

**ALASKA LEGISLATURE**

**1275**

**HOUSE and SENATE FINANCE COMMITTEE FILES, 1995-1996**

**HB**

**2**

**FIN**

**ILE**

# HOUSE COMMITTEE REPORT

Date Referred: April 18, 1995

FURTHER REFERRALS

Date of Committee Action: 7/11/96

The FINANCE Committee considered:

HB 2

HOUSE BILL NO. 2

BOOT CAMP FOR NONVIOLENT OFFENDERS

"An Act allowing courts to require certain offenders as a special condition of probation to complete a boot camp program provided by the Department of Corrections; making prisoners who complete the boot camp program eligible for discretionary parole; providing for incarceration of certain nonviolent offenders in boot camps operated by the Department of Corrections; allowing the Department of Corrections to contract with a person for an alternative boot camp program; creating the Boot Camp Advisory Board in the Department of Corrections; and providing for an effective date."

recommends it be replaced with the following committee substitute CS HB 2 (FIN)  the same title  a new title

additional referral to \_\_\_\_\_ Committee

attached amendment(s)

ADOPTS: \_\_\_\_\_ Letter of Intent

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

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

fiscal note(s) DOC

fiscal note(s) \_\_\_\_\_

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

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

SIGNING WITH RECOMMENDATIONS		DP	DNP	NR	AM
<i>Richard Foster</i>	Foster	X			
<i>Stanley</i>	Stanley	X			
<i>Mudrak</i>	Mudrak	X			
<i>Mann</i>	Mann			X	
<i>Konning</i>	Konning	X			
<i>Grussendorf</i>	Grussendorf	X			
<i>Brown</i>	Brown	X			
<i>Therriault</i>	Therriault	X			

CO-CHAIR'S SIGNATURE

*Mark Hanley*  
Hanley

*Richard Foster*  
Foster

# FISCAL NOTE

STATE OF ALASKA  
1996 LEGISLATIVE SESSION

BILL NO. CSHB 2 (FIN)

Revision Date: \_\_\_\_\_ Dept. Affected: Corrections  
 Title: An Act relating to the creation of a boot camp BRU: ALL  
 within the Department of Corrections..... Component: \_\_\_\_\_  
 Sponsor: Representative Willis  
 Requester: House Finance COMPONENT SERIAL NO. # 0694

**Expenditures/Revenues** (Thousands of Dollars)

OPERATING EXPENDITURES	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS	1.0					
<b>TOTAL OPERATING</b>	<b>1.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

CAPITAL EXPENDITURES	2,000.0					
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CHANGE IN REVENUES ( )						
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**FUND SOURCE** (Thousands of Dollars)

1002 Federal Receipts	2,000.0					
1003 GF Match						
1004 GF	1.0					
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
<b>TOTAL</b>	<b>2,001.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

Estimate of any current year (FY96) cost: \$ 0.0

**POSITIONS**

FULL-TIME						
PART-TIME						
TEMPORARY						

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

The Department received a planning grant from the U.S. Office of Justice Programs to study the prison population with regard to appropriate offenders, to study appropriate sites and develop construction or renovation plans and to design suitable programming for the boot camp program and specific probation and parole services (aftercare).

Note: Because renovation could not be finished until federal funds are received, site planning is complete, rfp's are bid, a contractor is selected, and the renovation work is actually completed, it is estimated that the date provisions in section 1, 1c, and 1i are such that the program will only be able to operate for three months.

(Continued on Page 2)

Prepared by: Bob Cole Phone: 465-4652  
 Division: Office of the Commissioner Date: 4/12/96  
 Approved by Commissioner: Margaret Pugh Date: 4/12/96  
 Agency: Department of Corrections

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**CSHB2(FIN)**

**Fiscal Note**

**Page 2**

Further, this fiscal note allows for the receipt of federal funds but the actual costs of matching those funds has not yet been determined. Finally, while no operating costs are displayed in this fiscal note, there will be operating costs which will have to be recognized and appropriated for this program to be implemented.

The department would renovate two existing, unused buildings on the grounds of the Wildwood Correctional Center. The cost of renovations is estimated to be \$2,000.0. Federal grant funds up to that amount were made available in FFY 96. It is anticipated an equal or greater amount will be available when the FFY 97 appropriation for the Department of Justice is settled. The amount and form of the required state match is also unsettled. If this bill becomes law, the DOC expects it would establish a boot camp program only if construction and operation funding was approved by the Legislature. It is further assumed that the project will not go forward without major capital funding in the form of Federal grant funding.

Therefore the department expects to apply for grant funds for renovation. The award of the funds would not be expected before late fall 1996 and acceptance would be conditional upon approval by the legislature, including appropriation of the required match. The operational plan and budget would be available at the same time. This would allow the facility to be ready for occupancy on or before the beginning of FY 99.

Two alternative approaches exist assuming the bill passes. One, the department could complete the planning project currently under way and bring a complete capital and operational plan, including funding, to the next legislature. Two, the legislature could choose to fund the capital commitments with the passage of this bill.

9-LS0016M  
Luckharrt  
4/10 96

Adopted  
4/11

CS FOR HOUSE BILL NO. 2( )  
IN THE LEGISLATURE OF THE STATE OF ALASKA  
NINETEENTH LEGISLATURE - SECOND SESSION

BY

Offered:  
Referred:

Sponsor(s): REPRESENTATIVES WILLIS, Rokeberg

A BILL

FOR AN ACT ENTITLED

1 "An Act providing for incarceration of certain nonviolent offenders in boot  
2 camps operated by the Department of Corrections; making prisoners who  
3 complete the boot camp program eligible for furloughs and discretionary parole;  
4 allowing the Department of Corrections to contract with a person for a boot  
5 camp program; creating the Boot Camp Program Advisory Board in the  
6 Department of Corrections."

7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

8 \* Section 1. BOOT CAMP PROGRAM ESTABLISHED. (a) The commissioner shall  
9 establish a boot camp program as a correctional facility of the state. The boot camp program  
10 shall be operated from July 1, 1996, until June 30, 1997. The boot camp program is an  
11 alternative correctional facility and program for youthful prisoners who have been sentenced  
12 for a conviction of a less serious nature and who have not previously participated in the boot  
13 camp program. Prisoners participating in the boot camp program shall be housed separately

1 from other prisoners committed to the custody of the commissioner who are not participating  
2 in the program.

3 (b) The commissioner shall include in the boot camp program

4 (1) a military style intensive physical training and discipline program;

5 (2) alcohol and drug counseling, education, and treatment as an integral part  
6 of the program;

7 (3) a training program emphasizing skills for reentering society;

8 (4) training in personal accountability and the work ethic; and

9 (5) other educational, counseling, and treatment programs as determined by the  
10 department or as ordered by a court under AS 12.55.015.

11 (c) The commissioner shall structure the boot camp program so that a prisoner  
12 entering the program may complete it in a period of time determined by the commissioner but  
13 not greater than 150 days. The program shall be structured so that all prisoners entering the  
14 program may complete it before June 30, 1997.

15 (d) A prisoner shall be removed from the boot camp program and reassigned to  
16 another correctional facility if the prisoner fails to successfully complete the program or  
17 otherwise fails to abide by the regulations of the program.

18 (e) The commissioner ~~shall~~ <sup>may</sup> adopt regulations to implement this section and otherwise  
19 administer the boot camp program. The regulations ~~must~~ <sup>may</sup> include provisions to require a  
20 prisoner to reimburse the department for <sup>APPORTION OF</sup> the costs of participating in the boot camp program  
21 to the extent of the prisoner's resources.

22 (f) Notwithstanding AS 33.30.031, the department may contract with a person for  
23 operation of a boot camp program under this section. A contract boot camp program must  
24 meet all of the requirements for a boot camp under this section and under the regulations  
25 adopted by the commissioner. Prisoners shall be assigned to a contract boot camp program  
26 in the manner provided under (h) of this section.

27 (g) The commissioner shall maintain records of the program and shall report to the  
28 legislature not later than February 1, 1997, on the program and its effectiveness. The report  
29 must include, to the extent the technological capability of the department allows,

30 (1) a comparison of recidivism rates between prisoners who have completed  
31 the boot camp program and other prisoners not eligible for the program who are committed

1 to the custody of the commissioner;

2 (2) a comparison of costs between the boot camp program and traditional  
3 incarceration programs;

4 (3) a description of the number of prisoners who have participated in,  
5 completed, or failed the boot camp program.

6 (h) The commissioner may not allow a prisoner to serve time in the boot camp  
7 program unless the commissioner specifically finds that the prisoner meets the eligibility  
8 requirements of this subsection. To be eligible to serve time in the boot camp program, the  
9 prisoner must have been selected by the commissioner and

10 (1) be under 26 years of age;

11 (2) have been sentenced to a term of imprisonment of at least 150 days;

12 (3) not have previously participated in a boot camp program under  
13 AS 33.30.182;

14 (4) not be serving a sentence for a violation of AS 11.41; AS 11.46.300,  
15 11.46.400; AS 11.56.300, 11.56.810; AS 11.61.100, 11.61.190, 11.61.195, or 11.61.240.

16 (i) The Boot Camp Program Advisory Board is established in the department from  
17 July 1, 1996, until June 30, 1997. The board shall review and provide advice to the  
18 commissioner concerning the boot camp program. The members of the board are appointed  
19 by the governor as follows:

20 (1) the commissioner or the commissioner's designee;

21 (2) the director of the division of institutions of the department;

22 (3) the director of the division of community corrections of the department;

23 (4) a member of the house of representatives;

24 (5) a member of the senate; and

25 (6) two public members.

26 (j) The public members of the board created in (i) of this section are entitled to per  
27 diem and travel expenses authorized by law for boards and commissions under AS 39.20.180.

28 (k) Notwithstanding another provision of law, a prisoner who is not otherwise eligible  
29 for discretionary parole who has successfully completed the boot camp program under this  
30 section is eligible for discretionary parole.

1 (l) Notwithstanding AS 33.16.100(c) and (d), a prisoner who is eligible for  
2 discretionary parole under (k) of this section may be released on parole at any time after the  
3 successful completion of the boot camp program created in this section.

4 (m) A prisoner who has successfully completed the boot camp program created under  
5 this section is eligible for a prerelease furlough under AS 33.30.111 under regulations adopted  
6 by the commissioner under AS 33.30.101 regardless of whether the prisoner has served the  
7 portion of the term required under AS 33.30.111(d).

8 (n) In this section,

9 (1) "commissioner" means the commissioner of corrections;

10 (2) "department" means the Department of Corrections.

# FISCAL NOTE

COPY 11-2-96  
4/12/96

STATE OF ALASKA  
1996 LEGISLATIVE SESSION

BILL NO. CSHB 2 (FIN)

Revision Date: \_\_\_\_\_ Dept. Affected: Corrections  
 Title: An Act relating to the creation of a boot camp BRU: ALL  
 within the Department of Corrections..... Component: \_\_\_\_\_  
 Sponsor: Representative Willis  
 Requester: House Finance COMPONENT SERIAL NO. # 0694

**Expenditures/Revenues**

(Thousands of Dollars)

OPERATING EXPENDITURES	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS	1.0					
<b>TOTAL OPERATING</b>	<b>1.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

CAPITAL EXPENDITURES	2,000.0					
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CHANGE IN REVENUES ( )						
------------------------	--	--	--	--	--	--

**FUND SOURCE**

(Thousands of Dollars)

1002 Federal Receipts	2,000.0					
1003 GF Match						
1004 GF	1.0					
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
<b>TOTAL</b>	<b>2,001.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

Estimate of any current year (FY96) cost: \$ 0.0

**POSITIONS**

FULL-TIME						
PART-TIME						
TEMPORARY						

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

The Department received a planning grant from the U.S. Office of Justice Programs to study the prison population with regard to appropriate offenders, to study appropriate sites and develop construction or renovation plans and to design suitable programming for the boot camp program and specific probation and parole services (aftercare).

Note: Because renovation could not be finished until federal funds are received, site planning is complete, rfp's are bid, a contractor is selected, and the renovation work is actually completed, it is estimated that the date provisions in section 1, 1c, and 1i are such that the program will only be able to operate for three months.

(Continued on Page 2)

Prepared by: Bob Cole Phone: 465-4652  
 Division: Office of the Commissioner Date: 4/12/96  
 Approved by Commissioner: Margaret H. Pugh Date: 4/12/96  
 Agency: Department of Corrections

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**CSHB2(FIN)**

**Fiscal Note**

**Page 2**

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The department would renovate two existing, unused buildings on the grounds of the Wildwood Correctional Center. The cost of renovations is estimated to be \$2,000.0. Federal grant funds up to that amount were made available in FFY 96. It is anticipated an equal or greater amount will be available when the FFY 97 appropriation for the Department of Justice is settled. The amount and form of the required state match is also unsettled. If this bill becomes law, the DOC expects it would establish a boot camp program only if construction and operation funding was approved by the Legislature. It is further assumed that the project will not go forward without major capital funding in the form of Federal grant funding.

Therefore the department expects to apply for grant funds for renovation. The award of the funds would not be expected before late fall 1996 and acceptance would be conditional upon approval by the legislature, including appropriation of the required match. The operational plan and budget would be available at the same time. This would allow the facility to be ready for occupancy on or before the beginning of FY 99.

Two alternative approaches exist assuming the bill passes. One, the department could complete the planning project currently under way and bring a complete capital and operational plan, including funding, to the next legislature. Two, the legislature could choose to fund the capital commitments with the passage of this bill.

9-LS00160

Luckhaupt

4/11/96

adopted 4/11/96 pm noobj

## CS FOR HOUSE BILL NO. 2( )

IN THE LEGISLATURE OF THE STATE OF ALASKA

NINETEENTH LEGISLATURE - SECOND SESSION

BY

Offered:

Referred:

Sponsor(s): REPRESENTATIVES WILLIS, Rokeberg

## A BILL

## FOR AN ACT ENTITLED

1 "An Act providing for incarceration of certain nonviolent offenders in boot  
2 camps operated by the Department of Corrections; making prisoners who  
3 complete the boot camp program eligible for furloughs and discretionary parole;  
4 allowing the Department of Corrections to contract with a person for a boot  
5 camp program; creating the Boot Camp Program Advisory Board in the  
6 Department of Corrections."

7 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF ALASKA:

8 \* Section 1. BOOT CAMP PROGRAM ESTABLISHED. (a) The commissioner may  
9 establish a boot camp program as an alternative correctional facility of the state, but only if  
10 federal funds to establish, operate, and maintain the boot camp program are received in an  
11 amount sufficient to fully fund operational and capital costs of the program. The boot camp  
12 program, if established, shall be operated from July 1, 1996, until September 30, 1998. The  
13 boot camp program may utilize state buildings and may, to the extent federal funds are

1 available, renovate, modify, and maintain those buildings. The boot camp program is an  
2 alternative correctional facility and program for youthful prisoners who have been sentenced  
3 for a conviction of a less serious nature and who have not previously participated in the boot  
4 camp program. Prisoners participating in the boot camp program shall be housed separately  
5 from other prisoners committed to the custody of the commissioner who are not participating  
6 in the program.

7 (b) The commissioner shall include in the boot camp program

8 (1) a military style intensive physical training and discipline program;

9 (2) alcohol and drug counseling, education, and treatment as an integral part  
10 of the program;

11 (3) a training program emphasizing skills for reentering society;

12 (4) training in personal accountability and the work ethic; and

13 (5) other educational, counseling, and treatment programs as determined by the  
14 department or as ordered by a court under AS 12.55.015.

15 (c) The commissioner shall structure the boot camp program so that a prisoner  
16 entering the program may complete it in a period of time determined by the commissioner but  
17 not greater than 150 days. The program shall be structured so that all prisoners entering the  
18 program may complete it before September 30, 1998.

19 (d) A prisoner shall be removed from the boot camp program and reassigned to  
20 another correctional facility if the prisoner fails to successfully complete the program or  
21 otherwise fails to abide by the regulations of the program.

22 (e) The commissioner may adopt regulations to implement this section and otherwise  
23 administer the boot camp program. The regulations may include provisions to require a  
24 prisoner to reimburse the department for a portion of the costs of participating in the boot  
25 camp program to the extent of the prisoner's resources.

26 (f) Notwithstanding AS 33.30.031, the department may contract with a person for  
27 operation of a boot camp program under this section. A contract boot camp program must  
28 meet all of the requirements for a boot camp under this section and under the regulations  
29 adopted by the commissioner. Prisoners shall be assigned to a contract boot camp program  
30 in the manner provided under (h) of this section.

31 (g) The commissioner shall maintain records of the program and shall report to the

1 legislature not later than February 1, 1997, on the program and its effectiveness. The report  
2 must include, to the extent the technological capability of the department allows,

3 (1) a comparison of recidivism rates between prisoners who have completed  
4 the boot camp program and other prisoners not eligible for the program who are committed  
5 to the custody of the commissioner;

6 (2) a comparison of costs between the boot camp program and traditional  
7 incarceration programs;

8 (3) a description of the number of prisoners who have participated in,  
9 completed, or failed the boot camp program.

10 (h) The commissioner may not allow a prisoner to serve time in the boot camp  
11 program unless the commissioner specifically finds that the prisoner meets the eligibility  
12 requirements of this subsection. To be eligible to serve time in the boot camp program, the  
13 prisoner must have been selected by the commissioner and

14 (1) be under 30 years of age;

15 (2) have been sentenced to a term of imprisonment of at least 150 days;

16 (3) not have previously participated in a boot camp program under this section;

17 (4) not be serving a sentence for a violation of AS 11.41; AS 11.46.300,  
18 11.46.400; AS 11.56.300, 11.56.810; AS 11.61.100, 11.61.190, 11.61.195, or 11.61.240.

19 (i) The Boot Camp Program Advisory Board is established in the department from  
20 July 1, 1996, until September 30, 1998. The board shall review and provide advice to the  
21 commissioner concerning the boot camp program. The members of the board are appointed  
22 by the governor as follows:

23 (1) the commissioner or the commissioner's designee;

24 (2) the director of the division of institutions of the department;

25 (3) the director of the division of community corrections of the department;

26 (4) a member of the house of representatives;

27 (5) a member of the senate; and

28 (6) two public members.

29 (j) The public members of the board created in (i) of this section are entitled to per  
30 diem and travel expenses authorized by law for boards and commissions under AS 39.20.180.

31 (k) Notwithstanding another provision of law, a prisoner who is not otherwise eligible

1 for discretionary parole who has successfully completed the boot camp program under this  
2 section is eligible for discretionary parole.

3 (l) Notwithstanding AS 33.16.100(c) and (d), a prisoner who is eligible for  
4 discretionary parole under (k) of this section may be released on parole at any time after the  
5 successful completion of the boot camp program created in this section.

