

**ALASKA LEGISLATURE**

**1118**

**HOUSE and SENATE FINANCE COMMITTEE FILES,**

**1993-1994**

192

The State and City share space in the Sitka Court and Office Building. Both the State and the City need additional space.

The City will vacate approximately 1900 sq. ft. of Sitka Court and Office Building Space if Sitka can secure a grant for \$500,000 to pay part of the costs of purchasing and renovating the Old Sitka Post Office Building. The Total Project is estimated to cost \$2,500,000 and would be funded as shown on the attached chart.

Sitka expects reasonable compensation for providing the 1900 sq. ft. of office space to the State which is estimated to be \$325,000.

**DELETE THE FOLLOWING PROJECTS:**

<b>Department of Natural Resources</b>	<b>Appropriation</b>
Information Systems Efficiencies Downsizing (Page 8, line 15)	100,000
<b>Department of Transportation and Public Facilities</b>	<b>Allocations</b>
Nome-Council Road, MP 53-62 Reconstruction (Page 18, line 11)	6,100,000
Sawmill Creek Road Barrier Wall Replacement (Page 20, line 20)	330,000
Glenn Highway, Hiland Interchange Rehabilitation (Page 13, line 14)	18,200

**FUND SOURCE CHANGE REQUIRED:**

**Department of Transportation and Public Facilities**

Reimbursable Authority (Page 21, line 25) - The fund source is currently general fund/program receipts and should be changed to international airport revenue funds (fund code #1027).

**TITLE CHANGE REQUIRED:**

<b>Department of Natural Resources</b>	<b>Appropriation</b>
<u>Plant Material Center Equipment</u> [Geologic Materials Center Expansion/Rehabilitation] (Page 9, line 8)	80,000
<b>Department of Transportation and Public Facilities</b>	<b>Allocations</b>
Anchorage Congestion [and] Mitigation <u>and</u> Air Quality Quality Program (Page 14, line 20)	5,209,900
<b>University of Alaska</b>	<b>Appropriation</b>
University of Alaska Anchorage - Nature Conservancy [of Alaska] / <u>Alaska Natural Heritage Program</u> (Page 29, lines 11 and 12)	219,000

**AMEND THE FOLLOWING PROJECTS:**

<b>Department of Transportation and Public Facilities</b>	<b>Allocations</b>
Kenai Spur Road, MP 8.1 to 10.6 Reconstruction (Page 13, line 19)	<u>2,500,000</u> [6,000,000]
Egegik Airport Reconstruction and Relocation (Page 17, line 5)	<u>2,125,000</u> [1,388,000]
McGrath Airport Apron Construction (Page 17, line 14)	<u>605,600</u> [105,600]
Circle City Airport Improvement (Page 18, line 26)	<u>700,000</u> [300,000]
Kotzebue Runway Resurfacing and Sand Storage Building Construction (Page 19, lines 10 & 11)	<u>1,025,000</u> [700,000]
Haines - Mud Bay Road Repaving (Page 20, line 23)	<u>1,310,000</u> [1,050,000]

**ADD THE FOLLOWING GENERAL FUNDED PROJECTS:**

<b>Department of Administration</b>	<b>Appropriation</b>
Office Space Acquisition	275,000
<b>Department of Natural Resources</b>	<b>Appropriation</b>
Alaska North Slope Royalty Oil Price Reopeners	100,000
Prudhoe Bay Reservoir Models	100,000
<b>Department of Public Safety</b>	<b>Appropriation</b>
Kodiak Jail Upgrade	50,000
Vessel Seizure Costs	150,000

**ADD THE FOLLOWING FEDERALLY FUNDED PROJECTS:**

<b>Department of Transportation and Public Facilities</b>	<b>Allocations</b>
Cold Bay Airport Fencing	356,300
Kotlik Airport Master Plan	46,900
Tooksook Bay Airport Master Plan	46,900
Dalton Highway to Bettles Preliminary Engineering	600,000
Deadhorse Runway Reconstruction	1,550,000
McCarthy Airport Improvements	500,000
Northwest Arctic Borough - Trail Staking	200,000
Northern Region Preliminary Engineering - Borough Transportation Program	1,000,000
Ketchikan - Deermount Street Widening	2,200,000

## **DEPARTMENT OF TRANSPORTATION AND PUBLIC FACILITIES**

### **SENATE FINANCE REQUEST**

1. EXPLAIN THE BASIC FEDERAL HIGHWAY FUNDING APPROVAL PROCESS AND REQUIREMENTS.
2. WHY DO ONLY SOME OF THE PROJECTS APPEAR IN THE CAPITAL BUDGET?

April 19, 1993

## FEDERAL HIGHWAY FUNDING DEFINITIONS

### Apportionment:

- Alaska's annual upper limit for a category of work
- available over multiple years

### Authorization:

- spending approved through State of Alaska legislative action

### Category of work:

- major federal funding purpose, such as;
  - Interstate Maintenance
  - National Highway System
  - Congestion Mitigation and Air Quality
  - Surface Transportation Program
    - Safety/Highways/Transportation Enhancements
  - Bridge Replacement and Rehabilitation

### Match:

- state funds needed to allow obligation of federal funding

### Obligation:

- federal government commitment to pay (through reimbursements) for eligible project work
- single year availability - Use or lose
- usually less than total apportionments distributed to Alaska
- available for any apportionment category
- year end redistributions
  - Alaska cannot use? - excess to other states - has never happened
  - Other states cannot use their funds? - potential increase to Alaska - has historically occurred but we must have project work ready

### Project Work:

- eligible activity on a project
- federal authority to proceed needed
- federal funding approval needed for the estimated cost of work

April 19, 1993

**PROJECT WORK  
FEDERAL FUNDING REQUIREMENTS**

PROPOSAL FOR FEDERAL FUNDING OF PROJECT WORK

<b>Funding for: Location</b>	Environmental assessment and location approval
<b>when Location complete</b>	
<b>Funding for: Design</b>	Bid ready documents
<b>Right of Way (R/W)</b>	Appraisals and acquisition of property
<b>when Design and R/W complete</b>	
<b>Funding for: Construction</b>	Contract costs and oversight

NEED TO HAVE AVAILABLE

<b>State Authorization for Federal Funds</b>	
<b>State Authorization for Match</b>	
<b>Federal Apportionment</b>	unused balance carries to next year
<b>Federal Obligation</b>	Use or lose single year funds

SUBMIT REQUEST TO FHWA

FHWA reviews funding and authority to proceed request

REQUEST APPROVED BY FHWA

Start Work  
Reduce Apportionment and Obligation amounts

NEXT PROPOSAL FOR FEDERAL FUNDING OF PROJECT WORK

Continue process as long as portion of obligation amount remains

**CAPITAL BUDGET AUTHORIZATION DECISION PROCESS  
FHWA FUNDING**

**ESTIMATE:**

APPORTIONMENTS AVAILABLE BY CATEGORY FOR BUDGET YEAR

OBLIGATION AMOUNT AVAILABLE FOR BUDGET YEAR

MATCH AUTHORIZATIONS AVAILABLE AT END OF CURRENT YEAR

MATCH AUTHORIZATION REQUIRED FOR BUDGET YEAR

**IDENTIFY:**

PROGRAMS OF PROJECT WORK (SIX YEAR PLAN) THAT WILL:

USE PROJECTED OBLIGATION

POTENTIAL INCREASED OBLIGATION

SUBSTITUTE FOR DELAYED WORK

BE COMPATIBLE WITH CATEGORICAL APPORTIONMENTS

PROJECT WORK THAT:

HAS SUFFICIENT PRIOR LEGISLATIVE AUTHORIZATION

NEEDS INCREASED LEGISLATIVE AUTHORIZATION

NEEDS INITIAL LEGISLATIVE AUTHORIZATION

PREPARE AUTHORIZATION REQUESTS FOR:

FEDERAL FUNDING NEEDED FOR PROGRAM OF WORK

STATE MATCH NEEDED (AFTER CURRENT YEAR)

April 19, 1993

**COMPARISON OF STATE LEGISLATIVE AUTHORIZATIONS  
AND FEDERAL OBLIGATIONS**

\$'s millions

	1988 - 1993	1994
FEDERAL FUNDS AUTHORIZED BY LEGISLATURE	\$1,067.1	\$305.4
FEDERAL FUNDS OBLIGATED*	\$998.2	\$216.0
AUTHORIZATION INCREASE**	\$68.9	\$39.4
*Fiscal 1993 estimate of \$180 and 1994 of \$216		
**1988-1993 Funding mainly available for potential increases or delays and planned for use in 1994.		
**1994 \$33 million of authorization for second year obligation of replacement ferry vessel, Legislative authorization needed in advance for total cost of contract.		
**1994 Authorization also provided for in case of delayed projects, mainly in Anchorage Borough.		

**FY94 Senate Base Capital Budget**

DEPT		Federal	GF/	General	GF/	GF/	Reforest	Corp	Fish &	Hwy	Intl	Oil/	CIP	Power	Vessel	
	ED	Funds	Match	Fund	PR	MHT	Fund	Rcpts	Game	Cap	Arpt	Haz	Rcpts	Dev	Replace	TOTAL
		1002	1003	1004	1005	1006	1019	1022	1024	1026	1027	1052	1061	1073	1082	
<b>TOTAL GOV AMEND HB60/SB 50</b>		423,078.3	33,651.0	206,166.6	7,203.0	19,605.8	200.0	19,450.0	3,400.0	11,700.0	19,656.0	2,110.1	200.0	7,770.0	6,400.0	760,590.8
<b>Senate Base Amendments:</b>																
ADMIN	Computerized Hiring Forms System - delete	3		-250.0												-250.0
ADMIN	Pioneers' Homes Repairs & Renovation - reduce	99		-1,001.3												-1,001.3
ADMIN	Office Space Acquisition - delete	2		-275.0												-275.0
ADMIN	Court Plaza Office Building Purchase - delete	3		-5,430.0												-5,430.0
ADMIN	Court Plaza Office Building Purchase - add	3		5,430.0												5,430.0
LAW	Legal Services LAN System - delete	99		-900.0												-900.0
LAW	Prosecution LAN System - delete	99		-300.0												-300.0
EDUC	Ketchikan High School - delete	1		-9,501.6												-9,501.6
EDUC	Kake Elementary School - delete	5		-1,830.0												-1,830.0
EDUC	State Library Material & Equipment - reduce	3		-250.0												-250.0
EDUC	Statewide Data Management System - delete	3		-100.0												-100.0
EDUC	Departmental Micro Image Optical System - delete	3		-290.0												-290.0
EDUC	State Museum Heating/Ventilation - delete	3		-809.5												-809.5
EDUC	Yakutat Elementary School - delete	5		-581.2												-581.2
EDUC	AVTEC Maintenance/Equipment - reduce	8		-136.8												-136.8
EDUC	AVTEC Equipment Purchase - reduce	8		-63.7												-63.7
EDUC	AK Gateway - Tok School Replacement - delete	35		-8,678.9												-8,678.9
EDUC	NSB - Pt Lay Cully School - delete	37		-133.1												-133.1
EDUC	Lake & Pen - Chignik Bay School - delete	40		-1,660.0												-1,660.0

FY94 Senate Base Capital Budget

DEPT		ED	Federal Funds	GF/Match	General Fund	GF/PR	GF/MHT	Reforest Fund	Corp Rcpts	Fish & Game	Hwy Cap	Intl Arpt	Oil/Haz	CIP Rcpts	Power Dev	Vessel Replace	TOTAL	
			1002	1003	1004	1005	1006	1019	1022	1024	1026	1027	1052	1061	1073	1082		
EDUC	SW Region - New Stuyahok Roof - delete	40			-762.8													-762.8
EDUC	St. Paul Roofing & Siding - delete	40			-1,222.7													-1,222.7
DHSS	Harborview Steam Plant - delete	35					-800.0											-800.0
DHSS	Harborview Steam Plant - add	35					800.0											800.0
DHSS	Public Health Lab - delete	50			-500.0													-500.0
DHSS	Public Health Lab - add	50			500.0													500.0
DHSS	API 2000 - Design - reduce	50			-1,040.5													-1,040.5
DHSS	Gen Renovation, Repair, Equip - reduce	99			-107.3													-107.3
DHSS	ADA Response - reduce	99			-500.0													-500.0
DHSS	EIS - Phase I - reduce	99			-1,533.5													-1,533.5
DHSS	General Computers/Communications - reduce	99			-968.7		-422.5											-1,391.2
DOL	Worker's Compensation Records Automation - delete	99			-495.7													-495.7
DOL	Labor Standards & Safety Program Automation - reduce	99			-16.1													-16.1
DOL	Economic & Demographic Information Equipment - delete	99			-172.0													-172.0
DCED	Regional Marketing Grants (ARDORS) - add	99			97.0													97.0
DCED	Visitor Statistics - add	99			300.0													300.0
DCED	Snettisham Acquisition - delete	3			-50.0													-50.0
DCED	Sutton to Glennallen intertie - delete	35			-425.0													-425.0
DCED	King Cove Hydro - delete	40			-250.0													-250.0
DCED	DP system enhancements - reduce to phase in	99			-223.9													-223.9
DCED	Economic Development Matching Grants - delete	99			-850.0													-850.0
DCED	Small Business Assistance / Development - reduce	99			-50.0													-50.0
DCED	Alaska / Japan Fisheries Cooperative - delete	99			-45.0													-45.0

FY94 Senate Base Capital Budget

DEPT		ED	Federal Funds	GF/ Match	General Fund	GF/ PR	GF/ MHT	Reforest Fund	Corp Rcpts	Fish & Game	Hwy Cap	Intl Arpt	Oil/ Haz	CIP Rcpts	Power Dev	Vessel Replace	TOTAL
			1002	1003	1004	1005	1006	1019	1022	1024	1026	1027	1052	1061	1073	1082	
DCED	Coal Initiatives - reduce	99			-200.0												-200.0
DCED	Energy Conservation / Management Program - delete	99			-260.0												-260.0
DCED	SE Tyee-Snetisham intertie - delete	99			-75.0												-75.0
DCED	Component Renewal / Replacement - reduce	99				-1,000.0											-1,000.0
DCED	Bulk Fuel Systems Upgrades - delete	99			-1,750.0												-1,750.0
DCED	Reimbursable Authority - reduce	99				-1,000.0											-1,000.0
DMVA	Army Guard Facilities - reduce	99			-945.0												-945.0
DMVA	Emergency Operation Center - reduce	99			-1,070.0												-1,070.0
DNR	ANS Royalty Price Reopeners - delete	99			-100.0												-100.0
DNR	Repair, renovation Park Facilities - add	99			1,000.0												1,000.0
DNR	Plant Materials Center equipment - delete	27			-80.0												-80.0
DNR	Mental Health Trust Lands - reduce	99					-1,273.5										-1,273.5
DNR	Parks - water, toilets, dump stations - delete	99			-750.0												-750.0
DNR	Oil & Gas Royalty accounting system - delete	99			-25.0												-25.0
DNR	Owner/State Land Assertions - reduce	99			-765.0												-765.0
DNR	Recorder's Office - records preservation - reduce	99			-91.0												-91.0
DNR	Tourist facilities rehab/expansion - delete	99			-750.0												-750.0
DNR	Geologic/Geophysics inventory - delete	99			-1,500.0												-1,500.0
DNR	Recreation/Tourism facility development - delete	99			-250.0												-250.0
DNR	Coalbed Methane Assessment - delete	99			-300.0												-300.0
DNR	State Land Settlement Projects - delete	99			-175.0												-175.0
DNR	Tanana Valley Forest Harvet Develop - delete	99			-405.0												-405.0
DNR	Tanana Valley Forest Harvet Develop - restore	99			405.0												405.0

FY94 Senate Base Capital Budget

DEPT		ED	Federal Funds	GF/Match	General Fund	GF/PR	GF/MHT	Reforest Fund	Corp Rcpts	Fish & Game	Hwy Cap	Intl Arpt	Oil/Haz	CIP Rcpts	Power Dev	Vessel Replace	TOTAL	
			1002	1003	1004	1005	1006	1019	1022	1024	1026	1027	1052	1061	1073	1082		
DNR	Commercial Recreation Site Leasing - delete	99			-150.0													-150.0
DNR	Forest Health Initiative - delete	99			-450.0													-450.0
DNR	Forest Inventory - delete	99			-350.0													-350.0
DNR	Seismic Data Acquisition - reduce	99			-80.0													-80.0
DNR	Reforestation - reduce	99			-250.0													-250.0
DNR	STORET computer system - delete	99			-125.0													-125.0
DNR	Agricultural Land Disposal - delete	99			-100.0													-100.0
DNR	Wetlands investigation - delete	99			-60.0													-60.0
DNR	Mining Projects - delete	99			-50.0													-50.0
DNR	Hydrological Network Evaluation - delete	99			-275.0													-275.0
DFG	Tag/Otolith Laboratory relocation - reduce	3			-500.0													-500.0
DFG	Fairbanks Office Addition - delete	60			-1,300.0					-900.0								-2,200.0
DFG	Dutch Harbor Employee Housing - delete	40			-500.0													-500.0
DFG	Vessels Major Maintenance - reduce	99			-15.0													-15.0
DFG	Kenai River Bank Restoration - delete	99			-147.0													-147.0
DFG	Toklat Chum Salmon Restoration - delete	99			-252.0													-252.0
DFG	Statewide facilities maintenance - reduce	99			-1,175.0													-1,175.0
DFG	Major equipment replacement - reduce	99			-116.0													-116.0
DPS	Vessel Seizure Costs - delete	99			-150.0													-150.0
DPS	AOJ Data Base Coordination - add	99			50.0													50.0
DPS	Training Academy Equipment - delete	2			-37.0													-37.0
DPS	Jnu DPS Building code upgrade - delete	3			-450.0													-450.0
DPS	Motor Vehicle Public Service Enhancements - reduce	99			-135.5													-135.5
DPS	Aircraft equipment overhaul repairs - reduce	99			-337.0													-337.0

**FY94 Senate Base Capital Budget**

DEPT		ED	Federal Funds	GF/Match	General Fund	GF/PR	GF/MHT	Reforest Fund	Corp Rcpts	Fish & Game	Hwy Cap	Intl Arprt	Oil/Haz	CIP Rcpts	Power Dev	Vessel Replace	TOTAL
			1002	1003	1004	1005	1006	1019	1022	1024	1026	1027	1052	1061	1073	1082	
DPS	F&W Enforcement vessel repairs - reduce	99			-70.4												-70.4
DPS	F&W equipment replacement - reduce	99			-123.2												-123.2
DPS	Statewide law enforcement system - delete	99			-1,800.0												-1,800.0
DPS	AST replacement equipment - reduce	99			-250.0												-250.0
DPS	F&W Bulk Fuel storage tank - reduce	99			-86.6												-86.6
DPS	Facilities renewal & replacement - reduce	99			-750.0												-750.0
DPS	Enforcement vessel replacement - delete	99			-1,000.0												-1,000.0
DOTPF	DOTPF facilities energy & code upgrade - reduce	99			-1,000.0												-1,000.0
DOTPF	Statewide facilities major repair, renovation & equipment - reduce	99			-1,000.0												-1,000.0
DOTPF	Highways & aviation non-routine maintenance - delete	99			-1,000.0												-1,000.0
DOTPF	Statewide advanced project definition - delete	99			-650.0												-650.0
DOTPF	Ports & harbors non-routine maintenance - reduce	99			-250.0												-250.0
DOTPF	ADA statewide code compliance - reduce	99			-3,000.0												-3,000.0
DOTPF	Hazardous Materials Response Contingency Fund - delete	99											-250.0				-250.0
DOTPF	Marine Highway Improvements / Overhaul - reduce	99			-2,500.0												-2,500.0
DOTPF	Dalton Highway, Kuparuk River Bridge - delete	37			-800.0												-800.0
DOTPF	Dalton Highway, Kuparuk River Bridge - add	37			800.0												800.0
DEC	DP Hardware & Software replacement - reduce	99			-200.0												-200.0
DEC	Paralytic Shellfish Testing - delete	99			-63.4												-63.4

