

Engrossed Second Substitute House Bill 2712

Security Threat Groups in Washington State Prisons: An Exploratory Search for Best Practices



Washington State Department of Corrections
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A Study Commissioned by the Washington State Department of Corrections
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EXECUTIVE SUMMARY

In response to a seemingly more visible gang presence, the Washington State Legislature enacted House Bill 2712 during the 2008 Legislative Session. Hailed by some as long overdue, the bill as passed by the legislature: 1) established a grant program for law enforcement to battle gang problems; 2) established a grant program to fund cleanup efforts related to graffiti and tagging; 3) created a statewide database of known gang members; 4) increased penalties for adults who recruit juveniles to participate in a gang-related crime; 5) expanded the list of aggravated factors for exceptional sentences to include crimes committed to benefit the gang collective; 6) provided a civil remedy for property owners to seek costs from a person who tagged or painted graffiti on their property; 7) defined a criminal street gang; 8) directed the state Department of Community, Trade and Economic Development to establish a grant program for witnesses of felony gang-related crimes to provide them with temporary assistance; and, 9) commissioned a study of the best practices to reduce gang involvement of inmates in prison.

Our study comes as a direct result of this legislation. During the eleven-week contract period, we conducted a research effort that was three-fold: 1) interviewed stakeholders; 2) assessed prior programs; and, 3) evaluated peer-reviewed research related to intervention. In order for us to outline and recommend successful strategies and best practices, it was important to determine what kinds of decisions DOC administrators and their managers would likely make as a result of our study. Accordingly, it was our goal then to examine a wide range of programs, strategies, and interventions that play to the various strengths and capacities of human capital within the inmate population as well as the Department at large.

Findings

- The Department is currently engaged in a best-practices effort to manage Security Threat Groups (STGs) through facility-administered Step Down programs.
- STG inmates inclined to participate in such programs desire intra-cultural instruction to learn more about the positive aspects of their race and ethnicity.
- Department investigators are extremely understaffed and are in need of personnel dedicated specifically to STG intelligence and interdiction.
- The Department is already engaged in the provision of research supported treatment programs.

At their core, quality programs and interventions promote the development of strong cognitive, academic, and vocational skills which, in turn, help to expand employment opportunities essential to the challenges of offender re-entry. Managing and treating the unique and pronounced behaviors of STGs should bring corrections officials to move toward more progressive yet incremental processes. To do this, we considered eight themes as a basis for analysis and recommendation. These best practices are summarized as follows: 1) statewide leadership, policy, and direction; 2) interfacility cooperation and communication; 3) facility leadership, policy, and direction; 4) intake and assessment procedures; 5) hiring, training, experience, and professional development; 6) program curricula; 7) partnerships with local educational and vocational agencies and employers; and, 8) assessment and follow-up. As a

result, we made to the Department several recommendations some of which are highlighted below.

Recommendations

- Continue to develop and implement strategies that facilitate a flow of inmates to lower custody levels based upon their participation in specified interventions to include the Step Down program for STGs; pursue funding efforts in this regard.
- Identify, develop or acquire appropriate systems, resources or tools to effectively record, measure, and analyze STG misconduct through the contracting of an outside source to include a volunteer work-study or apprentice-type consortium of graduate students from nearby institutions of higher learning trained in methodologically sound data collection techniques; pursue funding efforts in this regard.
- Continue to develop the pilot Special Investigations Unit at Department Headquarters and direct complex investigations, to include all STG involvements, through investigators assigned to that unit.
- Augment diversity instruction to include intra-cultural awareness.
- Explore involvement in community tattoo removal interventions that include voluntary participation from local area doctors or technicians; Establish reimbursement policies for inmates wishing to have tattoo removal performed at an expense.
- Hire or assign (through the contracting of an outside source or a volunteer work-study/apprentice-type consortium of graduate students from nearby institutions of higher learning trained in methodologically sound data collection techniques) to the Offender Programs Administrator, or a Department designee, a person to identify, develop or acquire appropriate systems, resources or tools to effectively record, measure, and analyze STG member progress and outcome.

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Introduction

Managing prison gangs has been perhaps the most difficult task facing correctional officials to date. Scholarly research in this area is scant and much of what is published on this topic is practitioner-based. Although much of it anecdotal, many correctional managers speculate that a large measure of institutional misconduct, in one form or another, can be tied to inmate gangs; or known to most in the profession as Security Threat Groups (STGs). Until recently, officials managed STGs as they would any other inmate with behavioral issues. The same might be said for their methods of data collection and intelligence. More specifically, it has been a noticeable concern for staff at the facility level to manage various individuals operating from within stratified organizations seeking to exploit institutional weaknesses in an effort to create significant power structures and achieve status among other inmates. In hopes of discovering the magic fix, correctional managers abroad make well-intended “overnight wholesale changes” to institution policy and procedure only to find they made matters worse. Arbitrary movements, displacements, and modifications usually serve to strengthen inmate power bases and fuel increased levels of fear and trepidation among inmates and staff.

As the relationship between gang member and organized criminal behavior becomes a recognized variable in efforts to address institutional misconduct, senior officials now question conventional approaches to inmate containment and incapacitation. Moreover, these elevated levels of organized criminal behavior challenge senior officials to abandon historical models of behavior management and modification and move toward more innovative and workable solutions to include interventional mechanisms quite absent from the average inmate’s stay of incarceration. With prison population on the rise and facility space at a premium, officials seek successful evidenced-based strategies that reduce gang membership and recruitment, offer potential defectors some form of asylum, and culture smart interventions ultimately reducing recidivism.

Over the past decade, an increased amount of scholarly resource has been directed toward prisoner reentry initiatives. Some of it explores social processes that mediate gang membership during incarceration while another portion seeks to identify the relational dynamics existing between STGs and the prison environment. Most scholars agree, however, that prison gang activity is directly associated with street-level beliefs and behaviors introduced to the prison environment; namely – overt masculinity and allegiance to the group. What remains clear is the seeming relationship between institutional misconduct and gang membership. It so happens that this is what preoccupies correctional professionals today.

Background

In response to a more visible gang presence, the Washington State Legislature enacted House Bill 2712 during the 2008 Legislative Session. Hailed by some as long overdue, the bill as passed by the legislature: 1) established a grant program for law enforcement to battle gang problems; 2) established a grant program to fund cleanup efforts related to graffiti and tagging; 3) created a statewide database of known gang members; 4) increased penalties for adults who recruit juveniles to participate in a gang-related crime; 5) expanded the list of aggravated factors for exceptional sentences to include crimes committed to benefit the gang collective; 6) provided

a civil remedy for property owners to seek costs from a person who tagged or painted graffiti on their property; 7) defined a criminal street gang; 8) directed the state Department of Community, Trade and Economic Development to establish a grant program for witnesses of felony gang-related crimes providing them with temporary assistance; and, 9) commissioned a study of the best practices to reduce gang involvement of inmates in prison.

As defined by House Bill 2712, a criminal street gang is “any ongoing organization, association, or group of three or more persons, whether formal or informal, having a common name or common identifying sign or symbol, having as one of its primary activities the commission of criminal acts, and whose members or associates individually or collectively engage in or have engaged in a pattern of criminal street gang activity.” Drafted initially as a balanced measure of prevention, intervention, and suppression, House Bill 2712 designated over ten million dollars to community and educational awareness programs. Social workers and police who admitted that they could not solve the problem simply through arrests and convictions were extremely disappointed to find that most of the monies earmarked for prevention and intervention had been stripped from the bill. What was ultimately enacted, critics argue, is now a suppression-heavy tool for law enforcement having the potential to unfairly profile and exploit minorities. Advocates of the law claim enhanced sentences are necessary to deter gang members from future criminal behavior and that the codified classification system actually protects potential contacts from misidentification.

Other than those monies allocated to combat graffiti and expand enforcement efforts, funds for each program dealing with intervention and treatment were eliminated from the final draft. All that survived in the way of intervention was the directive to the Washington State Department of Corrections to study best practices regarding the management of prison gang populations housed among the various facilities in the state. Specifically, the Department was to contract with an outside provider to interview various stakeholders such as inmates, Department personnel, and program coordinators to research treatment interventions, gang recruitment, offender reentry, and tattoo removal programs. In August of 2008, the Department awarded this contract to Pacific Research & Consulting LLC (PRC) based in Spokane, Washington. Because most research efforts dealing with gang membership and behavior document a robust and consistent relationship between gang membership and elevated levels of misconduct, we suggested to the Department leadership that quantifiable treatment interventions show marked success when combined with concentrated accountability measures such as infractions and other punitive actions. Subsequent discussions with the Department led PRC to develop a course of study designed to explore not only interventions aimed at offender reentry but also management strategies aimed at reducing the potential for institutional misconduct.

Data and Methodology

During the eleven-week contract period, we conducted a research effort that was three-fold: 1) interviewed stakeholders; 2) assessed prior programs; and, 3) evaluated peer-reviewed research related to intervention. In order for us to outline and recommend successful strategies and best practices, it was important to determine what kinds of decisions DOC administrators and their managers would likely make as a result of our study. Academics and practitioners alike generally agree that “one size does **not** fit all (Decker, 2003; Goldstein & Huff, 1993).”

Accordingly, it was our goal then to examine a wide range of programs, strategies, and interventions that play to the various strengths and capacities of human capital within the inmate population as well as the Department at large.

To be certain we hit the mark in this regard, we launched an iterative process in which the gradual acquisition of data informed the project. In turn, this led to more questions that redefined restorative mechanisms closely related to gangs and membership attraction. As a result, we recommend strategies and best practices that possess certain key elements. Successful practices have behind them, for example, a history of intelligence gathering regarding gang recruitment, its causes and consequences; holistic considerations of interventions that could be applied to block, disrupt, or weaken those causes and manipulate the risk and protective factors; the conversion of potential interventions into practical methods, effecting them in ways that are appropriate for the local context; a collaborative effort with other departments, agencies, and cultures that provides the offender with a seamless reentry; and, assessment mechanisms in play that facilitate feedback and adjustment (Daniels, 2008; L. Jackson & American Correctional Association Lanham MD., 1998).

So that we accurately captured what the Department requested in the way of best practices, we proposed a practical approach consisting of three core methods: 1) Qualitative interviews of incarcerated gang members; DOC personnel to include those assigned to security threat groups; legislators, gang experts; and ancillary service providers such as Department program directors; psychologists and/or therapists; 2) Interrogatories of existing programs in other jurisdictions; and 3) Comprehensive review of the research literature assessing such programs. Our objective was to produce a written document containing recommendations for best practices. Various stakeholders in the correctional environment were interviewed to identify thematic elements of inmate management relating to gang culture and each party was encouraged to suggest probable solutions aimed at reducing institutional misconduct and increasing safety within the prison walls. Although this was largely a qualitative effort, our conversations with stakeholders included survey questions related to their perceptions of gang member behavior, offender management policy, and intervention ideology.

We interviewed inmate populations at the Washington State Penitentiary (WSP), Monroe Correctional Complex (MCC), Stafford Creek Corrections Center (SCCC), Washington Corrections Center (WCC), and Airway Heights Corrections Center (AHCC). A list of male inmates identified as gang members or associates by the Department was generated for each facility. Line level supervisors at each facility selected individuals who agreed to be interviewed. Each inmate was escorted to a private room where the interview was conducted away from Department personnel. Regarding anonymity, the inmate was assured that no documentation generated as a result of this study would bear their name or make reference to their identity. Furthermore, the inmate was promised that any personal reference they might make regarding correctional officers, line level supervisors, or other inmates would not be communicated to any other party in any form whatsoever. Each interview lasted approximately one hour. During the interview process, only one inmate terminated the interview prematurely.

From the same facilities we interviewed Department personnel across all classifications: Corrections Officers, Investigators, Program Coordinators, Classification Counselors, and

Administration officials. In the same manner, each employee was informed that their identity would not be disclosed, published, or transmitted in any form. Employee availability was based upon work schedule and individual consent. We found most employees to be very frank and honest about their feelings regarding current institutional policies. Only one employee declined to participate when asked to do so.

In an effort to maximize the potential for contact, we telephoned twenty-six legislators during a special week-long session in Olympia and left the following message on their answering machine:

“Hello. This is XXXXXXXX from Pacific Research & Consulting LLC in Spokane. The Department of Corrections awarded my firm the contract to conduct the Gang Intervention Study mandated by HB 2712. They’ve asked that I interview various stakeholders to include legislators. So I was hoping to just get a few minutes of your time to talk about this. Would you be able to give me a call back and let me know if this would be possible? Perhaps I could meet you at a local Starbucks or maybe your office. I’d really appreciate it. My direct line is 509-XXX-XXXX. Thank you very much.”

These twenty-six legislators were selected for two reasons: 1) they resided in the metropolitan areas of Seattle, Tacoma, Vancouver, Yakima, Tri-Cities, Wenatchee, or Spokane; and, 2) some members served on either the Human Services Committee or the Appropriations Subcommittee on Health & Human Services. Ten legislators returned our call. Each of them was interviewed with the exception of one who requested to screen each question before agreeing to an interview. Upon that basis, we declined to interview the Legislator.

We also informally engaged gang investigators at regional gang conferences held in Toppenish, Washington and Boise, Idaho to acquire literature and develop network opportunities. Although well-attended by law enforcement, these gatherings drew the overwhelming interest of social workers and mental health professionals some of whom openly challenged presenters and speakers to provide a factual basis for some of their conclusions. We left with a sense that these groups have moved beyond denial to search for realistic interventions related to gang behavior and prevalence. Conspicuously absent from these gatherings, however, was a Department presence or significant mention on the part of the presenter of the gang member’s interplay with the correctional environment.

We made inquiries of state-run correctional facilities operating within the fifty states. Program managers from those agencies were asked to participate in a telephonic interview to discuss their own gang management strategies related to assessment and implementation; leadership roles; agency boundary issues; advisory boards; prevention, intervention, suppression, and reentry policies; organizational resource development and sustainability; and, lessons learned. In instances where those responsible for such interventions were not available, we left the following message:

*“Hello. This is (**research associate**) from **Pacific Research & Consulting LLC** in Spokane. A person from the Administration put me in touch you with as someone who could help me. The Washington Department of Corrections awarded our firm the*

*contract to conduct the **Gang Intervention Study** mandated by **House Bill 2712**. Lawmakers have asked that we collect some information about various gang intervention strategies. So I was hoping to just get a few minutes of your time to talk about this. Would you be able to return my call? I'd really appreciate it. My direct line is 888-XXX-XXXX. If I don't answer directly, please leave your name and number with a good time to call. Thank you very much and I look forward to speaking with you."*

For this portion of the study, we provided respondents with toll free voice and fax lines. While some program managers requested a shorter conversation, managers from the states of Massachusetts Arizona, California, Colorado, Connecticut, Florida, Illinois, Massachusetts, Ohio, and Texas accommodated us by providing a complete description of activity.

Our review of the literature covered 1) empirical research related to the nature of intervention; and, 2) a comprehensive review of intervention programs practiced or discarded by state agencies in the United States. Recent public sentiment communicates to legislators a feeling of intolerance for violent crime and recidivism. The exposure given an incident where the Department failed to adequately supervise an individual is unsettling to all. The overall goal of this study is to provide the Department with a comprehensive assessment of evidenced-based intervention programs that have the demonstrated ability to affect inmate behavior *before* and *after* release. Such research findings assist the policymaker to eliminate failed programs and adopt programs with successful outcome-based performance measures, supported by continued evaluation, and increased reductions in levels of recidivism. As a result, policymakers enjoy renewed trust among citizens and voters (Esquith, 2007).

