdown of various kitchen equipment such as meat slicers ... Four cooks out that day with no backfill ... ."

DOH report of April 1991: "Vermin activity likely to result in food contamination noted in that live fruit flies, live roach and fresh mice droppings observed: produce room of inmates' kitchen ... Food contact surfaces, equipment, utensils, not washed ... ."

Rose M. Singer Center (NOTE: No kitchen; servery only in RMSC)

OCC report of March 1990: Two of the four ovens used to heat food are inoperable; remaining two operate at 50% capacity ... One of two grills is out of order and remaining grill operates at 50% of capacity ... Can opener is broken ... One of two ice machines is not working - compressor burned out ... ."

DOH report of April 1991: "Insufficient hot holding equipment in that steam table in inmates' kitchen unable to keep food at temperatures of 140 degrees or above. All food on steam table tested at 120 degrees ... Macaroni and beef in warmers and steam table for inmates tested at 110 degrees .. Sanitization of dishes, glassware, utensils inadequate ... ."

### Anna M. Kross Center

OCC report of April 1988: "In the kitchen, the tile floor was broken in various places, ceiling tiles were broken and missing ... We observed dirt under stoves ... and encountered exposed pipes and dead roaches in the serving line area ... The final dishwasher rinse was recorded at 140 degrees rather than the required 170 ... The cambros [in the housing areas] were not stocked with eating utensils ... and housing area officers confirmed inmate statements regarding the lack of utensils, specifically that a limited number

of spoons only are distributed -- not knives or forks .... "

OCC report of April 1990: "Deep fryers have not been operating for several months; they were turned off because a gas leak was discovered in the pipe line ... Eight food steamers are non-operational ... Four steam tables in the main kitchen are non-operational ... Three large cooking vats need covers ... Freezers were in acceptable condition; however, due to limited space, food was stacked directly against the wall ... The institution does not have the proper food wagons and food warmers to transport food to housing areas that eat in; they are making do with whatever equipment is on hand, e.g., flatbed wagons ... In the storehouse food items were packed too high ... Dead rodent in trap ... Storehouse was for the most part clean and well organized ... There is a need to have the exterminator visit more than once a week, especially with warm weather approaching ... "

OCC report of February/March 1991: "Throughout the time spent in AMKC many problems in food services became apparent ... The Food Service Manager reported that she is working with reduced staff. Originally, AMKC had 15 cooks and five senior cooks, however three lines were taken from the facility. The Food Service Manager further stated that there is a shortage of inmate kitchen helpers on all tours. Presently the kitchen is operating with approximately half of the allotted inmate lines. The classification criteria is often difficult to meet because inmates with lower classification scores are frequently overloaded out of the facility ... For each meal served, 34 food wagons are dispensed to the various housing areas throughout the facility ... General population meals sometimes arrive with insufficient amounts of food ... Religious and special diets frequently arrive late and cold ... Shortage of eating utensils (plastic forks and spoons) ... There are not enough chairs and tables in the dayrooms to accommodate the number of inmates in the housing areas ... Hats and gloves are seldom worn during the serving of the meal ... Inmates serving the meals are not medically cleared, and do not have Food Handlers Certificates ... There were frequent complains, substantiated by OCC observation, about the cleanliness of the trays on which the food is served ... "

DOH report of April 1991: "Smoking in food preparation area observed (reported at last inspection) ... Hot foods held below 140 degrees: macaroni and beef tested at 100 degrees; rice tested at 100 degrees ... Basin in main kitchen leaks continuously ... Choking first aid poster not displayed ... Floor tiles in rear of kitchen broken ... Paper towels and soap not provided in kitchen handwash sinks ... Dishwashing machine does not reach 170 degrees at final rinse ... final rinse temperature 138 degrees ... Food stored less than ten inches off the floor ... "

#### Manhattan House of Detention - New North Kitchen

A new kitchen does not, unfortunately, guarantee adequate meals for the inmates. As detailed in a January 1991 OCC report on a kitchen opened earlier that month in the Manhattan House of Detention's North Tower: "On the day of our visit the kitchen was operating with the following vacancies: one senior cook, two cooks, and five dietary aides ... Only one of four elevators was operational so the delivery of meals to the housing areas was drastically hampered ... Floors in the dry storage area needed sweeping and mopping ... In the toilet area, toilets were dirty, floors needed to be swept and mopped, and no signs were posted to 'Wash hands before leaving' ... The floor of the kitchen area appeared to be dirty. DOC staff said that a cleaning solvent had been applied to the floor and caused it to look stained ... DOC staff informed OCC that they are experiencing difficulty in maintaining the level of cleanliness in the food preparation area due to the number of Dietary Aides that fail to come to work ... This new kitchen is already showing signs of neglect and a plan is needed to avoid its further deterioration ... ."

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There are a few bright spots in the Department's food service. OCC has noted the cleanliness of the kitchen and sufficiency of the food at the Correctional Institute for Men, which also provides meals for the Rose M. Singer Center. And, as OCC reported in May 1991, since the new kitchen opened in September 1990 at the North Infirmary Command (NIC), food service has improved. The kitchen was generally clean, with most equipment functioning. The food service operation at NIC, nevertheless, continues to suffer from inadequate storage space; two refrigerated trailers are maintained adjacent to the facility loading platform to handle the overload of foodstuffs requiring refrigeration.

