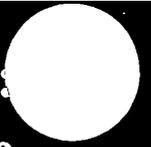**Research and program evaluation in Illinois:
Studies on drug abuse and violent crime**

An Evaluation of the Illinois Department of Corrections' Gang-Free Environment Program

April 1999

Prepared by
Center for Legal Studies
University of Illinois at Springfield

Evaluation funded by
Illinois Criminal Justice
Information Authority

George H. Ryan, Governor
Peter B. Bensinger, Chairman

176909

**ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY**

176909

An Evaluation of the Illinois Department of Corrections'
Gang-Free Environment Program

Prepared for the
Illinois Criminal Justice Information Authority

By

Laura Gransky, M.S., Co-principal Investigator
Ernest L. Cowles, Ph.D., Co-principal Investigator

With Assistance from

Marisa Patterson, M.A.
Barry Bass, M.A.
Beverly D. Rivera, Ph.D.

Center for Legal Studies
University of Illinois at Springfield

March 1999

Acronyms

CLES: Center for Legal Studies

HCU: Health Care Unit

ICM: Intensive Case Management

IDOC: Illinois Department of Corrections

IDP: Individual Development Plan

IDR: Inmate Disciplinary Report

JCC: Jacksonville Correctional Center

LCC: Lincoln Correctional Center

NIC: National Institute of Corrections

OTS: Offender Tracking System

PSCS: Prison Social Climate Survey

R & C: Reception and Classification Center

RCC: Robinson Correctional Center

TCC: Taylorville Correctional Center

EXECUTIVE SUMMARY

The issues and conflicts surrounding the different worlds of prison inmates and their keepers have been the focus of research attention and practical consideration since the prison emerged as a dominate sanction for serious criminal offenses in the early 1800s. In the past three decades, forces shaping these issues and conflicts increasingly have transformed from those rooted in criminal subcultures to those whose foundations are built upon racial and ethnic identities. The formal embodiment of these identities (i.e., prison gangs) have become an increasingly difficult management problem for correctional administrators. In addition to perpetuating criminal activity, gang members threaten and intimidate other inmates and often challenge correctional administrators for control over prisons. Correctional administrators have responded with various management strategies developed with the hope that the gangs' growth and control within prisons could be curtailed.

Illinois Prison Gangs—Problems and Response

Historically, Illinois has reported one of the highest concentrations of prison gang members across the nation. Recent statistics released by the Illinois Department of Corrections (IDOC) indicate at least 55% of its 35,000 adult correctional inmates are gang affiliated. Among those inmates in maximum-security prisons, the proportion is even higher—75% (Wilkerson, 1996). In response to the influx of gang members, the IDOC has experimented with a number of gang management strategies. In the 1970s, the IDOC attempted to house gang members in separate facilities. However, because of limited resources in its high security institutions, that practice was abandoned. Subsequently, when the courts rejected the IDOC's segregated housing of gang

members, the department began rotating gang leaders through the system when a disturbance or serious threat to security occurred. In the Illinois General Assembly's 1995-1996 legislative session, a series of hearings were held, which focused on drugs, prison violence and safety, gangs, and other prison management issues. Stemming from the recommendations derived from those hearings, the IDOC developed a six-part proposal to improve security and stem the flow of drugs into state prisons. Included within the proposal was a decision to implement a minimum-security, gang-free prison.[1] Based upon this decision, the IDOC established the state's first experimental gang-free prison at the Taylorville Correctional Center (TCC) in December 1996. Unlike other states where members of rival gangs are housed together, Illinois' approach is unique in that only inmates identified as non-gang members are housed at the TCC. It is believed Illinois is the first state correctional system to separate inmates who are not involved with gangs from those who are involved, and as a result, the effort stands to be of considerable interest to both the correctional practitioner and research communities.

To provide an opportunity to study the implementation of this strategy at the TCC, the Illinois Criminal Justice Information Authority (ICJIA) issued a request for concept papers proposing a brief 5-month evaluation of the environment. The purpose of the research was to document the development, implementation, and operation of the gang-free prison. The Center for Legal Studies (CLES) at the University of Illinois at Springfield responded to the solicitation and was asked to submit a full proposal. The

---

[1] Other initiatives included: 1) the conversion of the Pontiac Correctional Center into a statewide segregation facility on permanent lockdown; 2) the elimination of family picnics at maximum-security prisons; 3) the establishment of a panel of national corrections experts to offer further recommendations for improvements; 4) the installation of high-tech drug detection systems; and, 5) random drug tests for all employees who have contact with inmates.

proposal was accepted, and on June 17, 1998 a contract was awarded to the CLES to conduct the evaluation. As the study's duration was short, the evaluation design developed was limited in scope and followed a process evaluation focus. As such, primary emphasis was placed on documenting the underlying assumptions that guided the development of the gang-free environment and assessing the implementation process.

Methodology

Three approaches were used to obtain a portrait of the gang-free environment created through the TCC initiative: 1) an in-depth study of the TCC environment; 2) a comparison of three minimum-security prisons in downstate Illinois [Jacksonville Correctional Center (JCC), Lincoln Correctional Center (LCC), and Robinson Correctional Center (RCC)][2] to the TCC regarding inmate and staff characteristics and inmate and staff perceptions of the prison environment; and 3) the collection of IDOC central office staff opinions and system-level data. To that end, seven data sources were used: staff interviews; inmate and staff surveys; inmate focus groups; site observation; IDOC Offender Tracking System (OTS) data; TCC operational indicators (i.e., disciplinary ticket, good time revocation, and grievance information); and document review.

Because this was an exploratory study, the goal was to have approximately 10% of each institution's staff and inmate populations complete the surveys. However, it should be emphasized that even if this goal was achieved, the samples would not be

---

[2] The JCC, the LCC, and the RCC were chosen by the CLES as the comparison sites for two reasons: 1) those three prisons initially transferred inmates identified as gang-free to the TCC, and 2) those three prisons and the TCC are similar within the minimum-security level, in respect to adult placement criteria.

sufficient to identify statistically significant differences. To illustrate, in order to obtain a confidence level of 90% and a level of sampling error of .05, it would have been necessary to survey approximately 20% of each institution's inmate and 44% of each institution's staff populations. Rather, for reasons of practicality (e.g., time, budgetary constraints, etc.), it was decided to limit the survey to an adequate number of staff and inmates to determine whether apparent differences existed in responses to the questions between the TCC staff/inmates and staff/inmates at the three comparison sits. If such differences were found, it would indicate that additional investigation is warranted, with sufficient resources allocated to obtain the appropriate sample sizes. In a related vein, because this was a short-term exploratory study, it was believed surveying the number of staff and inmates necessary would cause an excessive burden on each respective institution.

Because the sample sizes are not at the necessary levels to produce statistically rigorous findings, the interpretation of these analyses should be viewed with caution. However, it is believed the preliminary findings presented are valid indicators of the perceptions held by staff and inmates at each of the four institutions.

Planning, Purpose, and Implementation of the Gang-free Environment

Institutional Selection

Four minimum-security prisons within the IDOC were initially approached about becoming an experimental "gang-free" facility. Two of the institutions were not in favor of being the trial site, while various administrative staff at the other two sites expressed some interest. The TCC ultimately was selected for three primary reasons: 1) the proximity of the TCC to the IDOC central office in Springfield (approximately 35 miles);

2) the warden's interest in bringing the gang-free concept to the TCC (during the interviews he was described as being "passionate," "very much involved," "on the cutting edge," and as having "lobbied hard" for the change, making it a primary goal); and, 3) the uniqueness and relative newness of the TCC [even before becoming gang-free, the TCC restricted colors, clothes, movement, and some types of property, and due to its relative newness, its institutional identity (or personality) was malleable].[3]

Mission and Goals

Once selected as the gang-free site, the administration staff of the TCC proceeded to develop a mission statement to reflect this identity and guide future institutional operations. This mission statement contained three key elements relevant to the gang-free conceptualization: 1) to establish a "gang free environment," 2) to provide "safe, secure, and humane living and working conditions (for inmates and staff)," and 3) to "assist these offenders in making lifestyle changes." During the planning stages of this new prison environment, a three-point control program was established. It was believed that if these three controls were achieved and maintained, the institution would successfully attain its mission.

1. Control the internal sources of gang power by eliminating gang members, gang structures, and gang activity.

2. Control the external sources of gang power by controlling contraband commodities and associated behaviors.

3. Control gang affiliation by effecting changes in the individual inmate's decision making process.

---

[3] One sign of unity displayed by members of a particular gang is to wear the same color or type of clothing. For example, the L.A. Kings hockey team caps are popular with the Latin Kings gang because "Kings" appears on the cap. Additionally, red and black are synonymous with the Vice Lords.

When TCC staff were asked to identify the goals of the gang-free facility, 44 goals, which reflected four general operational themes, were identified. The most commonly mentioned theme was the creation of an environment where non-gang-affiliated inmates could do their time without gang pressures and/or influence—"an island for neutrons[4]." Occasionally, staff responded that this environment was most needed by the young or weak inmate, a protective custody prison of sorts. Also commonly mentioned was the creation of an environment where programming could be offered to assist inmates in making a lifestyle change. Included within this theme was entry into drug and alcohol treatment, offering classes in anger management, and affecting recidivism. The remaining two themes each were identified by three interviewees. They included keeping inmates out of gangs and the creation of an experimental program.

Initial Inmate Selection

Inmates initially sent to the TCC were to 1) have no gang affiliations, memberships, or associations (as uncovered by IDOC staff); and, 2) meet minimum-security prison requirements.[5] Initially it was determined that inmates would be selected from the TCC, the JCC, the LCC, and the RCC inmate populations and that each non-gang-free institution would have a monthly "quota" to fill.[6]

---

[4] The term neutrons refers to non-gang-affiliated inmates.
[5] Criteria include: 1) be at "A" or "B" grade status (inmates are classified as being in "A," "B," or "C" grade, with those in A grade being afforded the greatest privileges); 2) be at a minimum-security classification; 3) be within 8 years of mandatory supervised release; 4) be of a low or moderate escape risk; and, 5) have no history of escaping during the past 5 years.
[6] Data were unavailable regarding the level of each facility's quota.

Subsequent to an extensive inmate review to determine gang affiliation that occurred at the IDOC central office, staff at each of the four facilities were responsible for reviewing the inmate's master file, checking the OTS, and interviewing the inmate to ensure he was not gang affiliated. During these interviews, the inmate was checked for tattoos and his personal property was searched to further help in the identification of individuals with gang affiliations.

Transfer to the TCC initially was mandatory for all inmates deemed eligible. As would be expected, however, some inmates did not want to be transferred. Because of the quota, however, inmates had to be transferred. One comparison site staff interviewee remarked that the attempt to fill the TCC was "agonizing" for staff working at the comparison institutions. When they did not have enough volunteers, they forced inmates to go. Unfortunately, involuntary participation did not always work. Another interviewee noted ". . . for every six inmates we sent, they (TCC) sent two of them back to us." He/she stated it was a very frustrating experience because even when they sent an inmate who they believed was not gang affiliated, the inmate would be returned to the institution if he acted gang-affiliated at the TCC. Staff would then be "scolded for sending gang guys over."

Transition Weekend

The transition weekend occurred December 6–8, 1996, less than 4 months after the department's decision to implement such an environment. During this weekend, 657 inmates were received at the TCC, while 552 were transferred from the TCC to one of the three comparison sites. A review of documentation kept by the TCC regarding this weekend transition revealed only minor problems. Immediately following the

transition weekend, a number of inmates were transferred out of the TCC, often because it was determined they were gang-affiliated. During the first 2 weeks of program operation, 17 inmates were transferred to other IDOC facilities.

When those interviewed were prompted to recall that transition weekend, all noted that the weekend went as well as or better than expected. For example, one administrative staff person expressed that the conversion was "one of the best laid plans I've been involved with." This sentiment was echoed by staff from each of the four institutions and at all levels within the TCC.

Program Staff and Inmates

Staff Training

During the planning stages of the gang-free environment, it was realized that additional staff training would be necessary. Because of the experimental nature of this program, stress among staff was common. Without the gangs, staff were unsure what to expect regarding inmate behavior and interaction. As such, it was believed that *all* staff could benefit from additional training regarding the operation of this new, tightly controlled environment. Subsequently, a three-phase in-house training program for TCC staff was initiated.

In reviewing the training received, the majority of TCC staff indicated they received the type of training necessary to perform their work well, that training has helped them effectively work with inmates, and that the facility's administrative staff support the training program. However, 40% of the staff revealed that the IDOC training program neither prepares them to deal with situations that arise on the job nor improves

their job skills.[7] Training areas identified by staff members as needed included: communication, such as verbal judo and human relations skills; information regarding the philosophy of the TCC, including the awareness of other job/institutional assignments and the purpose/goals associated with Lifestyle Redirection; and, information concerning disturbance control and the use of force. Although only mentioned by one respondent, the need for training in the area of first aid was thought unique to the TCC, given the increase of elderly and/or inmates with medical conditions (e.g., high blood pressure, heart disease), as indicated below.

Changes in the Inmate Population

Staff interviews, OTS data, and TCC documentation revealed that the post-transition population differed from the previous population housed at the TCC. From these data it was revealed that the inmates housed at the TCC after the conversion were generally older; had more medical conditions and mental health problems; and, were more articulate, but complained more about small issues. The concentration of Caucasians, sex offenders, and inmates wanting to enter into programming also increased considerably. Further, it was reported that the gang-free inmates were quieter and respectful, had more money to spend in the commissary, and were better behaved.

Profiles of inmates at the three comparison sites during the same time intervals revealed these inmates are more likely to be non-Caucasian and single than their TCC counterparts. Similarly, the comparison group's average age is approximately 31 years old, while the average age of TCC inmates is approximately 35 years old. Similar to

---

[7] Of comparison site staff, 52% indicated that IDOC training *has not* improved their job skills; 45% agreed with the statement that IDOC training *does not* prepare them to deal with situations that arise on the job.

their gang-free counterparts, the single largest category of comparison group inmates is incarcerated as a result of a conviction for a person offense. However, the percentage of inmates (approximately 10%) who are sex offenders is much lower than at the TCC (approximately 20%). More than one-half previously were incarcerated in the IDOC, while TCC inmates are more likely to be first-time offenders. The comparison group's average total sentence is approximately one year longer than their TCC counterparts, while few differences were observed with respect to their time left to serve.

A New Selection Process

Given the problems associated with the comparison sites' difficulty in meeting quotas and the various disparities in the inmate population that were created at the TCC, a new three-tiered inmate selection process was enacted in May 1997. Transfer to the TCC became purely voluntary and TCC staff began reviewing inmates at two IDOC adult reception and classification centers (i.e., Joliet R & C and Graham R & C) for facility eligibility as their primary selection method. This new selection process involved an initial screening by R & C personnel, and by TCC staff who routinely journey to these two IDOC R & Cs to conduct an intense selection process to identify appropriate non-gang inmates as they enter IDOC custody. This process appears to have impacted particular characteristics of the current TCC population, particularly with regard to age, race, and instant offense.

Program Operation

Program operation was considered on three dimensions: 1) a review of operational indicators; 2) a review of programmatic changes; and 3) a review of the results from the inmate surveys and focus groups, and staff surveys and interviews.

Operational Indicators

Data involving three TCC operational indicators were obtained including the number of inmate disciplinary reports (IDRs) filed, the number of inmate grievances reviewed, and the amount of good time revoked (in terms of days revoked and grade reductions) for a period prior to and after the conversion.[8] In summary, the total number of IDRs written has declined since the TCC became gang-free. Although an increase was observed in several of the months following the conversion, at no time since December 1996 has the number of IDRs written returned to its previous levels. Similarly, the number of TCC inmate grievances reviewed has decreased since the facility became gang-free. Finally, with respect to good time revocations, the number of days revoked and grade reductions also have dropped since the TCC converted to a gang-free facility.

Programmatic Changes

In terms of programming, the greatest change observed at the TCC was the introduction of Lifestyle Redirection. Operational since August 1998, Lifestyle Redirection is a program designed to provide inmates with insights and opportunities for self-improvement that can be incorporated into everyday living. Although only one inmate cohort has completed the program, overall it appears the inmates have found the program helpful. The inmates indicated they are taking information from the program and applying it to their everyday lives. Other programmatic changes included, for example, an increase in the number of drug treatment slots and the reinstitution of an evening tutoring program.

---

[8] Although comparisons with the JCC, the LCC, and the RCC might have proved insightful, such data are not automated, and given the short duration of this study, thought not to be a current priority.

Inmate Perceptions

A survey was completed by 356 inmates at the TCC and three comparison institutions, which asked questions regarding their sense of personal safety, security, well being, health, and services utilization.[9] The researchers selected questions from the inmate survey for analysis that appeared most relevant for measuring how the inmates perceived their environment. Advanced analytic techniques (e.g., all analyses but two employed binary logit analysis models) permitted sets of independent variables to be examined for their effect on dependent variable groups reflecting the four domain prison environment concern areas. In summary, extensive analyses (detailed in the full report) indicated:

- Security and safety issues held by inmates did not differ between gang-free and non-gang-free prisons other than in the identification of gang members. Other variables were more important in identifying inmate feelings of safety and security.

- Privacy in the housing units differed only by race. Caucasians were more likely than non-Caucasians to respond that there was very little or no privacy in their housing units. How noisy it was during their sleeping hours differed not only by race but by facility as well. Both the inmates at the comparison sites and Caucasians at all four prisons responded that their housing units were very or extremely noisy during sleeping hours. Fewer late night activities allowed at the TCC may explain the difference between it and the comparison facilities. Finally, Caucasians and younger inmates felt it was difficult to have visitors because of the rules and regulations, and that the rules, in general, were enforced too strictly.

- Differences by prison were not found to be significant in any of the personal well being questions.

- Inmate participation in services and programs did not differ by facility; only age was important in predicting participation.

TCC inmate focus groups also were held as a means of identifying perspectives on the differences in the institutional environment created by the gang-free initiative.

---

[9] Representation rates included: the TCC–7%; the JCC–10%; the LCC–8%; and, the RCC–9%.

During these meetings, differences in perceptions held by inmates were revealed, primarily based on the means by which they were transferred to the TCC. Overall, those inmates who were sent directly from the R & Cs were much more positive about the gang-free environment than were those who had been at the TCC before the conversion and those who had transferred to the TCC. Many inmates were upset because they felt misled regarding the number and extent of the programs that would be available at the TCC after its conversion to a gang-free facility. However, there was widespread consensus that the TCC was a safe facility. Some specifically attributed their feelings of safety to the removal of gangs, while others attributed it to the fact that most inmates were about to be released and, therefore, did not cause trouble for fear it would jeopardize their release date. If inmate safety was one of the main goals of the gang-free environment, then in general, it appears that the program is achieving that goal.

<u>Staff Perceptions of the Prison Environment</u>

A survey also was completed by 112 staff at the TCC and comparison sites.[10] Results revealed that the TCC staff exhibited a generally positive response to the conversion to a gang-free environment. Any initial apprehension seems to have largely dissipated. In comparison, many other IDOC staff continue to express negative opinions about the TCC, resulting from a lack of understanding and awareness about what the TCC has achieved. Of the TCC staff interviewed, most reported that their jobs are easier to perform since the conversion because the post-conversion inmates create

---

[10] Representation rates included: the TCC–9%; the JCC–7%; the LCC–9%; and, the RCC–10%.

fewer problems and therefore are easier to manage. It appears the Health Care Unit staff were affected most by the change in the inmate population.

A number of significant differences were revealed in a comparison of staff's perceptions of the prison environment. For example, despite interview statements to the contrary, the number of IDRs written at the comparison prisons reportedly increased after the conversion, while TCC's number decreased. Also significant was the finding that the TCC staff reported the prison environment as much safer for non-gang members than did their counterparts. In addition, the TCC staff expressed feeling more positive about the jobs they perform than did the staff at the comparison sites. A statement echoed by many TCC staff was "this is a great place to work."

Summary Thoughts and Recommendations

This evaluation has revealed that the TCC successfully implemented a program that parallels its institutional mission. The key facets of the TCC are a gang-free environment that provides a safe, secure, and humane living and working condition where inmates can make lifestyle changes. To varying degrees, efforts to this end have been successful. For example, most believe the TCC is free of gang pressures, and the inmate selection process is relatively successful. Furthermore, staff believe the TCC environment now is safer for both inmates and staff, and preliminary positive results have been accomplished with Lifestyle Redirection.

The greatest limitation faced by the TCC was the time constraint applied to the implementation of the gang-free environment. As noted by one TCC employee, "we were under extreme pressure to get it all done in such a short time." However, it is understandable that given the negative pressures placed on the IDOC at that time, the

department believed it was necessary to immediately react to the concerns of the state government, mass media, and citizenry.

Due to the immediacy of implementing this program, a number of issues surfaced with the new inmate population and could not be dealt with expediently. This led to poor inmate attitudes and negative feelings toward their new environment. This was compounded by many inmates being misinformed or not informed about what to expect upon transferring to the TCC. For example, many inmates in educational programs at their original institutions believed the same opportunities existed at the TCC. In the cases where this was untrue, inmates and TCC staff frustrations surfaced. Due to the mandate regarding the identification of non-gang affiliated inmates placed on the comparison institutions within the time constraints, proper transitional planning was not feasible. Other obstacles that were difficult to address, again because of the time limitations, included a departmental mentality resistant to change and a general weariness of attempting a new anti-gang prison strategy. The evaluation team believes that those staff involved in the gang-free transition should be commended for their hard work in ensuring that few unanticipated problems arose during the transition.

During staff interviews it was revealed that there currently are two changes being considered regarding the TCC gang-free environment. The first of these changes is the development of a "flag droppers" program. Briefly described, this program would be a place where inmates who wanted to drop their gang affiliations could go. Also eligible would be inmates who have a past history, but no current involvement with gangs. There, they would be protected from retaliation from others in their gang, and they

would receive the programming necessary to remain "gang-free" upon their return to the community.

While a number of cautionary statements regarding the development of such a program are offered below, it is first necessary to clarify why these statements are presented. The research team understands that the proposed concept for the flag droppers program is to build a separate, self-contained, medium-security unit on the existing TCC grounds. Additionally, it is proposed that there would be no interaction between the minimum-security unit gang-free inmates and the medium-security flag droppers, and that this new unit would have appropriate staffing levels to ensure the integrity of security and programs. However, because the flag droppers program is still in the planning stages, a number of design changes could occur. As such, the research team believed it necessary to highlight some of the potential problems that could occur if any of the above-mentioned core program features are altered.

- **The IDOC should ensure appropriate commitment of *time and resources* to the development of this type of program.** While the TCC has the experienced staff, a general desire to serve a new group of inmates, and the success of the gang-free environment to bolster its attempt at implementing a successful flag droppers program, experience with the gang-free initiative reinforces the value of good planning and a reasonable implementation schedule.

- **A flag droppers program at the TCC could endanger the ability of the institution to maintain its gang-free environment.** The possibility of inmate contamination is two-fold. First, minimum-security inmates eligible for the TCC may be at risk due to exposure to the flag dropper inmates because of the logistical problems involved in preventing all contact between these two distinct groups of inmates. Second, contamination could occur if an inmate infiltrates the flag dropper program, with the intention of keeping others from leaving their gang.

- **A flag droppers program at the TCC could prevent the TCC from providing safe, secure, and humane living and working conditions.** Staff resources are currently strained at the TCC. Numerous TCC staff mentioned there are not enough security or program staff to maintain the safety of neither inmates nor staff. The

evaluation team recommends that such concerns be adequately addressed before any further flag droppers program discussion occurs.'

- **Without proper support and buy-in from both inmates and staff, the ability of the TCC to provide safe and secure conditions could be jeopardized.** It appears that inmates and certain staff are resistant and skeptical about the feasibility of such a program. The evaluation team recommends that prior to implementation of a flag droppers program, an outcome evaluation of the gang-free environment be conducted and the results disseminated throughout the correctional community to garner their cooperation. Additionally, opinions and recommendations regarding such a program should be solicited from staff of all levels at all prisons.

- **The evaluation team recommends that the gang-free steering committee be reconvened before a flag droppers program is implemented.** This group was a major factor in the successful transition to the TCC gang-free environment, and their experience and vast expertise would be particularly beneficial.

The second proposed change involves the Lifestyle Redirection program. Similar to the flag droppers program, the evaluation team recommends an examination of the following issues before undertaking an expansion of Lifestyle Redirection. While the expansion of programs that initially produce positive results is common in criminal justice, often times it is premature.

- **The expansion of Lifestyle Redirection may negatively affect the environment's ability to assist inmates in making lifestyle changes.** Lifestyle Redirection has only graduated one cohort. As mentioned previously, caution must be exercised in making any generalized references regarding the utility of such a program. While preliminary indications suggest that inmates are reacting positively to the program, it must be ascertained whether inmates incorporate lessons learned upon their return to the community.

- **Turnover of Lifestyle Redirection staff may result in differing program outcomes among inmate cohorts.** Continuity of staff seems very important in this type of specialized program. Union policy for IDOC staff allows for bumping privileges, which could displace program counselors.

- **A growing program waiting list will pressure Lifestyle Redirection staff to expand their services.** It is recommended that staff exercise patience and provide themselves with the time necessary to grow at their own pace. As intensive case management (ICM) has only recently been implemented, it is not known the amount of time that will be needed to provide such individualized services.

○ **It is likely that the program will experience conflict, as the result of mandating participation by inmates whom otherwise would not elect to be involved.** Consideration should be given to possibly removing noncompliant inmates from the TCC. Perhaps the environment would improve if only non-gang affiliated inmates who were truly intent on affecting lifestyle changes were housed at the TCC.

Acknowledgements

The evaluation team would like to thank the following people for assistance they provided during the course of the project.

Taylorville Correctional Center

Many staff and inmates at the TCC provided the evaluation team with valuable information, without which the study would not have been completed. In particular, we would like to highlight the efforts of Warden Anthony Scillia, Business Administrator Gary Merker, and Lifestyle Redirection Counselor Kenny Brown.

Comparison Sites

Again, numerous staff and inmates provided the evaluation team with information necessary to complete this project. The evaluation team would be remiss not to mention the efforts of a number of staff who assisted staff in setting up interview and survey administration efforts:

- Jeff Hamilton, Lincoln Correctional Center
- Warden Stephen McEvers, Jacksonville Correctional Center
- Kevin Harms, Jacksonville Correctional Center
- Assistant Warden Michael Carter, Robinson Correctional Center

IDOC Central Office

Steve Karr, IDOC Research Supervisor, served as our Departmental liaison. His cooperation was appreciated.

Center for Legal Studies

A number of CLES employees aided the evaluation team. First, Sherri Meyers accompanied the evaluation team during interviews, survey administration, and focus group meetings. Her patience and hard work are commended. Second, Katie Johnson, Jeana' Thacker-Herin, and Ruth Dober each assisted the evaluation team during survey administration; Jouyeon Yi assisted in data entry. Third, Cheryl Ecklund assisted in preparing the final report.

Table of Contents

List of Tables

List of Figures

CHAPTER I. INTRODUCTION

In December 1996, the Illinois Department of Corrections (IDOC) established the

state's first experimental gang-free prison at the Taylorville Correctional Center (TCC).

This initiative was part of a six-part proposal that resulted from a series of legislative

hearings held during spring 1996 in which gang influence within the IDOC was

discussed.[1] IDOC officials anticipated that these six efforts would help improve security

and stem the flow of drugs into the state prison system, which reportedly houses over

15,000 gang members.[2]

Unlike other states where members of rival gangs are housed together

(e.g., Connecticut and New Jersey), Illinois' approach is unique in that only inmates

identified as non-gang members are housed at the TCC. It is believed Illinois is the first

state correctional system to separate inmates who are not involved with gangs from

those who are involved. The IDOC proposed that through the development of an

environment free of gang tensions and rivalries, inmates would take advantage of

programs directed toward their personal development and growth, thus encouraging

their rehabilitation.

In spring 1998, the Illinois Criminal Justice Information Authority (ICJIA) issued a

request for concept papers proposing a brief 5-month evaluation of the environment

---

[1] Other initiatives included: 1) the conversion of the Pontiac Correctional Center into a statewide
segregation facility on permanent lockdown; 2) the elimination of family picnics at maximum-security
prisons; 3) the establishment of a panel of national corrections experts to offer further recommendations
for improvements; 4) the installation of high-tech drug detection systems; and, 5) random drug tests for all
employees who have contact with inmates.
[2] It has been estimated by the IDOC that at least 55% of their prison inmates are gang members; at the
maximum-security facilities, this percentage increases to between 75% and 80% (Wilkerson, 1996).
Gang affiliation is determined by the presence of tattoos, the use of gang signs, and information received
from other prison inmates.

created at the TCC by virtue of becoming gang-free. The Center for Legal Studies (CLES) at the University of Illinois at Springfield responded to the solicitation and was asked to submit a full proposal. That proposal was accepted, and on June 17, 1998 a contract was awarded to the CLES to conduct the evaluation. As the study's duration was short, the evaluation design developed was limited in scope and followed a process evaluation focus. As such, primary emphasis was placed on documenting the underlying assumptions that guided the development of the gang-free environment and assessing the implementation process. A preliminary assessment of the environment created through the gang-free initiative also was *initiated* and a brief discussion of possible areas of consideration to assess the program's impact was developed.

This report is divided into five chapters. Following this chapter, chapter 2 reviews the literature regarding the presence, problems, and handling of gangs in correctional institutions. Chapter 3 presents the study's methodology and the major sources of information used. An in-depth review of the gang-free environment is included in chapter 4. This discussion is divided into three sub-sections: 1) an overview of the planning, purpose, and implementation of the gang-free environment; 2) a review of TCC staff and inmate characteristics; and 3) an assessment of program operations. Chapter 5 includes summary thoughts and recommendations. A brief sketch for a proposed outcome evaluation is included in Appendix A.

CHAPTER II. LITERATURE REVIEW

Prison gangs have long been a difficult management problem for correctional

administrators.[3] In addition to perpetuating criminal activity, gang members threaten

and intimidate other inmates and often challenge correctional administrators for control

over prisons. Although the first prison gang is believed to have appeared at the

Washington Penitentiary—Walla Walla in 1950, limited research on this issue was

conducted prior to the mid-1980s. At that time, prison gangs began receiving national

attention due to the problems (e.g., gang-related murders, assaults, and disruptions)

they were creating within many correctional systems. In response, various

management strategies were developed in hope that the gangs' growth and control

within prisons could be curtailed.

Extent of Prison Gangs

A 1985 study by Camp and Camp provided the research community with its first.

glance at prison gangs.[4] Results of their nationwide study revealed that two-thirds of

all states, plus the federal system, indicated the presence of gangs in their institutions.

