

Managers Guide
to
Disturbance Control

Compiled by the
National Institute of Corrections

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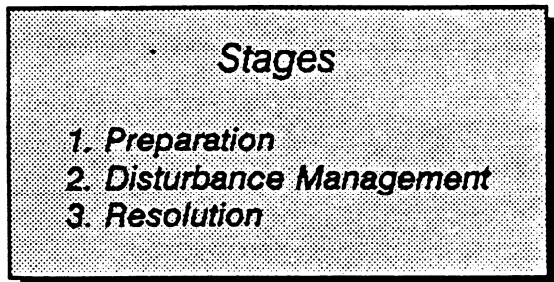
Framework

A. Chronological Stages

During the program, we will be discussing disturbance control by dividing disturbance management into three phases on the time line. The three phases are:

1. Planning/Preparation

Before any disturbance, a number of activities should take place. Staff should develop plans, write policies and procedures, identify staff who will have management roles, purchase equipment, practice the developed plans, etc. These functions will be part of the first, or preparatory, phase.



2. Managing the Disturbance

Once a disturbance starts, the plans previously developed would be implemented. The commander will have strategies he/she is attempting to implement to control the disturbance. The management during the active portion of a disturbance will be called the second, or management, stage. The active

management stage would end when the facility and all of the inmates were back under control.

3. Resolution/Aftermath

With the facility back under control, a number of critical activities must be completed. These include data collection to gather complete information about what happened, repairing damage to the facility, helping staff with trauma, and making the transition back to normal operation. The third phase will be called the resolution phase.

B. Functional Areas

While the three sequential stages that have been identified provide a logical breakdown for discussion and planning, there are a multitude of critical areas that need to be examined throughout the process of riot management. To assure important details are not forgotten, a horizontal or second dimension should be added to the time line. These emphasis areas should be given consideration during all three stages.

1. Philosophy

In the middle of a disturbance is not the time to hold a philosophical debate about what should be done. When will force be used? What factors are critical in making decisions? Do some considerations outweigh others? What is negotiable, or will negotiations even be used? Answers to these questions should shape everything that happens.

2. Policy/Procedure

Policy and procedure are the embodiment of philosophy. Written guidelines should be established to outline what will occur at each stage and how each functional area will be dealt with during the three stages. A department policy may spell out broad guidelines or define how control of a disturbance will be assumed at the department level. Each facility should have an emergency plan that details what will be done at a local level.

3. Command

The structure for managing a disturbance must be carefully spelled out. It must be agreed to by all decision makers and understood by all staff. Procedures for changing the on-scene commander should be discussed. Relief will become important in a prolonged disturbance.

4. Communications

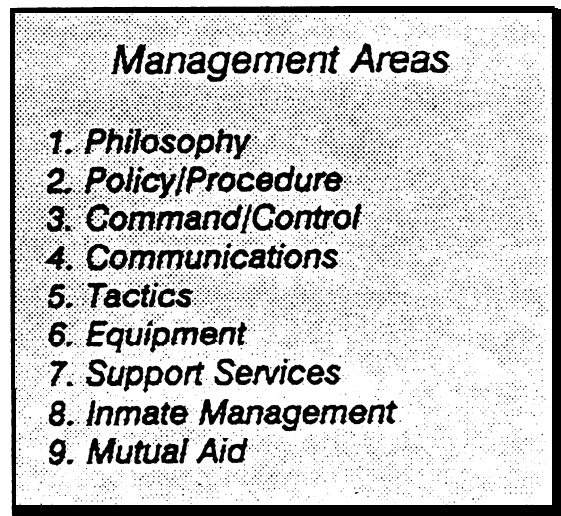
Normal communications systems may not be available during a disturbance. or they may be inadequate. Primary systems should be evaluated to assure they are adequate and back-up systems should be available.

5. Tactics

Tactical plans are critical. Will assault teams be used? What equipment will they be given? Who will negotiate and when? What will tactical teams be expected to do or be-capable or doing?

6. Equipment

The facility may purchase and maintain some equipment, but it is illogical that everything that may be needed can be acquired and stored. Will the department maintain some high tech equipment in a central location? Staff must be trained to use any equipment that will be used in a disturbance.



7. Support Services

A number of support activities are critical to the successful management of a disturbance. These include intelligence, public or media relations, emergency staff services, medical services, and legal advice.

