



Hurricane Andrew devastated many residential neighborhoods in south Florida. Photograph by Cameron Davidson.

Responding to Disaster

Hurricane Andrew

F.P. Sam Samples

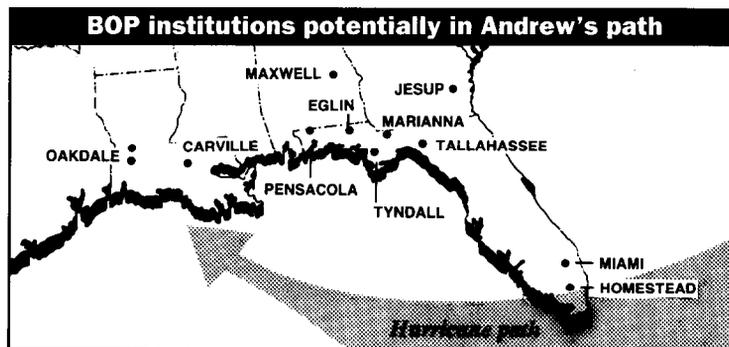
In late August 1992, Hurricane Andrew struck an unprecedented blow to South Florida, leaving in its wake death, billions of dollars in property damage, and disruption of virtually every aspect of civic, business, government, and personal life. The hurricane did not spare correctional operations in the Miami area. Two Federal Bureau of Prisons institutions—the Federal Prison Camp located on Homestead Air Force Base and the Metropolitan Correctional Center in Miami—suffered major damage.

What the Bureau did in the hours before the hurricane struck and its actions in the aftermath show that, while an agency cannot prevent a natural disaster, effective planning, training, and decisionmaking can reduce the degree of disruption the disaster causes.

Before the hurricane

Hurricane Andrew did not arrive unannounced. Beginning August 23, Bureau staff at MCC Miami (actually located in a southern suburb of Dade County) and the prison camp on Homestead Air Force Base (about 30 miles south of Miami) began busily preparing for the storm.

That evening, it became apparent the hurricane would make landfall just south of Miami and that Homestead would receive the brunt of the storm. FPC Homestead Superintendent Sam Calbone organized the movement of all 146 Homestead inmates and 63 institution staff to MCC Miami. Bureau staff, working with Air Force officials, made some efforts to reinforce the facility, but



because most of the buildings had wooden frames, little could be done to protect them against winds that were expected to reach 150 miles per hour.

MCC Miami staff and inmates worked all day and into the night to fortify the buildings on the prison compound. The buildings' reinforced walls were expected to provide substantial protection from winds, but windows and other design features appeared vulnerable and were reinforced with plywood.

Staff established a ham radio link with the Bureau's regional office in Atlanta. Although inmates were reassured of the precautions being taken to safeguard them, several resisted being placed in their rooms as they anxiously awaited Andrew's arrival. Staff quickly brought the resisting inmates under control, and all inmates were secured.

With the addition of staff and inmates from FPC Homestead, 1,402 inmates and more than 300 staff members were at MCC Miami on August 24. In addition, more than 200 family members of staff had gathered in the institution's visiting room and training center, seeking shelter from the coming storm.

Even during sustained hurricane-force winds, staff moved through the facility, reviewing security features and calming inmates. As the hurricane progressed,

they cleared inmates out of damaged and flooded cells and evacuated areas that were extremely unsafe. At great personal risk, staff heroically ensured the safety of other staff members and inmates during the height of the storm.

The Atlanta office followed the progress of the growing storm as it moved toward the mainland.

As its increasing intensity became evident, staff reviewed emergency procedures contained in contingency plans at each facility and prepared to deal with the expected high winds, rain, and other adverse conditions. What they could not know was that Andrew would be far stronger than anticipated, that it would last for nearly 4 hours, and that it would pass through MCC Miami with exceptionally violent wind and rain.

The hurricane reached Miami at about 4 a.m. on August 24. At 4:10 a.m., winds destroyed the prison's ham radio tower, and at 4:15 a.m. all electrical power failed. Although command centers had been activated at the regional office in Atlanta and the central office in Washington, D.C., without communications, staff in these cities could do nothing but wait to hear about the hurricane's impact.

The aftermath

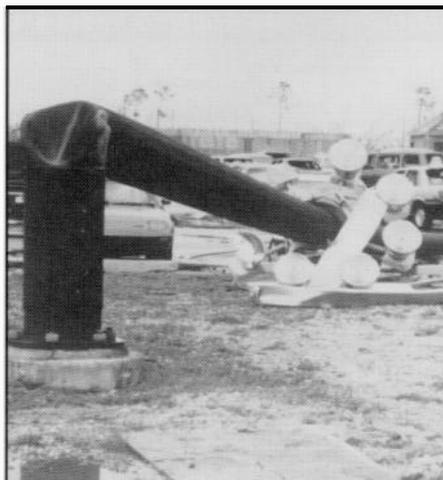
Even while the high winds and torrential rains continued, staff at MCC Miami—at risk to their personal safety—began assessing the damage and setting up procedures to ensure security. When communications from the prison to the regional office were temporarily restored, the news was sobering.

While no staff, inmates, or family members suffered serious injuries, the hurricane caused major damage to MCC Miami's buildings and support facilities. The wind flattened the prison's two perimeter fences, destroyed the perimeter detection system, and seriously damaged all buildings throughout the institution. Flying debris destroyed non-ballistics-resistant glazing, and other major security features were rendered inoperable. Water, electricity, and phone service were cut off, leaving the institution totally dark and causing sewage to back up into the buildings.

The wind ripped roofs from buildings and toppled numerous trees in the compound. Wind and flying debris ripped from their mounts or otherwise destroyed virtually all building accessories and security features, including yard gates, air ventilation units, high mast lights, antennas, and sun shelters on the yard. Debris from other buildings near the institution blew into the compound, and the contents of a hazardous waste receptacle were strewn about.

Two inmate transport buses and a tractor trailer were rolled over. Almost all cars were literally picked up and thrown through the air or bounced about like tennis balls, sustaining heavy damage. A trailer housing the associate wardens' offices was flattened and destroyed, and a portable inmate housing unit was damaged beyond repair.

Homestead Air Force Base, including the prison camp, was totally destroyed. The hurricane dismantled the facility's buildings and wrecked all vehicles and property that had been left on the site.



One of MCC Miami's mast lights, blown down.

The Bureau response

Maintaining security at MCC Miami was the first order of business. To restore the perimeter, staff pulled the outer fence upright with heavy equipment and set up temporary generator-powered lighting. Armed MCC Miami staff surrounded the compound on foot and in the few private vehicles that remained operable. Staff conducted a count of employees and inmates to ensure that everyone was safe and secure. The count revealed that no inmates had escaped and that only three people had minor injuries.

By this point, it was obvious the institution would not be habitable for some time, and the Bureau began an evacuation.

The Bureau had been preparing emergency evacuation procedures before the hurricane struck, positioning Bureau buses and U.S. Marshals Service airplanes around central and north Florida. Once the storm passed, the buses and Marshals' planes began moving in, carrying supplies, water, and Bureau staff—including Special Operations Response Teams (SORT's)—to the facility.

With the arrival of outside staff, inmates from MCC Miami and FPC Homestead were evacuated to these locations: Federal Correctional Institution (FCI) Tallahassee, Florida (278 inmates); Lake County Jail, Tavares, Florida (213); Duval County Jail, Jacksonville, Florida (200); FCI Marianna, Florida (150); FCI Talladega, Alabama (149); FCI Jesup, Georgia (149); USP Atlanta, Georgia (80); FPC Maxwell, Alabama (63); Dismas House Community Corrections Center, Dania, Florida (61); FPC Eglin, Florida (55); and other locations (4).