6 (m) A prisoner who has successfully completed the boot camp program created under  
7 this section is eligible for a prerelease furlough under AS 33.30.111 under regulations adopted  
8 by the commissioner under AS 33.30.101 regardless of whether the prisoner has served the  
9 portion of the term required under AS 33.30.111(d).

10 (n) In this section,

11 (1) "commissioner" means the commissioner of corrections;

12 (2) "department" means the Department of Corrections.

# REPORTED OUT OF FISCAL NOTE HFC

STATE OF ALASKA  
1996 LEGISLATIVE SESSION

BILL NO. CSHB 2(JUD)

Revision Date: \_\_\_\_\_ Dept. Affected: corrections  
 Title: "An Act providing for incarceration of certain  
nonviolent offenders BRU: \_\_\_\_\_  
 Sponsor: Rep Willis Component: \_\_\_\_\_  
 Requester: House Finance COMPONENT SERIAL NO. \_\_\_\_\_

**Expenditures/Revenues** (Thousands of Dollars)

OPERATING EXPENDITURES	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES ( )						
------------------------	--	--	--	--	--	--

**FUND SOURCE** (Thousands of Dollars)

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

Estimate of any current year (FY96) cost: \$ 0.0

**POSITIONS**

FULL-TIME						
PART-TIME						
TEMPORARY						

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

The department received a planning grant from the Office of Justice Programs to study the prison population with regard to appropriate offenders, to study appropriate sites and develop construction or renovation plans and to design suitable programming for the boot camp program and specific probation and parole services. (aftercare)

The department would renovate two existing, unused buildings on the grounds of the Wildwood Correctional Center. The cost of renovations is estimated to be \$2,000.0. Federal grant funds up to that amount were made available in FFY 96. It is anticipated an equal or greater amount will be available when the FFY 97 appropriation for the Dept. of Justice is settled. The amount and form of the required state match is also unsettled. If this bill becomes law, the DCC expects it would establish a boot camp program only if construction and operation funding was approved by the Legislature. It is further assumed that the project will not go forward without major capitol funding in the form Federal grant funding.

Therefore the department would expect to apply for grant funds for renovation. The award of the funds would not be expected before late fall 1996 and acceptance would be conditioned upon approval by the legislature, including appropriation of the required match. The operational plan and budget would be available at the same time. This would allow the facility to be ready for occupancy on or before the beginning of FY 99. CONTINUED ON PAGE 2

Prepared by: Jerry Shriner  
 Division: Office of the Commissioner

Phone: 465-4652  
 Date: 3/22/96

Approved by Commissioner: Marionel W. Pugh  
 Agency: Department of Corrections

Date: 3/22/96

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**CSHB 2 (JUD)**

**Fiscal Note**

**Page 2**

Two alternative approaches exist assuming the bill passes. One, the department could complete the planning project currently underway and bring a complete capitol and operational plan, including funding, forward to the next legislature. Two, the legislature could choose to fund the capitol commitments with the passage of the bill.

This fiscal note differs from one submitted April 10, 1995 primarily in that lower capitol costs are projected and alternative funding processes are presented.

# FISCAL NOTE

No. 6

Bill Version: CSHB 2 (JUD)

(H) Publish Date: 4/18/95

STATE OF ALASKA  
1995 LEGISLATIVE SESSION

Revision Date: 4/10/95 Dept. Affected: Corrections  
 Title: An Act relating to the creation of a boot camp BRU: all  
 with in the DOC Component: all  
 Sponsor: Rep. Willis  
 Requester: Rep. Willis COMPONENT SERIAL NO. \_\_\_\_\_

**Expenditures/Revenues (Thousands of Dollars)**

OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS		1,952.8	2,050.4	2,152.9	2,260.5	2,373.5
<b>TOTAL OPERATING</b>	<b>0.0</b>	<b>1,952.8</b>	<b>2,050.4</b>	<b>2,152.9</b>	<b>2,260.5</b>	<b>2,373.5</b>

CAPITAL EXPENDITURES	3,000.0					
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CHANGE IN REVENUES ( )						
------------------------	--	--	--	--	--	--

**FUND SOURCE (Thousands of Dollars)**

FUND SOURCE	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
1002 Federal Receipts	2,000.0					
1003 GF Match	1,000.0					
1004 GF		1,952.8	2,050.4	2,152.9	2,260.5	2,373.5
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
<b>TOTAL</b>	<b>3,000.0</b>	<b>1,952.8</b>	<b>2,050.4</b>	<b>2,152.9</b>	<b>2,260.5</b>	<b>2,373.5</b>

Estimate of any current year (FY95) cost: \$ 0.0

**POSITIONS**

FULL-TIME						
PART-TIME						
TEMPORARY						

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

This bill would add a new section, AS 33.30.182 which would require the Commissioner of Corrections to establish a boot program. The bill also provides for the commissioner to select participants in a boot camp program and provides a selection criteria. Boot camp participants would be required to pay the cost of participation in the program to the extent of their ability.

Sections 1 and 2 of the bill provide for eligibility for discretionary parole eligibility for those who successfully complete the boot camp program.

Section 3 provides for certain conditions and standards for the operation of the boot camp and directs the commissioner to adopt regulations to implement and administer the program. This section further provides for the establishment of an advisory board to review and advise the commissioner. CONTINUED ON ATTACHED PAGES:

Prepared by: Jerry Shriner  
 Division: Comm. Office  
 Approved by Commissioner: *Marjorie U. Pugh*  
 Agency: Department of Corrections

Phone: 465-5582  
 Date: 4/10/95  
 Date: 4/10/95

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## FISCAL NOTE

### CSHB 2 (STA)

April 9, 1995

This committee substitute removes much of the uncertainty of the previous bill by removing the discretion of the court and allowing participation of only those sentenced to serve 224 days or more. There are approximately 245 prisoners incarcerated who would meet the criteria set forth under this bill.

120 inmates could be processed through a 150 day, 50 bed boot camp each year. After screening for factors such as health, motivation and other criteria that would guide selection, no more than 150 suitable inmates would be available on an annual basis.

Two factors have led to lowering the projected capital cost of a boot camp. First, experience in other such facilities with similar selection criteria show security levels can be minimum as opposed to minimum/medium security. Second, group housing functions much better than single or small unit cells and suitable facilities might be built separate from, but adjacent to existing facilities at a cost of approximately \$60,000 per bed or \$3,000,000 for the project.

Federal funding for capital costs is available to successful grant applicants in the amount of \$2,000,000. Such funding would be available in early FY 96.

Without specific program design, it is difficult to be accurate about operating costs. While custody levels would be low, the staff/inmate ratio in existing programs across the country is approximately 2 to 1 because of the intensity of the programming that exists. Operating costs have been lowered to reflect more current daily operating costs for DOC. However a 5% percent inflationary factor has also been applied. (such a factor should have been included in the original fiscal note)

$$\$107.00(\text{per day cost}) \times 365(\text{days per year}) \times 50(\text{program capacity}) = \$1,952,750.00$$

This figure has been shown in the miscellaneous line for lack of specific program design necessary to provide more detail.

A M E N D M E N T

OFFERED IN THE HOUSE

TO: CSHB 2(JUD)

- 1 Page 3, line 26:
- 2 Delete "26"
- 3 Insert "30"

A M E N D M E N T

OFFERED IN THE HOUSE  
TO: CSHB 2(JUD)

- 1 Page 4, line 15:
- 2 Delete "1995"
- 3 Insert "1996"

# ALASKA STATE LEGISLATURE

## COMMITTEES:

- State Affairs
- Military and Veterans Affairs
- Economic Development

## BUDGET SUBCOMMITTEES:

- Department of Administration
- Department of Military and Veterans Affairs



REPRESENTATIVE  
DISTRICT 25

Birchwood • Chugiak • Eagle River • Fire Lake • Lower Peters Creek  
**SPONSOR STATEMENT - April 4, 1996**  
**CSHB 2 (Judiciary) - BOOT CAMPS**

DURING SESSION:  
STATE CAPITOL BUILDING  
JUNEAU, ALASKA 99801-1182  
(907) 465-2199  
Fax (907) 465-4587

EAGLE RIVER:  
11940 BUSINESS BLVD.  
EAGLE RIVER, ALASKA 99577  
(907) 694-6683  
Fax (907) 694-1015

In 1993, I first introduced legislation relating to boot camps for nonviolent, first-time adult offenders. CSHB 2 (Judiciary) includes the ideas of those interested in the boot camp concept and addresses the needs of the Department of Corrections with regard to this proposed program.

I feel that placing nonviolent felony or misdemeanor offenders in a prison setting is not the best way to accomplish rehabilitation of the offender. Providing an alternative to prison time and an opportunity to learn discipline and acceptable behavior will offer these offenders a chance to avoid further encounters with the law.

The bill before you would offer the boot camp as an alternative program for convicted felons or misdemeanants under the age of 26. Individuals convicted of crimes such as homicide, assault, kidnapping, sexual offenses, and offenses involving the use of a deadly weapon would not be eligible for this option. The emphasis here is on nonviolent offenders. The Department of Corrections has requested that the maximum age limit be raised to 30 years and I have no objection to that change. Suggested language has been submitted.

At least 24 states, in addition to the federal government, operate boot camp programs. As can be expected, each state offers the program to different groups. For example, in 1993 Virginia's program was limited to nonviolent male felony offenders 24 years of age or under and did not allow felons convicted of murder, manslaughter, kidnapping, sexual assault, etc., to participate in the program. Massachusetts' program, in 1993, was for male offenders under the age of 40. In recent testimony before committees in the United States Congress, Kathleen Hawk of the Department of Justice mentioned that as of 30 September 1994, over one thousand federal inmates had graduated from the federal Intensive Confinement Center/boot camp program.

Due to efforts underway on the federal level, the Department has revised its 1995 fiscal note downward to a 1996 fiscal note of zero due to the possibility of federal funds for both construction and operating costs. A representative of the Department is in the audience and can more fully address the fiscal notes. Information I have been given indicates that savings from this legislation could be seen within two to three years. The program, as with any highly structured program, involves intensive staff time and follow-up through parole and probation. I think that in the end the expenditures are worth it if we can teach first time offenders how to structure their lives so as to not become repeat offenders.

I have submitted to the committee various articles and studies concerning boot camp programs. I believe that a boot camp program could help us address many problems from prison overcrowding to recidivism rates. A boot camp program has the potential of providing us with many long-term benefits. I would urge positive consideration of this bill.

# LEGAL SERVICES

DIVISION OF LEGAL AND RESEARCH SERVICES  
LEGISLATIVE AFFAIRS AGENCY  
STATE OF ALASKA

(907) 465-3867 or 465-2450  
FAX (907) 465-2029  
Mail Stop 3101

130 Seward Street, Suite 409  
Juneau, Alaska 99801-2105

## MEMORANDUM

April 4, 1996

**SUBJECT:** Sectional Summary of CSHB 2(STA)  
(Work Order No. 9-LS0016(G))

**TO:** Representative Ed Willis  
Attn: Janet Seitz

**FROM:** Jerry Luckhaupt *JL*  
Legislative Counsel

You have requested a sectional summary of the above-described bill. As a preliminary matter, note that a sectional summary of a bill should not be considered an authoritative interpretation of the bill - the bill itself is the best statement of its contents.

Section 1 of the bill provides that a prisoner who successfully completes the boot camp is eligible for discretionary parole notwithstanding any other statute that might restrict the prisoner's eligibility.

Section 2 of the bill amends AS 33.16.100 by adding a new subsection (e) that provides that a prisoner who is eligible for discretionary parole under sec. 1 of the bill may be released on parole when the prisoner successfully completes the boot camp program.

Section 3 of the bill amends AS 33.30.111 by adding a new subsection (g) that provides that a prisoner who successfully completes the boot camp is eligible for a pre-release furlough.

Section 4 of the bill is the statutory "meat" of the bill. It creates:

AS 33.30.182 which establishes a boot camp program as a correctional facility of the state; describes what the boot camp program involves (militarily styled discipline and physical training, education, counseling, training); requires the boot camp program to be designed so as to be completed within 150 days; requires prisoners who fail the program to be reassigned to other correctional institutions; requires the commissioner to adopt regulations; allows the commissioner to contract for an alternative boot camp program; and requires the commissioner to report to the legislature.

AS 33.30.183 limits the prisoners eligible for assignment to the boot camp program to those prisoners who are under 26 years of age, are selected by the commissioner, who are

Representative Ed Willis

April 4, 1996

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sentenced to a term of imprisonment of at least 150 days, have not previously participated in a boot camp program, and who did not violate AS 11.41,<sup>1'</sup> AS 11.46.300,<sup>2'</sup> AS 11.46.400,<sup>3'</sup> AS 11.56.300,<sup>4'</sup> AS 11.56.810,<sup>5'</sup> AS 11.61.100,<sup>6'</sup> AS 11.61.190,<sup>7'</sup> AS 11.61.195,<sup>8'</sup> or AS 11.61.240.<sup>9'</sup>

AS 33.30.184 creates a boot camp advisory board.

**Section 5 of the bill** provides an effective date.

GPL:glc:klb

96-209.glc

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<sup>1'</sup> Crimes against persons, including, e.g., murder, manslaughter, assault, sexual assault, and sexual abuse.

<sup>2'</sup> Burglary in the first degree.

<sup>3'</sup> Arson in the first degree.

<sup>4'</sup> Escape in the first degree.

<sup>5'</sup> Terroristic threatening.

<sup>6'</sup> Riot.

<sup>7'</sup> Misconduct involving weapons in the first degree.

<sup>8'</sup> Misconduct involving weapons in the second degree.

<sup>9'</sup> Criminal possession of explosives.

# DEPARTMENT OF CORRECTIONS

## MEMORANDUM

**to:** Representative Ed Willis  
**from:** Jerry Shriner *J*  
**re:** HB 2  
**date:** April 4, 1996

The department is approaching boot camp operation primarily as a population management tool. As the enclosed "what if" scenarios indicate, the operation of a boot camp can result in a reduced need for prison beds and avoid future capital expenditures.

While the daily operating cost of both the boot camp and the probation/parole services that follow are more expensive than current programs; the total cost of incarceration and supervising an inmate is expected to result in a cost savings over the term of the sentence because they will be moved through the prison and into the community more quickly.

Obviously this means shorter incarceration times. This punishment or public condemnation phase is enhanced, however, by the intensive nature of the boot camp program.

Public safety will be maintained by careful selection of offenders and by greatly enhanced community supervision and rehabilitative programming.

The specifics of the programming, both in the boot camp and in the community, have not been developed in detail; but they can be expected to emphasize self-responsibility, vocational training and employment, victim and community restorative justice and substance abuse counseling.

from the desk of...

Jerry Shriner  
Special Assistant  
Department of Corrections  
240 Main, Suite 700  
Juneau, AK 99801

(907) 465-4640  
Fax: (907) 465-3390

We do not want to imply a boot camp program is the answer to all correctional problems. As your bill makes clear, it is limited to a select and small group. It can be effective in saving prison bed space for more serious offenders without increasing risk to the community and it will always be our goal to reduce the risk to the community by lowering the recidivism rate of offenders in the community.

cc:

## BOOT CAMP PLANNING ANALYSIS

	1,380	Initial reduction in person months of confinement
minus	541	Person months lost due to dropouts
minus	85	Person months lost due to washouts
minus	200	Net person months lost due to revocations (Boot Camp grads and Probation)

Equals	555	Net reduction in person months of confinement
Equals	46	Net reduction in number of prison beds needed
	32	Months to achieve net change in prison beds needed

### *FISCAL ANALYSIS*

	\$107.00	Average daily prison cost
	\$125.00	Average daily boot camp cost
	\$8.25	Average daily P/P cost (reg)
	\$25.00	Average daily P/P cost (BC)

\$6,936,250 capital cost avoidance (1)

	\$3,333,750	cost for current approach (2)
	\$2,025,000	cost for bootcamp approach (2)
	\$523,500	annualized cost difference

### **Notes:**

assumes:

- 1/ 50 participants and two cycles per year
- 2/ a 6 month cycle duration
- 3/ a washout and dropout rate totaling 35%
- 4/ a parole revocation rate of 15%
- 5/ an average sentence length of 30 months

- 1) The projected savings by not building the "Net reduction in number of prison beds needed" mentioned above.
- 2) Anticipated cost of incarceration & P/P services sentence of 30 months

## BOOT CAMP PLANNING ANALYSIS

minus		980	Initial reduction in person months of confinement
minus		70	Person months lost due to dropouts
minus		65	Person months lost due to washouts
		143	Net person months lost due to revocations (Boot Camp grads and Probation)

Equals		702	Net reduction in person months of confinement
Equals		59	Net reduction in number of prison beds needed
		28	Months to achieve net change in prison beds needed

### *FISCAL ANALYSIS*

\$107.00	Average daily prison cost
\$125.00	Average daily boot camp cost
\$8.25	Average daily P/P cost (reg)
\$25.00	Average daily P/P cost (BC)

\$8,780,000 capital cost avoidance (1)

\$2,667,000	cost for current approach (2)
\$1,800,000	cost for bootcamp approach (2)
\$433,500	annualized cost difference

### **Notes:**

assumes:

- 1/ 50 participants and two cycles per year
- 2/ a 6 month cycle duration
- 3/ a washout and dropout rate totaling 10%
- 4/ a parole revocation rate of 15%
- 5/ an average sentence length of 24 months

- 1) The projected savings by not building the "Net reduction in number of prison beds needed" mentioned above.
- 2) Anticipated cost of incarceration & P/P services sentence of 24 months

# Alaska State Legislature

Legislative Research Agency



130 Seward Street, Suite 215  
Juneau, Alaska 99801-2196

Phone: (907) 463-3991  
Fax: (907) 463-3351

February 11, 1993

## MEMORANDUM

TO: Representative Ed Willis

FROM: Patricia Young *P. Young*  
Legislative Analyst

RE: **Boot Camps for Young Offenders**  
Research Request 93.100

You asked for information about boot camps for young offenders. Specifically, you wished to know the age of participants, the type of crimes represented, the length of sentence, and the number of offenders typically in the programs. You were particularly interested in boot camp programs running in Virginia, Massachusetts, and Cuyahoga County, Ohio.

According to a *State Legislative Report*, "Prison Boot Camps: Policy Considerations and Options," (Denver: National Conference of State Legislatures, March 1991; attached) boot camps are generally **military-style programs requiring team cooperation for highly disciplined drills, marching, and labor**. Most such programs are designed for **non-violent first-time felony offenders with relatively short sentences**. Typically they are designed for **young adults between the ages of 17 and 25, require a certain degree of physical and mental fitness, last from 60 to 180 days, and represent an alternative to incarceration**. Although few data exist to evaluate the effectiveness of boot camp programs, particularly their long-term effectiveness, they are popular: at least 24 states currently operate such programs.

