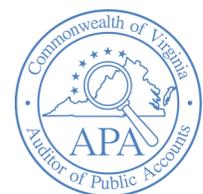




DEPARTMENT OF CORRECTIONS  
VIRGINIA PAROLE BOARD  
VIRGINIA CORRECTIONAL ENTERPRISES

REPORT ON AUDIT  
FOR THE YEAR ENDED  
JUNE 30, 2015

Auditor of Public Accounts  
Martha S. Mavredes, CPA  
[www.apa.virginia.gov](http://www.apa.virginia.gov)  
(804) 225-3350



## AUDIT SUMMARY

Our audit of the Department of Corrections and the Virginia Parole Board for the period of October 1, 2014, through fiscal year end June 30, 2015, and Virginia Correctional Enterprises for the fiscal year ended June 30, 2015, found:

- proper recording and reporting of all transactions, in all material respects, in the Commonwealth Accounting and Reporting System, Cardinal and SyteLine (Virginia Correctional Enterprises only);
- four matters involving internal control and its operation necessary to bring to management's attention;
- three instances of noncompliance with applicable laws and regulations or other matters that are required to be reported; and
- adequate corrective action with respect to audit findings reported in the prior year.

This audit includes the Department of Corrections, the Virginia Parole Board, and Virginia Correctional Enterprises. Due to the transition of the Department of Corrections and the Virginia Parole Board to Cardinal, the Commonwealth's new accounting and financial reporting system, on October 1, 2014, the audit period for these agencies is the nine-month period ending June 30, 2015. The audit period for the Virginia Correctional Enterprises will be the fiscal year ending June 30, 2015, because they did not transition to Cardinal until February 2016.

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## RISK ALERTS

*A risk alert differs from an internal control or compliance finding in that it represents an issue that is beyond the corrective action of the individual agency and requires the cooperation of others to address the risk.*

*The Commonwealth's IT Infrastructure Partnership with Northrop Grumman (Partnership) provides agencies with installation, maintenance, operation, and support of IT infrastructure components, such as server operating systems, routers, firewalls, and virtual private networks. During our review, we found that the Partnership is not maintaining some of these devices according to the Commonwealth's Information Security Standard, SEC501-09 (Security Standard) and is exposing the Commonwealth's sensitive data to unnecessary risk.*

### **Department of Corrections**

#### *Update Encryption Transmission Protocol*

The Partnership uses an insecure and obsolete encryption transmission protocol in its information technology (IT) environment to support some of the Corrections mission critical functions. Corrections relies on the Partnership to provide secure encryption transmission protocols to maintain the confidentiality and integrity for its mission-critical and sensitive systems.

The Security Standard, section SC-8 - Transmission Integrity, requires that information systems use cryptographic mechanisms to prevent unauthorized disclosure of information and detect changes to information during transmission unless otherwise protected by equivalent physical safeguards.

The Partnership maintains 61 servers for Corrections that use insecure and obsolete encryption transmission protocols. There is a known vulnerability that affects older standards of encryption transmission protocols, specifically the version used by the Partnership to support Corrections mission critical systems, which allows a malicious attacker to decrypt sensitive data that can lead to the exposure of confidential and mission critical information. Due to the vulnerability, the National Institute for Standards and Technology (NIST) does not allow for the use of the insecure and obsolete encryption transmission protocol to protect sensitive information and requires newer versions as the minimum appropriate protocol. Also, the Internet Engineering Task Force published a memo in June 2015 stating the current encryption transmission protocol the Partnership maintains should not be used.

Corrections is aware of this issue and has mitigating controls in place that include logging and monitoring all web traffic for their applications. Corrections reviews the web application logs on a daily basis and when they detect irregularities trigger alerts are sent to the Corrections information technology staff.

The Partnership should work with Corrections to upgrade the insecure and obsolete encryption transmission protocols as soon as possible. Doing this will further reduce the risk to the confidentiality, integrity, and availability of sensitive Commonwealth data and achieve compliance with the Security Standard.

### **Department of Corrections and Virginia Correctional Enterprises**

#### *Upgrade or Decommission End-of-Life Server Operating Systems*

The Partnership uses end-of-life and unsupported server operating systems in its IT environment to support some of Corrections' mission critical functions. Both Corrections and Correctional Enterprises rely on the Partnership to provide current, supported, and updated server operating systems that serve as the foundations for its mission-critical and sensitive systems.