The evacuation was accomplished through hours of hard work and team effort. MCC Miami Warden Joel Knowles and FCI Jesup Warden Bob Honsted took primary responsibility for orchestrating this massive transfer, with the assistance of Homestead Superintendent Calbone and Larry Cox, warden of the Bureau's not-yet-opened Metropolitan Detention Center in Guaynabo, Puerto Rico, who flew to the scene with 30 staff members.

By 10 p.m. on August 26—just 2 days after the hurricane hit—Bureau staff had safely transported 1,402 inmates to other Federal and non-Federal facilities throughout the southeast United States. The bus crews and others who managed to get to MCC Miami soon after the storm overcame numerous obstacles in their efforts to transport inmates. They were forced to travel through inclement weather—maneuvering around trees, overturned vehicles, power lines, and telephone poles strewn across roadways—without many road signs or even familiar landmarks.

What made the evacuation even more remarkable was that communication between the command center in Atlanta

and MCC Miami was cut off. Staff carried out the entire operation with very little information exchanged between the primary points of control.

In the hurricane's aftermath, senior Bureau staff became involved. On August 31, a task force of five Bureau assistant directors traveled to Miami to provide additional support to the regional director. The Executive Staff task group was to develop a detailed plan of recovery for MCC Miami and its staff, further assess the damage sustained at Homestead and Miami, develop a plan to continue detention services for the Federal law enforcement community in south Florida, and address many other hurricane-related issues. In addition, many staff and SORT personnel from other Bureau locations arrived on the scene to offer assistance and expertise.

Of the 408 staff at the two institutions, 138 suffered the total destruction or condemnation of their homes and 185 had their homes severely damaged. About 140 staff had no insurance on their homes, and 170 staff had no insurance on damaged household goods. One hundred cars were destroyed and 263 were badly damaged: 96 employees had no car insurance. A total of 185 staff needed immediate financial aid.

On September 10 and 11, staff participated in organized small-group discussions about the effects of the hurricane and ways to cope with the toll it took on their personal lives. Throughout the week, special tents were set up to help staff in areas such as legal problems; pay, leave, and transfer issues; employee assistance; and spiritual or emotional guidance.



Like many structures at MCC Miami, the institution warehouse sustained major damage. Rebuilding it cost more than \$1 million.

While their peers assisted Homestead and Miami staff with personal and work issues, other employees from Bureau institutions around the country were detailed temporarily to Miami, joining FPC and MCC staff in efforts to repair the damage.

News of the employees' plight brought tremendous material and financial support from the Bureau and the Department of Justice. Bureau staff nationwide donated funds, food, clothing, and personal care items to help staff at Miami. Truckload after truckload of clothing, nonperishable foods, and personal care items donated by Bureau staff around the Nation were trucked and airlifted to Miami in the weeks immediately following the hurricane. Surplus items were donated to local relief organizations who, in turn, distributed them to other needy families in south Florida. Miami Warden Knowles remarked, "General Colin Powell would have been impressed with the supply line."

In the weeks and months that followed, Bureau staff at institutions around the Nation displayed creativity and ingenuity

by sponsoring events such as golf tournaments, auctions, bake sales, and spaghetti dinners to raise relief-fund money. Their resourcefulness and generosity underscore staff commitment to help families and friends in times of crisis. A total of \$295,000 in assistance for prison staff at Miami and Homestead had been donated to the Hurricane Andrew Relief Fund by the end of 1992.

Rebuilding and renewal

On February 23, 1993, a scant 6 months after Hurricane Andrew devastated south Dade County, the Metropolitan Correctional Center was rededicated.

In the intervening months, a pressing need for the Bureau was to provide detention space to assist the Federal courts and the U.S. Marshals Service. A secure housing unit for 150 pretrial detainees was established at the Immigration and Naturalization Service's Krome Detention Center. This unit operated from October 13 until November 15, 1992, when high-security inmates were returned to the MCC.



Above. The recreation yard behind E and F units. Right: Warden Joel Knowles and Bureau Director Kathleen M. Hawk at the rededication ceremony for MCC Miami, February 1993.



In addition, two units at the MCC were activated to house up to 200 pretrial inmates, secured with a double fence, razor wire, and an electronic detection system, enhanced by stationary armed posts.

Restoring the physical plant required quick action by the regional office in Atlanta, awarding major construction contracts before local companies were committed to other projects in the devastated area and before the costs of major construction escalated. This saved many thousands of dollars and probably as much as 6 months of construction time.

The major projects contracted for included repair and replacement of all roofs, all high mast and perimeter lighting, all glass, the entire perimeter fence and alarm system, and a new warehouse. While these projects were underway, facilities staff worked inside

most buildings, repairing damaged sheet rock, rewiring, painting, and repairing plumbing. Staff and inmate landscape crews cleaned up and restored the grounds.

While staff labored to rebuild the MCC, most were rebuilding their personal lives as well. While many have been able to return to their homes, many more still live with family or friends, or have found temporary housing in distant apartments.

At the February 23 rededication ceremony, Bureau Director Kathleen M. Hawk paid tribute to the efforts of Miami and Homestead staff: "The real story of this dedication ceremony isn't the quick, skillful rebuilding of a prison. The heart of this ceremony is a tribute to the Miami staff. No one who was not here when Hurricane Andrew hit can fully understand what you went through that day. And perhaps worse than anything that nature put you through was the fact that there was no way to know what was happening to your loved ones. Yet you stood by your posts. You fulfilled your

duties to safeguard the inmates in your charge and to protect the public. At this ceremony, I want to recognize the debt we all owe to you—and to tell you that today we really are rededicating this institution to you, in recognition of your heroism and professionalism."

Although much remains to be done, only a few of Hurricane Andrew's scars are visible inside the perimeter today. According to Warden Knowles (who recently left the MCC to become warden of the Bureau's new detention center in Miami), "Life in Miami has changed. But we are, I believe, stronger and better prepared to meet our personal and professional challenges in the future." #

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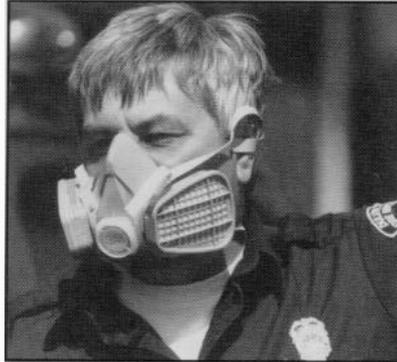
Bureau emergency procedures

To cope with major emergencies or other significant interruptions of normal routine (such as those in Miami), all Federal Bureau of Prisons institutions have contingency plans that provide guidance to staff in various situations. These plans include information for dealing with a riot or fire, conducting mass evacuations in the event of a natural or man-made disaster, responding to a bomb or bomb threat, or managing other significant emergency conditions.

While every emergency situation is different, and requires differing responses, these plans provide a blueprint that can be applied to almost any emergency situation. Typical emergency plans include information on notification of command staff, containment of the situation, notification of and coordination with local authorities, providing interim and followup medical care, and other key issues.

An outdated plan can actually handicap an effective response, and every facility's emergency plans are reviewed and updated each year by top management staff. Employees are also required to review the plans each year. Training on many aspects of emergency plans is conducted on a regular basis.

The Bureau's regional and central offices also have emergency response plans to assist them in supporting field operations in the event of a crisis. These plans include necessary contacts and liaison functions with other Federal, State, and local agencies. When



City public safety officer directs traffic during Duluth neighborhood evacuation.

Duluth News-Tribune

Duluth—one of the largest minimum-security facilities in the Bureau.