It is the Department's practice to file responses, noting corrective actions, to these reports. But, as OCC and DOH reports attest, chronic problems (unsanitary conditions, inadequate food temperatures, frequent menu substitutions, malfunctioning equipment, staff shortages, insufficient utensils) plague food service throughout most of the Department's system.

### Cook/Chill Food Technology

In May 1990, Commissioner Allyn Sielaff submitted to OMB a request to convert the Department's system to "Cook/Chill," a technology that seems suited to the size and complexity of the Department's system. This technology uses a very large central kitchen ("food factory") in which meals are pre-cooked in vast quantities. The food is then quickly chilled and can be shipped, stored and reheated at the locations ("receptor sites") where it is to be consumed. A sufficient number of pre-cooked meals to last a week can be stored within the receptor site at the jail; in case of emergency, the facility has that much more flexibility in getting

meals to the inmates housed within its jail.<sup>1</sup> And, because the entire cooking end of the Cook/Chill operation is centralized, it becomes that much easier to control inventory, portions, menus, and the general sanitation of the cooking operation's environment.

As it was preparing to hire a consultant to help resolve related questions concerning Cook/Chill, the Department requested funding from the Office of Management and Budget (OMB) to conduct a pilot study at the Anna M. Kross Center (AMKC). OMB denied the Department's request.

To clarify OMB's position on this issue, OCC convened a meeting in late November 1990 with staff from the Department and Legal Aid, and with representatives from OMB. At that meeting, OMB staff indicated that they had unresolved questions about the Cook/Chill technology. OMB noted that it had approved plans to build a Cook/Chill kitchen on Rikers that would serve three of the Department's facilities; pending the success of that smaller kitchen, OMB would then consider whether to approve conversion of the entire system. OMB conceded, however, that the plot of land on which the three-jail kitchen was to be built was too small to accommodate an expansion.

In December, we held a follow-up meeting with the parties, OMB and the food service consultants (Szabo) previously engaged by OCC to recommend options for the Department's food service. At the December meeting, OMB announced that it had decided to authorize funding for: a pilot project to convert AMKC's kitchen to a receptor site for Cook/Chill; plans to redesign the three-jail Cook/Chill kitchen to a larger central facility that would serve all of the Department's food service needs; and, a strategy to improve food service at the Department's facilities while the conversion to Cook/Chill is underway.

### Elements of the Work Plan

#### Cook/Chill

In September 1990, the Department hired Ms. Victoria Verdiglione, Executive Director for Nutritional Services. Ms. Verdiglione is the first person with solid educational training and experience in nutritional services to serve in this position within the Department. Her background includes working with the New York State Office of Mental Health Services, a system that uses

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<sup>1</sup>At least one of the factors cited by the City's investigation of the August 1990 riot at the Otis Bantum Correctional Center (OBCC) was the inmates' anger over not being fed. OBCC does not have its own kitchen and, for unclear reasons, did not receive sufficient food from its "parent" jail.



Cook/Chill. It is Ms. Verdiglione's professional judgment that Cook/Chill presents the best chance for bringing the Department's food service into compliance, confirming the opinion of independent experts, Legal Aid, and OCC. Towards that end, the plan is designed with an eye towards eventual conversion of the entire system to Cook/Chill.

The Cook/Chill implementation begins with a pilot project at AMKC. OCC engaged Szabo Correctional Services, a food service consultant that focuses solely on food management in corrections, to provide a design plan for converting AMKC's kitchen into a receptor site for Cook/Chill. Szabo's report is near completion. The Department will execute a contract with an existing Cook/Chill kitchen to purchase the partially cooked food, which will be delivered and re-heated in the newly designed receptor-site kitchen at AMKC. An independent evaluator will assist the Department in assessing the pilot project, pinpointing problems and formulating solutions to problems that emerge, smoothing the transition of the other Department facilities. In the meantime, the Department will pursue design plans and schedules for constructing the other receptor sites, and for constructing a Central Cook/Chill kitchen of its own. As the plan indicates, by January 1, 1994, the parties will be in a position to recommend whether the Department should continue to purchase the Cook/Chill end product from an outside vendor, or to construct its own Cook/Chill food factory.

#### Management/Staffing

One of the key pieces of this work plan (Management Initiative II) involves reorganizing the food service infrastructure within each jail, including the hiring of qualified Food Service Administrators to oversee the operations. Each facility is currently administered by a Food Service Manager. While many of these managers work hard, most do not possess formal education beyond a High School Diploma. And, these Managers often find themselves filling in for cooks. It is the firm belief of the Department, Legal Aid, and OCC that absent skilled, strong management with clear lines of authority, even the most progressive of food management systems with state-of-the-art equipment will fail. The plan, therefore, calls for the establishment of Food Service Administrators -- new positions -- who will assume responsibility for the entire food service operation at each jail.

Most of the other staff positions within the plan have been approved and funded by OMB; the City's hiring freeze has stalled their arrival. These staff include: a Cook/Chill project manager; a Deputy Director of Nutritional Services; a Fiscal Management

Analyst; and a Director of Clinical Services.<sup>2</sup> For these positions, the plan sets deadlines for bringing the staff onto the payroll. The urgency of filling these key positions is clear from the responsibilities each must assume. As of the date of submission of this work plan, for example, 42 of the 193 cook positions are vacant, representing over 20% Department-wide. It will be the responsibility of the Deputy Director to begin an aggressive effort to fill these positions. The ever-increasing rate of inmates with a need for therapeutic diets emphasizes the need to fill the funded but open position of Director of Clinical Services (Management Initiative IV).