Limitations of the Study

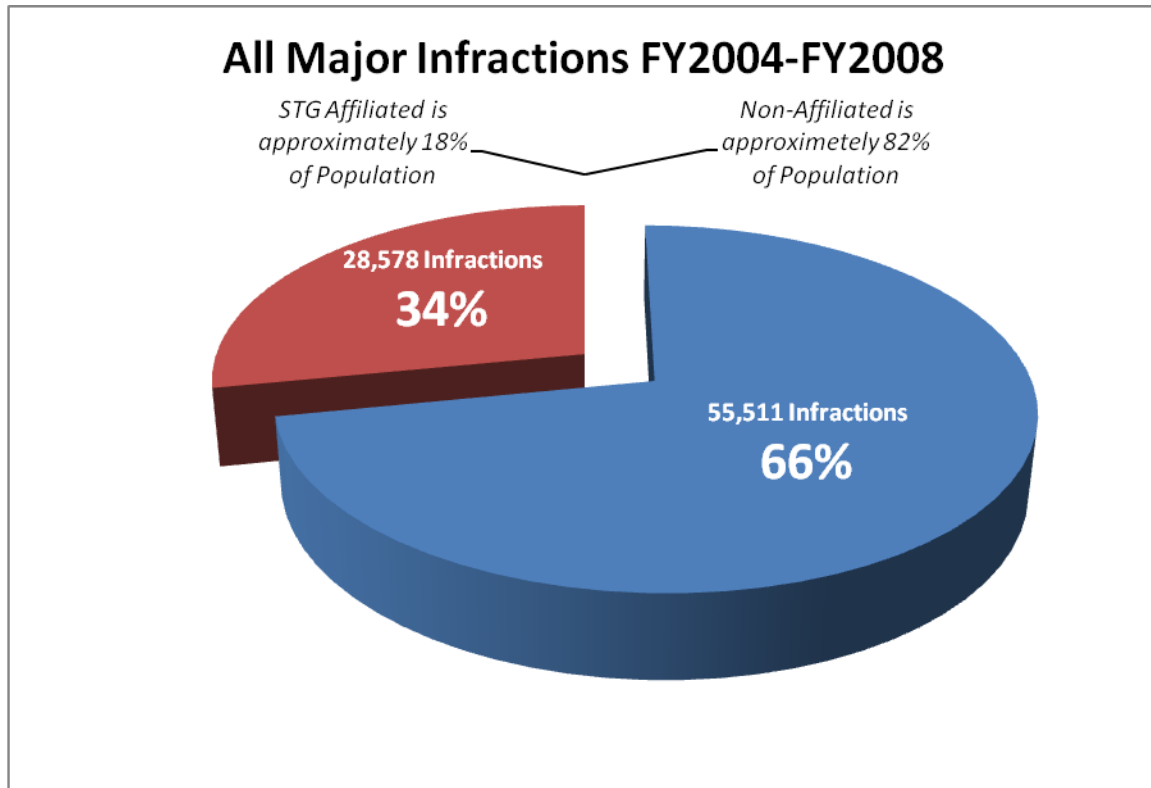
This research effort is intended to provide the Department with an assessment of environmental practices, interventions at the prison level, and recommendations for best practices based upon those assessments. In most instances, research projects typically have a duration of six months or more. Although the present study indentified promising interventions, future studies should be allotted more time and funded to the extent that researchers might explore program deployment and assessment. While every effort was made to pursue an objective basis of inquiry, analyses of these groups indicated that some variations were present. These variations are likely due to the fact that group membership was based on institutional selection rather than a random sampling. Since the groups could not be randomly assigned due to practical or ethical considerations, some differences are to be expected, and ideally, can be controlled for in statistical analyses when there is a large enough group size. However, the ability to conclude that differences in perception among the groups were solely due to objective inquiry is significantly reduced without the use of random selection (Burd, 1981; Decker, Katz, & Webb).

Prison Environment

To further understand and better manage the STG population, the Department crafted certain policies to classify and supervise inmates claiming gang membership or association. As a result, the Department began tracking STGs through the use of a database in 2003. To date, gang

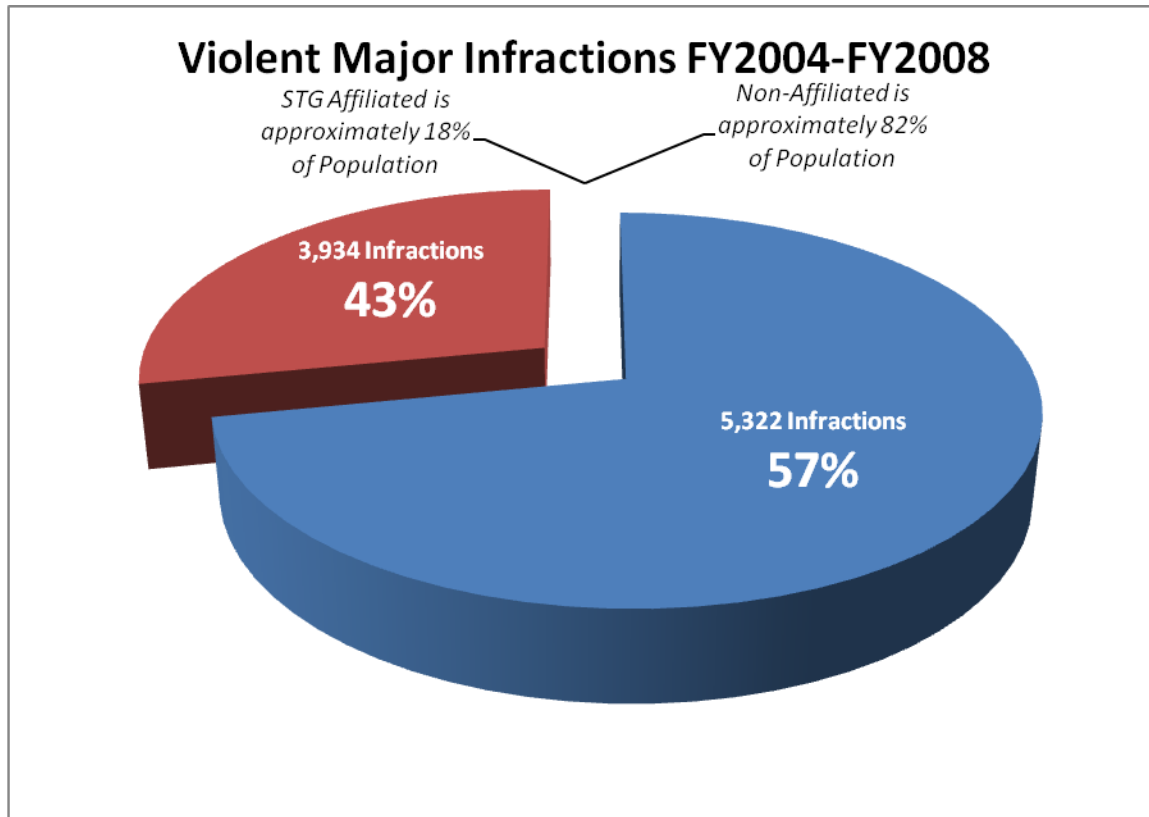
intelligence personnel estimate approximately 3,200 STGs now reside within Washington State institutions, constituting almost 18% of the prison population. Historically, this group of individuals has accounted for a disproportionate amount of institutional misconduct. From Fiscal Year 2004 through Fiscal Year 2008, STGs accounted for more than 34 percent of all major infractions issued by correctional officials (Figure 1). More disturbingly, this group becomes more represented as violence increases. From Fiscal Year 2004 through Fiscal Year 2008, STGs accounted for more than 43 percent of the violent infractions issued by correctional officials (Figure 2).

Figure 1: All Major Infractions Fiscal Year 2004 through Fiscal Year 2008



Source: Washington State Department of Corrections (2008)

Figure 2: All Violent Major Infractions Fiscal Year 2004 through Fiscal Year 2008



Source: Washington State Department of Corrections (2008)

Initially, gang affiliation first comes to the attention of the Department by way of the intake process. Since little or nothing is known of the inmate when they arrive at WCC, intake officers rely heavily on the inmate's tattoos or self-acclamations regarding gang membership or association. Officers make further inquiry if they detect either. These remarks are documented on a form that is forwarded to the Department's Security Threat Group Coordinator. If the inmate makes no remark or bares no tattoo, it is very likely their membership or association will not be detected until they are transferred or settled in another institution. If, however, remarkable evidence is noted, the gang intelligence officer meets with the inmate for approximately five to seven minutes to determine the extent, if any, of association that the inmate might have with a gang.

While other factors might cause concern for prison administrators, race and ethnicity have brought significant challenges. During our visit with administrators, they cited the increased violence among Hispanic gangs to be their most immediate concern. At present, there seems to be a "fight on sight" order issued from within the highest Sureno and Norteno regimens causing a large portion of the institutional violence. This intra-ethnic conflict is further exacerbated by the fact that there seems to be limited resources available to officials as they attempt to manage, suppress, and/or displace inmates involved in such divergence.

Hispanic gangs are often more highly structured than other gangs and studies have shown that there are serious consequences for Hispanic gang members who talk to law enforcement officers (Decker, Bynum, & Weisel, 2004). Since gang members are primarily identified through intake-level contacts recorded by corrections officers, it seems reasonable that current validation practices may tend to underestimate the sheer number of Hispanic gang members regardless of their proclivity.

In the past, administrators responded to gang-related misconduct by displacing various inmates involved in such behavior. As expected, this brought about the contamination of other populations throughout the institution. In July of 2008, however, faced with a much needed response to the seemingly endless Sureno-Norteno conflict, administrators moved that population most responsible for the institutional misconduct to the Washington State Penitentiary (WSP), housed them in separate units, and controlled their movements so that they were not likely to intermingle. As will be mentioned later, this initial response to the highly charged conflict has been well received by other inmates throughout the institution.

Stakeholder Perception

In this section we discuss our interaction with various stakeholders. As various themes emerged, they provided us with a basis to make further inquiry regarding institutional disconnects, perceptions of safety and equity, meaningful discussions of culture, and the perceived dearth of educational and vocational opportunities afforded inmates at the current time. During our time with each stakeholder, no promises were made nor judgments cast. Our goal, as communicated to each party, was to affirm the commitment of the Department to a safer and more progressive environment.

Perceptions of Inmates

Before each interview, we communicated to the inmate that we were aware that the Department in some way labeled them as an STG or associated them with such a group. Most of the inmates acknowledged their role, either past or present, as a member of a STG. We did notice a significant distinction, however, in the disposition of the inmate as it related to age. Those inmates who were older in most instances claimed their association with their particular group had waned or been severed. Their desire to live that lifestyle, so they said, was no longer an attraction. The younger inmates claiming an association or significant involvement in a gang tended to be more committed to their STG.

We noticed that African American inmates were more forthcoming than most. While each inmate harbored a certain degree of skepticism at our inquiry, African American inmates on the whole provided us with more information than other groups. Most, if not all, of the Hispanic inmates demonstrated a deep sense of commitment to their group and were the least likely of the various ethnicities to acknowledge any prospect for renouncing their affiliation. Caucasian inmates were as committed to their cause as Hispanic members but less sophisticated in their conversation. Most explained to us that institutionalized STG members were usually made up of two types of inmate: a “gang banger” or “gang member.” *Gang bangers* were known to the Department and other inmates as active participants in the daily routines of the STG. *Gang*

members were those inmates known to the Department and other inmates as a person affiliated with an STG yet not actively participating in the daily routines of the group.

Regarding their instant offense, most inmates acknowledged their involvement to some degree. Only one declared his absolute innocence. As we discussed their offense, many inmates described a similar narrative – they were convicted of assaulting or killing another gang member and received an enhanced or lengthy sentence. One inmate remarked, “*In any other situation, they would have given a cop a medal for what I did.*” When asked what it was that concerned them the most during the commission of the crime, inmates remarked that they were worried only about getting caught and had had no thought for how much time they might be incarcerated.

Intake

All inmates that we interviewed told us that their intake at WCC was rather straightforward. Each inmate was asked for his papers and questioned by the Department about his very basic demographic properties. They told us of an instructional lecture they attended that described prison management philosophies and behavioral expectations. Most of them indicated that a Department member spoke with them regarding their gang association. Because each inmate is typically transferred from WCC to another facility within a short time period, their ability to develop any meaningful relationship or secure any standing within a group at the Shelton facility is limited to some extent.

Once they reached their assigned facility of residence, inmates acknowledged that many of them were not immediately known to other gang associates except by their tattoos. Only perhaps if they were a former resident or notorious gang member, would they be recognized, accepted, or rejected by an STG collective. If recognized, many told us that they were immediately challenged by a gang affiliate (which was more the case than not) to produce their papers. Once their identity was established and their conviction confirmed¹, inmates told us that they were directed by the gang affiliate² to commit an assault on another inmate (most always a member of an opposing gang) or “check in” to protective custody. Inmates from three diverse racial backgrounds told us they felt compelled to comply with the directive simply for fear they would be assaulted. The prospect of surviving outside of the gang in the general population was daunting to them. Consequently, most inmates instituted a certain degree of safety on their own simply by conforming to the desires of the collective, ultimately joining the group.

Programming

Most of the inmates we talked to described an adequate relationship with their Classification Counselor (CC). During our time at each facility, we observed this to be true. Inmates told us that their CCs assisted them in meeting their court-related obligations such as

¹ Inmates told us that each STG, regardless of race, ethnicity, or association, screened potential members for sex-related crimes. Anyone convicted of a sexual crime against a child or vulnerable adult was denied access or membership to the STG and ultimately targeted for assault.

² It was also related to us by inmates that each STG within a facility may be constituted of several factions or “cars.” Each car had a leader or “shot caller.” This shot caller had the “keys” to the car and more or less made the decisions for the group. Shot callers, we were told, never directly issued orders for assaults to a newly inducted inmate but always communicated his orders through a subordinate.

contacting counsel, court appearances, and research opportunities. The only remarkable criticism made by inmates was that their level of contact with the CC was somewhat limited.

Those inmates who declared their independence from a particular STG remarked that the Department offered little in the way of clinical counseling or treatment and that what was available, such as Moral Recognition Therapy or Anger Management classes, was afforded only to those inmates within two years of release. Most of what they found to be productive for them came by way of faith-based organizations and prison caucuses. Those younger inmates that we talked to indicated little interest in such programs.

When asked what it would take to curb the animosity between STGs, many inmates discussed the possibility of receiving more instruction and discussion in matters of race and ethnicity. Each inmate admitted that much of the institutional violence occurring today was the inability of many STGs to fully understand the nature of their hatred for one another. All of them agreed that race superseded STG membership. Surprisingly, inmates suggested that, while diversity training was needed, many of them did not understand enough about the positive aspects of their own culture.

The most discussed and perhaps most ambitious prospect we entertained in this regard related to the use of mentors. Older inmates believed that they could reach younger gang member with a persuasive warning regarding the dangers of STG affiliation and involvement. They argued that younger gang members, for the most part, will respect the word of an older member. Inmates further opined that they could be of some utility to the Department in this regard. When asked if they believed the induction process at WCC was the best opportunity to make their case, each one agreed and furthermore offered to become involved as the Department would allow.