The emergency plans for evacuation were initiated, and the command centers at FPC Duluth and the North Central Regional Office in Kansas City were activated. However, because of the overwhelming scale of the emergency, plans had to be modified. Originally, plans called for the use of Duluth city buses to evacuate the facility and transport inmates to specific evacuation sites, but—because 80,000 Duluth and Superior residents were being moved from their homes—the buses and evacuation sites were not available.

the emergency is prolonged, staff from regional and central offices and from other Bureau locations are often sent to the site.

This system-wide response capability was put to good use in the Hurricane Andrew crisis, and also has served the Bureau well in other major incidents, such as the 1987 Cuban detainee uprisings in Atlanta, Georgia, and Oakdale, Louisiana, and the 1991 hostage situation in Talladega, Alabama. A near-disaster that occurred just 2 months before Hurricane Andrew struck Florida illustrates how staff flexibility is essential in implementing even the best-planned emergency responses.

At 4 a.m. on June 30, 1992, a train derailed south of Superior, Wisconsin, causing a spill of benzene-based liquid into the Nemadji River. A cloud of benzene gas formed over the cities of Superior and Duluth, Minnesota, and both were declared disaster areas. At one point, the cloud of noxious gas came within 4 miles of the Federal Prison Camp in

Fortunately, about a month before the incident, a mass casualty drill—which included participants from FPC Duluth, the St. Louis County Sheriff's Department, the Duluth Police Department, and the 911 Emergency Command Center, as well as emergency medical personnel and preparedness officials from the surrounding area—was conducted at the institution. As a result, staff at the FPC worked efficiently with local officials to establish alternate transportation arrangements and evacuation sites. Two other Bureau institutions, at Sandstone and Rochester, Minnesota, provided staff and institution buses to prepare for the possible evacuation.

The cloud of toxic gas did not reach FPC Duluth, and Minnesota Governor Arne Carlson declared an end to the emergency at 6:30 p.m. The institution was able to maintain normal operations throughout. ■

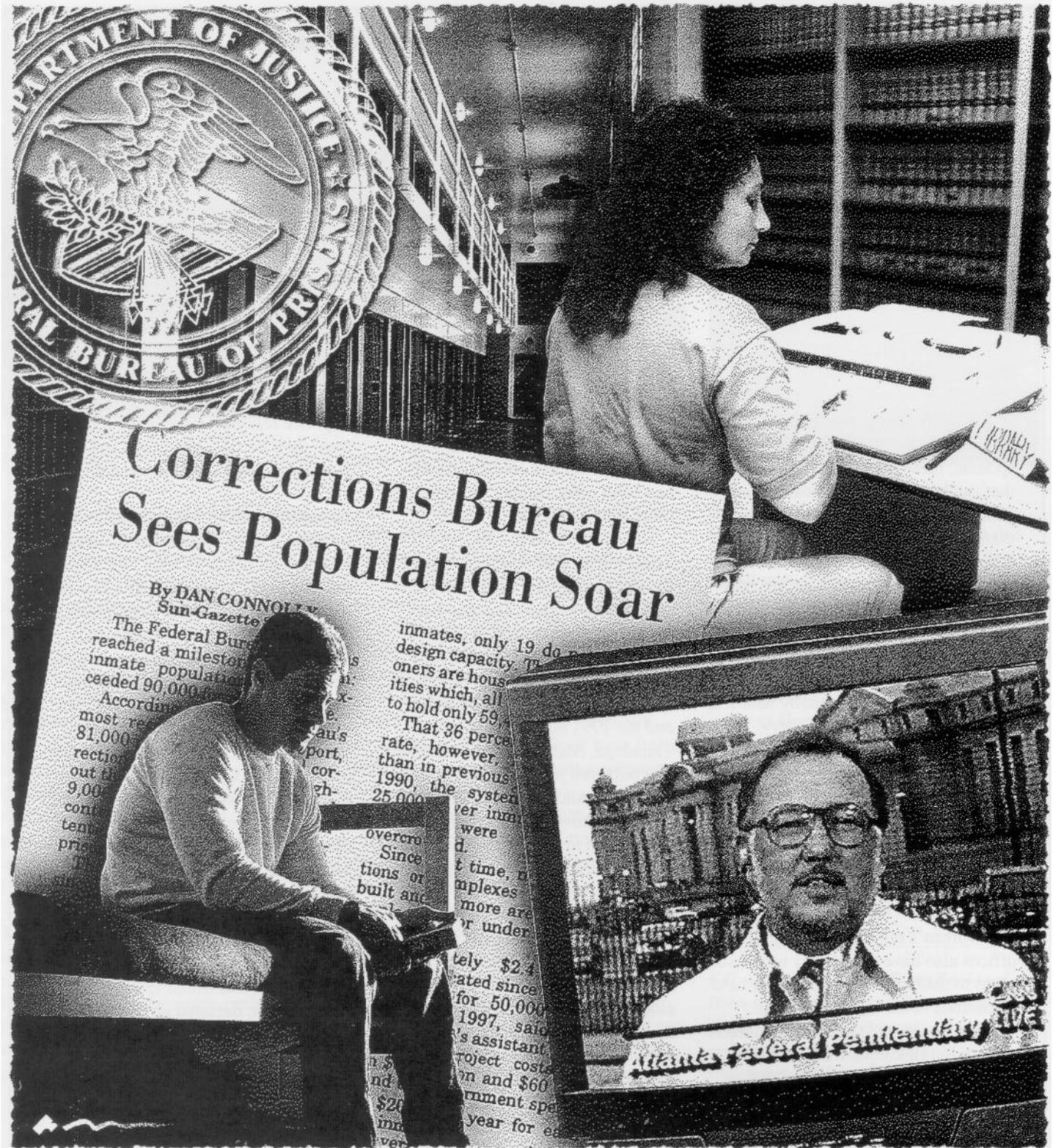


Photo montage by Randy Mays

News at Eleven

Correctional accountability and the media

Charles Turnbo

There is a great deal of talk today about "accountability" in corrections, due to the significant responsibility corrections carries in dealing with criminals and protecting the public, and the enormous fiscal resources required to sustain correctional operations.

Without question, corrections needs the public's confidence and support to be successful in its mission; indeed, a well-informed public is an asset to any public administrator or agency. But in the face of societal pressures to "reform" criminals and use tax funds wisely, corrections professionals are—very properly—being held accountable for their stewardship of public resources.

Put simply, for the public to accurately and effectively hold corrections officials accountable, it must be better informed on correctional issues. Beyond a doubt, the most powerful force in our society for conveying information of this type is the mass media—a term that covers both news- and entertainment-oriented media organizations. Yet in many cases, serious correctional issues are not being examined by the media in a full and responsible manner.

The public is justifiably concerned about the business of "correcting" criminals. They are concerned whether prisons are effective; whether they are too comfortable or too harsh; whether the death penalty is appropriate; whether inmate health care should be better than that available to the millions of Americans who have no health insurance; whether and when inmate furloughs are appropriate; whether drug offenders should receive treatment and what treatment is

effective; and whether the correctional system should spend more effort devising effective alternatives to prisons (such as halfway houses, parole, probation, home confinement, and electronic monitoring). They are concerned about prisons' response to high-profile prisoners such as Michael Milken, David "Son of Sam" Berkowitz, Manuel Noriega, Jeffrey Dahmer, John Gotti, Charles Manson, and Leona Helmsley. And the public is also concerned about the cost of corrections, particularly of imprisonment.

In addition, the public has become increasingly aware of the rapid growth of prison, parole, and probation populations. Across the Nation, high levels of prison crowding are the norm. The Federal prison system is operating at 45 percent over its rated capacity; many States are similarly crowded. States such as California, Illinois, New York, and Florida are spending billions of taxpayers' dollars on new prisons, while the Federal Bureau of Prisons is currently embarked on the largest expansion program in its history.