Other positions involve upgrading currently approved but vacant posts. For example, the Department has a vacancy for a Sanitarian, whose duties are described in Management Initiative VI. It is OCC's and the parties' belief that given the often unsanitary conditions described above, the challenge is sufficiently daunting to warrant upgrading the position from a Sanitarian (\$25,000/annum) to a Public Health Administrator (PAA-III or equivalent at \$34,000/annum).

Efforts aimed at lending coherence to the Department's ability to maintain and replace equipment are described in Management Initiative VII. Computerizing this enormous system is also a high priority. OMB has, in fact, approved funding for "C-BORD," a food service computer software package. But, because the City has frozen all new contracts through FY-91, the Department stands to lose its funding allocation for this contract. To address this problem, the plan calls for the City to take all necessary steps to register and execute the contract by 6/30/91. In addition, the City will need to execute delivery of the computer hardware, the requisitions for which have already been submitted to DGS. New staffing positions related to computerizing the system include a team of three technical staff to augment the one position already funded for implementing the "C-BORD" package throughout the Department's facilities (Management Initiative IX).

As OCC and Department of Health reports have consistently noted, the Department suffers from an acute food storage problem, rendering inventory control and rotation impossible. To address this need, the plan includes an initiative (VIII) to construct and staff a central warehouse.

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<sup>2</sup> In the cases of the Deputy Director and Fiscal Management Analyst, the Department had identified persons for those positions in, respectively, October 1990 and April 1991. The plan assumes that these two people are still interested in joining the Department's staff. If not, the Department must begin its recruitment efforts anew.

Delivering meals that meet the terms of the Consent Decree is as challenging a task as any facing the Department of Correction. Its 17 facilities, some without kitchens, housing 22,000 inmates in cells, mods, dorms, ferries, and barges present unique obstacles. The Department must also serve the needs of inmates requiring therapeutic and religious<sup>3</sup> diets.

This work plan describes a restructured system, including reorganized and enhanced management, a different method of preparing and delivering the food, new equipment and computer systems, and a new storage system.

The Department, Legal Aid and OCC will hold meetings every four to six weeks to review progress towards the plan's implementation and will continue to report that progress to the Court.

We submit this plan keenly aware of the City's current financial crisis. As we built in the timelines, we paid respect to the City's funding cycles and personnel policies. We recognize the significant fiscal implications of this plan. But, we believe that the carefully considered and thoroughly reviewed components in this plan present the pathway for the Department to meet the food service terms of the Consent Decree

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<sup>3</sup>Over 30% of the inmate population are of the Islamic faith, requiring specially prepared halal meals. It is unclear, however, how "halal" is defined. In some jurisdictions, the correctional systems simply serve pork-free meals as halal. But in the New York City Department of Correction, halal has been defined by the Muslim leadership as including certain methods of preparation and storage. Because the number of inmates receiving halal meals in the Department is so substantial, Legal Aid agreed to conduct research to define halal meals.

## **I. MANAGEMENT INITIATIVE:**

### **Advanced Food Preparation Development - Conversion to Cook/Chill System.**

The Department of Correction, Legal Aid, and the Office of Compliance Consultants agree on the critical need to develop and implement a plan to improve food service within the Department of Correction. Conversion to a Cook/Chill system would enable the Division of Nutritional Services to upgrade its present food service capability and introduce a more efficient and progressive food service operation and delivery system within the Department's 17 New York City jails.

Towards that end, the parties agreed that Cook/Chill, an advanced food preparation system, would be pursued on a pilot basis at one Rikers Island facility. That facility (Anna M. Kross Center) will be fitted with equipment required to re-heat the pre-cooked food and prepare it for delivery. The purpose of the pilot program is to identify problems and fashion solutions before implementing Cook/Chill systemwide.

This pilot program utilizes a prepared Cook/Chill end product purchased through regular procurement channels from an existing Cook/Chill food production center (*i.e.*, an outside vendor). The end product will be reheated, with some food items added at AMKC. To expedite meal delivery to the inmate population, a trayline delivery system will also be included in this pilot program.

An independent third party will be contracted to evaluate the success of this pilot program. The report generated by the evaluator will inform the plans for conversion throughout the Department. Palatability, food temperature, inmate acceptance, cost savings, and compliance with all Board of Health regulations and terms of the Consent Decree are parameters by which we will measure the success of the Cook/Chill system.

As the pilot project proceeds, the Department will also move forward with the design of a central Cook/Chill Production Center which will have the capability of producing all of the required inmate meals Department-wide, eliminating the need to purchase the end-product from an outside vendor. By January 1, 1994, the parties will consider whether to progress with plans for the Department to build its own "food factory" or to continue to purchase the end product from an outside vendor.

A critical ingredient for the success of this endeavor is the recruitment of a qualified Cook/Chill Project Manager. This Manager must be well versed in Cook/Chill technology and must possess the technical and managerial skills required for such an advanced food preparation program.