The Security Standard, section SI-2-COV, prohibits the use of products designated as "end-of-life" by the vendor. A product that has reached its end-of-life no longer receives critical security updates that rectify known vulnerabilities that can be exploited by malicious parties.

The Partnership maintains and administers one server operating system for Corrections and one server operating system for Correctional Enterprises that is officially designated as end-of-life per the vendor. The Partnership's use of unsupported server operating systems increases the risk that existing vulnerabilities will persist in the server operating systems without the potential for patching or adequate mitigation. These unpatched vulnerabilities increase the risk of cyberattack, exploit, and data breach by malicious parties. Additionally, vendors do not offer operational and technical support for server operating systems designated as end-of-life, which increases the difficulty of restoring system functionality if a technical failure occurs.

Corrections and Correctional Enterprises are aware of this issue and are working with the Partnership to develop remediation plans to upgrade or decommission the end-of-life server operating system by the end of 2016 and June 2016, respectively. Until then, Corrections and Correctional Enterprises and the Partnership have installed additional security controls to attempt to reduce some of the risk that the end-of-life server operating systems introduce into the IT environment.

The Partnership should continue working with Corrections and Correctional Enterprises to upgrade or decommission all of the end-of life server operating systems as soon as possible. Doing this will further reduce the risk to the confidentiality, integrity, and availability of sensitive Commonwealth data and achieve compliance with the Security Standard.

## INTERNAL CONTROL AND COMPLIANCE FINDINGS AND RECOMMENDATIONS

### **Department of Corrections**

#### *Ensure Position Vacancy Does Not Adversely Affect Business Operations*

**Type of Finding:** Internal Control

The Virginia Correctional Center for Women (VCCW) business office did not maintain adequate documentation for reconciliations of the Commonwealth Accounting and Reporting System, Cardinal, and a separate fund for which they are responsible. Without adequate documentation, Corrections cannot ensure the reconciliations were accurate or properly performed. Inadequate reconciliations can result in errors or irregularities in the financial records continuing undetected or unresolved.

The lack of documented reconciliations was due in part to a lack of personnel resources, specifically the vacancy of the VCCW Business Manager position. Corrections should ensure that Business Manager vacancies are filled timely with qualified employees to ensure internal controls are maintained and operations are in compliance with state requirements. When vacancies occur, Corrections should ensure financial operations and internal control processes continue uninterrupted. It is our understanding that the new Business Manager has corrected and strengthened the reconciliation process during the 2016 fiscal year.

#### *Manage Offender Trust Accounts in Accordance with Requirements*

**Type of Finding:** Internal Control and Compliance

Corrections is not managing offender trust accounts, specifically savings and hold accounts, in accordance with the Code of Virginia. Corrections incorrectly withheld funds related to at least eight offender trust accounts. Section 53.1-43.1 of the Code of Virginia requires Corrections to withhold ten percent of funds received by an inmate and put these funds in a separate offender's savings account until that account reaches a balance of \$1,000. Additionally, Department of Corrections Operating Procedure 802.2 requires Corrections to withhold ten percent of an offender's work program in a hold account until it reaches a balance of \$25. Corrections provides the balance of an offender's savings account at their release and hold account funds are used to offset the costs of discharging an offender. Corrections is incorrectly withholding too much, too little, or none at all depending on individual circumstances.

System issues in Correction's VACoris system and logistics surrounding offender entry have contributed to the improper withholding of offender savings and hold funds. Facility staff do not have the appropriate training to review the VACoris Offender Trust Account Balance Report, a key to identifying problem accounts. Corrections provided a list of VACoris system problems to the system vendor and requested action on these items.

Corrections should correct improper withholding of offender savings and hold accounts immediately to ensure compliance with the Code of Virginia and Corrections Operating Policy. Corrections should communicate, with the Facility Business Offices, the need to periodically review Offender Trust Account Balance Reports. Corrections should also continue to work with the vendor to ensure that the controls built-in to VACoris are functioning properly.