Despite their similarities, boot camp programs vary in structure and focus. A brief comparison of the programs in Virginia, Massachusetts, and Cuyahoga County, Ohio, illustrate some of the differences.

### The Virginia Program

The Virginia program appears to be the most standard among the three. At its inception--mid-April of 1991--eligibility was limited to nonviolent, male felony offenders between the ages of 18 and 24 years at the time of sentencing. (Last year the age restriction was changed

Representative Willis

February 11, 1993

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to 24 years or under at the time of conviction, with no minimum age limit.) Misdemeanants are ineligible, as are felons convicted of murder, manslaughter, kidnapping, sexual assault, malicious wounding, robbery, or any attempt to commit any of these crimes. Camp capacity is 100 participants, and platoons of 30 to 45 individuals enter each month. To date, 522 participants have gone through the Virginia program.

The program is voluntary, lasts 90 days, and represents a condition of supervised probation in lieu of a penitentiary sentence. The primary emphasis is on discipline. Corrections officers involved in the boot camp program receive U.S. Marine Corps training as drill officers, and an offender's sole contact for the first two weeks of the program is with the drill officer.

Following the two-week orientation come program components involving labor, general education, substance abuse education, life skills development, vocational assessment, and some social education. Although participants are not taught vocation skills as such, manual labor is believed to help them develop a work ethic. The camp is located on a 2,600-acre farm, so offenders are employed as farm laborers. Labor for community projects, such as painting schools and cleaning state parks, is also required. All participants are evaluated as to their level of education: those who test at below grade 12.9 are enrolled in the Adult Basic Education (ABE) or General Education Development (GED) program, regardless of whether they have high school diplomas; those who test at or above grade 12.9 are used as tutors. Upon completion of the entire boot camp program, participants may invite family and friends to a full graduation ceremony. Participants are on probation following graduation for at least one year, the first 90 days of which are intensive supervision.

According to Drew Malloy, program director, Virginia's boot camp program is a five-year pilot program funded by the state legislature. Results have so far been positive, with a recidivism rate of 15 percent for the first 18 months. Admittedly, however, this is a very short time to accurately gauge the effectiveness of a program, and the recidivism rate is expected to increase over time. Nevertheless, Mr. Malloy anticipates funding for the program beyond the demonstration period.

### **The Massachusetts Program**

The Massachusetts boot camp program, which began operation in August of 1992, is for male offenders under the age of 40. Ted O'Donnell, Department of Corrections project analyst with the program, describes it as originally designed for individuals convicted of misdemeanors and less serious felonies as a short, intense alternative to jail or probation, requiring a high level of offender involvement. It is a four-month program with a capacity of 256 participants. Approximately 50 offenders have graduated from the program to date.

Representative Willis  
February 11, 1993  
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Eligibility criteria for the Massachusetts boot camp program include that a participant 1) must be under 40 years of age; 2) may have prior convictions if his history is non-violent; 3) must have a sentence that is for no more than 18 months; 4) must not have received a mandatory sentence for violation of a drug law; 5) must not have been convicted of a crime against a person (with the exception of assault and battery); 6) must be medically and psychologically fit to participate; 7) must have no history of escape from a secure parameter nor any escapes within the past three years; and 8) must volunteer for the program.

According to Mr. O'Donnell because the program capacity has yet to be filled, the original criterion of "no history of escape" was relaxed to its current form. Another proposed amendment would eliminate the criterion concerning prior convictions and shift the focus more to the present conviction.

The program, described by Mr. O'Donnell as having a "marine drill camp atmosphere," includes education, work, counseling, life skills, and team building components. Following graduation, participants are in parole status for an amount of time based on the duration of the original sentence. Aftercare parole requirements may include components such as contacting parole officers, maintaining jobs, and attending counseling sessions.

#### The Ohio Program—Cuyahoga County

Unlike the boot camp programs in Virginia and Massachusetts, Cuyahoga County's program is for juveniles between the ages of 14 and 17 who have been convicted of felonies and sentenced to state institutions for approximately 6 to 12 months. Participants must be mentally and physically capable and have not been convicted of aggravated murder, murder, rape, manslaughter, kidnapping, sexual assault, aggravated arson, criminal enticement, or corruption of a minor.

This is a nonvoluntary, 90-day residential program followed by six to nine months of highly structured aftercare. Participants are randomly selected but generally willing to participate. Ten are admitted at the beginning of each month, and ten are released at the end of each month. The maximum capacity is 30 participants at any given time. To date, 111 youth have entered the program. Although discipline is a part of the program's structure, it is based more on the Outward Bound, challenge education model than a military one. Furthermore, the program's substance is primarily treatment for the juvenile and reunification with the family and community. Other components include substance abuse education, general education, life skills development, and basic job acquisition and retention skills.

Representative Willis  
February 11, 1993  
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The Ohio program began in April of 1992 with a federal grant from the U.S. Justice Department for an 18-month project to be evaluated by the National Institute of Justice. Recidivism data will not be available until 1994. According to Tim Howard, project director, the unusually strong emphasis on the aftercare component should result in low recidivism rates.

More detailed information on each of these programs is being sent and will be forwarded to you upon arrival. I hope this information is useful. If you have questions, please let me know.

Attachment

The boot camp planning analysis modeling program simply allows the user to various known or assumed characteristics about the target population, the effects of program variables and the costs associated with the variables and project the effects on bed space requirements and associated costs. For example one could consider a particular program element by projecting its cost and effect on recidivism and determine its value to the over all program.

The costs shown for the boot camp and enhanced P/P supervision are reasonable targets but are not based on actual program design.

# Corrections COMPENDIUM

Volume XVI, No. 1

The National Journal for Corrections Professionals

January 1991



—Photo courtesy New York State, DOCS Today

## Boot Camp Prisons Thrive

by Marjorie Marlette

**T**HE LIFE IS RIGOROUS, the privileges few. But the rewards, for young non-violent first offenders, can be great: camp instead of prison; 90 to 180 days of concentrated effort instead of years in an in-

stitution; and a chance to detour from a future in crime.

Boot camp prisons in the United States are proliferating. Finding them acceptably

*Continued on page 6*

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# Boot Camp Prisons Thrive

Continued from front page

tough and tax-dollar considerate, state legislatures and congress have established the military-like programs in 27 U. S. systems, a new survey by Corrections COMPENDIUM shows. Fourteen more are considering the option.

The programs come by many names: Special Alternative Incarceration Unit; Basic Training Program; IMPACT (Intensive Motivational Program of Alternative Correctional Treatment); RID (Regimented Inmate Discipline); Challenge Incarceration and others, as well as simply "Shock Incarceration" or "Boot Camp."

The regimen of boot camp, widely publicized by the media, is familiar: Days that start at 5—even 4—a.m. Drill and push-ups and obstacle courses. Insistent DIs (drill instructors) in constant persuasion. Harsh, summary discipline for minor infractions. Rigid dress code. Inspected living quarters that must be ship shape. Limited or no TV. Taps at 9 or 10 p.m.

**B**ut not all prison boot camps are alike. Though regimented and military inspired, they differ considerably in emphasis and the programs they offer. Almost all require some—and some many—hours of drug treatment, education and psychological counseling; others place the greatest emphasis on the heavy physical training and discipline.

One of the most crucial aspects of the programs—follow-up support in the community—also varies considerably from one system to another.

Since their start, close to 16,000 offenders have completed shock incarceration programs in the U.S.

with more than 12,000 graduating from boot camps, according to the COMPENDIUM survey.

Current programs can accommodate 4,782 inmates at a time, ranging from 20 in Wyoming to 1,500 in New York. Programs starting after Feb. 1, 1991, will add another 354 to 404 slots.

Shock camp programs are primarily designed for young, non-violent offenders, 17 to 26 years of age, who have never been incarcerated. Some allow older prisoners. And not all are limited to those committing non-violent offenses. Certain categories of prisoners,

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*Almost all require some—and some many—hours of drug treatment, education and psychological counseling; others place the greatest emphasis on the heavy physical training and discipline.*

---

however—as child abusers, sex offenders, and murderers—are usually ineligible for the programs.

Drug offenders make up many of the training squads.

Eight states—Colorado, Kansas, Louisiana, Michigan, Mississippi, New Hampshire, New York and South Carolina—include women in their programs, the COMPENDIUM survey shows. Other states and the Federal Bureau of Prisons provide programs only for men.

Courts assign defendants to the camps in 12 systems, corrections departments in 11, and both may in five. If direct from the courts,

the penalty is generally instead of a sentence to prison, with a sentence pending if training is not complete. From prison, boot camp completion shortens prison terms.

Almost all are used for offenders convicted of felony offenses carrying a sentence of one year or longer in prison.

**W**hether boot camps are successes depends on the definition of success. For most, it is too soon to know their long-term effect on preventing recidivism—surely the ultimate goal—but early studies indicate that they do provide as much or more deterrence in a short time as a longer time in prison does for similar offenders.

Idaho, however, with a shock program since 1974 (and some of the components of a boot camp since 1988), has had the longest—and a very positive—experience with shock incarceration.

"Without the program, we estimate our prison population would be more than double," said Deputy Warden Dean Allen at the North Idaho Correctional Institution, where the shock operation is located. (See box on page 8)

One state, Alabama, where participation in the program is mandated, reports that after two years, their recidivism rate is an astonishing 3.65 percent!

Texas, where the boot camp started two years ago, has had a success rate of 89 percent versus approximately 55 percent among regular prison parolees.

As for success in the program itself, for those who started the boot camps, the survey found completion rates ranging from 47.6 percent in Florida to 97 percent in Georgia.

The boot camps have other immediate pluses:

- The emphasis is on change. Almost all offer more counseling and education than the offenders would get in the general prison population.



—Photo courtesy New York State, DOCS Today

Inmates march sharply at Summit, New York Shock Camp.

- For young first time incarcerated, they are almost always safer than prison. There are no experienced cons to school them in crime or press them for sexual favors. There's more staff on hand, more activities, no idle time.

- The demanding exercise and regular meals improve health and stamina. The inmates learn what it's like to get up in the morning and be active all day.

- They also learn what it's like to be drug-free in an environment that demands a lot from them.

- And while the per diem cost is often the same or more than for time behind bars, the brevity of the program means less spent on the individual "recruit."

In a 25-month review of its program, the Florida Department of Corrections estimated a savings of 39,759 inmate days — conservatively estimated at a cost savings of \$1.15 million. "The cost of Boot Camp represents perhaps its most successful aspect...the program is effectively reducing prison time," the DOC report said.

Of the 27 systems authorizing

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*Marjorie Marlette is editor of Corrections COMPENDIUM.*

Corrections COMPENDIUM, January 1991

boot camps, eight are starting operation in 1991—Connecticut, Virginia, Wisconsin and the Federal Bureau of Prisons in January; Kansas and Nevada in

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*"The cost of Boot Camp represents perhaps its most successful aspect...the program is effectively reducing prison time."*

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February; Colorado in March and Pennsylvania later in the year. Ohio also hopes to start a camp this year.

Idaho's is the oldest shock incarceration program. Georgia's, begun in 1983, and Oklahoma's, 1984, are the oldest boot camps.

Other states with boot camps are Alabama, Arizona, Arkansas, Florida, Illinois, Louisiana, Maryland, Michigan, Mississippi, New Hampshire, New York, North Carolina, South Carolina, Tennessee, Texas and Wyoming.

Iowa has a shock probation program in which the judge can remove certain inmates from prison within 90 days of confinement depending on how well they do in prison during that time. Ohio has a shock parole program.

Cost of the programs range from \$21 per diem in Alabama (compared to \$27 in regular prison), to \$67.79 in Connecticut (compared to \$56.91 in prison). Some departments gave the same costs for boot camp and prison, and many had no figures available.

Offenders participate in the camps voluntarily in 20 systems; are mandated in seven. In 15 systems, the programs are located in a separate camp or facility, while 10 systems house them in prison. Three systems do both.

Reasons given for inmates not finishing the training include poor attitude and behavior adjustment, lack of self-discipline and motivation, and disciplinary problems. They may also be medically disqualified, or new detainees may make them ineligible.

Problems facing the individual programs include difficulties with inadequate or no funding, pressure to keep beds full that does not allow good group intake; not enough beds for the program; and lack of follow-up supervision.

One state reported a problem with corrections dislike of the program, and another said staff selection was difficult because of the need to assign only those individuals who had demonstrated leadership qualities and received favorable psychological testing.

For some, media access had to be limited for a time in order not to disrupt the program, but mostly, the interest of the press was considered a benefit.

New York, with the largest number of boot camp programs, has recently started an intensive "shock parole" program to continue support services for the graduates when they return to the streets. Two parole officers work as a team to supervise 30 parolees. In other systems, post-release supervision may be through regular or intensive probation or parole.

Much has been written about boot camps, in the scholarly as

## Idaho's shock incarceration program impacts number in prison

**S**hock incarceration got an early start in Idaho. Authorized by the State Legislature in 1970 and implemented in 1974, the North Idaho Correctional Institution (NICI) started its short-term treatment program for offenders a decade before other states pioneered the boot camp form of shock imprisonment.

Idaho's program, modified to add boot camp drills two years ago, now has 16 years of operational experience and, says Deputy Warden Dean Allen, "we think we're having a major impact."

He estimates that the state's prison population "would be more than double" without the program.

NICI is located on an old military air force base in the rolling hills of northern Idaho. Judges send felony offenders there for evaluation and risk assessment, but retain jurisdiction for up to six months.

To be eligible, the offenders must be tried as an adult, but the age otherwise is open. The youngest has been 15, the oldest 82. Males

convicted of all felonies except Murder 1 are eligible, but those with previous prison time are not recommended. The length of sentence must be a minimum of 1 year.

The program lasts four months, with an additional 60 days optional.

Of those who participate, about 82 percent are then released on probation, with the other 18 percent retained in prison, Allen said.

Of those released, about 17 or 18 percent come back—11 percent on technical violations, 6 percent on new crimes.

If offenders complete both the NICI program and probation successfully, the original charges against them can be reduced to misdemeanors.

Traditionally, the courts have sent up to 50 or 51 percent of those sentenced to prison through the program. Now, 63.3 percent are coming through it, Allen said.

NICI costs less than other facilities—about \$15 to \$20 a day com-

pared to \$24 elsewhere—and "the cost savings are showing," he said.

The program ordinarily can handle 160 at one time, but has been averaging 230 the past year, Allen said. "For the short duration, people can put up with some inconveniences, can crowd a little," he noted.

By March of 1990 more than 5,000 inmates had gone through the program.

Participation is voluntary, and includes drug/alcohol treatment, literacy and GED classes, and personal counseling, with the overall emphasis on self-esteem issues.

Allen, who worked at the state's penitentiary before coming to the North Idaho institution, finds the shock approach exciting.

"Here," he said, "change not only is expected, it's demanded. It's a whole different emphasis and atmosphere than most prison settings." □

well as the popular press. Not everyone is enthusiastic about the new sanction.

**A**mong those who urge caution in developing the programs, the concern most often heard is that they will "widen the net" to confine people who would otherwise be placed on regular probation, not just those heading for prison. (Some criminal justice officials view this as a positive, however.)

In the NIJ Reports for November/December, 1990, Doris Layton MacKenzie also notes another question raised by research as "whether the boot camp atmosphere enhances the effect of

treatment or whether an intensive treatment program alone would have the same effect."

(Dr. MacKenzie, an associate professor at the University of Maryland, is a visiting senior research associate of the National Institute of Justice (NIJ).)

Other concerns have been raised elsewhere:

- Do boot camps have a potential for deterioration of standards and abuse of offenders?
- Do they discriminate if programs are not offered for the physically handicapped offender? In those states without programs for women?

■ Could discipline without sufficient due process lead to liability questions?

**T**he National Institute of Justice (NIJ), is planning to do a multi-site study of Shock Incarceration to be released late in 1991.

In earlier research, NIJ's intensive study of the Louisiana shock incarceration program found that shock incarceration programs by themselves may not significantly affect offender behavior or reduce recidivism. Treatment, education, and rehabilitation programs are also needed and may strengthen program impact, the study said.

*Continued on page 10*

SYSTEM	HAS SHOCK OR BOOT CAMP PROGRAM	LENGTH OF PROGRAM	WHEN STARTED OR WILL START	FOR MALES, FEMALES, BOTH	HOW MANY CAN PROGRAM HANDLE?	NUMBER WHO HAVE COMPLETED PROGRAM	SUCCESS RATE	PER DIEM COST FOR EACH PARTICIPANT OF	
								SHOCK PROGRAM	PRISON, IF SE THERE INSTE
ALABAMA	Yes	3 mos. with extensions up to 180 days	4/7/88	Males	128	547	83%	\$21.00	\$29.00
ALASKA	No program								
ARIZONA	Yes	4 mos.	10/88	Males	150	281	66%	Unknown	
ARKANSAS	Yes	105 days	4/90	Males	60	16		Unknown	\$25.00
CALIFORNIA	No program, Los Angeles County Jail System developed plans for opening a boot camp program.								
COLORADO	Yes	3 mos.	3/91	Both	100				\$43.84
CONNECTICUT	Yes	6 mos.	1/91	Males	100			\$67.79	\$56.91
DELAWARE	No program, but interested in starting one								
DISTRICT OF COLUMBIA	No program, but interested in starting one								
FLORIDA	Yes	3 mos.	10/87	Males	100	429	47.6%		
GEORGIA	Yes	3 mos.	11/83	Males	250	4,180	97%	\$39.82 (average daily costs for 2 prisons in FY 89)	
HAWAII	No program								
IDAHO	Yes	4 mos. with option of additional 60 days	1970, authorized 1974, started	Males	160	3,745	80%	\$25.51	
ILLINOIS	Yes	4 mos.	10/15/91	Both	200	9	77.7%	Unknown	Unknown
INDIANA	No program, but interested in starting one								
IOWA	Has shock probation where the judge can remove certain inmates from prison within 90 days of confinement, depending on how well the inmate does in prison								
KANSAS	Yes	6 mos.	2/91	Both	104			\$36.88 (approx.)	
KENTUCKY	No program, but interested in starting one								
LOUISIANA	Yes	90-180 days	2/87	Both	120	470	56.9%	A little less than prison	\$24.71
MAINE	No program								
MARYLAND	Yes	6 mos.	8/5/90	Males, female program to start within 2 yrs.	288	N/A	N/A	Unknown	\$45.21
MASSACHUSETTS	No program, but under consideration at the county level.								
MICHIGAN	Yes	3 mos.	3/88	Males	120	754	59%	\$55.00	\$55.00
MINNESOTA	No program								
MISSISSIPPI	Yes	90-120 days	4/85	Both	262	1,736	91%		
MISSOURI	No program, program has been authorized but not funded or initiated.								
MONTANA	No program, but may be interested in starting one								
NEBRASKA	No program, but interested in starting one								
NEVADA	Yes		2/91	Males					
NEW HAMPSHIRE	Yes	120 days	3/5/90	Both	96	13		\$48.77	\$48.77
NEW JERSEY	No program, in early discussion stages								
NEW MEXICO	No program, Early to start 12/91								
NEW YORK	Yes (5 facilities)	6 mos.	9/87	Both	1,350 males 150 females	1,158 (as of 11/89)	68%	\$41.56-\$77.26	
NORTH CAROLINA	Yes	90-120 days	10/30/89	Males	90	158	90%		
NORTH DAKOTA	No program								
OHIO	Yes	3 mos.	Shock parole, 1983; hope to start boot camp 1991	Males	100 (projected)				\$30.96