The Cook/Chill Project Manager will be responsible for developing operational systems to ensure that the potential benefits of the Department of Correction's Cook/Chill production, distribution and service system are realized. Once the systems are in place, the Manager will also be responsible for continuing to evaluate the system's effectiveness, making improvements and adjustments as needed. Recruiting this employee as early in the planning stages as possible is a high priority. The plan calls for the Department to select a Cook/Chill Manager no later than 9/15/91; this date assumes that a suitable candidate will be found by that date.

| <u>Activity</u>                                                                                                                                                                                  | <u>Activity Date</u> |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|
| Select Anna M. Kross Center as facility to test proposed pilot program for Cook/Chill                                                                                                            | 12/1/90              |
| Create job description for Cook/Chill Project Manager                                                                                                                                            | By 2-1-91            |
| Submit proposal to the Office of Management and Budget for funding of Cook/Chill Project Manager position                                                                                        | By 3-1-91            |
| Szabo Correctional Services begins operational analysis, projected capital costs, management organization and transitional plan from conventional to Cook/Chill receptor at Anna M. Kross Center | By 4-1-91            |
| Receive approval from the Office of Management and Budget to fill position of Cook/Chill Project Manager                                                                                         | By 5-1-91            |
| Initiate procurement process for contracting out Cook/Chill end product                                                                                                                          | By 6-1-91            |
| Advertise for candidates for Cook/Chill Project Manager                                                                                                                                          | By 7-1-91            |
| Szabo completes the consulting project at Anna M. Kross Center and submits written recommendations                                                                                               | By 7-1-91            |

Activity

Activity Date

Complete interviews of eligible applicants for Cook/Chill Project Manager

By 8-1-91

DOC, LAS and OCC review Szabo's report for comments and approval

By 8-1-91

Develop product specifications and complete Pre-Solicitation Review Report for Cook/Chill end product

By 8-1-91

Submit expenditure plan to OCC, LAS, and Office of Management and Budget for approval of requisite funds as outlined in Szabo's proposal for the AMKC receptor-site conversion

By 10-1-91 (or no later than necessary for inclusion in November financial plan)

Select the most qualified candidate and initiate employment process for Cook/Chill Project Manager (NOTE: Assumes ability to find candidate with proper qualifications by this date)

By 9-1-91

City to take all necessary measure to have Cook/Chill Project Manager on Department payroll

By 11-1-91

Solicit bids for contract award for Cook/Chill end product

By 11-1-91

Engage the services of a food service consulting firm that specializes in management advisement services and facilities design to make recommendations for and expedite transition from pilot project to systemwide implementation

By 12-1-91

Activity ~~XXXX~~

Activity Date

Initiate procurement process  
for equipment and physical  
plant enhancements for AMKC  
Pilot Project

By 1-1-92

Solicit bids for design and  
implementation of Cook/Chill  
Central Production Center  
through RFP and appropriate  
procurement channels

By 3-1-92

Award bid for contract of  
Cook/Chill end product

By 4-1-92

Award bid to Cook/Chill Food  
Service Design Consultant in  
response to RFP for Cook/Chill  
Central Production Center

By 6-1-92

Completion of construction and  
equipment installation at Anna  
M. Kross Center

By 7-1-92

Transitional plan is  
implemented to begin pilot  
project at Anna M.Kross Center

By 8-1-92

Cook/Chill Pilot Project  
begins at Anna M. Kross Center

By 9-1-92

Initiate "receptor-site"  
implementation schedule  
throughout Department of  
Correction facilities  
(Implementation plan will  
first be reviewed by OCC and  
LAS)

By 1-1-93

Monitor progress and evaluate  
pilot program at Anna M.Kross  
Center for effectiveness,  
efficiency and compliance;  
review results with OCC and  
LAS

By 4-1-93

Activity

Activity Date

With OCC and LAS, evaluate results of study and complete a benefit and comparative cost analysis to identify which route, Production Center vs. Contract Award of Cook/Chill end product, better serves the mission of Nutritional Services

By 1-1-94

The Department of Correction collaborates with the parties regarding final direction of Nutritional Services "Action Plan"

By 4-1-94

II. MANAGEMENT INITIATIVE:

Reorganization of the Food Service department within each facility.

As with any operation, management is key to success. Absent strong management with clear lines of authority and accountability, even the best-laid plans using state-of-art equipment stand to fail. In a system as large and unwieldy as the Department's, strong management is all the more critical.

But extant staffing patterns and lines of authority promote confusion and lack of accountability within the jails' food service operations. Each jail is currently administered by a Food Service Manager (civilian), charged with the entire operation, and a Captain, charged with supervising inmate labor.

While many of the Food Service Managers make valiant efforts to hold the food service operations together, most do not possess the educational background or experience levels required to administer kitchens that must provide large volumes of meals that meet the terms of the Consent Decree and various health codes and standards.

To remedy this problem, the Department will restructure the organization of each facility's food service department to establish accountability and promote ownership by each facility's administration.

Each facility kitchen will be staffed with a Food Service Administrator, who will be charged with the overall responsibility for the entire food service operation in that



jail. In addition to a solid background and education in food services and dietetics, this middle manager must also have sufficient managerial and communication skills to direct the vast food service operations that exist in most of the facilities with the Department of Correction. For each "A" jail (i.e., population exceeding 1,000), the Department will seek a candidate with a starting salary of \$50,000-\$55,000 per annum; for each "B" jail (i.e., population under 1,000), the starting salary will range from \$45,000-\$50,000 per annum). Candidates must have at least a Bachelor's Degree (preferably graduate degree) in a related area.

Food Administrators should, at a minimum, be capable of managing every aspect of the food service operation. This includes purchasing, receiving, storage, production, portioning and delivery of meals. Under the scope of responsibility of the Food Administrator would be training, employee enhancement and life safety training, sanitation, equipment and food inventories, special diets, emergency procedures, security of product and tools, personnel transactions and staffing needs.

All aspects of the food service operation - ordering, receipt, production, and delivery of the food products to the inmate population will be joined under one management umbrella guided by the Food Administrator.