Most correctional systems, as they expand, also face serious issues in the areas of recruitment and training of staff members. Thousands of professionals must be hired even while the national economy forces agencies to implement stringent cost-containment and -reduction measures, while competing against private industry for high-quality personnel.

Although the general public is usually unaware of them, corrections also faces many inmate management issues, all of which are compounded by crowding. To reduce idleness, effective work programs must be found and job opportunities expanded. Literacy training and education program capacity must be increased, as must vocational training. Drug treatment is even more in demand; in the Bureau of Prisons, more than 30 percent

of the inmates have histories of moderate or serious substance abuse.

Clearly, the public needs to know more about these and other issues facing corrections if it is to make accurate judgments about how its taxes are spent. The public deserves intelligent discourse about what is happening in corrections today, and the media is one of the best means of providing information in this important policy debate.

Sensationalism drives out accuracy

Unfortunately, all too often, crises and scandals are the only prison stories that make the news—sensationalism, not accuracy, often drives reporting on correctional matters. Well-managed prisons are not news.

Changes in the world of journalism have only increased the tendency to sensationalize. News organizations competing over ratings increasingly structure the news along entertainment lines. "Infotainment" television programs that mix news and entertainment formats are on the increase—electronic versions of the supermarket tabloids.

Of course, corrections officials must admit they haven't done enough over the years to inform the public about their profession. Indeed, corrections has a problem largely of its own making—a history of hiding behind its walls and fences and only reluctantly releasing information to the public.

While most correctional agencies now have policies that allow inmates to grant interviews, prison officials do have a legitimate right to regulate in-person interviews in some cases. An inmate's status as a juvenile or as a psychiatric

patient can create a need to restrict media access. Without some limits, satisfying media appetites regarding highly notorious inmates could occupy an entire staff of public information officers full time. But for the most part, inmate interviews are an area in which correctional agencies can accommodate the media.

In many cases, there is good cause for a conservative approach to release of information about correctional operations. Corrections officials are required to comply with the Privacy Act and other laws that protect much personal information about staff and inmates. Institution security or the conduct of an investigation often dictates caution in releasing operational details.

During disturbances—particularly those involving hostages—safety and security become paramount; information must be carefully controlled to ensure that hostage-takers do not gain some advantage from media accounts of the ongoing incident. In hostage situations, inaccurate news reports can create dangerous confusion; during the Atlanta penitentiary takeover by Cuban detainees in 1987, false reports of an FBI assault nearly caused the detainees to begin killing hostages.

Even when the prison gates are thrown open, examples of disappointingly skewed perceptions are numerous. A few years ago, Home Box Office was given access to the U.S. Penitentiary in Lewisburg, Pennsylvania—to film any inmate, any program, any staff member, in any part of the prison, any time of the



Director J. Michael Quinlan (fourth from right) and Attorney General Edwin Meese (second from right) meet the press during the 1987 disturbances at USP Atlanta and FDC Oakdale.

day or night. For 3 weeks, the camera crew roamed the institution. The resulting film could have shown education and drug treatment programs, bustling industrial and training programs, or the wide range of counseling and other services available.

Unfortunately, the version ultimately aired simply reinforced public prejudices. Choices made in the editing room shifted the program's emphasis from a factual presentation of a major penitentiary that runs (on the whole) smoothly, to a far more melodramatic view that caricatured staff and focused on a few of the more "interesting" inmates—usually those who committed spectacular or gruesome crimes. As a result, the public missed an ideal opportunity to learn a great deal about the real world of prisons and the often difficult choices officials face in managing a high-security population.

Similarly, the Bureau recently permitted an award-winning, nationally known author to spend 2 years observing operations at the U.S. Penitentiary, Leavenworth, Kansas. The resulting book presented a narrow view of life inside a high-security penitentiary. It portrayed a facility governed not by policy and procedure, but by the law of the jungle. Yet

in the entire 2 years the author was in the institution, not a single murder or serious disturbance occurred. Surely the public deserved to see that side of one of its most famous prisons.

To much of the public, movies by Cagney, Eastwood, Selleck, and Stallone represent their knowledge about prison inmates. Just as with the Home Box Office presentation, these movies are generally not factual; they are more

concerned with market appeal than the presentation of real issues. These productions shape public opinion, but because of their distorted content, they do so in a damaging manner.

Corrections officials are simply asking for a balanced portrayal of their profession, so the public can make intelligent decisions. They need media coverage that conveys the entire picture, showing prisons that aren't poorly managed, where drug use is not rampant and sexual assaults are relatively rare, where staff are well trained and professional, and where programs and self-development opportunities are available—and used by inmates.

Helping the media do better

Corrections can do a better job to help the media and the public to understand its mission, its problems, and its accomplishments. Establishing direct communication links between the corrections agency and the media, each fulfilling the other's needs, allows correctional professionals to enhance their credibility and communicate newsworthy issues to the public. There are concrete steps administrators can take to achieve this goal.

First, well-managed correctional facilities have nothing to fear from outside review. If an agency's policy is sound and is being applied in an informed, common-sense manner, accountability simply cannot be a problem.

To ensure this is the case, the agency and each institution must have a management structure based on complete, comprehensive policies in accord with accepted professional standards. They must have solid training programs that ensure staff know what is expected of them. They must have sound supervision practices and day-to-day management oversight in place. And they need a system of internal reviews or a perpetual internal auditing process, based on those policies, that ensures staff are following the policies in effect.

An agency or an institution with such an infrastructure in place may welcome outside scrutiny. One of the most prominent methods of outside review in corrections is the American Correctional Association's voluntary Standards and Accreditation Program (ACA standards themselves also support openness with the media). Standards compliance helps correctional managers demonstrate the professional status of their operations. Institutions that are accredited should make a special effort to inform the public and the media that they are operating at this high level of excellence.

Correctional agencies can have their greatest influence on both public and media perceptions at the local level. One



TV crews congregate near FCI Talladega, Alabama, during the 1991 disturbance.

of the most important accountability strategies is an "open door" policy. This acknowledges the public's "right to know" and demonstrates that the institution has nothing to hide.

Studies show that, over time, people tend to perceive things the way the media portray them—i.e., the media plays a significant role in establishing the audience's sense of reality. An "open door" policy lets the public see what prisons are really like. It can build citizen awareness of issues that will enhance the credibility of correctional administrators and their programs. In a society such as ours, with a pervasive mass media system, closed institutions and secret information sources are automatically viewed with suspicion and are challenged.

An open door policy can take a number of forms:

- Correctional managers should encourage facility tours by the media; letting reporters see an orderly, professional operation on a day-to-day basis can go a long way toward neutralizing the misinformation that can reach a reporter's desk. In addition, allowing reporters to see first-hand the daily operations of an institution provides them with a personal

understanding of the challenges corrections professionals face.

- Institutions should hold "open houses" to permit the public to come in for guided tours, letting them see how their tax dollars are being put to use. Regular tours should be provided for college students—future community leaders.

- Administrators can increase access by the public by aggressive recruitment of volunteers to work in correctional programs. This not only has the benefit of allowing ordinary citizens to see prison as it is, but provides the institution with valuable program resources.

- Institutions can improve public knowledge of their operations by establishing community relations boards, which are usually composed of prominent (and widely representative) local citizens who meet periodically to be educated on correctional operations and give community feedback to correctional officials. Regular institutional tours by board members are an excellent means of dispelling public misinformation in a community.

- Institution strategic plans should include an agenda for addressing public-awareness issues.

- Staff training should orient all employees to the agency's philosophy of being proactive in dealing with the media.

- Correctional managers must take other steps to make facilities a part of the community. Where feasible, these can in-

clude encouraging staff and inmate participation in community affairs and providing inmate labor in the local community for public works projects.