SYSTEM	HAS SHOCK OR BOOT CAMP PROGRAM	LENGTH OF PROGRAM	WHEN STARTED OR WILL START	FOR MALES, FEMALES, BOTH	HOW MANY CAN PROGRAM HANDLE?	NUMBER WHO HAVE COMPLETED PROGRAM	SUCCESS RATE	PER DIEM COST FOR EACH PARTICIPANT OF	
								SHOCK PROGRAM	PRISON, IF SENT THERE INSTEAD
OKLAHOMA	Yes	3 mos.	1984	Males	150	Unknown	Unknown	\$64.39	\$48.79
OREGON	No program								
PENNSYLVANIA	Yes	6 mos.	1991	Males	150-200				
RHODE ISLAND	No program, but interested in starting one								
SOUTH CAROLINA	Yes	90 days	6/25/86, shock probation; 6/25/90, changed to shock incarceration; 1/91, 2nd unit started	Both	192 males, 24 females	984 males, 107 females	93% males, 83% females		
SOUTH DAKOTA	No program, currently being reviewed by legislatively established Corrections Commission								
TENNESSEE	Yes	3 mos.	12/89	Males	120	75	74%		
TEXAS	Yes	Up to 3 mos.	1/89	Males	400	1,010	89.2%	\$43.40	\$42.15
UTAH	No program, but under consideration								
VERMONT	No program								
VIRGINIA	Yes (probation)	3 mos. (followed by supervised probation)	1/91	Males	100				
WASHINGTON	No program								
WEST VIRGINIA	No program, but under consideration								
WISCONSIN	Yes	6 mos.	1/1/91	Males	60	N/A	N/A	Unknown	
WYOMING	Yes	3 mos.	2/90	Males	20	35	90%	\$41.00	\$41.00
FEDERAL BUREAU OF PRISONS	Yes	6 mos. (intensive) 1-5 mos. (community)	1/91	Males	192				

CANADIAN SYSTEMS - no shock incarceration programs reported

## Boot Camp Prisons Thrive

*Continued from page 8*

The Corrections COMPENDIUM survey found that 26 of the boot camps include or will include drug/alcohol treatment programs, 24 offer counseling, and 23 education. All 27 also have work programs. Emphasis on the programs may vary, but once assigned, participation is mandatory.

In New York, while the recidivism rate is nearly the same for shock graduates and a comparable group released from prison, the reasons for return are different. Shock inmates come back more often for technical violations, less for crimes than those released from prison.

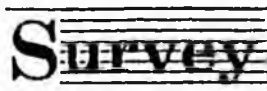
Also, the academic programs are

showing good results. With education classes mandatory, math and reading levels are being raised and many are passing GED (high school equivalency) exams, the New York DOC reported.

In interviews and letters to staff, some former trainees recall graduation as the high point of their lives.

They found pride and new friends in the program, they said. Though more counseling and vocational education would be a good idea, they considered boot camp a very positive experience.

Not many "graduates" would say that about their stint in traditional prison.



## SHOCK INCARCERATION PART II - PROGRAM, REQUIREMENTS

SYSTEM	PARTICIPANT ASSIGNED TO PROGRAM BY		ASSIGNMENT MADE		PARTICIPATION VOLUNTARY?	PROGRAM LOCATED IN		PROGRAM INCLUDES				REQUIREMENTS
	COURTS	DEPARTMENT	AS ALTERNATIVE TO PRISON	FROM PRISON		REGULAR PRISON	SEPARATE CAMP OR FACILITY	DRUG/ALCOHOL TREATMENT	EDUCATION	COUNSELING/THERAPY	WORK	
ALABAMA	X		X		No	X		X		X	X	No ex for in yrs. c follow
ARIZONA	X		X		Yes	X		X	X	X	X	18-22 spec tions
ARKANSAS		X		X	Yes	X		X	X	X	X	No re of 10 ment
COLORADO		X		X	Yes	X	X	X	X	X	X	18-22 time defec
CONNECTICUT	X	X (oversight responsibility)	X		Yes		X	X	X	X	X	16-21 sent or in appn
FLORIDA		X		X	Yes	X		X		X	X	24 yr sent medi
GEORGIA	X		X		Yes	X					X	17-21 least
IDAHO	X		X		Yes		X	X	X	X	X	Must sent embro chof
ILLINOIS	X		X		Yes		X	X	X	X	X	17-21 drug loss,
IOWA	Has shock probation where the judge can remove certain inmates from prison within 90 days of confinement depending on how well the inmate does in prison											
KANSAS	X	X	X	X	Yes		X	X	X	X	X	18-22 offer phys
LOUISIANA	X (recommendation)	X (final determination)	X		Yes	X		Education and awareness	X	X	X	30 yr sent phys
MARYLAND		X		X	Yes		X	X	X	X	X	Und to 6 cal s
MICHIGAN	X		X		Yes		X	X	X	X	X	17-21 robb offer

## SHOCK INCARCERATION PART II - PROGRAM, REQUIREMENTS

SYSTEM	PARTICIPANT ASSIGNED TO PROGRAM BY		ASSIGNMENT MADE		PARTICIPATION VOLUNTARY?	PROGRAM LOCATED IN		PROGRAM INCLUDES			
	COURTS	DEPARTMENT	AS ALTERNATIVE TO PRISON	FROM PRISON		REGULAR PRISON	SEPARATE CAMP OR FACILITY	DRUG/ALCOHOL TREATMENT	EDUCATION	COUNSELING/THERAPY	WORK
MISSISSIPPI	X		X		No, sentence imposed by court, inmate must sign agreement to participate		X	X	X	X	X
NEVADA	X		X		No		X	X	X		X
NEW HAMPSHIRE	X	X (final approval)	X	X	Yes	X		X		X	X
NEW YORK		X		X	Yes		X	X	X	X	X
NORTH CAROLINA		X		X	Yes		X	X	X	X	X
OHIO	X (to shock parole)	X (to boot camp)		X	Yes	X		X	X	X	X
OKLAHOMA		X	X		No	X		X	X		X
PENNSYLVANIA	X		X		No			X	X	X	X
SOUTH CAROLINA	X	X	X	X	Yes	X		Education	X	X	X
TENNESSEE		X		X	No		X	X	X	X	X
TEXAS	X		X		No		X	X	Life skills	X	X
VIRGINIA	X (referrals)				Yes		X	X	X	X	X
WISCONSIN		X		X	Yes		X	X	X	X	X
WYOMING		X		X	Yes		X	X	X	X	X
FEDERAL BUREAU OF PRISONS	X (recommended)		X		Yes		X	X	X	X	X

CANADIAN SYSTEMS - no shock incarceration programs reported

**1991 Shock Incarceration Survey**

**Doris L. MacKenzie and Claire Souryal**

**NIJ Grant 87-II-CX-0020**

TABLE 2. CHARACTERISTICS OF SHOCK INCARCERATION PROGRAMS, 1991

State	Hours/Day devoted to:					Drug Treatment or Drug Education (Hours/Week)	Release Supervision
	PT	Work	V.Ed.	Rehab.	Ed.		
BCP	2	7	.5	2	1.5	Combination (4.5)	Phased
Alabama	--	--	--	--	--	Treatment (15-21)	Intensive
Arkansas	3	4	0	2.5	1.5	Combination (12.5)	Moderate
Arizona	4	5	0	1.3 <sup>a</sup>	1.3 <sup>a</sup>	Education (3.3)	Intensive
Florida	4	4	0	1.3	0	Combination (1.3)	Moderate
Georgia	2	8	0	0	3	Education (5)	Varies
Idaho	1	*	*	*	*	Combination (--)	Varies
Illinois	5.5	5.5	1	1	1	Combination (7.5) <sup>b</sup>	Varies
Kansas	2	6	0	1	1	Education (5)	Varies
Louisiana	3	3.5	0	2	1.5	Education (5) <sup>c</sup>	Intensive
Maryland	2	8	0	2	2	Combination (215) <sup>d</sup>	Intensive
Michigan	2	6	0	2	1	Education (3)	Intensive
Mississippi	**	**	**	**	**	Combination (15-25)	Varies
Nevada	1.5	6 - 8	0	***	***	Combination (--)	Varies
New Hampshire	2	7	2	2.5	2.5	Combination (4)	Intensive
New York	3	6	0	5-6	11 <sup>e</sup>	Treatment (18.5) <sup>f</sup>	Intensive
North Carolina	1	10	0	3	3	Combination (7)	Varies
Oklahoma	1.5	4	4 <sup>g</sup>	2	4	Combination (76) <sup>d</sup>	Varies
South Carolina	1 <sup>h</sup>	7.5 <sup>i</sup>	0	****	4 <sup>i</sup>	Education (4) <sup>j</sup>	Varies
Tennessee	6	4.5	0	4	4 <sup>e</sup>	Combination (7)	Varies
Texas	1	7	0	2	1	Combination (8) <sup>b</sup>	Varies
Virginia	1-2	6	*****	****	3	Education (5)	Intensive
Wisconsin	2	7	0	2.5-3	2.5-3	Treatment (18.5-20) <sup>k</sup>	Intensive
Wyoming	4	3	0	3	0	Combination (21)	Varies

a = number of hours/day three times per week

b = may additionally include individual counseling on an "as needed" basis

c = 3 hours of total of 5 are not "specifically related to substance abuse"

d = total hours spent in drug treatment/education during the entire program

e = total hours per week devoted to activity

f = does not include 9-12 hours per week of therapeutic community activities

g = 8 hours/day for total of 2 weeks

h = 1 hour per day five days a week not including 2 hours/day on Saturday and Sunday

i = number of hours/day five times per week

j = 4 hours per week for total of 4 weeks/ individual psychotherapy or drug counseling offered on "as needed" basis

k = varies according to phase of the program

\* = based on individual needs assessment

\*\* = varies depending on individual needs and length of time in program

\*\*\* = rehabilitation and education combined for 2 hours/day

PT = physical training  
V.Ed. = Vocational Education  
Rehab. = Rehabilitation  
Ed. = Education

Source: Doris L. MacKenzie & Claire Soury  
1991 Shock Incarceration Survey  
NIJ Grant 87-IJ-CX-0020

\*\*\*\* = offered on "as needed" basis

\*\*\*\*\* = vocational education marked "tentative"

-- = No response (this section)

# Boot Camp Prisons: Components, Evaluations, and Empirical Issues\*

BY DORIS LAYTON MACKENZIE

Visiting Scientist, National Institute of Justice, Washington, DC

*Military-style boot camps, with their rigorous regimes and austere conditions, bring a sense of order and discipline to the lives of youthful, non-violent first-time offenders, and perhaps serve as a deterrent against future crimes. . . These are the sorts of alternative sanctions that the criminal justice system must explore if it is successfully going to deter and contain drug use.*

*—National Drug Control Strategy  
The White House, September 1989*

**I**N THE past few years "boot camp" prisons, otherwise called shock incarceration programs, have proliferated throughout the nation. At the end of 1989 there were at least 21 "boot camp" prisons in 14 state correctional systems. Another 13 states were in the process of or considering developing such programs. Thus, within the next few years, over 50 percent of the state correctional jurisdictions may have boot camp prisons for adult offenders. This does not take into account the additional programs that are being considered in city and county jurisdictions or those being developed for juveniles.

Not only does it look like the number of programs will be quickly growing, but also there is interest in enlarging the purposes of these programs. There have been hearings in the U.S. House and Senate on the topic of boot camp prisons, and in the National Drug Control Strategy the President recommended that the viability of boot camps as an alternative sanction for drug offenders be examined.

Why have these programs attracted this kind of attention? Some have said that their popularity is magnified because they are "media" attractive. Drill instructors yelling in the face of offenders makes for good TV. There are other reasons given for the popularity of these programs: The offenders are receiving ~~the~~ "just deserts." Such programs show the public that the politicians are being tough on crime. Offenders spend only a short time in prisons, thus the programs repre-

sent a cost savings. Furthermore, according to some, such treatment addresses the major problems of young offenders—a lack of discipline and no respect for authority. The programs are rehabilitative according to some, while others argue that the programs act as a deterrent. Obviously people expect different things from the programs.

There are enthusiastic advocates of the programs and, conversely, there are equally enthusiastic opponents (Morash & Rucker, 1990; Sechrest, 1989). Some say the programs have the potential for being rehabilitative (MacKenzie, et al., 1989) others reject this possibility (Morash & Rucker, 1990). We see two factors influencing opinions about the program: (1) knowledge and (2) philosophy. Advocates and opponents frequently have a lack of knowledge about the specific components of the programs and current evaluation efforts.

Second, some issues discussed are empirical while others are philosophical. Frequently the two are not separated in debates about the shock programs (see, for instance, Morash & Rucker, 1990). Would offenders rather spend time in a shock program or in a regular prison? Are shock programs cost effective? Do shock programs widen the net? Is there a sufficient number of appropriate candidates for shock who are now incarcerated? These are examples of questions that can and should be examined with empirical research. Other criticisms are philosophical, such as whether shock programs fulfill the "real" purpose of corrections. We can discuss the purpose of corrections, but it cannot be empirically examined. Such questions cannot be addressed through research.

This article is written to describe shock incarceration programs and current evaluation efforts. An attempt is made to identify the questions that can be studied empirically and to describe the results of some preliminary research examining shock programs.

## Survey of States

To learn more about shock incarceration programs, we surveyed all 50 state departments of corrections. Programs were considered to be shock incarceration only if they:

- (1) were considered an alternative to a longer

\*The investigation reported in this article was supported in part by Grant #88-DD-CX-0028 from the National Institute of Justice, U.S. Department of Justice, to the Louisiana State University. The author wishes to thank all of those who have worked on the multi-site study. Opinions expressed in this article are those of the author and not necessarily those of the U.S. Department of Justice. Requests for copies should be sent to the author at the National Institute of Justice, 633 Indiana Ave, N.W., Washington, DC 20531.

term in prison;

- (2) had a boot camp atmosphere, with strict rules and discipline;
- (3) required offenders to participate in military drills and physical training; and,
- (4) separated offenders in the program from other prison inmates.

Thus they were distinguished from earlier shock probation, shock parole, and split-sentence programs that did not necessarily incorporate all four of these components.

In January 1990, 14 states had one or more shock incarceration programs: Alabama, Arizona, Florida, Georgia, Idaho, Louisiana, Michigan, Mississippi, New York, North Carolina, Oklahoma, South Carolina, Tennessee, and Texas. Arkansas, California, Connecticut, Indiana, Kansas, Maryland, Missouri, Nevada, New Hampshire, New Jersey, New Mexico, North Carolina, Pennsylvania, Wisconsin, and Wyoming were either considering initiating programs or were developing programs.

The second part of the survey was designed to elicit information about shock programs currently operating (MacKenzie & Ballow, 1989). Most of the 14 states reported that the programs were designed for young, nonviolent offenders. Most also said the majority of the participants in their programs were convicted of nonviolent crimes and were serving time on their first felony conviction. Only Michigan said participants in its program were not mostly nonviolent offenders, and Alabama, Idaho, Louisiana, and Michigan shock participants were not necessarily convicted of their first felony. As shown in table 1, the shock programs differ substantially in many other components. In particular they differ in who is responsible for placing offenders in the program, voluntary entry or dropout, location of the program, and release supervision. Ten programs were for males only, three programs included males and females (Louisiana, Michigan, New York), and one state had separate male and female programs (South Carolina).

Programs also differ greatly in the number of hours devoted to physical training, work, education, or counseling. Programs were classified by us as high or low rehabilitation emphasis based on the proportion of each day that was spent in rehabilitation-type activities (including such activities as counseling, any type of treatment, education, and vocational training activities) versus time spent working. Here, we are distinguishing

rehabilitation activities from work and from physical training and drill.

In three state programs (Alabama, Arizona, and Mississippi) shock participants spend an amount of time in rehabilitation activities equal to or greater than the amount of time they spend working. For example, Louisiana offenders spend approximately 4.5 hours in rehabilitation activities, 4 hours working, and 4.5 hours in physical training or drill.

In the "low" rehabilitation programs the participants spend one-half to one-quarter less time in rehabilitation (e.g., in Michigan offenders spend approximately 6 hours per day working, 2.5 hours in rehabilitation activities, and 1.5 hours in physical training and drill). In comparison to offenders in other programs, Georgia participants, who receive less than ¼ hour per day of rehabilitation, spend the least amount of time in rehabilitation activities. In Florida, also considered by us to be a low rehabilitation program, offenders spend 1¼ hours a day in group counseling. Thus, with the possible exception of Georgia, offenders in all the shock programs spend a fairly large amount of time in rehabilitation-type activities, at least in comparison to offenders serving time in a regular prison.

Overall, the picture that arises in regard to these programs is a common core based on the military atmosphere, discipline, youthful offenders, and an alternative to long-term incarceration, but here the commonality ends. The differences that do exist in programs might be expected to contribute to differences in self-selection effects, net widening, costs, deterrence, or rehabilitation of the offenders.

#### *Multi-Site Study*

The shock incarceration programs differ dramatically. Therefore, results of an evaluation based on one shock incarceration program would not necessarily generalize to other programs. For this reason we initiated a multi-site study of shock incarceration programs. The major questions of this research are: (1) Is shock incarceration successful in fulfilling its goals, and (2) What particular components of shock programs lead to success or failure in fulfilling program goals? Evaluating programs in different states permits us to generalize findings from a program in one location to other locations which vary in numerous characteristics. Studying various programs will permit an answer to the second question by enabling the researchers to begin to identify the components of the shock programs which lead to

term in prison:

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TABLE 1. CHARACTERISTICS OF SHOCK INCARCERATION PROGRAMS, JANUARY 1990

State	Year Program Began	Number of Programs	Number of Participants	Average Number of Days Served	Placement Authority	Voluntary Entry	Voluntary Dropout	Located in Larger Prison	Release Supervision
Alabama	1988	1	127	90	Judge	no	yes	yes	regular
Arizona	1988	1	160	120	Judge	yes	no	yes	varies
Florida	1987	1	109	90	Judge	no	no	yes	moderate
Georgia	1983	2	250	90	Judge	yes	no	yes	varies
Idaho	1989	1	154	120	Judge	no	yes	no	varies
Louisiana	1987	1	88	120	Corrections Dept./Judge	yes	yes	yes	intensive
Michigan	1988	1	120	120	Judge	yes	no	no	intensive
Mississippi	1985	2	240	110	Judge	no	yes	yes	regular
New York	1987	5	1602	180	Corrections Dept.	yes	yes	no	intensive
North Carolina	1989	1	54	98	Parole Commission	yes	yes	no	varies
Oklahoma	1984	1	150	90	Corrections Dept.	no	no	yes	varies
South Carolina	1987	2	111	80	Judge	yes	yes	yes	varies
Tennessee	1989	1	42	120	Corrections Dept.	yes	no	no	varies
Texas	1989	1	200 (capacity)	90	Corrections	no	no	no	varies

FEDERAL PROBATION

specific outcomes.