Mental Health and Substance Abuse

While most of the inmates we interviewed understood the difference between a truth and a lie, the moral consequences of using deception, and the distinction between fantasy and reality, many of them were not able to distinguish the difference between those inmates that were developmentally disabled and those who could be clinically diagnosed with a psychological disorder. Many agreed that there exists a large population of mentally challenged inmates but feelings were mixed when it came to what degree they misbehaved or had any involvement in STG activities. Most inmates indicated that they knew of or had prior contact with a substance abuse program at their respective facility.

Children and Families

Perhaps the most formidable instrument used to excise the inmate from the STG is the family, inmates say. Most agreed that they would not have considered leaving the STG were it not for the continued involvement and persuasion of family members and friends. Other than those calls facilitated by CCs, inmates told us that they know of no organized effort on the part of the Department to utilize the nuances of family attachment to woo the gang member from the STG. One inmate remarked that even after he left the STG there seemed to him an absence of determination on behalf of the Department to strengthen those familial bonds. In recent years,

however, the Department has increased assistance related to familial contact. The Department has become somewhat of an industry leader in family-based initiatives dedicating over \$400,000 in funding to such efforts. It may be that this particular inmate, because of their custody status or other behavioral factors that they do not qualify for such contract.

Education and Vocational Training

As stated earlier, most of the inmates that demonstrated a willingness to abandon their affiliations or continue to do so were older. Inmates told us that as they aged the reality of their own identity became apparent to them and constrained them to begin thinking about their contribution to their families and society at large. Uncontested is the fact they feel that furthering their education will benefit them professionally and cause them to avoid recidivating. It is here again that inmates tell us they sense an inability or unwillingness on the part of the Department to provide them with an opportunity to further their education. At present, inmates tell us that they are afforded an opportunity to obtain a GED at Department expense. At some facilities, volunteer groups provide inmates with college courses, they tell us. Tuition for college correspondence courses not offered through these services, however, comes by way of significant expense to the inmate. For an inmate earning sixty-seven cents an hour, they argue, such an opportunity is cost prohibitive. Inmates tell us that they are restricted from Internet access.

For those exploring the vocational realm, inmates tell us their opportunities are equally as grim. At one time, inmates at the Monroe Correctional Center (MCC) were afforded the ability to participate in woodworking, plumbing, and general factotum services. Now, they tell us that these jobs no longer exist and have been removed from the repertoire of vocational opportunities offered by the Department. Furthermore, inmates opined that existing programs are not realistic. When we asked them to explain, one inmate told us, *“Man, I just completed a two-year computer Information Technology course offered by DOC. And I took it because that’s all they offered. Now you tell me. What white man is going to hire me and trust me with his customer’s information after I tell him I’m a convicted felon? C’mon. We need carpentry courses. We need plumbing courses. We need industry related courses. Something we can use.”* In contrast, budget figures indicate that the Department offers more vocational training now more than ever.³ Again, it may be that the inmates we interviewed do not qualify for such programs.

Behaviors and Attitudes

Those younger inmates committed to their respective STGs were not bashful in declaring their fearlessness of the Department and its response to their behavior. As indicated in Figure XX, inmates admitted that they would not help a Correctional Officer if he or she were being assaulted by another gang member. Moreover, if it were not for potential reductions in earned time, they would assist their fellow gang associates in the struggle. When asked to identify the leading cause of institutional misconduct, most every inmate regardless of their behavioral inclination unanimously offered one reason – **time**. As one inmate remarked when asked about assaults on staff, *“When we’re not focused on each other or something else, we’re focused on you.”* Their perception in this regard may be explained by their current status. In many instances,

³ Over the last five years, the Department spent 14 to 15 million dollars each year on vocational training programs.

inmates assigned to higher custody levels simply do not qualify for these programs. In recent years, the Department has actually increased funding for vocational programs to those inmates who qualify. In fact, we discovered that during Fiscal Year 2009 the Department plans to deliver vocational programs such as Heating, Ventilating, and Air Conditioning (HVAC), Interactive Media, Upholstery, Life Skills, Partners in Parenting, Modern Drywall, Roofing and Siding, Basic Bookkeeping, Building Maintenance, Graphic Design, Carpentry, Baking, Technical Design, Horticulture, Computer Services, and Welding to more than 15 facilities at a cost of almost 19 million dollars.

Those inmates less concerned with idleness seemed more concerned with issues related to respect and equality. Many remarked that even when they were the victim of an altercation, they were sent to segregation as well. When asked to be more specific, many inmates identified the grievance process relative to their protest of infractions. Inmates tell us they believe the COs call the hearing officer before the scheduled inquiry and “give them the skinny” on what they need them to do. On the other hand, Department policy on this matter is quite clear. Hearing officers are prohibited from contacting the parties involved prior to the inmate’s inquiry. It is unknown at this time why inmates would have the perception that hearing officers engage in such a violation of Department policy.

This “god-complex,” as one inmate described it, directly contributes to the us-versus-them mentality some suggested. Another said, *“Respect is the only thing we have left. We have no job training, We have no college courses. All we have is time and respect. They give us all the time we can stand without any of the respect.”* Older inmates, however, did mention that they noticed a difference in staff behavior **by facility**. For example, one inmate remarked, *“Here, they call me Mr. So-and-So. At Walla Walla, they call me Asshole.”*

Their observations of Department behavior extended to managerial tactics as well. When asked to identify some of the positive aspects of Department policy, older inmates told us that the movement of *aggressive* STG members, namely Surenos and Nortenos, from their facility to WSP was a welcome change. Once subjected to routine lockdowns, inmates now enjoy a lighter atmosphere due to their absence. The movement of STGs to WSP is well received by those inmates seeking productivity during their incarceration. By design, Department leadership hopes to facilitate a flow of inmates inclined to change their behavior from higher custody levels to medium custody levels through the idea that pro-social conduct is rewarded and commended.

Perceptions of Stakeholders

Those employees who serve the offender population total just over 8,000 men and women. The Department has a current biennial operating budget of \$1.5 billion. The Secretary of Corrections is the executive head of the Department and is appointed by the Governor with the consent of the state Senate. As stated on their website, the mission of the Washington State Department of Corrections, in collaboration with its criminal justice partners, is to “improve public safety.” It is responsible for administering adult corrections programs operated by the State of Washington. This includes state correctional institutions and programs for offenders supervised in the community.

To effectively supervise the confinement population, the Department has organized their workforce to perform various functions. These include uniformed correctional officers, investigators, administrators, classification counselors, and interventionists. During our time at each facility, we interviewed a sample of employees from each population. Overall, we observed a well-intended and committed workforce.

Correctional Officers

Our discussions with correctional officers brought to the surface two significant themes: 1) that they assumed an oppositional posture when dealing with STGs; and 2) they were concerned with their personal safety. When asked if they perceived STGs to be a significant threat to the Department, most agreed that the situation, as it stands in facilities across the state, is at a crossroad. Many told us that misconduct on the part of STGs, especially between Surenos and Nortenos, is at increased levels and that “it might get like California if something isn’t done.”

One other significant issue was brought to our attention. While most correctional officers agreed that lines of communication among shift members and other groups could be better, we observed a significant deficit of communication at the intra-departmental level. For example, our arrival at each facility was announced and coordinated through email prior to our arrival. When we arrived, more than not, many Department officials were unaware of our arrival or purpose. After returning from mid-day breaks, the relieving shift was not familiar with our presence or purpose upon our return to the facility.

Investigators

Each facility is staffed with a small group of investigators totaling no more than three Department members. While each group has among them someone considered to be a supervisor, each member carries an equal share of duty. At one time, these groups were staffed with at least one dedicated STG investigator. But because of recent budget cuts, these positions have been cut. While each investigator handles their share of STG involvement, they are concerned with other matters as well. Some of these investigators have risen from the ranks of correctional officers and others are retired law enforcement.

When we asked investigators to describe their duties, we learned that even though they are managed by supervisors located at Headquarters in Olympia, most agree that they work at the behest of each respective superintendent of the facility. One said, “*We are the Internal Affairs of the facility.*” Investigators tell us that on average seventy-percent of their work involves staff while the other thirty-percent constitutes their inquiry of criminal matters. Many times the two are conflated where the incident in question will involve a staff member and inmate conspiring to conduct criminal behavior. During our visit to one facility, we directly observed their apprehension of a staff member and inmate involved in criminal behavior.

Each case that investigators discussed with us were tied either directly or indirectly to STGs. Because the social network of the STG extends beyond the prison yard, most of the criminal activity is coordinated through the facilities telephone service. Investigators tell us that

these telephone calls are recorded⁴ and linked to each inmate through a unique PIN. The prospect of monitoring these telephone calls, however, is daunting. At 35,000 calls each month, three investigators (and in some areas only two) find it difficult to monitor any conversation in a proactive fashion. Most of the time, investigators tell us they find themselves reviewing calls as a response to a criminal complaint.

When asked to describe their response to such matters, investigators seemed to throw up their hands in resignation to the idea that they keep “having to do more with less.” Regardless of the facility size or location, investigators told us that they are constantly involved in one investigation or another. Consequently, when the Department calls on them to manage another matter they must leave what they are doing and tend to it. We observed this to be true. There were occasions where we would arrive unannounced or watch from a distance to see them transition from one task midterm and switch to another leaving undone what they started.

Investigators recognized that their level of communication with each other and with other ancillary services was less than satisfactory. In some instances, investigators cited personality conflicts which kept them from knowing exactly what it was each investigator was currently doing. In other situations, investigators suggested that each facility is a “silo” and therefore protective of the information it transmits or receives. They acknowledged that they were still able to telephone an investigator from another facility and ask them for information.

When we asked them to describe their relationships with outside agencies and prosecutorial entities, most conveyed a positive response. In the more populated areas, they found, outside agencies were less likely to assist them in a criminal investigation due to limited resources. In some of the more rural areas, however, local law enforcement seemed to be more than helpful in prosecuting a criminal case for the Department. Because Department investigators are not commissioned to make arrests, many say this leaves them at a disadvantage in certain areas with claims that STG understand that they are less likely to be apprehended and prosecuted. Also, investigators related to us that some of their counterparts at other facilities are able to issue Miranda Rights to inmates during questioning while others are not. This matter, they say, is currently being discussed with Department legal counsel.

This puzzling legal challenge aside, investigators told us that the tools they use to address STG behavior are either underused or have been eliminated. When asked to describe this deficit, investigators cite the direct connection between STGs and drug commerce within facility walls and expressed great regard for the drug dog program. Although they were unable to demonstrate empirically the deterrent effects brought about by this program, many of the investigators fondly described the chorus of toilets flushing in many of the cells when they would walk the dog though the housing units. Another resource they said that was underused was of course the elaborate telephone recording system. Had they more time, investigators tell us that they could begin to target STG-affiliated individuals responsible for a bulk of the illegal activity occurring in the facility.

⁴ These telephone calls are digitally recorded on a Department server and retrievable up to six months from the call being placed.

When we asked investigators to describe their involvement in professional development, they told us that training opportunities related to gang involvement or behavior are almost non-existent. Many recalled receiving a two to four hour block of training on gang behavior while they attended their basic corrections academy. Traveling to a conference or gang class conducted off-site, they say, is not realistic due to fiscal resources. At best, investigators described receiving no more than two hours of such training each year.

When each investigator was asked to describe their immediate need, they unanimously told us that they needed an additional person in their unit – someone dedicated to the investigation of STGs and their behaviors. Each one explained that there should be someone in the unit well-versed in the STG culture rather than each of them splitting their duties to manage that particular population. A few unit supervisors remarked that if they had an office assistant to prepare documents and reports they would be relieved to perform the work of another full-time investigator. They added, however, that clerical staff are difficult to acquire in the current fiscal environment.

Administrators

Our talks with facility superintendants brought about conversations related to inmate management and appropriations. When asked about current programming or intervention efforts directed at STGs, all but one acknowledged that they were merely managing the population through movement. It was mentioned by most that recent movements of Surenos and Nortenos to WSP caused their facility to experience reductions in misconduct and subsequent lockdowns. Regarding programming or interventions, however, it was told to us by more than one administrator that they experienced great difficulty in retaining contract personnel to perform such services. As it was explained to us, the lower wage combined with the prospect of navigating the security of the facility caused many vendors to become disinterested and drop their contracts. The Clallam Bay Corrections Center (CBCC) seems to have addressed this problem by hiring a full-time person with paid benefits.

Not only has CBCC gained strides in intervention preservation but also in program development. As part of their Re-Entry Initiative Implementation, STGs are offered a graduated process in violence reduction. Through a “Step-Down” program, an inmate’s success is tracked as they navigate mental health interventions, educational classes, and recreational opportunities. Participants are removed from the Intensive Management Unit (IMU) and placed into housing units more conducive to learning and intervention. Although the program is in its infancy, recent reports we obtained indicate their dropout rate to be below the national average for such interventions. Though not distinctly STG related, the Department has also initiated pilot Step Down efforts at WSP and MCC. The Reintegration Program (RIP) at WSP offers violent offenders or those demonstrating extreme asocial behaviors a way to leave the (IMU) for lower less-restrictive custody levels provided they modify their conduct. Program managers tells us that they have seen success with this program despite the inability to move participants away from IMU. At CBCC, housing units became available for Step Down participants due to a program that had moved to another location. For WSP, however, no additional space is available at this time.

As it was with each superintendant, fiscal planning caused them to prioritize their efforts related to inmate management and intervention. In one instance, a superintendant was unable to replace their office assistant mid-year. Without an office assistant now, they must type and prepare their own work or ask office assistants from other departments to accommodate them. When asked to explain why their drug dog program was eliminated, many of them told us that this was a budget decision made by Headquarters. With another bleak fiscal year ahead of them, most superintendants expect further reductions.

Legislators

Our conversation with legislators seemed to be well-defined. When asked what they might expect from a request to fund an intervention, each of them told us what generally amounted to two things: 1) funded interventions should be evidenced-based; and 2) funded interventions should be “smart.” We heard from them a departure from funding “good ideas.” They were more interested to fund programs that had a track record of reducing recidivism. Moreover, many legislators told us they were ready to fund programs that were “smart” in that they utilized existing resources or worked in conjunction with other programs statewide.

Interventionists and Program Managers

The Classification Counselors we spoke with told us that the Department had recently changed their utilization of assessment measures from the Level of Service Inventory – Revised (LSI-R) and Risk Management Inventory (RMI) to the Static Risk Tool (SRT) and the Offender Needs Assessment (ONA). When asked why the Department chose to switch measures, counselors were unsure but stated that the Department’s selection may have been based upon research and that these newer assessments represented a more objective and validated measure. We asked counselors to describe the training they receive to administer these assessments and they told us that they were provided three days of online training. If, however, they had taken days off from work or were sick, this training was not offered again. Those counselors who missed the training were required to learn the material from other counselors.

Regarding inmate interaction, counselors told us that they formally meet with inmates based upon their sentence length. For inmates sentenced to more than five years, Counselors will meet with them every twelve months. For inmates sentenced to less than five years, Counselors will meet with them every six to twelve months. Among their duties, counselors provide the inmate with access to the legal system, child support hearings, family notifications, and special hearings not otherwise mentioned. Specifically regarding STGs, many of them acknowledged having access to the STG database but felt detached from the issue not knowing too much about STG structure or behavior. Of those counselors who dealt with STGs on a regular basis they found Surenos and Norteno to be the most withdrawn and guarded. Interviews with those higher in the program structure told us that many on the intervention and programming side are very willing to be involved in the STG issue but are either not aware of what the Department is experiencing in the way of gang related behavior or are undereducated by other Department entities regarding their efforts to deal with the matter.

