

ALASKA LEGISLATURE COMMITTEE FILES 1995-1996 8672

8911 SENATE JUDICIARY



J. David Martin

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**Oral and Written Testimony
Alaska State House Resources Committee
Resolution To Support a 15 Year Extension To The KPC Long Term Timber Sale**

Thank you for this opportunity to testify. There has never been an issue affecting the employees of Ketchikan Pulp Company and the economic stability of the Ketchikan area as the need for an extension to the KPC long term timber sale.

We have all seen an entire industry throughout the Pacific Northwest decimated by reaction to zealous preservationist groups being able to use the same tired rhetoric to set the course of environmental direction by this nations government. We cannot allow this to happen here any longer.

These preservationist groups, through their frivolous lawsuits, have been successful in waging a campaign of panic throughout the country that the Tongass National Forest is being "ravaged" and "destroyed" by logging. I look around me when I'm in the woods and have yet to see the destruction they cry about. What is being destroyed however are jobs and a peoples way of life.

I have lived in Alaska for seventeen years and am a permanent resident of Southeast Alaska. My family has invested our future in the economic stability of Ketchikan. With KPC as the largest employer in the area, the success of the mill is vital to me and my family. In the ten years that I have been employed at KPC, I have watched the preservationist groups work to systematically reduce and in many cases eliminate timber sales that would have gone to KPC under the terms of the original timber contract.

KPC has begun a program costing upwards of 200 million dollars to upgrade the Ward Cove facility to remain competitive in a global market and to meet the continuously changing environmental requirements of the future. It will be difficult at best to justify this type of expenditures without restoration of the original contract and an extension of at least fifteen years. In order to restore the contract that was stolen by the Tongass Timber Reform Act of 1980, an act by the Federal Government that cost over 40% of the timber jobs in Southeast to be lost, the following components of the contract must be restored:

- 1) The Forest Service must provide on time delivery of timber to meet the annual contract commitments.
- 2) Elimination of the termination clause that was not in the original contract.

My name is Bruce Romine. I am a Pipefitter and have worked at Ketchikan Pulp Company for 9 1/2 years. I am an officer of Local 783 A.W.P.P.W., the largest union at K.P.C. We represent 300 families directly in this community.

I was born and raised here in Ketchikan and have lived here most of my life. I like living in this community and I am raising my family here. I like the way the community has grown over the years.

This town has grown to what it is today because there are individuals in this state who had the foresight to bring industries in that use our renewable resources of which we have an abundance. This town is built around the economy that the pulp mill has brought us folks and without it this town will change like many in Oregon, Washington and Montana. People without work, families without the money to pay for homes or necessities.

I am sick and tired of hearing and reading about how the environmentalists are getting everthing they want. What do they want? They want Ketchikan Pulp Company out of here that is sure. The excuse they use is the pollution of water and air and using up all our natural resources. Basically what they are saying is that they don't believe that we the working people at the pulp mill will police the mill and keep pollution to a minimum.

Remember this, we all live here too and I for one don't want to live in a polluted dirty community. We as a union are working with the pulp mill management and governmental agencies to bring our pulp mill into compliance with all the standards that have been set forth.

The pulp mill is spending millions of dollars in construction of a new chlorine free facility and intends to spend up to 200 million dollars more to make this pulp mill as pollution free as possible. We of Local 783 will be there to help make this a reality.

In order for a company like KPC to make a large capital expenditure like the 200 million dollars they need to know that they in the future are going to be able to recoup that money and make some profit along with it. If not it would only be prudent to the stock holders for them to close the plant down. Putting thousands of people in this community out of work.

The solution is simple, KPC is asking for a 15 year extension on their contract. Personally, I don't think that is a long enough extension, but that is what they have asked for so I say give it to them and then see how KPC who is now under the direction of a new CEO, Mark Suwyn treats our environment and our community.

We will be there to monitor whatever happens. I say that it is time to fight for your community, your homes, your jobs and your dignity while you still have them to fight for - Sitka's pulp mill is now history and if the environmentalists have their way here, our timber industry will be history, also.

I have watched many people come to KPC for work hoping for a stable job. Some from Sitka, Wrangell and many from the lower 48. I for one do not want to wake up one day and find that because the environmentalists have had their way, I have to leave my home because there is no more work here because they have closed down the timber industry and this town becomes only a memory with only summer jobs in the fishing and tourism industries.

The environmentalists not only want all industry out of here but all of you as well. Their goal is to return Alaska to a pristine wilderness with no one living here. A place only to visit and leave in awe.

The time to fight is now or are we all going to be sent packing by the environmentalists or are we going to keep our stable economy with its timber industry which has done us well over the years.

The pulp mill has been here 43 years and has provided a stable economy for this community and I for one would like to see it continue. Extend the contract for another 15 years with enough timber to operate profitably. Call your congress men and women, your senators and your governor today. Let them know how you feel, don't just think about it. Just Do It.

Thank you.

SILVER KING MARINE
Mike Bethers
P.O. BOX 210003
AUKE BAY, ALASKA 99821
(907) 789-0185

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DEMO LEGISLATURE

COMMENTS: KPC CONTRACT EXTENSION
4-2-96

I WAS VERY DISHERVOURED TO HEAR THAT THE LEGISLATIVE
MAJORITY SUPPORTED EXTENDING THE KPC CONTRACT. THIS IS ONE OF
THE TWO ORIGINAL CONTRACTS WHICH DID MORE DAMAGE TO LOCAL
PUBLIC RESOURCES, PUBLIC LAND AND FUTURE USE OF THE LAND
FOR PUBLIC USE THAN ANY OTHER DEMO EVER CU- BY CONGRESS.
FURTHERMORE, U.S. TAX PAYERS WOULD HAVE TO SPEND 10'S OF
MILLIONS ANNUALLY TO SUBSIDIZE FURTHER DESTRUCTION OF
OUR PUBLIC LANDS IN THE TONGAS.