FY94 Senate Base Capital Budget

DEPT		ED	Federal Funds 1002	GF/ Match 1003	General Fund 1004	GF/ PR 1005	GF/ MHT 1006	Reforest Fund 1019	Corp Rcpts 1022	Fish & Game 1024	Hwy Cap 1026	Intl Arpt 1027	Oil/ Haz 1052	CIP Rcpts 1061	Power Dev 1073	Vessel Replace 1082	TOTAL	
DEC	Cooperative Laboratory Internship - delete	99			-97.5													-97.5
DEC	Impaired Waterbody Assessment & Recovery - delete	99			-300.0													-300.0
DEC	Northern Panhandle Household Hazardous Waste Removal - delete	99			-34.1													-34.1
DEC	Community hazardous waste storage - delete	99			-260.0													-260.0
DEC	Satellite Data Telemetry - delete	99			-125.0													-125.0
DCRA	Organizational grants - reduce	99			-200.0													-200.0
DCRA	Organizational grants - reduce more	99			-200.0													-200.0
DCRA	DP equipment purchases - delete	99			-600.0													-600.0
DCC	Spring Creek expansion - delete	8			-700.0													-700.0
DOC	Hiland Mtn Security Upgrade - delete	24			-1,750.0													-1,750.0
DOC	Special Purpose Facility - delete	50			-1,500.0													-1,500.0
DOC	Agricultural Rehabilitation Program - delete	99			-1,750.0													-1,750.0
DOC	Statewide renewal & replacement - reduce	99			-350.0													-350.0
DOC	Multi-media vocational education equipment - delete	99			-200.0													-200.0
DOC	Management Information System - delete	99			-1,500.0													-1,500.0
DOC	Deferred maintenance - delete	99			-500.0													-500.0
UNIV	UAA-Consortium Library - delete	21			-270.0													-270.0
UNIV	UAA-Nature Conservancy - delete	50			-219.0													-219.0
UNIV	UAF-Fire Code Compliance - reduce	99			-2,000.0													-2,000.0
UNIV	UAA-Equipment Purchase - delete	99			-530.0													-530.0
COURT	Anchorage Courthouse Expansion - reduce	50			-11,454.1													-11,454.1
COURT	Court Technology Enhancements - delete	99			-437.5													-437.5
COURT	Court Technology Enhancements - restore part funding	99			400.0													400.0

**FY94 Senate Base Capital Budget**

DEPT	ED	Federal Funds	GF/ Match	General Fund	GF/ PR	GF/ MHT	Reforest Fund	Corp Rcpts	Fish & Game	Hwy Cap	Intl Arpt	Oil/ Haz	CIP Rcpts	Power Dev	Vessel Replace	TOTAL	
		1002	1003	1004	1005	1006	1019	1022	1024	1026	1027	1052	1061	1073	1082		
MUNI	Mt. Roberts Marina - delete	3		-3,000.0													-3,000.0
MUNI	Mt. Roberts Marina - add	3		3,000.0													3,000.0
<b>TOTAL SENATE BASE</b>			423,078.3	32,801.0	118,478.0	5,203.0	17,909.8	200.0	19,450.0	2,500.0	11,700.0	19,656.0	1,860.1	200.0	7,770.0	6,400.0	667,206.2
<b>Change from Gov Amended</b>			0.0	-850.0	-87,688.6	-2,000.0	-1,696.0	0.0	0.0	-900.0	0.0	0.0	-250.0	0.0	0.0	0.0	-93,384.6
<b>Federal Receipts</b>			423,078.3		0.0												
<b>General Funds</b>			174,391.8		-92,234.6												
<b>Other Funds</b>			69,736.1		-1,150.0												
<b>Total Senate Base Capital Budget</b>			667,206.2		-93,384.6												

45-93  
JFC-93  
#47  
Side 2

PROJECT TITLE: General Fund Match for Federal-Aid Highways

FISCAL YEAR 1994

REGION: STATEWIDE

LOCATION: STATEWIDE

COMPLETION DATE: 9/94

ELECTION DISTRICT: 99

APPROPRIATION TO: DOT&PF

OMB PROGRAM: TRANSPORTATION

OMB WORK TYPE: RENEWAL & REPL

FUNDING	CAPITAL REQUEST	OPERATING COSTS	NEW POSITIONS (PFT)
1002 FEDERAL RECEIPTS:			
1003 GENERAL FUND MATCH:	\$23,200.0		0
1004 GENERAL FUND:		\$0.0	
1005 PROGRAM RECEIPTS:			
1007 INTER-AGENCY RECEIPTS:			
1026 HWCF:			
1027 IARF:			
1061 CIP RECEIPTS:			
OTHER FUND:			
		YEAR ALTERNATE FY N/A	
		YEAR EXPECTED FY 94	
TOTALS:	\$23,200.0		

000435

**\*\*PROJECT DESCRIPTION:**

THIS REQUEST WILL PROVIDE GENERAL FUNDS REQUIRED TO MATCH EXPECTED OBLIGATIONS OF FEDERAL HIGHWAY FUNDS THROUGH 6/30/94. IT IS BASED ON ESTIMATED CARRY OVER OF FEDERAL FUNDS FROM FFY93 PLUS 75% OF ESTIMATED OBLIGATIONS FOR FFY94.

\* THE FOLLOWING FIGURES HAVE BEEN ROUNDED \*

**\*\*PROJECT JUSTIFICATION:**

TOTAL APPORTIONMENTS AVAILABLE  
 10/1/92 THROUGH 9/30/93 = \$472,400.0  
 TOTAL MATCH REQUIRED = 51,000.0  
 TOTAL NON-PARTICIPATING @ 2% = 10,700.0

TOTAL STATE FUNDS NEEDED = 61,700.0

EXPECTED FFY93 OBLIGATIONS = 190,400.0  
 FFY94 OBLIGATIONS THROUGH 6/30/93 = 165,300.0

TOTAL AMOUNT TO MATCH THROUGH 6/30/93 = \$355,700.0

ESTIMATED OBLIGATION / AVAILABLE APPORTIONMENT = 75%  
 ESTIMATED MATCH + INELLEGIBLE NEED THROUGH 6/30/93 = \$46,500.0

MATCH + INELLEGIBLE NEEDED FOR KNOWN EMERGENCY PROJECTS = \$1,300.0

AVAILABLE MATCH APPROPRIATION BALANCE = \$24,600.0

MATCH APPROPRIATION NEEDED THROUGH 6/30/93 = \$23,200.0

PROJECT TITLE: MULTI-PURPOSE REPLACEMENT VESSEL

FISCAL YEAR 1984

ORIGIN: MM

LOCATION: STATEWIDE

COMPLETION: 06/86

ELECTION DISTRICT: 99

APPROPRIATION TO: DDTPF

OMB PROGRAM: TRANSPORTATION

OMB WORK TYPE: RENEWAL & REPL

FUNDING	CAPITAL REQUEST	OPERATING COSTS	NEW POSITIONS(FTE)
1002 FEDERAL RECEIPTS	80,000.0		
1003 GENERAL FUND MATCH			
1004 GENERAL FUND			
1005 PROGRAM RECEIPTS			
1007 INTER-AGENCY RECEIPTS			
1020 MDCF			
1027 IARF			
1081 CIP RECEIPTS			
1082 VESSEL REPLACEMENT FUND	8,400.0		
1052 OIL/HAZ FUND			
OTHER FUND:			
TOTALS:	88,400.0		

**\*\*Project Description:**

FUND CONSTRUCTION OF A NEW MULTI-PURPOSE REPLACEMENT VESSEL. THIS VESSEL WILL HAVE EMERGENCY RESPONSE ASSISTANCE CAPABILITIES. THE VESSEL WILL BE CONSTRUCTED TO BE OCEAN CERTIFIED. THIS VESSEL WILL PROVIDE OPPORTUNITIES FOR ASSISTANCE IN SPILL OR HAZARDOUS SUBSTANCE RELEASE IN COASTAL WATERS. SPECIFICALLY, THE VESSEL WILL BE CAPABLE OF PROVIDING "HOUSING", EQUIPMENT TRANSPORT, AND SERVE AS A COMMAND CENTER.

**\*\*Project Justification:**

THE EIGHT VESSELS OF THE ALASKA MARINE HIGHWAY FLEET REQUIRE PERIODIC REFURBISHMENT AND ULTIMATELY REPLACEMENT IN ORDER TO MAINTAIN A SATISFACTORY LEVEL OF SERVICE FOR THE TRAVELING PUBLIC AND THE COMMUNITIES SERVED. AMHS HAS DEVELOPED A SCHEDULE OF SUCH MAJOR REFURBISHMENT AND REPLACEMENT PROJECTS. AT THIS TIME IT IS NECESSARY TO BEGIN THE DESIGN AND CONSTRUCTION OF A NEW VESSEL WHICH PROVIDES AN OPPORTUNITY FOR UPDATING VESSEL CAPABILITIES. THE USE OF MARINE HIGHWAY VESSELS IN THE VALDEZ OIL SPILL CLEAN-UP HAS DEMONSTRATED THE NEED FOR A MARINE HIGHWAY VESSEL TO INCORPORATE ADDITIONAL EMERGENCY RESPONSE ASSISTANCE CAPABILITIES.

000673

\*\*\* MARINE HIGHWAY SYSTEM \*\*\*

PROJECT	EXP/		FY93	FY94	FY95	FY96	FY97	FY98	FY99	PROJECT TOTAL	WORK TYPE	COMMENTS
	E.D.	ALT										
MATANUSKA BOAT/SUN DECK REFURBISHMENT	91	EXP							816.6	816.6	R & R	PRECONSTRUCTION ACTIVITY
		EXP										
MATANUSKA CABIN DECK REFURBISHMENT	91	EXP							933.4	933.4	R & R	PRECONSTRUCTION ACTIVITY
		EXP										
MATANUSKA CAR DOORS AND STRUCTURAL REFURBISHMENT	91	EXP		1114.4						1114.4	R & R	CONSTRUCTION PHASE(S)
		EXP										
MATANUSKA CREW/CABIN DECK RENOVATIONS	91	EXP							641.3	641.3	R & R	PRECONSTRUCTION ACTIVITY
		EXP										
MATANUSKA GALLERY DECK/SECOND DECK RENOVATIONS	91	EXP		343.2						343.2	R & R	PRECONSTRUCTION ACTIVITY
		EXP										
MATANUSKA GALLEY REFURBISHMENT	91	EXP	133.0							133.0	R & R	PRECONSTRUCTION ACTIVITY
		EXP		2493.0						2493.0	R & R	CONSTRUCTION PHASE(S)
MATANUSKA LIFE BOAT AND STRUCTURAL RENEWALS	91	EXP	171.9							171.9	R & R	PRECONSTRUCTION ACTIVITY
		EXP										
METLAKATLA PONTOON UPGRADE	5	EXP		66.5						66.5	MAJ WIDE	PRECONSTRUCTION ACTIVITY
		EXP		691.4						691.4	MAJ WIDE	CONSTRUCTION PHASE(S)
METLAKATLA UPLAND IMPRVMTS	5	EXP		68.2						68.2	IMPROV	PRECONSTRUCTION ACTIVITY
		EXP			227.4					227.4	IMPROV	CONSTRUCTION PHASE(S)
MULTI-PURPOSE REPLACEMENT VESSEL	99	EXT		27300.0	27300.0					54600.0	NEW CONST	CONSTRUCTION PHASE(S)
		EXT										
NEW FEEDER VESSEL	99	EXP	227.4							227.4	NEW CONST	PRECONSTRUCTION ACTIVITY
		EXP										

\* EXP = EXPECTED TO BE FUNDED DURING INDICATED FISCAL YEAR; DFB = DISCRETIONARY FUNDING; EXT = SYSTEM EXPANSION PROGRAM

\* "PRECONSTRUCTION ACTIVITY" = PRELIMINARY ENGINEERING OR RIGHT-OF-WAY PHASES, OR BOTH.

\* "CONSTRUCTION PHASE" = CONSTRUCTION OR UTILITIES PHASES, OR BOTH.

5B50

MENTAL HEALTH TRUST FUND  
CAPITAL BUDGET  
HB60/SB50

- Total GF/MHT available in Governor's budget in DHSS \$15,832.3
- Reallocation/appropriated to DHSS
  - 1. DHSS computers/communication (for Division of Mental Health & DD) 422.0
  - 2. API 2000 - Design 3,500.0
  - 3. API Stop Gap Repairs 1,000.0
  - 4. Mental Health Trust Beneficiaries Grants 4,395.5
  - 5. Mental Health Trust Beneficiaries Transportation Grants 500.0
  - 6. Mental Health Grantee Americans with Disabilities Act Compliance 400.0
  - 7. Regional Inpatient Facilities Planning 1,000.0
  - 8. Specific AK Mental Health Board Projects (See Attached) 4,239.9
- Reallocation Appropriated to Department of Administration
  - 1. Older Alaskans Commission Grants 375.0

TOTAL REALLOCATED \$15,832.3

DHSS/Board (AMHB) agree on this list.

April 12, 1993

falsoc\kristenb\wp51\mbtrust.jo

Frank Geiger  
479-7133



ALASKA MENTAL HEALTH BOARD

Frank Geiger  
~~DEBORAH K. SMITH~~  
EXECUTIVE DIRECTOR

PHONE: (907) 465-3071  
FAX: (907) 465-3079

431 N. FRANKLIN, #101  
JUNEAU, ALASKA 99801



AMHB FY 94 MHT Capital Recommendations

1	A	B	C	D	E	F
		Location	GRANTEE	DESCRIPTION	FY 94 REC	Notes
2	ADA	Kolzebue	Manilaq	Emergency services, reception center for detox.	130000	
3	ADA	Juneau	Gastineau Human Serv.	Renovate Residential facilities	114000	
4	ADA	Mat Valley	statewide	ADA access requirements evaluation for DADA facilities	50000	
5	JOINT	Craig	COHO	Residential treatment/offices/outpatient facilities	40000	to develop bid package
6	JOINT	Seward	Seward Life Action Council	Mental Health Program facility replacement	162500	10% design \$ for replacement
7	JOINT	FL Yukon	Yukon Flats Care	Purchase & renovate building for multiple programs	120000	
8	JOINT	McGrath	4 Rivers Counseling Cntr	Purchase facility for multi-program agency	120000	
9	JOINT	Galena	Yukon Koyukuk MHC	Mental Health Program facility replacement	250000	10% design \$ for replacement
10	ADA	Fairbanks	Fairbanks Native Assn.	Construct Long Term Care Facility	200000	
11			subtotal ADA		1,186,500	
12				Renovation		
13	staff	Juneau	Juneau MHC	New roof, regrade driveway	28350	
14	staff	Kodiak	Kodiak Island MH Center	Renovation of 4 facilities	350000	
15	staff	Ketchikan	Gateway MHC	Renovation of 6 facilities	81500	
16	staff	Juneau	JAMI	Renovation of 1 facilities	170000	
17	staff	Dillingham	Bristol Bay MHC	Storm windows, plumbing upgrade (for half of Bldg.)	186000	10% design \$ for replacement
18	staff	Homer	So. Peninsula MHC	Office/crisis insulation in roof and crawl space	4000	
19	staff	Anchorage	ARCA	Renovation of 1 facilities	145000	
20	staff	Anchorage	South Central Counseling	Renovation of 3 facilities	114000	
21	staff	Mcgrath	Four Rivers Counseling	Insulation, windows, skirting, Arctic entry	5000	
22	staff	Allakaket	TOC	Energy efficiency renovations; new floor covering	5000	
23				Subtotal	1088850	
24				Construction/Purchase		
25	staff	Ketchikan	Gateway Comm. MHC	Vocational rehab. fac. - Add clinic space & connect bldg	625000	
26	staff	Kenai	Central Peninsula CC	Comm. Outreach, Case mgmt. offices consumer gr office	350000	Purchase or construct
27	staff	Kenai	Central Peninsula CC	Clinic Offices for Ch. & Adolescent and General MH	300000	Purchase or construct
28	staff	Seward	Seward Life Action Coun.	Repair and upgrade multi-program facilities (3)	162500	10% design \$ for replacement
29	staff	Homer	So. Penn. MHC	Expansion of office space	325000	Land and Plans in hand
30	staff	Anchorage	AKAMI	Clubhouse space	100000	
31	staff	Wasilla	Life Quest	Construct Admin, outpatient, primary care building	102000	10% design \$ for replacement
32				Subtotal	1964500	
33			Grant Total M.H. specific projects		4,239,850	
34						

**SB**

**51**

**HFIN**

**FILE**

FISCAL NOTE

No. 1

STATE OF ALASKA  
1993 LEGISLATIVE SESSION

Bill Version: SB 51  
(S) Publish Date: 3-8-93

Revision Date: \_\_\_\_\_ Dept. Affected: Health and Social Services  
Title: An act providing for establishment of work BRU: Family & Youth Services  
camps for juveniles adjudicated delinquent... Component: Central Office  
Sponsor: Senator R. Phillips  
Requestor: \_\_\_\_\_ COMPONENT SERIAL NO. 0259

Expenditures/Revenues: (Thousands of Dollars)

OPERATING	FY94	FY95	FY96	FY97	FY98	FY99
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL	7.3					
SUPPLIES	1.0					
EQUIPMENT	1.0					
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>9.3</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

CAPITAL						
---------	--	--	--	--	--	--

REVENUE FUND SOURCE						
---------------------	--	--	--	--	--	--

FUNDING: (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF	9.3					
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
<b>TOTAL</b>	<b>9.3</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

POSITIONS:

FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of current year (FY93) impact: 0.0

ANALYSIS: (Attach a separate page if necessary)

SB 51 would allow the Department to establish juvenile work camps for youth adjudicated delinquent. This fiscal note is for the administrative costs associated with the adoption of standards and regulations for the design, construction, repair, maintenance, and operation of all juvenile work camps. This would include the adoption of formal regulations, the publication of standards for the accreditation of work camp programs, consistent with the accreditation requirements for other state youth corrections programs.

This fiscal note does not fund the operation of a work camp.