Empirical Research

Because many community programs that deal with offenders through “tough love” effort have shown to actually increase the probability of recidivism, many researchers are finding that treatment programs are generally more effective in reducing recidivism than sanctions and punishment (Ekland-Olson & Kelly, 1993; Great Britain. Directorate of Inmate Programmes. Regimes Research and Development Section. & Great Britain. HM Prison Service., 1992; Lattimore, 1995; Polaschek, Wilson, Townsend, & Daly; Rice, 1980; Sam Houston State Univ. Huntsville TX. Criminal Justice Center. & Texas State Dept. of Criminal Justice Huntsville. Windham School System., 1994; Valliant, Sloss, & Raven-Brooks; Weisfeld & Feldman, 1982). There exist differences within program groupings in that those treatments based on well-developed theory and research have a greater positive impact than those without theoretical foundation or empirical research. Typically, the comparison of interest is the difference in recidivism rates between those offenders that completed treatment and those who did not complete treatment.

Prior research found that while one particular treatment effort within a program design may have produced marked decreases in recidivism, many of the other different treatment options within the program produced wide-ranging results (Gresham, 2005). Called by some as the “What Works” literature, researchers began to focus on the program’s characteristics and qualities that reduced recidivism rather than the program labels or names (Scandroglio, Lopez-Martinez, & San Jose, 2008). Having its foundation in the idea that we should prioritize supervision and treatment for higher **risk** offenders, target interventions to criminogenic **needs** (the dynamic risk factors that, when addressed or changed, affect the offender’s risk of recidivism), be **responsive** to the temperament, learning style, motivation, culture, and gender when assigning programs, progressive correctional treatment policy pursues the offering of four core services: 1) substance abuse treatment; 2) cognitive-behavioral intervention; 3) employability training; and 4) academic education.

To empirically determine program effectiveness, researchers use meta-analysis, which is a statistical procedure that allows for the comparison of recidivism results from a mixture of studies. In this regard we highlight two studies conducted by the Washington State Institute for Public Policy. The first study, *Evidence-Based Adult Corrections Programs: What Works and What Does Not*, was a comprehensive review of evidenced-based programs for adult offenders rooted in an examination of 291 thorough evaluations conducted through the United States during the last thirty-five years. The second study, *Evidenced-Based Public Policy Options to Reduce Criminal Justice Cost and Crime Rates*, sought to itemize the cost and benefit to the taxpayer respective of each treatment effort. As indicated in Figures 1 and 2, significant changes in recidivism and cost benefit ratios are experienced through the use of programs rooted in the aforementioned four core services of progressive correctional policy. Marked decreases in recidivism come by way of cognitive-behavioral treatments. Additionally, for every \$1 spent on vocational and basic education programs, taxpayers save between \$1.71 and \$3.23 (Aos, Phipps, Barnoski, Lieb, & Washington State Inst. for Public Policy Olympia., 2001). Furthermore, for every \$1 spent on cognitive-behavioral programs, taxpayers save between \$2.54 and \$11.48. Other studies suggest the same results and outcomes.

Table 1: Estimated Effect Sizes on Crime Outcomes

Programs	Number of Studies (Total Number of Subjects)	Adjusted Effect Size Used in Cost Benefit Analysis
General Offenders		
Cognitive-behavioral	25 (6,546)	-.081
Faith-based Programs	5 (630)	.000
Correctional Industries	4 (7178)	-.077
Basic Adult Education	7 (2399)	-.050
Vocational Education	3 (1950)	-.124

Source: Washington Institute for Public Policy (2006)

Table 2: Benefits and Costs

Programs	Percent Change in Crime Outcomes	Benefits to Crime Victims	Benefits to Taxpayers	Costs	Benefits minus Costs
General Offenders					
Cognitive-behavioral	-6.3%	\$5,658	\$4,746	\$105	\$10,299
Faith-based Programs	n/e	n/e	n/e	n/e	n/e
Correctional Industries	-5.9%	\$5,360	\$4,496	\$417	\$9,439
Basic Adult Education	-7.0%	\$6,325	\$5,306	\$962	\$10,669
Vocational Education	-9.0%	\$8,114	\$6,806	\$1,182	\$13,738

Source: Washington Institute for Public Policy (2006)

Program Evaluation

Of those states surveyed, Arizona, California, Colorado, Connecticut, Florida, Illinois, Massachusetts, Ohio, and Texas provided us with helpful information regarding their organized

anti-gang initiatives.⁵ Because these programs were typically conceptual models, there was little discussion of a documented plan or solid initiative. Accordingly, very little empirical research exists to validate their various methodologies. Despite that weakness, much can be learned from their survey responses.

There grew out of these programs accomplishments as well as common frustrations. One common theme throughout these programs is the existence of a hierarchical command structure. That is, the majority of these programs had one specific person (a superintendant, a highly ranked correctional officer, etc.) who directed a structured group of subordinates assigned to respective facilities (correctional officers, investigators, etc.). When asked about the disadvantages of such hierarchical structures, respondents stated that the advantages of funding and operating a legitimate STG intervention far outweighed the disadvantages so long as everyone was constantly aware of current STG behaviors and program resources. In addition, each state that utilized a hierarchical command structure listed “communication” as one of the five most effective ways in which their unit deals with the gang problem.⁶ In essence, the main reason these hierarchical command structures are so effective was because they were highly organized, and naturally facilitated valuable communication.

One of the most common frustrations expressed by the more progressive states in the current study was lack of funding. Moreover, many of them described situations where they were able to identify and isolate a specific gang problem only to become powerless once they realized that they did not have the funds to combat such a problem. With that in mind, each of the more progressive states expressed a desire for simpler programs that could be implemented with the least amount of money yet with the greatest possible resource. When asked to elaborate, many respondents discussed the need for more advanced ways to gather intelligence about gang activity in the community as well as the prisons. One example of a state investing in more sophisticated intelligence gathering is that of Texas. Texas’s anti-gang office recently developed a computerized gang tracking system to be used for identifying gang activity throughout the state. Respondents cited the most successful use of this tracking system as being in Houston, TX, where law enforcement also uses the system to locate and refer offenders to program services. Texas’s respondents suspect that minor modifications to the tracking system could make it useful to correctional officials as well.

In terms of what did not work within these states’ anti-gang initiatives, many respondents referred to the process by which gangs are classified as a Department of Corrections recognized Security Threat Group. Respondents claimed that while it is important to determine the unique characteristics of each gang, the process of classifying them is time-consuming, arduous, and expensive. Moreover, many of these respondents expressed frustration with the classification process taking away time that could be spent on the suppression and intervention of such gangs. Despite the fact that the classification process uses time otherwise dedicated to prevention,

⁵ Respondents surveyed in Georgia, Kentucky, Louisiana, Missouri, New Mexico, Virginia, and Wisconsin also referred to the existence of organized gang efforts, but provided little information that contributed to the current study.

⁶ Other popular answers throughout these main nine states included: identifying the problem, cooperation, being able to delegate tasks onto others, knowing when to ask for help, knowing when a problem is beyond reach with the available resources, and organization.

suppression, and intervention, many states require it in order for the programs to receive funding. In short, because it is a funding criterion and thus cannot be eliminated, respondents simply conveyed a desire to simplify and streamline the classification process.

According to the states surveyed, one intervention that is becoming increasingly popular is that of tattoo removal. Not only are tattoo removal programs held in high regard by coordinators of anti-gang initiatives, but they are also known to be quite effective in terms of suppressing gang activity (see Putnins, 2002). Many former gang members have reported that their primary motivation for seeking tattoo removal was to “go straight,” disassociate from their group and leave their violent past behind (Poljac and Burke, 2008; Shelton and Peters, 2008). In addition, these former gang members claim that tattoo removal was necessary in order to protect themselves and their family members, as recognition by a member of a rival gang member could result in a rather violent confrontation (Gurke and Armstrong, 1997; see also Brunk, 2003; McKechnie et al., 2008; Poljac and Burke, 2008).

Nearly all of the states surveyed testified to having at least one tattoo removal clinic available for former gang members. Moreover, the vast majority of states surveyed attested to the effectiveness of tattoo removal programs and expressed desire for an increase in such programs. The states with the most effective tattoo removal programs described their removal clinics as non-profit, and composed of volunteers who work hard to provide low-cost or free tattoo removal to former gang members (Arizona, California, Colorado, Illinois, Texas, and Virginia). In addition, tattoo removal services were frequently rendered by local doctors who volunteered for the clinics in their spare time.

Many of the states surveyed claimed that their tattoo removal programs were designed in order to create gang prevention, suppression, and intervention across the state. Moreover, the vast majority of such programs tended to be designed for younger inmates and aimed to increase their educational and employment opportunities. The more progressive state correctional agencies exchanged tattoo removal for community service, school involvement, vocational training, or employment, while one state⁷ required that the client participate in a six-month program before receiving removal services. By causing the inmate to accomplish something, each program claimed to require the aforementioned pro-social activities as a means to transform former gang members into more productive citizens as well as enhance public safety throughout the community upon re-entry.

When a gang member enters a correctional facility, the recognition of tattoos can create a dangerous environment in a number of ways (Malon and Russell, 1999). First, these tattoos are often used as a means for recruiting incoming inmates into a “car” composed of fellow gang members.⁸ As these “cars” increase in size, so does the danger they pose to the rest of the correctional community. A second way tattoo visibility creates a dangerous environment is through the provocation of rival gang members. When an inmate observes a rival gang’s symbol

⁷ Illinois

⁸ It should be noted that the majority of America’s prisons have rules in place prohibiting gang recruitment from within prison. Nevertheless, many of these rules are not properly enforced, and a large amount of gang recruitment goes unnoticed by correctional officers.

in the form of a tattoo, it immediately causes the tattoo's owner to be perceived as an enemy, frequently leading to misconduct and violent disruptions in the prison environment (Gurke and Armstrong, 1997; Phelan and Hunt, 1998). Because of the danger posed by tattoo visibility, respondents tell us it is imperative that tattoo removal services be provided to inmates upon entering correctional facilities. Unfortunately, however, it is extremely rare for a correctional facility to house such programs. In fact, while many of the states surveyed in the current study attested to the effectiveness of tattoo removal programs within the community none of them were aware of similar programs existing *within* their prisons. In addition, similar studies found that 99.5 percent of prisons in the United States do not currently offer tattoo removal programs (Knox, 2005). Many correctional facilities could benefit from providing tattoo removal for incoming inmates as the existence of such programs would likely decrease the incidence of violent disturbances between rival gang members. While tattoo removal programs continue to flourish in community settings, correctional facilities cannot afford to ignore the potential benefit these programs could provide.

One of the more increasingly popular trends visible to correctional officials is the idea of incorporating the community into the anti-gang movement. Many of the states surveyed stated that the community's cooperation was necessary in order to achieve effective gang prevention, suppression, and intervention. The idea of giving the community a more active role in the anti-gang movement is extremely important, as it can lead to a reduction in recidivism among recently released gang members. Klein (1995) parallels this argument, stating that "street gangs are by-products of partially incapacitated communities" and that there should be an increase in resources designated to transform the structures within these communities (p. 153; see also Zevitz & Takata, 1992). STGs in our prisons are merely extensions of those incapacitated structures. In addition, Klein (1995) emphasizes the importance of family support, health care, education, employment, and social services for both returning inmates *and* current residents.

In order to provide more effective re-entry programs for recently released inmates, many communities are modeling programs after the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) Comprehensive Community-Wide Approach to Gang Prevention (also referred to as the Spergel model).⁹ In essence, the OJJDP Comprehensive Gang Model is utilized under the assumption that a multi-dimensional approach, combining typical re-entry programs (e.g., job training, education, and healthcare) with community involvement, is significantly more effective than a one-dimensional approach (see Spergel and Grossman, 1997; Spergel et al., 1998).

In addition to facilitating an effective re-entry environment, the OJJDP Comprehensive Gang Model further enhances the anti-gang movement throughout the community by taking advantage of five core strategies. The first of these five strategies is community mobilization, which includes community groups and agencies, citizens, and youth. The second strategy refers to the provision of academic, social, and economic opportunities. The model's third strategy consists of social intervention, which refers to the use of street outreach workers to interact with at-risk and current gang members. The fourth strategy is gang suppression which includes the

⁹ To be sure, while the OJJDP title assumes its model only deals with juvenile offenders, many of the states surveyed claimed to have programs modeled after OJJDP's model that are intended for adult offenders (most notably, Massachusetts).

use of various social control mechanisms of community agencies and the criminal justice system. Finally, the fifth strategy consists of organizational development and change which refers to the appropriate integration of the first four strategies as well as the designation of funds throughout all involved agencies (see Spergel and Grossman, 1997; Spergel et al., 1998).

Of the above five strategies, the provision of academic, social, and economic opportunities is clearly the most important for offenders returning to the community. The gang suppression stage, however, is also vital in terms of re-entry. This is due to the fact that throughout the gang suppression stage, local groups and community-based agencies are working together with various criminal justice agencies in the surveillance of the recently released gang members (see Spergel and Grossman, 1997; Spergel et al., 1998). This becomes extremely important when one considers Decker's (1996) seven-step process that describes the manner in which gangs become increasingly more violent. In the first step of Decker's (1996) model, gang members feel loosely attached to their fellow gang members. In the second step, a perceived threat from a rival gang causes the bonds between gang members to strengthen dramatically (Decker, 1996). With the appropriate application of the gang suppression stage of the OJJDP Comprehensive Gang Model, however, the surveillance of these gang members would allow law enforcement to prevent Decker's (1996) second step from occurring, thus prohibiting members' bonds from strengthening. In short, the gang suppression stage prevents gang activity from escalating in a community, and further limits the criminogenic opportunities of recently released gang members.

Unfortunately, very little anti-gang programming exists within correctional facilities within the United States. Of all the states surveyed in the current study, very few discussed the existence of these programs within the prison community. Moreover, in Knox's (2005) study, he found that only 15.7 percent of prisons throughout the United States had programs to assist inmates in quitting gang life. Instead, the majority of anti-gang programs in these states exist outside of the prisons. While these community-based gang programs may be effective for offenders who are motivated to change their lives, they do little for those still incarcerated who are not interested in leaving the gang subculture.

One very common obstacle seen throughout our survey is the issue of funding. In fact, every correctional employee surveyed expressed at least some frustration with the lack of funding allocated to their state's gang problem. When asked to elaborate on the funding issue, many of the respondents expressed a desire for simpler, more cost-effective programs as well as increased intelligence gathering. Many of the respondents believed that if intelligence-gathering techniques were improved, then the government would be able to intervene in gang activity before it became a significant problem.

When queried about written plans or guidelines for STG population management strategies, we learned that many institutions operated without such policies. Tacitly understood in some circumstances was the idea that such policies might be misunderstood and confused with segregation. In sum, however, we learned from these institutions that their perceived successes with lowering institutional misconduct came by way of occupying the inmate's time with educational and vocational programs, volunteer tattoo removal programs, former STG member mentoring, interventions that encouraged pro-social thinking and improved communication

skills, centralized intelligence and investigatory efforts, well-informed legislators chairing appropriations committees, staff who had “bought in” to interventional goals, and gang prevention strategies that extended into community programs usually conjoined with local law enforcement.

Domain Analysis

The Department’s administration has identified several broad objectives for the agency: 1) to operate in a manner that provides maximum safety for the public, staff and offenders; 2) to punish those convicted of violating criminal laws by denying them their personal liberty; and, 3) positively impacting offenders by stressing personal responsibility and accountability, and by discouraging recidivism. Today, a major Department focus is on reducing recidivism—or repeated criminal behavior—through “re-entry” programs that treat the underlying causes of criminal behavior, including lack of education, inadequate job skills, and addiction to drugs or alcohol. Nothing in this report is intended to conflict with the Department of Correction’s Strategic Plan 2009-2015. We do, however, discuss below some of the challenges relating to STGs and how the Department might deal with them.