Of these 33 agencies with prison gang members, administrators in 29 jurisdictions were

able and willing to identify the gangs by name and offer an estimation of prison gang

membership. These administrators identified a total of 114 gangs, with a membership

of 12,634 individuals. As shown in Table 2.1, two states, Illinois and Pennsylvania,

reported the highest number of prison gangs and a correspondingly high number of

---

[3] The terms "prison gangs" and "gangs in prison" are used interchangeably as the issue of importation
versus indigenous formation of prison gangs is beyond the scope of this project.
[4] In 1981, Caltabiano completed a national survey regarding the extent of prison gangs. Results from this
unpublished report indicated that of the 45 state prisons that responded, 24 gangs were identified as
operating in one or more facilities (Camp & Camp, 1985).

prison gang members. When considered as a percentage of the total prison population, administrators in Illinois and Pennsylvania, in addition to California, Arizona, Missouri, and Utah, each reported that over 5% of their prison inmates were gang members.[5] In total, although these prison gangs accounted for only 3% of the U.S. prison population, they were responsible for 50% of all prison management problems (Camp & Camp, 1985).

Table 2.1: States with Highest Percentage of Prison Gang Members – 1985

STATE	NUMBER OF PRISON GANGS IDENTIFIED	TOTAL PRISON POPULATION (TPP)	TOTAL PRISON GANG MEMEBERS	% of TPP THAT ARE GANG MEMBERS
Illinois	14	15,437	5,300	34.3%
Pennsylvania	15	11,798	2,400	20.3%
Utah	5	1,328	90	6.8%
Missouri	2	8,212	550	6.7%
Arizona	3	6,889	413	6.0%
California	6	38,075	2,050	5.4%

Knox (1994) completed a more recent study in 1991, which he replicated the following year nearly doubling the number of survey respondents from 184 to 325. Unlike Camp and Camp's survey in which an individual state/system was the focus of data collection (i.e., only one response per state), the unit of analysis in the Knox surveys was the individual prison warden. Thus, the validity problem of over-aggregation faced by Camp and Camp was less of a concern. A more accurate representation of gang involvement can be obtained by asking several same-state, facility-level administrators the extent of gang involvement in their institutions, than by

---

[5] Other states reported less than 5% of their respective prison populations were comprised of gang members.

asking one system-level administrator to describe all state institutions, especially in states with numerous correctional facilities.

Based on the survey results, Knox (1992) reported that approximately 10% of the U.S. male, state inmate population were gang members, an increase of 7% when compared to Camp and Camp's estimation of 3%, 7 years earlier. Based on this figure and total inmate counts reported, it was estimated there are 17,256 gang members in state prisons. When respondents were asked how long gangs have been in their institutions, 71% indicated that gangs had existed in their facility for under 5 years, 18% stated between 5 and 10 years, and 11% reported gangs had been in their facility for over 10 years, clearly accounting for much of the growth over time.

Thus, it appears the presence of gangs in U.S. prisons is growing and, as noted by Fong, Vogel, and Buentello (1996) "not only have prison gangs not vanished, they have grown to become the most dangerous crime syndicates in America. The economic reality of organized crime dictates that prison gangs are here to stay" (p. 72). This trend, coupled with the variety and escalation of problems caused by prison gang members (discussed below), and the common belief among survey respondents (74.8%) that gang members tend to have higher recidivism rates, is cause for concern for correctional administrators (Knox, 1994).

Prison Gang Problems

During the past 2 decades, prison gangs have grown to be responsible for moderate-to-high levels of criminal activity and inmate unrest within correctional institutions. Dubbed as the "'90s inmates," today's prison gang members recruit from the general prison population, fight members of rival gangs, and seek to control

"everything from laundry facilities to a prison's contraband trade" (Slacum-Greene, 1996: A1). They often are young, unpredictable, violent offenders who, because of their offense and related sentence, stand to be incarcerated for many years (Slacum-Greene, 1996).

Although the degree to which gangs cause problems for correctional administrators varies greatly, one of the most common problems cited is the introduction and distribution of drugs within the correctional environment. As stated by Camp and Camp (1985), "of the 31 agencies reporting, only two reported that their gangs were minimally involved in drug trafficking," all others reported higher levels of involvement (p. 52). From their data, Camp and Camp reported that gangs had little affect on institutional operation. Other researchers drew different conclusions. For example, Beaird (1986) reported that Texas almost lost control of its correctional institutions due to the rapid increase of gang members, as did Judson (1996) with respect to Connecticut during the early 1990s.

Along with the influx of prison gangs, disturbances with respect to staff-inmate and inmate-inmate relations have been quite frequent and have grown more serious in nature. According to the American Correctional Association (ACA), approximately one-fifth of the violence toward prison staff is directly related to "security threat groups" (i.e., prison gangs), and that in 1 of every 10 adult prisons, gang members are assaulting correctional staff (as cited in Knox, 1994). Approximately one-fourth of all wardens recently indicated that gang members have threatened staff (Knox, 1994).

The majority of inmate-inmate conflict occurs between gang and non-gang members. As non-gang members are the "prey" of gang members, this is not

surprising. Among inmates, extortion, prostitution, protection, and contract inmate murders have all increased since the emergence of prison gangs (Fong, 1990). For example, findings reported by Camp and Camp (1985) revealed a relatively low occurrence of such activity, including 88 confrontations between gang and non-gang members, 31 gang confrontations, and 20 gang-related inmate deaths nationwide. However, during the 2 years following Camp and Camp's data collection (i.e., 1983), 1,244 gang related assaults and 47 gang related homicides of inmates occurred in Texas prisons alone. Although several unique situational factors led to those disturbances in Texas, the frequency of inmate to inmate gang related violence across all jurisdictions has escalated. Recent data reveal that nationwide approximately two-fifths of all violence toward prisoners is gang-related (ACA, 1993).

Gang Control Strategies

Several empirical studies have suggested a number of possible techniques for the management of prison gangs. Unfortunately, as stated by Knox (1994), "in the absence of standards and written policies for dealing with gangs in the correctional environment, gang administration amounts to little more than a local judgment call" (p. 498). A review of prison administration literature identified five major categories of gang management techniques: moving inmates, housing options, using informants, documenting misconduct, and monitoring inmates.

Gang Management Techniques

- **Moving Inmates:** The movement of gang members is a popular strategy to control gang activity (Camp & Camp, 1985; Knox, 1994). Commonly referred to as "bus therapy" this involves, for example, the use of out-of-state and within-state transfers of gang members, thereby dissipating their control and influence within an institution.

- **Housing Options:** According to Fong et al. (1996), the implementation of one of the housing options—segregation—is the most widely used gang management strategy. This involves placing gang members in housing separate from the general population. Other common housing options include the use of custody upgrades (i.e., reclassifying gang members to a higher security level in order to house gang members in higher security prison units), and isolating gang leaders in special housing units. Connecticut currently houses rival gang members together in a maximum-security institution. The state hopes to sever the inmates' gang ties through programming aimed at the development of trust and friendship among inmates with different gang affiliations.

- **Using Informants:** As information is key to control, the use of informants is another commonly used strategy. Not only can these inmates identify potential gang members, they can warn the administration of upcoming gang disturbances. Both Knox (1994) and Camp and Camp (1985) identified this strategy as second most common among all techniques.

- **Documenting Misconduct:** By documenting various forms of misconduct, correctional administrators can affect the imprisonment of gang members. For example, as a result of gang-related disturbances, an inmate could lose good time and earned time credits, as well as not be allowed to have contact or furlough privileges. Additional disciplinary sanctions and criminal prosecution also could be enforced.

- **Monitoring Inmates:** The monitoring of prison gang members can come in various forms. These include, for example, urinalysis, telephone and mail monitoring, and the interception of communications.

Although this identification of popular gang management techniques is not exhaustive, it clearly shows that correctional administrators have attempted to better curtail gang involvement and disruptions within their institutions. Unfortunately, to date there has been no known research regarding the efficacy of these prison gang management strategies.

Illinois Prison Gangs—A Historical Overview

Because the majority of Illinois prison gangs are extensions of street gangs (i.e., importation), the state experiences a constant influx of gang members into its correctional system.[6] In 1989, then IDOC director Michael P. Lane estimated that between 80% and 90% of the inmates in Illinois prisons had some type of gang affiliation. While the National Institute of Corrections (NIC) reported 2 years later that the proportion was between 30% and 40%, Illinois still had the highest proportion of prison gang members across the nation. More recent statistics released by the IDOC indicate this percentage is at least 55%, and perhaps closer to 75% in maximum-security institutions (Wilkerson, 1996).

Violence at the hands of gang members in Illinois prisons has made newspaper headlines across the state. For example, in 1987, a top administrator of a maximum-security facility institution was stabbed and bludgeoned to death in his cell house office. Two gang chieftains later were identified and charged with his murder. According to Lane (1989), this was ". . . not the first time gang leaders had been implicated for calling a gang hit" (p. 99). Several years later, gang members who had previously warned the administration that it needed to "ease up" on gang operations assassinated a correctional officer at Stateville Correctional Center (Thomas, 1993).

In response to the infiltration of gang members, the department has experimented with a number of gang management strategies. In the 1970s, the IDOC attempted to house gang members in separate facilities. Because of limited resources

---

[6] Two exceptions to this are the Southern Illinois Association (SIA) and the Northsiders, which are not known Illinois street gangs.

in its high-security institutions, that practice was abandoned. Subsequently, when the courts rejected the IDOC's segregated housing of gang members, the department began rotating gang leaders through the system. As of 1991, that strategy was still in operation (NIC, 1991). However, the primary gang-management strategy employed is "walkin' and talkin'", a response strategy/method in which staff basically remain aware of what is going on within the prison by observing and conversing with inmates about the occurrence of gang activity. Transfers and rotation are employed only in response to a disturbance or serious threat to security.

In summary, prison gangs present complex and difficult management problems for correctional administrators. In Illinois, the sheer number of incarcerated gang members is compounded by the extensions these gangs have into the community. Because of these problems, it is not feasible for the state to follow what others have done and attempt to house all the gang members in one or more prisons. Rather, the IDOC was forced to re-think the issue and attempt other strategies. One such initiative, which is the focus of this evaluation, is a gang-free prison environment. It is believed this is the first prison of its kind in the nation and as a result, it is important to document how it was developed, implemented, and currently operates. Such information can be particularly useful for the refinement of the program or for others considering a similar effort.

CHAPTER III. METHODOLOGY

The primary emphasis of this evaluation was placed on documenting the underlying assumptions that guided the development of the TCC's gang-free environment and assessing the implementation process. A preliminary assessment of the environment resulting from the gang-free initiative also was initiated. This study followed a process evaluation design as its focus was on how a product or outcome is produced (i.e., the gang-free environment), rather than on assessing the product or outcome itself. Process evaluations permit decision-makers to understand the dynamics of program operations and decide whether a program is operating according to their expectations. As noted by Patton (1987), "process evaluations are particularly useful for revealing areas in which programs can be improved as well as highlighting those strengths of the program which should be preserved" (p. 24). Given that the gang-free environment is a new approach in incarcerating offenders, such an evaluation can be particularly beneficial.

Three approaches were used to obtain a portrait of the gang-free environment: 1) an in-depth study of the TCC environment; 2) a comparison of three minimum-security prisons in downstate Illinois [Jacksonville Correctional Center (JCC), Lincoln Correctional Center (LCC), and Robinson Correctional Center (RCC)] to the TCC regarding inmate and staff characteristics and inmate and staff perceptions of the prison environment; and 3) the collection of IDOC central office staff opinions and system-level data. To that end, seven data sources were used: staff interviews; inmate and staff surveys; inmate focus groups; site observation; IDOC Offender Tracking

System (OTS) data; TCC operational indicators (i.e., disciplinary ticket, good time revocation, and grievance information); and document review (see Table 3.1).

Table 3.1: Data Sources

TCC	JCC, LCC, and RCC	IDOC
In-depth Interviews • Administrative Staff • Security, Program, and Services Staff Surveys • Inmate and Staff Inmate Focus Groups Site Observations • Inmate selection process at the Joliet & Graham R & Cs • Lifestyle Redirection Phase II Operational Indicators • Disciplinary Ticket Data • Good Time Revocation Data • Grievance Data Document Review	In-depth Interviews • Administrative Staff Surveys • Inmate and Staff Document Review	In-depth Interviews • Steering Committee • Executive and Administrative Staff Document Review IDOC Offender Tracking System (OTS) Data

The JCC, the LCC, and the RCC were selected as comparison sites because they are the correctional centers from which non-gang affiliated inmates initially were transferred to the TCC. Furthermore, these three comparison sites are similar to the TCC with respect to adult placement criteria. To illustrate, in order to be sent to the JCC, the LCC, the RCC, or the TCC, the offender must be within 8 years of mandatory supervised release or statutory parole. Among the other four IDOC facilities classified as minimum-security (i.e., East Moline Correctional Center, Southwestern Correctional Center, Vandalia Correctional Center, and Vienna Correctional Center), the inmate must

be within 5 years of these dates. As such, the four sites under consideration in this project are among the more secure minimum-security institutions operated by the IDOC.

In-depth Interviews

In-depth personal interviews were conducted with staff at the TCC, the JCC, the LCC, the RCC, the IDOC central office, and those on the gang-free steering committee (see Table 3.2). A copy of the interview protocol is provided in Appendix B. In all, 44 interviews were conducted with 42 IDOC personnel and contractual staff.[7] The interviews were conducted in the individual's office or elsewhere on-site with the exception of one telephone interview. The interviews typically lasted from 1 to 2 hours depending on the interviewee's involvement in the planning and development stages of the gang-free initiative.

Prison Administrative Staff Interviews

At each of the four prisons, in-depth personal interviews were conducted with the prison administrative staff (i.e., the warden, assistant wardens, clinical services supervisor, and the chief of security).[8] These interviews focused on the planning, development, and purpose of the gang-free environment, and the impact of the environment on staff and inmates at all four institutions.

---

[7] Two individuals were interviewed for two purposes. One person was both a staff member at one of the prisons and a member of the steering committee. The other person was interviewed because of his/her role as a member of the steering committee and his/her job responsibilities at the IDOC central office.
[8] At one of the sites, the current assistant wardens were not interviewed because neither of them was at the institution at the time of the gang-free conversion (December 1996).

TCC Security, Program, and Services Staff Interviews

At the TCC, 15 additional interviews were conducted with security, program, and services staff. These interviews were held in place of staff focus groups because it was believed to be too troublesome for the institution to pull a dozen staff out of their differing shifts at one time to participate in a focus group. Seven of these TCC interviews were with security staff including one captain, one lieutenant, one sergeant, and four correctional officers. The correctional officers included two females and two officers from the night shift (11p.m.–7a.m.), to obtain a range of correctional staff's perspectives. The other eight TCC interviews were with staff from the following programs and services: business office (2), education (1), correctional counselor (1), leisure activities (1), Lifestyle Redirection (1), contractual drug treatment (1), and Health Care Unit (HCU; 1). To the extent possible, the interviewed staff randomly were selected. The only requirement for selection was that the staff member was a TCC employee at the time of the gang-free conversion and was available to be interviewed on one of the days the interview teams were at the institution.

Interviews with the line staff at the TCC were tailored to their job responsibilities. For example, they were not asked about inmate selection criteria or about the planning for the gang-free environment, once it was ascertained the interviewee had not been involved in that process. They were questioned about the training received regarding the conversion, expected and actual changes in program operation due to the conversion, staff and inmate opinions and responses to the gang-free facility initiative, and any impact the implementation of the initiative had on their work.

Gang-free Steering Committee Members and IDOC Central Office Staff Interviews

Several gang-free steering committee members and IDOC central office staff also were interviewed. The steering committee served as an oversight group comprised of individuals holding key positions within the IDOC. Included were, for example, representatives from mental health, support services, the transfer coordinator's office, research and planning, and security staff. The charge of the committee was to identify security and program service areas impacted by the transition and offer recommendations for improving them.

Four committee members were interviewed because of the expertise they brought to the committee. Five central office staff also were interviewed because they oversaw the four institutions (i.e., executive staff), provided training for the TCC staff, or assisted with the conversion weekend.

Table 3.2: Interview Subjects

	PRISON ADMINISTRATION STAFF	SECURITY STAFF	OTHER STAFF	TOTAL # OF INTERVIEWS
TCC	5	7[1]	8[2]	20
JCC	5			5
LCC	3[3]		2[4]	5
RCC	5[5]			5
Steering Committee			4	4
Central Office Staff			5[6]	5
Total	18	7	19	44

[1] These seven TCC security staff interviews included one captain, one lieutenant, one sergeant, and four correctional officers. The correctional officers included two females and two officers from the night shift (11p.m.-7a.m.).
[2] These eight other TCC interviews included business staff (2), education staff (1), a correctional counselor (1), a leisure activities officer (1), Lifestyle Redirection staff (1), contractual drug treatment staff (1), and HCU staff (1).
[3] The LCC assistant wardens were not interviewed because they were not at the institution in December 1996.
[4] In place of the assistant wardens, a casework supervisor and a shift commander (as they were next in the respective chain of command) were interviewed at the LCC.
[5] Four of the five RCC administrative staff were interviewed as a group.
[6] The five IDOC central office staff interviewed included one executive staff, two administrative staff, and two training academy personnel. One of the administrative staff was questioned about her role on the steering committee, in addition to her central office responsibilities. The second administrative staff was interviewed because at the time of the gang-free conversion she was the warden at one of the other minimum-security prisons.

Surveys

The goal of the inmate and staff surveys was to ascertain whether the environment created at the TCC differed from similar institutions (i.e., the JCC, the LCC, and the RCC) on any essential dimensions related to institutional management and rehabilitation. The surveys were developed and administered to staff and inmates at each of the four minimum-security prisons (a total of more than 600 individuals). The questions included both multiple choice and free response answers. Respondents, for the most part, were asked to consider only their experiences at their current institution within the previous 6 months (see Appendix C for copies of the two surveys).

The Survey Instrument

The surveys were modified versions of the Federal Bureau of Prisons' Prison Social Climate Survey (PSCS). This instrument was selected because it mirrors, to a considerable degree, the dimensions that are relevant to the study of a gang-free prison environment: personal safety and security, quality of life, personal well being, and services and programs. Additionally, the PSCS is available in both inmate and staff formats. After speaking with Federal Bureau of Prisons' staff and reviewing the documentation they forwarded regarding the survey instruments, modifications were made to the PSCS to reflect both the IDOC prison system and the issues relevant to this evaluation. In addition, questions were removed from both versions of the PSCS in an attempt to shorten the survey, to lessen the time required to complete it, and to ensure relevance to the institutions studied. Further modifications were made to the inmate survey in terms of question structure and level of readability.

Inmate Survey Questions

The inmate survey opened with questions about the inmates' criminal background. The subject matter of these questions included adult time in prisons and jails, sentence length, and time in disciplinary segregation and protective custody. The survey was further divided into four sections: personal safety and security, quality of life, personal well being, and services and programs.

The safety and security section included questions about inmate and staff safety in both the housing units and working areas of the inmates' respective prisons. For example, the survey questioned inmates about their perceptions of the safety level in prison for both gang and non-gang members and the degree of gang influence on the use of both institutional programming and recreational facilities. The quality of inmate living and working conditions was addressed in the second section. The subject matter of these questions included perceived levels of crowding, privacy, and noise. The purpose of the third section, personal well being, was to ascertain the condition of inmates' physical health. Questions inquired about the frequency of ailments and feelings such as headaches, back pain, depression, and anger. The final section dealt with inmates' use of prison services and programs. In addition, inmates were asked to identify any programs for which they were placed on a waiting list and the approximate length of that wait. Finally, space was provided on the survey for inmates to add written comments on any of the topics covered in the survey.

Staff Survey Questions

The staff survey opened with questions about the respondent's background in the correctional field, specifically their length of service within the IDOC and their current

prison assignment. Staff were asked to further identify the frequency of their personal contact with inmates and the type of inmates (i.e., general population, protective custody, etc.) with whom they primarily interact. The survey was further divided into five sections: personal safety and security, work environment, quality of life, personal well being, and special interests.

Much like the inmate version, the staff survey included safety and security questions regarding inmate and staff safety in all areas within the prison. Examples of other questions include contact with inmates infected with communicable diseases and institutional emergency preparedness and response. The work environment questions addressed perceptions of quality of prison management, adequacy of staff training, degree of job satisfaction, and other similar issues. The quality of inmate living and working environments was addressed in the following section. These questions queried staff about their perceptions of changes in prison crowding and its effect on safety and staff interactions with inmates. The personal well being questions mirrored those on the inmate survey, but also included questions about tobacco and alcohol use and frequency of physical exercise. The special interest questions primarily ascertained what training (i.e., communication, cultural diversity, etc.) staff received and the degree to which they believed the training improved their ability to work with inmates. Finally, staff were invited to write any additional comments about prison environment issues.

Survey Administration

Because this was an exploratory study, the goal was to have approximately 10% of each institution's staff and inmate populations complete the surveys. However, the research team was aware that such a representation would not produce statistically

rigorous results. To illustrate, in order to obtain a confidence level of 90% and a level of sampling error of .05, it would have been necessary to survey approximately 215 inmates and 150 staff at each facility. This accounts for approximately 20% of each institution's inmate and 44% of each institution's staff populations.[9] Rather, for reasons of practicality (e.g., time, budgetary constraints, etc.), it was decided to limit the survey to an adequate number of staff and inmates to determine whether apparent differences existed in responses to the questions between TCC staff/inmates and staff/inmates at the three comparison sites. If such differences were found, it would indicate that additional investigation is warrant, with sufficient resources allocated to obtain the appropriate sample sizes. In a related vein, because this was a short-term exploratory study, it was believed surveying the number of staff and inmates necessary would cause an excessive burden on each respective institution.

Because the sample sizes are not at the necessary levels to produce statistically rigorous findings, the interpretation of these analyses should be viewed with caution. However, it is believed the preliminary findings presented are valid indicators of the perceptions held by staff and inmates at each of the four institutions.

The administration of the inmate and staff surveys will be discussed separately because they involved different processes. As stated above, the goal was to receive completed surveys from 10% of each institution's inmate and staff populations. Institutional staff selected the inmates at their facilities who would be offered the survey;

---

[9] The reason why such a greater percentage of the staff population is necessary to produce statistically rigorous results is due to the relatively small staff populations. According to Loether & McTavish (1974), " . . . what is crucial is *not* the relative proportion of the population represented by the sample. Rather, as the number of cases in the sample is increased, sampling error decreases without regarding to population size." (p. 51).

whereas, the evaluation team randomly selected the staff to whom surveys were given.[10] The actual administration of the surveys also differed. The inmate version was administered at each of the four institutions by the evaluation team. The staff version was placed in each staff member's workplace mailbox in a sealed envelope. These differences are discussed in greater detail below.

Inmate Survey Administration

As stated above, staff from each institution selected the inmates given the opportunity to complete the survey. Although the evaluation team expressed a desire to make this part of the evaluation as unobtrusive and uncomplicated as possible for the institutions, random selection of inmates was recommended; although this was not the case at two of the institutions. It is assumed that institutional staff made inmate selection as simple as possible while also attempting to obtain the sample size requested of them.

At the TCC, 150 inmates were randomly selected from the August 31, 1998 institutional population. Inmates were given slips instructing them to come to the room to be used for survey administration, although they were unaware of the reason for this request. On the day of the administration, the survey was explained to the inmates who had chosen to appear and they were asked to participate. Those inmates who were unwilling were allowed to leave without further involvement or penalty.

The JCC staff originally wanted to use inmates in one specific housing unit. When the first group of 40 inmates were brought to the location of the survey

---

[10] The research team deferred selection of the inmate samples to each institution. While this may have resulted in sampling bias, it was believed unavoidable in order to complete the survey within the timeframe designed without created undue disruption within each institution.

administration, less than one-fourth (8) of them volunteered upon having the project explained to them. At that point, it became apparent that it would be less complicated and time-consuming if correctional officers went to each of the housing units and asked for volunteers. A few of these volunteers still chose not to complete the survey once the evaluation team explained the project.

Survey administration at the LCC took place on 2 days with three groups of inmates. The first group consisted of inmates in a PreStart class.[11] Survey administration was done during the class' regular meeting time. There were 32 inmates in the class, and all were given the option to complete the survey. At the request of the LCC staff, those who were unwilling to answer the survey were required to stay in the classroom. Another PreStart class was used a few weeks later as the second group. There were 36 inmates in this class. The third group of inmates was randomly selected by institutional staff from an OTS printout of inmates housed at the LCC for the previous 2 months. The 40 inmates selected were given a call pass. Of the inmates that chose to show for the survey, 33 inmates (82.5%) volunteered to complete the survey.

Prior to the arrival of the evaluation team at the RCC, institutional staff randomly selected inmates from all of the housing units and asked those selected to volunteer, resulting in a list of 150 volunteers. Those inmates that remembered or chose to show up for the survey administration were invited to complete the instrument. Inmates choosing not to answer the survey were allowed to return to their housing units.

---

[11] PreStart is a pre-release ("parole school") orientation program.

Table 3.3 summarizes the number of inmates at each institution that completed the inmate survey. Among the four institutions the highest representation rate occurred at the JCC (10.2%), while the lowest was at the TCC (6.6%).

Table 3.3: Inmate Survey Administration

	TOTAL[1] # of INMATES at the FACILITY	# of INMATE SURVEYS COMPLETED	% of ALL INMATES COMPLETING SURVEY
TCC	1,076	71	6.6%
JCC	1,003	102	10.2%
LCC	982	80	8.1%
RCC	1,188	103	8.7%

[1] These totals are based on the September 30, 1998 institutional populations.

Staff Survey Administration

Each institution provided a list of all current institutional staff, including contractual staff. As the goal was to have completed surveys returned by 10% of the staff, 15% of the staff were sampled. Individuals who previously had been interviewed by the evaluation team were excluded. Further, to ensure representation of both security and non-security staff, the staff sample was stratified by job title. Because the survey focuses on personal contact with inmates and dimensions related to the institutional environment, each time a staff member with a personnel title reflecting low probability of inmate contact (e.g., accountant or office associate) was selected, another staff member was chosen as well.

The staff surveys were distributed to each institution in sealed envelopes and placed in the staff mailboxes. Cover letters explaining the purpose of the evaluation were enclosed. Respondents were asked to return the completed surveys to the researchers in an enclosed postage-paid envelope. In addition, each warden was

asked to address a letter to the staff preparing them for the receipt of the surveys and encouraging them to complete and return the surveys.

Table 3.4 summarizes the number of staff to whom surveys were sent at each of the institutions. Among the four institutions the highest representation rate occurred at the RCC (10.0%), while the lowest was at the JCC (7.3%).

Table 3.4: Staff Survey Administration[1]

	TOTAL # of STAFF	# of SECURITY STAFF SURVEYED	# of OTHER STAFF SURVEYED	TOTAL # of SURVEYS	# of SURVEYS RETURNED	STAFF SURVEY RESPONSE RATE	% of ALL STAFF COMPLETING SURVEY
TCC	347	31	27	58	32	55.2%	9.2%
JCC	316	28	22	50	23	46.0%	7.3%
LCC	334	30	27	57	31	54.4%	9.3%
RCC	359	31	31	62	36	58.1%	10.0%

[1] With the exception of the LCC, institutional staff informed the evaluation team of the number of staff surveys not distributed for reasons such as staff transfers and leaves of absence. In all, it is known that 11 surveys were not distributed: three at the TCC, four at the JCC, and four at the RCC. This table excludes those surveys since they were not administered.

Inmate Focus Groups

Three inmate focus groups were held at the TCC as a means of identifying perspectives on the differences in the institutional environment created by the gang-free initiative. The use of focus groups allowed for the collection of qualitative data and the opportunity to probe the respondents' comments.

TCC staff compiled a list of inmates for each group and proceeded to ask for inmate volunteers until they had a group of 8 to 12 inmates. One focus group was comprised of 10 inmates who were at the TCC prior to the conversion to the gang-free environment. The second focus group consisted of 12 inmates transferred to the TCC from another IDOC facility after the gang-free conversion. Nine inmates sent to the TCC from an IDOC reception and classification center (R & C) formed the third focus group.

The content of these focus groups centered on the eight dimensions of the institutional environment identified by Toch (1992). These eight dimensions are activity, social stimulation, structure, support, privacy, freedom, emotional feedback, and safety (see Appendix D for a description of the eight dimensions). In addition, the inmates were asked their opinion of how to change a prison over to a gang-free facility and their thoughts on a program designed to assist gang members drop their gang membership.

Document Review

The evaluation team collected and synthesized internal reports and memoranda, working papers, and other documentation involving the gang-free environment and its comparison to the other minimum-security prisons. Some of the information collected included each institution's orientation schedule, procedures, and manual; a list of TCC programs and services; information on Connecticut's Garner program; and a description of trainings offered by the IDOC training academy to TCC staff. TCC staff also provided documents that chronicled the conversion weekend in December 1996. This included a minute-by-minute record of the process and an account of problems incurred. Also of importance were the materials collected about the Lifestyle Redirection program at the TCC. Lifestyle Redirection staff gave the evaluation team access to their teaching materials and inmate evaluations. Lastly, meeting minutes and reports prepared by TCC staff for the gang-free steering committee were obtained.

Site Observations

Site-visits and observations provided yet another perspective on the prison environment. At the beginning of the evaluation period, initial site-visits were completed

at each institution, during which time the evaluation team was able to introduce themselves to the institutional staff and establish protocols for future site visits. Two site observations also occurred, involving the identification of gang-free inmates at the R & Cs and Phase II of Lifestyle Redirection.

One member of the evaluation team accompanied TCC staff to two of the four IDOC adult R & Cs at Joliet Correctional Center and Graham Correctional Center. TCC staff make weekly visits to these R & C sites to interview potential TCC candidates. The inmate screening process was observed so that the evaluation team could better understand and describe the department's process of assigning an inmate to the TCC.

The second site observation involved spending three afternoons at the TCC observing the orientation provided to inmates by Lifestyle Redirection staff. Through interviews and prior site-visits to that institution, it was indicated that this program is unique to the TCC and clearly is a defining element of the gang-free environment. Known as Phase II of the program, this orientation is provided weekly to new inmates and is an introduction to the Lifestyle Redirection program.

IDOC Offender Tracking System Data

Offender-based data also were downloaded from the IDOC OTS. Information for each offender held at one of the four prisons was included. The files were downloads of each institution's population at 6-month increments, beginning with December 31, 1995 and ending with June 30, 1998. Various demographic, offense, and sentence-related characteristics were included. Through these data, any changes in the inmate populations could be identified. Specific areas of consideration include race, age, education, offense history, gang affiliation, and substance usage.

TCC Disciplinary Ticket, Good Time Revocation, and Grievance Data

The final pieces of inmate data were provided by the TCC. This information included disciplinary ticket, good time revocation, and grievance data on TCC inmates from January 1995 through June 1998. These data supplemented the interviews, surveys, and focus groups. Similar information was not gathered for any of the comparison sites because it was outside the scope of this evaluation.