Prepared by: Deborah R. Wing, Director  
Division: Department of Health & Social Services

Phone: 465-3191  
Date: 01/25/93

Approved by Commissioner: Theodore A. Mala, MD, MPH  
Agency: Department of Health & Social Services

Date: 1/26/93

PREPARER TO PROVIDE ALL DISTRIBUTION COPIES TO GOVERNOR'S LEGISLATIVE OFFICE  
For further distribution information call the Governor's Legislative Office

# HOUSE COMMITTEE REPORT

(11)

Date Referred: April 19, 1993

FURTHER REFERRALS:

Date of Committee Action: 5/6/93

The FINANCE Committee considered:

SB 51

SENATE BILL NO. 51

WORK CAMPS FOR JUVENILE OFFENDERS

"An Act providing for establishment of work camps for juveniles adjudicated delinquent, and extending to all cities and to nonprofit corporations authority to maintain facilities for juveniles."

RECOMMENDATIONS: [ ] the same title  
 be replaced with \_\_\_\_\_ [ ] a new title

[ ] have attached amendments(s)

[ ] do pass

[ ] do not pass

[ ] no recommendations

[ ] individual recommendations

[ ] additional referral to the \_\_\_\_\_ Committee

ADOPTS: \_\_\_\_\_ letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept) \_\_\_\_\_

APPROVES PREVIOUS: (Dept/Date) \_\_\_\_\_

[ ] fiscal impact \_\_\_\_\_

[X] fiscal note(s) HSS 3/8/93

[ ] zero fiscal note \_\_\_\_\_

[ ] zero fiscal note(s) \_\_\_\_\_

SIGNING DO PASS	DP	OTHER RECOMMENDATIONS	DNP	NR	AM
<i>Ronald J. Larson</i> Larson	X	<i>Eileen P. Wulken</i> Wulken		✓	
<i>Mark Hanley</i> Hanley	X	<i>Sean R. Paraghi</i> Paraghi		X	
<i>Terry Martin</i> Martin	X	<i>Tom Hoff</i> Hoffman		✓	
<i>Ben Gussendorf</i> Gussendorf	X	<i>Mike Navarre</i> Navarre		✓	
<i>Les Therriault</i> Therriault	X	<i>Ray Brown</i> Brown		✓	
		<i>Richard J. Foster</i> Foster		X	

*Ronald J. Larson*  
 \_\_\_\_\_  
 CHAIRMAN'S SIGNATURE

Back-up



Chair  
*Legislative Budget and Audit  
Community and Regional Affairs*

# Alaska State Legislature

Randy Phillips

State Senator  
District L

Session  
State Capitol  
Juneau, AK 99801  
(907) 465-4949

Interim  
P.O. Box 142  
Eagle River AK 99577  
(907) 694-4949

## NEWS RELEASE

JANUARY 19, 1993

**SUBJECT: JUVENILE BOOTCAMP BILL**

**CONTACT: 465-4949** REP  
**SENATOR RANDY PHILLIPS**

As part of an effort to enhance Alaska's juvenile justice system, Republican Senator Randy Phillips of Eagle River, has introduced what is popularly termed a "boot camp bill" for delinquent juveniles.

Senator Phillips explains that Senate Bill 51 is virtually identical to legislation introduced during the previous Legislature to establish work camps for juvenile offenders. SB 51 would offer the option of placing a juvenile in a work camp instead of another institution. The so-called "boot camps" would be operated by either a city or a non-profit corporation.

\* A so-called "boot camp" is considered a residential facility set aside for use only by minors. Those individuals placed in such an alternative facility may be required to labor on buildings and grounds or perform other activity, including education.

SB 51 is patterned after a program used successfully in Nevada. The Nevada system and the system offered in SB 51 stresses academics, physical labor and structured discipline.

POSITION PAPER

SB 51

For An Act Entitled: "An Act providing for establishment of work camps for juveniles adjudicated delinquent, and extending to all cities and to nonprofit corporations authority to maintain facilities for juveniles."

Background

The purpose of the juvenile justice system is rehabilitative individualized treatment, planned and provided in the best interests of the child. Since the philosophy and purpose of the juvenile courts is treatment and not punishment, juvenile services historically have differed greatly from those found in the adult system.

Today, programs in the adult system are finding their way into the juvenile system or are being provided to juveniles who have been certified and remanded to the adult system. One such program is the juvenile work camp.

Juvenile work camps first began to appear in Georgia and Oklahoma in 1983. They were based on the military model of a boot camp. By 1990, 14 states were operating some form of a camp program for young offenders as an alternative to long term incarceration.

Camp programs were used in Alaska's juvenile system during the 1970's as an intermediate step to long term incarceration at a state juvenile facility. These programs eventually were discontinued due, in part, to a lack of effectiveness. Any future camp programs would be a new initiative that could benefit from the department's past experiences.

Analysis/Program Impact

The department has not yet developed a work camp model for use in Alaska's juvenile system. Two major policy questions must be addressed prior to the establishment of work camp programs. First, are these programs to be established as a diversion alternative to long term incarceration in a juvenile correctional facility or as a more intensive punitive form of probation? Secondly, what type of young offenders should be targeted for the camp program?

Next, the department must establish the objectives of the program. The most frequently stated goals of camp programs

nationally are to: (1) reduce overcrowding in correctional facilities; (2) deter the offenders from crime; (3) rehabilitate offenders; and (4) reduce the cost of treatment.

As the department moves forward in its development of a juvenile work camp model, it is intended that these camps be accredited by the American Correctional Association, consistent with juvenile facilities currently operated by the department.

The accreditation process provides programs with nationally accepted standards for operation. The process also provides program evaluation by nationally independent authorities external to the department.

Department Position

The department is committed to the development of effective innovation in the treatment of juvenile offenders. The development of work camp programs is one alternative in a range of programs under consideration.

The department supports SB 51, as it clearly would enable the establishment of another treatment alternative for juvenile offenders and thereby increase the potential for successful rehabilitation.

Recommended: Deborah R. Wing Date: 4/16/93

Deborah R. Wing, Director  
Division of Family and Youth Services

Approved: Theodore A. Mala Date: 4/21/93

Theodore A. Mala, MD, MPH  
Commissioner  
Department of Health and Social Services

STATE OF ALASKA DEPARTMENT OF HEALTH & SOCIAL SERVICES



# Alaska State Legislature

**Chair**  
*Legislative Budget and Audit  
Community and Regional Affairs*

**Vice-Chair**  
*Transportation*

February 19, 1993

**Randy Phillips**

State Senator  
District L

**Session**  
*State Capitol  
Juneau, AK 99801  
(907) 465-4949*

**Interim**  
*P.O. Box 142  
Eagle River AK 99577  
(907) 694-4949*

## Sectional Analysis

SB 51

**Section 1:**

Amends AS 47.10.080(b) to allow the department of health and social services to place in a juvenile work camp a delinquent minor committed to the department by the court.

**Section 2:**

Amends AS 47.10.150 by adding juvenile work camps to the types of juvenile institutions over which the department has certain powers.

**Section 3:**

Amends AS 47.10.160(a) to include juvenile work camp; in the list of specific duties the department must perform under the chapter governing juvenile institutions.

**Section 4:**

Amends AS 47.10.170 to allow a city or a non-profit corporation to maintain and operate a juvenile work camp; and, to allow a city or non-profit corporation to receive grants-in-aid for the operation of a camp.

**Section 5:**

Amends AS 47.10.180(a) to authorize the department to adopt regulations for the operation of juvenile work camps.

**Section 6:**

Amends AS 47.10.190 by applying to work camps the conditions governing the detention of juveniles.

**Section 7:**

Amends AS 47.10.990 by adding a definition of "juvenile work camp."



# Alaska State Legislature

**Chair**  
Legislative Budget and Audit  
Committee on Regional Affairs  
**Vice-Chair**  
Transportation

Randy Phillips  
State Senator  
District L

Session  
State Capitol  
Juneau, AK 99801  
(907) 465-4949

Interim  
P.O. Box 142  
Eagle River AK 99577  
(907) 694-4949

## Memorandum

TO: Senator Steve Rieger, Chair  
Health, Education and Social Services Committee

FROM: Senator Randy Phillips *Rep*

DATE: February 19, 1993

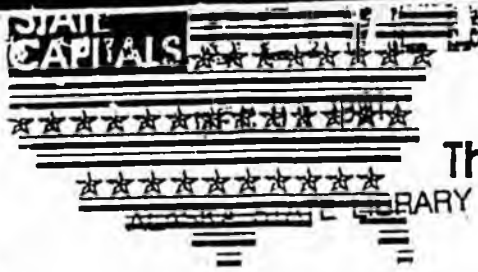
RE: Senate Bill No. 51  
"An Act relating to the establishment of  
work camps for juveniles adjudicated delinquent, and  
extending to all cities and to nonprofit corporations  
authority to maintain facilities for juveniles."

A "work-camp" is a residential facility set aside for use only by minors. Those individuals placed in such an alternative facility may be required to labor on buildings and grounds or perform other activity, including education. Senate Bill 51 authorizes the Department of Health and Social Services to establish regulations for the operations of "work camps" and to place delinquent minors into work camps instead of another type of detention facility.

Further, Senate Bill 51 provides that a city or a non-profit corporation may maintain and operate a juvenile work camp under regulations to be adopted by the Department of Health and Social Services.

A work camp for juveniles is used successfully in Nevada. The Nevada system stresses academics, physical labor and structured discipline. The China Spring facility has been operated since 1981. Rather than being a punitive institution, the work camp is based on achievement and accountability. Clients in the camp are taught social and personal responsibility in a structured environment. They are able to earn privileges by showing responsibility.

Twenty-three (23) states have some form of "boot-camp" or "work-camp" alternative for young adult offenders. The environment of a boot camp or work camp promotes the values of our society and should help to rehabilitate young offenders and ultimately reduce corrections costs and juvenile crime.



# OUTLOOK

The

from the STATE CAPITALS

AN IMPARTIAL ANALYSIS OF STATE AND MUNICIPAL ACTION ACROSS THE COUNTRY

ISSN 0471-3475

December 2, 1991

Vol. 45 No. 34

## States, counties opening boot camps for juveniles

COMPLIMENTS OF THE ALASKA STATE LIBRARY

*and some private firms providing prison health care*

### In This Issue:

#### Boot Camps:

2/County gets federal funds for camp *Ohio*

2/State building three camps *Massachusetts*

2/Boot camp under-used *Virginia*

#### Privatization:

3/State privatizes medical care *Massachusetts*

3/Examining health care proposals *South Dakota*

4/Inmates may be sent to county treatment center *Oklahoma*

*Eager to improve the effectiveness and reduce the cost of juvenile corrections, states and counties around the nation are experimenting with boot camps for youthful offenders. The camps, which stress hard physical labor and stern discipline, are designed to scare kids straight so they won't end up in adult prisons. It's unclear yet whether the camps are effective, but many officials, most recently in Massachusetts and Ohio, have said they have high hopes for them. Another notable trend in state justice policy is driven by tight budgets. Numerous states are looking at hiring private firms to provide medical care to prison inmates. Prison medical costs are soaring, at least partially because many inmates entering prison suffer from serious health problems caused by their addictions to drugs or alcohol. Some states, too, have aging prison populations with expanded health care needs.*

*Privatizing prison health care is controversial, since it results in the loss of state jobs. Sometimes the private firm rehires the former state workers, but frequently at lower salaries than they were paid by the state. Privatizing also raises a key issue: Can private firms supply the same quality of care as state workers?*

*To keep current with both of these trends, read Public Safety & Justice Policies: From the STATE CAPITALS each week.*

## Boot Camps:

### Ohio county to open experimental boot camp

Some juvenile offenders in Cuyahoga County, Ohio, will be sentenced to a boot camp style of detention starting early next year to get a dose of discipline and self-confidence they may need.

The Justice Department's Office of Juvenile Justice and Delinquency Prevention has awarded Cuyahoga County Juvenile Court a grant worth \$779,000 to fund a pilot boot camp program, which is to serve as a model for other such camps elsewhere. The county is a partner in the experiment with the Northeastern Family Institute of Boston, a private, non-profit human services agency that will manage the 18-month program.

Cuyahoga County's program is one of three in the country to receive funding for a boot camp experiment. The others are social service programs in Mobile, Alabama, and Denver, Colorado. A Justice Department spokesman said the agency intends to expand research and evaluation of boot camps and other shock incarceration programs across the country.

Starting in April, 30 boys at a time will be sent for 90-day stays at the Cuyahoga County camp, at the county's Youth Development Center in Hudson

Village. Youths will be sent there as an alternative to six- to nine-month stays at traditional juvenile detention homes such as the state-run Cuyahoga Hills Boys School.

While living at the camp, the youths will rise early and face a number of physical challenges, such as obstacle courses and wilderness survival training. The object is to teach physical conditioning and self-discipline.

"There's a high emphasis on rehabilitation, not punishment, so there's a better chance of changing their behavior so they don't repeat it," said Elsie Day, director of community services for the county's juvenile court. "It also builds self-esteem from doing physically challenging things. These kids often have poor self-esteem, which is why they get involved in negative activities."

She said the camp, though styled after military boot camps, would not be as militaristic or as strict as adult boot camps. The program will involve traditional aspects of juvenile detention, such as schooling and counseling, Day said. After completing the camp, youths will spend several more months in counseling and rehabilitation programs.

### Massachusetts plans three juvenile boot camps

Massachusetts Gov. William F. Weld and Lt. Gov. Paul Cellucci have broken ground for the first of three military-style

boot camps for youthful offenders.

The \$6 million facility will house 256 inmates in four boot-camp-style buildings featuring open bunking. In all, seven buildings will be built on the 12-acre grounds at the Bridgewater Correctional Complex.

"Innovative programs such as boot camps help us utilize scarce secure prison beds for those truly needing traditional facilities," Weld said. At the same time, Cellucci said, the boot camp approach is an attempt to change the habits of young offenders before they become career criminals. The sites for the remaining two boot camps have not been announced yet.

### Virginia boot camp is underused

Virginia Department of Corrections officials say the state's new boot camp is being underused and that the State Crime Commission should determine if more inmates can be included in the program.

Under the new program, judges can sentence first-time, non-violent offenders to the boot camp where they undergo a 90-day regimen of drilling, hard labor and education. If they complete the program, they are released under supervision for a year.

The program was designed to ease prison crowding and to return the prisoners to society with a better sense of self.

Currently, the program has 52 participants, though it has room for 96.

## Privatization:

### Massachusetts hires private firm to provide health care

Massachusetts has hired a Florida company to provide health care at the state's prisons, a move that Gov. William Weld says will save the state from \$8 million to \$14 million a year.

The contract, to Emergency Medical Services Associates, was the first Weld administration move to privatize a state service. Weld said it would not be the last. Weld said almost 400 state employees could lose their jobs, but EMSA can hire those workers when the contract takes effect Jan. 1.

"This contract is an excellent example of the privatization approach we plan to employ throughout state government," he said. "It's not a matter of the private sector versus the public sector, it's a matter of monopoly versus competition."

EMSA, of Ft. Lauderdale, Florida, was the low bidder at \$28.7 million, Public Safety Secretary Thomas Kapone said. Four national companies competed for the contract.

"The amount of savings reflects the fact that the state has been paying too much for prisoner medical services in the past," said Weld. "We pay

something like \$4,000 per inmate per year, and other comparable states spend closer to \$2,000 per inmate per year, so that was a red flag that really led us to look in this area for privatization."

EMSA currently operates health care services for three prisons — a 2,000-bed prison in southern Florida, an 1,800-bed county jail in West Palm Beach, Florida, and a 5,000-bed prison in Virginia.

Alabama, Arkansas, New Mexico, Kansas, Maryland and Delaware contract prison health care services, according to Massachusetts officials. Thirteen other states contract out up to 80 percent of health services, and six others contract a little more than half their health services to private companies, the officials said.

Weld said EMSA would cut outside medical visits by inmates from the current average of about 500 a week to 500 a month, and would be penalized \$100 for every outside trip above that limit. Rapone said the privatization also would alleviate medical malpractice suits filed against the state by inmates. He said there were "an inordinate amount" of such suits pending.

Previously, the state and a private firm, Goldberg Medical Associates, had provided medical care to prisoners. Goldberg Medical's \$12 million contract expires Dec. 31. Weld said he next would look to privatize the

prison system's food delivery services.

### South Dakota wants to expand privatization

The South Dakota Corrections Department won't pick a company to provide health care for the whole prison system for several months, Secretary Lynne DeLano says.

The department is now doing a cost analysis of five proposals submitted over the summer, she said. It also is studying if the companies should submit bids.

The prison system now has several contracts with individual health-care providers. Over the summer, it asked two Sioux Falls hospitals and three out-of-state companies that specialize in corrections health care for plans on providing every kind of medical service for all its facilities.

The services would include physicians, nurses, mental health care, and inmate and staff education. DeLano said the Corrections Department would save money by having one company provide all health care.

The department's director of finance, Richard Decker, said regular medical expenses at the State Penitentiary increased from \$492,000 in 1989 to \$638,000 in 1991. They're projected to hit \$640,000 next year, he said.

Regular costs at the co-ed Springfield Correctional Facility



JAN 17 1992

(702) 782-9870

Post Office Box 218 • Minden, Nevada 89423

DOUGLAS COUNTY

January 13, 1992

Senator Virginia Collins  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

Dear Senator Collins:

Pursuant to your request, enclosed please find a brief history of China Spring. You may also wish to obtain a copy of Nevada Revised Statutes 234.297 to 244.299 as amended in Chapter 31 of the 1960 Nevada State Legislature.

Please advise if we can be of further assistance.

Sincerely,

Michael J. Harper  
Director

MJH:sc

## CHINA SPRING YOUTH CAMP

### LOCATION

2.5 miles south of Bodie Flat, in Douglas County, approximately nine miles from Minden and Gardnerville. The mailing address is Post Office Box 218, Minden, Nevada 89423.

### HISTORY

In 1979 District Judge Howard McKibben, Chief Probation Officer James Estabrook and members of the local community perceived a need for a juvenile placement facility to serve as an alternative to the Nevada Youth Training Center at Elko. Jewel and Stoddard Jacobsen, of Gardnerville, donated forty acres of land for the project. China Spring Youth Camp obtained an energy conservation grant, service clubs assistance, and an additional community fund raising effort raised \$80,000.00. During the summer of 1981, using a CETA Youth Work Project Grant and with the cooperation of local contractors, a road was cut into the property. In August of 1983, the Camp was opened and operated until July of 1985.

The Camp underwent major renovations from 1985 to 1987. It was reopened in June of 1987 with a 30 bed capacity and is presently a self-contained facility located in a wilderness setting. The facility utilizes solar energy, "state of the art" in energy conservation. The Camp consists of seven facilities: a dormitory, messhall, office/laundry, hatcher, school facility and administrative offices. The Camp has its own water system.

Since China Spring Youth Camp re-opened, the staff has continued to develop in-house programs designed to give the residents every opportunity to make meaningful and positive changes in their lives. Each day is filled with academics, physical training, work projects and counseling. Each resident learns self discipline and task completion.