Each facility will continue to have a Food Service Manager on its staff, who will be charged with the responsibility of overseeing the production segment of the operation. The Food Service Manager will report directly to the Food Administrator.

Kitchen Captains and Facility Storekeepers will also report directly to the Food Administrator, who will, in turn, report directly to the Deputy Warden for Administration in each jail.

This reorganization model will help to eliminate the current division of authority and responsibility which has led to grave management difficulties, and which has historically plagued the food service operation within the Department's facilities.

#### Activity

#### Activity Date

Nutritional Service Division develops job description for the position of Food Service Administrator. Reorganize lines of authority for administration within each facility, including requirements for education and experience

By 9-1-91

| <u>Activity</u>                                                                               | <u>Activity Date</u>                                                   |
|-----------------------------------------------------------------------------------------------|------------------------------------------------------------------------|
| Determine staffing pattern for this position                                                  | By 10-1-91                                                             |
| Submit request to OMB for funding of new positions                                            | By 10-1-91 (or no later than necessary for inclusion in November plan) |
| Advertise, interview, recruit eligible candidates                                             | By 3-1-92                                                              |
| City to take all necessary measures to have Food Service Administrators on Department payroll | By 4-15-92                                                             |

### III. MANAGEMENT INITIATIVE:

Enhance staff management, staffing models and employee development.

A significant problem faced by the Department of Correction is the unacceptably high numbers of food service staff whose performances are inadequate. In some cases these deficiencies result from lack of ability; in others it reflects a lack of training. Even for those who might be sufficiently able and trained, the severely inadequate staffing levels at each facility create too heavy a burden for them to shoulder.

Critical staff shortages currently plague the food services division, hitting the production end of the operation especially hard. The historically high rates of attrition coupled with the accelerated expansion of the Department's jails have created enormous gaps in the base staffing levels at nearly every institution. At a minimum, these vacant positions must be filled so that the Department can achieve its goal of providing meals that meet the terms of the Consent Decree.

It will be the responsibility of the Deputy Director of Nutritional Services (a position already approved by OMB) to address these problems. Among the tasks included are: enhancing divisional policy and procedures; reviewing and revising staffing models; recruiting staff; and designing programs aimed at initiating employee development programs and improving employee retention rates. At the request of Legal Aid, the Department has agreed to charge the Deputy Director with developing a plan to take measures, using existing resources, to improve food service delivery during the interim until Cook/Chill is implemented systemwide.

OMB approved the funding for this position, and the Department selected a candidate in October 1990. But the City's hiring freeze interfered with the Department's ability to bring the candidate on board. The date indicated below (8/1/91) assumes that the candidate selected in October 1990 is still interested in the position. If not, the Department must begin the recruitment and selection process anew, so that the date for this activity will move forward to 10/1/91.

In addition to the Deputy Director's position, the plan calls for: (1) reassigning an Assistant Deputy Warden (ADW) currently working within the Division to fill a vacant post as a facilitator/troubleshooter on Rikers Island; and (2) adding a civilian liaison, who will report to the ADW, to cover the borough facilities.

The reassignment of a supervisory officer at this level reflects the current staffing configuration in the kitchens -- that is, each kitchen includes a Captain. The presence of a ranking officer at the ADW level with responsibility for troubleshooting and monitoring will serve to enhance the responsiveness of the Captains. We emphasize that this is a temporary measure; when the Food Service Administrators (described in the Management Initiative II of this work plan) are on board, the need for the uniformed position will be eliminated.

| <u>Activity</u>                                                                                                                                                   | <u>Activity Date</u> |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------|
| Advertise, interview and select candidate for Deputy Director of Nutritional Services                                                                             | By 11-1-90           |
| City to take all necessary measures to have Deputy Director of Nutritional Services on Department payroll (Assumes availability of previously selected candidate) | By 8-1-91            |
| Develop pool of pre-qualified candidates for food service personnel                                                                                               | By 8-1-91            |
| Eliminate backlog of vacant positions to maximize authorized staffing levels throughout the department                                                            | By 10-1-91           |

Activity

Activity Date

Deputy Director develops and begins implementation of plan to take measures, using existing resources, to improve food service delivery until Cook/Chill is in place systemwide (Assumes previously selected person available; if not, date will move to 2-1-92)

By 12-1-91

Develop (and submit for review to OCC and LAS) Nutritional Services Workload Configuration Formula (Staffing Models) utilizing staffing criteria tailored for each facility. Criteria to include kitchen size and design, food service systems, transportation needs, warewashing operations, inmate census, and types and numbers of therapeutic diets.

By 2-1-92

Comments on Configuration Formula returned by OCC and LAS

By 2-15-92

Using Staffing Models, calculate the food service personnel needs required to meet the responsibility for the overall administration and operation of the food service delivery at each facility

By 3-1-92

Submit request to Office of Management and Budget for funds

By 4-1-92 (or no later than necessary for inclusion in FY-93 Executive Budget)

Develop in-service training curriculum and programs to include culinary information, new equipment, sanitation and life-safety issues

By 7-1-92

City to take all necessary measures to have employees, as detailed in Staffing Model, on board

By 9-1-92

**Activity****Activity Date**

Institute training programs as part of a Nutritional Service Support Training School, which will offer a variety of regularly scheduled classes and seminars designed specifically for food services, coordinated by the Deputy Director, Nutritional Services

By 9-1-92

Revise all divisional policies and procedures, including job descriptions, and guidelines for absence and lateness control

By 4-1-93

**IV. MANAGEMENT INITIATIVE:**

Establish a Fiscal Management System and baseline data for fiscal and strategic planning of Nutritional Services.