In summary, the combined information available through the interviews, inmate and staff surveys, inmate focus groups, site observations, document review, IDOC OTS data, and the TCC inmate behavioral data permit the evaluation team to provide a description of the institutional environment at the TCC before and after its conversion to the gang-free prison. Further, although the brief time allotted for this study allowed for only a single point of comparison of the TCC in contrast to the JCC, the LCC, and the RCC, the use of the surveys served to establish a baseline from which future changes in the institutional environment later could be assessed.

CHAPTER IV: THE GANG-FREE ENVIRONMENT

Chapter IV is divided into three sections. After a discussion of the impetus and site selection for the gang-free environment, information regarding the planning, purpose, and implementation of the gang-free environment is presented. Next, an overview of the characteristics of the program staff and inmates is included. Attention is placed on describing a number of changes and/or events that occurred during the first 23-months of operation. The chapter ends with an analysis of the program operations and includes a review of operational indicators (i.e., IDRs, grievances, and good time days/grade reductions), and results from the inmate surveys and focus groups, and staff surveys and interviews.

Impetus

In May 1996, a pornographic video depicting serial murderer and Stateville inmate Richard Speck allegedly snorting cocaine, rolling joints, wearing women's panties, having sex, and bragging about the "good life" in prison was released. At no time in the video, which was believed to have been filmed 8 years earlier, did it appear any of the inmates involved were worried about being caught. Viewed as the "last straw" in a series of embarrassments for the IDOC, the outrage that surfaced as a result of this video instigated the Illinois Legislature to take a "hard look" at the Illinois prison system and end the "culture of complicity" that had been allowed to flourish ("Nary A Speck," 1996).[12] It was during the ensuing legislative hearings that prison employees complained bitterly about the power and influences of gangs in Illinois prisons. As a

---

[12] This was the third "problem" in a series of embarrassments faced by the department between 1995 and 1996. To illustrate, in August 1995 a drug conspiracy was traced to an inmate housed in the IDOC. Additionally, in April 1996, several guards at a women's prison were dismissed for having sex with inmates.

result of those hearings, in August 1996 the IDOC developed a six-part proposal to improve security and stem the flow of drugs into state prisons. Included within that proposal was the decision to implement a gang-free prison.

Site Selection

In August 1996, the wardens of four minimum-security institutions (i.e., TCC, JCC, LCC, and RCC) were given the assignment to write a proposal to develop a gang-free prison. With little information to go by, each warden completed the task differently. To illustrate, an interview respondent noted that the content of the proposals ranged from an e-mail note basically relating no interest in such a program and therefore little description, to a developed proposal and much interest. During a number of interviews it was revealed that two of the institutions were not in favor of being the experimental site, while various administrative staff at the other two sites had expressed some interest. Of the four "proposals" submitted, the TCC was selected.

When interview subjects were prompted as to why the TCC was selected, three primary reasons were revealed. Of the 20 TCC staff interviewed, 11 (55.0%) stated they believed the proximity of the TCC to the IDOC central office in Springfield (approximately 35 miles) was the determining factor. To illustrate, a security staff employee commented that the TCC is close to Springfield and therefore the IDOC would be able to "keep a good eye" on them. Also commonly mentioned was the warden's interest in bringing the gang-free concept to the TCC. During the interviews he was described as being "passionate," "very much involved," "on the cutting edge," and having the desire to bring about new programs to the TCC. It was revealed that the warden "lobbied hard" for the change, making it a primary goal. The third reason

mentioned related to the uniqueness and relative newness of the TCC as contributing to its selection. Even before becoming gang-free, the TCC restricted inmates from wearing certain colors, clothes, movement, and some types of property.[13] That meant that changing the TCC to gang-free would not require the staff to become much more restrictive. In a related vein, the facility's identity (or personality) was not yet ingrained and/or defined. With the institutional subculture not fully developed, it was believed it would be easier to implement a new environment at the institution.

Planning, Purpose, and Implementation of the Gang-free Environment

This section describes the foundation and design of the gang-free environment. Included are the mission statement and goals, stated and perceived, of the institution. Additionally, attention is placed on documenting the selection process by which inmates initially were identified as being "gang-free," as well as a review of the transition weekend.

<u>TCC's Proposal: The Foundation for the Gang-free Environment</u>

As detailed in the TCC report *Taylorville Correctional Center—Gang Free Prison*, the mission of the institution is:

> to incarcerate adult offenders assigned to the Taylorville Correctional Center in a gang free environment that maintains safe, secure, and humane living and working conditions for inmates and staff and to provide quality programs and services designed to assist these offenders in making lifestyle changes to enhance the success of their reentry into society (no page number).

---

[13] One sign of unity displayed by members of a particular gang is to wear the same color or type of clothing. For example, the L.A. Kings hockey team caps are popular with the Latin Kings gang because "Kings" appears on the cap. The hockey team's colors (i.e., black and silver) also are synonymous with those of the Latin Kings.

Key to this statement are three of its facets: 1) "gang free environment," 2) "safe, secure, and humane living and working conditions," and 3) "assist these offenders in making lifestyle changes." Efforts initiated by the TCC toward its mission, and in particular these three facets of it, will be discussed in detail throughout this report as they serve as the basis from which many of the process-related features of the prison can be presented.

During the planning stages of this new environment, a three-point control program was established.[14] It was determined that if these three controls were achieved and maintained, the institution would successfully attain its mission. The relationship of these three points to the key elements contained within the mission statement is clear.

1. **Control the internal sources of gang power by eliminating gang members, gang structures, and gang activity.**

   Explanation: The TCC adopted a "zero tolerance" to all gang behavior, past and present. Any inmate who has a documented history of gang membership or gang activity is not eligible to be housed at the TCC. Further, any inmate who becomes involved in any type of gang behavior at the facility, no matter the source or outcome, is considered to be no longer gang-free and is subject to transfer and possible discipline.

---

[14] During the planning stage, TCC staff consulted numerous sources to assist in the development of their program (e.g., the National Criminal Justice Reference Service, the Internet, and the NIC). The information describing this three-point gang control program was taken from *Taylorville Correctional Center—Gang Free Prison*. TCC staff and union representatives also visited the close custody phase program at the Garner Correctional Institution in Connecticut. In this program, which is operated within a larger correctional facility, inmates must renounce any security risk group involvement. The Garner warden and assistant warden also visited the TCC and assisted in program development and refinement. These trips were funded through NIC technical assistance grants.

2. **Control the external sources of gang power by controlling contraband commodities and associated behaviors.**

   Explanation: External sources of gang power result from the following equation: Drugs = Money = Protection = Sex. TCC proposed the following four steps to ensure the external sources of gang power are controlled:
   - expand substance abuse programming, thereby reducing the demand for drugs in the population;
   - reduce the supply of money within the TCC through contraband control programs;
   - eliminate weapons through the "shank free environment" program;
   - implement the Sexual Predator program.

3. **Control gang affiliation by affecting changes in the individual inmate's decision making process.**

   Explanation: In order to assist offenders in making lifestyle changes, the TCC proposed to attempt to have an effect on the inmate's decision making process by giving him the tools to make better decisions in his future life on the street. One program, with two stages, was designed for this purpose: Lifestyle Redirection and Intensive Case Management.

In order to operate the gang-free environment, the TCC believed the addition of

14 staff and one staff member upgrade were necessary. Of these 15 positions, 10 were

for security staff and five for programming staff. Total additional staff costs were

estimated at $244,824.[15] The decision was made, however, that only the programming

staff positions would be funded. Because of a budgetary lag, these positions were not

funded until approximately April 1998; Lifestyle Redirection staff began on

May 18, 1998, approximately 16 months later than originally anticipated.

Goals of the TCC Gang-free Environment

Officially, there are six goals of the TCC. They include:

- Establish and operate under defined policies and procedures that maintain zero tolerance for gangs to enhance and ensure workplace safety for employees and volunteers and to provide a safe and secure living environment for inmates;

---

[15] This amount included $215,412 for the personnel services of 14 new staff and one position upgrade. Also included was $16,017 in social security and $10,896 in retirement payments.

o   Set a standard of professional excellence and maintain a code of behavior that will serve as a model for the correctional community;

o   Allocate and utilize all available resources efficiently to ensure taxpayers receive the maximum benefit for their investment;

o   Provide the requirements of constitutional and statutory mandates that govern the custody of convicted felons;

o   Establish and operate programs and services which give offenders the opportunity to change their lifestyles to enhance the success of their reentry into society upon release; and,

o   Be a good corporate citizen and neighbor to Taylorville and the surrounding communities.

Of these official goals, none are particularly unique to the new environment created, in that all IDOC facilities operate in association with similar goals. For example, it is assumed that all facilities "maintain zero tolerance for gangs." As such, those interviewed were asked to provide the research team with their perceptions of the goals of the gang-free environment.

In total, 22 IDOC staff (both within the TCC and the central office) identified 44 goals for the TCC. These goals were categorized into four general themes. The most commonly mentioned theme was the creation of an environment where non-gang affiliated inmates could do their time without gang pressures and/or influence—"an island for neutrons[16]" (n=21, 47.7% of all responses). Occasionally, it was specified that this environment was most needed by the young or weak inmate, a protective custody prison of sorts. Also commonly mentioned was the creation of an environment where programming could be offered to assist inmates in making a lifestyle change (n=17, 38.6% of all responses). Included within this theme was entry into drug and alcohol

---

[16] The term neutrons refers to non-gang-affiliated inmates.

treatment, offering classes in anger management, and affecting recidivism. The remaining two themes each were identified by three interviewees (n=3 each, 6.8% of all responses for each). They included keeping inmates out of gangs and the creation of an experimental program.

<u>Initial Inmate Selection</u>

It was determined that inmates eligible for the new TCC environment must meet two criteria: 1) no gang affiliations, memberships, or associations (as uncovered by IDOC staff); and, 2) minimum-security prison requirements.[17] Initially it was determined that inmates would be selected from the TCC, the JCC, the LCC, and the RCC inmate populations and that each institution would have a monthly "quota" to fill.[18]

The initial selection/identification process occurred in two stages. Stage one transpired in Springfield where staff within the IDOC central office prepared lists of potential inmates from each of the four institutions. These staff reviewed relevant documentation to ensure an inmate was not gang involved. When asked which documents were considered, one interview respondent noted "anything credible to establish gang activity." Specific items mentioned included: documents from internal affairs; the inmate's conviction history; state's attorney statement of fact; Illinois State Police and Chicago Police Department documents; the offender's mittimus; opinions of officers/prosecutors involved in his arrest/prosecution; newspaper articles; and photographs. From the lists of prospective inmates, staff at each of the four facilities

---

[17] Criteria include: 1) be at "A" or "B" grade status (inmates are classified as being in "A," "B," or "C" grade, with those in A grade being afforded the greatest privileges); 2) be at a minimum-security classification; 3) be within 8 years of mandatory supervised release; 4) be of a moderate of low escape risk; and, 5) have no history of escaping during the past 5 years.
[18] Data were unavailable regarding the level of each facility's quota.

were responsible for then reviewing the inmate's master file, checking OTS, and interviewing the inmate to ensure they were not gang affiliated (stage two). During these interviews, the inmate was checked for tattoos and his personal property was searched.

Transfer to the TCC initially was mandatory for all inmates deemed eligible. As would be expected, however, some inmates did not want to be transferred. Examples of reasons these inmates gave for not wanting to go to the TCC included: 1) they were nearing completion of an educational degree, 2) they were in a program not available at the TCC, 3) they were holding a job assignment that they liked, 4) they were "comfortable" in their current location, 5) they did not want to be in a "white" institution, and 6) they did not want to be housed with sex offenders.[19] Because of the quota, however, inmates had to be transferred. One comparison site interviewee remarked that the attempt to fill the TCC was "agonizing" for staff working at the comparison institutions. When they did not have enough volunteers, they forced inmates to go. Unfortunately, involuntary participation did not always work. Another interviewee noted ". . . for every six inmates we sent, they (TCC) sent two of them back to us." He/she stated it was a very frustrating experience because even when they sent an inmate who they believed was not gang affiliated, the inmate would be returned to the institution if he acted gang-involved at the TCC. Staff would then be "scolded for sending gang guys over."

---

[19] Reasons 5 and 6 were heard after the initial transfer (December 1996).

As designed, TCC inmates were to be subject to disciplinary transfer to a higher security institution for 6 months if found engaging in any gang-related activities. If they were found to have lied at screening, the penalty would be 3 months at a maximum-security facility. They also would be subject to a 6-month loss of good time and a demotion to C grade for 6 months.[20] The research team received inconsistent responses as to whether this policy was being enforced.

Transition Weekend

As documented, the planning phase for the transition weekend began on October 22, 1996. Approximately 3 weeks later (November 14, 1996), the IDOC director announced that the TCC was selected as the site of the first gang-free institution. That same week, TCC staff met with the transfer coordinator in Springfield to organize the movement of offenders. During the ensuing weeks, many decisions were made involving such areas as:

- Identifying and ordering supplies necessary for the transition (e.g., bedding, bleach, office supplies);

- Establishing staffing levels necessary for the week prior, weekend of, and week following the conversion;

- Identifying, designing, and constructing staging areas for property and inmate shakedowns;

- Establishing a bus schedule;

- Designating appropriate housing units; and,

- Determining and establishing the medical needs of the transferees.

---

[20] Inmates are classified as being in "A," "B," or "C" grade, with those in A grade afforded the greatest privileges.

The transition weekend occurred December 6–8, 1996. As displayed in Table 4.1, 657 inmates were received at the TCC during this weekend, while 552 were transferred from the TCC to one of the three comparison sites.[21] A modified orientation was held for all transferred inmates during the days following the conversion.

Table 4.1: Initial Inmate Transfer

INMATES	RCC	LCC	JCC	TOTAL
# of Inmates sent to the TCC	243	232	182	657
# of Inmates sent from the TCC	187	183	182	552

A review of documentation kept by the TCC regarding this weekend transition revealed only minor problems. To illustrate, eight inmates were transferred to a maximum-security facility and six more were placed in segregation. A disturbance occurred in one housing unit in which four mattresses and three garbage cans were destroyed, but no injuries occurred. One altercation on the final day of the conversion required two inmates be taken to the HCU for observation. Few logistical problems surfaced. Immediately following the transition weekend, a number of inmates were transferred out of the TCC, often because it was determined they were gang affiliated. During the first 2 weeks of program operation, 17 inmates were transferred to other IDOC facilities for disciplinary problems.

When those interviewed were prompted to recall that transition weekend, all noted that the weekend went as or better than expected. To illustrate, one administrative staff member stated that the conversion was "one of the best laid plans I've been involved with." This sentiment was true of staff from each of the four

---

[21] During November 1996, the TCC population was allowed to decrease through attrition; no new inmate intakes were received. As such, more inmates were sent to the TCC than were transferred out.

institutions and at all levels within the TCC. Budgetary figures received from the IDOC

revealed that the cost of the conversion weekend totaled approximately $105,356.[22]

Program Staff and Inmates

This section focuses on the staff and inmates of the gang-free TCC. Specific

attention is placed on staff training, changes in the inmate population, and the resulting

new inmate selection process.

Staff Training

During the planning stages of the gang-free environment, it was realized that

additional staff training would be necessary. Because of the experimental nature of this

program, stress among staff was common. Many staff did not know what to anticipate

from the new inmate population and after the conversion were somewhat alarmed by

the influx of sex offenders and inmates with medical problems. Furthermore, without

the gangs, staff were unsure of what to expect regarding inmate behavior and

interaction. As such, it was believed that all staff could benefit from additional training

regarding the operation of this new, tightly controlled environment.

Information related to staff training at the TCC was obtained from several

sources. They included TCC staff surveys, TCC and IDOC training academy staff

interviews, and documentation. Specifically, questions were geared toward training

content, how useful the training was, and what, if any, additional training would prove

---

[22] This amount included $46,061 in general revenue expenditures (e.g., inmate clothing and bedding, office supplies, etc.); $5,339 in inmate benefit fund expenses (e.g., soap, cigarettes, etc.); $39,248 in security and non-security compensatory and overtime staff salaries; $5,032 in medical unit salaries; and, $9,676 in unspecified expenses incurred by Big Muddy River Correctional Center, Danville Correctional Center, Graham Correctional Center, Shawnee Correctional Center, and Western Illinois Correctional Center.

helpful. These "specialized" trainings were provided to the TCC staff due to the institution's transition and were in addition to the cycle of yearly training received.

Once the TCC converted to its gang-free status, in-house training was provided to TCC staff in three phases. Phase I included all staff and was designed to provide an orientation to the new institutional environment. During Phase II, information was provided to supervisors regarding a variety of management techniques. Phase III included training on the treatment of sex offenders and was provided to selected staff (i.e., primarily middle managers) who were identified as working with such offenders. Additionally, a 40-hour gang crime specialist training program was offered at the TCC for selected staff, as was verbal judo training.

Phase I

Between January 27, 1997 and May 16, 1997, 13 3-day training sessions were conducted at the TCC. This was the first phase of academy training that was designed to orient staff to the new institutional environment. The program included eight topical areas: 1) harassment and discrimination; 2) stress and burnout; 3) responding to conflict situations (staff/inmate communication); 4) gangs (security threat groups); 5) drug awareness; 6) substance abuse; 7) ethics; and, 8) report writing. This training was provided by the IDOC training academy and other IDOC staff and was *mandatory* for staff at all levels within the TCC. While the topics were not geared specifically toward a gang-free prison, the trainers attempted to deliver the information in such a way that it revolved around the new status of the TCC. As stated by an interview respondent, "I always tied into (the gang-free concept) and made it as relevant as possible."

Phase II

During Phase II, staff supervisors received training on six areas: 1) team building; 2) group dynamics; 3) problem solving; 4) time management; 5) delegation; and, 6) improving personnel. It too was provided at the TCC by IDOC academy trainers.

Phase III

In Phase III, individuals identified as working with sex offenders were selected for this specialized training. As designed, they, in turn, were to return to their respective units within the TCC and train others not present at the session. The focus of this training centered on the notion that sex offenders are dangerous, manipulative, and non-typical in behavior patterns and interactions with staff.

As stated above, other trainings offered to TCC staff included gang crime specialist training and verbal judo. The former was a 40-hour program presented at the TCC for staff needing to be certified as a gang crime specialist, while in the latter, 50 TCC staff were trained in how to verbally deal with a situation. Similar to the sex offender training, those trained in verbal judo were expected, in turn, to train other TCC staff in this area.

Usefulness of Training Received

Summary evaluation information was provided to the research team for 10 of the 13 Phase I training sessions. After each of these sessions, staff were asked to rate the topic using a 6-point Likert-type scale [(1) = poor / (6) = excellent]. For each of the eight topical areas, a mean rating of above 4.1 was consistently achieved, thereby reflecting a general consensus that the training offered was "above average."[23] According to two

---

[23] Typically, mean scores are not considered appropriate measures of central tendency when ordinal data are used. As such, caution in their interpretation is advised.

academy trainers, all topics generally were well received. While nothing stood out above and beyond the other topics, information relating to behavioral issues were the best received (e.g., burnout). Others, such as report writing, were less well received.

Several questions concerning training also were included on the staff survey (again, see Appendix C). As illustrated in Table 4.2, the majority of TCC staff indicated they receive the type of training necessary to perform their work well, that training helps them effectively work with inmates, and that that the facility's administrative staff support the training program. However, 40% of the staff revealed that the IDOC training program neither prepares them to deal with situations that arise on the job nor improves their job skills. It should be noted that these findings were not significantly different from that reported by staff at the three comparison sites.[24]

Table 4.2: TCC Staff Perceptions of Training

QUESTIONS POSED	n	%
I have received needed training		
Agree	20	64.5
Disagree	11	35.5
Total	31	100.0
Training has improved my job skills		
Agree	18	60.0
Disagree	12	40.0
Total	30	100.0
TCC administration supports training		
Agree	20	74.1
Disagree	7	25.9
Total	27	100.0
Training helps me work effectively with inmates		
Agree	21	72.4
Disagree	8	27.6
Total	29	100.0
Training does not prepare me to deal with situations that arise		
Agree	12	40.0
Disagree	18	60.0
Total	30	100.0

---

[24] Of comparison site staff, 52% indicated that IDOC training has not improved their job skills; 45% agreed with the statement that IDOC training *does not* prepare them to deal with situations that arise on the job.

Additional Training Recommendations

Staff also were asked to identify any needed areas of training. As illustrated in Table 4.3, a variety of topics were identified. Most commonly mentioned areas included communication issues, such as verbal judo, and human relations; information regarding the philosophy of the TCC, including the awareness of other job/institutional assignments and the purpose/goals associated with Lifestyle Redirection; and, information concerning disturbance control and the use of force. Although only mentioned by one respondent, the need for training in the area of first aid was thought unique to the TCC given an increase of elderly and/or inmates with medical conditions (e.g., high blood pressure, heart disease). These and other changes in the gang-free population are the next identified topic discussed.

Table 4.3: Recommendations for TCC Staff Training

TRAINING RECOMMENDATIONS	n
• communication, verbal judo, staff relations and interaction, human relations	15
• disturbance control, use of force	8
• TCC philosophy, awareness of other TCC assignments	6
• gang awareness (refresher)	5
• supervision skills (staff and inmate)	4
• chain of command	4
• stress management and reduction	3
• self defense	3
• psychology of inmates, criminal thinking	3
• cultural diversity	2
• other – First aid, inmate transport, anger management, handling HIV+ inmates, technological advancements, crime scene preservation, internal investigations, and fingerprinting/drug testing	1 (each)

Changes in the Inmate Population

Information relating to changes in the inmate population was obtained from three sources: 1) interviews with TCC staff, 2) documentation provided by the TCC, and 3) OTS data profiling the TCC population at six points in time between December 31, 1995 and June 30, 1998. OTS data also were available regarding the inmate populations of the three comparison sites at the same points in time. Thus, if any changes in the composition of the TCC population were noted, the other institutions' populations could be analyzed to ascertain whether such changes were more system-wide and not unique to the TCC.

From the staff interviews and TCC documentation, it was revealed that the population received after the transition was different from the previous population housed. The inmates housed at the TCC after the conversion were generally older; had more medical conditions and mental problems; and, were more articulate, especially about their complaints (i.e., "whiny"). For example, it was revealed that the number of inmates with hypertension, asthma, and diabetes increased. Relatedly, the incidence of medical furloughs increased from one per week to one daily, and the number of inmate grievances for medical concerns jumped from 2 per month to 12 per month. From an educational perspective, academic staff commented that "these men want to learn" and cited the increased use of the law library and general library as indicators.

The concentration of Caucasians, sex offenders, and inmates wanting to enter into programming considerably increased also. With respect to their behavior in the institution, it was reported that the gang-free inmates were quieter, respectful, had more money to spend in the commissary, and were better behaved. One program staff noted

42

that he/she had expected more discipline problems after the conversion, but was "shocked" by the drop in tickets. Another staff person commented that the inmates have a lot more respect for each other, and that the TCC comes close to a "neighborhood watch-dog group." Some negative comments were revealed, however. For example, one correctional officer stated that the inmates are not as cooperative now. He/she went on to note that before the prison turned gang-free, the gang members took care of the inmate problems. Thus, the officers have to intervene more frequently now. Also of concern, it was noted that with the increased number of inmates for sick call came an increase in security problems in the HCU. Finally, from a treatment perspective, it was reported that the new population was more likely to talk about family issues, although the sex offenders still were secretive and potentially manipulative. In general, there were more inmates with substance abuse problems.

Many of these reported changes in the inmate population were substantiated from data received from the IDOC involving the TCC inmate population, prior to and after the conversion. For example, as displayed in Table 4.4, after the conversion, the TCC population included higher concentrations of non-gang affiliated, white, older, and more educated inmates. These characteristics are linked, to a degree, to the influx of downstate offenders being sent to the TCC.[25] Additionally, the percentage of single inmates and inmates with children decreased. However, many of these characteristics are slowly returning to their pre-gang-free percentages. To illustrate, the average age is decreasing, and the concentration of African-American inmates is increasing.

---

[25] Typically offenders from Cook County are minorities, less educated, and gang-affiliated, while those from downstate tend to be older and Caucasian. Sex offenders are also common in the downstate region. Downstate is defined as all areas in Illinois except for Cook County (i.e., Chicago).

Among the comparison site inmates, they are more likely to be non-Caucasian and single than their TCC counterparts. Across time, approximately three-fourths report fathering at least one child. Despite being less educated than the gang-free population, as evidenced by a higher concentration of inmates with less than a high school diploma, a greater percentage of them reportedly have employment prospects at release. Their average age hovers around 31 years old.

Table 4.4: Inmate Social Demographics at the Four Institutions—Changes Over Time

	TAYLORVILLE CORRECTIONAL CENTER						COMPARISON SITES					
	12/31/95	6/30/96	12/31/96 X	6/30/97	12/31/97	6/30/98	12/31/95	6/30/96	12/31/96 X	6/30/97	12/31/97	6/30/98
Race - %												
African-American	71.3	71.2	52.6	48.1	52.9	53.9	69.8	68.7	73.7	73.3	70.0	66.8
Caucasian	20.7	21.3	41.3	45.5	40.9	38.9	22.9	23.7	18.2	19.0	20.4	22.2
Other	8.1	7.5	6.1	6.4	6.2	7.2	7.3	7.6	8.0	7.7	9.6	11.0
Total	100.1[1]	100.0	100.0	100.0	100.0	100.0	100.0	100.0	99.9[1]	100.0	100.0	100.0
Marital Status - %												
Married	15.0	16.8	25.0	24.2	23.4	23.4	17.4	17.6	14.9	15.5	14.7	16.6
Divorced	9.0	8.9	14.4	15.8	18.4	17.3	8.5	9.4	6.6	6.9	7.7	7.8
Single	70.9	69.8	54.5	54.9	51.9	52.2	69.3	68.4	74.3	73.1	73.7	71.6
Other	5.0	4.5	6.2	5.1	6.4	7.1	4.8	4.6	4.2	4.5	3.9	4.0
Total	99.9[1]	100.0	100.1[1]	100.0	100.1[1]	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Children - %												
Yes	61.9	68.6	68.8	58.9	45.9	38.6	62.4	65.3	68.5	61.1	57.9	55.7
No	38.1	31.4	31.2	41.1	54.1	61.4	37.6	34.7	31.5	38.9	42.1	44.3
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Education Level - %												
< 6th grade	2.8	1.6	2.2	1.7	1.1	1.8	1.6	2.0	1.9	2.0	2.3	2.4
6th grade	3.6	3.9	4.0	3.6	4.0	4.2	3.7	4.2	4.0	4.0	4.7	4.5
< 12th grade	46.6	45.7	34.5	35.7	36.1	37.6	49.4	47.1	50.1	49.1	49.8	49.5
H.S. graduate	27.3	24.4	29.7	28.5	29.4	28.6	25.1	25.5	23.1	22.8	22.4	22.5
> High School	12.3	14.1	19.4	19.2	19.3	15.8	12.0	12.0	10.9	11.3	10.4	10.4
G.E.D.	7.3	10.3	10.2	11.4	10.1	12.0	8.1	9.2	10.0	10.7	10.5	10.7
Total	99.9[1]	100.0	100.0	100.1[1]	100.0	100.0	99.9[1]	100.0	100.0	99.9[1]	100.1[1]	100.0
Committing Region - %												
Cook County	75.0	71.0	51.0	44.4	48.3	45.2	67.2	63.9	68.0	65.7	62.8	60.6
Downstate	25.0	29.0	49.0	55.6	51.7	54.8	32.8	36.1	32.0	34.3	37.2	39.4
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0

[1] Totals over or under 100% are due to rounding.

Table 4.4: Inmate Social Demographics at the Four Institutions—Changes Over Time cont.'d

	TAYLORVILLE CORRECTIONAL CENTER						COMPARISON SITES					
	12/31/95	6/30/96	12/31/96 X	6/30/97	12/31/97	6/30/98	12/31/95	6/30/96	12/31/96 X	6/30/97	12/31/97	6/30/98
Gang Affiliated - %												
Yes	51.6	51.8	0.7	0.1	0.3	0.2	50.6	52.3	69.4	72.4	68.5	61.4
No	48.4	48.2	99.3	99.9	99.7	99.8	49.4	47.7	30.6	27.6	31.5	38.6
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Current Age												
Average (mean)	31.7	32.1	36.7	36.7	36.3	33.5	31.7	32.1	30.4	31.3	31.7	30.2
Std. deviation	9.3	9.4	10.5	10.4	10.2	10.2	9.0	9.0	8.4	8.4	8.6	8.9
Median	30.3	30.9	36.0	36.2	36.0	33.7	30.5	1.1	29.2	30.2	30.7	29.1

[1] Totals over or under 100% are due to rounding.

46

Table 4.5 presents offense characteristics of the TCC and comparison group populations. Corroborating remarks made during the interviews, the percentage of sex offenders substantially increased at the TCC post-conversion. Again, this can be linked somewhat to the increase of offenders being committed from downstate Illinois. As expected, the holding crime class also increased in severity, as evidenced by an increase in the percentage of Class X offenders housed at the TCC. The percentage of first time offenders increased as well; this trend continues. With respect to the average time inmates have left to serve, a slight increase was observed. However, a series of department policy changes also affected this. Previously, inmates could be housed at these minimum-security facilities if they had 6 years or less to serve on their sentence. Just prior to the conversion, this criteria was raised to 8 years or less. As such, it is expected the average time inmates have left to serve will continue to increase. Similar to their gang-free counterparts, the greatest percentage of comparison group inmates is incarcerated for being found guilty of a person offense. However, only approximately 10% are sex offenders. More than one-half have been incarcerated before. The comparison group's total sentence is slightly longer than their TCC counterparts, while few differences were observed with respect to their time left to serve.