The China Spring Youth Camp is currently capable of housing 30 mid-level juvenile offenders. We offer a staff secured facility that provides a structured environment that develops self discipline, confidence and improved academic standing. The Camp has accepted placement from all Nevada Judicial Districts.

### MISSION

The China Spring Youth Camp is a regional training, residential facility for mid-level juvenile offenders. The Camp is established as a staff-secured facility whose purpose is to provide the structure and programs necessary for the resident youth to

overcome their delinquent and anti-social behaviors, and to facilitate a positive reintegration into the family and the community.

#### GOALS

1. To modify the behavior patterns of residents by providing an opportunity for achievement in a controlled and structured environment.
2. To work with the residents through the different programs to enable him to have the skill to function appropriately when he re-enters his home, school and community.

#### COMMITMENT CRITERIA/PROCEDURE

1. The child be adjudicated a delinquent child within the purview of Chapter 62 of the Nevada Revised Statutes.
2. Child to be committed to the care and custody and control of the Superintendent of the Nevada Youth Training Center at Elko.
3. That commitment be suspended and the child be placed on formal probation with the condition that he successfully complete the program.

The above procedure will allow for the sending county to maintain jurisdiction of the child upon the release from the Camp and his return to the community.

#### CAMP DISCIPLINE

The China Spring Youth Camp Program is based on accountability and achievement. The Camp is not a punitive institution. The clients of the Camp are taught social and personal responsibility in a structured environment in which privileges are earned. For every privilege granted to a client, an equal responsibility is assigned.

#### EDUCATION

Educational programming is provided by the Douglas County School District. General academic programs are offered. Additional instruction is available in the use of computers and vocational classes. Apprenticeships are implemented in welding, cooking and various agricultural activities.

Emphasis in the educational setting is on obtaining the basic skills that facilitate their integration into society and the work place. As most residents have had academic problems, additional emphasis is placed on making up any credits they may be deficient in for graduation.

#### COUNSELING

The youth at Camp need direction, guidance and the experience of taking personal responsibility for their actions. The Camp is committed to an intensive, dedicated, caring and professional approach. The staff work to enable the youth to take charge of their lives and develop the confidence and self esteem to satisfactorily adjust to the community.

Each resident is involved in private and individual counseling. The Camp has on staff, state certified alcohol and drug counselors, and a program administrator for alcohol and drugs.

Residents are involved in counseling that includes programs from the Bureau of Alcohol and Drug Abuse, reality therapy, behavior modification, personal hygiene, personal finance, ethics, the youth and the law, goal setting, job search skills and others in an ongoing process.

#### STAFF

The China Spring Youth Camp employs and trains a professional counseling staff. Staff members must possess skills that lend themselves to all areas of the program. The resident must have access to a skilled counselor on a 24 hour a day basis. China Spring Youth Camp staff does not perform straight supervision duties, with their skills they set the tone for an environment conducive to behavioral change.

#### TREATMENT

The residents shall have a treatment plan completed within the first thirty (30) days of residence. The plan will be prepared by staff counselors in cooperation with the resident. The plan shall include the following goals: behavioral, educational, psychological, family and community, and work.

#### WILDERNESS PROGRAM

The developmental concept of wilderness training is to provide an opportunity for achievement in a setting dissimilar from the settings of a juvenile offenders non-achievement. Any person's

ability to become proficient in the social skills necessary to become a contributory element of society is dependent on the individual's concept of self worth, his perception of his functional social abilities, and his degree of self discipline.

In an attempt to overcome a history of societal failure, a youth referred to the China Spring Wilderness Program is given an opportunity to achieve in a highly structured setting. The program functions by providing problem solving tasks set in a unique physical social environment which impels the learner to mastery of these tasks.

The participants are exposed to natural laws and their consequences. Unlike many of society's laws, the problems they present tend to be straightforward, but often, their solutions require flexibility and creativity. In the wilderness setting, the youth is no longer able to rationalize his failures as being the fault of another person or institution. The counselors provide the instruction and the expertise necessary for the youth to be successful; it is the youth's efforts, however, that will determine his success. Once a youth has learned that the degree of his success is limited, only by his efforts and knowledge, that lesson is transferred to the other elements of camp life and into a redevelopment of self awareness and self esteem, and this changes the direction of his problem solving behavior in the general society.

#### ADDITIONAL TRAINING

Residents are involved in daily activities that provide benefits to the Camp and develop new skills for the residents. These have included community projects of laying sod at schools and county facilities, landscaping of Camp grounds, care of chukar project, building maintenance, fence building, gardening, construction tasks and vocational training.

#### FOOD SERVICES

The Food Service Unit is responsible for providing nutritious, well balanced meals that will ensure the necessary daily dietary requirements for each resident. Meals will be in compliance with guidelines set by the United State Department of Health and Welfare in conjunction with the National School Lunch Program through the State Department of Education.

#### MEDICAL SERVICES

Medical services are available 24 hours a day.

#### AFTERCARE

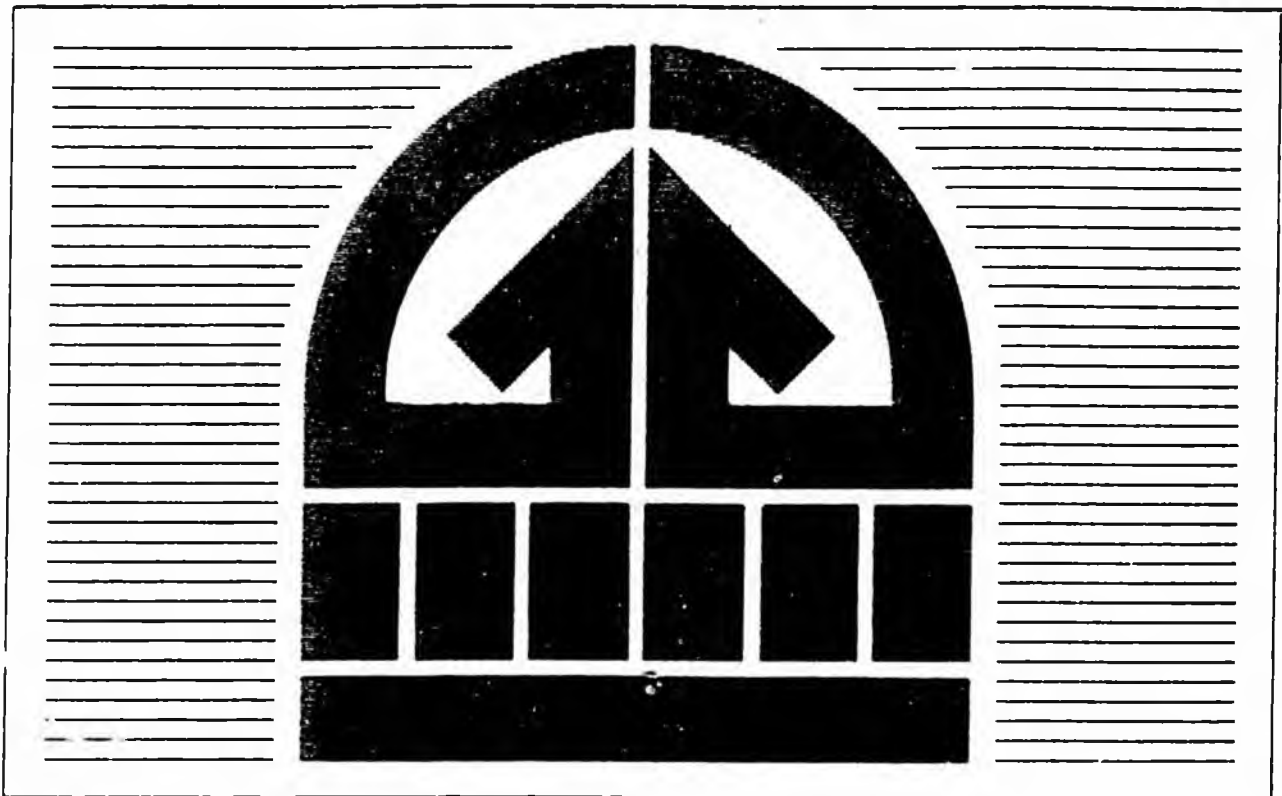
The children who are released from China Spring Youth Camp will return to their original jurisdiction. The committing Probation Officer or Youth Parole Service retains custody of the child and is kept informed of the residents progress. Family counseling for the children who reside in outlying counties will be provided by Rural Clinics Community Mental Health Center of the State of Nevada.

#### FUTURE GOALS

As the Camp continues to grow many goals and projects still lie ahead. As the need arises, China Spring Youth Camp is prepared to expand to a capacity of 40 residents. Nevada has a rapidly growing population and consequently increasing need for residential juvenile facilities. The State of Nevada already faces continual over crowding at its training center. China Spring Youth Camp provides a viable low cost alternative to expansion of State facilities.

Future projects include the construction of a vocational arts building, completion of athletic fields, an additional water well and a reservoir for increased fire protection.

# STATE LEGISLATIVE REPORT



## **PRISON BOOT CAMPS: POLICY CONSIDERATIONS AND OPTIONS**

by

**Kae M. Warnock**  
Staff Assistant  
and  
**Donna Hunzeker**  
Senior Policy Specialist

Vol. 16, No. 1 March 1991

GOVERNMENT  
6731

An Information Service of the National Conference of State Legislatures  
2301 Broadway, Suite 700, Denver, Colorado 80202. William T. Pound, Executive Director

## INTRODUCTION

A new breed of correctional facility has evolved out of concerns over increased drug crime and prison overcrowding, and the belief that traditional prisons often fail to rehabilitate offenders. In addition, there has been growing public sentiment that offenders be held accountable for their crimes and that serious offenders serve longer sentences. This has added to prison crowding and motivated state policymakers to search for intermediate sanctions for less-serious offenders.

Boot camps--also known as shock incarceration, special alternative incarceration or regimented inmate discipline--are military-style facilities distinguished by reveille, close-order drills, marching and demanding physical requirements. Participants are usually young adult offenders with no prior incarceration who are serving time for their first non-violent felony conviction. Offenders attend a boot camp program for a shorter duration than a standard prison sentence, 60 to 180 days depending on the state program, and then ordinarily are released on parole for an additional year or more. Boot camps are politically popular because the public sees the programs as "tough on crime." Corrections officials often like the programs because the stringent rules and schedules provide a more controlled environment for offenders than standard incarceration.

## LEGISLATIVE ACTIVITY

Boot camps for young adult offenders now operate in at least 23 states, and another seven states are in the process of setting up boot camp programs.

Oklahoma and Georgia opened the first boot camp programs in 1983. Most states with programs have added them just since 1987, and considerable legislative activity has occurred since 1989. Sixteen states enacted enabling legislation in the 1989 or 1990 sessions: Arkansas, Colorado, Connecticut, Illinois, Indiana, Kansas, Missouri, Nevada, New Hampshire, New Mexico, Ohio, Tennessee, Texas, Virginia, Wisconsin and Wyoming. Eight states--Alabama, Arizona, Florida, Georgia, Louisiana, Michigan, New York and South Carolina--enacted enabling legislation between 1983 and 1989. At least five states -- Idaho, Maryland, Mississippi, North Carolina and Oklahoma--operate boot camps under department of corrections regulatory authority. At least one county, Los Angeles, is operating a one-year pilot project.(Figure 1)

## POLICY CONSIDERATIONS

### *Prison-bound or probation-bound offenders*

Perhaps the central policy issue to be addressed in considering or expanding boot camp programs is whether the program will be used to divert prison-bound offenders or as a more intensive, punitive form of probation.

In at least 19 states, statutes specify boot camps as an alternative for prison-bound offenders, with the intent of providing shorter more intensive terms in a boot camp for some offenders who would have served a longer prison term. In most states that statutorily divert prison-bound offenders to boot camp, the length of the original sentence is not specified by statute. In states that do designate original sentence length for program eligibility, the offender may be trading a sentence as short as three years for six months in a boot camp (New York) or a sentence as long as 15 years for 120 days in a boot camp (Alabama).(Appendix A)

In at least five states, probation-bound offenders are targeted by statute in order to provide boot camps as a sentencing option for offenders for whom straight probation was considered too lenient. Probation-bound offenders are diverted into the boot camp program by the sentencing judge. Both Connecticut and Georgia statutes allow the court to use boot camp as a condition of probation, and Arizona uses it as a condition of intensive probation.(Appendix A)

Tennessee is the only state found to have two separate statutes; one targets prison-bound offenders and the other targets probation-bound offenders. Theoretically, prison-bound and probation-bound offenders could serve side-by-side in the same boot camps. As yet, however, no probation-bound offenders have been sent to Tennessee's boot camp, according to the department of corrections.

Ten states give the court primary discretion to determine whether otherwise prison-bound or probation-bound offenders are sentenced to boot camps. Often, offenders sentenced to boot camps by a judge must also then be screened and accepted by the Department of Corrections (DOC).(Appendix A)

In about 12 states, the department of corrections has considerable discretion for diverting prison-sentenced inmates into boot camps. In six of these states, the DOC's discretion is somewhat diluted because the court maintains jurisdiction and continues to oversee and review the offender's case throughout the program.(Appendix A)

#### *Target offenders*

Most states specify that participants in boot camps be non-violent felony offenders who have never served time in a prison. A majority of the states target a specific age group either by statute or by DOC policy, the most common range being from 17 to 25 years of age. New Mexico and Wisconsin target certain drug offenders for the program. Several states statutorily exclude certain crimes such as murder, first degree rape, first degree kidnapping, first degree robbery, capital or life felonies, sex offenses, child abuse or child sexual abuse. Many state laws require that offenders be physically and mentally fit. At least five states have boot camps for women.

#### PROGRAM OBJECTIVES

The most frequently stated goals of boot camps are to reduce prison overcrowding, deter offenders from crime, rehabilitate young adult offenders and reduce corrections costs.

#### *Reducing Prison Overcrowding*

Several states have authorized boot camps, with reduction of prison overcrowding as a goal of the program. In Arkansas, offenders are evaluated according to a set of guidelines adopted by the Board of Correction, under statutory language which says the program is "designed to reduce inmate population by diverting eligible offenders from long-term incarceration." (Ark. Stat. Ann. 12-28-701 to 12-28-705 (1989)) The Florida law indicates that "Due to severe prison overcrowding, the Legislature declares the construction of a basic training program facility is necessary to aid in alleviating an emergency situation." (Fla. Stat. Ann. 958.04 (West 1990))

However, an analysis done by Abt Associates, Inc. for the National Institute of Justice (NIJ), of the U.S. Department of Justice in 1989 said that in comparing maximum annual capacity in boot camps in a number of states to total prison population, the potential effect of boot camps on prison overcrowding is small. Boot camp capacity as a percent of prison population ranged from 1.1 percent in Florida to 11.6 percent in Mississippi according to the NIJ analysis. Boot camps averaged about 4.7 percent of total prison populations in the states examined. Current selection criteria for participants would, therefore, limit the number of facilities needed to a relatively small number.(1,p.12)

#### *Deterrence and Rehabilitation*

Another commonly stated purpose of boot camps is to deter offenders from committing additional crimes by giving them a "taste" of prison. This may be particularly true where boot camps are used as a more punitive form of probation. Many boot camps operate within a conventional state prison, but participants are separated from the general population. This gives offenders a "close, sobering exposure to the realities of prison life, but without subjecting them to abuse, exploitation or corruption by hardened criminals," according to the NIJ study. (1,p.xi)

Physical exercise combined with drills and discipline is seen as having rehabilitative value by some policymakers and program managers. Shock incarceration, according to Donald J. Hengesh, director of Special Alternatives Incarceration in Michigan, teaches inmates "self-esteem, self-discipline, self-responsibility and how to work...more importantly [the program] push[es] these individuals to achieve at levels that they never knew they could achieve at before."(2,p.3)

Some programs have added confidence-building exercises, and several require participants to quit smoking. North Carolina includes a Ropes Challenge program, which works first on building group skills such as getting a team over a 12 foot wall, then on individual confidence building such as walking a balance beam suspended 30 feet in the air. In Louisiana, program participants in the Orleans Parish are able to run 12 miles upon completion of the program.(1,p.23)

Most programs do not rely solely on military drills for their rehabilitation, many also include drug and alcohol counseling, reality therapy, individual counseling, literacy training and other pre-release programs. In New York, offenders are placed in a therapeutic community emphasizing community living and socialization skills.(1,p.5) Education also is emphasized in the New York program, with offenders required to spend 12 hours per week in classes. A 1990 report of the New York State Department of Correctional Services, Division of Program Planning, Research and Evaluation, said the academic achievement of boot camp participants is somewhat less than inmates in comparison New York facilities, but boot camp inmates both start with more skill deficiencies and spend less time in the program.(4,pp.35-36) Although many states' boot camp programs offer education, at least two states offer no adult basic education because of the difficulty in doing so in any meaningful way in the short period of time offenders are in the boot camp program.(1,p.27)

At least 10 state statutes specify that offenders receive drug and alcohol education or treatment in boot camps. As mentioned earlier, in New Mexico and Wisconsin certain drug offenders are targeted for the program. In Tennessee, however, some drug offenders are statutorily excluded.

Some states provide considerable pre-release assistance and direction. For example, in Maryland, parole agents visit the offenders before they are released, examine their home environments and make arrangements for offenders to meet with job placement assistance counselors. In at least one state, DOC officials recommend to the sentencing judge that drug offenders be required to attend out-patient drug counseling upon release, and in a few other states the statute specifies that drug offenders be sent to drug treatment or educational programs upon release. Two states--Indiana and Wisconsin--statutorily require drug treatment upon release from boot camp.

#### *Cost Issues*

Many boot camps are set up on the grounds of existing correctional facilities and share kitchen, medical and administrative services, contributing to cost-efficient start-up. However, per diem costs may be as much or more than standard prison because of higher staff to inmate ratios.(1,p.16)

The 1989 NIJ study indicated that cost savings come primarily from the shorter terms participants serve. For states to save money, the researchers conclude, they must admit inmates who otherwise would have served longer prison terms. Florida data show that time served in boot camps is about 215 days shorter than what participants would have spent in prison, suggesting savings to the state.(3,p.22) In New York, a 1990 report by the Department of Correctional Services research division estimated that despite higher per diem costs than other prison facilities, a total savings of \$55.6 million was realized for 1,158 boot camp participants. This includes an

estimated \$36.6 million saved in capital construction and \$19.0 million saved in care and custody costs, mostly because inmates were housed for a shorter time.(4,pp.33-34)

A 1990 report by the South Carolina State Reorganization Commission for the state legislature examined the criminal histories of the offenders in the boot camp program to determine how many offenders were actually being diverted from prison and whether any offenders were being diverted from probation. Of the 664 offenders who were placed in the boot camp program between July 1987 and January 1989, 244 were diverted from prison and 420 were diverted from probation. Still, the net cost savings of diverting 244 offenders from prison, after taking into account the costs added by placing 420 probation-bound offenders into boot camps, was determined to be \$1.4 million.