*Site Selection*

Seven states were asked to participate in the multi-site study: Georgia (GA), New York (NY), Oklahoma (OK), Florida (FL), Texas (TX), Louisiana (LA), and South Carolina (SC).<sup>2</sup> The shock programs in all of these states were similar in the characteristics used to define programs as shock incarceration (see above). Programs selected to participate were similar in two other aspects: (1) the characteristics of offenders admitted to the program (most offenders were youthful, convicted of non-violent offenses, serving time on a first felony conviction), and (2) the length of the program (3 to 6 months). Since most shock programs were similar in boot camp atmosphere, offender characteristics, and program length, the selection of programs similar in these aspects was expected to maximize the generalizability of the results.

However, the shock programs participating in the multi-site evaluation varied in:

- Selection Decisions
- Community Supervision upon Release
- Program Characteristics
- Program Location

These characteristics were identified as factors that might have a major influence on the attainment of the goals of shock incarceration programs as identified by Parent (1989) in the recent National Institute of Justice Issues and Practices report. Sites were specifically selected to vary on these characteristics and they varied as shown in table 2.

Two of the states participating in the evaluation, Texas and New York, are developing programs specifically designed to target drug offenders. The Bureau of Justice Assistance, U.S. Department of Justice, is sponsoring these as innovative programs for drug offenders to begin examining whether such programs are effective methods of handling drug offenders.

For each of the four characteristics on which sites varied (see above) specific hypotheses were developed regarding program affects. Each of these is described below.

**Selection Decisions.** One might hypothesize that the placement authority might have a major impact on whether the program results in "net widening." Widening the net occurs, at times, when judges have a choice of placing offenders in

a program, such as shock incarceration, that is intermediate between probation and prison. If offenders who might normally be given a sentence of probation are sent to the program, more offenders serve time in prison, hence the "net" of prison is widened. In such a case the prison population will not be reduced because offenders sent to the program are drawn from the pool of probationers rather than from the prison bound offenders.

TABLE 2. CHARACTERISTICS OF SHOCK INCARCERATION PROGRAMS PARTICIPATING IN MULTI-SITE STUDY SHOWING DIFFERENCES AMONG PROGRAMS IN THE SEVEN STATES

• Entry Decisions	
Judge:	SC, GA
DOC:	OK, NY
Other:	LA, FL, TX
• Release Supervision	
Intensive:	LA, NY
Moderate or Mixed:	SC, OK, FL, GA, TX
• Rehabilitation Focus	
High:	LA, OK, NY
Low:	SC, FL, GA, TX
• Voluntary Entry	
Yes:	SC, LA, NY, GA
No:	OK, FL, TX
• Voluntary Drop Out	
Yes:	LA, SC, NY
No:	OK, FL, TX, GA
• Located in Larger Prison	
Yes:	LA, SC, OK, FL, GA, TX
No:	NY

If the department of corrections makes the placement decision rather than the judge, net widening would not be expected to be as apt to occur because in this case the participants would be chosen from the group of offenders who are already prison bound.

Whether net widening is a problem depends upon the goals of the program. If the shock incarceration program was developed to give judges a wider range of sentencing options, then net widening would not be considered a problem. The judge may want to sentence offenders to an option that is intermediate between probation and prison. On the other hand, if prison crowding is a problem and the program was developed to reduce the prison population, then net widening, by sending more offenders to prison, presents a problem.

Net widening is used here as an example to demonstrate how components of a program may

influence the effects of the program. Differences in the effect of the shock programs could be expected in other areas, based on the specific characteristics of a program (e.g., number of drop-outs, drug treatment, education or work).

**Program Characteristics.** Shock programs vary in whether or not there is a strong emphasis on treatment such as education, counseling, or vocational training during the time the offenders are incarcerated. If one of the goals of the programs is to change offenders, interest focuses on the importance of treatment as a component of shock programs (MacKenzie, et al., 1989). Three sites participating in the multi-site study, New York, Louisiana, and Oklahoma, require offenders to spend a large portion of each day in treatment activities (see table 2). Offenders in the other four sites spend much less time in treatment-type activities.

A second factor which may be potentially rehabilitative or have a major influence on program success is the voluntary nature of participation. Programs vary in whether offenders must initially volunteer to participate and in whether offenders can drop out once they enter the program. As shown in table 2, in three programs offenders can drop out at any time during the program, while in the other four programs the offender cannot voluntarily drop out. It is hypothesized that the offenders' ability to choose to participate or to remain in the program may influence how they behave upon release. A high drop out rate may also indicate the rigor of the program. An offender who completes a tough program may have a real sense of accomplishment in comparison to an offender who completes a relatively easy program.

**Release Supervision.** It has been proposed that even if the shock programs change offenders in a positive manner this change may not persist after the period of incarceration. Offenders spend only a short period of time in the programs and then are returned to their home environments. The problems and difficulties of drugs, criminal companions, lack of support groups, unemployment, etc., remain the same.

Programs such as those in Louisiana and New York, that involve a period of intensive supervision after incarceration, may be more successful in helping offenders make the transition from shock incarceration to the community. The New York Division of Parole has identified aftercare as important for shock parolees and is incorporating an intensive 6-month period of supervision and programming for shock releasees. Employment with ay, substance abuse counseling, offender support

group meetings, and urine testing are some of the components of the aftercare program.

**Program Location.** Another concern with shock programs has been with the staff members—their attitudes toward the work and their treatment of offenders. It was hypothesized that the location of the program might have a major impact on these factors. If a program is located within a larger facility, staff members can be transferred into or out of the programs depending upon their interest and ability. Those that burn out can be fairly easily transferred to another area of the prison. This is not as easily done when the program is located in a separate facility. In such situations staff training and selection may become important factors influencing staff and offender interactions.

#### *Design of the Study*

The participants in the multi-site study have had two conferences to plan and coordinate their research activities. At the first conference representatives from each participating state described the shock program and their evaluation efforts to date. The research for the multi-site study was planned, and it was decided to examine the programs in three areas: (1) a qualitative and descriptive analysis; (2) offender change and comparisons and, (3) system changes (including costs and benefits). The final products of the work will be written reports for each state describing the results of the evaluation and a report comparing the results among the states.

During the first conference the qualitative and descriptive analysis was planned, and the state evaluators returned to their home state to complete this portion of the study. Intensive interviews were conducted with staff, offenders serving various sentences, and, where appropriate, judges. Statistical data were collected from department records to describe the shock programs and their participants. This information was used to identify the goals of each program and the important issues related to the program and its development.

#### *Goals of Programs*

Shown in table 3 are the goals of the seven shock incarceration programs as identified from interviews and department written material. The goals can be classified into four major areas:

- System Level
- Individual Level
- Public Relations

• Prison Control/Management

TABLE 3. GOALS OF THE SEVEN SHOCK INCARCERATION PROGRAMS PARTICIPATING IN THE MULTI-SITE STUDY

System Level Goals

- Reduce Crowding
- Alternative to Long-term Incarceration
- Less Cost
- Model for County Programs

Individual Level Goals

- Change Offenders: Less Negative Behavior
  - Less Criminal Activity
- Change Offenders: More Positive Attitudes/Behavior
  - Improve Confidence/Responsibility
  - Discipline
  - Motivation
  - Positive Social Values
  - Positive Social Behavior (e.g., Work Ethic)
  - Reduce Drug Use
  - Accountability
  - Respect for Authority

Public Relations

- Improve Image of Corrections
- Politically Acceptable Alternative
- Public Safety

Prison Control/Management

- Clean, Healthy, Secure Environment
- Environment Promoting Rehabilitation
- Positive Offender/Staff Contact
- Offender Accountability

The most consistency in the goals across the seven states was in three system level changes: (1) a reduction in prison crowding; (2) an alternative to long-term incarceration; and (3) cost savings. Only Texas reported a system level goal of having a model program for the counties that were developing programs.

The majority of the states also reported individual level goals. For most, this meant a reduction in criminal activity and some type of positive change. Exactly what type of positive change was expected was hard to define and varied by state. In general, the changes related to increased responsibility, maturity, self control, communication/self disclosure, accountability, motivation, and improved attitudes toward authority. A reduction in drug use by the offenders was a goal of both states with shock programs for drug offenders.

Few states listed public relations as a goal. In these states there was a concern for improving the image of corrections and for public safety.

Only one state, Oklahoma, reported a goal of shock incarceration as a tool for prison control and management. The shock program was considered to be a clean, healthy, secure environment in prison, promoting counseling activities, positive

offender-staff contact, and offender accountability. Offenders in this program spend a high proportion of their time in rehabilitation activities. Thus, it was assumed that the focus on offender control was combined with the goal of developing an environment promoting positive changes in the offender rather than just managing the offenders while they are incarcerated.

*Preliminary Evaluations*

Five states have examined early data from the shock programs within their jurisdictions: Florida, Georgia, Louisiana, New York, and South Carolina. The number of offenders who entered the programs and how they left the program are shown in table 4. Note the differences in the programs in the proportion of offenders who graduate. In South Carolina and Georgia the proportion of those who leave the program without graduating (in comparison to all who have left the program) is low, 5.3 percent and 2.6 percent, respectively (South Carolina Department of Corrections, 1989; Georgia Department of Corrections, 1989). In contrast, in Louisiana, New York, and Florida a higher proportion of the offenders leave prior to graduation, 39.1 percent, 41.9 percent, and 40.7 percent, respectively (Aziz, 1988; Florida Department of Corrections, 1989; MacKenzie et al., 1989).

To our knowledge no state has completed an analysis examining whether the shock program(s) have had an impact on prison crowding. However, if the number graduating per year from a state program is compared to the total number of offenders in prison in the state it is obvious that the numbers graduating make up a very small proportion of the incarcerated population. Although New York with 904 graduates in 18 months may have a large enough number of graduates to have an impact on crowded prisons (table 4), this is not the case in most states.

Of course whether the programs will have an impact on prison crowding depends not only on the number of graduates but also on whether the offenders graduating from the program are drawn from the population of probationers or prisoners. Our assumption is that in states where placement is determined by the department of corrections the offenders in the program are those who would usually be incarcerated. Again this suggests that the New York program may have an impact on prison crowding.

Evaluators in both New York and Florida have completed preliminary cost analyses of their programs. In both the cost of the program was estimated to be slightly higher than the cost of reg-

TABLE 4. NUMBER OF ENTRANTS TO SHOCK INCARCERATION PROGRAMS IN FIVE STATES SHOWING HOW OFFENDERS LEFT THE PROGRAMS (GRADUATION, MEDICAL DISMISSAL OR OTHER)

	States (months of data)				
	South Carolina (19)	Georgia (54)	Florida (12)	Louisiana (24)	New York (18)
Total Entrants	923		319	507	2299
Active	106		56	49	696
Total Leaving Program	817	3201	263	468	1604
Graduates	676	3117	143	252	904
Medical out	99		13	27	28
Left program	43	84	107	179	672

ular prison but the shorter period of incarceration resulted in an overall cost savings (Aziz, 1988; Florida Department of Corrections, 1989). In Florida this cost savings was estimated to be \$1.1 million, and in New York the estimate was \$5.1 million for the first 321 inmates. Although this does not take into consideration the additional cost of the aftercare program in New York, it does appear to represent a relatively large cost savings.

There is also some research on individual level issues. Researchers in Louisiana found graduates of the shock programs had more positive social attitudes than those who dropped out and a comparison group in a regular prison (MacKenzie & Shaw, 1990). The offenders felt positive about their experience in the program and their future. Inmates completing the shock program in New York were found to have gained more or at least as much in educational scores as comparison groups who had been in prison longer (Aziz, 1988).

The most often requested statistics are the recidivism rates of graduates of these programs. Some states have reported data on recidivism for shock graduates and comparison groups. Few of the researchers have completed statistical tests, and they caution readers about drawing definitive conclusions before more data can be tabulated. Shown in table 5 are the estimated recidivism rates of the early releases from four shock programs. The return to prison rates for the shock offenders were higher for the shock graduates in Georgia (no significance tests), while in Florida and New York the rates are lower or approximately the same. There are no significant differences between shock graduates and a parole comparison group on rearrests or failures in Louisiana, nor between shock graduates and proba-

tioners for rearrests (MacKenzie, 1989). However, the probationers failed (absconded, jailed, or revoked) less often than the shock graduates.

To our knowledge no empirical research has yet been completed on public attitudes toward these programs. Anecdotally, from new reports and interviews there is the appearance that the public is supportive, but whether this support is because of the punishment or therapeutic nature of the programs is uncertain. Intensive interviews with those who are associated in some way with the programs have, in general, indicated positive attitudes. Reportedly employers prefer to have these offenders because they have good work skills; parents and relatives appreciate the close support and contact with parole agents; corrections officers like the discipline and close interaction with the inmates; dropouts and returnees say they would recommend that program for other offenders. There is also little research on the aspect of prison management or control. However, there is little doubt after viewing these programs that the staff members have more control of offenders in the shock programs than they do of offenders in a regular prison.

### Summary

In this article the components of shock incarceration programs were described. The survey of state jurisdictions indicated that approximately 54 percent of the state jurisdictions may have shock programs in the near future. Although the programs all emphasize strict rules and discipline and require physical training and drills, they differ in other ways. These differences are expected to result in differences in the success or failure of programs in reaching their goals.

Both the advocates and opponents of shock incarceration programs are frequently uninformed

TABLE 6. ESTIMATED RECIDIVISM RATES OF EARLY RELEASEES FROM SHOCK INCARCERATION

State	Release Period*	Percent Returned		
		Shock	Parole Comparison	Probation Comparison
Georgia	1 year	27.1	22.7	
	2 "	39.6	38.3	
	3 "	46.1	44.7	
Florida	1 "	9.1	17.3	
	2 "	18.9	21.4	
New York	1 "	23.0	28.0	
	1 "	19.8 (revoked any reason)	18.5	
Louisiana	9 months	21.1 (abscond/failed/revoked)	24.7	12.8
	9 months	24.6 (arrested)	22.5	22.3
National (Young Parolees)	1 year (rearrests)		32.0	
	1 year (reincarcerated)		19.0	

\*Return to prison rates unless otherwise noted.

Note: Information is taken from Georgia Department of Corrections, 1989; Florida Department of Corrections, 1989; NY Division of Parole, 1989a; NY Department of Correctional Services, 1989; MacKenzie, 1989; Beck & Shipley, 1987.

about the components of these programs. Those who view the program as a get-tough punishment frequently do not realize that many shock programs incorporate rehabilitation activities. What is surprising about these programs is the support and excitement of the staff and inmates. Even those who violate parole and are returned to prison after graduating from a program report that the experience was valuable. To our knowledge it is very unusual for releasees from regular prison to feel their time in prison has been valuable (Goodstein & Wright, 1989).

At this point there is little empirical evidence to help us make decisions about how successful these programs are in reaching the identified goals. Opponents of these programs frequently cite problems that may occur such as staff abuse of inmates or not widening. We have tried to show how such issues are being (or could be) empirically studied. It is our perspective that any prison holds the potential for abuse of inmates. Whether abuse occurs can be studied and possibly prevented.

Furthermore, can the boot camp atmosphere (the punishment) be combined with rehabilitation activities so that the result is a constructive punishment? Once the offender has received his or

her punishment (time in boot camp) will the public be more willing to fund aftercare programs that help the offender during community supervision? Whether the punishment fulfills the public's desire for retribution can be asked as an empirical question.

These issues should be separated from philosophical concerns such as whether nonviolent offenders should ever be incarcerated. One philosophical issue that should be discussed regarding these programs is whether the boot camp atmosphere of these programs is a fair and just punishment. And, is this desire for retribution a legitimate request that should be fulfilled? Or should male-oriented programs such as boot camps be replaced with more benevolent programs emphasizing more "so-called 'female traits' (e.g., sensitivity) (Morash & Rucker, 1990)" (Harris, 1989).

Should these nonviolent offenders spend longer periods of time in a regular prison where there are few constructive activities available, or would it be better to punish them for a short period of time in a boot camp prison? Can this "punishment" be combined with rehabilitation activities to create a constructive punishment? These are philosophical questions that should be discussed.

Knowledge of the components of these programs and how they operate will make the philosophical debates more meaningful.

#### NOTES

<sup>1</sup>From the number of inquiries we have received about shock incarceration we anticipate that these numbers are rapidly increasing in both state and county jurisdictions.

<sup>2</sup>Cost prohibited us from including all states with programs in the multi-site study.

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# BOOT CAMP S

## Boot Camp Survey

# Rehabilitation, Recidivism Reduction Outrank Punishment As Main Goals

by Doris Layton MacKenzie, Ph.D.,  
and Claire C. Souryal

**B**oot camp prisons continue to grow in number and size. Since their inception in 1983, 34 boot camp programs have been established in 23 states, incarcerating close to 4,000 adjudicated adults. These numbers do not include adult programs operated by cities or counties, or programs developed for juveniles.

The terminology used to identify adult boot camp prisons is often confusing. While the term "boot camp prison" is synonymous with "shock incarceration," some confuse shock incarceration with shock probation or shock parole. The common thread of all three programs is that offenders spend a reduced period of time in prison. In contrast to shock probation or shock parole, however, boot camp inmates are not mixed with regular population inmates. They live in separate housing and are required to participate in military drills, physical training, work and frequently treatment-oriented activities, while this is not necessarily true for offenders in shock probation or shock parole programs.

Beyond the common core—a military atmosphere involving drills, physical training and work—boot camp prisons vary tremendously. There are differences in daily activities, the average number of days served, program size, whether participation is voluntary, release supervision and eligibility criteria. These differences may stem from the distinct correctional goals each program strives to achieve.



A survey of boot camps in the United States found that administrators most often named rehabilitation, recidivism reduction and drug education as their programs' main goals. Above, boot camp participants march in formation.

Courtesy New York Division of Parole

## Program Goals

In a survey earlier this year at the University of Maryland, we asked boot camp administrators how important 11 goals were to their programs. For each goal, officials listed whether it was very important, important, somewhat important, not important or not a goal.