Proper fiscal management is an integral part of an efficient food service division. During the past several years, the Department has centralized its expenditures within the Division of Nutritional Services, resulting in a more efficient and beneficial use of resources. However, a proven and formal methodology must be adopted to forecast requisite resources in both food and non-food procurement.

The Nutritional Services Division has engaged in a more active role in giving priority to and consolidating all facility purchase requests. This movement, combined with the need to plan for and cope with the food service implications for the Department's expansion and modernization, has underscored the need for a skilled staff member to coordinate and manage the fiscal aspects of this operation.

**Activity****Activity Date**

Nutritional Services Division develops job description for position of Director, Fiscal Management

By 11-1-90

Advertise for position

By 2-1-91

Activity

Activity Date

Interview and select candidate to fill position

By 4-1-91

City to take all necessary measures to have Director of Fiscal Management on Department payroll (NOTE: assumes availability of previously selected candidate)

By 7-1-91

Analyze data available through automated food ordering and inventory system to establish history and project fiscal needs to meet population trends

By 1-1-92

In conjunction with facility equipment survey, develop Nutritional Services Division Financial Plan for FY 93-96 OTPS and Capital fund expenditures to upgrade current conditions and improve deficiencies

By 4-1-92

Automate purchase process for food and non-food division items

9-1-92

**V. MANAGEMENT INITIATIVE:**

Enhance clinical nutritional support division of Nutritional Services.

Dietitians are trained professionals in the area of food services and menu planning. All menu planning decisions, menu revisions, recipe development and nutritional analysis must be performed under the guidance of these nutritionists.

The need for sufficient numbers of dietitians has become ever more critical for serving the nutritional needs of the increasing number of inmates who are on medically prescribed therapeutic diet regimens. The Consent Decree requires a dietitian or trained nutritionist in each parent facility.

But compliance with the terms of the Consent Decree, including the various guidelines and codes cited within the Decree, will require more than hiring additional civilians. To manage and coordinate the food service operation's clinical aspects, i.e., planning, producing and delivering therapeutic diets to each inmate who requires one, the Department will recruit a qualified Director of Clinical Nutritional Services. (OMB has already approved funding for this position.)

| <u>Activity</u>                                                                                             | <u>Activity Date</u> |
|-------------------------------------------------------------------------------------------------------------|----------------------|
| Institute the development of cycle menus specifically designed for the Cook/Chill Program                   | By 6-1-91            |
| Advertise to fill vacant Director of Clinical Nutritional Services                                          | By 7-1-91            |
| Select candidate for Director of Clinical Nutritional Services                                              | By 8-15-91           |
| City to take all necessary measures to have Director of Clinical Nutritional Services on Department payroll | By 10-1-91           |
| Advertise to fill nine (9) vacant dietitian positions                                                       | By 7-1-91            |
| Interview and select most qualified and suitable applicants to fill available positions of dietitians       | By 11-15-91          |
| City to take all necessary measures to have dietitians on Department payroll                                | By 1-1-92            |
| Completion of standardized recipe manual                                                                    | By 11-1-91           |
| Compute nutritional analysis on all recipe and inmate menus                                                 | By 12-1-91           |
| Develop system to monitor the distribution of diet meals to appropriate inmate recipients                   | By 2-1-92            |

| <u>Activity</u>                                                                                       | <u>Activity Date</u> |
|-------------------------------------------------------------------------------------------------------|----------------------|
| Develop standardized cyclic menus for commonly prescribed therapeutic diet regimens                   | By 3-1-92            |
| Develop inmate education tools and training materials to aid in diet teaching and instruction         | By 4-1-92            |
| Develop in-service training for "diet cooks" technique on special diet production and portion control | By 7-1-92            |
| Update and revise the Departmental Diet Manual                                                        | By 1-1-93            |

#### VI. MANAGEMENT INITIATIVE:

Environmental Health conditions within facility kitchens.

Despite limited progress in kitchen sanitation over the past several years, aging physical plants, over stressed production equipment, ineffective cleaning supplies, and inadequate storage space contribute to kitchens that are unsanitary. As each of the areas within the long-term plan are addressed and rectified while the Department moves toward Cook/Chill, these contributing factors will be substantially reduced.

But in the short run, the Department must take measures to strengthen current sanitation practices and upgrade the level of in-service training afforded to all food service employees.

The Department has a slot, now vacant, for a sanitarian to handle these duties. But the payscale for that slot (\$25,000 per annum) is insufficient to recruit someone with the skills required for these responsibilities. The Department will upgrade the post from Sanitarian to Public Health Administrator (PAA-III), at an annual salary of \$34,000 per annum.

Filling this post represents a first step in bridging the gap between the Departments of Nutritional Services and Environmental Health.



The Department will also develop an in-service curriculum and training program for compliance with all health code regulations and Consent Decree terms.

| <u>Activity</u>                                                                                      | <u>Activity Date</u> |
|------------------------------------------------------------------------------------------------------|----------------------|
| Develop job description for upgraded position                                                        | By 7-1-91            |
| Advertise for position                                                                               | By 8-1-91            |
| Interview and select preferred candidate                                                             | By 11-1-91           |
| City to take all necessary measures to have public health administrator on Department payroll        | By 12-1-91           |
| Standardize cleaning agents for sanitation and ware washing                                          | By 4-1-92            |
| Implement universal cleaning schedules and facility inspection forms                                 | By 8-1-92            |
| Complete in-service training program/curriculum                                                      | By 10-1-92           |
| Implement training plan for appropriate food service personnel and uniformed staff within facilities | By 1-1-93            |

#### VII. MANAGEMENT INITIATIVE:

Identification and development of replacement cycles for kitchen equipment needs.