None of the cost analyses known have attempted to compute the return-to-crime factor into costs. Perhaps eventually, fiscal studies will combine recidivism data with cost data and analysis of who is being diverted into boot camp programs.

## EVALUATIONS AND OUTCOMES

Whether or not boot camps meet the intended objective of rehabilitation of the offender is also an important policy consideration. To date, however, most outcome analyses are either anecdotal, short-term or inconclusive.

Studies by the National Institute of Justice (NIJ) of the U.S. Department of Justice in 1989 and the U.S. Government Accounting Office (GAO) in 1988 concluded that available data are not sufficient to support the theory that boot camps reduce recidivism, overcrowding or prison costs.(1,p.35)(5,p.1)

The NIJ study looked at recidivism rates for graduates of boot camps in Georgia and Oklahoma and found them to be about the same as those of offenders released from prison. In fact, the Georgia DOC found that after a three year follow-up, 38.5 percent of the offenders who participated in boot camp returned to prison, compared to 38 percent recidivism of released prison inmates. Oklahoma found that almost half the boot camp graduates had returned to prison compared to 28 percent in a comparison group of prison inmates over a 29-month period.(1,p.4)

A few states also have tracked the return to crime or subsequent incarceration of boot camp participants. The Florida Department of Corrections released a study in 1989 of their program showing that boot camp graduates had a re-incarceration rate of 5.59 percent versus 7.75 percent for a comparison group; however, the study only contained data for a 13-month period.(3,p.ii)

A 1990 report of the South Carolina State Reorganization Commission showed that among 437 boot camp participants, 16 percent have had a subsequent conviction or had their probation revoked for a technical violation. Of these convictions and violations, 97 percent occurred during the first 12 months after completing boot camp. The most recent study, based on 1984 data, of recidivism for all people released (including all crimes and criminal histories) in that state showed a 16 percent recidivism rate for one year.(6,p.24)

The New York Department of Correctional Services research division report of 1990 on the state's Shock program said, "Despite being incarcerated for shorter periods of time, the Shock graduates appear to be returning at a rate similar to a selected comparable group of inmates...." But the report also notes that Shock graduates come back for offenses less serious than the comparison group, and more often for rule violations rather than for convictions on new crimes.(4,p.51-52) Georgia, Louisiana and New York are currently conducting studies and several other states have indicated they will be tracking recidivism rates as well.

Several states require the department of corrections (DOC) to report to the legislature on the progress of the boot camp programs. In Colorado, for example, the DOC is to provide a report that includes such information as: whether offenders are being diverted from probation or prison, whether bed space is being saved, and whether the recidivism rate for graduates of the program are equal to or lower than that of similar offenders committed to the DOC.

The National Institute of Justice currently is working on a multi-site survey to evaluate seven boot camp programs. The evaluation will address selection decisions, community supervision upon release, program characteristics and program location; however, the outcome of the study is not expected to be decisive. The study should be released by early next year.

The Bureau of Justice Assistance has offered funds to states for boot camp start-up and demonstration. New York and Texas have grants to implement and evaluate effectiveness of boot camps targeted for drug offenders.(7,p.47)

## FEDERAL INTEREST AND INCENTIVES

Title XVIII of the federal Crime Control Act of 1990 authorizes \$220 million for "correctional options," including, "four grants in each fiscal year, in various geographical areas throughout the United States, to public agencies for correctional options (including the cost of construction) that provide alternatives to traditional modes of incarceration and offenders release programs." Programs must provide appropriate intervention for young offenders; security and discipline; services such as counseling, drug treatment, education and job training; reduction in criminal recidivism; reduction in correctional costs; and development of industrial and service skills. Also available are grants to public agencies to "establish, operate, and support boot camp prisons."

Priority is given to applicants who show potential for developing or testing innovation alternatives, as well as those that demonstrate overall quality and programming in a boot camp program. States operating over capacity in correctional facilities are also given priority. The law also identifies military facilities that may be used as sites for correctional programs funded under this chapter.

As of January 1991, funds for these grants were not yet appropriated. The Federal Crime Control Act of 1990 also authorizes the Federal Bureau of Prisons to use shock incarceration (boot camp) programs. Title XXX specifies military-style regimented training, discipline and labor, and also requires that appropriate job training, education and drug and alcohol counseling be in place. As yet there are no boot camp facilities operating for federal offenders.(8)

The Office of Juvenile Justice and Delinquency Prevention (OJJDP), in conjunction with the Bureau of Justice Assistance, will develop and test up to three boot camps for juvenile offenders, with awards to be made in April 1991 for 18-month test sites. In addition, the National Institute of Justice will fund an independent evaluation of the OJJDP programs, also to begin in 1991.

## CONCLUSION

The lofty goals of reducing prison overcrowding, controlling corrections costs and providing for criminal deterrence and rehabilitation are only marginally achievable through boot camp prison programs.

By shortening the period of incarceration for prison-bound offenders, boot camps can have a minimal effect on prison overcrowding and costs. However, cost savings tend to be elusive in programs requiring special start-up and operational costs, yet which target less than 5 percent of the prison population. It is important to note that programs which target only probation-bound offenders are not likely to realize cost savings nor do they have any effect on prison populations.

Increased justice-system costs may in fact result from sending probation-bound offenders to boot camps.

Real savings, of course, can be realized if boot camp programs are successful in reducing subsequent criminal behavior in participants. As yet, however, long-term, comprehensive recidivism evaluations are absent from an evaluation of whether boot camps are good policy. Ultimately, an objective analysis of programs' rehabilitative value compared to or in combination with drug treatment, work and education programs, likely will be key to determining success or failure.

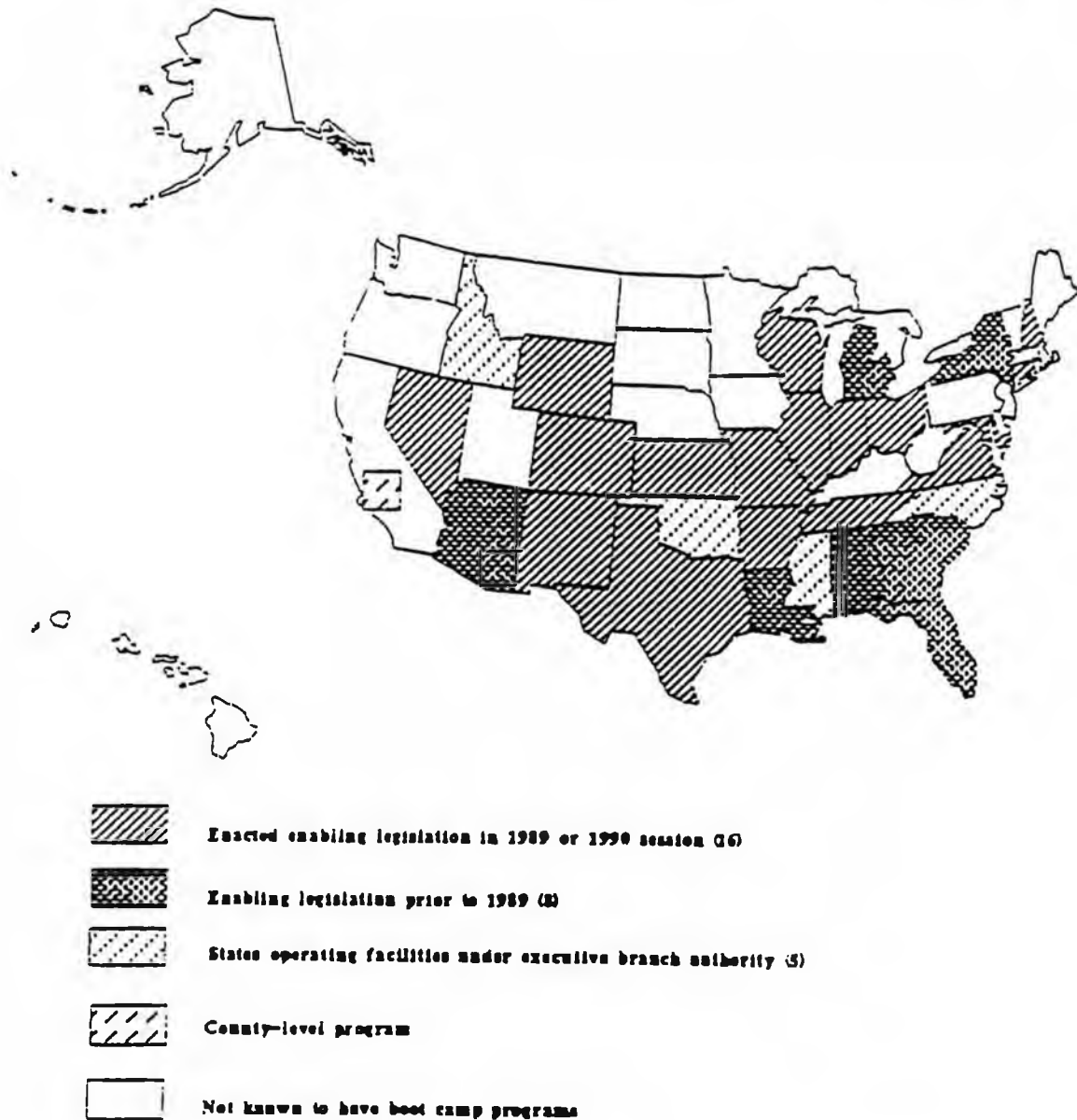
In current practice, boot camps do respond to the need for intermediate sanctions tougher than probation and which depart significantly from traditional prison by stressing offender accountability and change. A corrections leader has said boot camps are the "first sexy idea" corrections has had in almost two decades, and therefore should be given time to develop and be refined. Others have warned that military drills without attention to the social ills of illiteracy, unemployment and drug abuse are a wasted effort.

As with most state initiatives, considerable variation is seen in how states have designed and operated boot camp programs. Their experiences, as highlighted in this document, can begin to guide policymakers' decisions on future use of boot camps as a sentencing option.

## REFERENCES

- 1.) *Shock Incarceration: An Overview of Existing Programs*. Washington, D.C.: National Institute of Justice, U.S. Department of Justice, June 1989.
- 2.) U.S. Congress, House Committee on the Judiciary. *Shock Incarceration Act of 1990*, 101st Cong. 2d sess., 1990.
- 3.) *Boot Camp Evaluation*. Florida: Department of Corrections. March 1989.
- 4.) *The Second Annual Report to the Legislature: Shock Incarceration in New York State: The Corrections Experience*. Albany, N.Y.: Department of Corrections. January 1990.
- 5.) *Prison Boot Camps: Too Early to Measure Effectiveness*. Washington, D.C.: United States General Accounting Office. September 1988.
6. *An Evaluation of the Omnibus Criminal Justice Improvements Act of 1986*. Columbia, SC: State Reorganization Commission. March 1990.
- 7.) Doris Layton Mackenzie. "Boot Camp Prisons: Components, Evaluations and Empirical Issues." *Federal Probation*, September 1990.
- 8.) U.S. Congress, *Crime Control Act of 1990*, Chapter B, Section 515 (a) (1-3), 101st Cong. 2d sess., 1990.

**Figure 1.**  
**Boot Camp/Shock Incarceration Facility Use in the States**



Laurenz, *Shock Incarceration: An Overview of Existing Programs* (Washington, D.C.: NATIONAL INSTITUTE OF JUSTICE, U.S. DEPARTMENT OF JUSTICE, June 1989)  
 NCSL Original Research

## Appendix A State Statute Specifications for Boot Camps

State	Amount of Legislative Direction	Offender Eligibility Requirements	Prison Alternative/Enhanced Probation	Distinctive Program Features	Who Has Discretion to Select Candidates?
Alabama Ala. Code §15-18-6 (1989)	Moderate	List crimes not eligible. sentence of 15 years or less	PA	Unspecified	Court upon consultation with DOC, retained jurisdiction
Arizona Ariz. Rev. Stat. Ann. §13-915 (West 1989)	Moderate	Age, never been incarcerated as adult, no physical impairments, no contagious disease	EP	Academic education	Court - condition of intensive probation
Arkansas Ark. Stat. Ann. §12-28-701 to 705 (1989)	Minimal	Unspecified	PA	Unspecified	DOC
Colorado Colo. Rev. Stat. Art. 17.27.7 (1990)	Moderate	Age, no violent, no previous sentence in a correctional facility, free of physical & mental defects	PA	Educational & vocational assessment & training, job seeking skills, health education, drug/alcohol education & treatment.	Executive director referred to sentencing court upon completion for sentence reduction
Connecticut Conn. Gen. Stat. §18-101c (1989)	Moderate	Age, convicted of other than a class A felony, no physical or mental limitations	EP	Community work, job skills application & communication, separate from general inmate population, judge may require education, employment, restitution, approved residence upon release.	Court
Florida Fla. Stat. Ann. §958.04 (West 1990)	Moderate to Considerable	Age, crime is a felony if committed before 21st birthday, not previously classified under this statute, lists ineligible crimes, no physical limitations, not previously incarcerated.	PA	Training in decisionmaking, personal development, drug counseling, rehabilitation programs	Court commits to custody of DOC, DOC requests sentencing court approval
Georgia Ga. Code Ann. §42-8-35.1 (1989)	Minimal	Age, no contagious disease, not physically or mentally handicapped	EP	Unspecified	Court - with DOC approval
Illinois Ill. Ann. Stat. ch. 38, §1003A-1-1 to §1003A-1-4 §1005-6.3 to 3.4 (1990)	Moderate	Age, never imprisoned as adult for felony, lists crimes not eligible, sentenced to imprisonment of 5 years or less, no mental disorder or disability, written consent.	PA	Drug counseling, mandatory supervised release	Court - upon its independent assessment
Indiana Ind. Code Ann. §11-14 (1990)	Considerable	Age, male, committed to DOC to serve max. sentence of not more than eight years, suspendable sentence, no previous conviction or incarceration, not previously in a military or correctional boot camp, not mentally impaired.	PA	Separate from general inmate population, skills for living and rehabilitation, job skills, treatment for drug/alcohol abuse & emotional or mental problems, education - remedial & GED, vocational assessment, transition program includes education, counseling, community service, drug/alcohol treatment, assisted reintegration.	Committed to DOC, DOC reports to court, court may recommend offender but still must be approved by DOC, voluntary or not.
Kansas Kan. Stat. Ann. §75-32.127 (1989)	Minimal	Unspecified	Unspecified	Unspecified	Court
Louisiana La. Rev. Stat. Ann. C.Cr.P. Art. 901.1 (West 1990)	Considerable	First offender, suspended sentence of seven years or less as hard labor, has probation revoked on technical violation, otherwise eligible for parole, 1st or 2nd felony, never served time in a state prison, voluntary.	PA	Intensive parole supervision upon release	Sentenced to Dept. of Public Safety & Corrections, court recommends or Div. of Probation & Parole refers to court.

State	Amount of Legislative Direction	Offender Eligibility Requirements	Prison Alternative/ Enhanced Probation	Dis- cursive Program Features	Who has Discretion to Select Candidates?
Michigan Mich. Stat. Ann. §28.2356(3-5) & §28.1133(2) (Callahan 1990)	Minimal to Moderate	Age, never served sentence of imprisonment, likely to be sentenced to imprisonment, not physically or mentally handicapped.	PA	Unspecified	Court - with consent of offender
Missouri Mo. Ann. Stat. §217.378 (Vernon 1991)	Minimal to Moderate	Age, on felony probation, violated probation, no prior felony conviction.	PA	Unspecified	Court
Nevada Nev. Rev. Stat. §209.356 (1989)	Moderate	Age, male, convicted of nonviolent felony, never incarcerated for more than 6 months, otherwise eligible for probation.	EP	Training in recognition & prevention of drug/alcohol abuse, stress management, prepare for & obtain job.	Court returned to court upon completion
New Hampshire N.H. Rev. Stat. Ann. §651 (1989)	Minimal	Unspecified	PA	Intensive community supervision	Court upon recommendation of DOC
New Mexico N.M. Stat. Ann. §31-18-22 §33-1-17 (1990)	Moderate to Considerable	Adult male & female offenders, lists ineligible crimes, DOC to adopt regulations for screening, voluntary	PA	Substance abuse counseling & treatment, GED prep, training in decisionmaking & personal development & pre-release skills.	Court upon recommendation of corrections department.
New York N.Y. Corr. Law §665-667 (McKinney 1990)	Minimal to Moderate	Age, within 3 years of parole, lists ineligible crimes, must volunteer	PA	6 months, rehabilitation therapy	Screening committee requests answer from court approving or disapproving, court must respond within 25 days or automatically approved.
Ohio 118th Gen'l Assembly §5120.031 (1990)	Considerable	Age, convicted of or pleaded guilty to 3rd or 4th degree felony, lists ineligible crimes, never sentenced to 30 days or more in reform or penal institution, nonviolent	PA	Substance abuse education, employment & social skills, psychological treatment, GED prep, 30-60 days in halfway house with self help & GED prep, intensive supervision parole for remainder of sentence.	Judge sessions to Dept. of Rehabilitation & Correction, progress reports to sentencing court.
South Carolina S.C. Code Ann. §24-21-475 (Law, Co-op 1986)	Minimal	Age, convicted of nonviolent offense for which a five years or more sentence can be imposed, not physically or mentally handicapped, no contagious diseases.	PA	Unspecified	Judge - as condition of probation
Tennessee Tenn. Code Ann. §40-20-201 to 207 §40-28-130 (1989)	Minimal	Age, not physically or mentally handicapped, prison or probation of 6 years or less, no contagious diseases, lists ineligible crimes.	PA & EP	Treatment programs	Judge - as condition of probation
Texas Tex. Code of Crim. Proc. Ann. Art. 42.12 (Vernon 1990)	Minimal	Otherwise eligible for probation, age, not physically or mentally handicapped, never been incarcerated for felony.	PA	Unspecified	Court
Virginia Va. Code §19.2 - 316.1 & §53.1 - 67.1 (1990)	Considerable	Age, nonviolent felony, never been sentenced to incarceration as adult voluntary	PA	Counseling, remedial education, drug education, vocational assessment, upon release employment, vocational or other educational programs may be required, voluntary withdrawal.	Court orders commitment to DOC for evaluation, DOC recommends
Wisconsin Wis. Stat. Ann. §302.043 (West 1990)	Moderate	Must volunteer, age, already incarcerated, has substance abuse problem, no psychological, physical or mental limitations, lists ineligible crimes	PA	Practical development counseling, substance abuse treatment & education, intensive supervision parole program for drug abusers.	DOC
Wyoming Wyo. Stat. §7-3-1003 (1989)	Minimal	Is entering prison in state penitentiary, age, no previous incarceration, lists ineligible crimes.	PA	Separation from general inmate population	Board of Charities & Reform

**SB**

**51**

**SFIN**

**FILE**

# SENATE FINANCE COMMITTEE REPORT

*Amr*  
*4/1*

DATE: 4/1/93

FURTHER:

DATE TURNED INTO OFFICE: 4-12-93

The Finance Committee considered **SENATE BILL NO. 51**

"An Act providing for establishment of work camps for juveniles adjudicated delinquent, and extending to all cities and to nonprofit corporations authority to maintain facilities for juveniles."

and recommends:

- replace with \_\_\_\_\_ CS \_\_\_\_\_ (FINANCE)  same title
- or  adopt previous \_\_\_\_\_ CS \_\_\_\_\_ ( )  new title
- attaches amendment(s)  technical title change (HB only)

adopts \_\_\_\_\_ Letter of Intent

further referral to the \_\_\_\_\_

do pass

do not pass

no recommendation

individual recommendations

**NEW FISCAL NOTES**

Department	Date	Zero	Fiscal

**PREVIOUS FISCAL NOTES**

Department	Date	Zero	Fiscal
DH & SS	3/8/93		\$9.3

Appropriation No Fiscal Note

**DO PASS:**

*Toni Kelly*  
*Scott Mays*

**OTHER RECOMMENDATIONS:**

~~*Toni Kelly*~~  
*Cerge Tracy* *Woke*  
*Butler* *No. Res.*  
*Trindler*

1. *Love Deauce* *10 Pass*  
Co-Chair: Signature/Recommendation

2. \_\_\_\_\_  
Co-Chair: Signature/Recommendation

# FISCAL NOTE

STATE OF ALASKA  
1993 LEGISLATIVE SESSION

No. 1  
Bill Version: SB 51  
(S) Publish Date: 3-8-93

Revision Date: \_\_\_\_\_ Dept. Affected: Health and Social Services  
Title: An act providing for establishment of work BRU: Family & Youth Services  
camps for juveniles adjudicated delinquent... Component: Central Office  
Sponsor: Senator R. Phillips  
Requestor: \_\_\_\_\_ COMPONENT SERIAL NO. 0259

**Expenditures/Revenues:**

(Thousands of Dollars)

OPERATING	FY94	FY95	FY96	FY97	FY98	FY99
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL	7.3					
SUPPLIES	1.0					
EQUIPMENT	1.0					
LAND & STRUCTURES						
GRANTS, CL						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>9.3</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

<b>CAPITAL</b>						
----------------	--	--	--	--	--	--

<b>REVENUE FUND SOURCE</b>						
----------------------------	--	--	--	--	--	--

**FUNDING:**

(Thousands of Dollars)

FUNDING	FY94	FY95	FY96	FY97	FY98	FY99
1002 Federal Receipts						
1003 GF Match						
1004 GF	9.3					
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
<b>TOTAL</b>	<b>9.3</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

**POSITIONS:**

POSITIONS	FY94	FY95	FY96	FY97	FY98	FY99
FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of current year (FY93) impact: 0.0

**ANALYSIS:** (Attach a separate page if necessary)

SB 51 would allow the Department to establish juvenile work camps for youth adjudicated delinquent. This fiscal note is for the administrative costs associated with the adoption of standards and regulations for the design, construction, repair, maintenance, and operation of all juvenile work camps. This would include the adoption of formal regulations, the publication of standards for the accreditation of work camp programs, consistent with the accreditation requirements for other state youth corrections programs.

This fiscal note does not fund the operation of a work camp.

Prepared by: Deborah R. Wing, Director Phone: 465-3191  
Division: Department of Health & Social Services Date: 01/25/93  
Approved by Commissioner: Theodore A. Mala, MD, MPH Date: 1/26/93  
Agency: Department of Health & Social Services

**PREPARER TO PROVIDE ALL DISTRIBUTION COPIES TO GOVERNOR'S LEGISLATIVE OFFICE**  
For further distribution information call the Governor's Legislative Office



Chair

Legislative Budget and Audit  
Community and Regional Affairs

Vice-Chair

Transportation

# Alaska State Legislature

Randy Phillips

State Senator

District L

Session

State Capitol  
Juneau, AK 99801  
(907) 465-4949

Interim

P.O. Box 142  
Eagle River AK 99577  
(907) 694-4949

## Memorandum

TO: Senator Steve Rieger, Chair  
Health, Education and Social Services Committee

FROM: Senator Randy Phillips *Rep*

DATE: February 19, 1993

RE: Senate Bill No. 51  
"An Act relating to the establishment of  
work camps for juveniles adjudicated delinquent, and  
extending to all cities and to nonprofit corporations  
authority to maintain facilities for juveniles."

A "work-camp" is a residential facility set aside for use only by minors. Those individuals placed in such an alternative facility may be required to labor on buildings and grounds or perform other activity, including education. Senate Bill 51 authorizes the Department of Health and Social Services to establish regulations for the operations of "work camps" and to place delinquent minors into work camps instead of another type of detention facility.

Further, Senate Bill 51 provides that a city or a non-profit corporation may maintain and operate a juvenile work camp under regulations to be adopted by the Department of Health and Social Services.

A work camp for juveniles is used successfully in Nevada. The Nevada system stresses academics, physical labor and structured discipline. The China Spring facility has been operated since 1981. Rather than being a punitive institution, the work camp is based on achievement and accountability. Clients in the camp are taught social and personal responsibility in a structured environment. They are able to earn privileges by showing responsibility.

SPONSOR STATEMENT

Twenty-three (23) states have some form of "boot-camp" or "work-camp" alternative for young adult offenders. The environment of a boot camp or work camp promotes the values of our society and should help to rehabilitate young offenders and ultimately reduce corrections costs and juvenile crime.



Chair

*Legislative Budget and Audit  
Community and Regional Affairs*

# Alaska State Legislature

Randy Phillips

State Senator  
District L

Session

State Capitol  
Juneau, AK 99801  
(907) 465-4949

Interim

P.O. Box 142  
Eagle River AK 99577  
(907) 694-4949

## NEWS RELEASE

JANUARY 19, 1993

SUBJECT: JUVENILE BOOTCAMP BILL

CONTACT: 465-4949  
SENATOR RANDY PHILLIPS

REP

As part of an effort to enhance Alaska's juvenile justice system, Republican Senator Randy Phillips of Eagle River, has introduced what is popularly termed a "boot camp bill" for delinquent juveniles.

Senator Phillips explains that Senate Bill 51 is virtually identical to legislation introduced during the previous Legislature to establish work camps for juvenile offenders. SB 51 would offer the option of placing a juvenile in a work camp instead of another institution. The so-called "boot camps" would be operated by either a city or a non-profit corporation.

\* A so-called "boot camp" is considered a residential facility set aside for use only by minors. Those individuals placed in such an alternative facility may be required to labor on buildings and grounds or perform other activity, including education.

SB 51 is patterned after a program used successfully in Nevada. The Nevada system and the system offered in SB 51 stresses academics, physical labor and structured discipline.



# Alaska State Legislature

**Chair**

*Legislative Budget and Audit  
Community and Regional Affairs*

**Vice-Chair**

*Transportation*

February 19, 1993

**Randy Phillips**

**State Senator  
District L**

**Session**

*State Capitol  
Juneau, AK 99801  
(907) 465-4949*

**Interim**

*P.O. Box 142  
Eagle River AK 99577  
(907) 694-4949*

## Sectional Analysis

SB 51

**Section 1:**

Amends AS 47.10.080(b) to allow the department of health and social services to place in a juvenile work camp a delinquent minor committed to the department by the court.

**Section 2:**

Amends AS 47.10.150 by adding juvenile work camps to the types of juvenile institutions over which the department has certain powers.

**Section 3:**

Amends AS 47.10.160(a) to include juvenile work camps in the list of specific duties the department must perform under the chapter governing juvenile institutions.

**Section 4:**

Amends AS 47.10.170 to allow a city or a non-profit corporation to maintain and operate a juvenile work camp; and, to allow a city or non-profit corporation to receive grants-in-aid for the operation of a camp.

**Section 5:**

Amends AS 47.10.180(a) to authorize the department to adopt regulations for the operation of juvenile work camps.

**Section 6:**

Amends AS 47.10.190 by applying to work camps the conditions governing the detention of juveniles.

**Section 7:**

Amends AS 47.10.990 by adding a definition of "juvenile work camp."



JAN 17 1992

(702) 782-9870

Post Office Box 218 • Minden, Nevada 89423

DOUGLAS COUNTY

January 13, 1992

Senator Virginia Collins  
Alaska State Legislature  
Post Office Box V  
Juneau, Alaska 99811

Dear Senator Collins:

Pursuant to your request, enclosed please find a brief history of China Spring. You may also wish to obtain a copy of Nevada Revised Statutes 234.297 to 244.299 as amended in Chapter 31 of the 1960 Nevada State Legislature.

Please advise if we can be of further assistance.

Sincerely,

Michael J. Harper  
Director

MJH:sc

CHINA SPRING YOUTH CAMP

## CHINA SPRING YOUTH CAMP

### LOCATION

2.5 miles south of Bodie Flat, in Douglas County, approximately nine miles from Minden and Gardnerville. The mailing address is Post Office Box 218, Minden, Nevada 89423.

### HISTORY

In 1979 District Judge Howard McKibben, Chief Probation Officer James Estabrook and members of the local community perceived a need for a juvenile placement facility to serve as an alternative to the Nevada Youth Training Center at Elko. Jewel and Stoddard Jacobsen, of Gardnerville, donated forty acres of land for the project. China Spring Youth Camp obtained an energy conservation grant, service clubs assistance, and an additional community fund raising effort raised \$80,000.00. During the summer of 1981, using a CETA Youth Work Project Grant and with the cooperation of local contractors, a road was cut into the property. In August of 1983, the Camp was opened and operated until July of 1985.

The Camp underwent major renovations from 1985 to 1987. It was reopened in June of 1987 with a 30 bed capacity and is presently a self-contained facility located in a wilderness setting. The facility utilizes solar energy, "state of the art" in energy conservation. The Camp consists of seven facilities: a dormitory, messhall, office/laundry, hatchery, school facility and administrative offices. The Camp has its own water system.

Since China Spring Youth Camp re-opened, the staff has continued to develop in-house programs designed to give the residents every opportunity to make meaningful and positive changes in their lives. Each day is filled with academics, physical training, work projects and counseling. Each resident learns self discipline and task completion.

The China Spring Youth Camp is currently capable of housing 30 mid-level juvenile offenders. We offer a staff secured facility that provides a structured environment that develops self discipline, confidence and improved academic standing. The Camp has accepted placement from all Nevada Judicial Districts.

### MISSION

The China Spring Youth Camp is a regional training, residential facility for mid-level juvenile offenders. The Camp is established as a staff-secured facility whose purpose is to provide the structure and programs necessary for the resident youth to

overcome their delinquent and anti-social behaviors, and to facilitate a positive reintegration into the family and the community.

#### GOALS

1. To modify the behavior patterns of residents by providing an opportunity for achievement in a controlled and structured environment.
2. To work with the residents through the different programs to enable him to have the skill to function appropriately when he re-enters his home, school and community.

#### COMMITMENT CRITERIA/PROCEDURE

1. The child be adjudicated a delinquent child within the purview of Chapter 62 of the Nevada Revised Statutes.
2. Child to be committed to the care and custody and control of the Superintendent of the Nevada Youth Training Center at Elko.
3. That commitment be suspended and the child be placed on formal probation with the condition that he successfully complete the program.

The above procedure will allow for the sending county to maintain jurisdiction of the child upon the release from the Camp and his return to the community.

#### CAMP DISCIPLINE

The China Spring Youth Camp Program is based on accountability and achievement. The Camp is not a punitive institution. The clients of the Camp are taught social and personal responsibility in a structured environment in which privileges are earned. For every privilege granted to a client, an equal responsibility is assigned.

#### EDUCATION

Educational programming is provided by the Douglas County School District. General academic programs are offered. Additional instruction is available in the use of computers and vocational classes. Apprenticeships are implemented in welding, cooking and various agricultural activities.

Emphasis in the educational setting is on obtaining the basic skills that facilitate their integration into society and the work place. As most residents have had academic problems, additional emphasis is placed on making up any credits they may be deficient in for graduation.

### COUNSELING

The youth at Camp need direction, guidance and the experience of taking personal responsibility for their actions. The Camp is committed to an intensive, dedicated, caring and professional approach. The staff work to enable the youth to take charge of their lives and develop the confidence and self esteem to satisfactorily adjust to the community.

Each resident is involved in private and individual counseling. The Camp has on staff, state certified alcohol and drug counselors, and a program administrator for alcohol and drugs.

Residents are involved in counseling that includes programs from the Bureau of Alcohol and Drug Abuse, reality therapy, behavior modification, personal hygiene, personal finance, ethics, the youth and the law, goal setting, job search skills and others in an ongoing process.

### STAFF

The China Spring Youth Camp employs and trains a professional counseling staff. Staff members must possess skills that lend themselves to all areas of the program. The resident must have access to a skilled counselor on a 24 hour a day basis. China Spring Youth Camp staff does not perform straight supervision duties, with their skills they set the tone for an environment conducive to behavioral change.

### TREATMENT

The residents shall have a treatment plan completed within the first thirty (30) days of residence. The plan will be prepared by staff counselors in cooperation with the resident. The plan shall include the following goals: behavioral, educational, psychological, family and community, and work.

### WILDERNESS PROGRAM

The developmental concept of wilderness training is to provide an opportunity for achievement in a setting dissimilar from the settings of a juvenile offenders non-achievement. Any person's

ability to become proficient in the social skills necessary to become a contributory element of society is dependent on the individual's concept of self worth, his perception of his functional social abilities, and his degree of self discipline.

In an attempt to overcome a history of societal failure, a youth referred to the China Spring Wilderness Program is given an opportunity to achieve in a highly structured setting. The program functions by providing problem solving tasks set in a unique physical social environment which impels the learner to mastery of these tasks.

The participants are exposed to natural laws and their consequences. Unlike many of society's laws, the problems they present tend to be straightforward, but often, their solutions require flexibility and creativity. In the wilderness setting, the youth is no longer able to rationalize his failures as being the fault of another person or institution. The counselors provide the instruction and the expertise necessary for the youth to be successful; it is the youth's efforts, however, that will determine his success. Once a youth has learned that the degree of his success is limited, only by his efforts and knowledge, that lesson is transferred to the other elements of camp life and into a redevelopment of self awareness and self esteem, and this changes the direction of his problem solving behavior in the general society.

#### ADDITIONAL TRAINING

Residents are involved in daily activities that provide benefits to the Camp and develop new skills for the residents. These have included community projects of laying sod at schools and county facilities, landscaping of Camp grounds, care of chukar project, building maintenance, fence building, gardening, construction tasks and vocational training.

#### FOOD SERVICES

The Food Service Unit is responsible for providing nutritious, well balanced meals that will ensure the necessary daily dietary requirements for each resident. Meals will be in compliance with guidelines set by the United State Department of Health and Welfare in conjunction with the National School Lunch Program through the State Department of Education.

#### MEDICAL SERVICES

Medical services are available 24 hours a day.

### AFTERCARE

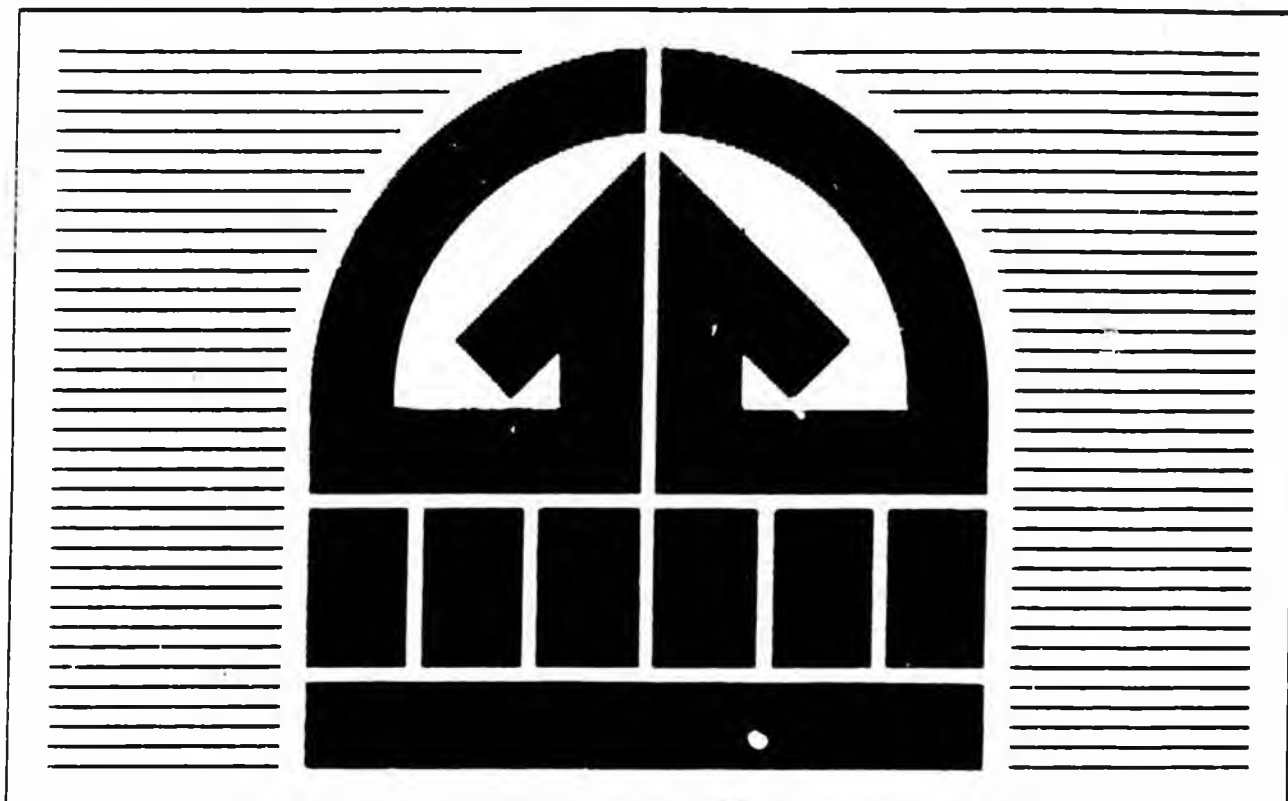
The children who are released from China Spring Youth Camp will return to their original jurisdiction. The committing Probation Officer or Youth Parole Service retains custody of the child and is kept informed of the residents progress. Family counseling for the children who reside in outlying counties will be provided by Rural Clinics Community Mental Health Center of the State of Nevada.

### FUTURE GOALS

As the Camp continues to grow many goals and projects still lie ahead. As the need arises, China Spring Youth Camp is prepared to expand to a capacity of 40 residents. Nevada has a rapidly growing population and consequently increasing need for residential juvenile facilities. The State of Nevada already faces continual over crowding at its training center. China Spring Youth Camp provides a viable low cost alternative to expansion of State facilities.

Future projects include the construction of a vocational arts building, completion of athletic fields, an additional water well and a reservoir for increased fire protection.