These activities bind the institution and the community more closely together, and help erase the “negative mystique” that often surrounds prisons, even in the prison’s local community.

Learning to work with the news cycle

Far too often, the first contact an institution has with representatives of the media is when there is a crisis. During an emergency, media representatives are primarily concerned about security and tactical issues, and are quick to jump to conclusions of “news management” and “disinformation” if the correctional agency is perceived as restraining the free flow of information. Under these circumstances, there is little opportunity for the media to gain background information about the institution, and it is not uncommon for the resulting story to focus on the negative.

However, when institution staff take the initiative to reach out to the media and educate them about the institution, offering tours and interviews with key administrators, a far different situation exists when a crisis arises. A solid basis has been established for two-way credibility; the reporter knows that problems are not the order of the day and staff have a reason to believe the information they provide will be used in the proper context. The end result is more likely to inform the public in an accurate way.

To reach this stage takes effort. But experience shows that institution staff can proactively build a solid relationship with local media by taking steps such as:

- Identifying key reporters and news organizations in the area and maintaining a list of their phone numbers, addresses, and the deadlines for their organization.
- Providing each reporter and news organization on the list with the name of the institution’s public information officer and the institution’s phone number.
- Making introductory telephone calls to new reporters, with followup letters that include an information package about the agency and the institution, then inviting those individuals (and their editors or producers) to tour the institution.
- Contacting major television stations, radio stations, and newspapers to arrange visits to their offices by prison staff to meet with key reporters, editors, or producers—eliminating the “faceless voice” syndrome—and each month calling as many of these key staff as possible to maintain that personal contact.
- Making special efforts to visit and provide items of interest to local newspapers; in particular, the warden and public information officer should make a point of regularly spending time with the editor of the local newspaper to discuss issues of importance to the community, and inviting him or her to the institution. In some Bureau of Prisons institutions, the editor also has been invited to become a member of the community relations board.

Finally, corrections officials should not hesitate to release information of interest to reporters in every instance where there is no actual harm to the security or operations of the institution. Information should only be withheld when necessary to preserve security or in accordance with policy or the law.

These relatively simple steps can initiate and maintain a vital, proactive contact

between corrections and the media. If done well, the public will have more realistic expectations of what can be accomplished with committed offenders.

Conclusion

In the coming decade, the American public will be called upon to make critical decisions about criminal justice matters, many of which will have a major impact on the correctional system. It will be better for all of us if policymakers and the public have more—and more accurate—information about the real world of corrections.

The media play a vital role in educating the public; corrections staff, in turn, must do a better job of working with the media to help them convey what prisons are like, and what they can and cannot do. In doing this, corrections workers must use as many avenues as possible to foster community relationships that will enhance accountability to the public. It falls to corrections to take this initiative—improving its own ability to work with the media and the public, opening the prison gates, in a figurative sense, to the rest of the world. ■

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Building Leaders

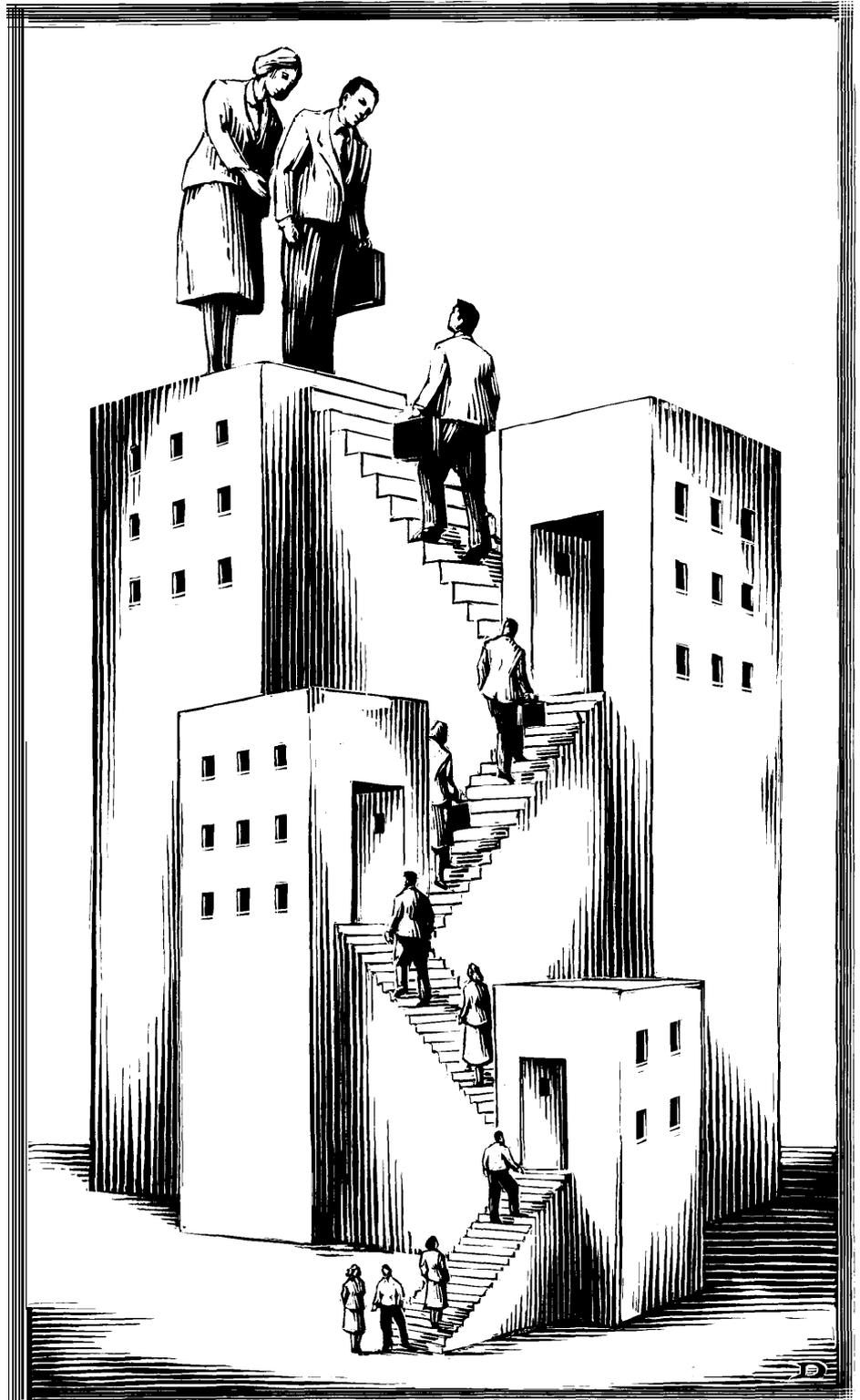
The Bureau's efforts to create a model for leadership development

*Michael D. Markiewicz and
John M. Vanyur*

The literature on leadership and leadership development is so voluminous it would easily fill a room. Given this volume of research and writing, it is difficult for anyone to add substantially to existing concepts or theories. Yet many organizations seem to have problems actually implementing practical concepts of leadership. We continually hear of "leadership voids" in industry and government, and of the dearth of adequate successors to recognized leaders.

It is evident that high-quality leadership is critical to the success of any organization—and patently obvious in corrections. As an "industry," corrections is facing one of its most difficult challenges, managing an ever-increasing and difficult inmate population in the face of budget restraints.

The nature of correctional management is also more complicated than ever before. Leaders must grapple with complex subjects such as media relations, enhanced public scrutiny, higher public expectations for service, demands of various constituent groups, a wealth of data and information, and the need to maintain a good working relationship with unions in the face of pay and benefit cutbacks. Added to these general management issues are those more specific to prison management, such as intermediate sanctions, longer sentences, an aging inmate population, new security technologies, controlling AIDS and tuberculosis, and supporting religious and cultural diversity in the workforce.