Interventional Observations

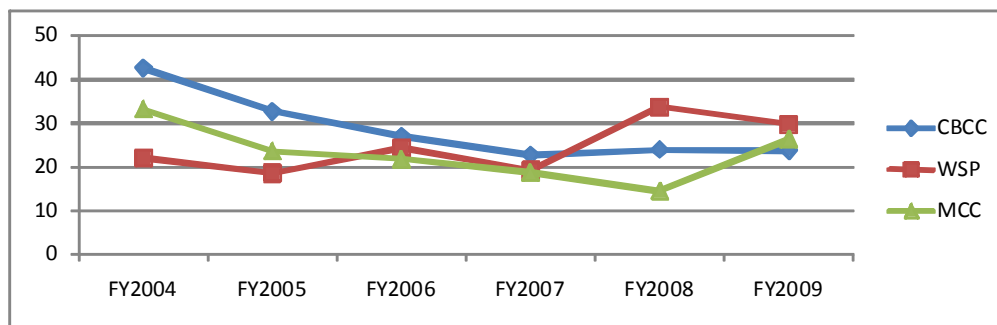
Regarding STG efforts to recruit individuals or recruiting interventions, we noticed that most of the inmates were initially challenged by resident gang members immediately upon arrival at their assigned facility. Although their identification as an STG prospect through word or deed may have preceded them in some instances, new inmates were most notably recognized by their tattoos (Tobin, 2008). If there were to be an intervention regarding tattoo removal, it would likely have more success while the inmate is being processed through WCC and prior to their arrival at the resident facility. Current rates for laser removal or electrolysis stand at approximately \$150 an hour. To perform this service statewide may, of course, be cost prohibitive. This is why many state agencies that we surveyed secured tattoo removal services from local doctors or technicians who donated their time and equipment. To offer the service at WCC would indeed cause the Department to transport already-placed inmates enrolled in a “Step Down” program who now request to have their tattoos removed. This may be a minor consideration as we project the participation of already-placed inmates to be reduced.

We envision this component to be part of a larger effort in the orientation process at WCC that includes one-on-one sessions with STG members by associates of faith-based groups, inmate/prisoner caucuses, and former gang members who have demonstrated to the Department a willingness to minister to potential inmates vulnerable to STG recruitment. Understandably, there exists a great uneasiness among Department officials regarding the involvement of former gang members and leaders in a mentoring process. If properly monitored, however, the situation presents an opportunity for the Department to make great gains with mature members of the inmate population in areas of *mutual trust* and *respect*; feelings sensitive to minorities.

When we first set out to survey the respective state correctional agencies regarding their STG intervention efforts, we expected to find neatly crafted policies and well-structured action plans. On the contrary, what we discovered is that each agency that acknowledged a STG

presence dealt with their problem arbitrarily or through several programs piecemealed together to form one unified effort. Oddly enough, the most well-defined, neatly written, and intricately structured program was right here in Washington State. Department leaders have set out to establish a flow of success for those inmates wishing to promote to lower custody levels. As a direct result, the Violence Reduction Plan and Re-Entry Initiative at CBCC has incorporated within its delivery structure a Step Down component for STGs wishing to progress to lower custody general population beds (See Appendices A, B, and C). Costing less than \$200,000 a year, this program is oriented toward granting STG members the time and resources to develop social skills to successfully reside in general population and promote through the custody levels using social knowledge, self awareness, and self control. Though still in its infancy, the program is coordinated by administrators within the facility who have a track record of reducing violence. Since their appointment in 2003, CBCC has experienced marked reductions in violence and misconduct. WSP and MCC also have fledgling Step Down programs operating at this time as well.

Figure 3: Fiscal Year Levels of Reported Violence per 1000 Inmates by Facility



Source: Washington State Department of Corrections (2008)

With few exceptions, CBCC’s plan offers the Department a structured yet progressive option in dealing with the STG population and addresses each of the aforementioned core services necessary to effect successful interventions. Our only reservation about this program, however, is the use of one-on-one-psychotherapy in the clinical sense. Recent research is mixed on its effectiveness and suggests that it shows marginal gains with respect to decreased recidivism. Perhaps the most controversial portion of the CBCC program is that it does not require STGs to renounce gang membership (R. Jackson, 2006; Richards & Deuel, 2001; Scandroglio, et al., 2008). To support such a measure, scholars identify two important things. First, to strip an inmate of his identity is perceived as a matter of disrespect. The goal in this effort is to reduce the likelihood of criminal behavior associated with gang membership. As stated in codified law, gang membership without criminal behavior is not a criminal offense. Forcing the STG member to immediately renounce his membership without first causing him to be bonded with a more positive group of people would create quite a personal deficit. As it would turn out, CBCC officials report that each participant voluntarily renounces their affiliation during the later phases of treatment. Second, forcing the STG member to renounce his membership is a clarion call to other members that he is now disrespecting his own family – or STG. To do this would place the inmate in immediate physical danger. To

effectively navigate this crossover, policymakers should allow some “faking it to make it” on the part of program participants until they feel they are safely through the Step Down process.

A pronounced theme throughout our survey of correctional agencies was that keeping employees informed of program direction was critical. Current attitudes regarding violent crime coupled with recent intolerance for highly sensationalized gang behavior has perhaps caused some to disbelieve in more treatment-oriented efforts as opposed to the more attractive sanction-oriented ones (Freed, 1999; Melville, Public Agenda Foundation New York NY., & Domestic Policy Association Dayton OH., 1986). While the CBCC plan includes the participation of an Improvement Team, perhaps it will take a facility-wide initiative, be it vertical staffing or other employee dialogue measures, to reach those disenfranchised from progressive intervention efforts.

Our observations of employee attitude extend far beyond their perceptions of rehabilitation and punishment. Perhaps the most powerful tool available to staff is their use of discretion and how it is perceived by inmates. Yet, during our time in each facility, we heard from inmates and correctional officers a general attitude of “it’s us against them.” This mutual understanding for one another at the yard level seeks to undermine everything that the Department hopes to gain with respect to reducing levels of misconduct. Let there be no misunderstanding. We acknowledge the Department’s duty to control every aspect of the correctional environment to include the delivery of deadly force. No doubt, managing a small population responsible for almost half of the institution’s misconduct must be difficult for any individual. In many instances, a firm hand is necessary. However, it is the spirit of the delivery, inmates say, that causes them to harbor a measure of resentment as well as perceived inequity.

Institutional Observations

If research tells us anything about changing the way people think and causing them to communicate more effectively it is that such an effort is futile when it is not sufficiently balanced by an accountability mechanism. Broadly defined, the Department will not succeed in any effort to either intervene on behalf of an STG hoping to leave the gang or reduce levels of institutional misconduct without being provided the necessary resources to make those intervened accountable for their behavior. Inmates committed to stepping down to lower custody levels should be assured the Department has in place a mechanism(s) to deal with their disrespect of intervention efforts afforded them.

In the past, this has amounted to overt measures observed by many but respected by few. During our conversation with inmates, we learned that they continue to dialogue over the telephone with criminal associates in the community to conduct future criminal acts. They do so admitting that they realize that two or three investigators can hardly spend time to monitor 35,000 calls each month. Using or selling another inmates PIN is common practice. They continue to compromise staff to secure drugs, cell phones, and other contraband because they realize it is likely that these same investigators will be otherwise occupied with internal matters. Furthermore, they recognize that when such matters are indeed discovered each investigation usually requires a hemorrhage of resources from other facilities leaving those facilities to become vulnerable to increased criminal activity. Remembering that legislators have asked

Department leaders to be “smart,” it is perhaps time we realize it is also important to provide the human capital necessary to operate smart tools such as the digital telephone recording reviewer. We would hardly assign only three correctional officers to watch 35,000 closed-circuit monitors yet we expect three investigators to monitor the same amount of telephone calls each month.

Knowledge is power. In many ways, the Department’s record keeping is deficient in this regard. For example, one intelligence analyst is responsible for managing the entire gang intelligence database for the Department. Among his other duties are providing training to other investigators, traveling to other jurisdictions, sometimes out of state, to provide training to other agencies and speak at conferences, interview newly incarcerated STG prospects, assist in managing information for investigators, and facilitating requests from higher authorities from within the Department. While he is performing one task, he is hardly managing the others through no fault of his own. When he is ill or on paid leave, his duties are not performed by any other Department member. Quite simply, in his absence, the task is not completed. The information that this analyst collects is critical to the intelligence process and the subsequent contacts by staff that follow. At the very least, the Department should provide one additional staff member to this position and explore ways to add additional staff to assist them in this regard. On an added note, the Department should continue efforts to improve their own data collection system. Although state law mandates the creation of a statewide database, it remains to be seen at the time of this study exactly how the measure will be funded or which application will be selected.

Intelligence exchange at the investigator level is also lacking in some respects. While others report they can call an investigator from another facility, some tell us that their contact with other investigators is limited. In times past, investigators met quarterly with each facility paying travel costs. In recent years, however, fiscal measures have limited travel to necessary ventures. Another facet of limited exchange exists with the reporting process. Many investigators tell us that correctional officers are forwarding either incomplete reports or reports requiring more information. On many occasions, little information is provided in the report that might serve to assist the investigator in determining the extent that STGs are or are not a significant factor in the matter. In many instances, these matters are resolved at the supervisory level. What investigators are seeing lately, however, is a systemic disregard for even the most basic elements of the reporting process. If the Department is to secure intelligent information, the process is surely to begin with the correctional officer.

The emerging technological market has caused law enforcement in general to fall behind in many respects. For the correctional facility there is perhaps no greater threat to security than the unauthorized introduction of a cell phone into the general population. For that reason there is no greater prize for an STG member than to compromise staff in order to obtain one. These investigations are often times complex and require the involvement of many ancillary services to include local law enforcement, wireless providers, and forensic examiners. On many occasions it is necessary to obtain information immediately to safeguard the security of the facility. Yet, in those areas where local law enforcement is less than willing to proceed with an investigation due to lack of resources, the Department is caused to suffer in this regard.

The greatest shortfall to the Department as they seek to address the STG issue, however, comes in the way of staff both in quality and quantity. Even though Department investigators become involved in the matters of existing employees, they are not called upon to perform background investigations on prospective applicants. This is not to suggest that they could or would have the time to do so. Rather, we are curious to know why it is a security matter perceived as one best handled by the Human Resources Department. Inmates admitted to us that correctional officers entering the workforce now are quite younger, with less life experience, and more tolerant of urban life. They seem to be easier to compromise, they tell us. Our observation alone during a recent investigation revealed a compromised employee hosted a MySpace page which included images of him displaying gang signs. With Department regulations accepting applicants who are 18 or older, investigators acknowledged to us that if an applicant does not disclose prior employment, which is likely for one graduating from high school, it is unlikely that they would receive a thorough background investigation. It is here that the Department stands its greatest risk of infiltration and compromise. At the very least, the Department should explore efforts to restrict recently hired staff from protracted interactions with STGs and consider the possibilities of creating specialty positions staffed by more mature employees to work in closed custody areas having higher concentrations of STGs.

On the other hand, the Department suffers greatly in the area of staffing. Every progressive agency involved in the treatment, intervention, and suppression of STG behavior employed, within each facility, an investigator dedicated wholly to STGs. This member serves as the contact person for each facility in the entire scheme of an agency's STG effort and also acts as an investigatory liaison to intra-agency intervention specialists. This particular employee is empowered to lead the STG effort within each facility without the distraction of other duties given his fellow associates or political pressure from the administration. For the Department in this regard we see this position as having a dual role: 1) to detect ongoing behavior, criminal or otherwise, by STGs committed to disrupting a safe environment; and, 2) to support those STGs committed to their participation in a Step Down process by monitoring their behavior through telephone contacts and drug dog searches. Presently, the Department asks investigators from each facility to equally execute the first role without having the resource to carry out the second. It is our recommendation that the Department make as its first budget item, in addition to existing personnel, the creation of a full-time STG investigator charged with the aforementioned dual role.

Recommendations

By tradition, the term "best practices" in corrections has referred to conventional intervention strategies – currently practiced behavior management models used to treat heterogeneous populations of offenders based on the practical knowledge and understanding of those skilled in the field. Regrettably, many of these programs were misguided in their attempts to rehabilitate offenders and resulted in seemingly marginal gains. However, correctional officials have now directed their efforts to creating a synergism of research and practice. Consequently, the idea of best practices in corrections is now rooted in data-driven decision-making methodologies.

At their core, quality programs and interventions promote the development of strong cognitive, academic, and vocational skills which, in turn, help to expand employment opportunities essential to the challenges of offender re-entry. Managing and treating the unique and pronounced behaviors of STGs should bring corrections officials to move toward more progressive yet incremental processes. To do this, we considered eight themes as a basis for analysis and recommendation. These best practices are summarized as follows: 1) statewide leadership, policy, and direction; 2) interfacility cooperation and communication; 3) facility leadership, policy, and direction; 4) intake and assessment procedures; 5) hiring, training, experience, and professional development; 6) program curricula; 7) partnerships with local educational and vocational agencies and employers; and, 8) assessment and follow-up.

Statewide Leadership, Policy, and Direction

Lead and direct the strategic state-wide development, implementation, management and evaluation of all STG services and programs in custody to ensure that they are comprehensive, coherent, and reflect best practice on reducing re-offending and providing safe and dignified care to offenders as they relate to the objectives of the Department's Strategic Plan. To do this, administrators should:

1. Continue to develop and implement strategies that facilitate a flow of inmates to lower custody levels based upon their participation in specified interventions to include the Step Down program for STGs; pursue funding efforts in this regard.
2. Identify, develop or acquire appropriate systems, resources or tools to effectively record, measure, and analyze STG misconduct through the contracting of an outside source to include a volunteer work-study or apprentice-type consortium of graduate students from nearby institutions of higher learning trained in methodologically sound data collection techniques; pursue funding efforts in this regard.
3. Include in future considerations relating to prison construction the need for specialized, protective, or separate housing to accommodate Step Down programs.
4. Continue to develop the pilot Special Investigations Unit at Department Headquarters and direct complex investigations, to include all STG involvements, through investigators assigned to that unit.
5. Immediately staff each facility with an added investigator position dedicated entirely to the behaviors of STGs; pursue funding efforts in this regard.
6. Establish a Department presence in statewide gang prevention efforts, especially with agencies and organizations such as the Violent Crime Task Force in Yakima.

Interfacility Cooperation and Communication

Demonstrate structures and processes for correctional staff from different facilities to communicate with each other and share important information related to STG needs, interests, and progress within the respective treatment and management programs. To do this, Superintendents should:

1. Work with Department leaders to standardize their treatment of STGs so that offender populations who are so inclined will possess a certain level of expectation.
2. Respect the decision to centralize investigatory supervision as one that promotes transparency and mutual trust.