8. Inmate Management

In a disturbance, a small part of the population is usually actively involved in the disruptive behavior. How will the rest be managed? Will evacuation be necessary? How can the disturbance be kept from spreading?

9. Mutual Aid

In a major disturbance, assistance from other facilities and outside agencies will probably be necessary. What needs to be put in place in the way of interagency agreements, etc.?

During the preparation, management, and aftermath stages, managers should carefully examine each of these stages to see that key elements or considerations have not been overlooked.

Philosophy

In the middle of a disturbance is not the time to hold a philosophical debate about what should be done. When will force be used? What factors are critical in making decisions? Do some considerations outweigh others? What is negotiable, or will negotiations even be used? Answers to these questions should shape everything that happens.



Citizen's Advisors Board

If the facility has an advisory board, involve them in the training and preparation so that they are informed and can be an asset during the disturbance.

Consistency

The philosophy of the agency should be clearly conveyed in policies and procedures and in the training of staff. Tactics that are developed should be consistent with that philosophy. (Sharon Keilin)

Decisions to Assault

Conventional wisdom is that an assault will take place if inmates start hurting staff. This is a dangerous assumption. It may not be possible to assault with any hope of success. Develop plans with consideration being given to every alternative.

Politicians

During a disturbance, elected officials may try to become involved in what is happening. Have someone actively contacting these individuals to keep them informed. They may be contacted by the families of inmates and/or staff, and will be able to respond if you keep them informed. If you don't manage them, they may-

feel it necessary to attempt to intervene in the management of the disturbance.

Table Top Exercises

Conduct table top exercises annually or--whenever changes occur in key policy makers. This will clarify approaches to how a disturbance will be handled and get buy-in from individuals that will be responsible for key decisions. Define the frequency of these drills in policy to assure philosophy stays consistent with written policies. (George Wellborne)

Union Officials

Pre-plan how you will deal with union officials. What areas will they be allowed in and what information will they be given.

Policy

Policy and procedure are the embodiment of philosophy. Written guidelines should be established to outline what will occur at each stage and how each functional area will be dealt with during the three stages. A department policy may spell out broad guidelines or define how control of a disturbance will be assumed at the department level. Each facility should have an emergency plan that details what will be done at a local **level**.



Cross Training

When a disturbance occurs, not all key staff will be available. Consequently, it is important to cross staff to handle key assignments until primary staff can be located or arrive at the institution. In addition, written directions or procedures should be readily available to assure critical tasks will be completed.

Defining Designees

Avoid using the term designee when writing policy and procedure. Define the positions that are to be considered back-ups to reduce confusion.

External Security

During a disturbance, establishing an external perimeter zone will assure that spectators will not try to close to the facility and the rioting inmates.

Information Packets

Build packets that contain procedures and supplementary information that can be handed out to personnel dealing with specific function. Hold an exercise and pass out the packets; see if information is complete and modify accordingly.

Master Check List

Place a one page check list in the front of each sub-section of the plan that provide the reader with a quick orientation to its contents.

Non-Essential Staff

All staff want to help and may become a hinderance unless managed. A plan for dealing with staff that have no direct role in the handling of the disturbance needs to be developed. It may be necessary to restrict non-essential staff from the facility.

Parking

During a major disturbance, a large number of vehicles will -be arriving at the facility. It is possible large media vans will also set up communications links at the facility. It is essential to control access to parking lots and find auxiliary parking for people who have legitimate reason to be at the facility.

Physical Conditioning

It is critical that everyone on the CERT team be in good physical condition. Annual physical and physical fitness test should be

administered to all staff to assure they are physically and mentally ready.

Releasing Authorities

Include in policy and procedure the process for getting authorization to use specific equipment available through mutual aid agreements. Also specify who is trained and available to use the equipment, (Anna Thompson)

Video Cameras

If at all possible, place staff with video cameras to record activities that are occurring. it will help reconstruct what has occurred and will be an aid in prosecuting inmates engaged in illegal activities.

Volunteers

All volunteer and contract staff should be trained in emergency procedures. they need to know what to expel where to go, and how to respond when an emergency occurs.

Command

The structure for managing a disturbance must be carefully spelled out. It must be agreed to by all decision makers and understood by all staff. Procedures for changing the on-scene commander should be discussed. Relief will become important in a prolonged disturbance.