Table 4.5: Inmate Offense Characteristics at the Four Institutions—Changes Over Time

	TAYLORVILLE CORRECTIONAL CENTER						COMPARISON SITES					
	12/31/95	6/30/96	12/31/96 X	6/30/97	12/31/97	6/30/98	12/31/95	6/30/96	12/31/96 X	6/30/97	12/31/97	6/30/98
Offense Type (current incarceration) - %												
Person	33.2	35.2	34.0	30.4	29.9	31.7	35.2	37.0	38.6	38.9	41.7	40.3
Property	26.8	24.4	22.3	21.8	20.2	18.7	23.8	24.6	23.9	24.6	22.8	22.3
Drug	32.6	30.8	19.8	22.6	25.1	26.2	31.9	27.3	29.4	28.9	25.1	25.9
Sex	7.2	8.9	23.0	25.0	24.3	22.8	8.6	10.3	7.4	7.2	9.4	10.8
Other	0.2	0.8	0.8	0.3	0.4	0.6	0.5	0.8	0.7	0.4	1.1	0.7
Total	100.0	100.1[1]	99.9[1]	100.1[1]	99.9[1]	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Holding Crime Class (current incarceration) - %												
Murder	0.3	0.8	2.1	2.1	2.9	2.9	1.8	2.4	3.2	4.4	5.9	6.3
Class X	28.4	27.3	36.3	32.9	31.7	34.8	28.2	29.5	27.5	26.9	30.2	30.1
Class 1	18.8	21.1	21.5	20.9	20.7	19.9	20.9	20.3	18.5	18.5	19.6	19.5
Class 2	30.6	29.4	25.9	26.5	25.3	23.6	29.0	28.8	28.0	28.2	26.2	26.0
Class 3	14.1	15.4	10.7	10.0	10.5	11.0	11.8	12.9	14.3	13.2	11.1	10.7
Class 4	7.7	6.2	3.6	7.6	8.9	7.7	8.2	6.1	8.6	8.7	7.1	7.5
Total	99.9[1]	100.2[1]	100.1[1]	100.0	100.0	99.9[1]	99.9[1]	100.0	100.1[1]	99.9[1]	100.1[1]	100.1[1]
Number of Illinois Incarcerations - %												
One (current)	50.5	50.3	62.6	69.3	78.0	82.3	52.2	50.9	44.0	43.2	45.8	47.5
Two	24.7	25.1	22.6	16.8	11.7	9.6	27.0	26.2	26.9	26.9	26.9	24.5
Three	16.4	14.3	8.5	8.9	6.9	5.0	13.2	13.8	18.0	18.3	16.8	15.8
Four	6.1	7.1	4.6	3.9	2.3	1.8	5.9	6.7	7.5	7.6	6.8	8.0
Five or more	2.3	3.2	1.7	1.1	1.1	1.3	1.6	2.4	3.5	4.0	3.7	4.2
Total	100.0	100.0	100.0	100.0	100.0	100.0	99.9[1]	100.0	99.9[1]	100.0	100.0	100.0
Total Sentence (in years)												
Average (mean)	6.0	6.2	7.7	7.5	7.6	7.7	6.5	7.0	7.2	7.7	8.6	8.8
Std. deviation	3.4	3.8	5.0	5.4	6.0	6.4	4.5	4.9	5.6	6.2	6.9	6.9
Median	5.9	5.9	5.9	5.9	5.9	5.9	5.9	5.9	5.9	5.9	5.9	6.4
Time Until Release (in months) - %												
Average (mean)	19.1	18.9	21.2	22.7	25.0	25.0	19.5	19.7	20.6	21.9	24.5	24.5
Std. deviation	14.8	16.9	16.9	18.9	21.3	21.1	15.4	16.4	18.6	18.7	22.6	21.2
Median	16.0	14.7	16.6	17.2	19.6	17.7	16.2	15.5	16.0	16.7	18.5	18.5

[1] Totals over or under 100% are due to rounding.

48

New Selection Process

Given the previously mentioned problems associated with the comparison sites'
difficulty in meeting quotas and the various disparities in the inmate population that were
created at the TCC, a new three-tiered inmate selection process was established in
May 1997. Transfer to the TCC became purely voluntary and TCC staff began
reviewing inmates at two IDOC adult reception centers (i.e., Joliet R & C and Graham
R & C) for facility eligibility as their primary selection method.[26] By doing so, it was
believed the TCC would be able to "normalize" its population to parallel the populations
housed by other minimum-security institutions in terms of such variables as, for
example, race and holding offense. As the processes at Joliet R & C and Graham
R & C are somewhat different, they will be explained separately.

Joliet R & C

Two security staff from the TCC visit the Joliet R & C each Monday morning.
Upon their arrival, the TCC staff are provided with a list of potential candidates who
were received from the Cook County Jail during the previous week (tier one). These
offenders previously are screened by R & C counselors via personal interview, records
checks, and/or application of the Security Threat Groups Instruments, and are identified
as qualifying for minimum-security placement and as having no documented gang
history. At that point, the TCC staff run a gang indicator query on the OTS for each
offender to check for recent entries.

Subsequently, TCC staff enter an interview room inside the Administration
Building of the Joliet Correctional Center. Correctional officers bring the inmates in

---

[26] Transfers still are accepted from other IDOC facilities if they meet the TCC selection criteria. The
majority of inmates now are received from the Joliet R & C.

pairs to the interview room where the two TCC staff each interview one inmate at a time using the standard TCC screening checklist (see Appendix E) as an interview guide; each interview lasts 10 to 15 minutes (tier two). The inmates are questioned about their current offense and adult felony history, their substance abuse history, their general familiarity with gangs, family history of gang associations, and their personal involvement/non-involvement with gangs and groups. The inmates also are asked if they have any tattoos, instructed to strip to the waist, and checked for gang-related markings. If any are found, they are recorded on the checklist form. At the end of each interview, the inmate is advised that he will be requested to sign the interview form, that his signature would certify that he had given truthful responses to each interview question, and that discovery of false answers would result in transfer to a maximum-security institution and loss of good time. It was noted that typically 30 inmates are interviewed each Monday at Joliet R & C and that one or two inmates generally confess to gang affiliation during the interview. Additionally, if during the interview an inmate indicates he has a drug or alcohol problem the inmate is advised to request Gateway participation (a substance abuse treatment program) upon transfer to the TCC. A list of these cases is provided to TCC Gateway staff. If an inmate on the list does not contact Gateway within 2 weeks of his arrival at the TCC, Gateway will make contact with him.

After the interviews are completed, information involving any inmate who confessed to gang history is provided to the Internal Affairs Office at Joliet Correctional Center. Also, the interview sheets are faxed to the TCC Internal Affairs Office for further check against the OTS and for forwarding to the Chicago Police Department Gang

Intelligence Unit to be checked against the known gang member database (tier three). This process occasionally identifies missed gang members before their actual transfer to the TCC. The interview process at the Joliet R & C normally goes very smoothly, due primarily to the prescreening diligence and coordination of Joliet staff.

Graham R & C

Staff from the TCC visit the Graham R & C each Wednesday morning. The day before, the TCC staff are e-mailed a list of inmates received the previous week who were prescreened by counselors as potential candidates for transfer to the TCC by staff at the Graham R & C. This prescreening involves sorting out those inmates who qualified for minimum-security, who had no records documenting gang activity or affiliation, and who are not Caucasian (tier one). It should be noted, that Caucasians are not necessary excluded, but rather minorities are prioritized.

Upon arrival at the Graham R & C, the TCC staff go directly to the interview area. Each inmate is interviewed individually, using the Taylorville Gang Free Interview Sheet as a guide and checklist (tier two). The interview format is identical to that performed at the Joliet R & C. Again, those with substance abuse problems are advised to enroll in Gateway programming upon transfer to the TCC. After the interviews are completed, copies of the interview forms are provided to the Taylorville Internal Affairs Office (tier three) and the clinical services office at the Graham Correctional Center. Graham staff are asked to enter any gang information disclosed into the OTS. This is to prevent those inmates from later transferring into the TCC from another institution.

When asked about disciplinary action that might be taken against an inmate who is later discovered to have a history of gang involvement, one interviewee noted that

originally these inmates were charged with "gang activity" and loss of 6 months of good time. However, because the Administrative Review Board had problems with "history" equating to "activity", they since have changed the charge to "providing false information to an employee" and a loss of 3 months good time. A copy of the inmate's signed and dated Gang Free Interview Sheet is attached to the disciplinary report as evidence of falsification.

Program Operation

This final section of Chapter IV focuses on program operation. Attention is first placed on several operational indicators of the TCC, including grievances, good time, and inmate disciplinary reports (IDRs). In addition to other programmatic changes, a new treatment program (Lifestyle Redirection), unique to the TCC, also is discussed. This section ends with a review of the results from the inmate surveys and focus groups, and staff surveys and interviews.

Operational Indicators

Data involving three TCC operational indicators were obtained. They included the number of IDRs filed, the number of inmate grievances reviewed, and the amount of good time revoked (in terms of days revoked and grade reductions) for a period prior to and after the conversion. It is believed such data provide a useful characterization of the operations of the TCC prior to and after the implementation of the gang-free initiative and provide a baseline from which program impacts could be determined if a larger study of the gang-free prison is conducted. Although comparisons with the JCC, the LCC, and the RCC might have proved insightful, such data are not automated and given the short duration of this study, thought not to be a current priority. It should be

noted that because the data include the population, as opposed to a sample of such indicators, tests of statistical significance are inappropriate. Rather, any differences noted are expressed in terms of the substantive significance they have on institutional operations.

Inmate Disciplinary Reports

Data involving IDRs were provided to the research team for the 23-month period prior to TCC's conversion and the 19-month period after its conversion (January 1995 through June 1998). IDRs are divided into two categories—those assigned to the *program team* (for less serious infractions) and those assigned to the *adjustment committee* (for more serious infractions). This included the number of reports written and processed through DR504A[27] and whether they were ruled guilty or not guilty.

As illustrated in Figure 4.1, the total number of IDRs written has declined since the TCC became gang-free. Although an increase was observed in several months following the conversion, at no time since December 1996 has the number of IDRs written returned to its previous levels. Of this decrease in tickets written, the greatest percentage change was observed for those tickets considered less serious (a 65% decrease). Tickets for the more serious infractions decreased 55%.

---

[27] Department Rule 504 governs IDRs written for rules violations. These rules violations cover a variety of misbehaviors ranging from very serious infractions to less serious infractions.

Figure 4.1: Total TCC IDRs Written

Taylorville Correctional Center
Total Number of IDRs Written
and Processed through DR504A
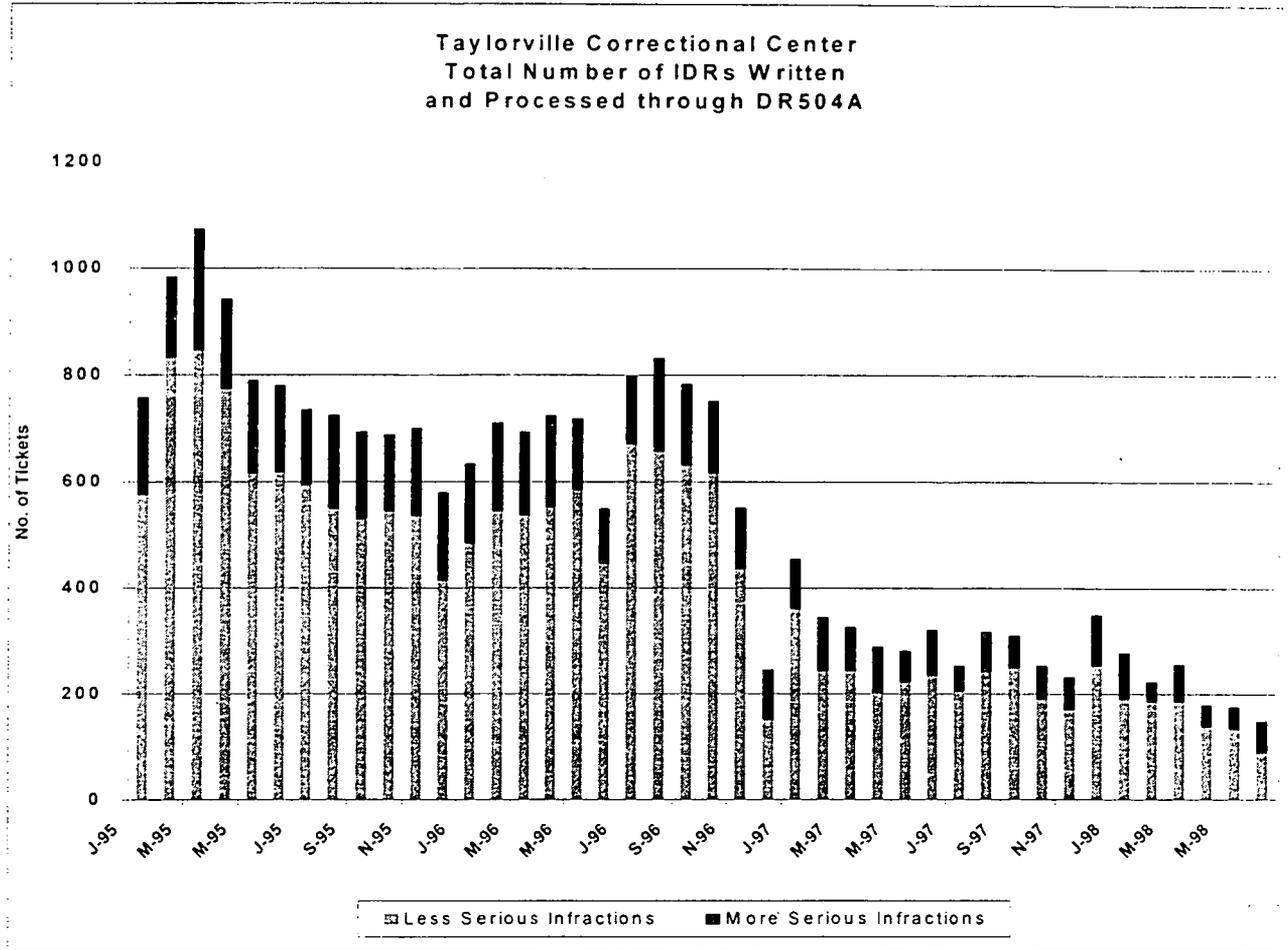
Inmate Grievances Reviewed

Data involving the number of inmate grievances reviewed at the TCC also were provided. These data encompassed the 12-month period prior to the conversion and the 19-month period post-conversion. No information was provided regarding the outcome of such grievances.

As displayed in Figure 4.2, with the exception of a few months, the overall number of TCC inmate grievances reviewed has decreased since the facility became gang-free. During the 12 months prior to the conversion, an average of 46 grievances were reviewed each month (median: 43.5, SD: 12.8), as compared to 29

post-conversion (median: 26.0, SD: 11.5). According to staff interviews, a majority of the grievances now are for legal and medical issues; whereas before they were related to housing assignments and racial problems between inmates and staff (e.g., an instance where an African-American inmate complained that a Caucasian correctional officer was disrespectful because of the inmate's race).

Figure 4.2: TCC Inmate Grievances Reviewed

Taylorville Correctional Center
Inmate Grievances Reviewed
December 1995 to June 1998

■ Prior to Conversion   Gang Free
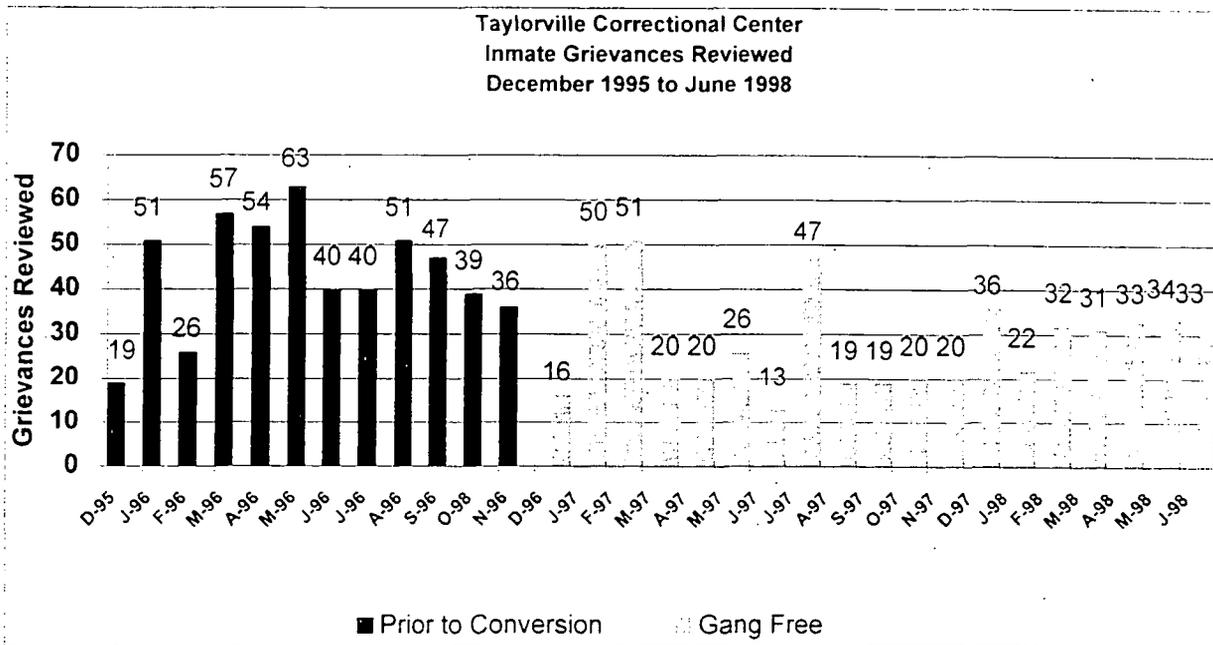
Good Time Revocations

Information regarding the loss of good time was provided to evaluation staff on two dimensions—the number of good time days revoked and the demotion of an inmate in grade. These data covered the 11-month period prior to conversion and the 19-month period post-conversion. As previously mentioned, inmates are classified as being in "A," "B," or "C" grade, with those in A grade being afforded the greatest privileges.

As displayed in Table 4.6, an average of 320 good-time days each month were revoked for TCC inmates prior to the prison's conversion. Given a relatively high standard deviation (274), the median also was calculated; it revealed a revocation of 270 days per month. During the 19 months following the conversion, the average number of days revoked dropped to 178 days. Again, because of the presence of extreme values, the median also was calculated; it revealed the monthly average of 120 days revoked each month. Since the transition there clearly has been a substantively significant decrease in the number of good time days revoked. The difference in median scores between the two time frames is more than 55%.

Table 4.6: TCC Good Time Revocations—1/95 to 6/98

STATISTIC	PRE-CONVERSION (20–month period)	POST-CONVERSION (19–month period)
Mean	320.4	178.4
Standard Deviation	274.0	224.6
Median	270.0	120.0

Table 4.7 displays good time revocations in terms of grade reductions. During the period prior to the conversion, an average of 13 reductions from A to B grade occurred each month. Post-conversion, this number decreased approximately 55% to six such reductions per month. Although a decrease also was observed with respect to reductions from A grade to C grade after the conversion, given the relatively rare occurrence of this, such changes were not viewed as substantively significant.

Table 4.7: TCC Good Time Revocations for Grade Reductions—1/95 to 6/98

STATISTIC	A to B GRADE Pre-conversion (23-month period)	A to B GRADE Post-conversion (19-month period)	A to C GRADE Pre-conversion (23-month period)	A to C GRADE Post-conversion (19-month period)
Mean	13.4	5.9	1.3	1.2
Std. Dev.	4.8	2.5	1.1	1.5
Median	14.0	6.0	1.0	1.0

<u>Lifestyle Redirection</u>

Description of Program

Lifestyle Redirection, operational since August 1998, is a three-phase program designed to reduce the tensions normally found in prison environments. Its purpose is to provide inmates with insights and opportunities for self-improvement that can be incorporated into everyday living. Lifestyle Redirection was developed by TCC staff and is unique to this facility. The program is staffed by four correctional counselors and one casework supervisor. These included staff already at the TCC and promoted into these positions.[28] The Lifestyle Redirection staff received several trainings, including regular trainings with the facility's psychologist, a week of platform skills training, and specialized training in Chicago before the program was implemented.

Phases I and II run concurrently and are mandatory for all inmates transferred to the TCC. Phase I is general orientation (occurs in all IDOC facilities) and lasts for 1 week. Phase II occurs during the afternoon (i.e., 2 hours) of Phase I and is unique to the TCC. During these afternoons, a Lifestyle Redirection counselor presents the following topics:

- Criminal Thinking
- Cultural Diversity
- What is Lifestyle Redirection?
- Individual Development Plans (IDPs)

The purpose of Phase II is to introduce the inmates to Lifestyle Redirection and encourage their participation in Phase III. During the last session of Phase II, inmates complete an IDP. Unlike other facilities where this is done in preparation for release as

---

[28] These staff were promoted from the following positions: correctional officer (2), business staff (1), and secretary (1).

part of PreStart, at the TCC it is believed an inmate can prepare for his release from the time he arrives at the institution. During this last afternoon, inmates also are informed of the various programming options at the TCC and the steps to follow when applying for participation.

Phase III is an intensive instructional program that lasts 12 weeks; it focuses on a different topic each week. Inmates meet for 2 hours per day, 4 days per week; 96 hours of instruction are provided. The 12 topics are briefly described in Table 4.8.

Table 4.8: Lifestyle Redirection Phase III Topics

TOPIC	DESCRIPTION
Self Esteem	- What is the difference between shame and guilt? - You are what you believe. - Are your values and actions in sync?
Victims	- What is a victim? - How many victims have you created? - What have your families lost because you are here?
Setting Boundaries	- What are boundaries? - We have different boundaries for different persons. - What is the difference between assertive and aggressive?
Men's Roles	- Who/what are men (e.g., manipulator, provider, dominant)? - What are your attitudes toward women? - Everyone has limits.
Anger Symptoms	- What is "King Baby"? (childish traits in adults who did not acquire emotional maturity) - How do you contend with another's anger? - What are the dos and don'ts of communicating anger?
Dealing with Anger	- Giving it, taking it, working it out. - Three ways to deal with anger.
Violence Triggers	- Overview of violence. - Inventory of violence. - Expectation of how to "act like a man."
Domestic Violence	- Why do men hit women? - Cycles of violence.
Healthy Relationships I	- What is a normal relationship? - Sex in the relationship, sexual abuse, and deviant sexual relationships.
Healthy Relationships II	- What role did you play as a child? - Results from chaos in early childhood. 4 rules of the imbalanced family, the dysfunctional family, and Life of Illusion.
Wellness	- How wellness affects self-esteem. - Fitness, healthy eating and habits, and smoking cessation.
Trauma	- Physical and emotional reactions to trauma/warning signs to related stress. - Recovery for the male sexual abuse survivor. 30 ideas to reduce stress.

Recipients of Lifestyle Redirection—Phase III

Entry into Phase III is mandatory for certain inmates and voluntary for others. Upon entering the facility, each inmate is screened for mandatory participation into Phase III. Inmates mandated are generally those who have exhibited highly aggressive behavior in association with their crime, such as domestic violence, and/or criminal history or those who have difficulty adjusting to the prison environment. Once an initial list of inmates is developed the Lifestyle Redirection II counselor reviews the list and offers his recommendations based on his four afternoons of interaction with the inmates. The Lifestyle Redirection supervisor makes final determination. As of yet, no mandated inmates have refused to participate. It was reported though that there is no official decision regarding how this would be handled, if it occurs. In addition, with program permission, inmates may choose to repeat a specific week of or the entire Phase III curriculum if necessary.

As of this writing, one cohort of inmates had completed Lifestyle Redirection (n=80). The second cohort is expected to increase to 100 inmates with the implementation of an evening session. As of October 15, 1998, there were more than 160 inmates on the waiting list for entrance into the program. As new inmates are received each week by the institution, this number is expected to increase. Although there generally are no "bumping rights" for entrance into Lifestyle Redirection, special attention is placed on an inmate's release date. It is preferred that an inmate be somewhat close to release (less than 1 year) when he enters the program.

Inmate opinions regarding the first 10 weeks Lifestyle Redirection were provided to evaluation staff.[29] An overwhelming majority of the inmates found all of the topics helpful. Each week when asked which part of the program was least helpful, it was common for many inmates to state "all was helpful in one way or another." From these reviews, it appears that Lifestyle Redirection has been an extremely positive experience for those inmates who have participated. Sprinkled throughout the evaluation sheets were these comments from various individuals:

o *"Lifestyle Redirection is more than okay. Thank you all."*

o *"Never too smart to learn a new way of being right about life and how to live it better."*

o *"Keep it coming."*

o *"Presented very professionally."*

o *"Thank you for a job well done."*

o *"I like to come to Lifestyles."*

o *"It always makes my day."*

o *"I think the program is great. I know for me it's given me the tools to use in changing my life. I think the program is young, but it's going to affect a lot of people in the future."*

o *"I'm not changing my lifestyle. I'm changing my life."*

The common substantive suggestions from participants across the different topics were to: 1) offer follow-up programs, 2) allow more time on the issues, and 3) distribute more worksheets and/or handouts. Overall, it appears that Lifestyle Redirection is having a positive impact on offenders as the participants are reporting that they are taking information from the program and applying it to their everyday lives

---

[29] Data collection ended on October 16, 1998. At that time, the last two sessions were not completed.

and habits. The true measure of success would be reduced recidivism when Lifestyle Redirection participants are released from incarceration—at this point we have no way of determining if that is the case.

Intensive Case Management

Once the inmates finish Phase III of Lifestyle Redirection, they receive Intensive Case Management (ICM) services.[30] The concept, borrowed from the IDOC's Community Services Division, stresses providing more intense, structured counseling services and closer supervision to inmates with the greatest need. As designed, each of the Lifestyle Redirection counselors will meet with inmates receiving ICM within 2 weeks of their Lifestyle Redirection graduation. The frequency of further interactions will depend on each inmate's individual need and goal performance, based on their IDP. It is anticipated that, on average, an inmate on ICM would meet with his Lifestyle Redirection counselor every 2 weeks, although more or less frequent sessions could occur as needed. During ICM, inmates are monitored for disciplinary progress, program involvement, job performance, and educational/vocational participation. Once the inmate successfully completes his goals, he is removed from ICM.

<div align="center">Other Program Changes</div>

Since converting to a gang-free environment, the TCC also has modified a number of other programs to better meet the needs of its new offender population. In particular, the number of Gateway slots was increased to accommodate an increased population of drug using offenders. An evening tutoring program also was reinstituted

---

[30] Note that the first group of inmates to receive ICM did not receive such services until after the end of this evaluation's data collection period.

due to the influx of qualified inmates to act as tutors. Other changes included the addition of social activities, such as an inmate band and choir.

Perceptions of the Prison Environment Based on the Inmate Surveys

Attention now turns to a discussion of how the inmates perceive the TCC is operating. In addition to focus groups held with inmates at the gang-free environment, a survey was given to the TCC inmates asking them questions regarding their sense of personal safety, security, well being, health, and services utilization. In order to identify any differences among the larger IDOC population, inmates at three comparison prisons also were surveyed. The results of the inmate surveys are discussed below, followed by a section containing a review of the TCC inmate focus groups. Together, this information depicts program operation as perceived by the inmates.

The inmate survey was administered to 356 inmates. Of those inmates reporting their race, 104 were Caucasian and 240 were non-Caucasian. The mean age of the inmates was 33 years (median = 31; mode = 30). The majority of inmates were incarcerated for crimes against a person (42.3%). Other offense types included drug offenses (27.0%), property offenses (21.0%), sex offenses (3.0%), and "other"[31] (6.7%). See Tables 4.4 and 4.5 for inmate social demographic and offense characteristics in order to ascertain the representativeness of this sample.

Dependent Variables

For analyses purposes, the researchers selected questions from the inmate survey that appeared to be the most relevant for measuring how the inmates perceived their environment. Four sets of analyses were conducted to that end. For the first set

---

[31] Other includes *all* other offenses, not just the "other" category offenses identified in Appendix F.

of analyses, nine dependent variables were used to examine the correlates of safety and security. The second set examined the correlates of the quality of life using seven dependent variables. The third set examined personal well being using six dependent variables, and in the fourth set, services and programs, two dependent variables were used.

All analyses but two employed a binary logit analysis model in which the reduced form set of control variables were estimated through a backward deletion stepwise procedure in which the analyst intervened at every deletion decision. Logit models estimate the probability of an event occurring. One way to estimate the "power" of the model, or goodness of fit of the model, is to examine the number correctly classified from what was predicted and what was observed (see, for example, Table 4.9). For two questions in the safety and security variable set, logit was not appropriate because of the small number of inmates that responded, which would have resulted in unacceptable cases-to-variables ratios.[32] For those two questions, the Chi-square statistic was used to calculate statistical significance between groups.

Independent Variables

Because the main interest was in assessing the TCC gang-free environment as compared to the environments of the other non-gang-free environments, TCC was dummy coded 1 (n=71), and the comparison sites were coded 0 (n=285). Other independent variables included in the logit models were race (1=non-Caucasian, 0=Caucasian), time at present facility (1<1year, 0≥1year), all time spent in any prison (1≤3years, 0>3years), and age. Also, offense type was included by creating four

---

[32] The rule of thumb for what constitutes a large enough sample for regression analysis is a n=25 for each variable included in the equation.

(K-1) dummy variables. Those who had committed a crime against a person were coded 1; otherwise the code was 0. Those who committed a property offense were coded 1, otherwise 0; those who committed a sex offense were coded 1, otherwise 0; and, those who committed a drug offense were coded 1, otherwise 0. The fifth category, reflected in the intercept, were all other offense types. Criteria for the inclusion of the independent variables for each equation involved the distribution of the variables, their zero order correlations, and the conceptual appropriateness of the variable.

Analyses Results

The first set of questions focused on issues of safety and security (see Table 4.9). It should be noted that there were specific questions in the survey that asked the number of assaults (physical and sexual), arguments, and fights that had occurred in the prison during the last 6 months. These questions were not used as indicators of safety because the results were deemed unreliable. For example, the descriptive statistics indicated that the number of heated arguments ranged from 0 to 3,600, the mean was 68.1, the mode was 0, and the median was 3.0. For this reason, it was decided that the questions that asked whether inmates were *bothered* by assault incidents were actually better measures of how the inmate perceived their surroundings relative to their own sense of safety and security. In the following narrative, only questions with statistically significant regression coefficients are discussed. However, all analyses, including those with non-significant findings are displayed in related tables.

Personal Safety and Security Analyses

In the personal safety and security section, three questions resulted in significant regression coefficients: 1) "How likely is it that an inmate would be assaulted in his living unit?"; 2) "Do you think there are any organized gang members at this prison?"; and, 3) "How safe do you think it has been in this prison for inmates who are not members of a gang?" The results of the first question indicated that Caucasians (v. non-Caucasians) believed it was likely or very likely that an inmate would be assaulted in his living unit. However, this result may be more related to the race ratio at the facilities than the actual occurrence of confrontations. As expected, the question that asked if there were any organized gang members at the facility was significantly different by facility type. Those from the comparison group were significantly more likely to respond there are gang members, as were Caucasians, and those who had committed property crimes. The third question that resulted in significant coefficients was how safe the inmate thought it had been in their prison for inmates who are *not* gang members. Five independent variables in the model were found to be important: race, time in prison, crimes against persons, crimes against property, and sex offenses. Non-Caucasians, those who had been at the facility for 1 year or more, and both drug and other offenders deemed their prison safe for non-gang members.[33] Because prison was not an important variable, this suggests that even if the facility was not gang-free, some believed the environment was safe. In sum, security and safety issues held by inmates did not differ between gang-free and non-gang-free prisons other than in the

---

[33] Because of the negative coefficients, data indicate that those who have been at the prison for 1 year or more and the drug and "other" offenders believe it is safe in their respective prisons for non-gang members.

65

identification of gang members. Other variables were more important in identifying inmate feelings of safety and security.