Facility Leadership, Policy, and Direction

Demonstrate a clear mission and vision for programs among treatment principals and classification counselors related to policies and procedures affecting STG programs and develop useful data for identifying areas of weakness or growth. To do this, Superintendents should:

1. Follow the Department's lead in this regard and budget accordingly.
2. Provide staff with orientation materials that describe the goals and intentions of the various treatment opportunities afforded STGs (this measure is intended to accommodate employees who have already graduated from the correctional academy).
3. Allow selected staff, investigators and correctional officers, to attend STG meetings hosted by local law enforcement; pursue funding efforts in this regard.
4. Allow selected staff, investigators and correctional officers, to attend regional training opportunities as the budget allows; pursue funding efforts in this regard.
5. Continue to work with each local law enforcement entity (Police, Prosecutor, and Public Defender) regarding the arrest, prosecution, detention, and adjudication of STG-affiliated persons involved in criminal activity within facility walls to include budgetary considerations if necessary.

Intake and Assessment Procedures

Establish a comprehensive, standardized, objective, and validated intake procedure that, upon the admission of the inmate to the corrections environment, can be used to assess the immediate risks and needs the individual requires related to their desire to avoid STG affiliation. To do this, the Department should:

1. Continue to assess and classify each individual but modify the procedure to allow the individual to be de-classified upon successful completion of a Step Down program.
2. Amend the orientation process at WCC to include one-on-one sessions with offender caucus members, faith-based counselors, and mentoring adult inmates (formerly STG-affiliated) familiar with the STG interventions offered by the Department.

Hiring, Training, Experience, and Professional Development

Hire applicants most suited for STG interaction. Provide opportunities for professional development on a regular on-going basis and promote incentives for staff to avail themselves of such training. Also provide options for updating staff on educational policies and practices initiated by periodic in-service meetings. To do this, the Department should:

1. Eliminate their policy of hiring prospective applicants under the age of twenty-one.
2. Assign seasoned and mature correctional officers to units densely populated with STG activity and provide said officers with specialty status and pay.
3. Afford their investigators with funding to join regional gang associations and attend training coordinated by said association.

Program Curricula

Develop, for each STG member requesting such programming, an individualized plan based upon the CBCC Re-Entry/Violence Reduction/Step Down initiatives that explains what interventions should be provided to the inmate during their period of incarceration to ensure that their return to the community is safe, productive, and successful. To do this, the Department should:

1. Develop and distribute, to prospective and existing staff, orientation materials outlining the goals and objectives of the Department's STG Step Down programs in an effort to gain support and understanding from said employees.
2. Continue to expand cognitive-behavioral interventions strategies as outlined and described in the CBCC initiative.
3. Augment diversity instruction to include intra-cultural awareness.
4. Foster a sense of accomplishment and positive bonding by adding to the prospectus an extra-curricular component comprised of organized athletic opportunities to include interfacility competition and augment the weightlifting privilege to include aerobic concentrations as well.

Partnerships with Local Educational and Vocational Agencies and Employers

Provide STG members with functional, educational, and vocational competencies based upon market demand and public safety requirements and offer them opportunities to participate in work assignments and skill building programs that build toward successful careers. To do this the Department should:

1. Familiarize legislators with empirical evidence, replicated time and again, that indicates inmates who participate in college courses during incarceration are less likely to recidivate and petition them to vacate recent changes to codified law that further constricts the inmates ability to obtain governmental funding for said opportunities.
2. Explore involvement in community tattoo removal interventions that include voluntary participation from local area doctors or technicians; establish reimbursement policies for inmates wishing to have tattoo removal performed at an expense.

Assessment and Follow-up

Institute uniform standards and procedures used to assess STG member's progress. Monitor and document offender's progress and program completion pre and post release. Participate in on-going continuous program improvement processes. To do this, the Department should:

1. Develop uniform standards as set forth by CBCC Re-Entry/Violence Reduction/Step Down programs, that reflect both theory and performance, for measuring and certifying satisfaction completion of said programs; Continue to study viability of Inmate Mentoring efforts.
2. Hire or assign (through the contracting of an outside source or a volunteer work-study/apprentice-type consortium of graduate students from nearby institutions of higher learning trained in methodologically sound data collection techniques) to the Offender Programs Administrator, or a Department designee, a person to identify, develop or

acquire appropriate systems, resources or tools to effectively record, measure, and analyze STG member progress and outcome.

Conclusion

Historically, Washington State has been a leader in criminal justice affairs when it comes to Sex Offender Management Strategies, Re-Entry Initiatives, and Community Correction Workload Research. It should be no surprise then to find that Department leaders have acted progressively in their approach to manage STGs within their facilities. Overall, we found the Department engaged in management efforts that were methodical and firm, yet dignified. Indeed, the Department has been tasked to aid and manage a difficult population. No doubt, many STG members will be filled with skepticism once they sense a change. Some may inquire and others may summarily reject offers to better themselves. However hindered by a secretive and counter-cultural effort to undermine the positive collective values society hopes to promote, the Department by way of this study takes the first of many steps to forge a much improved future for those STG members seeking to achieve stability and social value. Moreover, it is our desire to cause stakeholders otherwise convinced that “nothing works” to make way for Department members committed to rebuilding lives and protecting the community through evidence-based interventions that “really do work.”

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APPENDIX A

Re-Entry Initiative Implementation Clallam Bay Corrections Center

Decision Package Performance Points

11. Transition Program

Focus on offenders initially classified as maximum or close custody on to programs to reduce violence and create the opportunity for them to progress to lower custody general population beds.

Parallel Community Orientation (new offender orientation)

- 30 hours per week
- Weekly group for offenders transferred to CBCC to orient them to the routines, procedures and culture.
 - CBCC Culture
 - Cognitive Skills Overview
 - Program Readiness
 - Interventions
 - ✓ Intake classification with intervention mapping

Step Down

- Five programming phases running concurrently and continuously
 - Phase 1: In IMU preparing for Step Down
 - Phase 2: Transition to separate Step Down unit
 - Phase 3: Residential halfway
 - Phase 4: Controlled exposure to general population
 - Phase 5: In general population at CBCC or transferred to a different facility where the offender can be in general population.
- Mandatory programming
 - 2 book groups, *Man's Search for Meaning*, and *As a Man Thinketh*.
 - Advanced Living Skills
 - Stress/Anger Management
 - Self Repair
 - MRT
 - Meditation
 - Education
 - One-on-one sessions with mental health
- Elective programming
 - Inside-Out Dads
- Statistics
 - 17 Currently enrolled
 - 23 Graduated

- 13 Terminated from program for violations
- 7 Released to community prior to completion
- 60 Total enrolled in program
- 33 Achieved custody promotions
- 13 custody demotions
 - ✓ Terminated and demoted to IMU

Re-Entry

- Quarterly enrollment of 20 offenders with 12 months or less left to serve.
- Mandatory 15 hours weekly in the following programs:
 - Life Skills
 - Commitment to Change
 - Stress/Anger Management
 - Chemical Dependency Education
 - Countdown to Freedom
 - Job Hunter (no facilitator from Employment Security as of 8/08 due to hiring freeze).
- Elective classes
 - Inside-Out Dads
 - Getting It Right
- Statistics
 - 23 graduates
 - 11 currently enrolled
 - 11 terminated
 - 3 released to the community prior to completion
 - 48 total enrollment
 - 8 promotions to minimum eligibility or work release eligibility
 - 4 demotions to IMU

Maximum-Expiration Date Offenders

- On-going open-entry group
- Transition from IMU to unit separate from general population
- Programming
 - Commitment to Change
 - One-on-one psychotherapy
 - Family reunification/family conferencing for individual offenders as needed

Intensive Management Unit

- Programming
 - MRT
 - GED
 - Stress/Anger Management
 - Meditation

- Mental health services
 - 30-day and 90-day reviews
 - One-on-one services as needed
 - Weekly tier/cell checks
 - ✓ 120 offenders seen in past 4 months
 - ✓ Successful recruitment strategy for Step Down program
 - Mental health recognizes they are unable to provide adequate services to intervene most effectively with those at risk to harm themselves or others due to understaffing

Family Reunification

- One-on-one meetings with offenders to assess family issues
- Help offenders learn ways to make their children's needs a priority
- Identify and rectify deficiencies in parenting skills
- Teach offender the value of a father's love and acceptance for his children
- Provide assistance, when appropriate, to work with the children's caregiver to strengthen the parental bonds
- Marriage Encounter
 - A Christian-based program to strengthen relationships between offenders and significant others.

Healthy relationships and family ties have a significant impact on reducing recidivism. Helping offenders learn to strengthen family relationships, particularly with their children, is one way to make communities safer since children of incarcerated parents are at risk for incarceration themselves as juveniles and adults.

Family Friendly

- Family-centered activities that require programming and infraction-free behavior on the part of the offender.
 - Family video program
 - Music video program
 - Father and child day
 - Read-to-me-Daddy video

Offender Change Groups—General Population

- Stress/Anger Management – quarterly
- Job Hunter – contracted for 12 groups per year
- Getting it Right - contracted for 6 times annually
- MRT - ongoing
- Inside-Out Dads - quarterly
- Spanish Parenting – semi-annually
- Relapse Education – quarterly

Education

- Enrollment quarterly
- Basic Skills/GED
 - Peninsula College provides 40 hours of ABE/GED instruction to mixed classrooms of medium and close custody offenders.
 - ✓ Since July 1, 2007, 138 offenders in medium and close custody earned their GEDs.
 - Daily instruction, 1 hour per day, to Step Down and IMU offenders.
 - ✓ Since July 1, 2007, 3 IMU offenders earned their GEDs.
 - CASAS Scores
 - ✓ 139 offenders achieved an increase in reading scores
 - ✓ 187 offenders achieved an increase in math scores
- English as a Second Language classes
- Parenting classes
- Vocational courses
 - Human relations
 - Vocational writing
 - Math for the trades
 - Building systems technology
 - Information technology
 - Bookkeeping (Fall '08)
 - Correspondence education

Facility Jobs

- Correctional Industries
 - Approximately 95 offenders employed
 - Working approximately 3500 hours per week
- Facility jobs
 - Approximately 355 offenders employed
 - Working approximately 11,050 hours per week

Mental Health

- Services provided to Re-entry/Violence Reduction programs in Step Down, Maximum-Expiration and General Population with specific targeted and measurable treatment goals:
 - Individual and group therapy
 - Medication referral and monitoring
 - Suicide Prevention
 - Violence Reduction
 - 30 and 90-day mental health reviews of the maximum custody population in the IMU
 - Psychological Testing for purposes of:
 - ✓ Diagnosis and treatment planning
 - ✓ Risk Assessment
 - ✓ Interventions

- Re-Entry: Step Down
 - 12 weeks of one-on-one and group therapy services and classes in IMU, including psychological testing
 - 36 weeks of one-on-one and group therapy services and classes in segregated unit to support psychological and cognitive changes
 - Total one-on-one mental health time since 12/7/07 when psychological associate began seeing offenders: 314 hours
 - Total group time: 520 hours
 - Offenders terminated from Step Down and returned to IMU receive 2-4 hours of service per month to aid in transition and violence reduction
- Re-Entry: General Population
 - Treatment goals are identified by both offender and mental health staff during the course of treatment for a population 12-18 months prior to release
 - One-on-one services provided to offenders who self-referred or who referred by staff
 - Group therapy services provided by the mental health staff include 10 weeks of the following:
 - Countdown to Freedom
 - Stress/Anger Management
 - Individual mental health services are also available.
 - Total group mental health hours: 84
- Re-Entry: Max-Ex
 - Individual mental health services are available for this offender population (generally 90 days prior to release).

Violence Reduction/Intervention Programs

- Clallam Bay Improvement Team
 - 6 offenders and 6 staff meet every other week to evaluate, research and implement violence-reduction ideas submitted by staff and offenders.
 - Solicitation of violence-reduction ideas from offenders promotes investment in creating a better living environment at CBCC.
 - Offenders who submit ideas are engaged in problem-solving activities, and more effective written and oral communication.
 - Enhances constructive communication skills, conflict resolution skills and effective problem-solving skills that can transfer to other situations within the facility.
 - Reduces conflict through results-oriented cooperation.
- Meditation groups
 - Offered in IMU, Step Down and General Population
 - Through the development of meditation skills, offenders learn to slow down and manage their thoughts.

- Offenders experience the difference between reacting and responding, enabling them to change their thoughts and then their behavior.

Prior to brain-imaging technology, physical and psychological effects of meditation were measured through blood pressure and heart-rate readings and by having subjects self-report. Now through brain-imaging technology, researchers have discovered that meditation counteracts the "fight-or-flight" response, and directs blood flow to the parasympathetic nervous system, encouraging relaxation as well as a slower pulse rate. This is particularly noteworthy when considering violence reduction strategies, and enabling offenders to plan and respond, rather than react, to situations.

- Eyeglass Mentoring Project
 - Coordinated program with the offenders' PEACE group, the Lions Club in the community and offenders in the Step Down program.
 - "Lifers" or offenders with long sentences within the PEACE group mentor offenders in the 3rd and 4th phases of Step Down.
 - Eyeglasses are refurbished and returned to the Lions Club for national and international distribution.
 - Offenders experience the opportunity to give back to society.
 - Promotes self-esteem building, teamwork and cooperation.
 - Statistics for July and August 2008
 - ✓ 4,433 pair of glasses processed
 - ✓ 384 pair of glasses refurbished
- PEACE group
 - Increase staff support and opportunities for fund-raising activities.
 - Offenders giving back, and the community all benefit from the group's commitment to use fund-raising activities for scholarships for local students and to send children to camp.
 - PEACE group board meetings promote rule following through adherence to the group's bylaws, enhanced communication and problem-solving skills, and an investment in cooperation between themselves and staff members so the group can continue to operate.
- EDVITA
 - Research-based violence-reduction program utilized in educational settings targeted CBCC as a corrections pilot project at no cost to the department.
 - Anticipated implementation was Spring '08, but is pending due to funding issues.
- Non-Violent Communication Program
 - Series of 1-hour orientations on this communication process scheduled for September '08.

- Couples workshop scheduled for November '08 to strengthen relationships with significant others, reduce violence and impact recidivism.
- Parenting workshop yet to be scheduled to teach parents how to use this communication process to enhance children's self esteem and to teach their children refusal skills around drugs, gang activity and other criminal activity.
- Dialogue Group (in process of being developed)
 - Provides offenders with a forum to discuss a variety of topics related to pro-social behavior and violence reduction, loosely based on David Bohm's dialogue process.
 - Through discussion, offenders gain insight into past behavior and to identify new behaviors and thought processes for the future.
 - For offenders who have met their "need to belong" through gang affiliation, provide an alternative to meet that need.

Offenders are being introduced to a range of violence-reduction programs rather than just one program so they receive the message that CBCC is promoting a cultural change. One way to measure success is to expect violent infractions to decline. Another way to measure success is to notice the content of conversations with and between offenders, and to note the increase in the number of offenders who are engaged in making CBCC a safer environment by their eagerness to discuss new ideas and by the suggestions they submit to the violence reduction coordinator. The violence-reduction strategies have not been in place long enough to measure the impact on the number of violent infractions, but there is definitely a segment of offenders, who have influence, who are submitting excellent ideas to reduce violence and gang activity.

12. *Implement the Step Down Program*

The Step-Down program is a 12-month program with five phases, which began on 09/21/06.