*Improve Internal Control and Process Surrounding Fixed Assets Accounting and Control System*

**Type of Finding:** Internal Control and Compliance

Corrections does not consistently record capital assets in the Fixed Asset Accounting and Control System (FAACS) in accordance with state requirements and the agency's policies and procedures. Commonwealth Accounting Policies and Procedures (CAPP) Manual Topic No. 30305 and DOC Policy 230.1, Accounting for Fixed Assets, provide clear policy and procedures for the proper identification of capital asset expenditures entry in FAACS. Correction's entry of information in FAACS correctly is critical to ensure capital assets are correctly reported within the Commonwealth's Comprehensive Annual Financial Report.

Corrections created a Central Capital Asset Oversight position in 2012 which led to improvements in FAACS entry; however, since then there have been inconsistencies in adhering to the CAPP Manual and Corrections' policy over proper recordation in FAACS. The inconsistencies occurred during Correction's transition from the Commonwealth's Accounting and Reporting System (CARS) to Cardinal. The increased workload related to the Cardinal implementation, in addition to turnover in the oversight position, contributed to the inconsistencies. Corrections should strengthen the Central Capital Asset Oversight position, providing the necessary support to hold all central agencies and facilities accountable for proper identification of capital asset expenditures and FAACS entry. Corrections should consider an in-depth review of all possible capital asset expenditures to ensure all capital assets are in FAACS. Corrections should complete the review before the end of fiscal year 2016 to ensure fixed assets are correct for year-end financial reporting.

**Virginia Correctional Enterprises**

*Remove Terminated Employee Access to SyteLine in a Timely Manner*

**Type of Finding:** Internal Control and Compliance

Virginia Correctional Enterprises (Correctional Enterprises) did not remove access of terminated employees from SyteLine, a critical system, in a timely manner. Five SyteLine users separated from Correctional Enterprises; however, Correctional Enterprises' IT Group Manager did not deactivate or lock their access in a timely manner. The five users retained their access for between 222 and 336 days following their departure. One of these individuals was brought to Correctional Enterprises' attention in our prior audit, but this individual's access was not deleted and they remained an exception in our current audit.

The Security Standard, AC-2 Account Management, requires an information system user's manager to notify the system administrator when the user is terminated. The Security Standard requires the system administrator to promptly remove access when it is no longer required. Users who retain system access after separation increase the risk of unauthorized transactions. SyteLine is Correctional Enterprises' primary financial reporting system and improper system access increases the risk of improper financial reporting, misappropriation of assets, and fraud.

Correctional Enterprises should strengthen access controls over the SyteLine financial system. Correctional Enterprises should identify terminated SyteLine users and remove user access promptly. Correctional Enterprises should improve their policy by clarifying Human Resource's role in the process and defining a time period in which to notify the IT Group Manager of a SyteLine user's termination and a time period in which the IT Group Manager should disable the employee's access. Correctional Enterprises should ensure the updated process specifies how Correctional Enterprises notifies their IT Group Manager of an employee's termination and establish secondary responsibility roles to avoid potential employee turnover-related problems.

## DEPARTMENT OF CORECTIONS

Corrections operates Virginia's correctional facilities for adult offenders and directs the work of all probation and parole officers. Correction's mission is to enhance the quality of life in the Commonwealth by improving public safety. They accomplish this through reintegration of sentenced men and women in their custody and care by providing supervision and control, effective programs and re-entry services in safe environments, which foster positive change and growth consistent with research-based evidence, fiscal responsibility and constitutional standards. Corrections also coordinates parole activities with the Virginia Parole Board (Parole Board). Corrections provides the Parole Board with services that include processing financial transactions and preparing financial reports.

### **Corrections' Funding**

Corrections' primary source of funding is General Fund appropriations, which pay 98 percent of the operating expenses. Corrections also receives monies through federal grants and for housing out-of-state inmates. Table 1 compares selected operating statistics for the department for the past three fiscal years.