Also, it should be noted that these were relatively powerful models, as supported by the outcome analysis or the percent correctly classified by the logit model. The question about being assaulted in their housing units resulted in 70.8% being correctly classified by the model, gang members in the prison resulted in 83.5% being correctly classified, and safety for non-gang members resulted in 82.0% being correctly classified.

Table 4.9 Inmate Survey—Safety and Security Questions

QUESTIONS	B	SE	% CORRECTLY CLASSIFIED	SIGF
Bothered by # of heated arguments				NS
Likelihood of being assaulted in living unit			70.87%	
Race	-.6088	.2971		.040
Constant	-.5173	.2269		.023
Bothered by # of physical assaults				NS
Bothered by # of inmate weapons				NS
Any organized gang members at this prison			83.53%	
Prison	-2.0412	.4077		.000
Race	-.9373	.4610		.042
Crimes against property	1.6715	.7645		.029
Constant	2.6387	.4624		.000
How safe for non-gang members			81.95%	
Race	1.1721	.4021		.004
Time at this prison	-.4656	.1789		.009
Crimes against persons	-2.3426	.7711		.002
Crimes against property	-2.1045	.7933		.008
Sex offenses	-2.5170	1.1721		.032
Constant	3.0269	.8167		.000
How safe for inmate gang members				NS
Bothered by # of sexual assaults	Chi-square = 5.565			NS
Bothered by # of fights with weapons	Chi-square = 12.099			NS

Quality of Life Analyses

In the first quality of life question, crowding in the housing units, two variables were important (see Table 4.10). Caucasians and those who had spent more than 3

years in any prison were more likely to think that their housing units were very or extremely crowded. When asked how crowded it is elsewhere (gym, dining hall, etc.), again, those who had spent over 3 years in any prison responded very or extremely crowded. Also, those who were at one of the comparison group facilities were more likely to respond that other areas of the facility were very or extremely crowded.

Privacy in the housing units differed only by race. Caucasians were more likely than non-Caucasians to respond that there was very little or no privacy in their housing units. How noisy it was during their sleeping hours differed not only by race but by facility as well. Caucasians at all four prisons and inmates at the comparison sites responded that their housing units were very or extremely noisy during sleeping hours. Because there are fewer late night activities allowed at the TCC, this may explain the difference between the facilities. Finally, Caucasians and younger inmates felt it was difficult to have visitors because of the rules and regulations, and that the rules, in general, were enforced too strictly.

The most powerful among the quality of life questions was the question about privacy. The model correctly classified 92.9% of the cases. The other estimated values that were correctly classified ranged from a 64.6% correct classification to 77.0%. While these are considered less powerful models, they still are powerful enough to justify the appropriateness of the logit model.

Table 4.10: Inmate Survey—Quality of Life Questions

QUESTIONS	B	SE	% CORRECTLY CLASSIFIED	SIGF
How crowded in housing unit			66.14%	
Race	-.8826	.2736		.001
All time spent in any prison	-.9875	.2448		.000
Constant	1.5105	.2820		.000
How crowded elsewhere (gym, dining hall, etc.)			65.3%	
All time spent in any prison	-.9155	.2398		.000
Prison	-.8999	.2897		.002
Constant	1.1810	.1833		.000
How much privacy in your housing unit			92.86%	
Race	-1.6597	.7479		.027
Constant	3.9205	.7136		.000
How noisy during sleeping hours			76.95%	
Prison	-.7404	.3784		.050
Race	-.5719	.2776		.039
Constant	-.6983	.2347		.003
Hard to have visits because of rules and regs			69.45%	
Race	.7668	.2988		.010
Age	-.0654	.0157		.000
Constant	.6990	.5227		.181
Hard to have visits because of location				NS
How rules are enforced			64.63%	
Age	.0530	.0133		.001
Race	-.8203	.2605		.001
Constant	-1.2034	.4702		.011

Personal Well Being Analyses

Differences by prison were not found to be significant in any of the personal well being questions. As displayed in Table 4.11, the most important variable was age, and to some extent, race also was important. Those who often felt tense or stressed were more likely to be Caucasians, those who had committed crimes against a person, or drug offenders. Differences between offense types and feeling stressed is difficult to explain without further investigation. Interestingly, being committed for a drug offense was the only predictor of frequent feelings of depression. Age, race, or the amount of time spent in the facility appeared to be unimportant. Finally, Caucasians were more

likely to often feel worthless while younger inmates were more likely to feel that nothing is worthwhile and to often feel angry.

The estimated values that were correctly classified on the inmates' well being ranged from 60.1% to 81.7%. The most powerful models were those that estimated the predicted and observed outcomes of feelings of worthlessness and whether anything is worthwhile. The least powerful models were those that estimated the probabilities of the inmates feeling tense, depressed, and angry.

Table 4.11: Inmate Survey—Personal Well Being Questions

QUESTIONS	B	SE	% CORRECTLY CLASSIFIED	SIGF
Feel tense or stressed			61.19%	
Race	-1.2806	.3149		.000
Crimes against person	.8781	.3169		.006
Drug offense	.8074	.3585		.024
Constant	.5786	.2927		.048
Feel depressed			63.74%	
Drug offense	.6143	.2873		.034
Constant	-.7321	.1533		.000
Feel worthless			81.73%	
Race	-.8600	.2948		.004
Constant	-.9583	.2223		.000
Feel life is not worth living				NS
Wonder if anything is worthwhile			80.19%	
Age	-.0326	.0160		.042
Constant	-.3741	.5098		.463
Feel very angry			60.12%	
Age	-.0363	.0123		.003
Constant	.9068	.4079		.026

Services and Programs Analyses

The final section, services and programs, did not differ by facility; only age was important in predicting program participation. As depicted in Table 4.12, younger inmates were more likely to be participating or have participated in jobs and/or programs in their facility during the previous 6 months. Finally, the question about

participation in jobs and programs resulted in a relatively powerful model with 79.0% being correctly classified.

Table 4.12: Inmate Survey—Services and Programs Questions

QUESTIONS	B	SE	% CORRECTLY CLASSIFIED	SIGF
Participated in job/programs			78.98%	
Age	-.0348	.0140		.013
Constant	2.4858	.4994		.000
Placed on waiting list to participate				NS

Summary and Implications of Inmate Survey Data

Overall, it appeared that the gang-free environment inmates did not differ significantly from the comparison site inmates on how they perceived their environment on issues of safety and security, quality of life, personal well being, and programs and services. In other words, according to the survey results, the inmates at the JCC, the LCC, the RCC, and the TCC felt relatively safe with or without gang members. Obviously, administrators at all of the surveyed institutions are making a conscious effort to achieve the goal of a safe environment. However, the TCC did differ from the other facilities in how crowded it was in the gym, dining hall, etc., and in how noisy it was during sleeping hours. There were significant differences between the facilities on these issues. It is plausible to hypothesize that these differences may be explained by differing inmate characteristics (e.g., age), as well as enhanced use of these institutional areas by the inmates. It also should be noted that, according to inmate responses, the TCC is achieving its overall goals of eliminating organized gang members from the TCC institutional environment. There was a significant difference between the inmates at the TCC and the other facilities in their responses to the question about any organized gang members at their facility.

Some inmates did write comments on their questionnaires that help to shed a little more light on these issues. Comments from the TCC inmates included "I think and feel this is one of the safest prisons in Illinois. i was always in fear for my personal safety in my last prison." Other inmates stated "thank you for providing such a safe prison!" and "keep this prison gang free." On the other hand, one inmate wrote, "I have seen the administration take a stronger show of force since the gangs have left. Without gangs here I believe they feel we will not come together as a group and stand up for ourselves."

The comparison group inmate comments were far more diverse. One inmate wrote, "the inmates have kept the peace themselves because they are going to go home soon." Two inmates from the same facility voiced entirely different opinions about their safety. One wrote "overall I feel fairly safe here as opposed to other prisons I have been in" while the other noted "I think that in terms of safety this prison isn't safe. The reason I say this is because there are no cells, it's a dormitory." From a number of inmate comments, it appeared that safety and security was closely related to the dormitory structure of the facilities. In fact, the inmates were more likely to direct the problems of safety and security to the dormitory structure than to gangs. Another inmate stated "well, I came from another correctional facility where we slept in cells and here at any given time an inmate can be assaulted while his [sic] sleeping 'cause of the dorms." Another simply stated "the dorms need to go." Finally, one comparison group inmate directed his comment specifically at the issue of the TCC becoming

gang-free. "Taylorville Correctional Center (it's suppose to be a new gang free prison) now that it's gang free they treat the inmates like 'shit.' No free movement, less activity, that's why I transfer [sic]."

Inmate Focus Groups

Inmate focus groups were considered important as a means of identifying perspectives on the differences in the institutional environment created by the gang-free initiative. To that end, three inmate focus groups were conducted at the TCC.

TCC staff selected the inmates for each focus group. First, the inmate population was stratified by the way in which an inmate was placed at the TCC (i.e., from R & C, from another IDOC facility, or were at the TCC prior to its conversion). From those lists, inmates were selected randomly for their respective focus group. Each inmate was then provided information about the purpose of the meeting and asked whether they would like to participate. This process continued until approximately 10 inmates had volunteered for each group. The research team believed that by separating inmates into these three groups, there would be an increased likelihood that the participants would share characteristics and concerns with others in their group, thereby increasing the probability that a common theme could be reached in response to the questions posed. During the analysis of the focus group data, special attention was placed on ensuring that common statements, as opposed to isolated responses, were reported.

Each focus group occurred on the same day and was monitored by the same three-person research team.[34] The first focus group included 10 inmates who were *at the TCC prior to the gang-free conversion*. The second focus group consisted of 12

---

[34] The third research team member took notes of the focus group discussions.

inmates who were *transferred to the TCC from other* institutions. The third focus group

assembled nine inmates who were *sent to the TCC directly from one of the R & Cs.*

Toch's (1992) eight dimensions of prison environment—activity, social stimulation,

structure, support, privacy, freedom, emotional feedback, and safety—formed the basis

for the focus group discussions (again, see Appendix D for a full description of Toch's

dimensions). These eight topics and their meanings were displayed on poster board to

identify the issues to be addressed in the focus group discussion. This gave the

inmates time to think about how they felt about each dimension before the discussion

began. The groups also discussed how they would convert a prison to a gang-free

environment and the feasibility of a program designed to assist offenders in renouncing

their gang affiliation, also referred to as a flag droppers program. The same process

was followed for each focus group session, which lasted approximately 90 minutes. A

summary of the inmates' comments and concerns follows.

Activity

Toch's activity dimension refers to keeping oneself occupied and having

distractions to fill the time. When asked about the opportunities to use their time

productively, both the inmates at the TCC prior to the conversion and those transferred

in from another institution responded negatively. One inmate who was at the TCC

before the conversion claimed that, "activity time has been cut in half since the so-called

gangs are gone." Those inmates transferred to the TCC stated that activities were

better at the other institutions, in part because of the movement restrictions at the TCC.

Inmates sent from an R & C were much more positive about the TCC

environment. Two inmates compared the Joliet Correctional Center and the Cook

County Jail to the TCC and stated that there was more movement at the TCC. One inmate did mention that he felt it would be more productive if the inmates had more responsibility, but overall, this group had far fewer complaints related to the activity dimension.

Social Stimulation

Social stimulation focuses on the inmates' opportunities to interact with others. These comments varied by the focus groups. The most common complaint, of those inmates at the TCC before the conversion, was that they are often discouraged from congregating. "There's more nitpicking now—when gangs were out there, they didn't disperse them. Now an officer on the yard disperses if you have three or four people." One man commented that he felt they were being punished for *not* being in a gang. However, these inmates made some positive remarks about specific social interaction opportunities, including the debate team, Toastmasters, and bible study.

The second focus group of inmates, those transferred to the TCC, made the point that although social stimulation is restricted, it has more to do with the structure of the facility than with the gang-free conversion. A suggestion was made that one housing unit should be limited to those inmates 35 and older. It was explained that this would give the older inmates an opportunity to socialize with those whom they have things in common.

Again, the inmates sent from the R & Cs shared more positive responses about social stimulation. One inmate commented that there were plenty of social opportunities available. Also, most of these inmates did not have a problem with the rules about interacting with others.

Structure

Structure relates to the inmates having a schedule, clear-cut rules, and uninterrupted daily routines. When asked about such aspects of life at the TCC, both the inmates at the institution prior to the conversion and those transferred in from another institution responded negatively. Of those inmates at the TCC before its conversion, most stated that since the conversion, the rules have become rigid and seem to change from day-to-day; overall, the atmosphere was less comfortable. Most inmates transferred from another facility also noted that the rules seem to change on a daily basis and that this appeared to depend on the officer's mood. Both groups related that they attributed the rigidity of the atmosphere to the officers' concern about keeping the facility gang-free. They further noted that although the facility was not gang-free, it was "gang activity free." These inmates stated that the officers abuse their power more now because the officers think non-gang members will not retaliate against them. For example, one inmate stated "the new gangs are the officers," and another noted that the "gangs kept the staff in line." The influx of sex offenders also was mentioned as a reason the staff do not show the inmates respect.

To a degree, a different opinion surfaced when inmates sent to the TCC from an R & C spoke. While there were some complaints about structure, or having clear-cut rules, most were satisfied at the TCC compared to where they previously had been. For example, one inmate stated that the "rules change as it goes" and that policy is inconsistent. Conversely, another inmate commented that "here is a nice place. In county, once the door closes behind you, the gangs are runnin' the place." Another agreed by stating that he was scared when he spent time in the county jail.

Support

Toch's support dimension encompasses receiving assistance from staff, having opportunities for self-improvement, and experiencing quality family visits. Again, those inmates at the TCC before its conversion and those inmates transferred from another facility expressed similar comments. Both groups believed they were misled when they were told there would be more programs at the TCC after the conversion. Those at the TCC prior to its conversion also noted that the gangs had never controlled access to educational programs. With respect to quality family visits, this same group revealed that before the conversion, inmates were able to hug their wives and put their kids on their laps. They reported this is not allowed anymore.

Comments made from those arriving at the TCC from an R & C ranged from feelings that the programs were "different than they told us" to "they do programs here to reconstruct your life, to change so you don't go back down that same road." Unlike the other two focus groups, one inmate remarked that the "staff are responsive here and it's 24-hours."

Privacy

Privacy includes issues of noise and crowding. This was one of Toch's dimensions that elicited some positive responses from all three focus groups. To illustrate, most of the inmates at the TCC before its conversion stated that the prison is quieter since the removal of the gangs. Crowding was identified as a continuing problem and some inmates voiced their objections to the policy of lights out at 11:00 p.m. (because they felt like they were being treated like children). Overall, the

gang-free environment was thought of as having a positive influence on inmate privacy. Inmates sent from other facilities also noted the TCC was quieter. However, with respect to privacy, they indicated there was none. One inmate stated that "at other places there could be more noise but more respect for someone sleeping."

The R & C inmates also commented that there was "no such animal as privacy." However, the consensus was that they still would rather be at the TCC than at the county jail. One man stated "what's a little noise? It's worth it to be here." Another inmate indicated that when he wants privacy he goes to the yard to read and study.

Freedom

Freedom concerns excessive restrictions on inmate movement and the loss of individuality. Among the three focus groups, complaints were voiced, to varying degrees, about the lack of free movement. Inmates from the first two focus groups voiced the most complaints. For example, among those at the TCC before its conversion, one inmate related that he felt more like a number and less of a person now. Others stated that the gangs were sent to a better place because the other minimum-security prisons allow free movement. Those inmates transferred to the TCC from another facility made similar comments regarding movement. Almost all agreed that they had more free movement at their previous institutions, as well as more responsibility to better themselves. This group of inmates indicated that they felt that they were being punished for *not* being in a gang.[35] Those from the R & Cs also voiced some complaints; however, most appeared to accept the lack of movement. While on

---

[35] The fact that inmates transferred to the TCC felt as though they were being punished for not being in a gang was documented in staff notes documenting the conversion weekend.

one hand, it was felt that "it'd be more rehabilitative to let us move when we want," it was understood that "you can't turn everybody loose at once."

Emotional Feedback

Emotional feedback addresses the ability to maintain emotional ties with family and receive support from staff. Comments regarding this dimension varied among the three focus groups. Those in the first group had less to say about this dimension. One inmate commented that it is harder now to use the phone. Their explanation was that before the conversion, if there was a block on the phone, they could go to a counselor; however, this practice was not allowed after the conversion. Those sent to the TCC from another facility remarked that there is a lack of officer concern at the TCC. They stated that emotional support is more likely to come from other inmates than from staff. In their opinion, there is far less concern for the well being of inmates at the TCC than at other facilities. Among those inmates sent from an R & C, the biggest problem identified involved their ability to maintain relationships with family and friends, in regard to phone use and mail privileges. One inmate complained that "my family is in Mexico and the phones don't go through. If I don't call a number for a couple of months, they take the number off and I have to go through the process again." A number of inmates expressed anger over the belief that staff listen in on their calls and then go around the institution and talk about the inmates. Another inmate agreed and stated "yeah, be careful, you're at Tellerville." Also, they said it was common for packages to take 3 months to reach them and for mail to be rerouted or returned.

<u>Safety</u>

Safety involves inmates' feelings of physical safety. Substantial variation in the responses of the three focus groups was revealed. For example, most inmates at the TCC before its conversion stated that their sense of safety had not changed since the conversion. Furthermore, they explained that the gangs were not a problem before because most were only "soft gangs." "Only trouble you got is what you bring on yourself." A number of the inmates transferred from another prison admitted feeling *safer* at the TCC, but suggested that an inmate always has to watch out for himself. One inmate said that he is more worried "about physical safety from the staff than anyone else" and that filing grievances only makes matters worse. Inmates sent from an R & C were very positive about their feelings of safety, with all agreeing that they feel safer at the TCC. One noted "it's safer because it is supposedly gang-free. I haven't seen a single fight in the 7 months I've been here." Another related that "I don't have to look over my shoulder or worry about them taking my commissary."

Focus Group Summary

Overall, those inmates who were sent directly from the R & Cs were much more positive about the gang-free environment than were those who had been at the TCC before the conversion and those who had transferred to the TCC. Many inmates were upset because they felt misled regarding the number and extent of the programs that would be available at the TCC after its conversion to a gang-free facility. However, there was widespread consensus that the TCC was a safe facility. Some specifically attributed their feelings of safety to the removal of gangs, while others attributed it to the fact that most inmates were about to be released and, therefore, did not cause trouble

for fear it would jeopardize their release time. Nevertheless, if inmate safety was the main goal of the gang-free environment, then in general, it appears that the program is achieving what it was meant to achieve.

Other Inmate Focus Group Comments

After each of the prison dimensions were discussed, the inmates also were asked their opinions regarding how they would convert a prison to a gang-free facility, and what they think of a flag droppers program.

Gang-free Conversion

As far as how they would convert a prison over to a gang-free environment, inmates from each group indicated that they would reward those who were not gang members. One inmate who was at the TCC before the conversion noted that if "you prove yourself, you get a reward." Those from the second group also mentioned that they would "tighten up on the guards" and increase programming opportunities. Among those transferred from an R & C, a common theme was the need to listen to the concerns of inmates. For example, one inmate related "the warden doesn't respond and the counselors are 'spinmasters.' They tell you they're gonna do it but you never hear from them again."

Flag Droppers Program

The focus group participants also were asked their opinions regarding the utility of a flag droppers program. Briefly described, this program would be a place where inmates who wanted to drop their gang affiliations could go. Also eligible would be inmates who have a past history, but no current involvement with gangs. There, they

would be protected from retaliation from others in their gang, and they would receive the programming necessary to remain "gang-free" upon their return to the community.

The consensus among inmates from all three groups was that a flag droppers program would not work. Those from the first group noted that even if the gang member "dropped" while in the institution, other members would find them and "get you," and more than likely they would pick gang affiliation back up on the outside anyway. Those transferred from other institutions remarked that this would only be a temporary solution to a problem that would resurface once inmates were released. In a similar vein, those from an R & C revealed "there is no such animal as droppin' your flag and still being around those people 'cause they keep you on count. When they line up, you line up. Those guys just can't get up and walk out of those prisons."

Staff Perceptions of the Prison Environment

Chapter IV concludes with the staff perceptions of the prison environment by addressing some of the issues covered in the staff survey and interviews. Although it is not possible to include an analysis of each question, a breadth of topics are summarized here, including staff characteristics; the general TCC staff response to the gang-free initiative; how the gang-free environment has impacted the work of TCC staff; and perceptions of prison safety and security, the work environment, quality of life, and personal well being.

Staff Characteristics

The staff survey inquired about the respondent's demographic characteristics and their background in the correctional field. The two groups of staff (TCC vs. JCC, LCC, and RCC) were relatively similar, given their different sample sizes. Recall that 32

TCC staff returned surveys, as did 90 staff from the JCC, the LCC, and the RCC combined. Although the staff were randomly selected to receive the surveys, there is no way of knowing whether these characteristics differ from the staff populations at these facilities. A brief summary of the characteristics of those 122 correctional staff follows (see Appendix G for a table displaying these characteristics in detail).

Staff Demographic Information

Nearly all of the staff survey respondents were Caucasian. Only six African-Americans and one Native American returned surveys. In terms of gender, some differences between the TCC and the comparison prison respondents surfaced. The TCC sample was only 16% female, whereas the JCC, LCC, and RCC sample was nearly twice that percentage. The mean age of both groups' respondents was 42 years old. The education level of the staff also differed, with the TCC sample being slightly less educated than the other group of staff. The largest percentage of staff in both groups reported at least some college education, although not the completion of a degree.

Staff Correctional Background Information

Several questions about the respondents' employment history in the IDOC and the correctional field in general also were on the survey. Staff in both groups averaged 9 years with the department. The average number of years worked at the respondent's current facility was 6 years for the TCC staff and nearly 8 years for the other facilities' staff. The fact that both the JCC and the LCC have been in operation for several years more than the other two facilities may explain some of the difference in the means. That same reason also may explain why more TCC staff (56.2%) have worked at other

IDOC adult facilities than the JCC, LCC, and RCC staff (38.2%). Less than one-fifth of the staff in either group previously were employed at federal, county, city, or private contract adult facilities.

Approximately one-fourth of the staff hold supervisory positions at their current facility (TCC: 21.9%; JCC, LCC, and RCC: 27.8%). A slightly higher percentage are non-supervisory correctional officers (TCC: 25.0%; JCC, LCC, and RCC: 31.1%). Respondents also identified the assigned area of their current work assignment, with nearly one-half of the total sample indicating they were assigned to security detail (TCC: 54.8%; JCC, LCC, and RCC: 47.8%). Virtually every other assigned area was represented by at least one survey respondent. Approximately 90% of the staff in both groups reported interacting with inmates on a daily basis, primarily with those inmates in the general population as opposed to those in medical or segregation units. Finally, staff were asked to identify whether their personal orientation was toward program, custody, or a combination of the two. Approximately one-half of the staff in both groups stated their orientation was either somewhat more custody or totally custody. Fewer TCC staff (23.3%) answered somewhat more program or totally program than did JCC, LCC, and RCC staff (33.7%).

Staff's Response to the Gang-free Initiative

During the TCC interviews, staff were asked how they and their peers had responded to the gang-free initiative. In general, most of the TCC interviews provided positive comments, at least in terms of the staff's current response to the gang-free environment. These interviewees made comments such as staff are "very supportive," "everyone loves it here," and the staff "buy it." A few of the staff admitted some original

reactions were more apprehensive. For example, one interviewee reported that certain staff had difficulty adjusting to the change, while another stated that some employees did not believe the gang-free concept could work. A few interviewees responded that a limited number of staff continue to hold negative opinions about the gang-free environment.

Many of the TCC staff interviewed explained that other IDOC staff have a negative image of their institution. Some do not believe it works; some view it as a different prison; and others view it as "a joke," "a protective custody camp," or "a public relations gimmick." Certain TCC staff claimed to have changed others' negative opinions by relating to them how TCC's IDRs dropped or by explaining some of the new programming that was implemented when the facility converted to a gang-free environment.

Interviews conducted at the comparison prisons and the IDOC central office resulted in more mixed responses to the gang-free concept. Some of these interviewees echoed the comments the TCC staff related as having been made by other IDOC staff. For example, several of the comparison site interviewees said they would not want to work at the TCC because it is "a sissy joint" and the staff there just "babysit." Only a few of these interviewees relayed support for the gang-free concept. The evaluation team also got the impression that these negative reactions were caused by a general lack of understanding on the part of IDOC staff outside of the TCC. For example, some of the other staff did not understand the gang-free environment or how the TCC administration chose to carry out their proposal.

Another interview question concerned whether any staff requested a transfer out of the TCC because of its transition to a gang-free facility. Only one staff member interviewed reported this had occurred. It appears that some of the medical staff left the TCC because they felt less secure since their job responsibilities required them to work individually in private examination rooms with the influx of sex offender inmates. As a result of these staff departures, the medical staff acquired body alarms that they wear at all times when on duty. Another staff member also mentioned that the teachers always have their classroom doors locked now when they are alone. Furthermore, the staff stated that the security staff are very attentive and keep a close eye on the teachers.

The Gang-free Initiative's Effect on Staff's Work

In interviews, the TCC staff were asked to explain how the gang-free initiative has affected their work responsibilities and performance. Most of the security staff revealed that, for a number of reasons, their jobs now are easier. Those reasons included that these inmates do what is asked of them and put forth less of a struggle with the staff, and staff write less IDRs now (this comment was echoed by the program and services staff as well). One security staff interviewee commented that it is "hard to find something to write a ticket on." Some of the security staff also mentioned that they deal with inmates on more of a one-on-one basis because the non-gang member inmates raise a lot of questions and concerns that have to be addressed. Finally, the security staff even remarked that the visitors are easier to deal with now because they are more polite and less troublesome.

The degree to which the gang-free initiative affected the program and services staff varied. For example, the educator stated that her job had not changed. A

business office employee also suggested that his work has remained stable, except that the inmate trust fund is larger now. Working with inmates who lack a negative attitude has made both the correctional counselors' and leisure activity officers' jobs easier. A contractual treatment provider also mentioned that inmates are more receptive to treatment now and are not participating just for the good time credit. Another counseling staff member reported that her work is "more creative and hands-on" than before, especially because the warden is program-oriented. The staff most affected by the initiative, however, appears to be the medical personnel. Due to the change in the inmate population, the medical staff now treat more chronic and serious illnesses. As a result, there were dramatic increases in the number of clinics offered and the number of inmates who visit the HCU during sick call.

Impacts on Comparison Sites

During interviews conducted at the comparison sites, staff were asked to identify what, if any, impact the movement of non-gang members to the TCC had on the operation of their (and other) minimum-security prisons. Most obvious, it was mentioned that each institution initially experienced an influx of gang members. Some also noted that their inmate racial composition shifted.

Most indicated there were no resulting operational changes at their facility; however, one did note that before the conversion of the TCC, their staff was very proactive in their approach to facility problems. Now, the staff must be more reactive because of the incidence of problem situations. It generally was mentioned that initially after the transition, the inmates were a little rowdy, especially those that came from the TCC. Since the conversion, two of the three comparison sites' staff noted a decrease in

IDRs. Staff at both sites indicated this was because of strict discipline and an atmosphere of "zero tolerance" regarding such behaviors at their facilities. Staff at all three sites recalled the period just after the transition as being an acclimation period, with one respondent noting inmates were "scurrying for position."

While the comments regarding the gang-free concept were not overly positive, many staff interviewed did view the concept as a good management tool. For example, a number of staff noted that their facility has experienced a decrease in the number of inmates being "picked on" and that fewer inmates are requesting protection. Additionally, as the TCC received an increased concentration of sex offenders, these comparison facilities experienced a decrease. Because two of the facilities also operate work camp programs, this was viewed as a benefit.[36] However, the labeling of the TCC as gang-free was particularly troublesome to some individuals interviewed because they felt, in turn, they were being labeled as "gang" facilities. In this regard, one person noted that he/she is fearful that this communicates to inmates that they (inmates) are expected to be more trouble and have more disciplinary problems.

Perceptions of Prison Safety and Security

The staff survey inquired about staff's impression of the overall safety of the prison's living and working conditions. Many respondents also chose to write additional comments about their own safety and security concerns.

Unlike the analysis of the inmate surveys, logit analysis was not used on the staff surveys because the cell sizes would have been too small. Instead, the Chi-square statistic was used to test the significance of response differences between the TCC

---

[36] Sex offenders are not eligible for work camp programs.

respondents and their comparison counterparts. Due to the small sample sizes, it is difficult to obtain statistically significant results. However, the evaluation team felt that although some of the differences were not *statistically* significant, they were *substantively* important, and therefore are presented in the following discussion. Additionally, mean scores were calculated for some ordinal variables; therefore, further caution in the interpretation of results is advised.

<u>Inmate and Staff Safety</u>

When asked about the likelihood of inmate sexual or physical assaults, the greatest percentage of respondents stated an assault was somewhat likely to occur (see Table 4.13). Although not a statistically significant difference, fewer TCC staff (18.7%) replied an assault was either likely or very likely to occur than did the comparison prisons' respondents (28.5%). Some of the TCC staff who were interviewed commented that the inmates now engage in less fighting.

As for staff safety, the TCC respondents expressed more opinions of feeling safe and secure than the other respondents expressed. During the TCC staff interviews, several female staff remarked that the administration insists that staff, particularly female ones, are not to be left alone with inmates, presumably because of the increase in sex offenders. Although not a statistically significant difference, only 9% of the TCC respondents stated staff are in any degree of danger; nearly three times that number of the comparison prisons' respondents (23.0%) answered that staff are in some level of danger. However, one TCC staff member further commented that although TCC staff believe they are safer since the gang-free conversion "they fail to realize by the nature of the offenses of the present inmates incarcerated at the TCC the possibility of smaller

scale violence has increased." Several TCC staff who were interviewed also mentioned that some staff have become complacent because the gang-free inmates are less troublesome and more easy-going. It further was explained that staff complacency is a problem because "sex offenders are very manipulative."

Safety and Security Policies and Procedures

As shown in Table 4.13, most staff survey respondents stated that both the IDOC and their facility's policies and procedures to ensure safety and security at their institution are at least somewhat adequate (TCC: 87.1%; JCC, LCC, and RCC: 76.1%). Similarly, most staff also responded that *staff adherence* to the existing safety and security policies and procedures is adequate (TCC: 78.2%; JCC, LCC, and RCC: 76.1%). When asked about their institution's emergency preparedness and response plans, there was a general consensus that such plans at each institution are adequate (TCC: 90.9%; JCC, LCC, and RCC: 81.4%). None of these differences on the policies and procedures survey questions were statistically significant.

Dangerous Inmates and Staffing Levels

The staff survey asked respondents to classify inmates at their facility as extremely dangerous; dangerous, but not extremely dangerous; or not dangerous (the three percentages were to sum to 100%). As displayed in Table 4.13, the mean responses of the TCC staff were 9% extremely dangerous, 30% dangerous, and 61% not dangerous. The mean responses of the comparison prisons' respondents were 12% extremely dangerous, 42% dangerous, and 47% not dangerous. The differences in the mean responses were statistically significant for both the percentages

of inmates identified as dangerous and as *not dangerous* [$t(109)$ = -2.172, p < .05 and $t(109)$ = 2.178, p < .05, respectively].