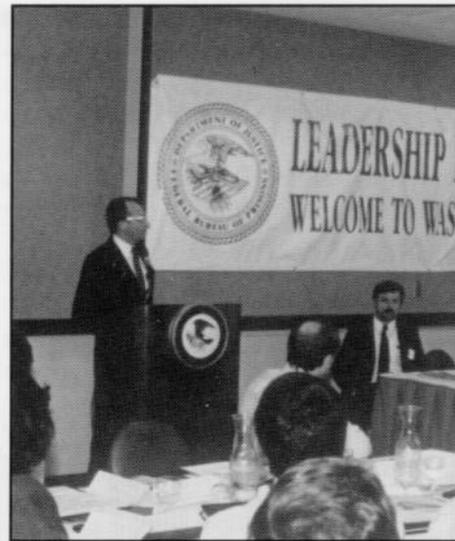
Thus the careful and systematic development of effective new leaders who can cope with this environment is key to the survival of correctional agencies. This article describes the Federal Bureau of Prisons' efforts to create a method of management and a model for leadership development. The system presented here is far from perfect—it is offered as an example to review, critique, and modify. It is dynamic, changing continually—and hopefully for the better.

The system is built on several assumptions:

1. Leaders are made, not born.
2. Leadership is developed primarily through experience—and, to a lesser degree, through formal training.
3. Leadership development requires intensive personal feedback.
4. Learning is “lifelong”—one never reaches the end of the leadership “rainbow.”
5. Leadership development is “sequential”—that is, positions at different levels of the organization require different blends of skills and competencies, hence different developmental tools.

This sequential development encompasses four general levels of employees:

- Supervisors—first-level supervisors (such as lieutenants or supervisory physician assistants).
- Managers—those who manage a single department or function (e.g., personnel, food service, correctional services) at a facility.



Former Bureau Director J. Michael Quinlan addresses a Leadership Forum. Due to agency-wide cost-containment initiatives, Leadership Forums were discontinued in 1992.

- Mid-managers—those who manage multiple departments at a facility (these are primarily associate wardens in the Bureau).
- Executives—those who manage entire correctional facilities, multiple facilities, or national functions at a headquarters level.

The skills required at each level and the experience or training needed to inculcate these skills are varied. The Bureau has conducted job analyses to determine what skills are required at each level. As mentioned, development is sequential—skills required at lower levels are also needed at higher levels, but each successive level requires a different blend of skills. For example:

- Supervisors require strong interpersonal, evaluative, and feedback skills in addition to specific technical skills, such as those necessary for food management, custody, or psychological service.

- Managers need skills in authority delegation, budget management, information management, and “setting the tone,” in addition to technical and supervision skills.

- Mid-managers plan and monitor operations, manage budgets, lead and develop staff, and solve problems. Technical skills are less important than macromanagement skills—the ability to integrate complex systems.

- Executives need decisiveness, flexibility, knowledge of political processes, ability to develop peer relationships, and resourcefulness. Technical skills are much less critical at this level.

The easy part of the leadership formula is identifying these skills. The hard part is developing them.

Developmental assignments

The Bureau has a history of internal promotion and geographical mobility for staff. For the most part, each developmental step—for example, from supervisor to manager—requires the individual to move to another facility, where he or she is likely to be confronted with a new institutional “culture,” a different staff mindset, and a fresh set of supervisory issues. Rising through the ranks often means that an individual will work at progressively more “difficult” or higher-security facilities. The agency has designed an automated database system to track employees at the management level and above regarding prior assignments, future career plans, geographic preferences, and other relevant data (such as performance appraisal results and training needs).



Former American Correctional Association Executive Director Anthony Travisono, who is the director of International Studies at the Salve Regina University.

The agency has created a key developmental position at each facility to help in the transition from single-function to multifunction managers. This position, executive assistant to the warden, involves contact with the media and other functions associated with the position of public information officer. The executive assistant is also exposed to decision-making at all levels of the facility without having any direct management responsibilities.

Before promotion to the executive level, most mid-managers have had assignments at the agency's regional offices or central office, giving them a broad view of the organization and its many constituents who need to be served.

Not all developmental assignments require an individual to take a new job. Other possibilities include acting for one's superior, temporary job rotations to



The Brookings Institution, Washington, D.C.

learn a new function or the same function in another facility, task force and work group assignments, and assignment as a member of an audit team at another facility. For many positions, the Bureau has actually mapped out the assignments needed to develop the required skills.

Formal training

The Bureau offers a full range of training assignments for leadership development, each tailored to the skill demanded at various levels. All supervisors receive 40 hours of basic supervision training—motivating and developing subordinates and acquiring interpersonal skills. More technical, function-specific training is common for new supervisors in several disciplines.

At the management level, formal training is strongly emphasized. Extensive training in personnel and financial management is mandatory. The Bureau has also initiated the Training Institution Program (TIP) for new managers. This is

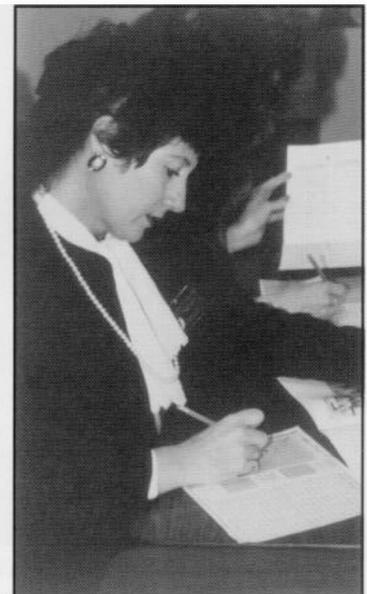
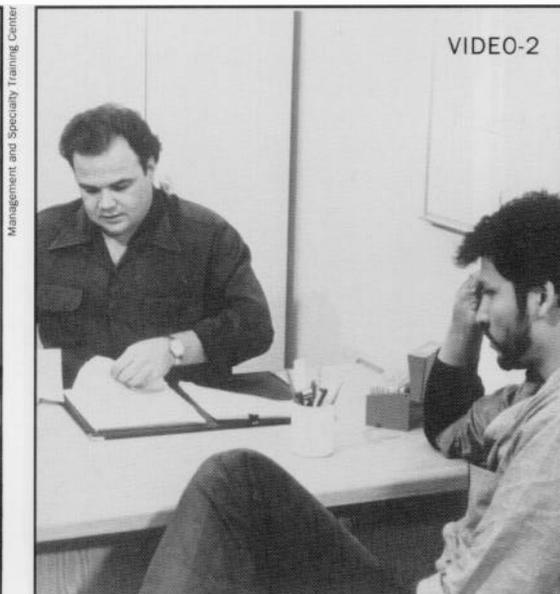
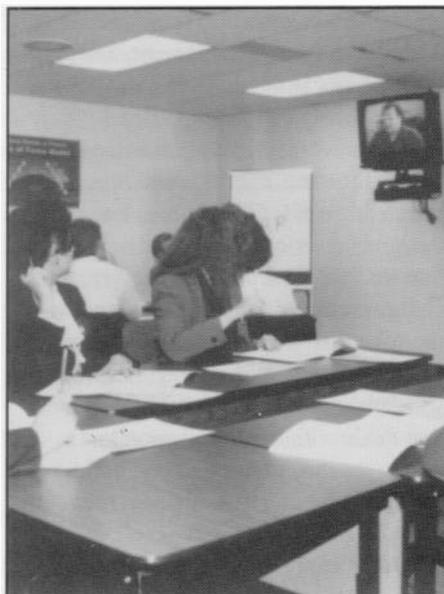
an intensive residential program dealing with leadership, management, and style issues.