The goals most often judged very important included rehabilitation, recidivism reduction and drug education. Reducing crowding, developing work skills and providing a safe prison environment were generally considered important

goals. Considered somewhat important were deterrence, education and drug treatment. Goals most often believed not important or not a goal included punishment and vocational education.

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## Despite the strenuous and difficult nature of boot camp prisons, many states do not consider punishment an important program goal.

It is interesting to note that despite the strenuous and difficult nature of boot camp prisons, which is often emphasized by politicians and played up by the media, many states do not consider punishment an important program goal. In fact, four states said punishment is not a goal, three states reported it is a relatively unimportant goal and six states said it is a somewhat important goal. Eight states—Georgia, Kansas, Michigan, Mississippi, New Hampshire, North Carolina, South Carolina and Virginia—did name punishment as an important goal.

## Treatment and Rehabilitation

Each program's goals are clearly reflected in the daily schedule of activities. For example, education and drug education are high priority goals in South Carolina's programs. Inmates there spend four hours per day in educational programs and three hours per week in drug education. Drug treatment, in contrast, is not a high priority goal and, therefore, little time is spent in treatment.

Sixteen states consider academic education an important or very important program goal. Consequently, offenders in these programs spend one to four hours per day in academic programs. Vocational education, on the other hand, is rarely deemed an important goal. Only two states—Idaho and Illinois—consider vocational education an important goal, and neither devotes much time to it. Preliminary information from Louisiana and New York suggests shock programs positively influence offenders' attitudes and staff and inmate relationships and may influence educational achievement.

## Reducing Recidivism

All but three states rate recidivism reduction as an important or very important goal. Differences in programs seem to reflect the way in which states intend to reduce recidivism. Programs that focus on rehabilitation may, for example, target educational deficits as a key problem in offenders' lives. By increasing offenders' educational levels, these programs may expect to reduce recidivism.

*Continued next page*



Courtesy New York Division of Parole

Women inmates at New York's Summit Shock Incarceration Facility do early-morning group exercises. New York has the largest boot camp program in the nation with about 1,500 inmates in five programs.

## BOOT CAMP SURVEY

Continued

An alternate strategy is practiced by other programs, such as Georgia's. Offenders in boot camps there spend little time in educational or treatment-oriented activities. By requiring long hours of work and physical training, the state may hope to affect the recidivism rate through deterrence rather than rehabilitation. Consistent with this perspective, Georgia ranks punishment, reducing recidivism and deterrence as its most important program goals. In contrast, the goals of education, drug education and drug treatment are all deemed relatively unimportant.

At this point, no state has reported a statistically significant difference in recidivism when boot camp graduates' performance is compared to that of similar offenders serving different types of sentences. Interestingly, recent studies by the corrections departments in New York and Georgia—two states that are opposites in their emphasis on rehabilitation—conclude that boot camp releaseses do "no worse" than offenders who had served a longer period of time in prison. Although both states found slightly lower recidivism rates for boot camp participants, the differences were not statistically significant. In other words, there was little difference in recidivism despite New York's strong emphasis on education, counseling and drug treatment and Georgia's strong emphasis on work. In both states, 20 to 30 percent of boot camp graduates and comparison groups re-

turned to prison within the first year of community supervision.

## All boot camp prisons report having incorporated some sort of drug treatment and education into their program plan.

The recidivism results are preliminary and should not be considered conclusive at this point. New York has identified the transition to community life as a difficult period for these offenders and has improved aftercare services during community supervision. Georgia, on the other hand, has proposed increasing the rehabilitation or educational components of its boot camp programs.

## Impact on Prison Crowding

For boot camps to successfully reduce prison crowding, two conditions must be met—there must be a sufficient number of eligible offenders entering and completing the programs and offenders must be drawn from a population of prison-bound offenders, not from those who would otherwise be sentenced to probation.

*Continued on page 94*

## BOOT CAMP SURVEY

Continued from page 92

Most programs to date do not meet the first qualification—they simply are too small to affect crowding. Only two states—New York (1,500) and Texas (400)—have more than 300 beds for boot camp programs, which nonetheless represents a small proportion of the total prison beds.

Whether states meet the second qualification may depend on who decides which offenders are placed in boot camp programs.

tional prison. In this scenario there is a higher probability that entrants are drawn from prison-bound offenders. However, the size of these programs, and therefore the impact on crowding, may be limited by restrictive eligibility requirements and high failure or dropout rates.

### Types of Offenders

While the components of shock programs and the emphasis placed on treatment or rehabilitation vary substantially, the



Courtesy New York Division of Parole

Boot camps generally hold young, first-time, non-violent offenders ages 17 to 25. Rigid discipline and attention to detail are critical elements of most programs.

This differs from state to state. In Georgia and Arizona, for example, judges sentence offenders directly to boot camp programs, and if offenders are denied entry or are dismissed they

### Most boot camp programs restrict participation to inmates convicted of non-violent offenses.

return to the court for resentencing. With this decision-making structure, it might be expected that a higher proportion of the boot camp entrants are selected from those who would otherwise receive probation.

In other states, such as New York, Maryland or Tennessee, offenders are sentenced to the Department of Corrections, which decides who is eligible and suitable for the program; those considered unsuitable are sent to a tradi-

types of offenders placed in the programs are very similar. Offenders sentenced to boot camp are generally young, first-time, non-violent felons. Most states, for example, restrict participation to offenders between the ages of 17 and 25, although a few have maximum age limits of between 25 and 30 years of age. Only three states allow offenders over 30 to enter boot camp prisons: Alabama has no age limit and Louisiana and Mississippi have age limits of 39 and 62, respectively.

More than half of the programs further restrict participation to offenders convicted of non-violent offenses. The remaining 10 states report that both those convicted of violent and non-violent offenses are eligible for participation. Preliminary data from the multi-site study reveals that despite violent offenders' potential eligibility, the majority of participants are convicted of non-violent offenses.

Restrictive eligibility criteria, particularly if offenders are drawn from those who are prison-bound, can severely limit the number of available entrants. In response to such problems, Louisiana made its criteria less restrictive to fill beds that initially had been empty.

## Drug Offenders

The association between drugs and crime is a strong one, particularly when young offenders are involved. Not surprisingly, program evaluations reveal that many offenders in boot camps have drug problems. Officials in Mississippi, for example, have found that 90 to 95 percent of their participants are drug users. At least four states report that their programs were specifically designed for non-violent, drug-involved offenders.

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**For boot camps to reduce prison crowding, there must be a sufficient number of offenders completing the programs, and they must be drawn from a population of prison-bound offenders.**

In response to offenders' needs, all boot camp prisons report having incorporated some sort of drug treatment and education into their program plan. In fact, in nine states drug treatment is a legal program requirement. As might be expected, the particular drug treatment/education strategy adopted by each program varies considerably.

Some programs focus solely on drug education, while others emphasize treatment. More specifically, seven programs teach only drug education, three programs emphasize treatment and 13 programs combine treatment and education in some fashion. In our survey, most respondents rated drug education as a more important goal than drug treatment.

An examination of the availability of and time spent in specific components of drug treatment and education underscores this difference in emphasis. For example, in virtually all programs inmates receive at least several hours of drug education per week. The availability of individual psychotherapy, group psychotherapy, drug counseling and relapse prevention training, however, was far more limited.

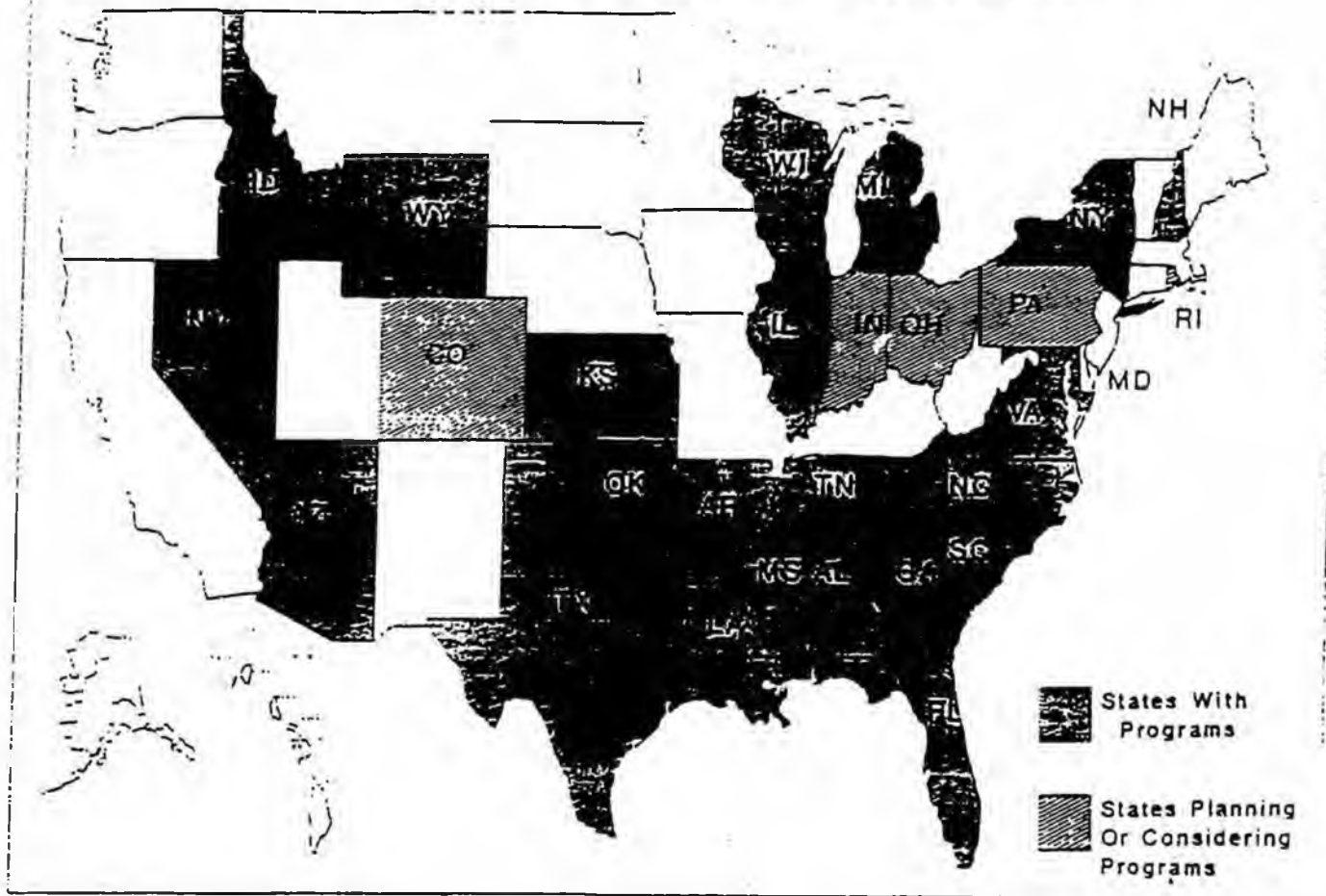
Other program differences include the number of days spent in drug treatment and education, which ranges from 12 to 180 days, whether the drug treatment and education program is administered by program staff or an outside agency and whether all inmates participate.

## NIJ Study

The National Institute of Justice recently began a national boot camp study that focuses on two major questions: Are boot camps successfully fulfilling their goals, and what particular components of boot camp programs lead to success or failure? The evaluation will compare eight unique

*Continued next page*

## Shock Incarceration Programs In U.S., March 1991



### BOOT CAMP SURVEY

Continued

state programs for men in Florida, Georgia, Illinois, Louisiana, Oklahoma, New York, South Carolina and Texas, and one program for women in Oklahoma.

The participating programs were selected because they varied in several ways, including selection decisions, community supervision upon release, program characteristics and program location. Researchers hope to isolate the specific components of programs that lead to the fulfillment of program goals. Each participating program is evaluating its own program and coordinating this evaluation with the other states so the methodology, data collected and data analysis can be compared across states.

While it is clear that many offenders sentenced to boot camps need drug treatment and education, it is not clear whether these programs are the most effective way to provide it. The U.S. Department of Justice's Bureau of Justice Assistance is currently funding four innovative or enhanced boot camp programs for drug offenders in Texas, New York, Illinois and Oklahoma. The sites are participating in the NIJ's study. Results from these studies should be available in 1992.

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# Boot Camp Prisons in 1993

by Doris Layton MacKenzie, Ph.D.

**B**oot camp programs, frequently called shock incarceration, require offenders to serve a short term in a prison or jail in a quasi-military program similar to military boot camps or basic training. Currently 30 States, 10 local jurisdictions, and the Federal Bureau of Prisons have boot camp programs (see exhibit 1).<sup>1</sup> Another 8 programs have been designed solely for juveniles.<sup>2</sup> This report focuses on State boot camp programs for adults.

Most State programs target young adult offenders convicted of nonviolent crimes who are serving their first prison terms. Offenders accepted into the programs must serve between 90 and 180 days in the heavily regimented programs. Both the number of States with shock incarceration programs and the capacities of these programs have continued to increase during the 1990's. New York has the largest capacity with 1,500 beds, but programs in Georgia (800 beds), Oklahoma (400 beds), Michigan (600 beds), Texas (400 beds), and Maryland (440 beds) continue to grow in size (see exhibit 2).

There are currently well over 7,000 beds devoted to boot camp programs. On average, offenders spend 107 days in the programs. Thus, more than 23,000 offenders could potentially complete programs in a 1-year period.

Offenders who successfully complete shock incarceration programs are released to community supervision. Forty-two percent of the States intensively supervise offenders who

are released from boot camp; 50 percent vary the supervision depending upon evaluated risk; and the remaining 8 percent require moderate or standard supervision. In some States a fairly large percentage of the inmates are dismissed from the program for one reason or another. These offenders must serve their sentences in traditional prisons or return to court for resentencing.

Exhibit 1. Shock Incarceration Programs in the U.S., April 1993



## Research in Action

Exhibit 2. Growth of Shock Incarceration Programs for Adults

Date Began	State	Number of Programs in 1992 and 1993	Number of Participants/ Capacity in 1992 and 1993	Average length of stay <sup>a</sup>
1983	Georgia	5	800/800	90
	Oklahoma	4	415/438	90 <sup>b</sup>
1984				
1985	Mississippi	1	223/263	120
1986				
1987	Florida	1	93/100	90
	Louisiana	1	64/136	120
	New York	5	1500/1500	180
	South Carolina	2	198/216	90
1988	Alabama	1	140/180	90
	Arizona	1	92/150	120
	Michigan	3	160/600	90
1989	Idaho	1	236/250	120
	North Carolina	1	82/90	92
	Tennessee	1	103/150	91
	Texas	2	329/400	80
1990	Illinois	1	215/230	120
	Maryland	1	332/448	168
	New Hampshire	1	32/65	120
	Wyoming	1	23/24	95
1991	Arkansas	1	150/150	105
	BOP-male	1	192/192	190
	Colorado	1	114/100	90
	Kansas	1	66/104	180
	Nevada	1	60/60	150
	Ohio	1	76/94	90
	Virginia	1	79/100	90
	Wisconsin	1	40/40	180
1992	BOP-female	1	119/120	180
	Massachusetts	1	95/256	120
	Minnesota	1	12/36	180
	Pennsylvania	1	45/50	180
1993	California	1	48/176	180 <sup>c</sup>
Total		46	6133/7518	121

1993 Considering beginning programs: Indiana, Missouri, and Rhode Island.

<sup>a</sup> Based upon graduates of the program

<sup>b</sup> Four programs, two 30-day programs and two 45-day programs

<sup>c</sup> The first phase is 120 days with a capacity of 176 and the second phase is 60 days with a capacity of 64

### A day in boot camp

Upon arrival at the boot camp prison, male inmates have their heads shaved (females may be permitted short haircuts) and are informed of the strict program rules. At all times they are required to address staff as "Sir" or "Ma'am," must request permission to speak, and must refer to themselves as "this inmate." Punishments for even minor rule violations are summary and certain, frequently involving physical exercise such as push-ups or running in place. A major rule violation can result in dismissal from the program.

In a typical boot camp program for adult offenders, the 10- to 16-hour day begins with pre-dawn reveille. Inmates dress quickly and march to an exercise yard where they participate in an hour or two of physical training and drill. Following this they march to breakfast in a dining hall where they must stand at attention while waiting in line and move in a military manner when the line advances. Inmates are required to stand behind their chairs until commanded to sit and must eat without conversation. After breakfast they march to work sites where they participate in hard physical labor that frequently involves community service such as picking up litter in State parks or along highways. When the 6- to 8-hour work day is over, offenders return to the compound where they participate in

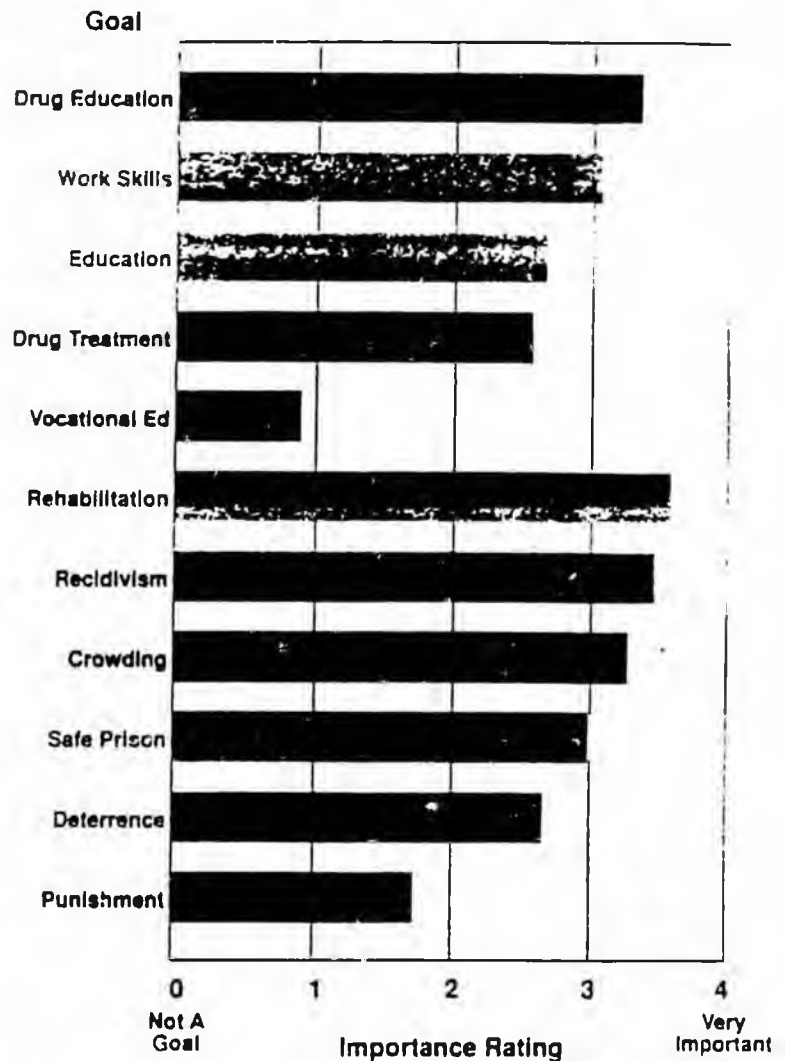
more exercise and drill. Dinner is followed by evening programs that include counseling, life skills training, academic education, or drug education and treatment.