When prompted about adequate staffing levels to provide for the safety and security of both inmates and staff, there were no statistically significant differences in the responses. Most survey respondents answered that their facility does not have enough personnel to protect neither inmates (TCC: 56.7%; JCC, LCC, and RCC: 68.5%) nor staff (TCC: 55.2%; JCC, LCC, and RCC: 64.0%). This issue resulted in many written comments on the staff surveys, with most complaining there are not enough staff. For example, one TCC security staff member stated that the staff-inmate ratio appeared to change dramatically since the gang-free conversion. The respondent further explained this change by noting that "with the increased programs there have been numerous security staff promoted to counselor or program staff with the security vacancies created not being filled." This same individual also reported that the afternoon (3p.m.–11p.m.) and night (11p.m.–7a.m.) shifts are so short staffed that time off is difficult to get approved. As a result, some staff call in sick and then "these officers are not replaced with overtime staff."

Gang Activity

Despite the best intentions to make the TCC gang-free, gang members do get in. As one staff member commented "do you really believe there is such a thing as a gang-free prison??? Impossible!!!" In staff interviews it was admitted that gang members slip by intelligence, but once discovered they quickly are transferred. On the survey, a majority of TCC respondents (85.7%) reported the presence of gang activity in their facility during the past 6 months (see Table 4.13). The same was also true for the

90

comparison prisons' respondents (97.3%). This difference in the occurrence gang activity was statistically significant $[\chi^2(1, N = 96) = 4.486, p < .05]$. Most respondents also agreed that their prison administrators usually or always respond appropriately to suspected gang activity (TCC: 76.4%; JCC, LCC, and RCC: 83.9%). That difference was not statistically significant. More TCC respondents (76.5%) stated that some individuals or certain groups suspected of gang activity "get by" than did the other respondents (58.7%), although again this difference was not statistically significant.

The responses to two questions that addressed inmate safety were substantively significant. First according to the TCC respondents, gang members in their facility are not in any physical danger, whereas 16% of the other respondents said gang members are in some degree of danger at their facilities. Similarly, TCC respondents also said that non-gang members are not in any danger. The comparison prisons' respondents answered that approximately one-fifth of their non-gang members are in some degree of danger. Although no specific survey question asked the staff about racial problems, one written comment addressed this issue. The TCC staff member wrote that since the TCC population has more Caucasian inmates from downstate Illinois, some of the inmate problems that arise are more race-related, even though "the Caucasian inmates believe the problems are gang-related."

IDRs

The final issue addressed in this section is IDRs. Staff were asked if the number of IDRs they write has changed since December 1996, when the gang-free environment was implemented. None of the TCC respondents stated that they write more IDRs now than they did prior to the conversion and nearly all (96.2%) replied that the number of

IDRs has decreased (see Table 4.13). Most TCC staff interviewed related the decrease to the fact that the gang-free inmates are more "polite," "respectful," and "calmer." Conversely, one-half of the comparison prisons' respondents (51.4%) revealed that they have *increased* the number of IDRs they write. This difference in the change in IDRs written was substantively significant. The result of the staff survey, in terms of the IDR information, directly contradicts what was mentioned in the staff interviews at the comparison sites. Those individuals claimed that their IDRs had also dropped at their institutions, and clearly that does not appear to be the perception of staff surveyed.

The survey further questioned staff about any changes in inmate behavior resulting in an IDR since the gang-free conversion. As might be expected due to the previous responses, most TCC respondents (88.9%) remarked that less serious behavior now results in IDRs. Similarly, one-half of the other respondents (51.4%) stated that more serious behavior now leads to IDRs. This difference in the change in inmate behavior was substantively important.

Table 4.13: Staff Survey—Safety and Security Questions

QUESTION	TCC n=32		JCC, LCC, and RCC n=90	
	n	%	n	%
Likelihood of inmate sexual/physical assaults				
Not at all likely	3	9.4	9	10.2
Somewhat likely	23	71.9	54	61.4
Likely	5	15.6	18	20.5
Very likely	1	3.1	7	8.0
Total	32	100.0	88	100.1[1]
Level of staff safety				
Very safe	7	21.9	18	20.7
Safe	17	53.1	35	40.2
Somewhat safe	5	15.6	14	16.1
Somewhat dangerous	3	9.4	14	16.1
Dangerous	0	0.0	4	4.6
Very dangerous	0	0.0	2	2.3
Total	32	100.0	87	100.0
Adequacy of safety and security policies and procedures				
Very inadequate	2	6.5	7	8.0
Inadequate	1	3.2	7	8.0
Somewhat inadequate	1	3.2	7	8.0
Somewhat adequate	5	16.1	6	6.8
Adequate	12	38.7	44	50.0
Very adequate	10	32.3	17	19.3
Total	31	100.0	88	100.1[1]
Adequacy of staff adherence to safety and security policies and procedures				
Very inadequate	2	6.3	5	5.7
Inadequate	2	6.3	1	1.1
Somewhat inadequate	3	9.4	15	17.0
Somewhat adequate	3	9.4	6	6.8
Adequate	16	50.0	44	50.0
Very adequate	6	18.8	17	19.3
Total	32	100.2[1]	88	99.9[1]
Adequacy of emergency plans				
Very inadequate	1	4.5	5	7.1
Inadequate	0	0.0	4	5.7
Somewhat inadequate	1	4.5	4	5.7
Somewhat adequate	2	9.1	5	7.1
Adequate	15	68.2	39	55.7
Very adequate	3	13.6	13	18.6
Total	22	99.9[1]	70	99.9[1]

[1] Totals over or under 100.0% are due to rounding.
[2] These response differences are statistically significantly at the .05 level.

Table 4.13: Staff Survey—Safety and Security Questions cont.'d

QUESTION	TCC n=32		JCC, LCC, and RCC n=90	
	n	%	n	%
Classification of inmates				
Extremely dangerous (%)				
Mean	9.1		11.7	
Median	5.0		10.0	
SD	14.9		12.5	
Dangerous[2] (%)				
Mean	29.7		41.6	
Median	30.0		39.0	
SD	24.1		25.9	
Not dangerous[2] (%)				
Mean	61.2		46.7	
Median	60.0		50.0	
SD	31.1		30.6	
Enough staff for *inmates'* safety and security				
No	17	56.7	61	68.5
Yes	13	43.3	28	31.5
Total	30	100.0	89	100.0
Enough staff for *staff's* safety and security				
No	16	55.2	57	64.0
Yes	13	44.8	32	36.0
Total	29	100.0	89	100.0
Gang activity				
No	3	14.3	2	2.7
Yes	18	85.7	73	97.3
Total	21	100.0	75	100.0
Administration responds appropriately to gang activity				
Always	3	17.6	20	32.3
Usually	10	58.8	32	51.6
Seldom	3	17.6	8	12.9
Never	1	5.9	2	3.2
Total	17	99.9[1]	62	100.0
Gang activity response bias				
Some individuals "get by"	13	76.5	32	50.8
Certain groups "get by"	0	0.0	5	7.9
All treated the same	4	23.5	26	41.3
Total	17	100.0	63	100.0

[1] Totals over or under 100.0% are due to rounding.
[2] These response differences are statistically significantly at the .05 level.

Table 4.13: Staff Survey—Safety and Security Questions cont.'d

QUESTION	TCC n=32		JCC, LCC, and RCC n=90	
	n	%	n	%
Safety level for gang members				
Very safe	9	50.0	8	11.4
Safe	6	33.3	30	42.9
Somewhat safe	3	16.7	21	30.0
Somewhat dangerous	0	0.0	9	12.9
Dangerous	0	0.0	1	1.4
Very dangerous	0	0.0	1	1.4
Total	18	100.0	70	100.0
Safety level for non-gang members				
Very safe	7	38.9	7	10.0
Safe	8	44.4	29	41.4
Somewhat safe	3	16.7	19	27.1
Somewhat dangerous	0	0.0	10	14.3
Dangerous	0	0.0	5	7.1
Very dangerous	0	0.0	0	0.0
Total	18	100.0	70	99.9[1]
Change in the number of IDRs written since gang-free conversion				
Decreased	25	96.2	8	11.1
Increased	0	0.0	37	51.4
No change	1	3.8	27	37.5
Total	26	100.0	72	100.0
Change in inmate behavior resulting in IDRs since gang-free conversion				
Less serious	24	88.9	4	5.7
More serious	0	0.0	36	51.4
No change	3	11.1	30	42.9
Total	27	100.0	70	100.0

[1] Totals over or under 100.0% are due to rounding.
[2] These response differences are statistically significantly at the .05 level.

Perceptions of the Work Environment

The work environment section of the staff survey asked staff about their perceptions regarding working in their facility and the IDOC. Most of the questions were grouped for the purpose of analysis into two composite scores—one of institutional operations[37] and one of personal efficacy[38] (see Table 4.14).

Institutional Operations

These questions addressed the authority and structure of the work environment. Respondents were asked to evaluate how well their facility and the IDOC are organized and operated, including issues such as lines of authority and formal communication. None of the response differences on the institutional operations questions were statistically significant. On average, both the TCC and the comparison prisons' respondents agreed or strongly agreed with the following institutional statements:

- The information I get through formal communication channels helps me perform my job effectively.

- In the IDOC, it is often clear who has the formal authority to make a decision.

- It's really possible to change things in this facility.

- I am told promptly about changes in policy, rules, or regulations that affect me.

- I have the authority I need to accomplish my work objectives.

- Management at this facility is flexible enough to make changes when necessary.

- In general, this facility is run very well.

---

[37] The institutional operations composite score combines work environment questions one through eight. Responses to questions two, three, and six were reversed in order to combine them with the positively oriented questions. As these involve ordinal data, caution should be exercised.

[38] The personal efficacy composite score combines work environment questions 16 through 23. Responses to questions 18, 19, 22, and 23 were reversed in order to combine them with the positively oriented questions. As these involve ordinal data, caution should be exercised.

The only statement that all respondents disagreed with was "employees have much opportunity to influence what goes on in the IDOC."

Personal Efficacy

This second composite score combines the questions that address how effectively the respondent deals with inmates. Furthermore, these questions assess the staff's feelings of accomplishment in the workplace and how at ease they feel working with inmates. In several TCC interviews, it was mentioned that "the staff get along better with each other without the gang tensions." Others remarked that teamwork has increased. Although no specific survey question inquired about staff morale, a TCC staff member did report that morale is low at the institution because staff have difficulty getting time off and get belittled when other staff do not perform their jobs well. Further, (s)he claimed that certain administrative staff are not concerned with morale, as long as there is "a body at work." While no other survey respondents commented on staff morale, because such questions were not included within the survey instrument, this is not surprising. However, similar remarks were made to the research team while they were speaking with TCC staff. At the other end of the spectrum, other staff remarked that morale is up since the conversion, and that staff "look forward to coming to work." In all likelihood, the research team believes these latter comments probably better portray the general staff morale at the TCC, and should be considered as morale does impact job performance and satisfaction.

The mean personal efficacy composite score for the TCC respondents revealed that they feel positive about their work more frequently than do their comparison prisons counterparts. The difference in the personal efficacy composite scores was statistically

significant $[\chi^2(2, N = 117) = 6.045, p < .05]$. Most telling perhaps is that on average only 13% of the TCC respondents reported rarely experiencing these positive feelings as compared to 46% of the other respondents.

Table 4.14: Staff Survey—Work Environment Questions

QUESTION	TCC n=32	JCC, LCC, and RCC n=90
Institutional operations composite score		
Mean	3.4	3.3
Median	4.0	4.0
SD	0.9	0.9
Personal efficacy composite score[1]		
Mean	4.3	3.8
Median	4.0	4.0
SD	0.7	1.0

[1] This response difference is statistically significantly at the .05 level.

Perceptions of Quality of Life

This section of the staff survey addressed the overall quality of the living and working conditions at the staff's facility (see Table 4.15). Only TCC staff were asked whether the level of safety at their facility had changed due to changes in the composition of the inmate population since the gang-free conversion. More than one-half of the respondents (51.7%) reported that the level of safety has increased at least slightly since that time, while 14% claimed there has not been a change.

Another survey question solicited information from all the respondents about changes in the quality of their interaction with inmates due to changes in the composition of their facility's inmate population, since the gang-free conversion. Although a majority of all staff responded that the quality of their interaction with inmates has not significantly changed, more TCC respondents (20.7%) revealed a significant *increase* in the quality of their interaction than did the comparison prisons' respondents (7.1%). Conversely, fewer TCC respondents (3.4%) remarked that the quality of the

interactions significantly *decreased* than did the other respondents (11.8%). These differences were not statistically significant.

Despite the fact that most of the TCC survey respondents reported no change in the quality of their interaction with inmates, several of the TCC staff interviewed provided examples of improved relations with the inmates. For example, one staff member commented that "staff yell at inmates less now because the gang-free inmates do things the first time they are asked." Another staff member remarked that these inmates are more likely to approach the staff to talk. Some of the program staff explained that their jobs are easier now because the inmates are more focused on treatment and open to changing their lives. Another interviewee mentioned that there is less racial tension between inmates and staff than before. A few interviewees indicated that they have witnessed some negative interactions between inmates and some security staff, "who want more authoritarian roles" and "are more aggressive now."

Table 4.15: Staff Survey—Quality of Life Questions

QUESTION	TCC n=32		JCC, LCC, and RCC n=90	
	n	%	n	%
Safety level of the TCC since the gang-free conversion				
Greatly decreased	4	13.8		
Moderately decreased	5	17.2		
Slightly decreased	1	3.4		
Slightly increased	6	20.7	Does not apply	
Moderately increased	8	27.6		
Greatly increased	1	3.4		
No change	4	13.8		
Total	29	99.9[1]		
Quality of interactions with inmates since the gang-free conversion				
Significantly decreased	1	3.4	10	11.8
Significantly increased	6	20.7	6	7.1
No significant change	22	75.9	69	81.2
Total	29	100.0	85	100.1[1]

[1] Totals over or under 100.0% are due to rounding.

Perceptions of Personal Well being

The final survey section covered is personal well being.[39] These questions measured the respondent's health (see Table 4.16). Some of the topics addressed include recurring headaches; poor appetite; restless sleep; and feelings of anxiety, job frustration, and anger. The mean personal well being composite scores were nearly identical for the two groups of respondents, and thus not statistically significant. The average frequency with which staff experienced health problems or negative feelings was once or a few times each month. The TCC respondents experienced restless sleep most frequently, on average a few times a month. The comparison prison respondents reported job frustration as the most common problem; on average they felt frustrated a few times a month. The TCC respondents indicated they experienced a poor appetite and a feeling that "everything is going wrong" least frequently, only a few times. A poor appetite also was least common for the other staff, occurring only a few times.

Table 4.16: Staff Survey—Personal Well Being Questions

QUESTION	TCC n=32	JCC, LCC, and RCC n=90
Personal well being composite score		
Mean	4.7	4.4
Median	5.0	5.0
SD	1.2	1.5

Summary of Staff Perceptions of the Prison Environment

The TCC staff exhibited a generally positive response to the conversion to a gang-free environment. Any initial apprehension seems to have largely dissipated. In comparison, many other IDOC staff continue to express negative opinions about the

---

[39] The list of factors potentially affecting personal well being is not exhaustive.

TCC, resulting from a lack of understanding and awareness about what the TCC has achieved. Of the TCC staff interviewed, most reported that their jobs are easier to perform since the conversion because the post-conversion inmates create fewer problems and are therefore easier to manage. The HCU staff seem to have been affected most by the change in the inmate population.

A number of significant differences were revealed in a comparison of staff's perceptions of the prison environment. For example, despite interview statements to the contrary, the number of IDRs written at the comparison prisons reportedly increased after the conversion, while TCC's number decreased. Also significant was the finding that the TCC staff reported the prison environment as much safer for non-gang members than did their counterparts. In addition, the TCC staff expressed feeling more positive about the jobs they perform than did the staff at the comparison sites. A statement echoed by many TCC staff was "this is a great place to work."

V. SUMMARY, OBSTACLES, AND RECOMMENDATIONS

Evaluation Limitations

There are two primary limitations of this evaluation—insufficient modification to the inmate and staff surveys and low survey response rates. The evaluation team believes the both of these limitations were impacted by the short duration of the evaluation period.

1. Limited modification of inmate and staff surveys.

Inmate and staff surveys were not modified to the extent necessary. In particular, a number of questions could have been made more applicable to this evaluation, while other questions could have been omitted. Furthermore, the structure of the instruments could have been developed to better facilitate data entry, thereby decreasing data cleaning efforts. Despite being pretested at one of the comparison sites, a number of problems still arose during the administration of the inmate survey. In order to complete the study in a timely fashion, time was not allotted to adequately pretest the staff survey.

2. Low survey response rates.

Even though it was agreed from the onset that it was impractical to survey the number of inmates and staff necessary to produce statistically rigorous findings, the researchers had hoped to receive completed surveys from 10% of each respective population. Unfortunately, response rates of less than 10% generally were obtained from all institutions for both the inmate and staff surveys. As a result, the results should be considered exploratory. While the research team believes these are reflective of the

perceptions of the larger population, the reader is urged to use caution in interpreting the findings. It is believed such rates may have increased with follow-up.

Evaluation Summary

The primary emphasis of this evaluation was to document the underlying assumptions that guided the development of the TCC's gang-free environment and to assess the implementation process. This study followed a process evaluation design and incorporated seven data sources. In addition to a qualitative review of the events that transpired during the planning and implementation of the gang-free environment, a number of quantitative analyses were performed. These included an assessment of the prison environment as perceived by inmates and staff at the TCC and three minimum-security prison comparison sites. Furthermore, profiles of the TCC inmates and their comparison group counterparts were developed.

Below are major highlights of the development and implementation of the gang-free environment at the TCC.

- o **August 1996**
  - ❑ IDOC asked wardens to develop gang-free proposals.

- o **October 1996**
  - ❑ TCC informed of their selection as the gang-free site.

- o **November 1996**
  - ❑ IDOC director announced selection of the TCC to the media.
  - ❑ Individuals responsible for organizing the conversion weekend were appointed.
  - ❑ Initial organizing meeting held with the IDOC transfer coordinator.
  - ❑ Efforts initiated in identifying gang-free population at all four prisons.

- o **December 1996**
  - ❑ Conversion weekend occurred.[40]

---

[40] Subsequent to the transition, TCC staff drafted a list of recommendations for any institutions attempting a similar gang-free conversion.

Given the short preparation time for the gang-free conversion, a number of characteristics held by the new TCC inmate population were unexpected and problematic. To illustrate, these new inmates were older, had more medical and mental conditions, were more articulate, and often complained. The concentration of Caucasians, sex offenders, and inmates wanting to enter into programming also considerably increased. As such, the institution initially was unprepared to deal with many of these inmates' needs. For example, the psychologist could not handle the influx of inmates needing sex offender treatment. The need for such treatment continues, and a proposal for a sex offender treatment program is in the development stage.

Behaviorally it was reported that the gang-free inmates were quieter, respectful, and better behaved than the pre-conversion inmates. As a result, analyses of the number of IDRs written since TCC's conversion revealed a decline in disciplinary infractions. The nature of grievances also changed in that they now are more founded in issues related to institutional services (e.g., medical services) than to personal privileges (e.g., housing assignments).

Overall, TCC inmates' perceptions of the prison environment on issues of safety and security, quality of life, personal well being, and programs and services did not differ significantly from the comparison sites' inmates. A number of significant differences were revealed in a comparison of staff's perceptions of the prison environment. For example, despite interview statements to the contrary, the number of IDRs written at the comparison prisons reportedly increased after the conversion, while

104

TCC's number decreased. Also significant was the finding that the TCC staff reported the prison environment as much safer for non-gang members than did their counterparts. In addition, the TCC staff expressed feeling more positive about the jobs they perform than did the staff at the comparison sites.

Within a few months of program operation, TCC altered its inmate selection process by no longer making transfer of TCC eligible inmates *mandatory*. In order to decrease the racial and offense disparity, TCC staff began screening inmates directly from the R & Cs for program eligibility. The evaluation team believes this practice will have long range benefits for the TCC. When evaluation staff held focus groups with TCC inmates, it was apparent that a difference in perception exists among those inmates transferring from an R & C opposed to another IDOC facility; that is, these inmates have much more favorable opinions regarding the TCC, their sense of safety and security, and the institutional services and programs. However, due to the small number of inmates participating in the focus groups, this issue should be studied further.

Other changes that occurred at the TCC during the first 23-months of its gang-free status included the implementation of Lifestyle Redirection, the reintroduction of peer tutoring, a doubling of Gateway treatment beds, and the addition of a variety of inmate social activities. A review of comments made by the first Lifestyle Redirection cohort suggests that this program may be promising. Many participants reported that they have applied the program's lessons to their lives and are changing their negative habits. However, a true measure of success would be reduced recidivism when Lifestyle Redirection participants are released from incarceration. At the time of this evaluation, all inmates who had received Lifestyle Redirection remained incarcerated.

Obstacles

The greatest limitation faced by the TCC was the time constraint applied to the implementation of the gang-free environment. As noted by one TCC employee, "we were under extreme pressure to get it all done in such a short time." However, it is understandable that given the negative pressures placed on the IDOC at that time, the department believed it was necessary to immediately react to the concerns of the state government, mass media, and citizenry.

Due to the immediacy of implementing this program, many issues surfaced with the new inmate population and could not be dealt with expediently. This led to poor inmate attitudes and negative feelings toward their new environment. This was compounded by many inmates being misinformed or not informed about what to expect upon transferring to the TCC. For example, many inmates in educational programs at their original institutions believed the same opportunities existed at the TCC. In the cases where this was untrue, inmates and TCC staff frustrations surfaced. Due to the mandate regarding the identification of non-gang affiliated inmates placed on the comparison institutions within the time constraints, proper transitional planning was not feasible. Other obstacles that were difficult to address, again because of the time limitations, included a departmental mentality resistant to change and a general weariness of attempting a new anti-gang prison strategy. The evaluation team believes those involved in the gang-free transition should be commended for their hard work, as few unanticipated problems arose during the transition.

Recommendations

This evaluation has demonstrated that the TCC successfully implemented a program that parallels its institutional mission. The key facets of the TCC are a gang-free environment that provides a safe, secure, and humane living and working condition where inmates can make lifestyle changes. To varying degrees, efforts to this end have been successful. For example, most believe the TCC is free of gang pressures, and the inmate selection process is relatively successful. Furthermore, staff believe the TCC environment now is safer for both inmates and staff, and preliminary positive results have been accomplished with Lifestyle Redirection.

During staff interviews it was revealed that there currently are two changes being considered regarding the TCC gang-free environment—a flag droppers program (briefly described earlier) and the expansion of Lifestyle Redirection. For reasons cited below the evaluation team urges caution as the development of these ideas continue.

Flag Droppers Program

Originally, many within the IDOC wanted the TCC to be an environment for flag droppers, as opposed to non-gang members. While this seemed like a population more in need of a safe haven, administrators and executive staff within the department realized that unless they first had an established gang-free environment, inmates would be leery. According to staff interviews, there currently exists the belief that a flag dropper program will be implemented and that it should be located as an X house on the grounds of the TCC, although separate from the minimum-security inmates and programs. While the evaluation team is not aware of a proposed implementation date, it is stressed that the IDOC commit appropriate *time and resources* to the development of

this type of program. Although recommending that the IDOC proceed with caution, the evaluation team does support the TCC in its desire to host a flag droppers program. TCC has the experienced staff, a strong desire to serve a new group of inmates, and the success of the gang-free environment to bolster its attempt at implementing a successful flag droppers program.

While a number of cautionary statements are offered below, it is first necessary to clarify why these statements were developed. The research team understands that the proposed concept for the 'flag droppers' program is to build a separate, self-contained, medium-security unit on the existing TCC grounds. Additionally, it is proposed that there would be no interaction between the minimum-security unit gang free inmates and the medium-security 'flag droppers', and that this new unit would have appropriate staffing levels to ensure the integrity of security and programs. However, because the 'flag droppers' program is still in the planning stages, a number of design changes could occur. As such, the research team believed it necessary to highlight some of the potential problems that could occur if any of the above-mentioned core program features are altered.

Given this clarification, the following time and resource issues are presented for the IDOC's consideration. The issues are presented within the context of TCC's mission.

- **A flag droppers program at the TCC could endanger the ability of the institution to maintain its gang-free environment.**

The possibility of inmate contamination is two-fold. First, minimum-security inmates eligible for the TCC may be at risk due to exposure to the flag dropper inmates because of the logistical problems involved in preventing all contact

between these two distinct groups of inmates. Second, contamination could occur if an inmate infiltrates the flag dropper program, with the intention of keeping others from leaving their gang.

In a related vein, as one administrative staff commented "you don't drop your flag like you drop your Elk's affiliation." Clearly, the pressures to remain in a gang are constant and finding appropriate and sincere offenders will be difficult.

- o **A flag droppers program at the TCC could prevent the TCC from providing safe, secure, and humane living and working conditions.**

Staff resources are currently strained at the TCC. Numerous TCC staff mentioned in their interviews and on their surveys that there are not enough security or program staff to maintain the safety of neither inmates nor staff. The evaluation team recommends that such concerns be adequately addressed before any further flag droppers program discussion occurs. If the IDOC is serious about implementing this type of program, it must be willing to provide the necessary resources.

Secondly, it appears that inmates and numerous staff are resistant and skeptical about the feasibility of a flag droppers program. Without proper support and buy-in from both inmates and staff, the ability of the TCC to provide safe and secure conditions could be jeopardized. The evaluation team recommends that prior to implementation of a flag droppers program, an outcome evaluation of the gang-free environment be conducted. The results of that study should be disseminated throughout the correctional community to garner the cooperation of both staff and inmates for a future flag droppers program. Additionally, opinions and recommendations regarding such a program should be solicited from staff of all

levels at all prisons. This would increase system-wide support by providing all IDOC employees an opportunity to improve a program based on their experience and expertise. It further is believed that this would improve the quality of the program. In a related vein, the evaluation team recommends that the gang-free steering committee be reconvened before a flag droppers program is implemented. Their experience and vast expertise would be particularly beneficial.

Expansion of Lifestyle Redirection

A second commonly expressed change suggested in the staff interviews was an expansion of Lifestyle Redirection. While the expansion of programs that initially produce positive results is common in criminal justice, often times it is premature.

- **The expansion of Lifestyle Redirection may negatively affect the environment's ability to assist inmates in making lifestyle changes.**

Lifestyle Redirection has only graduated one cohort. As mentioned previously, caution must be exercised in making any generalized references regarding the utility of such a program. While preliminary indications suggest that inmates are reacting positively to the program, it must be ascertained whether inmates incorporate lessons learned upon their return to the community.

The evaluation team noted three other concerns: the bumping of Lifestyle Redirection counselors, the effect of waiting list pressures, and the possibility of noncompliant inmates mandated into the program. First, union policy for IDOC staff allows for bumping privileges. Turnover of Lifestyle Redirection staff may result in different program outcomes among inmate cohorts. Continuity of staff seems very important in this type of specialized program. Second, there is an additional concern that a growing program waiting list will pressure Lifestyle Redirection staff to expand

program services. It is recommended that staff exercise patience and provide themselves with the time necessary to grow at their own pace. As ICM has only recently been implemented, it is not known the amount of time that will be needed to provide such individualized services. Third, as the program will experience conflict as the result of mandating inmates who otherwise would not have participated; consideration should be given to possibly removing noncompliant inmates from the TCC. Perhaps the environment would improve if only non-gang affiliated inmates who were truly intent on affecting lifestyle changes were housed at the TCC. Finally, the evaluation team recommends that the department adhere to the belief of TCC staff and not initiate any statutorily change that would include Lifestyle Redirection in the programs from which inmates may receive good time credit.

APPENDICES

Appendix A

FRAMEWORK FOR CONDUCTING GANG-FREE IMPACT EVALUATION

Rationales for the development of the TCC gang-free initiative exists at three levels: the system, the institution, and the individual. On the system level, the notion that an institution exists that excludes gang members provides the larger IDOC institutional system with the flexibility to address non-gang affiliated inmates' concerns (at least at the minimum-security level). In this way, it permits the IDOC to tailor a prison environment to specific needs of a portion of the inmate population, much as it might establish a specific institution to focus on substance abuse problems, mental health issues, or geriatric concerns. Findings from the implementation evaluation presented in the report suggest the gang-free initiative may have measurable system level impacts as a management tool.

At the institutional/program level, the rationale for a gang-free environment is two-fold. First, it focuses on the institution's ability to provide programming in an environment free from the pressures and conflicts created through gang activities. A second hypothesis of institutional impact created by a gang-free environment is that a safer environment is created by eliminating gang-related violence and intimidation—in the gang-free prison both inmates and staff are less at risk for physical injury or psychological abuse. Preliminary indicators such as inmate disciplinary reports, inmate grievances, and good time revocations, at TCC, suggest that the gang-free initiative may be having some positive impact on the institution with regard to safety and security. However, multivariate analyses (using logit models) of inmates' perceptions of personal safety, security, well being, health, and services utilization suggest that few significant differences exist between perceptions of inmates on these four dimensions across the

1

four institutions. Rather, differences in perceptions generally are due to other variables, such as race, incarceration offense, and age. Moreover, inmate perspectives differ between those individuals who were at the TCC prior to its conversion, those who were transferred to the facility, and those who were selected directly from the reception and classification centers. Are the differences due to a gang-free environment, or are the result of other inmate characteristics altered due to the selection criteria established for the TCC? Clearly, the specific effects of the gang-free environment upon safety and security are not as straightforward as might be hoped. Further impact evaluation is needed to disentangle these effects. Ultimately such analysis might provide a better indicator of the inmate most likely to benefit from the gang-free environment.

Finally, at the individual level, the gang-free prison rationale suggests that gang-free prisons will produce positive changes in offenders during incarceration that will continue post-release. In particular, the gang-free prison will provide an insulating effect that will forestall an offender's recruitment into a gang during incarceration. Upon release, the non-gang involved offender is less likely to be involved in criminal behavior, particularly that which has its genesis in gang activity.

Thus to assess the impacts of the TCC gang-free prison, the research team suggests impact assessment at the system, institutional, and individual levels.

Methodological Approach

System Level Impacts

The ability to identify the influences of a gang-free institution is perhaps the most problematic at the system level. Identifying straightforward cause and effect relationships becomes problematic due to aggregation effects. Moreover, reactive

institutional policies and procedures at non-gang-free institutions, such as tightening up on inmate disciplinary infractions, may suppress effects that would otherwise be evident. Nevertheless, comparative assessment of less reactive measures might be useful as ways of gauging system impacts. The research team would propose looking at the following indicators at the TCC and three comparative institutions.