Access to Command Center

Once a command post is established, restrict access. If necessary, post a sentry and restrict who can enter the command post.

Briefings

Don't forget to set up a briefing process for all staff so that everyone is kept apprised of key developments and feel like they are as well informed as the media and outsiders.

Chain of Command

Discuss how the chain of command and disturbance management during the early, confusing hours will be managed. If leadership changes hands every time a new person of higher rank arrives at the institution, clear directions may not be provided and timely decisions not get made when they are most needed.

Command Center

Policy needs to provide for a secondary command center outside the perimeter of the institution if the primary center is inside the perimeter. All materials that would be kept in the primary center need to be duplicated if they are going to be stored inside the perimeter.

Deviations

Policy -and procedure should explain how deviations from established policy are to be handled, who can order such a deviation, and when it can occur.

Deviations - Following Orders

It is impossible to write policies and procedures which correctly anticipate every contingency. Staff should understand that if a commander issues an order that is inconsistent with policy, they bring the deviation to the attention of the commander, carry out the order if instructed to do so, and then document the incident.

Logs/Journals

Assign a log keeper or recorder at each command post or key decision point. Without logs, it will be impossible to accurately reconstruct the events that took place. The records will help reconcile dramatically different versions of what happened at critical points during a disturbance.

Perimeter

Establish a perimeter and do not allow the press and/or media to proceed beyond the established perimeter.

Policies/Procedures

Written directives need to be complete, but should not be so detailed and lengthy that staff can not read and comprehend them. Brevity is desirable.

Relief

Establish formal procedures for the relief of command personnel. Provide for overlap of commanders so the on-coming commander can be brought up to speed. Require the command shift after a set period of time. Don't let the commander stay until he/she wants relief.

Resource Materials

Establish a locker or file cabinet of site plans, schematic drawings, and videotapes of the facilities. Have these ready for use and available when a disturbance begins. They can be a great resource to outside staff who are not familiar with the institution.

Staff Rest Areas

It will probably prove impossible to have adequate relief for staff during an emergency and to send people home. Consequently, planning should include rest areas for staff that contain provisions for food, sleeping, showers, etc.

Think Tank

Consider creating a support group composed of other wardens and/or other administrative staff to operate in a removed location. Use them to explore alternatives, confirm that everything possible has been done, etc.

Unexpected Events

Be prepared for the unexpected. Staff as well as inmates will do things you did not expect. Staff may give up control rooms or secure areas if inmates threaten to kill hostages, take actions without direction or clearance, etc.

Communications

Normal communications systems may not be available during a disturbance or they may be inadequate. Primary systems should be evaluated to assure they are adequate and back-up systems should be available.



Communication Lines

Command centers are often located in buildings outside the compound. During the early stages when things are happening quickly, it is difficult to keep decision makers informed about what is happening. Establishing open telephone line with talkers at both ends may help pass information between the command center and a key activity point inside the compound.

Communications

If radio channels and phones lines that are used for routine facility business are to serve as emergency communications channels, develop a back up plan for accomplishing routine communications functions and train staff on those back up plans. It will be important to keep routine traffic off of emergency channels.

Executive Channel

Provide the commander and key executive staff with a separate frequency so that they can communicate as needed and without everyone listening.

Logs/Journals

While finished logs are necessary, do not discard working papers; Maintain all documents for future reference.

Open Communication Lines

If separate command posts are created for management of critical elements of a disturbance, assign phone talkers in each command center and maintain continuous phone communications between the command centers. Have them keep a record of key transmissions or relay those key transmissions to the log keeper.

Phone Lines

Work with the local phone company to assure the facility will be able to cut off all phone lines from the interior of the institution during a disturbance. In addition, may be wise to provide for extra phone lines for use during an emergency.

Phone System

Locate phone cut off switches outside any area of the institution that could be taken over by inmates. During a disturbance, it will be critical to cut off all phone lines to which inmates might gain access. This include lines dedicated to computers, fax machines, etc.

Radio Channels

Do not allow radios on the compound that have the emergency frequency that will be used by tactical team during a disturbance. If inmates capture a radio with the emergency

channel, the radios will become useless during a disturbance.

Tactical Channels

Provide tactical teams with frequencies that are set aside for their use. During an assault, they will need complete use of the frequencies.