Suitably equipped, well maintained kitchens are essential for serving meals that are nutritionally balanced and palatable. The Department's equipment installation and maintenance have not kept pace with operational volume increases brought about by the population surge of the past decade.

Regardless of the long-term plan of action for Nutritional Services, the Department must undertake a substantial investment

in upgrading its meal preparation and production equipment to meet population growth in the large Rikers Island kitchens. The requisite short-term expenditures will be phased in to be compatible with the long-term plan, thus reducing the overall cost of the upgrade.

In addition, the dish and pot washing machines throughout the system are sorely in need of attention. Proper sanitizing and warewashing procedures are rendered impossible with the current equipment. The Department will pursue an aggressive effort to repair or, where necessary, replace dish machines and potwashers throughout its system. This plan includes the recruitment of a currently funded but vacant PAA-III post to assist with those duties. With the direction of the Fiscal Analyst, this staff person will conduct the inventory and develop the database required for this component. The Department has already selected a candidate to fill the position.

Activity

Activity Date

City to take all necessary measures to have PAA-3 on Department payroll

By 9-1-91

Develop database for maintaining accurate equipment inventory records in Central Office

By 10-1-91

Establish a form for self-inspection by facility staff of all kitchen equipment. Submitted quarterly to Central Office, this information will drive a central equipment inventory base and aid in highlighting equipment deficiencies and necessary maintenance correction plans

By 10-1-91

Complete facility surveys to analyze present kitchen equipment and physical environment needs

By 11-1-91

Conduct physical inventory of food service equipment throughout Department

By 12-1-91

**Activity****Activity Date**

Establish log books for each facility to track and monitor existing equipment, equipment status and maintenance schedule

By 12-1-91

Develop par levels and replacement cycles for food service equipment

By 3-1-92

Identify additional potential equipment items which can be procured through the use of requirement contracts; submit identified equipment needs to OMB for approval

By 4-1-92 (or no later than necessary for inclusion in FY-93 Executive Budget)

Complete documentation and process for completion of requirement contracts

By 7-1-92

Develop list of priorities and extended expenditure plan for upgrading facility food service equipment throughout the Department

By 9-1-92

**VIII. MANAGEMENT INITIATIVE:**

Construction of Nutritional Services Division central food storehouse.

The Department of Correction's food storage is in a crisis. An institution-by-institution survey of all storage space, conducted by the Department three years ago, revealed that virtually every facility had inadequate storage space for food service and general needs.

Since that survey was undertaken, the inmate population has continued to soar, making proper storage, rotation, and control of inventory food items impossible. From 1987 to present, approximately 5,000 additional beds have been added to Rikers Island without new food storage space coming on line.

To meet emergency needs, the Department has rented trailers to provide refrigerated and dry storage. But this approach

represents only a stop-gap measure that is prohibitive in cost and unsuitable for proper food storage. It is virtually impossible to rotate food in these trailers; staff are unable to reach and remove food items stored in the back of the trailers, creating frequent menu substitutions.

In addition, frozen goods are often stored in freezers that are over packed. When this happens, storage temperatures tend to drop and many of these items, especially meats, become freezer-burned because storekeepers are unable to rotate their inventory.

The best long-term solution is construct a central storehouse for all of the food required for the Department's needs. A single, modern storehouse on Rikers will enable the Department to manage food inventory more effectively and reduce reliance on the vagaries of the Department of General Services' food ordering and delivery.

| <u>Activity</u>                                                                                     | <u>Activity Date</u>                                                               |
|-----------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------|
| Update survey of all existing authorized dry and cold/frozen storage space                          | By 8-1-91                                                                          |
| Calculate storage requirements for each facility, based on current and projected population numbers | By 9-1-91                                                                          |
| Develop space requirements for storehouse project                                                   | By 12-1-91                                                                         |
| Estimate and submit to OMB capital expenditures for storehouse project                              | By 12-31-91, or no later than necessary for inclusion in budget during upcoming FY |
| Estimate and submit to OMB OTPS expenditures for storehouse project                                 | By 3/92, or no later than necessary for inclusion in budget during upcoming FY     |
| Estimate and submit to OMB PS expenditures for storehouse project                                   | By 4/92, or no later than necessary for inclusion in budget during upcoming FY     |

**Activity****Activity Date**

Complete design and schedule for construction of central storehouse, in collaboration with appropriate Department of Correction staff and contracted architects/vendors

By 4-1-92

Advertise for storehouse staff

By 9-1-92

Interview, select and hire requisite storehouse staff

By 11-1-92

City to take all necessary measures to have storehouse staff on Department payroll

By 2-1-93

Upon completion of storehouse construction, equip with automated inventory and requisition system

By 4-1-93

Develop transitional procurement, warehouse and delivery schedules

By 5-1-93

**IX. MANAGEMENT INITIATIVE**

Installation and implementation of the Food & Nutritional Management System and its associated computer equipment in each facility.

Food purchasing, storage, preparation, and other associated functions are perhaps the most important support tasks of the Department; the size of the Department's system demands automation.