# STATE LEGISLATIVE REPORT



## **PRISON BOOT CAMPS: POLICY CONSIDERATIONS AND OPTIONS**

by

**Kae M. Warnock**  
Staff Assistant  
and  
**Donna Hunzeker**  
Senior Policy Specialist

Vol. 16, No. 1 March 1991

GOVERNMENT  
6731

an Information Service of the National Conference of State Legislatures  
dway, Suite 700, Denver, Colorado 80202. William T. Pound, Executive Director

STATE LEGISLATIVE REPORT:  
"PRISON BOOT CAMPS:"

## INTRODUCTION

A new breed of correctional facility has evolved out of concerns over increased drug crime and prison overcrowding, and the belief that traditional prisons often fail to rehabilitate offenders. In addition, there has been growing public sentiment that offenders be held accountable for their crimes and that serious offenders serve longer sentences. This has added to prison crowding and motivated state policymakers to search for intermediate sanctions for less-serious offenders.

Boot camps--also known as shock incarceration, special alternative incarceration or regimented inmate discipline--are military-style facilities distinguished by reveille, close-order drills, marching and demanding physical requirements. Participants are usually young adult offenders with no prior incarceration who are serving time for their first non-violent felony conviction. Offenders attend a boot camp program for a shorter duration than a standard prison sentence, 60 to 180 days depending on the state program, and then ordinarily are released on parole for an additional year or more. Boot camps are politically popular because the public sees the programs as "tough on crime." Corrections officials often like the programs because the stringent rules and schedules provide a more controlled environment for offenders than standard incarceration.

## LEGISLATIVE ACTIVITY

Boot camps for young adult offenders now operate in at least 23 states, and another seven states are in the process of setting up boot camp programs.

Oklahoma and Georgia opened the first boot camp programs in 1983. Most states with programs have added them just since 1987, and considerable legislative activity has occurred since 1989. Sixteen states enacted enabling legislation in the 1989 or 1990 sessions: Arkansas, Colorado, Connecticut, Illinois, Indiana, Kansas, Missouri, Nevada, New Hampshire, New Mexico, Ohio, Tennessee, Texas, Virginia, Wisconsin and Wyoming. Eight states--Alabama, Arizona, Florida, Georgia, Louisiana, Michigan, New York and South Carolina--enacted enabling legislation between 1983 and 1989. At least five states -- Idaho, Maryland, Mississippi, North Carolina and Oklahoma--operate boot camps under department of corrections regulatory authority. At least one county, Los Angeles, is operating a one-year pilot project.(Figure 1)

## POLICY CONSIDERATIONS

### *Prison-bound or probation-bound offenders*

Perhaps the central policy issue to be addressed in considering or expanding boot camp programs is whether the program will be used to divert prison-bound offenders or as a more intensive, punitive form of probation.

In at least 19 states, statutes specify boot camps as an alternative for prison-bound offenders, with the intent of providing shorter more intensive terms in a boot camp for some offenders who would have served a longer prison term. In most states that statutorily divert prison-bound offenders to boot camp, the length of the original sentence is not specified by statute. In states that do designate original sentence length for program eligibility, the offender may be trading a sentence as short as three years for six months in a boot camp (New York) or a sentence as long as 15 years for 120 days in a boot camp (Alabama).(Appendix A)

In at least five states, probation-bound offenders are targeted by statute in order to provide boot camps as a sentencing option for offenders for whom straight probation was considered too lenient. Probation-bound offenders are diverted into the boot camp program by the sentencing judge. Both Connecticut and Georgia statutes allow the court to use boot camp as a condition of probation, and Arizona uses it as a condition of intensive probation.(Appendix A)

Tennessee is the only state found to have two separate statutes: one targets prison-bound offenders and the other targets probation-bound offenders. Theoretically, prison-bound and probation-bound offenders could serve side-by-side in the same boot camps. As yet, however, no probation-bound offenders have been sent to Tennessee's boot camp, according to the department of corrections.

Ten states give the court primary discretion to determine whether otherwise prison-bound or probation-bound offenders are sentenced to boot camps. Often, offenders sentenced to boot camps by a judge must also then be screened and accepted by the Department of Corrections (DOC).(Appendix A)

In about 12 states, the department of corrections has considerable discretion for diverting prison-sentenced inmates into boot camps. In six of these states, the DOC's discretion is somewhat diluted because the court maintains jurisdiction and continues to oversee and review the offender's case throughout the program.(Appendix A)

#### *Target offenders*

Most states specify that participants in boot camps be non-violent felony offenders who have never served time in a prison. A majority of the states target a specific age group either by statute or by DOC policy, the most common range being from 17 to 25 years of age. New Mexico and Wisconsin target certain drug offenders for the program. Several states statutorily exclude certain crimes such as murder, first degree rape, first degree kidnapping, first degree robbery, capital or life felonies, sex offenses, child abuse or child sexual abuse. Many state laws require that offenders be physically and mentally fit. At least five states have boot camps for women.

### PROGRAM OBJECTIVES

The most frequently stated goals of boot camps are to reduce prison overcrowding, deter offenders from crime, rehabilitate young adult offenders and reduce corrections costs..

#### *Reducing Prison Overcrowding*

Several states have authorized boot camps, with reduction of prison overcrowding as a goal of the program. In Arkansas, offenders are evaluated according to a set of guidelines adopted by the Board of Correction, under statutory language which says the program is "designed to reduce inmate population by diverting eligible offenders from long-term incarceration." (Ark. Stat. Ann. 12-28-701 to 12-28-705 (1989)) The Florida law indicates that "Due to severe prison overcrowding, the Legislature declares the construction of a basic training program facility is necessary to aid in alleviating an emergency situation." (Fla. Stat. Ann. 958.04 (West 1990))

However, an analysis done by Abt Associates, Inc. for the National Institute of Justice (NIJ), of the U.S. Department of Justice in 1989 said that in comparing maximum annual capacity in boot camps in a number of states to total prison population, the potential effect of boot camps on prison overcrowding is small. Boot camp capacity as a percent of prison population ranged from 1.1 percent in Florida to 11.6 percent in Mississippi according to the NIJ analysis. Boot camps averaged about 4.7 percent of total prison populations in the states examined. Current selection criteria for participants would, therefore, limit the number of facilities needed to a relatively small number.(1,p.12)

#### *Deterrence and Rehabilitation*

Another commonly stated purpose of boot camps is to deter offenders from committing additional crimes by giving them a "taste" of prison. This may be particularly true where boot camps are used as a more punitive form of probation. Many boot camps operate within a conventional state prison, but participants are separated from the general population. This gives offenders a "close, sobering exposure to the realities of prison life, but without subjecting them to abuse, exploitation or corruption by hardened criminals," according to the NIJ study. (1,p.xi)

Physical exercise combined with drills and discipline is seen as having rehabilitative value by some policymakers and program managers. Shock incarceration, according to Donald J. Hengesh, director of Special Alternatives Incarceration in Michigan, teaches inmates "self-esteem, self-discipline, self-responsibility and how to work...more importantly [the program] push[es] these individuals to achieve at levels that they never knew they could achieve at before."(2,p.3)

Some programs have added confidence-building exercises, and several require participants to quit smoking. North Carolina includes a Ropes Challenge program, which works first on building group skills such as getting a team over a 12 foot wall, then on individual confidence building such as walking a balance beam suspended 30 feet in the air. In Louisiana, program participants in the Orleans Parish are able to run 12 miles upon completion of the program.(1,p.23)

Most programs do not rely solely on military drills for their rehabilitation, many also include drug and alcohol counseling, reality therapy, individual counseling, literacy training and other pre-release programs. In New York, offenders are placed in a therapeutic community emphasizing community living and socialization skills.(1,p.5) Education also is emphasized in the New York program, with offenders required to spend 12 hours per week in classes. A 1990 report of the New York State Department of Correctional Services, Division of Program Planning, Research and Evaluation, said the academic achievement of boot camp participants is somewhat less than inmates in comparison New York facilities, but boot camp inmates both start with more skill deficiencies and spend less time in the program.(4,pp.35-36) Although many states' boot camp programs offer education, at least two states offer no adult basic education because of the difficulty in doing so in any meaningful way in the short period of time offenders are in the boot camp program.(1,p.27)

At least 10 state statutes specify that offenders receive drug and alcohol education or treatment in boot camps. As mentioned earlier, in New Mexico and Wisconsin certain drug offenders are targeted for the program. In Tennessee, however, some drug offenders are statutorily excluded.

Some states provide considerable pre-release assistance and direction. For example, in Maryland, parole agents visit the offenders before they are released, examine their home environments and make arrangements for offenders to meet with job placement assistance counselors. In at least one state, DOC officials recommend to the sentencing judge that drug offenders be required to attend out-patient drug counseling upon release, and in a few other states the statute specifies that drug offenders be sent to drug treatment or educational programs upon release. Two states--Indiana and Wisconsin--statutorily require drug treatment upon release from boot camp.

#### *Cost Issues*

Many boot camps are set up on the grounds of existing correctional facilities and share kitchen, medical and administrative services, contributing to cost-efficient start-up. However, per diem costs may be as much or more than standard prison because of higher staff to inmate ratios.(1,p.16)

The 1989 NIJ study indicated that cost savings come primarily from the shorter terms participants serve. For states to save money, the researchers conclude, they must admit inmates who otherwise would have served longer prison terms. Florida data show that time served in boot camps is about 215 days shorter than what participants would have spent in prison, suggesting savings to the state.(3,p.22) In New York, a 1990 report by the Department of Correctional Services research division estimated that despite higher per diem costs than other prison facilities, a total savings of \$55.6 million was realized for 1,158 boot camp participants. This includes an

estimated \$36.6 million saved in capital construction and \$19.0 million saved in care and custody costs, mostly because inmates were housed for a shorter time.(4,pp.33-34)

A 1990 report by the South Carolina State Reorganization Commission for the state legislature examined the criminal histories of the offenders in the boot camp program to determine how many offenders were actually being diverted from prison and whether any offenders were being diverted from probation. Of the 664 offenders who were placed in the boot camp program between July 1987 and January 1989, 244 were diverted from prison and 420 were diverted from probation. Still the net cost savings of diverting 244 offenders from prison, after taking into account the costs added by placing 420 probation-bound offenders into boot camps, was determined to be \$1.4 million.

None of the cost analyses known have attempted to compute the return-to-crime factor into costs. Perhaps eventually, fiscal studies will combine recidivism data with cost data and analysis of who is being diverted into boot camp programs.

## EVALUATIONS AND OUTCOMES

Whether or not boot camps meet the intended objective of rehabilitation of the offender is also an important policy consideration. To date, however, most outcome analyses are either anecdotal, short-term or inconclusive.

Studies by the National Institute of Justice (NIJ) of the U.S. Department of Justice in 1989 and the U.S. Government Accounting Office (GAO) in 1988 concluded that available data are not sufficient to support the theory that boot camps reduce recidivism, overcrowding or prison costs.(1,p.35)(5,p.1)

The NIJ study looked at recidivism rates for graduates of boot camps in Georgia and Oklahoma and found them to be about the same as those of offenders released from prison. In fact, the Georgia DOC found that after a three year follow-up, 38.5 percent of the offenders who participated in boot camp returned to prison, compared to 38 percent recidivism of released prison inmates. Oklahoma found that almost half the boot camp graduates had returned to prison compared to 28 percent in a comparison group of prison inmates over a 29-month period.(1,p.4)

A few states also have tracked the return to crime or subsequent incarceration of boot camp participants. The Florida Department of Corrections released a study in 1989 of their program showing that boot camp graduates had a re-incarceration rate of 5.59 percent versus 7.75 percent for a comparison group; however, the study only contained data for a 13-month period.(3,p.ii)

A 1990 report of the South Carolina State Reorganization Commission showed that among 437 boot camp participants, 16 percent have had a subsequent conviction or had their probation revoked for a technical violation. Of these convictions and violations, 97 percent occurred during the first 12 months after completing boot camp. The most recent study, based on 1984 data, of recidivism for all people released (including all crimes and criminal histories) in that state showed a 16 percent recidivism rate for one year.(6,p.24)

The New York Department of Correctional Services research division report of 1990 on the state's Shock program said, "Despite being incarcerated for shorter periods of time, the Shock graduates appear to be returning at a rate similar to a selected comparable group of inmates..." But the report also notes that Shock graduates come back for offenses less serious than the comparison group, and more often for rule violations rather than for convictions on new crimes.(4,p.51-52) Georgia, Louisiana and New York are currently conducting studies and several other states have indicated they will be tracking recidivism rates as well.

Several states require the department of corrections (DOC) to report to the legislature on the progress of the boot camp programs. In Colorado, for example, the DOC is to provide a report that includes such information as: whether offenders are being diverted from probation or prison, whether bed space is being saved, and whether the recidivism rate for graduates of the program are equal to or lower than that of similar offenders committed to the DOC.

The National Institute of Justice currently is working on a multi-site survey to evaluate seven boot camp programs. The evaluation will address selection decisions, community supervision upon release, program characteristics and program location; however, the outcome of the study is not expected to be decisive. The study should be released by early next year.

The Bureau of Justice Assistance has offered funds to states for boot camp demonstration. New York and Texas have grants to implement and evaluate effective boot camps targeted for drug offenders.(7,p.47)

## FEDERAL INTEREST AND INCENTIVES

Title XVIII of the federal Crime Control Act of 1990 authorizes \$220 million for "correctional options," including, "four grants in each fiscal year, in various geographical areas throughout the United States, to public agencies for correctional options (including the cost of construction) that provide alternatives to traditional modes of incarceration and offenders release programs." Programs must provide appropriate intervention for young offenders: security and discipline; services such as counseling, drug treatment, education and job training; reduction in criminal recidivism; reduction in correctional costs; and development of industrial and service skills. Also available are grants to public agencies to "establish, operate, and support boot camp prisons."

Priority is given to applicants who show potential for developing or testing innovation alternatives, as well as those that demonstrate overall quality and programming in a boot camp program. States operating over capacity in correctional facilities are also given priority. The law also identifies military facilities that may be used as sites for correctional programs funded under this chapter.

As of January 1991, funds for these grants were not yet appropriated. The Federal Crime Control Act of 1990 also authorizes the Federal Bureau of Prisons to use shock incarceration (boot camp) programs. Title XXX specifies military-style regimented training, discipline and labor, and also requires that appropriate job training, education and drug and alcohol counseling be in place. As yet there are no boot camp facilities operating for federal offenders.(8)

The Office of Juvenile Justice and Delinquency Prevention (OJJDP), in conjunction with the Bureau of Justice Assistance, will develop and test up to three boot camps for juvenile offenders, with awards to be made in April 1991 for 18-month test sites. In addition, the National Institute of Justice will fund an independent evaluation of the OJJDP programs, also to begin in 1991.

## CONCLUSION

The lofty goals of reducing prison overcrowding, controlling corrections costs and providing for criminal deterrence and rehabilitation are only marginally achievable through boot camp prison programs.

By shortening the period of incarceration for prison-bound offenders, boot camps can have a minimal effect on prison overcrowding and costs. However, cost savings tend to be elusive in programs requiring special start-up and operational costs, yet which target less than 5 percent of the prison population. It is important to note that programs which target only probation-bound offenders are not likely to realize cost savings nor do they have any effect on prison populations.

Increased justice-system costs may in fact result from sending probation-bound offenders to boot camps.

Real savings, of course, can be realized if boot camp programs are successful in reducing subsequent criminal behavior in participants. As yet, however, long-term, comprehensive recidivism evaluations are absent from an evaluation of whether boot camps are good policy. Ultimately, an objective analysis of programs' rehabilitative value compared to or in combination with drug treatment, work and education programs, likely will be key to determining success or failure.

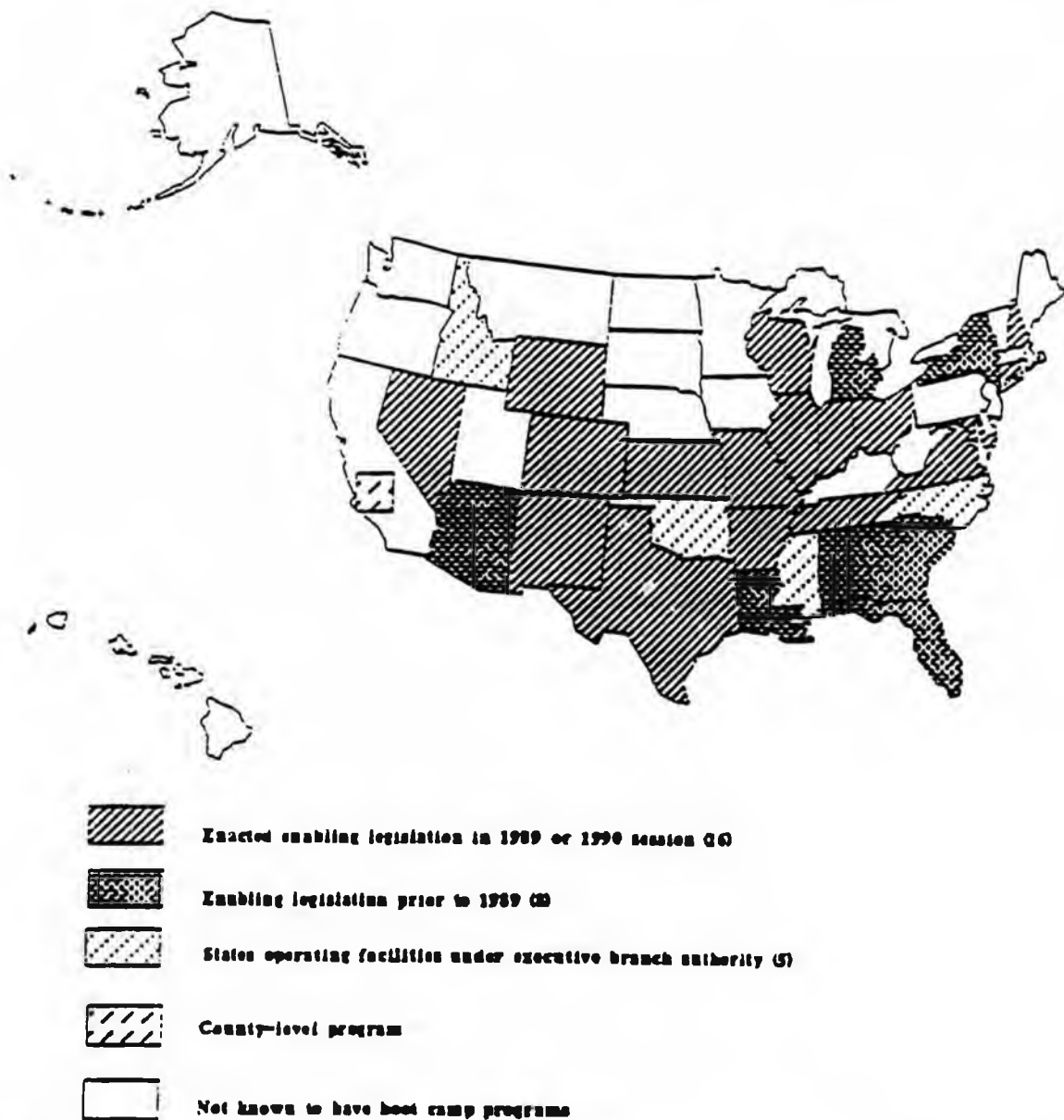
In current practice, boot camps do respond to the need for intermediate sanctions tougher than probation and which depart significantly from traditional prison by stressing offender accountability and change. A corrections leader has said boot camps are the "first sexy idea" corrections has had in almost two decades, and therefore should be given time to develop and be refined. Others have warned that military drills without attention to the social ills of illiteracy, unemployment and drug abuse are a wasted effort.