Tactics

Tactical plans are critical. Will assault teams be used? What equipment will they be given? Who will negotiate and when? What will tactical teams be expected to do or be capable of doing?



Assessment

Include maintenance personnel in any assessment of an area where tactical action is anticipated to assure inmates have not gained access to water lines, electrician junctions etc. that will change the tactical situation.

Chain of Command

Do not let the chain of command between the CERT team commander and the person managing the emergency become unclear or muddy. Their needs to be a direct link and clear communication channel.

Chemical Agents

Establish the amount of chemical agents that would be needed and appropriate for each contained area of the institution (based on room size, ventilation, etc.) and keep that information readily available to make sure proper amounts of chemicals are used in an actual emergency.

Clothing

Make sure the teams have clothing available that is needed for the season. If a team is to be maintained on a post on a winter night, they will need heavy clothing that still allows them to perform on short notice.

Command Knowledge

Command personnel need to work out with tactical personnel or observe

the training to assure they are familiar with the limits of the teams' capabilities and does not try to task them with something they can not do.

Exercises

Conduct regular exercises that include full scale simulations to make sure plans are clear and everyone is confident about what can be accomplished.

Gas Certifications

Make sure staff are regularly training to use gas and that their certifications are current.

Intelligence Posts

Set up intelligence gathering posts with good communications equipment to relay information to an intelligence coordinator. This needs to be done in a way the commander can be kept apprised of events on a real time basis.

Joint Training

If tactical teams may be required to work together in a disturbance, they must train together to make sure they can perform as expected in a real disturbance.

Medical Records

If gas is used, it will be critical to have a list of inmates contained in the area who have asthmatic problems to

assure they receive immediate medical attention.

Membership

Do not take tactical team membership totally from one area, shift, etc. If it is necessary to send the team elsewhere, it will be difficult to cover for them. In addition, if they have all just left shift and are called back, they will tire quickly and the whole team will need relief.

Negotiators

Protect negotiators. do not allow face to face negotiations where hostage takers can seizure the hostages if things turn bad. Use portable phones, radios, or communicate through locked or barricaded doors.

Response Times

Conduct recalls of response teams to determine the time it will take to assemble a team. Don't be surprised if it takes 30 minutes to an hour to have a squad fully equipped and ready to take action.

Shoot to Disable

Do not establish policies where staff may be expected to shoot to disable an offender. It is unlikely they will have the continual training necessary to maintain the needed skill level. Further, if they shoot to disable and kill the offender, court suits will immediately follow.

Support Staff

During tactical operations, make sure they are support staff (electricians, plumbers, locksmiths, etc.) available if they are suddenly needed.

Staging Area

Establish a staging area for tactical teams that is not visible to the inmates, press, or general public.

Tactical Briefing Center

if multiple tactical teams are involved in the management of a disturbance, set up a briefing center or meeting area where squad leaders can meet, discuss problems, and coordinate activities.

Tactical Teams

Part of training for tactical teams must include the importance of self-discipline. During a disturbance, get curious and want to see what is going on in the area. Team members strategically placed may try to look and be observed by the disruptive inmates. If observed, it may provoke a response from the hostage takers or give away the location of the team.

Tactical Training

Develop training that includes all agencies who may a part in the management of. a disturbance. This will establish clear expectations and reduce confusion during an actual disturbance. It will also provide valuable opportunities for agencies to learn from each other and enhance the effectiveness of all participants.

Weapon Protection

Do not commit the use of weapons unless they can be protected and there is no danger of them being seized by inmates.

Video Cameraman

Assign a cameraman to each tactical team to follow the team and record what happens. It will reduce legal problems to have a record of how the teams perform and may reduce instances of abuse.

Videotape Library

Videotape every room in the institution, including vents, lights, etc. and store that tape where it is available to the tactical team for planing when it is needed.

Equipment

The facility may purchase and maintain some equipment, but it is illogical that everything that may be needed can be acquired and stored. Will the department maintain some high tech equipment in a central location? Staff must be trained to use any equipment that will be used in a disturbance.



Air Packs

Air packs should be strategically located and available so that staff do not need to evacuate areas if smoke and gas make breathing difficult.

Call Out Systems

A variety of economical systems exist that can be used to make multiple phone calls. Assigning one person to call out a squad may delay their availability by as much as an hour.