**Annual Cost per Inmate and Total Operating Expenses**

Table 1

	2013	2014	2015
Average annual cost per inmate	\$27,112	\$27,462	\$27,928
Total operating expenses (in millions)	\$1,023	\$1,049	\$1,089

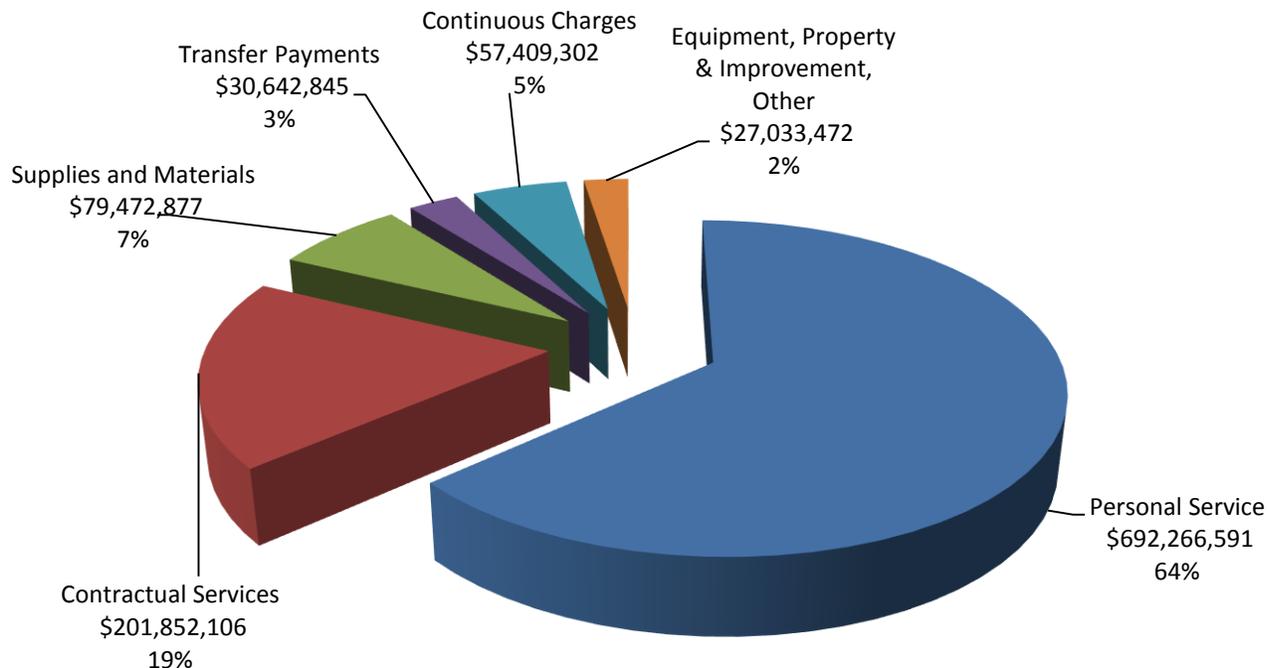
Source: Corrections' 2015 Management Information Summary Report and Commonwealth Accounting and Reporting System (CARS)

Corrections' largest expense item is personal services, which includes payroll and fringe benefit costs for the agency's employees. In fiscal year 2015, personal service expenses comprised 64 percent of total agency operating expenses. Corrections' authorized employment level for fiscal year 2015 was 12,848, which was a slight increase of 122 positions from the agency's fiscal year 2014 level.

Corrections' second largest expense item is contractual services. Corrections has several large contracts for services at various facilities including food services, medical and prescription drug services, and phone services. In addition, Corrections' contractual services expenses also include capital outlay and maintenance reserve expenses. In fiscal year 2015, Corrections spent approximately \$18.9 million for capital outlay and \$7.3 million for maintenance reserve expenses. Chart 1 on the following page shows total operating expenses by type for fiscal year 2015.

## Operating Expenses by Type

Chart 1



Source: CARS

### Budget Development and Execution Issues

During the budget development process, Corrections requests full funding for its authorized employment level, although the authorized level is usually greater than the agency's actual employment level each fiscal year. This practice results in annual savings to the agency when positions are unfilled, and these savings are used to offset ongoing budget shortfalls due to increasing costs in areas, such as information technology and district office leases. In fiscal year 2015, Corrections' budget department calculated a vacancy rate of 3.3 which was applied to all functions except medical services and three high security level facilities (Red Onion, Wallens Ridge, and Sussex I). In addition to the vacancy rate, individual facilities also had to absorb underfunded costs for gas and utilities. Table 2 summarizes Corrections' budget and actual operating activity for the year by program.