A Multidisciplinary Team, i.e. mental health, case management, Intelligence and Investigations and custody staff assess offenders for:

- Number of serious infractions and/or violent acts
- Number of Intensive Management Unit placements
- Security Threat Group Affiliation
- Willingness to participate
- Physical, mental and emotional capabilities to accomplish behavior change

To be placed in the Step Down Program, offenders must commit to:

- Complete the individualized learning requirements
- Personal change and self-improvement while in prison and in the community

- Addressing offense patterns
- Improving coping skills

The pace of Step Down is oriented towards giving offenders the time to develop social skills to successfully live in general population and promote through the custody levels, using three primary factors:

1. Social knowledge
2. Self Awareness
3. Self control

In each of the growth areas offenders are given instruction, tasks and reflective time to develop Physically, Emotionally, Mentally, Socially, and Spiritually as they progress through the following phases:

- Phase 1 – in the Intensive Management Unit, limited to small group introduction (4 to 6 offenders) for up to 90 days.
- Phase 2 – Transition to a segregated unit to develop the Step Down foundation. Offenders participate in structured core classes, and receive individual counseling to develop social skills as well as personal management skills.
- Phase 3 – Increased participation in life skill building activities, therapeutic small groups and individual counseling in less restrictive settings. There is a greater focus on self-control, constructive communication, conflict resolution and improving relationships with others.
- Phase 4 – Exposure to the general population for the purpose of practicing newly-acquired skills in the normal prison environment. Offenders are expected to work, recreate, and attend other programs and meals outside the Step Down living unit. Individual counseling work continues.
- Phase 5 – Staff evaluates and monitors progress in general population and/or after release into the community.

Referrals are accepted from the Intensive Management Unit at CBCC as well as from other facilities throughout the state. Twelve offenders in IMUs at CBCC, WSP, SCCC, and WCC are awaiting screening.

13. *Establish a segregation/residential unit separate from general population and the IMU, to transition offenders into the general population and a lower custody level.*

Clallam Bay Correction Center has designated D Unit for Step Down and other transition programs. The programs include Parallel Community Orientation for newly-arrived offenders, phases 2, 3 and 4 of the Step Down program and

Maximum Expiration offenders released from IMU to receive transition programming prior to release to the community.

14. *Provide front-end assessments, integrated programming, transition planning and follow-up sessions for offenders not ready to deal with a general population unit.*

- Chain review: a lieutenant reviews all incoming offenders prior to arrival and meets with a team to identify those who will need to be segregated from general population
- Classification Counselor prepares behavior assessment and screening packets
- Multidisciplinary Team reviews:
 - Offender's risk assessment
 - Offense cycle
 - Criminal history
 - Infraction behavior
 - IMU placements
 - Mental health testing
- Counselor conducts initial Interview with offender to discuss options available to him.
- Weekly sessions conducted with offender, mental health staff and classification to assess growth in:
 - Social knowledge
 - Self awareness
 - Self control

15. *Target intervention such as cognitive skills, life skills, education, case management, employment, therapy and behavior expectations to address the offenders related risk factors during residential assignment and while programming in the Transition Unit.*

- Classification Counselor prepares a facility plan based on offender's needs and meets with the Facility Risk Management Team to address recommendations.
- Programs and classes are targeted to address deficiencies in life skills, cognitive/behavioral development, pro-social skills, and educational, vocational, and parenting/family skill deficiencies.
- Weekly team meetings held to monitor offenders' progress. Interventions are implemented to address behavior and adjustment, or other needs.

16. *Implement programming in a method that utilizes therapeutic techniques that are known to be successful.*

- The following classes and experiences challenge thought processes, make the link between changing thoughts and changing behaviors, encourage

reflection and the development of insight, and provide the opportunity to develop new life, personal management and violence reduction skills:

- Individual Psychotherapy
 - Advanced Living Skills
 - Self Repair
 - Stress Anger Management
 - Moral Reconciliation Therapy
 - Inside Out Dads
 - Meditation
 - Commitment to Change
 - ABE Education
 - Relapse Education Program
 - Job Hunter/Getting It Right
- Instructional techniques include lectures, videos, integration of material through facilitated discussion and homework assignments, and opportunities to demonstrate and apply the skills.
17. *Assign staff to the required self-contained unit to provide timely and targeted services and interventions.*

Multidisciplinary Team:

Jeri Newman, Corrections Specialist 4
Bert Jackson , Psychiatric Associate 2, Mental Health.
Steve Blakeman, Corrections Unit Supervisor, IMU
Cheryl Cheney, Corrections Specialist 3,
Violence Reduction and Family Reunification
Tammee Heckathorn, Step Down Classification Counselor
Laura Paul, Administrative Assistant 3

These team members work either exclusively, primarily, or as consultants in the self-contained D unit.

18. *Allow for offenders in the Step Down Program to participate in the food Service program.*

Currently, phase 4 offenders are approved to work in the Food Services Program (facility kitchen) at Clallam Bay. We are in the process of developing a Food Services Program in D unit that includes education on nutrition, meal planning and food preparation. Offenders will learn both cognitive and practical skills that will enhance their own physical and mental health, and will be applied in the unit kitchen. These skills will also transfer to job skills upon release to the community

19. *Hire one additional sergeant, one recreational therapist and one cook at each site for the isolated recreation and food service programs and one psychologist associate for mental health evaluations.*

- Correctional Sergeant position was filled on 07/01/08
- Recreation Specialist 3 position was filled April, 2008.
- Cook AC was filled 5/25/07, but stayed assigned to the main kitchen. The position became temporarily vacant on 1/15/08 due to an L&I injury. The person hired permanently vacated the post and the recruitment process has begun.
- Psychology Associate 2 was filled on 8/28/07 to provide mental health evaluations and individual psychotherapy.

20. *Develop a research/evidence-based approach to correctional management that provides a methodology of a "standardized clinical model" and identifies risk and targeted interventions for the highest risk offenders close to release.*

- A multidisciplinary team assesses risk and targets interventions
- A Corrections Counselor develops a facility plan/transition plan that identifies offense cycle, evaluates past behavior including convictions, probation violations, infraction history and IMU placements and incorporates results of mental health testing
- Identifies appropriate interventions based on needs assessment to include:
 - Offender change groups
 - Psychotherapy with the possibility of medication
 - Education
 - Vocation training
 - Facility employment
 - Family conferencing/reunification

21. *Implement a pilot program at CBCC (with expansion of the program to other close custody units within the Department) that demonstrates a reduction to prison rates, segregation placements, fights, rapes, security threat group activity and new crimes.*

The Re-Entry/Violence Reduction Program targets offenders releasing to the community in the next 12 months. The goal is for this pilot to expand to provide services to approximately 100 offenders per year.

The Re-Entry program begins preparing the offender for successful adjustment to prison life from the time he's transferred to CBCC, and continues until the offender is released and re-enters the community. Depending on the offender's targeted needs, adjustment, offense cycle and STG affiliation, he will participate in a combination of the following groups, classes or activities:

Chain Review

- All offenders scheduled for transfer to CBCC are reviewed by a lieutenant prior to arrival for:
 - Violent crimes (including sex crimes) that may pose a threat to the offender or to others
 - Infraction history
 - STG affiliation
- Team meeting is held to discuss and decide which offenders should be segregated from general population for assessment

Parallel Community Orientation

- 30 hours per week, mandatory attendance
- Weekly group for offenders transferring to CBCC to orient them to the routines, procedures and culture.
 - CBCC Culture
 - Cognitive Skills Overview
 - Program Readiness
 - Interventions
 - ✓ Intake classification with intervention mapping
- Initial intervention to reduce violence by:
 - Teaches the rule/expectations in the facility and reinforces the pro-social behavior of rule following.
 - Provides overview of programs and classes allowing offender to participate in his own intervention strategies.

Step Down

- Four programming phases running concurrently and continuously, plus the transition Phase 5
 - Phase 1: in IMU preparing for Step Down
 - Phase 2: Transition to separate Step Down unit
 - Phase 3: Residential halfway
 - Phase 4: Controlled exposure to general population
 - Phase 5: In general population at CBCC or transferred to a different facility.
- Mandatory programming
 - 2 book groups, *Man's Search for Meaning*, and *As a Man Thinketh*.
 - Advanced Living Skills
 - Stress/Anger Management
 - Self Repair
 - MRT
 - Meditation
 - Education
 - One-on-one sessions with mental health

- Elective programming
 - Inside Out Dads

- Strategy to reduce violence:
 - Interventions with offenders who have cycled in and out of IMU
 - Requires commitment to cease violent behaviors through verbal and written agreements and demonstrated behavioral changes.
 - Engages offenders in mandatory cognitive/behavioral change groups
 - Isolates offenders from previous problems experienced in general population.
 - Offenders interact in small groups to encourage group support, opportunities to give and receive support, and to replace the sense of belonging previously experienced in gangs.

- Statistical information
 - 17 Currently enrolled
 - 23 Graduated
 - 13 Terminated from program for violations
 - 7 Released to community prior to completion
 - ✓ Of the 7 released to the community prior to completion of the program, 6 have either re-offended or have community violations
 - 60 Total enrolled in program
 - 33 Achieved custody promotions
 - 13 Custody demotions
 - ✓ Terminated and demoted to IMU

The Step Down does not require offenders to renounce gang affiliation in order to be accepted into the program. However, no gang-related activity is tolerated during participation in Step Down. By or during phase 4, all participants have self-reported that they have voluntarily renounced their gang affiliations. A possible implication is that an effective strategy when targeting gang members is to provide them with an alternative opportunity to form bonds with others and meet the need to belong, and to provide them with information, structured learning opportunities and discussion periods so they can make different kinds of decisions.

Interviews with participants support that it is important to place them in a segregated unit where there are no longer operating from the survival mode. This gives them the opportunity to integrate new information, reflect on previous behavior and develop insight. Also, they consistently report that mental health services have made a significant difference in their abilities to make different decisions.

Re-Entry

- Quarterly enrollment of 20 offenders with 12 months or less left to serve.
- Mandatory 15 hours weekly in the following programs:
 - Life Skills
 - Commitment to Change
 - Stress/Anger Management
 - Chemical Dependency Education
 - Countdown to Freedom
 - Job Hunter (no facilitator from Employment Security as of 8/08 due to hiring freeze).
- Elective classes
 - Inside Out Dads
 - Getting It Right
- Strategies to reduce violence:
 - All classes promote goal setting and decision-making skills
 - Helps offenders identify community resources
 - Encourages offenders with up to one year left on sentence to think about and develop a release plan
 - Intervenes in criminal thinking patterns to encourage different behavior in the community
 - Offenders develop discipline by attending class, participating and completing required homework
- Statistical Information
 - 23 graduates
 - 11 currently enrolled
 - 11 terminated
 - 3 released to the community prior to completion
 - 48 total enrollment
 - 8 promotions to minimum eligibility or work release eligibility
 - 4 demotions to IMU

Maximum-Expiration Date Offenders

- On-going open-entry group
- Transition from IMU to unit separate from general population
- Programming
 - Commitment to Change
 - One-on-one psychotherapy
 - Family reunification/family conferencing activities as needed
 - Release planning with counselor

Intensive Management Unit

- MRT
- GED

- Stress/Anger Management
- Meditation

Family Reunification

- 1:1 meetings with offenders to assess family issues
- Help offenders learn ways to make their children's needs a priority
- Identify and rectify deficiencies in parenting skills
- Teach offender the value of a father's love and acceptance for his children
- Provide assistance, when appropriate, to work with the children's caregiver to strengthen the parental bonds

Family Friendly

- Family-centered activities that require programming and infraction-free behavior on the part of the offender.
 - Family video program
 - Music video program
 - Father and child day
 - Read-to-me Daddy video

Offender Change Groups—General Population

- Stress/Anger Management – quarterly
- Job Hunter – contracted for 12 groups per year
- Getting it Right - contracted for 6 times annually
- MRT - ongoing
- Inside Out Dads - quarterly
- Spanish Parenting – semi-annually
- Relapse Education – quarterly

Education

- Enrollment quarterly
- Basic Skills/GED
 - 3 offenders in IMU received GEDs
 - 137 offenders in general population received GEDs from 7/1/07 – 6/30/08.
- English as a Second Language classes
- Parenting classes
- Vocational courses

22. Hire one Corrections Specialist 4 for the pilot program at CBCC.

Clallam Bay Corrections Center has hired Jeri Newman on 07/01/07. This position is responsible for offender violence reduction and intervention programs, which includes Intensive Management Unit Step-Down, Parallel Community Orientation, Re-Entry and Transition programs.

23. *Hire one Psychology Associate for the pilot program at CBCC.*

Clallam Bay Corrections Center hired a Psychology Associate 2 on 10/16/07. The person in this position provides individual psychotherapy, facilitates small groups with mental health programming needs and administers psychological testing to better inform the needs assessment and intervention strategy process.

24. *Hire one Administrative Assistant 3 for the pilot program at CBCC.*

Clallam Bay Corrections Center hired an Administrative Assistant 3 on 10/29/07. The person in this position is responsible for statistical gathering, input data into RPM and data entry for Dr. Lovell.

Mental Health

54. *Develop a continuum of mental health services to preserve and consolidate offender achievements.*

- The following services are provided to Re-Entry/Violence Reduction programs in Step Down, Maximum-Expiration and general population with specific targeted and measurable treatment goals:
 - Individual and group therapy
 - Medication referral and monitoring
 - Suicide Prevention
 - Violence Reduction
 - 30 and 90 day mental health reviews of the maximum custody population in the IMU
 - Psychological Testing for purposes of:
 - ✓ Diagnosis and treatment planning
 - ✓ Risk Assessment
 - ✓ Interventions
- Services provided to each program are:
 - Re-Entry: Step Down
 - ✓ 12 weeks of one-on-one and group therapy services and classes in IMU, including psychological testing
 - ✓ 36 weeks of one-on-one and group therapy services and classes in segregated unit to support psychological and cognitive changes
 - Re-Entry: General Population
 - ✓ Treatment goals are identified by both offender and mental health staff during the course of treatment for a population 12-18 months prior to release
 - ✓ One-on-one services provided to offenders who self-referred or who referred by staff

- ✓ Group therapy services provided by the mental health staff include 10 weeks of the following:
 - Countdown to Freedom
 - Stress/Anger Management
 - Individual mental health services are also available.
- Re-Entry: Maximum-Expiration Date Offenders
 - ✓ Individual mental health services are available for this offender population (generally 90 days prior to release).

55. Provide services for transition between each phase of prison or supervision, and ensure continued maintenance of gains at the crucial point of reentry into the community.

- Mental health services (individual/group therapy, medication referral and monitoring) are provided to all Re-Entry-Step Down offenders throughout their program and upon completion. Services continue when offenders are transitioned to general population at CBCC. When offenders are transferred to another facility, contact is made with mental health staff in the subsequent facility to staff the cases and ensure continuity of services. This practice also applies to offenders who are transferred to work release and those who release to the community prior to completing the program.
- Mental health staff, in collaboration with classification staff, will ensure the appropriate contact with program graduates and respective mental health/classification staff at each point of transition, including the community, to measure the offender's continued progress using:
 - Electronic e-mail communication
 - Teleconference with staff and offender whenever possible
 - On-site contact based upon current staffing models.
 - All such contacts will be documented to ensure continuity with subsequent staff
- All other Re-Entry offenders will be afforded the opportunities for mental health services to ensure successful transition between the point of entry and community placement. This process will be coordinated with the classification staff, based upon offender need and existing mental health services.
- GAU/SSI (1290) Mental Health Assessments, if appropriate, may be provided by the mental health staff prior to the offender's release to the community. This process of assessment and eligibility is based on the existence of significant mental health issues and/or physical disabilities, which meet the appropriate criteria.

56. *Treat the remaining 5,300 offenders under a model with short-term therapy intervention (6-month program) primarily using group therapy. The therapy consists of targeted "criminogenic" attitudes and pro-social behaviors.*

- Mental health services are provided to this population within the delivery model of group therapy, based upon existing clinical staffing models.
- This includes transitional planning between all phases of prison or supervision.
- Individual therapy is also be available, based upon referral status, need/risk status, and current clinical staffing levels.