As their performance and time in the program warrants, shock incarceration inmates gradually earn more privileges and responsibility. A special hat or uniform may be the outward display of their new status. Those who successfully finish the program usually attend an elaborate graduation ceremony with visitors and family invited to attend. Awards are often presented to acknowledge progress made during the program, and the inmates may perform the drill routines they have practiced throughout their time in the boot camp.

## Goals

A survey of the 26 programs in operation in early 1992 indicated that program officials considered rehabilitation and reducing recidivism as the most important goals. However, reducing crowding and providing a safe prison environment were still considered important. These results are consistent with the goals of most other intermediate sanctions—providing judges options beyond probation or prison, reducing prison crowding, and changing offenders' behavior patterns. The importance given to one goal over the other probably depends upon the individual who is doing the rating.

*Exhibit 3. Importance of Shock Incarceration Goals*



Judges may be particularly interested in programs that have an impact on the individual offender and that provide more control than traditional probation. In contrast, corrections administrators, seeking new programs and facing serious prison crowding, may emphasize the importance of using intermediate sanctions such as boot camp.

When different types of rehabilitation efforts were rated, the officials judged drug education and work skills as the most important rehabilitation aspects. Since "work" in most programs means hard physical labor, the work skills referred to are probably related to good work habits rather than vocational skills that might result in increased employment opportunities. Academic

### Shock Incarceration for Women

Thirteen states and the Federal Bureau of Prisons have shock incarceration programs for women. In 10 of the boot camps, males and females are combined in one program: inmates live in separate quarters but are integrated for most other activities. Other jurisdictions such as the Federal Bureau of Prisons, Mississippi, Oklahoma, and Texas have developed completely separate programs for female offenders.

In 1992 the National Institute of Justice brought together experts on female offenders, shock incarceration programs, and corrections in a focus group meeting at the University of Maryland. These experts identified issues to be considered in judging the adequacy of boot camp programs for women. The issues fell into five major categories: physical and psychological; family responsibilities; selection

and classification; facility design and staffing; and program planning.

There was some debate by focus group members about whether the programs would address the particular needs of women, unfairly exclude women from participation in a useful program, exacerbate existing prison problems, or introduce new difficulties.

The focus group agreed that more information was needed regarding the development and implementation of the programs for women, and that research should be initiated to examine the effectiveness of shock incarceration programs and its applicability for women offenders. NIJ is currently sponsoring a descriptive study of the shock incarceration programs for women. This report is expected to be completed by December 1993.

education and drug treatment were also considered by many to be important aspects of their programs. Vocational education was rated as unimportant or not a goal by most respondents.

#### Drug treatment and education

All programs operating in 1992 reported incorporating drug education or a combination of drug education and treatment in the schedule of activities, most likely

because of the large number of drug-involved offenders entering the programs. However, the amount of time devoted to drug education or treatment varies greatly among programs. Some programs have as few as 15 days of treatment; in contrast, offenders in the New York program receive drug treatment every day of the 180-day program.

Programs also differ in the way drug treatment is incorporated into the schedule of activities. New York uses a therapeutic community model for its boot camp program, and all

offenders receive the same drug treatment while they are in the program. The platoons form a small "community" and meet daily to solve problems and discuss their progress in the program. Inmates also spend time in substance abuse education classes and in group counseling. The counseling program is based on the Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) model of abstinence and recovery. All inmates participate in the drug treatment programs regardless of their substance abuse history.

The Illinois program also targets substance abusers, but incorporates treatment in a very different manner from the New York model. In Illinois drug counselors evaluate offenders and match the education or treatment level to the severity of the offender's substance abuse problems. Inmates with no history of substance abuse receive only 2 weeks of drug education. Those who are identified as probable substance abusers receive 4 weeks of group counseling along with the drug education. Inmates who are classified as having drug addictions receive the drug education and 10 weeks of drug treatment.

In the Texas shock incarceration program, all participants receive approximately 5 weeks of drug education. Treatment is available after the education program ends, but offenders must volunteer for this treatment. They may also have

individual counseling if requested, and they can attend 12-step fellowship meetings.

### Development and change

Boot camp programs continue to develop and change. The first programs that were developed in Oklahoma and Georgia in 1983 emphasized the military atmosphere, physical training, and hard labor. Although these still play a significant role in shock incarceration, many boot camp programs have begun to allot an increasing amount of time to rehabilitation and education.

Also, many programs are developing innovative methods to help offenders make the transition from shock incarceration back to the community. Maryland is developing transitional housing for boot camp graduates who do not have acceptable housing available in the community. While in the boot camp program, the Maryland inmates are helping with the renovations needed for the transitional housing.

New York has an intensive "after-shock" program that incorporates work programs, employment counseling, drug counseling, and a continuation of the daily therapeutic community meetings that were part of the boot camp program.

*At Louisiana's Elayne Hunt Correctional Center, a participant stands at military attention, armed with a book and paper, weapons of rehabilitation.*



In Illinois, offenders who graduate from the program are electronically monitored for the first 3 months of community supervision.

California's new boot camp prison at San Quentin will train convicts for 120 days. Following this, offenders will be required to live at a nearby naval air station for 60 days. During this time, they may leave the base if they are employed or work on the base while they search for a job. Upon release from the base, they are intensively supervised in the community for an additional 4 months.

There has also been some interest in applying aspects of the boot camp model to other prison populations. At the Valdosta Correctional Institution, a close custody prison, the

Georgia Department of Corrections is using a modified version of the boot camp approach in two programs for inmates who present special management problems. The Intensive Therapeutic Program for disruptive inmates, and the Mental Health Program for disruptive inmates who have been diagnosed as mentally ill.

The program for disruptive inmates involves strict discipline, regimented drills, adherence to a code of ethics, maintenance of personal living quarters, and high standards of personal hygiene. The program was designed to teach disruptive inmates acceptable ways to deal with frustration, anger, and fear and provides inmates a means of earning their way back into the general prison population.

## Research in Action



Photo by Jeff Hooper

*Military discipline is an important part of most shock incarceration programs; the photo on the left was taken of Louisiana's program.*

The Mental Health Program at Valdosta is similar to the program for disruptive inmates, but was designed in consultation with mental health professionals as a treatment modality for seriously mentally ill inmates who are also disruptive. All inmates in the program are assigned to a mental health caseload after being referred by one of the diagnostic and classification centers, staff at another penal institution, or the Valdosta staff.

### **The multisite study**

Eight States are participating in the study of shock incarceration sponsored by the National Institute of Justice: Florida, Georgia, Illinois, Louisiana, New York, Oklahoma, South Carolina, and Texas. The programs represent very different models of the shock incarceration concept. The two most significant

differences are (1) whether the court or the department of corrections makes placement decisions; and (2) whether the program's focus is on treatment and education (New York, Illinois, Louisiana) or the military discipline, physical training, and work (Georgia, Texas).<sup>4</sup>

Intensive interviews with program staff and a thorough examination of written materials from the programs revealed that all were designed in part to address the problems of prison crowding. In some States this was expected to be accomplished because prison-bound offenders would serve less time in the boot camp than if they served a full prison sentence. In New York, Louisiana, and Illinois, the department of corrections selects candidates for the programs, and offenders can earn their way out of prison in less time than if they serve their original sentences.

In other States, offenders are sent to the boot camp by the court, which maintains full control over the offenders. Those who are dismissed prior to completion and those who successfully complete the program must return to the court for final disposition. Texas and the original programs in Georgia and South Carolina were designed this way. However, South Carolina now operates its program through the department of corrections, and Georgia operates some programs through the court and some through corrections.

There were large differences among the eight sites in the number of offenders completing the shock incarceration program in a one-year period, largely as a result of differences in the numbers of beds devoted to the program, the length of the program, and the dismissal rates. Depending upon the prison, between 8 and 50 percent of the inmates fail to complete the program. For example, in 1989 Georgia graduated more offenders (849 graduates) than New York (743 graduates), yet New York had a 1,500 bed capacity while Georgia had only 250 beds. The difference resulted from the fact that Georgia's program lasted an average of 89 days with only a 9 percent dismissal rate while New York's lasted 180 days and had a 31 percent dismissal rate. Overall, the States with the lowest dismissal rates were those in which the judge had decision-making authority.

## An Evaluation of Shock Incarceration in Louisiana

A recently released National Institute of Justice Research in Brief reports the result of an intensive evaluation of the Louisiana Department of Public Safety and Correction's boot camp prison.\* The evaluation was designed to identify the goals as defined by the jurisdiction and to examine the success or failure of the program in meeting these goals. Program implementation, changes in inmate behavior and attitudes as a result of participation, and system-level changes were examined. The results indicate that some of the desired goals are being achieved while others are not. The study identifies the difficulties in implementing

\*MacKenzie, D.L., J.W. Shaw, and V.B. Gowdy, *An Evaluation of Shock Incarceration in Louisiana*. Research in Brief, National Institute of Justice, Washington, D.C.: U.S. Department of Justice, National Institute of Justice, March 1993.

One phase of the multisite study was designed to examine the effect shock incarceration programs had on the attitudes of the participating offenders. Some critics of shock incarceration have argued that the programs might have a negative impact on the offenders, that offenders would leave the boot camp more alienated and antisocial than before they entered.

The programs in the multisite study differed greatly in daily schedules, the emphasis placed on therapeutic activities, the types of offenders participating, and dropout rates—all differences that would be expected to have an influence on the attitudes of the participants. In some programs most of the day was devoted to physical training, drill, and work, while others devoted a substantial amount of time to counseling, education, and treatment.

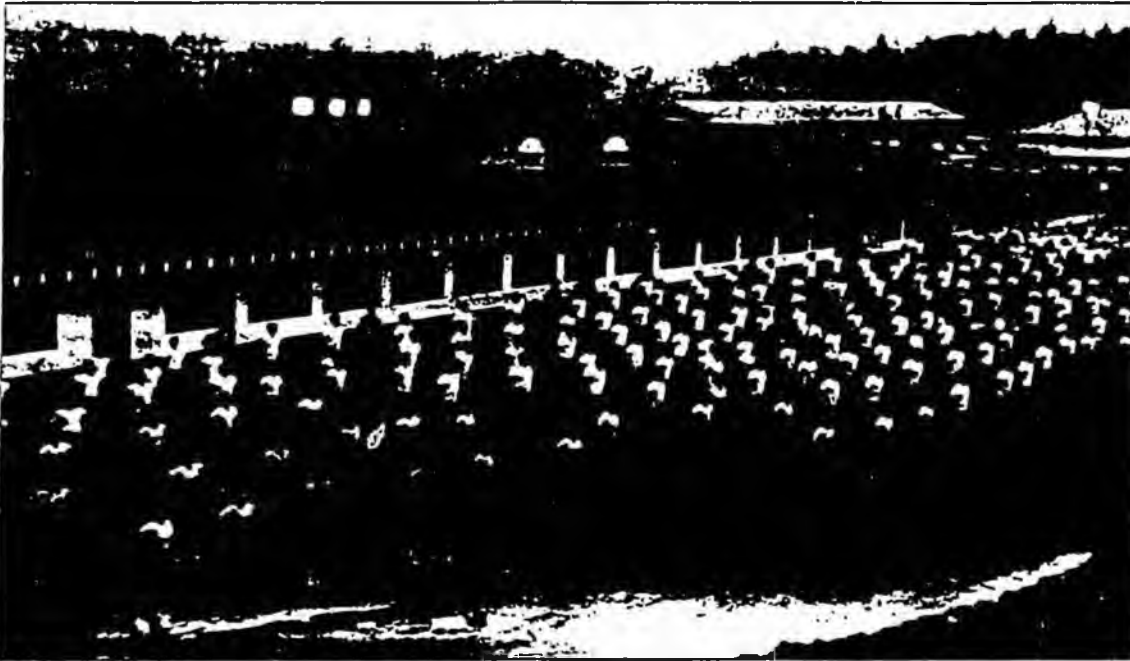
The researchers were interested in determining whether the inmates' attitudes toward their boot camp experience or their general antisocial attitudes changed as a result of the programs. Inmates' attitudes were measured once soon after they arrived and again near the end of the program. Despite the differences among the programs the results were surprisingly consistent. Boot camp inmates became more positive about their experience in the program and they became less antisocial. This was true of the programs that had a therapeutic emphasis and those that emphasized work and physical

The attitudes of the boot camp participants were also compared with the attitudes of similar prisoners in the general prison population and were found to be generally more positive. The general population inmates did not think their experience in prison had helped them to learn self-discipline, to learn about themselves, to change in a positive way, or to become more mature, while boot camp inmates were more apt to agree with these statements.

On the other hand, both the general population inmates and the boot camp inmates became less antisocial in their attitudes while incarcerated. They were more apt to accept responsibility for themselves and their actions instead of blaming the police or judges, they felt more positive about their relationships with others, and they held more socially acceptable opinions about behavior.

Thus, there was no evidence that shock incarceration had a negative impact on inmates' attitudes. Those nearing the end of their incarceration reported that the boot camp program had been a positive experience for them. Similar inmates in traditional prisons did not report that their experience was positive. However, both the boot camp inmates and prison comparison samples became less antisocial during their term in prison.

The researchers are now examining the performance of the offenders upon release from the shock incarceration programs in the eight sites. The positive activities and adjustment and the recidivism rates of the offenders released from boot camps will be compared to those of similar offenders who received different sentences.



*The State of New York shock incarceration program is the largest in the country with a capacity of 1,500 beds.*

These programs continue to evolve. The objective of this research is to inform program planners about the impact of the programs and to help them design programs to achieve the desired goals.

### Notes

1. For information on county boot camps see Austin, J., M. Jones and M. Bolyard. *Assessing the Impact of a County Operated Boot Camp*, 1993.
2. For information on juvenile boot camps see Toby, J. and F.S. Pearson. "Juvenile Boot Camps, 1992" in *Boot Camps for Juvenile Offenders: Constructive Intervention and Early Support-Implementation Evaluation*, final report to NIJ, 1992.
3. Quinn, Michelle, correspondent. *San Francisco Chronicle*, Tuesday, January 19, 1993.
4. As has happened throughout the U.S. these boot camp programs continue to develop and change. The descriptions of these programs are based on conditions as they were at the time of the study.

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*Doris Layton Mackenzie is associate professor in the Institute of Criminal Justice and Criminology, University of Maryland.*

***DIVISION OF YOUTH SERVICES'***

Report to Joint Committee on Finance  
Residential Boot Camp and  
Wilderness Challenge Programs for  
Juvenile Offenders  
and  
Plan for Wisconsin Juvenile Boot Camp

August 31, 1994

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community--unemployment, drug use and the lack of social support--regardless of the desire of the person to change. A key finding is that "success may be contingent on the emphasis on rehabilitation--giving offenders the training, treatment and education they need to support new behaviors during incarceration and on aftercare."<sup>17</sup>

Therefore, the length and quality of aftercare appears to be critical to success. Aftercare should ideally include a highly structured transition phase, followed by an aftercare program which includes enough contacts with parole agents to ensure public safety, as well as individualized services to meet the treatment needs of the youth and keep them focused on pro-social goals.<sup>18</sup> For example, the aftercare program for graduates of a 90-day boot camp in Denver includes intensive education and vocational training for a year. They also receive mentoring in the community from other successful boot camp veterans.<sup>20</sup>

Michael Lucci, a retired military officer who is currently the director of a juvenile boot camp in Alabama, also feels that the key to success is the ability of the boot camp to integrate the youth back into the positive elements of the community. He pointed out that a true military boot camp is only 8 weeks in duration followed by 4 years of "aftercare" consisting of specialized education, training, employment, medical care, and room and board provided by the armed forces.<sup>21</sup> Therefore, if we expect the juvenile boot camp experience to have a lasting positive effect, we must be willing to also provide comparable support after graduation.

## ADULT BOOT CAMPS

Because the goals are similar for juvenile and adult boot camps (to reduce prison crowding, be cost/effective, reduce recidivism, and rehabilitate), the evaluation literature on adult boot camps can be informative in designing juvenile boot camps. However, because juvenile boot camps place a strong emphasis on education and rehabilitation, it is not advisable to rely too heavily on their findings.

The following has been learned regarding adult correctional boot camp programs:

Prison Crowding Reduction. Boot camps can be effective in reducing prison overcrowding only if they are used for offenders who otherwise would be sent to or remain in prison. If net widening (using the program for offenders who otherwise would not be in prison) occurs, boot camps may increase prison populations as boot camp failures are transferred to secure facilities.<sup>22</sup> This is not to say that boot camps cannot be an effective early intervention tool to prevent individuals from going to prison.

Cost Effectiveness. To the extent boot camps have been found to cost less and have the same results as prison, they can save money.<sup>23</sup> By using its boot camp program for offenders who otherwise would be sent to prison, New York estimates that it saved \$304 million over the past 6 years.<sup>24</sup> Louisiana estimates it saved \$7,838 per offender.<sup>25</sup>

# CORRECTION

THE FOLLOWING DOCUMENT(S)  
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Reduce Recidivism. Graduates of adult boot camps have about the same recidivism rates as offenders who went to prison; however, the types of offenses differ.<sup>27</sup> Boot camp graduates, who are often under greater scrutiny upon release, tend to return to prison for technical violations, while non-boot camp offenders tend to return to prison because they are convicted of committing new crimes.<sup>28</sup>

Key factors identified in making it through the first year after release from prison without an arrest were: 1) being employed during the first month of release; 2) scoring high on a positive adjustment index; and 3) the intensity of supervision.<sup>29</sup> Additionally, requiring boot camp graduates to participate in positive activities in the community has been found to reduce criminal activities during the community supervision phase.<sup>30</sup>

Rehabilitation. MacKenzie believes that rehabilitation and treatment should be the primary focus of boot camps.<sup>31</sup> According to MacKenzie, there is a movement for boot camp programs to include more effective formalized treatment programs.

## JUVENILE BOOT CAMPS

Though the primary goals of boot camps are the same for juveniles as for adult boot camps (rehabilitation, reducing recidivism, reducing institution crowding, and cost-effectiveness); juvenile boot camps place a much stronger emphasis on education and rehabilitation.

Due to the newness of juvenile boot camps, there is little information about their effectiveness.<sup>32</sup> Because of this, the U.S. Department of Justice funded a controlled evaluation of juvenile boot camps in Ohio and Alabama.<sup>33</sup> The results of this study will not be available until November, 1985.