## Budget and Actual Expenses by Program for Fiscal Year 2015

Table 2

	Original Budget	Final Budget	Actual Expenses
Operation of secure correctional centers	\$ 898,342,668	\$ 839,169,260	\$ 836,647,033
Administrative and support services	100,506,587	130,097,560	123,589,381
Supervision of offenders and re-entry services	89,371,445	83,952,048	83,374,691
Instruction	28,275,933	28,151,455	27,872,550
Operation of state residential community correctional facilities	18,334,035	18,450,914	17,193,537
<b>Total</b>	<b>\$1,134,830,668</b>	<b>\$1,099,821,237</b>	<b>\$1,088,677,192</b>

Source: Chapter 3 Appropriation Act (2014), Chapter 665 Appropriation Act (2015) and CARS

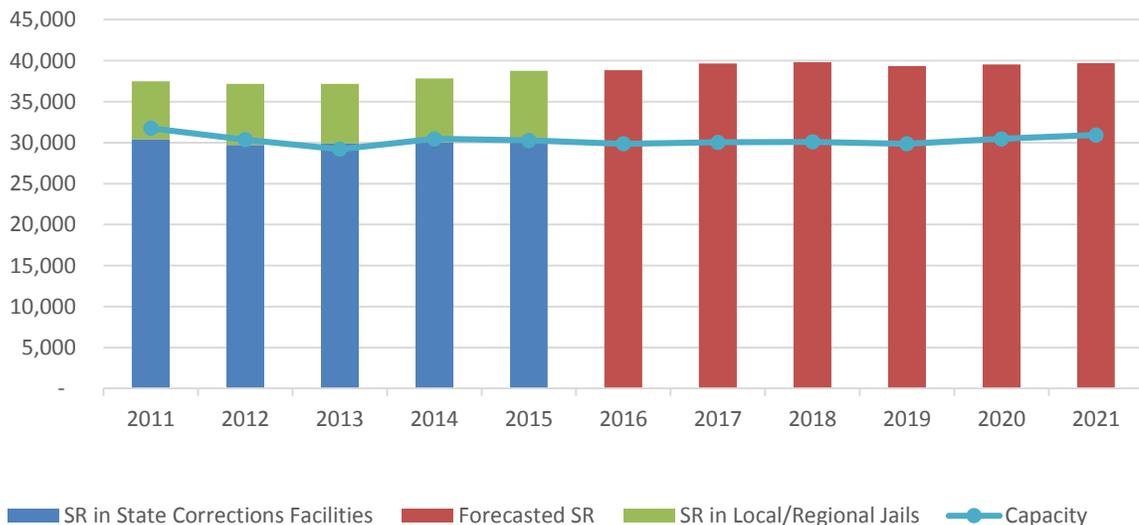
The significant variance of approximately \$29 million between the Administrative and Support Services original and final budget is the result of statewide salary and benefit increases as well as realignment of appropriations between programs.

### **Inmate Population Forecasts and Capacity**

The Secretary of Public Safety provides an annual report in October to the Governor and General Assembly that shows offender population forecasts for the next six years. The Secretary of Public Safety’s forecast includes all State responsible inmates, including those housed in local jails. Corrections uses the Secretary’s forecast when estimating their future inmate populations that need to be housed in Corrections’ facilities. Chart 2 shows the actual and projected State responsible (SR) population and the capacity analysis through fiscal year 2021.

**State Responsible Inmate Population and Prison Capacity Analysis  
As of April 2015**

Chart 2



Sources: Inmate Population Reports, most recent CORIS and LIDS data, January 2015 DOC Master Plan 2015-2020

Chart 2 does not include out-of-state inmates because they are not considered state responsible inmates. Corrections will continue to house approximately 70 inmates from Hawaii and the Virgin Islands and also continue to solicit other out-of-state inmates. However, there are no negotiations with any entity at this time.

**Prison Opening and Closing**

Corrections closed Powhatan Correctional Center in in October 2014 due to the age of the property and to address statewide budget reductions. Inmates housed at this facility were transferred to other correctional facilities. Corrections retained approximately 75 positions to support ongoing operations remaining at the location. These individuals oversee operations at Deep Meadow Complex, the Reception Center and Medical Unit, as well as Deep Meadow Work Center. Additionally, the Powhatan site still maintains the Powhatan Jail and functions such as a tag shop, dairy operations, and the Corrections Construction Unit. The vast majority of the remaining Powhatan Correctional Center employees were able to be assigned to other positions within the department. Corrections plans to open the Culpeper Women’s Correctional Center facility in July 2017.