Mid-managers need an understanding of many different functions and broader leadership skills. The Bureau has designed a series of self-study courses, one for each function in a facility, that can give employees an understanding of the role, mission, and policies of their functions. New mid-managers (associate wardens) also receive a 40-hour course that deals with complex union and employee disciplinary issues, budget development and management, development of subordinate managers, situational leadership, and self-management.

The Bureau has also begun to involve high-potential managers in a variety of courses and seminars offered by the Center for Creative Leadership, in Greensboro, North Carolina; The Salve Regina University Program on Correctional Leadership (a graduate program keyed to high-level administrative issues in correctional systems); the Aspen Institute's Justice and Society Program; the Woodrow Wilson School of Public and International Affairs at Princeton University; and the Brookings Institution in Washington, D.C. The Federal Government also offers a variety of executive development seminars. Several Bureau executives attend the University of Southern California's School of Public Administration.

Feedback

For any individual, the key to successful leadership is awareness of one's strengths and weaknesses, values, and behavioral and personality preferences—



Students at the Management and Specialty Training Center, Aurora, Colorado, watch actors (center) in video scenarios and develop responses to these scenarios in the Management Assessment of Proficiency.

and their effect on performance. With this in mind, the Bureau tries to build feedback and evaluation into all developmental assignments.

For supervisory through mid-management positions, Position Development and Professional Growth Plans have been developed. Each plan identifies the skills needed for that position—and requires an assessment by the individual and his/her supervisor as to where he or she stands on each skill. A skill development guide for each plan provides suggestions for improving weak areas.

In supervisory training, role plays, case studies, and simulations are essential components. Professional training staff watch each role play and critique participants' performance. In manage-

ment training, the most common instrument is the Managerial Assessment of Proficiency (MAP). Based on the participant's written response to 12 video scenarios, MAP generates a profile that gives the participant feedback on specific managerial competencies, management styles, and personal values as related to communication styles. MAP also compares the individual's profile with norms based on more than 15,000 previously tested managers.

At the mid-management and executive levels, the Bureau extensively uses the "Benchmarks" instrument developed by the Center for Creative Leadership. Benchmarks uses 360-degree feedback—from subordinates, peers, and superiors—to give the participant an awareness of his/her skill level in 16 areas deemed critical for success.

Developmental assignments, training, and feedback are three interlocking components of the truly critical dimension of leadership development—learning.

Excellence in leadership ultimately requires learning that is active and never-ending. On this learning process rests the future of the Bureau of Prisons, as well as the creativity, vitality, and energy of its leaders. ■

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Holistic Health Comes to Prison

Tracy Thompson

Maria stopped in her tracks, noticing the onset of the first stages of the panic attack that usually preceded her seizures. Her heart was beating rapidly, and she felt afraid. She began to regulate her breathing and tried to connect with the feeling of being centered and grounded.

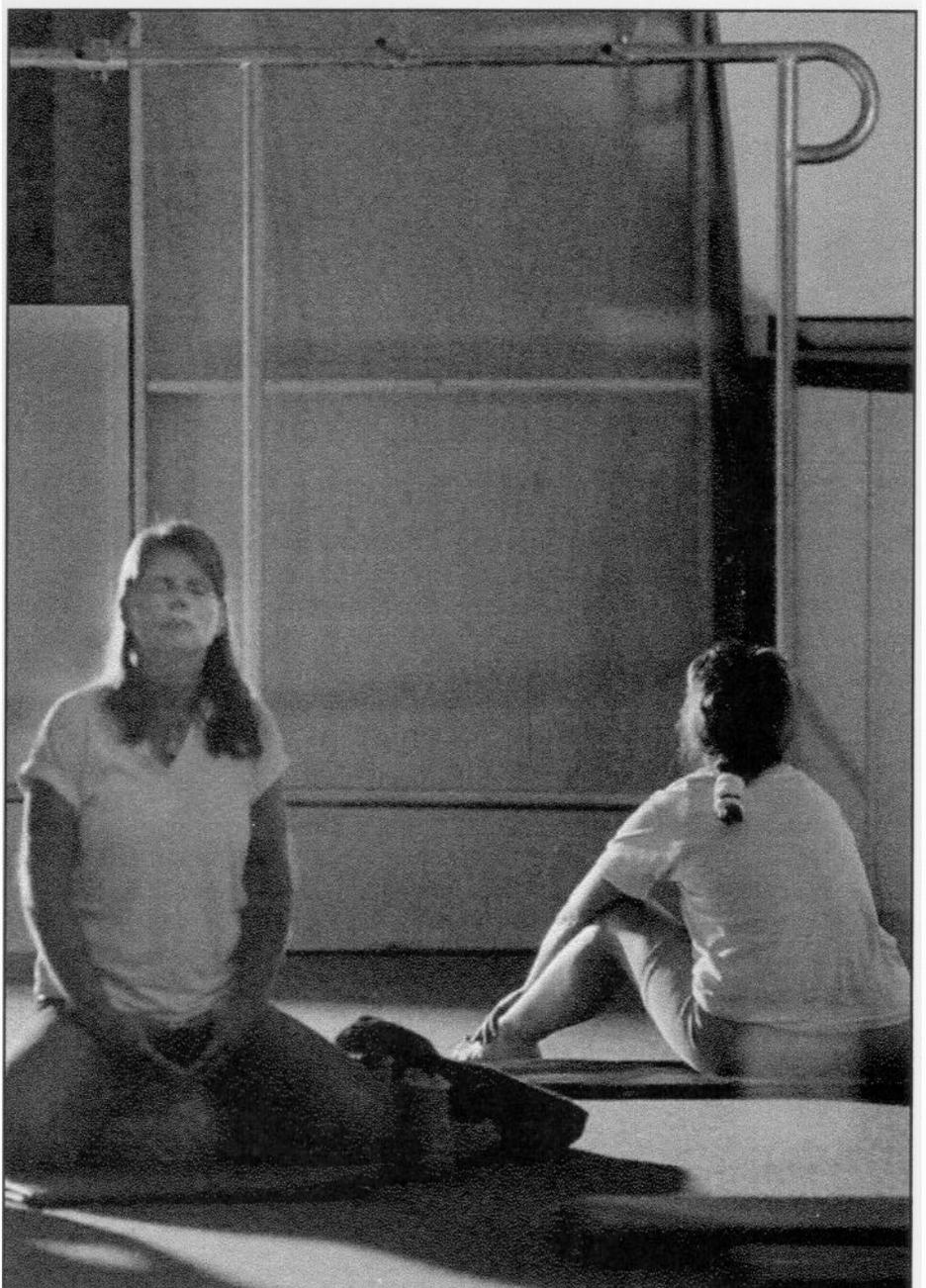
She turned to her friend Rosa and asked for help. Rosa saw at once what Maria needed and began to speak calmly, instructing her to focus on her breathing and concentrate on staying fully present in her body. As contractions passed through Maria's body, Rosa stayed with her. The seizure passed quickly, and Maria gradually regained consciousness without any of the fear and distress that usually accompanied her seizures. She felt grateful for Rosa's help and for the breathing and centering techniques they had both learned in the prison's holistic health program.

This is but one of the success stories of the Prison Integrated Health Program (PIHP), serving the entire prison population—both inmates and staff—at the Federal Correctional Institution (FCI), Dublin, California. This innovative volunteer program began in 1990 as a stress management workshop for 20 long-term inmates. The program was taught by Kathy Park, an artist and somatic education teacher, under my supervision as Clinical Director of Health Services. From a two-session stress management workshop taught by one volunteer, the holistic health program at Dublin has expanded dramatically in the years since.