As with most state initiatives, considerable variation is seen in how states have designed and operated boot camp programs. Their experiences, as highlighted in this document, can begin to guide policymakers' decisions on future use of boot camps as a sentencing option.

## REFERENCES

- 1.) *Shock Incarceration: An Overview of Existing Programs*. Washington, D.C.: National Institute of Justice, U.S. Department of Justice, June 1989.
- 2.) U.S. Congress, House Committee on the Judiciary. *Shock Incarceration Act of 1990*, 101st Cong. 2d sess., 1990.
- 3.) *Boot Camp Evaluation*. Florida: Department of Corrections. March 1989.
- 4.) *The Second Annual Report to the Legislature: Shock Incarceration in New York State: The Corrections Experience*. Albany, N.Y.: Department of Corrections. January 1990.
- 5.) *Prison Boot Camps: Too Early to Measure Effectiveness*. Washington, D.C.: United States General Accounting Office. September 1988.
6. *An Evaluation of the Omnibus Criminal Justice Improvements Act of 1986*. Columbia, SC: State Reorganization Commission. March 1990.
- 7.) Doris Layton Mackenzie. "Boot Camp Prisons: Components, Evaluations and Empirical Issues." *Federal Probation*, September 1990.
- 8.) U.S. Congress, *Crime Control Act of 1990*, Chapter B, Section 515 (a) (1-3), 101st Cong. 2d sess., 1990.

**Figure 1.**  
**Boot Camp/Shock Incarceration Facility Use in the States**



Source: *Shock Incarceration: An Overview of Existing Programs* (Washington, D.C.: National Institute of Justice, U.S. Department of Justice, June 1989) and Official Records

**Appendix A  
State Statute Specifications for Boot Camps**

State	Amount of Legislative Direction	Offender Eligibility Requirements	Prison Alternative/Enhanced Probation	Distinctive Program Features	Who Has Discretion to Select Candidates?
Alabama Ala. Code §15-18-4 (1989)	Moderate	List crimes not eligible, sentence of 15 years or less	PA	Unspecified	Court upon consultation with DOC, retained jurisdiction
Arizona Ariz. Rev. Stat. Ann. §13-915 (West 1989)	Moderate	Age, never been incarcerated as adult, no physical impairments, no contagious disease	EP	Academic education	Court - condition of intensive probation
Arkansas Ark. Stat. Ann. §12-28-701 to 705 (1989)	Minimal	Unspecified	PA	Unspecified	DOC
Colorado Colo. Rev. Stat. Art. 17-27.7 (1990)	Moderate	Age, nonviolent, no previous sentence in a correctional facility, free of physical & mental defects	PA	Educational & vocational assessment & training, job seeking skills, health education, drug/alcohol education & treatment	Executive director returned to sentencing court upon completion for sentence reduction
Connecticut Conn. Gen. Stat. §14-101c (1989)	Moderate	Age, convicted of other than a class A felony, no physical or mental limitations	EP	Community work, job skills application & construction, separate from general inmate population, judge may require education, employment, restitution, approved residence upon release.	Court
Florida Fla. Stat. Ann. §95E.04 (West 1990)	Moderate to Considerable	Age, crime is a felony if committed before 21st birthday, not previously classified under this statute, less ineligible crimes, no physical limitations, not previously incarcerated.	PA	Training in decisionmaking, personal development, drug counseling, rehabilitation programs	Court commits to custody of DOC, DOC requests sentencing court approval.
Georgia Ga. Code Ann. §42-8-35.1 (1989)	Minimal	Age, no contagious disease, not physically or mentally handicapped	EP	Unspecified	Court - with DOC approval.
Illinois Ill. Ann. Stat. ch. 38, §1003A-1-1 to §1003A-1-6 §1003-4-1 to 3-4 (1990)	Moderate	Age, never imprisoned as adult for felony, less crimes not eligible, sentenced to imprisonment of 5 years or less, no mental disorder or disability, written consent.	PA	Drug counseling, mandatory supervised release	Court - upon its independent assessment
Indiana Ind. Code Ann. §11-14 (1980)	Considerable	Age, male, committed to DOC to serve max, sentence of not more than eight years, suspendable sentence, no previous conviction or incarceration, not previously in a military or correctional boot camp, not mentally impaired.	PA	Separate from general inmate population, skills for living and rehabilitation, job skills, treatment for drug/alcohol abuse & emotional or mental problems, minimum - remedial & GED, vocational assessment, transition program includes education, counseling, community service, drug/alcohol treatment, limited restrictions.	Committed to DOC, DOC reports to court, court may recommend offender but still must be approved by DOC, voluntary withdrawal.
Kansas Kan. Stat. Ann. §75-52.127 (1989)	Minimal	Unspecified	Unspecified	Unspecified	Court
Louisiana La. Rev. Stat. Ann. C.Cr.P. Art. 901.1 (West 1990)	Considerable	First offender, suspended sentence of seven years or less at hard labor, has previous record as technical violation, otherwise eligible for parole, 1st or 2nd felony, never served time in a state prison, voluntary.	PA	Intensive parole supervision upon release	Sentenced to Dept. of Public Safety & Corrections, court recommends or Dir. of Probation & Parole refers to court.

State	Amount of Legislative Direction	Offender Eligibility Requirements	Prison Alternative/Enhanced Probation	Dispositive Program Features	Who Has Discretion to Select Candidates?
Michigan Mich. S. H. Ann. §28.235(3-5) & §28.1133(2) (Callahan 1990)	Minimal to Moderate	Age, never served sentence of imprisonment, likely to be sentenced to imprisonment, not physically or mentally handicapped.	PA	Unspecified	Court - by a committee of offender
Missouri Mo. Ann. Stat. §217.378 (Vernon 1991)	Minimal to Moderate	Age, on felony probation, violent probation, no prior felony convictions.	PA	Unspecified	Court
Nevada Nev. Rev. Stat. §209.354 (1989)	Moderate	Age, male, convicted of nonviolent felony, never incarcerated for more than 6 months, otherwise eligible for probation.	EP	Training in recognition & prevention of drug/alcohol abuse, stress management, prepare for & obtain job.	Court retained to court upon completion
New Hampshire N.H. Rev. Stat. Ann. §651 (1989)	Minimal	Unspecified	PA	Intensive community supervision	Court upon recommendation of DOC
New Mexico N.M. Stat. Ann. §31-18-22 §33-1-17 (1990)	Moderate to Considerable	Adult male & female offenders, lists ineligible crimes, DOC to adopt regulations for screening, voluntary	PA	Substance abuse counseling & treatment, GED prep, training in decisionmaking & personal development & pre-release skills.	Court upon recommendation of corrections department.
New York N.Y. Corr. Law §865-867 (McKinney 1990)	Minimal to Moderate	Age, within 3 years of parole, lists ineligible crimes, must volunteer	PA	6 months rehabilitation therapy	Screening committee requires approval from court approving or disapproving, court must respond within 21 days or automatically approved.
Ohio 118th Gen'l Assembly §5120.031 (1990)	Considerable	Age, convicted of or pleaded guilty to 3rd or 4th degree felony, lists ineligible crimes, never sentenced to 30 days or more in reform or penal institution, nonviolent	PA	Substance abuse education, employment & social skills, psychological treatment, GED prep, 30-40 days in halfway house with self help & GED prep, intensive supervision parole for remainder of sentence.	Judge continues to Dept. of Rehabilitation & Corrections, program requires to sentencing court.
South Carolina S.C. Code Ann. §24-21-475 (Law. Co-op 1984)	Minimal	Age, convicted of nonviolent offense for which a five years or more sentence can be imposed, not physically or mentally handicapped, no contagious diseases.	PA	Unspecified	Judge - on condition of probation
Tennessee Tenn. Code Ann. §40-20-201 to 207 §40-28-130 (1989)	Minimal	Age, not physically or mentally handicapped, prison or probation of 6 years or less, no contagious diseases, lists ineligible crimes.	PA & EP	Treatment programs	Judge - on condition of probation
Texas Tex. Code of Crim. Proc. Ann. Art. 42.12 (Vernon 1990)	Minimal	Otherwise eligible for probation, age, not physically or mentally handicapped, never been incarcerated for felony.	PA	Unspecified	Court
Virginia Va. Code §19.2 - 316.1 & §53.1 - 67.1 (1990)	Considerable	Age, nonviolent felony, never been sentenced to imprisonment as adult, voluntary	PA	Counseling, remedial education, drug education, vocational assessment, upon release employment, vocational or other educational programs may be required, voluntary withdrawal.	Court upon commitment to DOC for evaluation, DOC recommended
Wisconsin Wis. Stat. Ann. §302.045 (West 1990)	Moderate	Must volunteer, age, already incarcerated, & substance abuse problem, no psychological, physical or mental limitations, lists ineligible crimes	PA	Personal development counseling, substance abuse treatment & education, intensive supervision parole program for drug abusers.	DOC
Wyoming Wyo. Stat. §7-3-1003 (1989)	Minimal	Is serving sentence in state penitentiary, age, no previous incarcerations, lists ineligible crimes.	PA	Separation from general inmate population	Board of Charities & Reform



# OUTLOOK

from the STATE CAPITALS

AN IMPARTIAL ANALYSIS OF STATE AND MUNICIPAL ACTION ACROSS THE COUNTRY

ISSN 0471-3475

December 2, 1991

Vol. 45 No. 34

## States, counties opening boot camps for juveniles

COMPLIMENTS OF THE ALASKA STATE LIBRARY

*and some private firms providing prison health care*

In This Issue:

### Boot Camps:

2/County gets federal funds for camp *Ohio*

2/State building three camps *Massachusetts*

2/Boot camp under-used *Virginia*

### Privatization:

3/State privatizes medical care *Massachusetts*

3/Examining health care proposals *South Dakota*

4/Inmates may be sent to county treatment center *Oklahoma*

*Eager to improve the effectiveness and reduce the cost of juvenile corrections, states and counties around the nation are experimenting with boot camps for youthful offenders. The camps, which stress hard physical labor and stern discipline, are designed to scare kids straight so they won't end up in adult prisons. It's unclear yet whether the camps are effective, but many officials, most recently in Massachusetts and Ohio, have said they have high hopes for them.*

*Another notable trend in state justice policy is driven by tight budgets. Numerous states are looking at hiring private firms to provide medical care to prison inmates. Prison medical costs are soaring, at least partially because many inmates entering prison suffer from serious health problems caused by their addictions to drugs or alcohol. Some states, too, have aging prison populations with expanded health care needs.*

*Privatizing prison health care is controversial, since it results in the loss of state jobs. Sometimes the private firm rehires the former state workers, but frequently at lower salaries than they were paid by the state. Privatizing also raises a key issue: Can private firms supply the same quality of care as state workers?*

*To keep current with both of these trends, read Public Safety & Justice Policies: From the STATE CAPITALS each week.*

## Boot Camps:

### Ohio county to open experimental boot camp

Some juvenile offenders in Cuyahoga County, Ohio, will be sentenced to a boot camp style of detention starting early next year to get a dose of discipline and self-confidence they may need.

The Justice Department's Office of Juvenile Justice and Delinquency Prevention has awarded Cuyahoga County Juvenile Court a grant worth \$779,000 to fund a pilot boot camp program, which is to serve as a model for other such camps elsewhere. The county is a partner in the experiment with the Northeastern Family Institute of Boston, a private, non-profit human services agency that will manage the 18-month program.

Cuyahoga County's program is one of three in the country to receive funding for a boot camp experiment. The others are social service programs in Mobile, Alabama, and Denver, Colorado. A Justice Department spokesman said the agency intends to expand research and evaluation of boot camps and other shock incarceration programs across the country.

Starting in April, 30 boys at a time will be sent for 90-day stays at the Cuyahoga County camp, at the county's Youth Development Center in Hudson

village. Youths will be sent there as an alternative to six- to nine-month stays at traditional juvenile detention homes such as the state-run Cuyahoga Hills Boys School.

While living at the camp, the youths will rise early and face a number of physical challenges, such as obstacle courses and wilderness survival training. The object is to teach physical conditioning and self-discipline.

"There's a high emphasis on rehabilitation, not punishment, so there's a better chance of changing their behavior so they don't repeat it," said Elsie Day, director of community services for the county's juvenile court. "It also builds self-esteem from doing physically challenging things. These kids often have poor self-esteem, which is why they get involved in negative activities."

She said the camp, though styled after military boot camps, would not be as militaristic or as strict as adult boot camps. The program will involve traditional aspects of juvenile detention, such as schooling and counseling, Day said. After completing the camp, youths will spend several more months in counseling and rehabilitation programs.

### Massachusetts plans three juvenile boot camps

Massachusetts Gov. William F. Weld and Lt. Gov. Paul Cellucci have broken ground for the first of three military-style

boot camps for youthful offenders.

The \$6 million facility will house 256 inmates in four boot-camp-style buildings featuring open bunking. In all, seven buildings will be built on the 12-acre grounds at the Bridgewater Correctional Complex.

"Innovative programs such as boot camps help us utilize scarce secure prison beds for those truly needing traditional facilities," Weld said. At the same time, Cellucci said, the boot camp approach is an attempt to change the habits of young offenders before they become career criminals. The sites for the remaining two boot camps have not been announced yet.

### Virginia boot camp is underused

Virginia Department of Corrections officials say the state's new boot camp is being underused and that the State Crime Commission should determine if more inmates can be included in the program.

Under the new program, judges can sentence first-time, non-violent offenders to the boot camp where they undergo a 90-day regimen of drilling, hard labor and education. If they complete the program, they are released under supervision for a year.

The program was designed to ease prison crowding and to return the prisoners to society with a better sense of self.

Currently, the program has 52 participants, though it has room for 96.

## Privatization:

### Massachusetts hires private firm to provide health care

Massachusetts has hired a Florida company to provide health care at the state's prisons, a move that Gov. William Weld says will save the state from \$8 million to \$14 million a year.

The contract, to Emergency Medical Services Associates, was the first Weld administration move to privatize a state service. Weld said it would not be the last. Weld said almost 400 state employees could lose their jobs, but EMSA can hire those workers when the contract takes effect Jan. 1.

"This contract is an excellent example of the privatization approach we plan to employ throughout state government," he said. "It's not a matter of the private sector versus the public sector, it's a matter of monopoly versus competition."

EMSA, of Ft. Lauderdale, Florida, was the low bidder at \$28.7 million, Public Safety Secretary Thomas Rapone said. Four national companies competed for the contract.

"The amount of savings reflects the fact that the state has been paying too much for prisoner medical services in the past," said Weld. "We pay

something like \$4,000 per inmate per year, and other comparable states spend closer to \$2,000 per inmate per year, so that was a red flag that really led us to look in this area for privatization."

EMSA currently operates health care services for three prisons — a 2,000-bed prison in southern Florida, an 1,800-bed county jail in West Palm Beach, Florida, and a 5,000-bed prison in Virginia.

Alabama, Arkansas, New Mexico, Kansas, Maryland and Delaware contract prison health care services, according to Massachusetts officials. Thirteen other states contract out up to 80 percent of health services, and six others contract a little more than half their health services to private companies, the officials said.

Weld said EMSA would cut outside medical visits by inmates from the current average of about 500 a week to 500 a month, and would be penalized \$100 for every outside trip above that limit. Rapone said the privatization also would alleviate medical malpractice suits filed against the state by inmates. He said there were "an inordinate amount" of such suits pending.

Previously, the state and a private firm, Goldberg Medical Associates, had provided medical care to prisoners. Goldberg Medical's \$12 million contract expires Dec. 31. Weld said he next would look to privatize the

prison system's food delivery services.

### South Dakota wants to expand privatization

The South Dakota Corrections Department won't pick a company to provide health care for the whole prison system for several months, Secretary Lynne DeLano says.

The department is now doing a cost analysis of five proposals submitted over the summer, she said. It also is studying if the companies should submit bids.

The prison system now has several contracts with individual health-care providers. Over the summer, it asked two Sioux Falls hospitals and three out-of-state companies that specialize in corrections health care for plans on providing every kind of medical service for all its facilities.

The services would include physicians, nurses, mental health care, and inmate and staff education. DeLano said the Corrections Department would save money by having one company provide all health care.

The department's director of finance, Richard Decker, said regular medical expenses at the State Penitentiary increased from \$492,000 in 1989 to \$638,000 in 1991. They're projected to hit \$640,000 next year, he said.

Regular costs at the co-ed Springfield Correctional Facility

From the STATE CAPITALS

3 11, 93

# Hickel: Put young offenders in camp

By IAN MADER  
The Associated Press

JUNEAU — Work camps, counseling and job training for young Natives convicted of alcohol-related crimes are on the right

track and ease crowding in the state's prisons, Gov. Wally Hickel said Wednesday.

One-third of Alaska's prison population is Native, and 95 percent of the crimes that put those Natives behind bars involve alcohol, Hickel said. "When someone gets drunk and turns violent, they go to jail — usually a dead-end street," Hickel said. "But jails and prisons

don't have to be places where people just waste away."

Hickel spoke at the opening of a two-day teleconference among corrections officials, Native leaders and inmates to look at ways of improving the prison system for Natives.

Sen. Georgianna Lincoln, D-Rampart and chairwoman of the legislature's bush caucus, said a major problem with the Corrections Department is that only two probation officers and 7 percent of all its employees are Native.

About 15 percent of the state's population is Native. "We must have role models," she said.

Hickel used the opportunity to push "Operation

Please see Page B-3,  
WORK CAMPS

---

## WORK CAMPS: An alternative to jail

Continued from Page B-1

Hope," his administration's proposal to put young offenders convicted of crimes involving alcohol in a boot camp. The camp would be open only to inmates 18 to 25 who are not considered dangerous.

The sentences, paid for by the offenders, would include boot-camp work, job training and alcohol counseling.

Few other details of "Operation Hope" have been worked out.

The boot camp would be at Point MacKenzie across

Cook Inlet from Anchorage, but no money has been included so far in the Corrections Department's proposed budget for fiscal 1984.

Any additions to the Corrections budget face stiff scrutiny. A House Finance subcommittee already has cut about \$8 million from Hickel's request of \$124 million for the department.

Hickel told the teleconference that alcohol was at the root of much of the state's crime.

But Native inmates speaking from the Fairbanks prison said alcohol

was just a symptom of deeper problems, including racism and dysfunctional families.

Robert Hirm of Fairbanks and Paul Shewfelt of Fort Yukon said racism helped land them in jail. Shewfelt said tribal courts run by Natives could impart fairer judgments and sentences for Native offenders.

"I think people should be taking care of their own instead of letting strangers come in to their land and pass judgment," Shewfelt said.