Equipment Assignments

Assign specific pieces of equipment to specific individuals; have them train with that equipment, and be responsible for its care and maintenance.

Equipment Storage

Equipment that will be needed during a disturbance. should be stored outside the perimeter to assure it does not fall into inmate hands during the disturbance.

Reflective Vests

For night time activities, use reflective vests. it is much easier to identify staff and reduce confusion.

Specialized Equipment

In times of diminishing resources, it is impossible to acquire and maintain all of the specialized equipment that might be needed in a disturbance.

Survey other agencies and establish agreements to obtain needed equipment. Specialized equipment may be obtained by the agency and stored in a central location for use in any facility.

Videotape

Set up a filing system for videotape and keep a log of all videotape that is acquired during a disturbance or incident. Keep the tape in a safe place and log it in and out.

Weapons Inventory

Do not let the urgency of the moment lead to handing out of weapons without a record of who they were issued to and when. If staff are relieved, make sure there is a record of any weapons transfer to the on-coming staff.

Support Services

A number of support activities are critical to the successful management of a disturbance. These include intelligence, public or media relations, emergency staff services, medical services, and legal advice.



Briefing Information

Develop basic information packets that describe the facility, its population, and operation. This will increase the accuracy of the reports that are filed by the media and reduce the time that must be spend orientating outsiders to the facility. (George Wellborne)

Counseling - Administrative Staff

Attention to staff and how they are feeling is often focused at all levels of staff except the top administrative levels. They need to be formally attended to, and not left to cope on their own.

Day Care

Many staff are the head of single parent households. They will need to have twenty-four care for young children; the facility should explore contracting for care during an emergency or provide assistance to parents to locate appropriate day care.

Gang Activity

As part of the orientation and training of all new staff, provide information about the patterns and warning signs of groups of inmates that may create a threat to the security of the institution. They should report

anything they observe to the facility's intelligence officer.

Hostages' Families

Special provisions need to be made to provide a place for the families of hostages during a disturbance. They need feel they are kept up to date on what is happening an can get questions answered when something occurs. They should have access to a quiet area away from others, especially the media.

I.D. Cards

Prepare temporary identification cards that can be filled out quickly and provided to outside personnel (media police, etc.) that need access to the compound. It reduce confusion and assure that only approved personnel come and go from the facility.

Incident Debriefing

After the disturbance is over and the dust has settled, conduct a formal debriefing of what happened. This will be valuable when examining the completeness of emergency plans and determining future training needs.

Information Accuracy

Care must be taken to evaluate the accuracy of the information received during a disturbance. Reports of

bodies, destruction, and injuries may or may not be accurate. In the heat of the moment, the information may be exaggerated, inaccurate, or incorrectly relayed. Assess all information carefully before acting on it.

Intelligence Officer

Identify who will be the intelligence officer as part the planning process and assign a team of staff to that individual. Have them meet, develop plans for what will need to be done during a disturbance, and how they will interact with the decision makers. Train them in interviewing techniques to assure thorough debriefs o released hostages, captured inmates, etc.

Intelligence Office - Limitations

Do not use the Intelligence Officer to proceed beyond the collection of information about the disturbance. If staff mis-conduct is going to lead to investigations, turn the process over to the staff and mechanisms established by the agency.

Long-term Impact

Staff that have been through a major disturbance will refer to and view the riot as something that must be given importance in any future decisions. Years after a major disturbance, it will be a focal point of debate and will come up routinely in discussion. Do not expect the events to pass into history.

Master Menus

Have food service staff develop special "master menus" for use in a

disturbance that utilize readily available food stocks. These should be meals that are easily fixable and keep the non-involved inmates satisfied and un-involved.

Related Staff

A record of all related staff should be maintained and available. If hostages are taken or staff are seriously hurt or killed, it will be essential to relieve close relatives from duty and provide emotional support.

Reports

During the disturbance, set up a staff debriefing room and train all staff to report to the area when going duty. Have each person write a report of their activities during the time on duty and have the report reviewed by one of the intelligence team before the person leaves the facility.

Resource Information

Critical information about the inmate population should be kept outside the perimeter to assure needed intelligence information will be available if inmates take control of the compound. If inmate records are in the units, copies of key documents. should be kept in secondary files outside the facility.