The volunteer organization Prison Integrated Health Program was created by its co-directors in spring 1991 to bring together teachers (along with community resources) to develop comprehensive holistic health programming for FCI

Dublin and to serve as a model for a new approach to health promotion and disease prevention in correctional facilities.

Meditation workshops, which help reduce stress, are part of the Prison Integrated Health Program.





Tracy Thompson (second from right) talks with teacher Richard Strozzi Heckler, Ph.D. (second from left) and other PIHP volunteers.

Psychological problems include depression, addictive behavior, insomnia, post-traumatic-stress syndrome, and adjustment disorders. In any given week, 260 or more may be seen for sick call, emergencies, or injuries, while as many as 200 may come in to be seen by the physicians. Many common medical and emotional problems in the inmate population are exacerbated, if not caused, by stress.

Inmates participating in PIHP identify their most intense stressors as separation from family, overcrowding, lack of privacy, work, racial tension, the threat of violence, and lack of creative outlets. They also complain of anxiety, hopelessness, depression, low self-esteem, frustration, anger, alienation, sadness, loneliness, and bitterness.²

Prison staff suffer from such stressors as overcrowding, tight budgets, and perceived understaffing. These chronic stressors often result in family conflicts and impaired health, which negatively affect prison conditions. Although many staff benefit from support programs and groups, there has not been, until now, any attempt at a holistic approach.

Creating a healthy community

Instead of “bandaid” solutions, PIHP offers inmates and staff comprehensive parallel programming to promote health and prevent disease. PIHP’s philosophy is to create a healthy community by encouraging individuals to take charge of their own physical, mental, emotional, and spiritual health. It offers inmates 30 hours a week of classes in meditation, conflict resolution, stress management, somatic education,³ parenting skills, and

creative expression in fine arts, voice, and crafts, all of which enhance integration of mind, body, and spirit, and create a supportive community within the prison setting. A special project of PIHP, the Council on Racism, is working to dismantle racism among prisoners, improve inmates’ communication skills, and promote tolerance and appreciation for the cultural diversity found at FCI Dublin.

In addition, PIHP offers inmates individual consultations, special workshops, and cultural events. In fall 1991, PIHP sponsored a day-long celebration of women’s spirituality entitled “The Spiritual Path of Imprisonment: The Quest for Inner Freedom.” A year later, PIHP and the Council on Racism

cosponsored a festival with the theme “Celebrating Our Differences: Appreciating Our Unity.” For 2 days, the prison enjoyed workshops, wonderful ethnic food, cultural displays, and live performances from talented outside artists and from the inmates themselves. The festival drew a record-breaking 90-percent attendance on the evening of inmate performances and helped instill hope, pride, and appreciation of the diverse groups that make up the prison community.

The intention behind PIHP programming for inmates is to support them in successfully handling the challenges of incarceration, parole, and reintegration into society as responsible, motivated, and caring individuals. It encourages them to redefine their goals; to work with their anger, bitterness, and other dysfunctional patterns; and to support one another in the difficult process of change.

FCI Dublin’s Health Services Department has reported a significant improvement in the health and well-being of PIHP inmate participants over the last 3 years. Inmates in the original long-term stress group have reduced their use of medication for chronic pain and stress-related disease by more than 50 percent. We have also seen positive changes in more recent participants:

- Many have stopped smoking, improved their diets, and begun practicing more skillful ways of expressing negative feelings.
- Many, including those previously dependent on antidepressant medication, have embraced meditation as a

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cipline through which to handle life’s difficulties.

- They also demonstrate more effective communication and leadership skills, and more tolerance, understanding, and compassion.
- Many have begun a process of reconciliation by opening up communication with loved ones on the outside.
- Participants themselves report improvements in health, well-being, and self-esteem; at least two PIHP graduates have gone on to serve in the fields of social work and substance-abuse counseling.

For staff, PIHP programming promotes alternative methods of coping with stress and offers education in relaxation techniques, somatic awareness, conflict resolution and meditation, multicultural diversity, team-building, parenting skills, and preventive health care. For Health Services Department staff, meditation has helped reduce intradepartmental conflict and tension, and has contributed

to a redefining of the department’s mission, thereby making the work environment healthier and permitting staff to provide more effective service to inmates.

Funding has been committed for a new combined chapel/holistic health unit that will house PIHP and its lending library. The library, which has been put together entirely by donations from publishers, community libraries, and individuals, is an extensive collection of books, journals, and audiotapes in the fields of health, spirituality, women’s issues, meditation, yoga, and personal growth and transformation.

Building on success

Many forces have combined to make PIHP successful. The enthusiasm of PIHP volunteers has gone a long way to reduce the loneliness, isolation, and alienation felt by many inmates. In addition, volunteers are empowered by the opportunity to be of service and come away from prison with a fresh perspective on problems in their own lives. PIHP has flourished at FCI Dublin due to consistent support by the administration, which is dedicated to finding new ways to improve the health of the whole prison community.

Essential to the program is the belief that *change is possible*: we can all learn to take responsibility for our own health and healing. We can develop insight into dysfunctional behaviors, and develop confidence to make positive changes. By encouraging such change, and by working with both sides of the equation, we can transform the health of the prison community. (Not incidentally, such a transformation can significantly reduce

expenditures for diagnosis and treatment of chronic health problems, as well as serve as a passive security device.)

In February 1993, the Holistic Health Committee was created at FCI Dublin to bring together all departments in support of the mission to improve the physical, mental, and spiritual health of staff and inmates. The Committee includes department heads from Health Services, Psychology, Religious Services, Education, and Recreation; a director of PIHP; the institution's volunteer coordinator; a union representative; and the warden and associate wardens. The Committee coordinates all holistic health activities and may soon develop an evaluation component for the program.

The experience of many behavioral-medicine/holistic health programs throughout the country has been well documented.⁴ It is now widely accepted that mental and emotional factors—the ways we behave and our beliefs about our ability to affect our own health—significantly influence not just our sense of well-being, but also our ability to adapt to, or recover from, illness or injury. What is new is bringing this model to the prison setting.

In addition, the creation of a community that supports understanding and respect is a powerful antidote to the toxic loneliness, alienation, and hostility that commonly afflict prison populations. A recent study of women with metastatic breast cancer demonstrated that creation of a support community, by itself, doubled survival rates; studies of support groups for people with AIDS have also reported positively on the healing efficacy of supportive communities. The



Inmates receive a dance lesson from community volunteer Karen Hunt during the fall 1992 multicultural festival.

Holistic Health Program and PIHP at FCI Dublin support the creation of such a cohesive community and encourage participants, inmates, staff, and volunteers to explore new ways of being with self and others. While the program is still young, there are many individual success stories that hold promise for the future. ■

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Notes

¹Statistics from American College of Physicians position paper: "The Crisis in Correctional Health Care: The Impact of the National Drug Control Strategy on Correctional Health Services," 1992.

²From a survey of 70 participants in the Prison Integrated Health Program in fall and winter 1992.

³Somatic education, or bodywork, is a methodology for working through the body to facilitate mind/body/spirit integration.

⁴See, for example, Jon Kabat-Zinn, *Full Catastrophe Living: Using the Wisdom of Your Body and Mind to Face Stress, Pain and Illness* (New York: Delta, 1990), an account of the program of the Stress Reduction Clinic at the University of Massachusetts Medical Center. Other recent additions to the field of mind/body medicine are Bill Moyers, *Healing and the Mind* (New York: Doubleday, 1993) and Daniel Goleman, Ph.D., and Joel Gurin, eds., *Mind Body Medicine: How to Use Your Mind for Better Health* (Yonkers: Consumer Reports Books, 1993).