- Inmate requests for protection

- Time spent in the institution between initial classification and reclassification

- Reason for reclassification (e.g., disciplinary, staff request, inmate request)

- Sampling disciplinary reports at the four facilities over time to determine the ratio of gang versus non-gang related disciplinary problems

Institutional Impacts

Key to the implementation of a gang-free institution is the notion that this approach will result in a better institutional environment. As noted above, preliminary assessment suggests analyses are needed to disentangle the influences creating the changes in operational indicators. Investigation to separate out these effects could be accomplished through a quasi-experimental design in which inmate samples drawn from the three comparative institutions and the three intra-TCC groups (i.e., those at the TCC before the conversion, those transferred into the TCC from other institutions, and those assigned directly to the TCC directly from the reception and classification centers) could be compared using multivariate techniques. While specification of the models to be considered remains outside this discussion for practical reasons, the anticipated procedures permit examination of changes in operational indicators such as grievances, good time, and inmate disciplinary reports that have occurred at the TCC since the inception of the gang-free environment. In these models, the influences of salient

3

characteristics such as the type of commitment offense, offender race/ethnicity, offender age, sentence length, etc. will be controlled.

The refinement of the inmate and staff environmental assessment instruments, not possible due to the short time period of the initial evaluation, also is recommended. These instruments seem particularly appropriate to assess critical environmental dimensions thought to be affected by the gang-free environment.

Individual Level Impacts

A third level of impact analysis concerns the larger effect of the TCC gang-free initiative on inmate rehabilitation or habilitation. That is, does the gang-free institution provide an environment more conducive to positive individual change in offenders? It is assumed that if an inmate's correctional sentence is characterized by exposure to positive influences (e.g., treatment programs) and isolation from negative influences (e.g., gang involvements) he/she is more likely to lead a non-criminal lifestyle upon release. Recidivism, while an imperfect measure, is one generally accepted as a measure of rehabilitation. To assess the rehabilitative impact of the gang-free institution, therefore, analyses of post-release recidivism are recommended. Again, such an examination would contrast inmates released from TCC and the three comparative facilities. Confounding factors such as the length of time served (in the institution), would of course, have to be controlled as was described previously. A potential design would involve the use of exit cohorts using a time-series analysis. Based upon the research team's previous experience in collecting and interpreting various criminal history data, the use of a somewhat insensitive but practical measure such as reincarceration would be preferred. For such a time series analysis to be

4

meaningful, a 12-month release period (three cohorts released in 4-month groupings) and a 24-month follow-up (at risk period) would be appropriate.

Appendix B

PLEASE NOTE: By completing this survey you are consenting to participate in this evaluation study. If you wish not to participate, please do not proceed.

PRISON SOCIAL CLIMATE SURVEY
STAFF VERSION

We ask the following questions in order to determine whether the staff members who have responded to our survey are similar to all other staff working in this institution with respect to work history and personal characteristics. All of your responses are *strictly confidential;* therefore, individual responses will not be released. Please respond by circling your response.

1. Are you:
   a. Asian or Pacific Islander   b. Black
   c. White   d. Other _____

2. Are you of Hispanic origin?
   a. No   b. Yes

3. What is your gender?
   a. Male   b. Female

4. What is your age as of your last birthday? _____

5. What is the *highest* level of education you have attained? (Mark only one.)
   a. Some high school (no degree)   b. High School (degree)
   c. Technical training   d. Some college
   e. Bachelor's degree   f. Some graduate work
   g. Master's degree   h. Ph.D. degree
   i. Advanced professional degree (e.g., medical doctor, lawyer)

6. How long have you worked for the IDOC?
   _____ Years   _____ Months

7. How long have you worked at this facility?
   _____ Years   _____ Months

8a. How many other IDOC adult correctional facilities have you worked in prior to this one? (Include only facilities in which you worked for more than four weeks.) _____

8b. How many federal, county, city, or private contract adult correctional facilities have you worked in? (Include only facilities in which you worked for more than four weeks.) _____

9a. Are you a supervisor of any IDOC staff?
   a. No   b. Yes   ⟶ Skip to Question 10 on page 2.

9b. Are you a non-supervisory correctional officer?
   a. No   b. Yes

10. Please indicate the department for which you work. (Circle only one.)
   a. Security
   b. Mechanical Services/Facilities
   c. Correctional Industries
   d. Clinical Services
   e. Contractual Treatment Providers
   f. Recreation/Religion/Services
   g. Financial Management/Human Resources/Inmate Services
      (Commissary/Laundry)/Inmate Systems/Information Systems/Computer Services/Legal
   h. Administrative Staff
   i. Education Services
   j. Medical Services
   k. Other (please specify) _____

11a. *During the past six months*, **how often did you have personal contact with inmates (not just see them, but interact with them)?**
   a. Never
   b. A few times
   c. Once a month   } Skip to Question 12.
   d. A few times a month
   e. Once a week
   f. A few times a week
   g. Every day

11b. How many inmates would you say you have personal contact with each day?
   _____ per day

12. What has been your predominant shift *over the past six months*?
   a. 7am–3pm   b. 3pm–11pm
   c. 11pm–7am   d. No predominant shift

13. Which group best represents the type of inmates you primarily interacted with *in the past six months*?
   a. General population
   b. Medical/psychiatric/dental
   c. Segregation/administrative detention
   d. Holdover/in-transit
   e. Protective custody
   f. Other (please specify) _____

2

PERSONAL SAFETY AND SECURITY

The purpose of this section is to ask for your impression of the overall safety of the living and working conditions in this facility. Most of the questions in this section ask you to think about the *past six months, however, please note that some questions refer to the past 12 months.* Please read each question carefully and circle your response. Remember, there are no right or wrong answers, only your opinions. We have included a category labeled *"No Knowledge"* for those staff members who might not be familiar with certain aspects of this facility. If you have *any* knowledge on which to base your answer, no matter how limited it may be, please try to answer the question. You are asked to think only about the time you have been at **this** facility.

1. **How many instances do you know of, *in the last six months,* where there have been heated arguments and/or physical injuries among inmates *not* involving weapons?**
   a. No knowledge   b. No instances   c. Number of instances _____

2. **How many instances do you know of, *in the last six months,* where assaults among inmates have involved the use of weapons?**
   a. No knowledge   b. No instances   c. Number of instances _____

3. **How many instances do you know of, *in the last six months,* where an inmate has been sexually assaulted?**
   a. No knowledge   b. No instances   c. Number of instances _____

Question 4 refers to the instances of misconduct covered in questions 1–3. If you have no knowledge or there were none of these instances at your facility, please skip to question 5.

4. **Do these instances of heated arguments, unarmed assaults, armed assaults, or sexual assaults usually happen to the same inmates or to anybody?**
   a. Usually to the same inmates.   b. Usually to anybody.

5. **How many instances do you know of, *in the last six months,* where an inmate has been pressured for sex?**
   a. No knowledge   b. No instances   c. Number of instances _____

6a. **How likely do you think it is that an inmate would be either sexually or physically assaulted in this institution?**
   a. Not at all likely ⟶ Skip to Question 7a.
   b. Somewhat likely
   c. Likely
   d. Very likely

6b. **In what area do you think it is *most likely* that an assault would take place?**
   a. Housing units   b. Work areas
   c. Dining Hall   d. Recreation areas
   e. Other (please specify _____)

7a. **Do you believe that there are unobserved (and therefore, unreported) instances of inmate-on-inmate violence?**
   a. No ⟶ Skip to Question 8 on page 4.
   b. Yes

7b. If yes, how many would you estimate occurred *during the past six months?* _____

7c. Of the unreported acts of violence, where do they *probably* take place? (If necessary, mark more than one.)
   a. Housing units
   b. Work areas
   c. Dining Hall
   d. Recreation areas
   e. Other (please specify _____)

8. How often do you think the inmates have had weapons on them or in their quarters *in the past six months?*
   a. No knowledge
   b. Never
   c. Very rarely
   d. Rarely
   e. Now and then
   f. All the time
   g. Very often
   h. Often

9a. Has there been any gang activity in this facility *in the past six months?*
   a. No knowledge
   b. No   } Skip to Question 10 on page 5.
   c. Yes

9b. Do you believe that the administration at this facility responds appropriately to suspected gang activity?
   a. Always
   b. Usually
   c. Seldom
   d. Never
   e. No opinion

9c. Do you believe that the responses to suspected gang activity at this facility reflect any bias?
   a. Certain groups "get by"
   b. Some individuals "get by"
   c. All are treated the same
   d. No opinion

9d. How safe or dangerous do you think it has been in *this* prison for inmates who *are* members of a gang (dangerous in the sense of being killed or injured in an assault)?
   a. Very safe
   b. Safe
   c. Somewhat safe
   d. Very dangerous
   e. Dangerous
   f. Somewhat dangerous

9e. How safe or dangerous do you think it has been in this prison for inmates who *are not* members of a gang (dangerous in the sense of being killed or injured in an assault)?
   a. Very safe
   b. Safe
   c. Somewhat safe
   d. Very dangerous
   e. Dangerous
   f. Somewhat dangerous

9f. Do you believe the inmates' usage of the prison recreational facilities is impacted by the prison gangs?
   a. No
   b. Yes, some inmates use them less often because of the prison gangs.

9g. Do you believe the inmates' usage of prison programs (e.g., educational, substance abuse counseling, etc.) is impacted by the prison gangs?
   a. No
   b. Yes, some inmates use them less often because of the prison gangs.

10. **How safe or dangerous do you think it has been in this prison for staff members who have a lot of contact with inmates (dangerous in the sense of being killed or injured in an assault)?**
    a. Very safe   b. Safe   c. Somewhat safe
    d. Very dangerous   e. Dangerous   f. Somewhat dangerous

11. **How likely do you think it is that a staff member would be physically assaulted in this institution?**
    a. Not at all likely   b. Somewhat likely   c. Likely   d. Very likely

12. **Has an inmate physically assaulted you *within the last six months*?**
    a. No
    b. Yes
       If YES, how many times?_____
       If YES, please describe the physical assault. _____

    _____

13. ***In the past six months*, how often have *inmates* used physical force on staff members?**
    a. No knowledge
    b. Never   c. Very rarely   d. Rarely   e. Now and then
    f. All the time   g. Very often   h. Often

14. ***In the past six months*, how often have *staff members* used physical force on inmates?**
    a. No knowledge
    b. Never   c. Very rarely   d. Rarely   e. Now and then
    f. All the time   g. Very often   h. Often

15. **How free do you believe inmates have been to move about this institution?**
    a. No knowledge   b. Not at all   c. Slightly
    d. Moderately   e. More than moderately f. Very

16. **How adequate are IDOC and your facility's policies and procedures to ensure safety and security at this institution?**
    a. Very inadequate   b. Inadequate   c. Somewhat inadequate
    d. Very adequate   e. Adequate   f. Somewhat adequate
    g. Undecided

17. **How adequate is staff adherence to existing IDOC safety and security policies and procedures at this institution?**
    a. Very inadequate   b. Inadequate   c. Somewhat inadequate
    d. Very adequate   e. Adequate   f. Somewhat adequate
    g. Undecided

18a. How often have there been shakedowns (living area or working area searches) in this institution *during the past six months*?

   a. No knowledge ──▷ Skip to Question 19.
   b. Never
   c. Very rarely
   d. Rarely
   e. Now and then
   f. Often
   g. Very often
   h. All the time

18b. Are the shakedowns done frequently enough?

   a. No   b. Yes

19. How often have there been nonroutine body searches (strip or pat) at this institution *during the past six months*?

   a. No knowledge
   b. Never   c. Very rarely   d. Rarely   e. Now and then
   f. All the time   g. Very often   h. Often

20. Do you think there has been enough staff here to provide for the safety and security of *inmates*:

   a. No knowledge   b. No   c. Yes

21. Do you think there has been enough staff here to provide for the safety and security of *staff members*:

   a. No knowledge   b. No   c. Yes

22. How much control have *inmates* had over what other inmates do here?

   a. No knowledge   b. None at all   c. Very little
   d. A moderate amount   e. A great deal   f. Complete

23. How much control has staff had over what inmates do here?

   a. No knowledge   b. None at all   c. Very little
   d. A moderate amount   e. A great deal   f. Complete

24. In your opinion, what percentage of inmates in this prison do you think are:

Extremely dangerous		Dangerous, but not extremely dangerous		Not dangerous	
_____ %	+	_____ %	+	_____ %	= 100%

25. In my opinion, in the past six months the total number of IDRs written at this facility has:

   a. decreased   b. increased   c. stayed the same

26. In my opinion, the most common inmate behavior resulting in the filing of an IDR in the last six months was: _____

27. In my opinion, the number of inmates exhibiting behaviors in the last six months that should have received an IDR was:
a. less than the number of IDRs filed
b. greater than the number of IDRs filed
c. equal to the number of IDRs filed

28a. Since coming to this facility, the degree to which I write IDRs has:
a. decreased   b. increased   c. stayed the same

28b. If the number of IDRs you have written has changed, is it *mostly* due to:
a. a policy or procedural change (e.g., less/more offenses may now be written up)
b. a change in your work at the facility (e.g., you switched from the 7-3 shift to the 11-7 shift)
c. a change in inmate behavior
d. other (please specify) _____

Please respond to the following two questions only if you worked at this facility prior to the conversion of the Taylorville Correctional Center (TCC) as gang-free (December 1996).

29. Since the TCC became gang-free, the number of IDRs written at this facility has:
a. decreased   b. increased   c. not changed

30. Since the TCC became gang-free, the type of inmate behavior resulting in an IDR at this facility has:
a. become less serious
b. become more serious
c. not changed

31a. How often do you have contact with inmates whom you know or suspect are infected with HIV, TB, or hepatitis?
a. No knowledge ⎫
b. Never   ⎬ Skip to Question 32 on page 8.
c. Very rarely
d. Rarely
e. Now and then
f. Often
g. Very often
h. All the time

31b. Does your contact with those infected inmates bother you?
a. Not at all   b. A little   c. A great deal

Questions 32–36 ask you to think about inmates infected with a communicable disease, such as HIV, TB, or hepatitis, and their effect on IDOC operations. Please write the letter that corresponds to your response using the following scale:

    a. *Strongly disagree*   b. *Disagree*   c. *Somewhat disagree*
    d. *Strongly agree*   e. *Agree*   f. *Somewhat agree*
    g. *Undecided*

32. **The number of inmates infected with a communicable disease is interfering with the performance of my duties.** _____

33. **The IDOC administration is telling us all they know about any threat HIV, TB, or hepatitis poses to staff members.** _____

34. **The threat of acquiring a communicable disease has negatively affected my working relationship with *inmates*.** _____

35. **The threat of acquiring a communicable disease has negatively affected my working relationship with *staff*.** _____

36. **What do you think are the odds of acquiring a communicable disease from an inmate?**
    a. None   b. Very low   c. Low
    d. Moderate   e. High   f. Very high

INSTITUTION EMERGENCY PREPAREDNESS AND RESPONSE

Please answer the following questions about emergency preparedness and staff response in this facility *during the past 12 months* with regard to various emergency situations (e.g., riots, food strikes, assaults, fires, hostage crises, and bomb threats).

37a. **Have you reviewed this institution's emergency plans *within the last 12 months*?**
    a. No ——▷ Skip to Question 38.
    b. Yes

37b. **Overall, how adequate are the emergency plans at this institution?**
    a. Very inadequate   b. Inadequate   c. Somewhat inadequate
    d. Very adequate   e. Adequate   f. Somewhat adequate
    g. Undecided

38. **Has this institution conducted at least one mock emergency exercise *in the last 12 months*?**
    a. Don't know   b. No   c. Yes

39a. **Have you responded to an emergency situation at this institution *in the past six months*?**
    a. No ——▷ Skip to Work Environment Question #1 on page 10.
    b. Yes

39b. **How many times did you respond to an emergency during this period?** _____

Answer the following questions in terms of *the most recent* emergency to which you responded.

39c. What was the most recent emergency?
a. Riot
b. Food strike
c. Work stoppage
d. Group disturbance
e. Demonstration
f. Assault
g. Fight
h. Fire
i. Escape
j. Hostage crisis
k. Bomb threat
l. Adverse weather
m. Institution evacuation
n. Other (please specify) _____

39d. How effective was the training in preparing you to respond to the emergency situation?
a. Very ineffective
b. Ineffective
c. Somewhat ineffective
d. Very effective
e. Effective
f. Somewhat effective
g. Undecided

39e. During the emergency, how effective was the communication among the individuals responding to the emergency situation?
a. Very ineffective
b. Ineffective
c. Somewhat ineffective
d. Very effective
e. Effective
f. Somewhat effective
g. Undecided

39f. Was safety or disturbance control equipment (e.g., weapons, vests, batons) used during the emergency situation?
a. No—not necessary
b. No—but should have been used
c. Yes

9

WORK ENVIRONMENT

The purpose of this section is to find out how you feel about your work in this facility and the IDOC. Most of the questions in this section ask you to think about the *past six months, however, please note that some questions refer to the past 12 months.* Please write the letter that corresponds to your response using the following scale:

a. *Strongly disagree*   b. *Disagree*   c. *Somewhat disagree*
d. *Strongly agree*   e. *Agree*   f. *Somewhat agree*
g. *Undecided*

During the past six months, I believed that:

1. The information I get through formal communication channels helps me perform my job effectively. _____

2. In the IDOC, it is often unclear who has the formal authority to make a decision. _____

3. It's really not possible to change things in this facility. _____

4. I am told promptly about changes in policy, rules, or regulations that affect me. _____

5. I have the authority I need to accomplish my work objectives. _____

6. Employees do not have much opportunity to influence what goes on in the IDOC. _____

7. Management at this facility is flexible enough to make changes when necessary. _____

8. In general, this facility is run very well. _____

9. I would rather be stationed at this facility than any other I know about. _____

10. I would like to continue working at this facility. _____

The next few questions ask for your opinion of the IDOC staff training program *during the past year.* These questions refer to training in policies and procedures, the use of equipment, and anything else that is considered essential for the performance of your job. Again, use the following scale:

a. *Strongly disagree*   b. *Disagree*   c. *Somewhat disagree*
d. *Strongly agree*   e. *Agree*   f. *Somewhat agree*
g. *Undecided*

During the past 12 months, I believed that:

11. I receive the kind of training that I need to perform my work well. _____

12. Training at this facility has improved my job skills. _____

13. The facility's administrative staff support the training program. _____

14. My IDOC training has helped me to work effectively with inmates. _____

15. The IDOC training program does not prepare me or help me to deal with situations that arise on the job. _____

Questions 16–23 ask you to think about your work with inmates. Please use the following scale:

a. *Never*	b. *Very rarely*	c. *Rarely*	d. *Now and then*
e. *Often*	f. *Very often*	g. *All the time*	

During the past six months, how often have you experienced:

16. An ability to deal very effectively with the problems of inmates. _____

17. A feeling that you are positively influencing other people's lives through your work. _____

18. A feeling that you've become more harsh toward people since you took this job. _____

19. A feeling of worry that this job is hardening you emotionally. _____

20. A feeling of accomplishment after working closely with inmates. _____

21. A feeling that you can easily create a relaxed atmosphere with inmates. _____

22. A feeling of being emotionally drained at the end of the workday. _____

23. A feeling that you treat some inmates as if they were impersonal objects. _____

QUALITY OF LIFE

This section asks your impression about the overall quality of living and working conditions at **this** facility during the past 6 months.

1. **During the past 6 months, do you think the inmate count has:**
   a. gone down   b. stayed the same   c. gone up

2. **Of the inmates who were here 6 months ago, what percentage do you think are still here today? _____%**

3. **How many inmates do you think are housed in this facility? _____**

4. **How many inmates do you think this institution can effectively and safely manage?**

   _____

5. **How crowded do you think it has been in the inmate housing units?**
   a. Not at all crowded
   b. Slightly crowded but not uncomfortable
   c. Moderately crowded and becoming uncomfortable
   d. More than moderately crowded and uncomfortable
   e. Very crowded

6. **How crowded do you think it has been outside of the inmate housing units (e.g., where inmates eat their meals, go to school, exercise, work etc.)?**
   a. Not at all crowded
   b. Slightly crowded but not uncomfortable
   c. Moderately crowded and becoming uncomfortable
   d. More than moderately crowded and uncomfortable
   e. Very crowded

7. **Due to changing levels of crowding at this institution during the last 6 months, the level of safety at this institution has:**
   a. greatly decreased   b. moderately decreased   c. slightly decreased
   d. greatly increased   e. moderately increased   f. slightly increased
   g. not changed

8. **Due to changes in the inmate population level during the past 6 months, the *frequency* of my interaction with inmates has:**
   a. significantly decreased   b. not significantly changed   c. significantly increased

9. **Due to changes in the inmate population level during the past 6 months, the *quality* of my interaction with inmates has:**
   a. significantly decreased   b. not significantly changed   c. significantly increased

10. **Due to changes in the composition of the inmate population since the start-up of the gang-free facility, the level of safety at the Taylorville institution has:**
   a. greatly decreased   b. moderately decreased   c. slightly decreased
   d. greatly increased   e. moderately increased   f. slightly increased
   g. not changed

11. Due to changes in the composition of the inmate population since the start-up of the gang-free facility, the frequency of my interaction with inmates has:
    a. significantly decreased   b. not significantly changed   c. significantly increased

12. Due to changes in the composition of the inmate population since the start-up of the gang-free facility, the quality of my interaction with inmates has:
    a. significantly decreased   b. not significantly changed   c. significantly increased

13. How much privacy do you think inmates have in their housing units?
    a. None at all   b. Very little   c. A moderate amount
    d. A great deal   e. Complete

14. How noisy do you think it has been in the inmate housing units during the *evening hours*?
    a. Not noisy at all
    b. Slightly noisy but not uncomfortable
    c. Moderately noisy and becoming uncomfortable
    d. More than moderately noisy and uncomfortable
    e. Very noisy

15. How noisy do you think it has been in the inmate housing units during the *sleeping hours*?
    a. Not noisy at all
    b. Slightly noisy but not uncomfortable
    c. Moderately noisy and becoming uncomfortable
    d. More than moderately noisy and uncomfortable
    e. Very noisy

16. In your opinion, what percentage of inmates in this prison do you think are:
    _____% idle all the time
    _____% frequently idle
    _____% rarely idle
    _____% never idle
    100 %—Note: Please make sure percentages total 100%.

PERSONAL WELL-BEING

The purpose of this section is to get information about your health over the past 6 months. Your responses will be used to asses how the work environment affects the staff's sense of their personal well-being. Use the following scale:

a = every day   b = a few times a week   c = once a week
d = a few times a month   e = once a month   f = a few times
g = never

During the past 6 months, how often have you had:

1. Recurring headaches? _____

2. A poor appetite? _____

3. Disturbed or restless sleep? _____

4. A feeling of tenseness or anxiety? _____

5. Difficulty concentrating? _____

6. Back problems (for example, lower back pain, muscle spasms)? _____

7. Personal worries that bothered you? _____

8. A feeling of frustration by your job? _____

9. A feeling that everything is going wrong? _____

10. A feeling of worry about your family? _____

11. A feeling of being very angry? _____

Questions 12 and 13 ask you about any increases or decreases in your consumption of tobacco or alcohol during the past 6 months. Use the following scale:

a = increased a great deal   b = increased slightly   c = stayed the same
d = decreased a great deal   e = decreased slightly   f = not applicable

In the past 6 months:

12. My consumption of *tobacco* has: _____

13. My consumption of *alcohol* has: _____

14. Do you engage *regularly* in an exercise program?
     a. Yes   b. No

Appendix C

Instructions

For each question, please either: 1) mark in the space next to the correct response, 2) write in the numerical response, or 3) fill in the numbered bracket. An example of each type is displayed below.

Example Questions

Example 1.

Does this bother you so much that you've thought of requesting a transfer to another prison?

X   No

__Yes

(mark in the space next to the correct response)

Example 2.

How old are you? 25 Years *(write in the number on line)*

Example 3 *(circle your choice)*

How often do you think inmates have had weapons on their person or in their quarters in the past 6 months?

(0)	(1)	(2)	(3)	(4)	(5)	(6)
never	very rarely	rarely	sometimes	often	very often	all the time

If you have any questions on how to fill out the questionnaire, please ask the staff person for assistance. Thank you for your cooperation.

Section I. Background

Your answers to the following 10 questions will allow us to determine whether those of you who volunteered to be surveyed are similar to other inmates in this prison. Feel free to skip any questions that make you feel uncomfortable.

1. Are you:
   White_____
   American Indian _____
   Asian or Pacific Islander _____
   Hispanic_____
   Black _____
   Other - (specify) _____

2. How old are you? _____ Years

3. How long have you been at this prison?_____ Years _____ Months

4. How much time do you have left on your sentence? _____ Years _____ Months

5. What crime were you convicted of committing? _____

6. How long was your sentence?___Years ____Months

7. How much time have you spent in prisons and jails as an adult (include current stay)?
   Years _____ Months _____

8. Before you came here, how many prisons had you stayed at for more than 30 days (include all incarcerations)?
   Number of prisons _____

9. During your stay at this prison, how much time have you spent in:
   a) Disciplinary segregation _____ Days/Weeks/Months (please circle one)

   b) Protective custody   _____ Days/Weeks/Months (please circle one)

   c) Have not spent time in either _____ (check this if true)

10. How long have you been living in your current housing unit?
    Months _____ Weeks _____

Section II. Personal Safety and Security

The following questions ask for your opinions about the safety of the housing units and working areas in this prison over the last 6 months. There are no right or wrong answers, only your opinions.

(If you have been in this prison *less than 6 months*, answer the questions based on the time you have spent here.)

1. How many heated arguments among inmates, not involving weapons, do you think there have been in the last 6 months at this prison?

    (if none, write in "0" and go to question 2) _____ Number

1a. How many days ago did the last heated argument take place? _____ Days

1b. Do the same inmates or different inmates start these arguments?
    _____ Usually the same inmates
    _____ Usually different inmates

1c. Does the number of heated arguments bother you?
    (0)   (1)   (2)
    Not at all   A little   A great deal

1d. Does this bother you so much that you've thought of requesting a transfer to another prison?
    ____No ____Yes

1e. How likely is it that an inmate would be assaulted in his living unit?
    (0)   (1)   (2)   (3)
    Not at   Somewhat   Likely   Very
    all likely   likely   likely

2. How many times do you think an inmate was physically injured in an assault, not involving a weapon by one or more inmates in the last 6 months?

    (if none, write in "0" and go to question 3 on page 4.)

    _____ Number

2a. How many days ago did one of these assaults take place? _____ Days

3

2b. Are the inmates who are assaulted the same or different inmates?

_____Usually the same

_____Usually different

2c. Does the number of physical assaults bother you?

(0)	(1)	(2)
Not at all	A little	A great deal

2d. Does this bother you so much that you've thought of requesting a transfer to another prison?

____No   ____Yes

3. How many fights among inmates *involving the use of weapons* do you think there have been within the last 6 months?

(if none, write in "0" and go to question 4) _____ Number

3a. How many days ago did the last fight with a weapon take place? _____ Days

3b. Are the inmates who fight with a weapon the same or different inmates?

_____Usually the same inmates

_____Usually different inmates

3c. Does the number of fights with weapons bother you?

(0)	(1)	(2)
Not at all	A little	A great deal

3d. Does this bother you so much that you have thought of requesting a transfer to another prison?

____No   ____Yes

4. How many inmates do you think have been sexually assaulted within the last 6 months at this prison?

(if none, write in "0" and go to question 5, on page 5.) Number ____

4a. How many days ago did the last sexual assault take place? _____ Days

4b. Do these sexual assaults happen to the same inmates or to different inmates?

_____Usually the same inmates

_____Usually different inmates

4c.   Does the number of sexual assaults bother you?

(0)	(1)	(2)
Not at all	A little	A great deal

4d.   Does this bother you so much that you've thought of requesting a transfer to another prison?

____No   ____Yes

5.   How many inmates do you know of who have been pressured for sex within the last 6 months at this prison?

Number _____

6.   In the past 6 months, how often do you think inmates have had weapons on them or have hidden where they can get them?

(0)	(1)	(2)	(3)	(4)	(5)	(6)
Never	Very rarely	Rarely	Sometimes	Often	Very often	All the time

7.   Does the number of inmate weapons in this facility bother you?

(0)	(1)	(2)
Not at all	A little	A great deal

8.   Do you think there are any organized gang members at this prison?

____No ____Yes

(If you answered "no", go to question 12, on page 6.)

9.   How safe or dangerous do you think it has been in this prison for inmates who <u>are</u> members of a gang?

(0)	(1)	(2)	(3)	(4)	(5)
Very safe	Safe	Somewhat safe	Somewhat dangerous	Dangerous	Very dangerous

9b.   How safe do you think it has been in this prison for inmates who <u>not</u> members of a gang?

(0)	(1)	(2)	(3)	(4)	(5)
Very safe	Safe	Somewhat safe	Somewhat dangerous	Dangerous	Very dangerous

10a.   Has your usage of the prison's recreational facilities been impacted by there being gangs in this prison?

_____ No   _____ Yes, I use them less often than I would like

10b. Has your usage of the prison's programming (e.g., substance abuse, education) been impacted by there being gangs in this prison?

_____ No _____ Yes, I use them less often than I would like

11. Are you aware of gangs recruiting members in this institution?

(0)	(1)	(2)	(3)	(4)
Not at all	Rarely	Some	Often	All the time

12. Why do you think inmates join gangs while serving time?
(check all that you think apply)
a. They were gang members before coming to prison _____
b. For protection from other gangs _____
c. For protection from other inmates who are not gang members _____
d. For protection from abusive staff members _____
e. They get more privileges than non-gang members _____
f. To get respect _____
g. It makes doing time easier _____
h. They want to be in a gang when they go back to the streets
i. Other reasons (please write in) _____

13. Why do you think inmates who <u>are</u> gang members before coming to prison stay in gangs while serving time? (please check all that apply)
a. They promised loyalty to their gang _____
b. For protection from other gangs _____
c. For protection from other inmates who are not gang members _____
d. For protection from abusive staff members _____
e. They get more privileges than non-gang members _____
f. To get respect _____
g. It makes doing time easier _____
h. They want to be in a gang when they go back to the streets _____
i. Other reasons (please write in) _____

14. How safe do you think it is for <u>male</u> staff members (who have frequent contact with inmates) in this prison?

(0)	(1)	(2)	(3)	(4)	(5)
Very safe	Safe	Somewhat safe	Somewhat dangerous	Dangerous	Very dangerous

15. How safe do you think it is for <u>female</u> staff members (who have frequent contact with inmates) in this prison?

(0)	(1)	(2)	(3)	(4)	(5)
Very safe	Safe	Somewhat safe	Somewhat dangerous	Dangerous	Very dangerous

16. How likely do you think it is that a staff member would be physically assaulted in this prison?

(0)	(1)	(2)	(3)
Not likely	Somewhat likely	Likely	Very likely

17. Staff members have had enough training to do their jobs well.

(0)	(1)	(2)	(3)	(4)
Strongly disagree	Disagree	Somewhat disagree	Somewhat agree	Agree

18. Has an *inmate* physically assaulted <u>you</u> within the last 6 months?

(0) _____No   (1) _____Yes

19. Staff have prevented violence among inmates.

(0)	(1)	(2)	(3)
Strongly disagree	Disagree	Somewhat disagree	Somewhat agree

20. Has a *staff member* physically assaulted <u>you</u> within the last 6 months?

(0) _____No   (1) _____Yes

21. How secure do you believe your property has been?

(0)	(1)	(2)	(3)	(4)	(5)
Very safe	Safe	Somewhat safe	Somewhat unsafe	Unsafe	Very unsafe

22. During the past 6 months, have you had an inmate disciplinary report that resulted in disciplinary segregation, loss of good time, disciplinary transfer, or a grade reduction?