Stress Reactions

All staff working at a facility will experience traumatic stress after a major disturbance, even if they were not on duty during the disturbance. Some education and debriefing should be provided to all staff, custody and support, to assist them in coping with what has occurred.

Supplies

Either have a sufficient supply of materials (fuel, food, acetylene, etc) on hand to resolve the disturbance or have a plan for rapid replenishment of critical materials.

Traffic Cones

Purchase a number of plastic traffic cones and lengths of light rope to stake off areas and direct traffic as needed.

Trauma Counseling

Following a major disturbance, all staff of the institution should participate in some form of debrief and trauma counseling. Those who were not present during the incident will visualize what happened, talk to those who were there, and will be affected by the events and the experiences of their friends who were victims. Providing all staff with a chance to talk about what happened will speed the return to normal operations.

Inmate Management

In a disturbance, a small part of the population is usually actively involved in the disruptive behavior. How will the rest be managed? Will evacuation be necessary? How can the disturbance be kept from spreading?



Inmates' families

The families of inmates in the facility that are involved in the disturbance will gather at the facility and be concerned about what is happening to their relatives inside. Have a plan to keep them informed and answer their questions. If you simply keep them outside the institution proper they will form vigilance groups and be visible to the media.

Property Inventories

If it is necessary to evacuate inmates from a facility and their property is left, it will take hundreds of man-hours to properly inventory and store the property. Establish teams to conduct the work and assign a supervisor to oversee the work. Formal supervision will help answer complaints about lost property, deliberate destruction of property, etc.

Retaliation

Take care to protect uninvolved inmates from excessive force and angry staff. Inmates who were not initially involved may get involved if they are treated poorly when they try to get out of an area of acting out inmates.

Skilled Inmates

Keep a record of inmates with special skills that could be a factor during a

disturbance - i.e. knowledge of explosives or demolitions, electronics, etc. If the disturbance becomes protracted, they will have time to create booby traps for staff, disrupt communications, etc.

Telephone Crews

Set up a room or area with phones and staff to handle phone calls and requests for information about inmates. Have the PIO brief these staff and agree on what can be told to concerned family members and friends of inmates.

Mutual Aid

In a major disturbance, assistance from other facilities and outside agencies will probably be necessary. What needs to be put in place in the way of interagency agreements, etc.?



Attorney Review

Have the agency's legal staff review all mutual aid agreements.

Availability of Equipment

Local and/or state emergency plans may allocate local resources to other agencies in a widespread emergency. If you need buses to evacuate inmates, make sure those buses are not going to be in use elsewhere. There is no assurance a disturbance will not occur in conjunction with a widespread disaster - hurricane, earthquake, etc. (Gwendolyn Mosley)

Check Lists

Have teams that will handle key areas of disturbance management develop checklists that can be used during the disturbance. Check lists will help assure some important element in their area of responsibility will not be overlooked during the excitement and confusion of a disturbance.

Equipment Access

Make sure fire trucks and other equipment belonging to outside agencies can physically be brought into the institution where it is needed. It is of little use sitting on the perimeter road.

Equipment Compatibility

If you are going to rely on equipment from other facilities or agencies, make sure it is compatible with the agency's equipment. Radios without key frequencies, hoses with different connectors, etc, are of little use.

Facility Tours

If mutual aid agreements include personnel, conduct an annual meeting of those individuals to discuss expectations and provide familiarization tours of the facility. (Gerald Gasko)

Flood Lights

Don't overlook construction companies as a source of portable lighting.

High-tech Equipment

State and/or federal law enforcement agencies may have sophisticated communications and listening equipment. Explore mutual aid agreements to access that information in an emergency. (Bobbie Watson)

Letters of Agreement

Letters of agreement should be specific and include the following: contact person, joint training, chain of command, and details of exactly what

is expected. The letters should be reviewed, updated, and signed by both agencies each year.

Reciprocating Agreements

Mutual aid agencies may expect help in return under certain circumstances. Be sure to spell out those expectations and the circumstances under which a warden can provide aid or the process for approving that aid.

Releasing Process

Include the process for releasing the equipment, including who can release it, and if outside agency staff will be available to operate the equipment.

Practice Agreements

Changes in personnel in mutual aid agencies may create questions about what will happen.. Insure a review of the agreement takes place if key administrators change. Conduct drills of all mutual aid agreements to assure all critical questions have been addressed in the agreement.
(Sharon Keilin)

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