**VIRGINIA PAROLE BOARD**

The Probation and Parole Determination program within Parole Board enables Corrections to investigate and supervise sentenced felons and multi-misdemeanants in the community under conditions of probation, post-release or parole, and special conditions as set by the court or the Parole Board. The Commonwealth abolished parole for felonies committed on or after January 1, 1995, but over 75 percent of the “no parole” offenders have supervised probation following incarceration. Table 3 shows budget and activity for the Parole Board for the year.

**Budget and Actual Expense by Program for Fiscal Year 2015**

Table 3

	Original Budget	Final Budget	Actual Expenses
Probation and parole determination	\$1,397,033	\$1,561,526	\$1,532,040

Source: Chapter 3 Appropriation Act (2014), Chapter 665 Appropriation Act (2015) and CARS

## VIRGINIA CORRECTIONAL ENTERPRISES

Corrections has operated Correctional Enterprises since 1934 as one of its many work programs for inmates. The Code of Virginia requires Correctional Enterprises to provide job skill training and wage earning opportunities for Corrections' inmates. Correctional Enterprises employs approximately 1,300 inmates who work in 25 operations at two warehouses and 14 state correctional facilities. Correctional Enterprises also employs 186 civilian staff who work in the central office and warehouses in Richmond or in the various correctional facilities throughout the State.

Correctional Enterprises is a self-sufficient operation, paying for all expenses from monies collected for sales of its goods and services. Correctional Enterprises sales decreased by more than \$6.4 million in the 2015 fiscal year due to one-time orders in previous years and decreasing university sales. In 2013, there were substantial furniture and library shelving orders stemming from River North Correctional Center, higher education institutions, and Western State Hospital. The decrease in sales, along with the transfer to Corrections, resulted in a net loss of approximately \$1.5 million for the 2015 fiscal year as shown in Table 4.

### Summary of Correctional Enterprises Financial Activity for Fiscal Years 2014 and 2015

Table 4

	Fiscal Year 2015	Fiscal Year 2014
Charges for sales and services	\$42,580,768	\$48,991,574
Cost of goods sold:		
Raw materials consumed	18,744,396	20,697,876
Inmate compensation	1,182,439	1,282,742
<b>Total cost of goods sold</b>	<b>19,926,835</b>	<b>21,980,618</b>
Manufacturing overhead	12,763,159	15,849,475
Administrative and warehouse expenses	11,095,700	12,005,740
<b>Total cost of goods, overhead, and operating</b>	<b>43,785,694</b>	<b>49,835,833</b>
<b>Operating income (loss)</b>	<b>(1,204,926)</b>	<b>(844,259)</b>
Transfers to Corrections	(361,132)	(1,000,000)
Other income	35,373	146,998
<b>Total non-operating revenues/(expenses)</b>	<b>(325,759)</b>	<b>(853,002)</b>
<b>Net income/(loss)</b>	<b>(1,530,685)</b>	<b>(1,697,261)</b>
<b>Net Position - Beginning</b>	<b>28,989,217</b>	<b>30,686,478</b>
<b>Net Position - Ending</b>	<b>\$27,458,532</b>	<b>\$28,989,217</b>

Source: Correctional Enterprises' internal accounting system, Syteline



Martha S. Mavredes, CPA  
Auditor of Public Accounts

# Commonwealth of Virginia

*Auditor of Public Accounts*

P.O. Box 1295  
Richmond, Virginia 23218

May 1, 2016

The Honorable Terence R. McAuliffe  
Governor of Virginia

The Honorable Robert D. Orrock, Sr.,  
Chairman, Joint Legislative Audit  
and Review Commission

We have audited the financial records and operations of the **Department of Corrections, Virginia Parole Board and Virginia Correctional Enterprises** (herein collectively identified as the Department) for the year ended June 30, 2015. For the Department of Corrections and Virginia Parole Board, we have excluded the first quarter of the 2015 fiscal year, since this quarter was added to the 2014 fiscal year audit. We conducted this performance audit in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

## **Audit Objectives**

Our audit's primary objectives were to evaluate the accuracy of recorded financial transactions in the Commonwealth Accounting and Reporting System, Cardinal and SyteLine, review the adequacy of the Department's internal controls, test compliance with applicable laws, regulations, contracts, and grant agreements, and review corrective actions of audit findings from prior year reports. Another objective was to evaluate the accuracy of the Department's payroll and inventory records as reported in the Comprehensive Annual Financial Report for the Commonwealth of Virginia for the year ended June 30, 2015.