Over the course of the next five years, the Nutritional Services Unit will consolidate and automate various support functions for its kitchens, storehouses, and the Central Office functions. This will include but not be limited to the following tasks: purchasing, forecasting, managing and controlling inventory, monitoring nutrition needs, planning menus, designing recipes and compiling data on food items and on interactions between drugs and food items, reporting, ordering food, planning production, monitoring cost control, and budgeting.

To handle these functions, the Department has chosen a computer program known as "C-BORD," a computerized food service package

designed to handle large systems. To implement the program, the Department will employ a five-person team consisting of one Network Administrator, three Computer Specialists and a Technical Support Aide. Three of these posts are new positions, representing an addition to the one post already funded by OMB. Automating the system will enable the Nutritional Services Division to monitor compliance with and issue timely reports on nutritional standards and the terms of the Consent Decrees.

Activity

Activity Date

Site visits to all facilities for the purpose of gathering data to be used to develop a workplan for the installation and implementation of the system

By 1/1/91

Phase one installation sites identified

By 2/1/91

Equipment specifications written for necessary hardware

By 2/1/91

Nutritional Services Division formalizes contract with the CBORD Group for the Food & Nutritional Management System software

By 3/1/91

CBORD Group signs contract for software

By 4/1/91

Hardware specifications sent to DGS

By 4/1/91

Begin gathering raw data and data entry to prepare Central Office for system

By 5/1/91

Delivery of hardware on Requirement Contracts (Purchase requisitions have already been submitted to DGS)

By 6/30/91

Nutritional Services Division determines budget for additional staff to administer the Food & Nutritional Management System

By 10/1/91 (or no later than necessary for inclusion in November financial plan)

Activity

Activity Date

Contract for software to be registered with requisite City agencies

By 6/5/91

City to take all necessary measures to award contract for software

By 6/30/91

Develop Department-wide workplan for installation and implementation of system

By 7/1/91

Advertise for one position already funded to administer Food and Nutritional Management system

By 7/1/91

Interview and select candidate to fill position

By 9/1/91

Develop budget for in-service training and support, to be provided by vendor for facility users; identify requisite funds for additional hardware for program implementation

By 10/1/91

Budget for in-service training, support and equipment components submitted to OMB

By 10/1/91 ( or no later than necessary for November financial plan)

Scheduled start date for installation and implementation of system; Department will review plan with OCC and LAS

By 8/1/91 and continuing through 3/31/93

Identify training area in Central Office

By 9/1/91

Set up training area in Central Office

By 10/1/91

City to take all necessary measures to have previously funded person on Department payroll

By 10/15/91

**Activity****Activity Date**

Budget requirements for technical team submitted to OMB

By 10/1/91 (or no later than necessary for inclusion in November financial plan)

Advertise for additional technical positions

By 10/1/91

Negotiate contract for vendor training and support

By 10/1/91

Develop project manual specifically designed for each facility, which will specify the need for areas of responsibility

By 10/1/91

Interview and select candidates to fill technical positions

By 12/1/91

Start training of facility personnel in Phase One

By 11/1/91

City to take all necessary measures to have five-person technical team on Department payroll

By 1/15/92

**X. MANAGEMENT INITIATIVE:**

Administer and maintain the Food & Nutritional Management System and its associated computer equipment. Enhance operations by identifying and implementing changes as needed in the system and its associated computer equipment.

To administer successfully the Food & Nutritional Management System and its associated computer equipment, the Department will acquire and operate a "Help Desk" to assist users experiencing software or hardware problems and to answer questions involving the system's capabilities.

To enhance the System's operations, the Department will establish a "User Group". The mission of this User Group is to convene regular meetings with all of the System's users within the Department to address their needs and concerns, and to identify recurrent problems that might require adjustments to the System. The adoption of a User Group will promote access to and encourage



the sharing of accurate information. The Department will also apply for charter membership of the CBORD National Users Group.

| <u>Activity</u>                                 | <u>Activity Date</u> |
|-------------------------------------------------|----------------------|
| Create a plan to implement a Help Desk function | By 10/1/91           |
| Purchase software for Help Desk                 | By 11/1/91           |
| Implement Help Desk                             | By 1/1/92            |
| Create a plan to start a User Group             | By 2/1/92            |
| Start User Group                                | By 3/1/92            |
| Join National Charter                           | By 6/1/92            |

#### XI. MANAGEMENT INITIATIVE

Expeditious and improved data entry in storehouses and kitchens for the purpose of maintaining accurate and conforming inventories, reducing shrinkage, and decreasing errors in transfer of foodstuffs.

Major food chains use bar coding to maintain inventories, track purchasing trends and prevent shrinkage in inventories. Bar Coding is an effective tool that will be used by the Nutritional Services Division as a cost savings device. It will reduce data entry time for the Storekeeper and Food Service Manager. It will also remove doubts about which items are received, transferred, used, or on hand. The accuracy of the data gathered using bar coding devices is nearly flawless.

| <u>Activity</u>                                                           | <u>Activity Date</u>                                                        |
|---------------------------------------------------------------------------|-----------------------------------------------------------------------------|
| Submit budget for bar coding system to OMB                                | 4/1/92 (or no later than necessary for inclusion in FY-93 Executive Budget) |
| Write purchase specification and submit to Department of General Services | 5/1/92                                                                      |
| Purchase equipment                                                        | 7/1/92                                                                      |

Activity

Install Bar Code equipment and  
train users

Activity Date

9/1/92