(0) _____No   (1) _____Yes

(If you answered "No", go to question 24, on page 8)

23. Do you feel that the punishment you received for this disciplinary report was fair?

_____No _____Yes

7

24. During the past 6 months, have you had an inmate disciplinary report that resulted in a punishment <u>other than</u> disciplinary segregation, loss of good time, disciplinary transfer, or a grade reduction?
_____No _____Yes

If you have any comments on personal safety and security in this prison please write them below. If not, continue on to the next section.

Section III. Quality of Life

The following questions ask your opinion about the quality of living and working conditions at this prison during the past 6 months.

(If you have been in this prison <u>less than 6 months</u> answer the questions based on the time you have spent here.)

1. How crowded do you think it has been in your housing unit?

(0)	(1)	(2)	(3)	(4)
Not at all crowded	Slightly crowded	Moderately crowded	Very crowded	Extremely crowded

2. How crowded do you think it has been outside of the housing units (for example, in the dining hall, classrooms, gym, work areas, etc.)?

(0)	(1)	(2)	(3)	(4)
Not at all crowded	Slightly crowded	Moderately crowded	Very crowded	Extremely crowded

3. How much privacy have you had in your housing unit?

(0)	(1)	(2)	(3)
None at all	Very little	A moderate amount	A great deal

4. How noisy has it been in your housing unit during the evening hours?

(0)	(1)	(2)	(3)	(4)
Not noisy at all	Slightly noisy	Moderately noisy	Very noisy	Extremely noisy

5. How noisy has it been in your housing unit during sleeping hours?

(0)	(1)	(2)	(3)	(4)
Not noisy at all	Slightly noisy	Moderately noisy	Very noisy	Extremely noisy

This set of 3 questions asks you about the people who come to visit you at this prison.

6. Is it hard for your friends and relatives to arrange a visit with you due to the rules and regulations of the prison?
   ____No ____Yes

7. Is it hard for your friends and relatives to arrange a visit with you, due to the location of the prison?
   ____No ____Yes

8. During the past 6 months, about how many times have people come to visit you?

   _____ Number

The next 6 questions ask you about the inmate grievance process at **this prison.**

9. Have you ever filed an inmate grievance? ____No ____Yes
   (if you answered "NO" please go to question 12, on page 10.)

10. Approximately when was the last time that you filed an inmate grievance?

(0)	(1)	(2)	(3)	(4)
This week	In the past week	In the past month	In the past 6 weeks	In the past year

11. Was the response to your grievance reasonable?

(1)　　　　　　(2)　　　　　　(3)

Not at all　　 Partially　　 Completely

Please explain:_____

_____

12. If you have not filed a grievance, which <u>one</u> of the following reasons best describes why you have never filed one?

(a)　 I have never had any major complaints.

(b)　 I thought it would be useless.

(c)　 I was afraid staff would treat me badly

(d)　 The problem was taken care of informally.

(e)　 Other (specify) _____

13. How do you think the grievance procedure affects the quality of life at this prison?

(0)　　　　　　(1)　　　　　　(2)

Makes it　　　Makes no　　　Makes it

worse　　　　difference　　　better

14. Do you believe that disciplinary rules at this institution are enforced:

(0)　　　　　　　　　　　(1)　　　　　　　　　　　(2)

Too strictly　　　　　　About right　　　　　Not strictly enough

If you have any comments on the quality of life at this prison please write them below. If not, continue to next section.

Section IV: Personal Well Being

The purpose of this section is to get information about your physical health during the past 6 months.

The following 23 questions all have the same answer format:

(0) Never	(1) A few times	(2) Once a month	(3) A few times a month	(4) Once a week	(5) A few times a week	(6) Every day

During the past 6 months, how often have you (had):

1. Headaches? (0) (1) (2) (3) (4) (5) (6)

2. A concern that something is wrong with your body? (0) (1) (2) (3) (4) (5) (6)

3. A feeling of tension or stress? (0) (1) (2) (3) (4) (5) (6)

4. A good appetite? (0) (1) (2) (3) (4) (5) (6)

5. A strong feeling of depression? (0) (1) (2) (3) (4) (5) (6)

6. Trouble concentrating? (0) (1) (2) (3) (4) (5) (6)

7. A feeling of being worthless? (0) (1) (2) (3) (4) (5) (6)

8. Slept well? (0) (1) (2) (3) (4) (5) (6)

9. A stomach problem related to digestion? (0) (1) (2) (3) (4) (5) (6)

10. Muscle aches? (0) (1) (2) (3) (4) (5) (6)

11. Back problems? (0) (1) (2) (3) (4) (5) (6)

12. A feeling that life is not worth living? (0) (1) (2) (3) (4) (5) (6)

13. Not had any personal worries that bother you? (0) (1) (2) (3) (4) (5) (6)

Answer format:

(0) Never	(1) A few times	(2) Once a month	(3) A few times a month	(4) Once a week	(5) A few times a week	(6) Every day

14. A feeling of being physically weak all over? (0) (1) (2) (3) (4) (5) (6)

15. A feeling that nothing turns out right for you? (0) (1) (2) (3) (4) (5) (6)

16. A wondering if anything is worthwhile? (0) (1) (2) (3) (4) (5) (6)

17. Had an urge to smoke cigarettes? (0) (1) (2) (3) (4) (5) (6)

18. A feeling like you are at the end of your rope? (0) (1) (2) (3) (4) (5) (6)

19. A feeling of worry about money problems? (0) (1) (2) (3) (4). (5) (6)

20. <u>Not</u> felt frustration from being locked-up? (0) (1) (2) (3) (4) (5) (6)

21. A feeling of worry about your family? (0) (1) (2) (3) (4) (5) (6)

22. A feeling of being very angry? (0) (1) (2) (3) (4) (5) . (6)

23. Smoked more than 1 pack of cigarettes a day? (0) (1) (2) (3) (4) (5) (6)

If you have any comments on personal well being in this prison please write them continue to next section. If not, continue to next section.

Section V: Services and Programs

This section asks you about the services and programs at this prison. If there has been a recent change in policy, please answer the questions based on what this prison is like now.

The next 2 questions ask you about the recreational facilities at this prison during the past 6 months.

1. How often have you used the prison's recreational facilities?

(0)	(1)	(2)	(3)	(4)	(5)	(6)
Never	A few Times	Once a month	A few times a month	Once a week	A few times a week	Every day

2. How often have you been unable to use the recreational facilities for any reason (for example, too crowded, broken equipment, etc.).

(0)	(1)	(2)	(3)	(4)	(5)	(6)
Never	Very Rarely	Rarely	Now & then	Often	Very often	All the time

This last set of questions asks about your involvement in educational, vocational training, and work programs in this prison.

During the past 6 months have you had any of the following jobs or participated in any of the following programs:

		No	Yes
3.	Food services/mechanical services	(0)	(1)
4.	Industries	(0)	(1)
5.	Vocational training (computer technology, commercial cooking, building trades, etc.)	(0)	(1)
6.	Apprenticeship programs	(0)	(1)
7.	Educational (ABE, GED, etc.)	(0)	(1)
8.	Drug/alcohol education	(0)	(1)
9.	Therapy/counseling (Turning Point, Coping Skills, etc.)	(0)	(1)
	If you answered "yes" to therapy/counseling, please specify which programs you have participated in_____		
10.	Social education (Pre-start, Life skills, Toastmasters, Parenting skills, etc.)	(0)	(1)
11.	Other programs you participated in that are not listed above- please specify		

_____

If you answered "NO" to all of the above, you are finished. Thank you for filling out this questionnaire. If you have any comments on services and programs in this prison please write them on the bottom of the next page. If you answered "YES" to any one of the above, please continue.

13

12. If you answered "yes" to participating in any of the above programs, were you placed on waiting list in order to participate?

    ____No ____Yes

13. If you answered yes to question 12, which program or programs did you have to wait for in order to participate and approximately how long did you have to wait?

    Program_____ Length of wait_____
    Program_____ Length of wait_____
    Program_____ Length of wait_____
    Program_____ Length of wait_____

If you are, or have been enrolled in an <u>educational program</u> during the last 6 months, please answer the following question. Otherwise, please go to question 15.

14. Do you think the education courses here (GED, etc.) provide you with skills that you will need to get a job after you are released?

(0)	(1)	(2)	(3)	(4)
Definitely not	Probably not	Don't know	Probably will	Definitely will

If you are, or have been, enrolled in a <u>vocational training or apprenticeship program</u> during the last 6 months, please answer the following question.

15. Do you think the vocational training/apprenticeship courses here provide you with skills that you will need to get a job after you are released?

(0)	(1)	(2)	(3)	(4)
Definitely not	Probably not	Don't know	Probably will	Definitely will

<u>Thank you</u> for filling out this questionnaire. If you have any comments on services and programs in this prison please write them below.

SPECIAL INTEREST SECTION

For each topic below, please indicate whether you received training, and if you did, whether you believe it improved your ability to work with inmates.

1a. Received verbal communication training?
   a. Yes
   b. Training necessary, but not received
   c. Training not available
   d. Training not necessary for my job

   If YES, did it improve your ability to work with inmates?
   a. Greatly improved   b. Somewhat improved   c. No change

1b. Received cultural diversity training?
   a. Yes
   b. Training necessary, but not received
   c. Training not available
   d. Training not necessary for my job

   If YES, did it improve your ability to work with inmates?
   a. Greatly improved   b. Somewhat improved   c. No change

1c. Received training on working with disruptive inmates?
   a. Yes
   b. Training necessary, but not received
   c. Training not available
   d. Training not necessary for my job

   If YES, did it improve your ability to work with inmates?
   a. Greatly improved   b. Somewhat improved   c. No change

1d. Received training regarding the supervision of inmates?
   a. Yes
   b. Training necessary, but not received
   c. Training not available
   d. Training not necessary for my job

   If YES, did it improve your ability to work with inmates?
   a. Greatly improved   b. Somewhat improved   c. No change

1e. Received training in disturbance control?
   a. Yes
   b. Training necessary, but not received
   c. Training not available
   d. Training not necessary for my job

   If YES, did it improve your ability to work with inmates?
   a. Greatly improved   b. Somewhat improved   c. No change

1f. Received training in the use of force?
   a. Yes
   b. Training necessary, but not received
   c. Training not available
   d. Training not necessary for my job

      If YES, did it improve your ability to work with inmates?
      a. Greatly improved   b. Somewhat improved   c. No change

1g. Please identify three areas in which you would like additional training.
   1) _____
   2) _____
   3) _____

2. On a continuum of program (treatment) to custody (security), do you feel your orientation in the field of adult corrections is more toward program or more toward custody?
   a. Totally program   b. Somewhat more program
   c. Equally program and custody   d. Somewhat more custody
   e. Totally custody

Please use the bottom half of this page to write out any prison environment issues that this survey has not covered but which you think are important. Thank you for your time and participation in this study.

Appendix D

An Evaluation of the Gang-Free Environment at the TCC
Interview Protocol

Part 1: Basic Information

Interviewer(s):   Date:

Interviewee:

Position: Time in Position:

Location:

1. Employment history within the IDOC, including time in the Department, work locations, and positions held. Please begin with most recent and list backwards.

Start/yr   **End/yr**   **Title**   **Where**

2. Were you a member of the Gang-Free Steering Committee? yes or no (please circle)

Part 2: Planning, Development and Purpose of the TCC

3. Were you involved in the planning or development of the gang-free environment at the TCC? (Yes or no).

    3a. If yes, please describe the nature of your involvement:

4. In your opinion, who were the three individuals most influential in establishing the gang-free environment initiative?

5. In your opinion, why was Taylorville selected as the site for the first gang-free facility?

6. In your opinion, what departmental (i.e., IDOC) needs or problems led to the creation of this gang-free prison?

7. In your opinion, why was the gang-free prison determined to be the best mechanism to deal with Illinois' prison gang problem?

8. Across the U.S. numerous strategies to handle gangs in correctional environments have been attempted. These include, for example, segregation assignment, rotational placement, and discipline and/or privilege restrictions. Prior to (or in addition to) the implementation of the gang-free environment, what has the IDOC done in an attempt to manage gangs? In your opinion, how effective were these strategies?

9. In your opinion, what were the original primary goals of the gang-free environment? Please rank order these goals with a) being most important.
   a)
   b)
   c)
   d)
   e)

9a. In your opinion, have these goals been achieved?

10. In your opinion, what were the major obstacles to establishing a gang-free facility?

10a. Have these obstacles been overcome? Please explain.

11. What resource issues impeded or contributed to the establishment of the gang-free facility?

Part 3. Program Staff and Inmates

12. What were the original criteria for assignment of inmates to the gang-free facility?

12a. Have any of these criteria changed since the program's inception? If so, why do you believe these changes were made? Please explain.

13. Please describe the process for selecting inmates for assignment to the gang-free facility. Has it changed since program inception? Please explain.

14. What events <u>require</u> the removal of an inmate from placement at the gang-free facility?

    14a. What events <u>may</u> result in the removal of an inmate from placement at the gang-free facility?

15. Please describe the orientation programs inmates undergo upon arrival at the TCC.

16. Please describe the process for transfer of an inmate from the gang-free facility.

17. In your opinion, are the appropriate offenders being selected for this program? Please explain your answer.

18. Have operational staff at the TCC received any training specifically oriented toward working in a gang-free facility?   yes or no (please circle response)

    18a. If yes, please describe the length and content of that training.

    18b. If yes, in your opinion, is the training adequate? Please explain.

    18c. Are there areas in which the staff need additional training? Please identify which staff and what areas.

19. Are you aware whether any staff have asked for a transfer out of TCC because of its transition into a gang-free facility?   yes   or   no   (please circle)

    19a. If so, why do you believe they requested the transfer?

Part 4. Program Operation

20. In your opinion, how was the conversion of a facility to gang-free status *originally expected* to change the following facets of a prison? In your opinion, how have these originally expected changes *actually* unfolded? How does the TCC differ from other typical minimum-security facilities?

    a) Inmate population

        expected:

        actual:

        differs:

    b) facility programming—type and usage by inmates

        expected:

        actual:

        differs:

c) facility physical structure

expected:

actual:

differs:

d) staffing

expected:

actual:

differs:

e) inmate behavior

expected:

actual:

differs:

f) interpersonal interactions (staff-staff, staff-inmate, inmate-inmate)

expected:

actual:

differs:

21. In your opinion, how have IDOC staff generally, and at TCC specifically, responded to the gang-free facility initiative?

a) IDOC staff generally

b) Taylorville staff

22. In your opinion, how have inmates generally, and at TCC specifically, responded to the gang-free facility initiative?

a) inmates generally

b) Taylorville inmates

23. In your opinion, what impact did the movement of non-gang members to the TCC have on the operation of <u>other</u> minimum facility prisons? (e.g., challenges, problems, effort, etc.)

24. Are there any changes you would like made to the gang-free environment as it continues to develop (e.g., type of inmate, selection process, etc)?

25. Are there any additional issues that we have not covered that you think are important for us to consider as we complete this study?

For Non-administrative Staff:
26. Has the implementation of the gang-free initiative affected your work? If so, could you briefly describe how?

Questions specifically for the Steering Committee

1. Date started/date disbanded

   Started:

   Disbanded:

   1a. How many times did the group meet?

2. What was their charge/assignment?

3. How was participation in the committee determined? By whom?

4. What were the activities of the committee?

5. What products came out of the committee?

6. Why was the group discontinued?

7. In your opinion, do you think the group _will_ be reconvened?   yes or no

   7a. If yes, what purpose would/should it serve?

8. In you opinion, do you think the group _should_ be reconvened? Please explain.

Toch's Eight Dimensions
of Prison Environments

DIMENSION	DEFINITION
Activity	Concern about understimulation; a need for maximizing the opportunity to be occupied and to fill time; a need for distraction.
Social Stimulation	Concern with congeniality; a preference for settings that provide an opportunity for social interaction, companionship, and gregariousness.
Structure	Concern about environmental stability and predictability; a preference for consistency, clear-cut rules, and orderly and scheduled events and impingements.
Support	Concern about reliable, tangible assistance from persons and settings, and about services that facilitate self-advancement and self-improvement.
Privacy	Concern about social and physical overstimulation; a preference for isolation, peace and quiet, and absence of environmental irritants, such as noise and crowding.
Freedom	Concern about circumscription of one's autonomy; a need for minimal restriction and for maximum opportunity to govern one's own conduct.
Emotional Feedback	Concern about being loved, appreciated, and cared for; a desire for intimate relationships that provide emotional sustenance and empathy.
Safety	Concern about physical safety; a preference for social and physical settings that provide protection and that minimize the chances of being attacked.

Appendix E

TAYLORVILLE CORRECTIONAL CENTER
GANG FREE INTERVIEW SHEET

DATE:_____

TIME:_____

STAFF:_____

Location of Interview: JOLIET   GRAHAM   OTHER_____

RECOMMEND TRANSFER -   YES   NO

GATEWAY PARTICIPANT -   YES   NO

_____/ _____/ _____/_____/ _____

LAST NAME, FIRST NAME   NUMBER   AGE   DOB   RACE   NICKNAME(S)

COMMITTING OFFENSE(S)   YEARS SENTENCED   COMMITTING COUNTY

YES NO   1) Is this your first adult IDOC incarceration? (If yes, go to question 2).

    A.   How many times have you been incarcerated?   _____

    B.   While incarcerated. did you ever receive any IDRs for gang activity? _____

    C.   What other Institutions have you served time at?

    _____

YES NO   2) Have you ever been arrested for a gang-related offense?

YES NO   3) Is the sentence you are incarcerated for now a gang related case?

YES NO   4) Are you now or ever been a member of any gang or organization? (If no, go to question 5)
If so, with whom? _____
BRANCH / FACTION

    A.   How long have you bean affiliated? _____ yrs. Since _____

    B.   Can you give me the following information for your organization:

      1)   Colors: _____   2) Symbols:_____

      3)   People or Folk   4) 5 Pt. or 6 pt. star

      5)   Do you know any history of your organization or how it started?

YES NO   5) Do you have any family members that are gang members?

YES NO   6) Have you been around gang members either in your neighborhood, at school, or county jail?

YES NO   7) Do you have any tattoos? If yes, do you have any gang related tattoos? _____
If yes, view and give a brief description/location.

YES NO   8) Do you have any Class X Felony convictions? If yes, what are they?

    _____

YES NO   9) Have you ever been arrested for any sex related offenses?

YES NO   10) Have you ever had an Order of Protection filed against you?

YES NO   11) Have you ever been convicted of stalking?

    Do you consider yourself: A. Heterosexual   B. Homosexual   C. Bi-Sexual

    12) What is your educational background? _____

YES NO   13) Do you smoke? (if yes, explain new restricted smoking policy)

YES NO   14) Have you ever had a drug or alcohol problem? _____

YES NO   15) Would you be interested In participating in a drug or alcohol counseling program? (explain Gateway)

YES NO   16) Have you heard the Department of Corrections has started a gang-free prison?

YES NO   17) Would you like me to submit you for transfer to a minimum-security gang-free prison?

YES NO   18) Do you realize by signing below your are admitting to no prior affiliation, and if later it is found out that you are
or have been affiliated (i.e. by reviewing your Police Records, Statement of Facts, etc.) you will receive a
disciplinary transfer to a maximum-security institution with a loss of good time?

Signature_____ Number_____Date_____(eff.03/25/98)

Appendix F

PERSON

- 100-other person off
- 101-agg arson
- 102-aid child neglect
- 110-assault
- 111- agg assault
- 112- simple assault
- 120-battery
- 121- agg battery
- 122- agg battery-fetus, child, senior
- 123- agg battery w/gun
- 124- att agg battery
- 125- battery of fetus
- 126- domestic battery
- 127- domestic batt w/bodily harm
- 128- simple battery
- 129- reckless conduct
- 135-contrib delinq minor
- 136-disarm police officer
- 137-endanger child
- 140-harassment
- 141- harass by phone
- 142- harass jurors
- 143- harass witness
- 145-hate crime
- 146-home invasion
- 147-intimidation
- 150-kidnapping
- 155-murder
- 156- 1st degree murder
- 157- 2nd degree murder
- 158- reckless homicide
- 159- invol manslaugh
- 160- vol manslaughter
- 161- conceal homicide
- 162- solicit murder
- 163- att murder
- 170-robbery
- 171- agg robb
- 172- armed robb
- 173- att robb
- 174- att agg robb
- 175- att armed robb
- 180-theft from person
- 181-transmit obscene message
- 182-unlawful restraint
- 185-vehicle hijacking
- 186- agg veh hijack
- 187- att agg veh hijack
- 199-unknown person

PROPERTY

- 200-other property off
- 201-arson
- 202- att arson
- 203-auto theft
- 204- att auto theft
- 210-burglary
- 211- att burglary
- 212- residential burg
- 213- att resid burg
- 214- poss burg tools
- 215- crim tresp resid
- 220-criminal damage
- 221- crim dam prop
- 222- crim dam state prop
- 223- vandalism
- 225-criminal trespass
- 226- crim tresp prop
- 227- crim tresp state land
- 228- crim tresp vehic
- 235-forgery
- 240-fraud
- 241- credit crd fraud
- 242- deceptive practices
- 243- insurance fraud
- 250-poss/rec stol prop
- 251- p/r stol vehicle
- 252- receive goods/credit card fraud
- 255-prohibited deposit
- 260-property damage
- 261- prop damage $300-10K
- 262- prop damage $10K-100K
- 265-tampering
- 270-theft
- 271- theft<$300
- 272- theft>$300
- 273- theft +$10K
- 274- theft lost prop
- 275- theft labor/services
- 276- att theft
- 277- retail theft
- 299-unknown prop

DRUG

- 300-other drug off
- 301-unspecified cannabis off
- 302- calc crim cann conspiracy
- 303- cann trafficking
- 304- mfg/d/int cann
- 305- poss cann
- 310-unspecified cs off
- 311- calc crim drug conspiracy
- 312- cs trafficking
- 313- crim drug conspiracy
- 314- mfg/d/int cs
- 315- poss cs
- 320-poss drug paraphernalia
- 321-mfg/d/p by school
- 322-mfg/d/p lookalike
- 323-mfg/d/p non-narcotic
- 324-mfg/d to minor
- 325-use intoxicating compound
- 330-forge prescription
- 350-other alcohol off
- 351-carry alcohol
- 352-ill alcohol sales
- 353-minor poss alcohol
- 354-unlawful delivery alcohol
- 355-violate liquor control act
- 399-unknown drug

DRIVING RELATED

- 400-other driving off
- 401-unspecified driver violation
- 402- driving w/o valid license
- 403- improp/defect/ no lights
- 404- invalid title
- 405- loud music
- 406- no registration
- 407- no seatbelts
- 408- operate uninsured veh
- 420-unspecified moving violation
- 421- accident w/dmg
- 422- accident w/ injury/death
- 423- leave accident
- 424- fail to report accident w/injry
- 425- disobey signal
- 426- drive off road
- 427- DUI
- 428- agg DUI
- 429- excess speed
- 430- fled/elude
- 431- ill transp alcohol
- 432- ill lane use
- 433- no yield emerg vehicle
- 434- pass bus
- 435- reckless driving
- 436- unsafe backup
- 450-parking violations
- 460-careless boat
- 499-unknown driving

WEAPON

- 500-other weapon off
- 501-discharge weapon
- 502- agg discharge weapon
- 503- reckless disc weapon
- 504- unlawful disc weapon
- 510-armed violence
- 511- armed violence CAT I weapon
- 512- armed violence CAT II weapon
- 513- armed violence CAT III weapon
- 520-deface weapon
- 525-FOID violation
- 530-poss weapon
- 531- poss weapon felon
- 535-unlawful sale weapon
- 540-uuw
- 541- uuw felon
- 599-unknown weapon

OTHER

- 600-other off
- 601-animal cruelty
- 605-contraband in prison
- 606-curfew violation
- 610-disorderly conduct
- 611-disturb peace
- 620-gambling
- 630-ill sale fireworks
- 631-ill use fireworks
- 640-littering
- 641-local ordinance violation
- 645-mob action
- 650-obstruct justice
- 651- att obs justice
- 660-officer related
- 661- conceal/aid fugitive
- 662- elude officer
- 663- escape
- 664- flee
- 665- file false rprt
- 667- impersonate officer
- 668- refuse to aid officer
- 669- resist officer
- 675-ped on highway
- 676-prostitution/ pimping
- 677- solicit prostitut
- 680-prowling
- 690-warrant
- 699-unknown other

SEX OFFENSES

- 700-other sex off
- 701-contrib sexual deling of child
- 705-criminal sexual abuse
- 706- agg crim sex abuse
- 707- att crim sex abuse
- 710-criminal sexual assault (rape)
- 711- agg crim sex assault
- 712- att crim sex assault
- 713- predatory crim sex assault-child
- 725-public indecency
- 730-sex relations w/i families
- 750-viol sex off reg
- 799-unknown sex

PROCEDURAL

- 800-other proced off
- 801-bond violation
- 810-contempt
- 815-fail to appear (FTA)/warrant
- 820-fail to pay fine
- 821-fail to pay support
- 822-fail to report
- 823-fail to return from furlough
- 830-juvenile charge (unknown)
- 840-parole violation
- 845-perjury
- 860-violate order of protection
- 861-violate probation or comm service
- 862-violate work release
- 899-unknown proced
- 999-unknown crime & unknown type

Appendix G

Staff Survey Respondents' Characteristics

CHARACTERISTIC	TCC		JCC, LCC, and RCC		TOTAL	
	n	%	n	%	n	%
Race						
African-American	1	3.3	5	5.6	6	5.0
Caucasian	28	93.3	85	94.4	113	94.2
Native American	1	3.3	0	0.0	1	0.8
Total	30	99.9[1]	90	100.0	120	100.0
Hispanic	2	6.3	1	1.1	3	2.5
Gender						
Female	5	15.6	28	31.1	33	27.0
Male	27	84.4	62	68.9	89	73.0
Total	32	100.0	90	100.0	122	100.0
Age						
Mean Age	41.9		42.1		42.0	
Median Age	45.0		42.0		42.5	
SD	8.5		9.6		9.3	
Education Level						
Some high school	0	0.0	1	1.1	1	0.8
High school graduate	8	25.8	12	13.5	20	16.7
Technical training	1	3.2	3	3.4	4	3.3
Some college	17	54.8	43	48.3	60	50.0
Bachelor's	3	9.7	19	21.3	22	18.3
Some grad work	0	0.0	5	5.6	5	4.2
Master's	2	6.5	5	5.6	7	5.8
Ph.D.	0	0.0	1	1.1	1	0.8
Total	31	100.0	89	99.9[1]	120	99.9[1]
Years Worked for the IDOC						
Mean # of Years	9.2		9.4		9.3	
Median # of Years	8.2		8.2		8.2	
SD	5.3		5.4		5.4	
Years Worked at Current Facility						
Mean # of Years	6.1		7.5		7.1	
Median # of Years	7.3		7.5		7.4	
SD	2.5		4.4		4.0	
Prior Work in Adult Corrections						
Other IDOC Facilities						
No	14	43.8	55	61.8	69	57.0
Yes	18	56.3	34	38.2	52	43.0
Federal, County, City, or Private Contract Facilities						
No	26	81.3	75	84.3	101	83.5
Yes	6	18.8	14	15.7	20	16.5

[1] Totals over or under 100.0% are due to rounding.
[2] This work department encompassed financial management, human resources, inmate services (commissary and laundry), inmate systems, information systems, computer services, and legal services.
[3] Other types of inmates that staff have personal contact with include segregation/administration detention inmates, holdover/in-transit inmates, and protective custody inmates.

Staff Survey Respondents' Characteristics cont.'d

CHARACTERISTIC	TCC		JCC, LCC, and RCC		TOTAL	
	n	%	n	%	n	%
Work Assignment						
Supervisor						
No	25	78.1	65	72.2	90	73.8
Yes	7	21.9	25	27.8	32	26.2
Non-supervisory Correctional Officer						
No	16	50.0	33	36.7	49	40.2
Yes	8	25.0	28	31.1	36	29.5
Department						
Administration	0	0.0	9	10.0	9	7.4
Clinical Services	3	9.7	5	5.6	8	6.6
Contractual Treatment Providers	1	3.2	3	3.3	4	3.3
Correctional Industries	1	3.2	0	0.0	1	0.8
Dietary	2	6.3	6	6.7	8	6.6
Education	3	9.7	9	10.0	12	9.9
Financial Management/ Inmate Systems[2]	0	0.0	5	5.6	5	4.1
Mechanical Services	2	6.3	3	3.3	5	4.1
Medical Services	2	6.5	3	3.3	5	4.1
Recreation/Religion/Services	0	0.0	4	4.4	4	3.3
Security	17	54.8	43	47.8	60	49.6
Contact with Inmates						
Frequency of Personal Contact						
Once a week or less	0	0.0	3	3.3	3	2.4
A few times a week	3	9.7	5	5.6	8	6.6
Every day	28	90.3	82	91.1	110	90.9
Type of Inmates Staff Have Personal Contact With						
General population	26	83.9	80	88.9	106	87.6
Medical/psychiatric/dental	3	9.7	4	4.4	7	5.8
Other[3]	2	6.5	6	6.7	8	6.6
Personal Orientation Toward Program–Custody						
Totally program	1	3.3	8	9.3	9	7.8
Somewhat more program	6	20.0	21	24.4	27	23.3
Equally program/custody	8	26.7	13	15.1	21	18.1
Somewhat more custody	8	26.7	28	32.6	36	31.0
Totally custody	7	23.3	16	18.6	23	19.8

[1] Totals over or under 100.0% are due to rounding.
[2] This work department encompassed financial management, human resources, inmate services (commissary and laundry), inmate systems, information systems, computer services, and legal services.
[3] Other types of inmates that staff have personal contact with include segregation/administration detention inmates, holdover/in-transit inmates, and protective custody inmates.

ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY

120 South Riverside Plaza, Suite 1016
Chicago, Illinois 60606–3997
312–793–8550

George H. Ryan, Governor
Peter B. Bensinger, Chairman