62. *Offenders identified as having a mental health deficit, but not categorized as an SMIO are not promoted into a minimum custody facility due to resource restrictions. These offenders remain at major facilities and are provided treatment in a crisis.*

- Mental health services are provided to these offenders upon self-referral or appropriate medical and/or custody staff.
- The initial point of referral will be individual therapy (assessment and offender need).
- Determination of the significance of presenting crisis with respective mental health symptoms.

64. *Utilize all current psychiatrist resources to allow for offenders requiring limited drug treatment to promote to minimum resources.*

- CBCC is in the process of securing telemedicine psychiatric services to increase services since a psychiatrist is not on staff.
- Provide medication services for offenders by utilizing our appropriate licensed medical staff who manage care through:
 - Mental health intervention
 - Medication monitoring
 - Follow-up
 - Coordinate with appropriate staff at minimum facilities, including both mental health and classification staff. Include reminder that psychiatric consultation, when deemed necessary and/or critical, is provided by both MCC and MICC.

APPENDIX B

Violence Reduction

I. Gang Violence

- a. Approach based on 2 main premises
 1. I've spent time making myself visible and building trust by listening and taking care of issues that may seem small to staff, but are significant to the prison population.
 - i. Need to show I'm trustworthy in order to get the population to work with me.
 - ii. Took care of issues to demonstrate I'm willing to walk the walk.
 2. Recognize that gangs are disenfranchised groups and historically, suppression makes them stronger.
 - i. Have sent the message that I want to work "with" them to reduce violence, rather than develop a program from the outside that can be seen as something we're doing "to" them.
- b. Currently, groups of gang members are working on proposals for:
 1. Mentoring program between lifers or offenders w/lengthy sentences and men with new convictions.
 - i. Includes:
 - a. more offender participation in teaching PCO segments.
 - b. How to avoid problems and do time in a constructive way.
 - c. Encouragement to participate in education, programming.
 - d. Weekly facilitated discussion groups.
 2. Prisoners Against Gang Affiliation (PAGA)
 - i. similar to the group listed above, but on a smaller scale for men who have already chosen to leave the gangs, but need support to remain strong in that decision. This plan heavily emphasizes education and includes a tutoring component.
 3. 'N' Step program to work within the gang structure to transform the values into constructive changes.
 - i. Developed by a gang member who is published.
 - ii. Emphasizes transforming values and is not designed to to leave gang affiliation.

II. Meditation

- a. Offered in IMU, Stepdown and workshops
 1. Impacts gang violence because a significant number of Stepdown participants and individuals who are in IMU have gang affiliations.

III. Clallam Bay Improvement Team

- a. Solicited violence-reduction ideas from staff and offenders for approx. 2 months, and continue to solicit ideas.
- b. Team is comprised of 6 staff and 6 offenders who evaluate ideas, conduct research and determine if and how they can be implemented.
 1. Teaches communication, problem solving and cooperation.
 2. Address both long-term and short-term issues so there are ongoing successes.
- c. Notice the positive impact by the conversations I'm having with offenders as I'm walking around the facility. I used to hear a disgruntled tone, but now hear a level of excitement.

IV. Compassionate Communication (Non-violent communication) workshops.

- a. Approx. 150 men participated in 1-hour introductory sessions.
- b. Workshops are being scheduled for Couples, Parents, and for the men, themselves.



STATE OF WASHINGTON
DEPARTMENT OF CORRECTIONS

VIOLENCE REDUCTION ACTION PLAN

FACILITY: CLALLAM BAY CORRECTIONS CENTER	DATE: 7/30/08
PROCESS OWNER(S): Ron Fraker, Associate Superintendent Operations Jeri Newman, CS4 Re-entry Coordinator Cheryl Cheney, CS3 Violence Reduction Coordinator	

Item #	ACTION	ASSIGNED TO	ASSIGNED COMPLETION DATE	COMPLETION DATE
1.	Parallel Community Orientation Education <ul style="list-style-type: none"> a. Basic skills b. GED preparation and testing c. English as a second language d. Parenting e. Vocational courses <ul style="list-style-type: none"> 1. Human relations 2. Vocational writing 3. Math for the Trades 4. Building systems technology 5. Information technology 6. Bookkeeping (Fall '08) 7. Correspondence education 	Jeri Newman Brian Walsh	Ongoing Ongoing	Ongoing Ongoing
3.	Jobs <ul style="list-style-type: none"> a. Clerk b. Law library clerk c. Library clerk d. Food service e. Barber f. Custodian 	Julie Smith	Ongoing	Ongoing

Item #	ACTION	ASSIGNED TO	ASSIGNED COMPLETION DATE	COMPLETION DATE
	Laundry Recreation assistant Tool crib attendant Photographer Correctional Industries Maintenance 1. Carpenter 2. Electrician 3. Welder 4. Plumber 5. Groundskeeper 6. Stock clerk 7. Millwright 8. Custodian 9. Painter 10. Maintenance helper			
45	Offender change intervention a. Stress/anger management b. Job hunter c. Getting it right d. MRT e. Inside out dads f. Spanish parenting g. Relapse education	Jeri Newman	Ongoing	Ongoing
5.	Re-entry a. Life skills b. Commitment to change. c. Stress/anger management d. Countdown to freedom e. Chemical dependency education f. Job hunter g. Inside out dads (elective) i. Getting it right (elective)	Jeri Newman	Ongoing	Ongoing
6.	Max-Ex Program a. Job hunter b. Countdown to freedom	Jeri Newman		

Item #	ACTION	ASSIGNED TO	ASSIGNED COMPLETION DATE	COMPLETION DATE
7.	<ul style="list-style-type: none"> c. Mental health counseling Step Down <ul style="list-style-type: none"> a. Book discussions <ul style="list-style-type: none"> 1. "As a Man Thinketh" 2. "Man's Search for Meaning" b. 1:1 mental health appointments c. Self repair d. Advanced living skills e. Stress/anger management. f. Mental health counseling g. MRT h. GED i. Inside out dads j. Meditation 	Jeri Newman	Ongoing	Ongoing
8.	<ul style="list-style-type: none"> IMU/IMS programming <ul style="list-style-type: none"> a. MRT b. Meditation c. GED d. Bible study 	Steve Blakeman	Ongoing	Ongoing
9.	<ul style="list-style-type: none"> Cultural groups and events <ul style="list-style-type: none"> a. Black history/Juneteenth celebration b. Asian New Year celebration c. Hispanic independence celebration d. PowWow 	CICP (Position Vacant)	Ongoing	Ongoing
10.	<ul style="list-style-type: none"> PEACE group <ul style="list-style-type: none"> a. Eyeglass project b. Scholarship program 	Ted Schmidt Burt Mullin	Ongoing Ongoing	Ongoing Ongoing
11.	<ul style="list-style-type: none"> Family Friendly <ul style="list-style-type: none"> a. Music video program b. Family videos c. Marriage encounter d. Family crafts-visit room e. Father and child day event f. Read-to-me Daddy g. Gas card program h. Back-to-school backpack program 	CICP (Position Vacant)	Ongoing	Ongoing

Item #	ACTION	ASSIGNED TO	ASSIGNED COMPLETION DATE	COMPLETION DATE
12.	Family Reunification a. 1:1 interventions for family reunification b. Family conferencing	Cheryl Cheney	Ongoing	Ongoing
13.	Clallam Bay Improvement Team a. Solicit violence reduction ideas from staff/offenders b. Team of staff/offenders evaluate ideas for potential implementation	Cheryl Cheney	Ongoing	Ongoing
14.	Recreation programs a. Open gym b. Open yard c. Athletic leagues d. Holiday contests e. Hobby crafts f. Music program g. Weight deck Future Programs a. Music lessons b. Facility wide Olympics c. Game club. d. Yoga class e. Fitness class	Tim Droz	Ongoing	Ongoing
15.	Religious programs a. Christmas program b. Kairos c. Eid feast d. Pagan event e. Asatru event f. Passover event g. Change of seasons events f. Religious worship/observation	Doug Duncan	Ongoing	Ongoing
16.	Violence moratorium week	Cheryl Cheney	5/1/09	Open
17.	Non-violent communication events	Cheryl Cheney	6/4/09	Open
18.	Vipassana retreats	Cheryl Cheney	6/30/09	Open
19.	General population violence-reduction classes	Cheryl Cheney	3/30/09	Open
20.	Quarterly meeting between Superintendent and unit tier representatives	Julie Smith	Ongoing	Ongoing
21.	Weekly In-coming chain review	Carroll Riddle	Ongoing	Ongoing

Item #	ACTION	ASSIGNED TO	ASSIGNED COMPLETION DATE	COMPLETION DATE
22.	Weekly administrative segregation meeting	Steve Blakeman	Ongoing	Ongoing
23.	Weekly intelligence meeting	Candice Palmer	Ongoing	Ongoing
24.	Food representative meetings	Amber Miller/Jody Ivey	Ongoing	Ongoing
25.	Store a. Store purchases b. Store representative meetings	Dean McCoy	Ongoing	Ongoing
26.	Staff suggestion box	Mike Holthe	Ongoing	Ongoing

Step Down Program

Clallam Bay Corrections Center

Current Participants as of June 25, 2008

I. Current Groups

1. Group 6 – Phase 4
 - Five participants
 - Scheduled to graduate 8/30/08
2. Group 7 & 8 – Phase 4 (promoted 6/24/08)
 - Five participants
(Down to 3:
Agtuca in IMU 6/23/08 for intimidating staff; sent to SCCC;
Graham in IMU, but not for behavioral problems)
 - Scheduled to graduate 9/14/08
3. Group 9 – Phase 2
 - Seven participants
 - Scheduled to graduate 1/14/09
4. Group 10 – Phase 1 (Phase 1 completed in IMU)
 - Five participants
 - Will graduate to phase 2 and move to “D” unit 9/12/08
5. Group 11
 - Four participants identified; 2 additional participants in the screening process.
 - Start date to be determined

II. Programming

1. Phase 1 – in IMU—Preparation for Step Down
 - 2-hr. group x 8 wks. with Mental Health staff
Including discussion about the books, *As a Man Thinketh* and *Man's Search for Meaning*.
 - 1.5 hrs. education weekly
2. Phase 2 – Transition to Step Down in “D” unit
 - Mental health component
 - Self Repair Class
1.5 – 2 hr. weekly x 8 weeks
 - Advanced Living Skills
1.5 – 2 hrs. weekly x 12 weeks
 - Stress Anger Management
1.5 – 2 hrs. weekly x 6 weeks
 - 1:1 weekly ½ - 1 hr.

APPENDIX C

- Education
2 hrs. per week (5:50 p.m. – 6:50 p.m. T, TH)
 - Recreation
1 hr. x 4 evenings weekly (M, T, TH, F, 7-8 p.m.) TAC gym.
 - Library
1 hr. weekly, Monday 6 – 7 p.m.
3. Phase 3 – Residential halfway
- Mental health component
 - Advanced Living Skills
1.5 – 2 hrs. weekly x 4 weeks , followed by
Stress/Anger Management in the same timeframe for 6
weeks.
 - 1:1 weekly ½ - 1 hr.
 - MRT
Halfway into phase 3, begin MRT
2 hr. per week x 6 weeks (W, 2-4 p.m.)
 - Inside Out Dads
9-11 a.m. T, TH, x 6 weeks
 - Education
3 hrs. per week (5:50-6:50 p.m. M, W, F)
 - Recreation
1 hr. 4 evenings weekly, (M, T, TH, F, 8-9 p.m) TAC gym.
1.5 hrs. 2 x weekly (T, F), outside yard.
 - Library
1 hr. weekly,
4. Phase 4 – Parallel Community (exposure to general population)
- MRT
Complete class started in phase 3.
2 hr. per week x 6 weeks (W, 2-4 p.m.)
 - Education
3 hrs. per week (5:50 – 6:50 p.m., M, W, F)
 - Recreation
Those who have no separatee issues walk mainline for
recreation.

- Library
1 hour per week

5. Phase 5 –General population

Progress in general population, work or other programs monitored.

Step Down Statistics Clallam Bay Corrections Center

Groups completed: 6
Participants in 6 groups: 32

Released to community: 6
Terminated: 11
INS detainer 1
Walking mainline: 14

Community releases:

2 w/new convictions
(both of these released to community during phase 3,
so did not complete program due to ERD.)
2 received violations for failing to report.
2 have no violations or new charges.

Walking mainline:

3 SCCC
4 MICC
1 Larch
1 AHCC
1 CCCC
1 CRCC
1 CBCC-MSD
1 MCC
1 WCC – in transit

Infractions after transferring from CBCC:

1 tattoo/paraphernalia
1 unauthorized tool
1 refusing to leave
1 fighting; refusing cell assignment
(this offender indicated placement at SCCC would be a problem, and he
was infraacted for fighting soon after his arrival. He has now been
transferred to AHCC)

One offender who was terminated from Step Down later came to the unit as a max ex case (Flores). We conducted a family conferencing circle with him and his family. He's doing well in the community—no violations, reporting as directed and entering treatment for anger management.

Step Down Weekly Schedule – Phase 3

Clallam Bay Corrections Center

	Monday	Tuesday	Wednesday	Thursday	Friday
8:00					
:30					
9:00		Inside Out Dads		Inside Out Dads	
:30		Inside Out Dads		Inside Out Dads	
10:00		Inside Out Dads		Inside Out Dads	
:30		For 6 of 12 weeks		For 6 of 12 weeks	
11:00					
:30					
12:00					
:30					
1:00	Meditation class				
:30	voluntary			Advanced living skills/SAM	
	6 wks.			Advanced living skills/SAM	
2:00		1:1 w/mental health		Advanced living skills/SAM	
:30		1:1 w/mental health	MRT	Advanced living skills/SAM	
3:00			MRT	Advanced Living Skills/SAM	
:30			MRT 6 of 12 wks.		
4:00	Lockdown for count	Lockdown for count	Lockdown for count	Lockdown for count	Lockdown for count
:30	Lockdown for count	Lockdown for count	Lockdown for count	Lockdown for count	Lockdown for count
5:00					
:30	Dinner	Dinner	Dinner	Dinner	Dinner
6:00	Education	Education	Education	Education	Education
:30	Education	Library	Education	Education	Education
8:00	TAC gym	TAC gym		TAC gym	TAC gym
:30	TAC gym	TAC gym		TAC gym	TAC gym

Step Down Weekly Schedule – Phase 2

Clallam Bay Corrections Center

	Monday	Tuesday	Wednesday	Thursday	Friday
8:00					
:30					
9:00					
:30					
10:00					
:30					
11:00	Lunch	Lunch	Lunch	Lunch	Lunch
:30					
12:00					
:30					
1:00			Self Repair x 8 wks.	Advanced living skills	
:30			Self Repair	Advanced living skills	
2:00			Self Repair	Advanced living skills	
:30			Self Repair	Advanced Living Skills	
3:00	1:1 Mental Health				
:30	1:1 Mental Health				
4:00	Lockdown for Count	Lockdown for Count	Lockdown for Count	Lockdown for Count	Lockdown for Count
:30	Lockdown for Count	Lockdown for Count	Lockdown for Count	Lockdown for Count	Lockdown for Count
5:00					
:30	Dinner	Dinner	Dinner	Dinner	Dinner
6:00		Education			
:30	Library	Education		Education	
7:00	TAC gym	TAC gym		TAC gym	TAC gym
:30	TAC gym	TAC gym		TAC gym	TAC gym