## **Audit Scope and Methodology**

The Department's management has responsibility for establishing and maintaining internal control and complying with applicable laws and regulations. Internal control is a process designed to provide reasonable, but not absolute, assurance regarding the reliability of financial reporting, effectiveness and efficiency of operations, and compliance with applicable laws, regulations, contracts, and grant agreements.

We gained an understanding of the overall internal controls, both automated and manual, sufficient to plan the audit. We considered significance and risk in determining the nature and extent of our audit procedures. Our review encompassed controls over the following significant cycles, classes of transactions, and account balances.

- Expenses, including payroll and contractual services
- Small purchase charge card
- Inmate trust funds
- Appropriations
- Inventory
- Commissary funds
- Cash receipting
- Capital assets
- Information system security

We performed audit tests to determine whether the Department’s controls were adequate, had been placed in operation, and were being followed. Our audit also included tests of compliance with provisions of applicable laws, regulations, contracts, and grant agreements. Our audit procedures included inquiries of appropriate personnel, inspection of documents, records, and contracts, and observation of the Department’s operations. We tested transactions and performed analytical procedures, including budgetary and trend analyses.

### **Conclusions**

We found that the Department, properly stated, in all material respects, the amounts recorded and reported in the Commonwealth Accounting and Reporting System, Cardinal and SyteLine. The Department records its financial transactions on the cash basis of accounting, which is a comprehensive basis of accounting other than accounting principles generally accepted in the United States of America. The financial information presented in this report came directly from the Commonwealth Accounting and Reporting System or SyteLine.

We noted certain matters involving internal control and its operation and compliance with applicable laws, regulations, contracts and grant agreements that require management’s attention and corrective action. These matters are described in the section entitled “Internal Control and Compliance Findings and Recommendations.”

The Department has taken adequate corrective action with respect to audit findings reported in the prior year that are not repeated in this letter.

### **Exit Conference and Report Distribution**

We discussed this report with management on June 6, 2016. Management’s response to the findings identified in our audit is included in the section titled “Agency Response.” We did not audit management’s response and, accordingly, we express no opinion on it.

This report is intended for the information and use of the Governor and General Assembly, management, and the citizens of the Commonwealth of Virginia and is a public record.

AUDITOR OF PUBLIC ACCOUNTS

LCW/clj



## COMMONWEALTH of VIRGINIA

HAROLD W. CLARKE  
DIRECTOR

*Department of Corrections*

P. O. BOX 26963  
RICHMOND, VIRGINIA 23261  
(804) 674-3000

June 14, 2016

Ms. Martha Mavredes  
Auditor of Public Accounts  
P. O. Box 1295  
Richmond, Virginia 23218

Re: APA Audit Report on the Department of Corrections,  
Virginia Parole Board, and Virginia Correctional Enterprises

Dear Ms. Mavredes:

The Department of Corrections has reviewed the Auditor of Public Accounts (APA) report pertaining to the Department and the Virginia Parole Board for the audit period October 1, 2014 (end of CARS use) through June 30, 2015 as well as Virginia Correctional Enterprises for the full fiscal year ending June 30, 2015. We understand the findings and appreciate the opportunity to respond to the recommendations.

The Department of Corrections will provide viable responses to the findings accompanied by plans to appropriately and specifically address the issues raised by the APA. Combined with actions already taken and currently under way, the Department's objective to comply with applicable laws and regulations will serve to strengthen and control our operations and financial records.

Please let me know should you have any questions regarding this response.

Sincerely,

A handwritten signature in blue ink that reads 'N. H. Scott'.

N. H. Scott  
Deputy Director of Administration

NHS/bbr

cc: Mr. Harold W. Clarke  
Mr. Louis B. Eacho

## DEPARTMENT OF CORRECTIONS

Harold W. Clarke, Director

A. David Robinson, Chief of Corrections Operations

N.H. "Cookie" Scott, Deputy Director, Administration

Scott Richeson, Re-entry and Programs Director

Joseph Walters, Director of Human Resources

Louis Eacho, Chief Fiscal Officer

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James Sacher, Business Manager