While some critics maintain that boot camps are not appropriate for juveniles, the American Correctional Association (ACA) sees merit in juvenile boot camps—provided they recognize that the needs of juveniles are different from those of young adults.<sup>34</sup> The ACA believes that a successful juvenile boot camp must have a strong academic and vocational education component; a substance abuse treatment program; and staff who care for the youth as individuals, while also disciplining and challenging them. Lloyd W. Mizdorf (former Juvenile Projects and Program Director, ACA) feels that boot camps can be effective provided they focus on education and treatment, have competent caring staff, and a comprehensive aftercare component.<sup>35</sup>

Because they are so new there is even some confusion as to what constitutes a juvenile boot camp. Some programs classified as juvenile boot camps (in a document prepared by the National Institute of Justice and the ACA) don't even consider themselves boot camps because they do not have a military component.<sup>36</sup> Most of these are experiential (adventure education) programs such as the DYS SPRITE program. Adventure education programs are sometimes confused with juvenile boot camps because they have many of the same elements as boot camps, but lack a military component. Some of the juvenile agencies which combine boot camp philosophy with "experiential" or "adventure" programming have relabeled them

C

HOUSE COMMITTEE REPORT

4/18/95

(7)

Date Referred: March 24, 1995

FURTHER REFERRALS:

Finance

Date of Committee Action: \_\_\_\_\_

The JUDICIARY Committee considered:

HB 2

HOUSE BILL NO. 2

BOOT CAMP FOR NONVIOLENT OFFENDERS

"An Act allowing courts to require certain offenders as a special condition of probation to complete a boot camp program provided by the Department of Corrections; making prisoners who complete the boot camp program eligible for discretionary parole; providing for incarceration of certain nonviolent offenders in boot camps operated by the Department of Corrections; allowing the Department of Corrections to contract with a person for an alternative boot camp program; creating the Boot Camp Advisory Board in the Department of Corrections; and providing for an effective date."

recommends it be replaced

with the following committee substitute

CSHB 2 (Ind)

[ ] the same title

[x] a new title

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

[ ] attached amendment(s)

ADOPTS: \_\_\_\_\_ Letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Dept/Date)

[x] fiscal note(s) Corrections

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

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

(4) [x] zero fiscal note(s) Public Safety Court

System, Administration, Law 3/24/95

SIGNING WITH RECOMMENDATIONS	DP	DNP	NR	AM
David Malachuk Finkelstein	✓			
Betty Davis B. DAVIS	✓			
Uzey	✓			
Green	✓			
Bunde	✓			
Toohy	✓			
	(10)			

CHAIR'S SIGNATURE *Green*  
*Green*  
*Brian Porter*

B

HOUSE COMMITTEE REPORT

3/24/95

(7)

Date Referred: January 16, 1995

FURTHER REFERRALS:

Judiciary  
Finance

Date of Committee Action: March 23, 1995

The STATE AFFAIRS Committee considered:

HB 2

HOUSE BILL NO. 2

BOOT CAMP FOR NONVIOLENT OFFENDERS

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recommends it be replaced with the following committee substitute CS HB 2 (STA)  the same title  a new title

additional referral to \_\_\_\_\_ Committee

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ADOPTS: \_\_\_\_\_ Letter of Intent

ATTACHES NEW FISCAL NOTE(S): (Dept)

APPROVES PREVIOUS: (Dept/Date)

fiscal note(s) Corrections  fiscal note(s) \_\_\_\_\_

(4)  zero fiscal note(s) Law, Admin, At Courts, Public Safety  zero fiscal note(s) \_\_\_\_\_

\_\_\_\_\_

SIGNING WITH RECOMMENDATIONS		DP	DNP	NR	AM
<u>Janette James</u>	JAMES			✓	
<u>Brian Porter</u>	Porter			✓	
<u>Green</u>	Green			✓	
<u>Ivan</u>	IVAN			✓	
<u>Caren Robinson</u>	ROBINSON	✓			
<u>Ed Willis</u>	Willis	✓			
<u>Ogan</u>	Ogan			✓	
		(2)		(5)	

CHAIR'S SIGNATURE Janette James  
James

# FISCAL NOTE

Bill Version: CSNB 2(SIA)

(H) Publish Date: 3/24/95

**STATE OF ALASKA  
1995 LEGISLATIVE SESSION**

Revision Date: \_\_\_\_\_ Dept. Affected: Corrections  
 Title: An Act relating to the creation of a boot camp BRU: all  
 with in the DOC Component: all  
 Sponsor: Rep. Willis  
 Requester: Rep. Willis COMPONENT SERIAL NO. \_\_\_\_\_

**Expenditures/Revenues** (Thousands of Dollars)

OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOIJS		2,062.3	2,062.3	2,062.3	2,062.3	2,062.3
<b>TOTAL OPERATING</b>	<b>0.0</b>	<b>2,062.3</b>	<b>2,062.3</b>	<b>2,062.3</b>	<b>2,062.3</b>	<b>2,062.3</b>

CAPITAL EXPENDITURES	5,000.0					
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CHANGE IN REVENUES ( )						
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**FUND SOURCE** (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF	5,000.0	2,062.3	2,062.3	2,062.3	2,062.3	2,062.3
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
<b>TOTAL</b>	<b>5,000.0</b>	<b>2,062.3</b>	<b>2,062.3</b>	<b>2,062.3</b>	<b>2,062.3</b>	<b>2,062.3</b>

Estimate of any current year (FY95) cost: \$ 0.0

**POSITIONS**

FULL-TIME						
PART-TIME						
TEMPORARY						

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

This bill would add a section (2) to AS 12.55.086 allowing the court to make successful completion of a boot program a condition of probation and would require DOC to provide such a program. The court could require the defendant to reimburse a portion of the cost of the program. The bill also provides for the commissioner to select participants in a boot camp program and provides a selection criteria.

Section 3 of the bill provides for eligibility for discretionary parole eligibility for those who successfully complete the boot camp program.

Section 4 provides for certain conditions and standards for the operation of the boot camp and directs the commissioner to adopt regulations to implement and administer the program. This section further provides for the establishment of an advisory board to review and advise the commissioner. CONTINUED ON ATTACHED PAGES:

Prepared by: Jerry Shriner Phone: 465-5582  
 Division: Comm. Office Date: 1/20/95  
 Approved by Commissioner: Margaret M. Pugh Date: 1-23-95  
 Agency: Department of Corrections

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January 21, 1995

The number of defendants who would be sentenced to complete a Boot Camp program under AS 12.55.085 is as impossible to predict as the persuasive abilities of both prosecutors and defense attorneys and to the sentencing philosophy of individual judges in individual cases. The effect of any new sentencing option is unpredictable. Some who, with out the provisions of this bill, would have been sentenced to probation alone or to a short jail term might now serve more jail time. It seems less likely that sentences imposed under the proposed provisions would be any shorter than under the existing language. Discretionary parole eligibility would not affect this group and thus longer sentences would not be mitigated.

Further, perception of the program by the defendant may effect the action of both prosecutors and defense attorneys in ways unpredictable to the Department of Corrections.

Further analysis of the anticipated number of defendants to be impacted will be necessary from the Department of Law, the Public Defender Agency and the Court System in order to gage the resources the Department of Corrections would need to develop in order to meet its obligations. It should be noted that under this provision the Department would be required to construct, staff and operate a boot camp immediately and operate it regardless of the number of prisoners available to the program.

Prisoners could also be selected and assigned to the boot camp program from that portion of the prison population described in AS 33.30.183 (2). Analysis of the prison population reveals that 245 inmates meet the criteria under the provisions of this bill. Without the design of the facility from which a boot camp program would be operated, construction cost, much less staffing patterns and operation costs cannot be calculated.

Recent estimates of the cost of construction of a prison facility in Alaska range from \$100,000 to \$160,000 per prison bed capacity. Assuming that a fifty bed facility was deemed suitable and assuming the facility was built to house medium to minimum custody prisoners with highly structured activities and for relatively short sentences the lower cost figure is used. Because all prison facilities are at or over capacity and will continue to be even with the transfer of prisoners out of state, there is no possibility of reducing costs by restructuring the current functioning of an existing institution.

Capital cost are calculated to be  $\$100,000 \times 50 = \$5,000,000$  based on the above assumptions.

The best estimate for operating costs is the average operating cost based on FY 94 operation of the current prison system which is calculated to be \$113 per day per prison bed. The Department is analyzing the cost data of a boot camp recently operated for juveniles. Preliminary reports indicate that operating cost will exceed the average cost.

For current purposes the average per bed cost is used to calculate annual program cost as follows:

$$\$113.00(\text{per day cost}) \times 365 (\text{days per year}) \times 50 (\text{program capacity}) = \$2,062,250$$

These operating costs would not become effective until the facility was built and operational. Likewise staffing of such a program cannot be stated with precision until a final design of both the facility and the program functions are set. It is likely that such a program would require ten to twelve new correctional officers, two to three program staff, a probation officer, an administrative officer, one medical staff and a facility superintendent, for a total of sixteen to nineteen new positions.

# FISCAL NOTE

Bill version: CSRS 2 (STA)

(H) Publish Date: 3/24/95

**STATE OF ALASKA  
1995 LEGISLATIVE SESSION**

Revision Date: \_\_\_\_\_ Dept. Affected: Department of Law  
 Title: "...allowing certain offenders...to complete a BRU: Prosecution  
boot camp program..." Component: All  
 Sponsor: Representative Willis  
 Requester: Representative Willis COMPONENT SERIAL NO. 0085-0090

**Expenditures/Revenues (Thousands of Dollars)**

OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
<b>TOTAL OPERATING</b>	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES ( )						
------------------------	--	--	--	--	--	--

**FUND SOURCE (Thousands of Dollars)**

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

Estimate of any current year (FY95) cost: \$ 0.0

**POSITIONS**

FULL-TIME	0.0	0.0	0.0	0.0	0.0	0.0
PART-TIME						
TEMPORARY						

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

This bill amends AS 12.86 and AS 33.30 to provide for incarceration of a nonviolent offender in boot camps operated by the Department of Corrections, if the offender is otherwise eligible for a suspended imposition of sentence. This is a sentencing alternative that would be available to courts after the conviction of a defendant. Consequently, the bill will not have a fiscal impact on the Department of Law.

Prepared by: Richard I. Peques, Director Phone: 465-3672  
 Division: Administrative Services Division Date: 1/24/95  
 Approved by Commissioner: Bruce M. Botelho, Attorney General Date: 1/24/95  
 Agency: Department of Law

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STATE OF ALASKA  
1995 LEGISLATIVE SESSION

Revision Date: \_\_\_\_\_  
 Title: "An Act allowing courts to require certain offenders as a special condition of probation to complete a boot camp..."  
 Sponsor: Rep. Willis  
 Requestor: Rep. Willis

Department Affected: Administration  
 BRU: Public Defender Agency  
 Component: Public Defender Agency  
 COMPONENT SERIAL NO. 1631

EXPENDITURES/REVENUES:

(Thousands of Dollars)

OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES ( )						
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FUND SOURCE:

(Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1006 GF/MHTIA						
OTHER						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY 95) cost: \$ none

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary.)

This bill has no fiscal impact to the Public Defender Agency.

Prepared by: John Salemi, Director *[Signature]*  
 Division: Public Defender Agency

Phone: 264-4400  
 Date: \_\_\_\_\_

Approved by Commissioner: Mark Boyer *[Signature]*  
 Agency: Department of Administration

Date: 1/15/95

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# FISCAL NOTE

No. 4  
 Bill Version: CSHB 2 (STA)  
 (H) Publish Date: 3/24/95

**STATE OF ALASKA  
 1995 LEGISLATIVE SESSION**

Revision Date: \_\_\_\_\_ Dept. Affected: Alaska Court System  
 Title: An Act relating to boot camps for BRU: Trial Courts  
nonviolent offenders Components: \_\_\_\_\_  
 Sponsor: Rep. Willis  
 Requestor: \_\_\_\_\_ COMPONENT SERIAL NO. 768

**EXPENDITURES/REVENUES (Thousands of Dollars)**

EXPENDITURES/REVENUES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
OPERATING EXPENDITURES						
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS & CLAIMS						
<b>TOTAL OPERATING</b>	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
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CHANGE IN REVENUES ( )						
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**FUND SOURCE (Thousands of Dollars)**

FUND SOURCE	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
1002 Federal Receipts						
1003 GF Match						
1004 GF	0.0	0.0	0.0	0.0	0.0	0.0
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
<b>TOTAL</b>	0.0	0.0	0.0	0.0	0.0	0.0

**POSITIONS**

POSITIONS	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
FULL-TIME						
PART-TIME						
TEMPORARY						

Estimate of current year (FY 95) cost: \$ None

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

No fiscal impact.

Prepared by: C. S. Christensen III, Staff Counsel *WKL* Phone: 264-8228  
 Agency: Alaska Court System Date: 02/01/95

Approved by: Arthur H. Snowden, II, Administrative Director *AS* *AKC*  
 Agency: Alaska Court System Date: 02/01/95

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STATE OF ALASKA  
1995 LEGISLATIVE SESSION

Bill Version: CSHB 2 (STA)  
(H) Publish Date: 3/24/95

Revision Date: \_\_\_\_\_ Dept. Affected: Public Safety  
Title: "An act allowing courts to require certain  
offenders to complete a boot camp program" Component: Alaska State Troopers  
Sponsor: Representative Willis Component: Detachments  
Requestor: Representative Willis COMPONENT SERIAL NO. 0799

EXPENDITURES/REVENUES: (Thousands of Dollars) (inflation not included)

OPERATING	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS						
TOTAL OPERATING	-0-	-0-	-0-	-0-	-0-	-0-
CAPITAL EXPENDITURES	-0-	-0-	-0-	-0-	-0-	-0-
CHANGE IN REVENUES ( ) Revenue Code	-0-	-0-	-0-	-0-	-0-	-0-

FUNDING: (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
TOTAL	-0-	-0-	-0-	-0-	-0-	-0-

Estimate of current year (FY 95) impact: \$ -0-

POSITIONS:

FULL-TIME	0	0	0	0	0	0
PART-TIME	0	0	0	0	0	0
TEMPORARY	0	0	0	0	0	0

ANALYSIS: (Attach a separate page if necessary.)  
No significant impact on the Alaska State Troopers.

Prepared By: Francis C. Allan Phone: 269-5691  
Division: Alaska State Troopers Date: 01/24/95  
Approved by Commissioner: Ronald J. Orte Date: 2-2-95  
Agency: Ronald J. Orte, Dept. of Public Safety

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# FISCAL NOTE

No. 6

Bill Version: CSHB 2 (JUD)

(H) Publish Date: 4/18/95

STATE OF ALASKA  
1995 LEGISLATIVE SESSION

Revision Date: 4/10/95 Dept. Affected: Corrections  
 Title: An Act relating to the creation of a boot camp BRU: all  
 with in the DOC Component: all  
 Sponsor: Rep. Willis  
 Requester: Rep. Willis COMPONENT SERIAL NO. \_\_\_\_\_

**Expenditures/Revenues**

(Thousands of Dollars)

OPERATING EXPENDITURES	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
PERSONAL SERVICES						
TRAVEL						
CONTRACTUAL						
SUPPLIES						
EQUIPMENT						
LAND & STRUCTURES						
GRANTS, CLAIMS						
MISCELLANEOUS		1,952.8	2,050.4	2,152.9	2,260.5	2,373.5
<b>TOTAL OPERATING</b>	<b>0.0</b>	<b>1,952.8</b>	<b>2,050.4</b>	<b>2,152.9</b>	<b>2,260.5</b>	<b>2,373.5</b>

CAPITAL EXPENDITURES	3,000.0					
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CHANGE IN REVENUES ( )						
------------------------	--	--	--	--	--	--

**FUND SOURCE**

(Thousands of Dollars)

FUND SOURCE	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
1002 Federal Receipts	2,000.0					
1003 GF Match	1,000.0					
1004 GF		1,952.8	2,050.4	2,152.9	2,260.5	2,373.5
1005 GF/Program Receipts						
1006 GF/MHTIA						
Other						
<b>TOTAL</b>	<b>3,000.0</b>	<b>1,952.8</b>	<b>2,050.4</b>	<b>2,152.9</b>	<b>2,260.5</b>	<b>2,373.5</b>

Estimate of any current year (FY95) cost: \$ 0.0

**POSITIONS**

POSITIONS	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01
FULL-TIME						
PART-TIME						
TEMPORARY						

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

This bill would add a new section, AS 33.30.182 which would require the Commissioner of Corrections to establish a boot program. The bill also provides for the commissioner to select participants in a boot camp program and provides a selection criteria. Boot camp participants would be required to pay the cost of participation in the program to the extent of their ability.

Sections 1 and 2 of the bill provide for eligibility for discretionary parole eligibility for those who successfully complete the boot camp program.

Section 3 provides for certain conditions and standards for the operation of the boot camp and directs the commissioner to adopt regulations to implement and administer the program. This section further provides for the establishment of an advisory board to review and advise the commissioner. CONTINUED ON ATTACHED PAGES:

Prepared by: Jerry Shriner  
 Division: Comm. Office  
 Approved by Commissioner: Margaret U. Pugh  
 Agency: Department of Corrections

Phone: 465-5582  
 Date: 4/10/95  
 Date: 4/10/95

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## FISCAL NOTE

### CSHB 2 (STA)

April 9, 1995

This committee substitute removes much of the uncertainty of the previous bill by removing the discretion of the court and allowing participation of only those sentenced to serve 224 days or more. There are approximately 245 prisoners incarcerated who would meet the criteria set forth under this bill.

120 inmates could be processed through a 150 day, 50 bed boot camp each year. After screening for factors such as health, motivation and other criteria that would guide selection, no more than 150 suitable inmates would be available on an annual basis.

Two factors have led to lowering the projected capital cost of a boot camp. First, experience in other such facilities with similar selection criteria show security levels can be minimum as opposed to minimum/medium security. Second, group housing functions much better than single or small unit cells and suitable facilities might be built separate from, but adjacent to existing facilities at a cost of approximately \$60,000 per bed or \$3,000,000 for the project.

Federal funding for capital costs is available to successful grant applicants in the amount of \$2,000,000. Such funding would be available in early FY 96.

Without specific program design, it is difficult to be accurate about operating costs. While custody levels would be low, the staff/inmate ratio in existing programs across the country is approximately 2 to 1 because of the intensity of the programming that exists. Operating costs have been lowered to reflect more current daily operating costs for DOC. However a 5% percent inflationary factor has also been applied. (such a factor should have been included in the original fiscal note)

$$\$107.00(\text{per day cost}) \times 365(\text{days per year}) \times 50(\text{program capacity}) = \$1,952,750.00$$

This figure has been shown in the miscellaneous line for lack of specific program design necessary to provide more detail.