EARLIER LOGGING DONE UNDER CONTRACT HAS LEFT MANY AREAS
OF SOUTHERN SOUTHWEST ALASKA UNSUITABLE FOR ANY OTHER USE.
SUBSISTENCE CAPABILITY OF THE LAND IS DEMONSTRATED BY THE USFS
RETREATS THAT DEER NUMBERS ARE CRASHING DUE TO LOGGING
IMPACTS. ALSO, IT HAS BEEN SAID BY THE USFS THAT PRIME OF
WAKES ISLAND WILL BE CLOSED TO SPORT HUNTING ABOUT THE
YEAR 2000 BECAUSE OF LOW DEER NUMBERS DUE TO LOGGING. THIS
IS A DIRECT LOSS OF PUBLIC USE OF A PUBLIC RESOURCE ON
PUBLIC LANDS!

MANY FISH STREAMS IN HEAVILY LOGGED AREAS NO LONGER
CONTAIN ENOUGH WATER IN WID-SUMMER TO PROVIDE ACCESS FOR
SPAWNING SALMON - OR PROVIDE MUCH NET AREA FOR JUVENILE
FISH REMOVAL.

AS FOR TOURISM - YOU'VE OBVIOUSLY NEVER TRIED TO SELL VISITORS A TRIP TO AN AREA THAT'S BEEN LOGGED. THE MOST COMMON QUESTION ASKED BY POTENTIAL VISITORS IS - "IS THE AREA NATURAL OR HAS IT BEEN LOGGED?" VISITORS DON'T COME TO S.E. AK TO SEE LOGGING - THEY COME TO SEE WILD NATURAL COUNTRY. THEY CAN SEE MILES OF LOGGED OFF COUNTRY IN THE LOWER U.S. - THAT'S WHY THEY LIKE TO COME TO S.E. BECAUSE IN SOME AREAS IT STILL HAS TALL TREES STANDING.

MY EMPLOYMENT DEPENDS ON WILD-NATURAL LANDSCAPES AND STRONG DEPENDABLE FISH RUNS. I AM TOTALLY OPPOSED TO THE EXTENSION OF THE KOC TIMBER CONTRACT AND URGE YOU TO DO THE SAME. ITS TIME FOR THE LOGGING INDUSTRY TO SCALE BACK TO A FRACTION OF HISTORICAL LEVELS. THAT WAY, A WELL BALANCED MULTIPLE RESOURCE MGT. APPROACH TO THE PUBLIC RESOURCES ON THE TONGAS WILL PROVIDE FOR ALL USER GROUPS.

ONCE AGAIN, I URGE YOU TO OPPOSE EXTENSION OF ANY FEDERAL CONTRACT ON ANY PUBLIC RESOURCES.

THANK YOU!

Mike Bethers

SILVER KING MARINE
Mike Bethers
P.O. BOX 210003
AUKE BAY, ALASKA 99821
(907) 789-0165

4/2/96

FAX COVER SHEET

METLAKATLA REALTY OFFICE

OFFICE- (907) 886-1121

FAX - (907) 886-1121

TO: SEN. TAYLOR

FROM: ROUNCELMAN SOL ATKINSON

ATTN: SEN. TAYLOR

PHONE: (907) 465-3717

FAX : (907) 465-3922

NOTES:

SEN. TAYLOR Thank you for the opportunity
to testify in support of SR 40 yesterday
My testimony for the record.

DATE & TIME SENT: 8:10 4/2/96

NUMBER OF PAGES: 4 NOT COUNTING COVER SHEET.

TESTIMONY OF THE METLAKATLA INDIAN COMMUNITY
IN FAVOR OF THE

SJR 40

Presented on behalf of Mayor Jack L. Booth
by

SOLOMON ATKINSON

Mr. Chairman:

On behalf of the Metlakatla Indian Community, I am here to express support for SJR 40, a resolution relating to the extension of the United States Forest Service timber sale contract with the Ketchikan Pulp Company. First, let me thank SENATOR TAYLOR for his kind invitation to participate in this Hearing on behalf of Metlakatla.

I also want to state at the outset that it's time for the State Legislature to recognize that something must be done for the timber dependent communities in Southeast Alaska that are being ignored in the rush to "save" the environment. Metlakatla is for sound environmental policy but we are for jobs, people, and families as well. We applaud this effort to move the Congress to do something to bring some stability to our economy.

The Metlakatla Indian Community is a federally recognized Indian Tribe. About 2,000 people live on Annette Island Reserve. Metlakatla is a timber-dependent community; a timber-dependent community with an unemployment rate over 50%. A stable timber supply from the Tongass National Forest is essential to our welfare. In the last few years, in an effort to improve our economic situation, we successfully established a Small Business Administration timber sale purchase program and started a small sawmill to provide jobs and revenues. We have operated our mill profitably for about three years now. It provides between 20 and 40 jobs. We also depend on the lease of our big mill to KPC for 100+ jobs and revenues. So, we have become timber

dependent. But, our now economic program is now threatened by lack of timber. That is why we support SJR 40.

Frankly, under ordinary circumstances, Metlakatla would not support a system that singles out one business for the benefit of the timber from our public's forests. It would rather encourage the free market system so that all timber related businesses could compete for our timber and seek the markets for logs and timber products that would be most economically beneficial. Under the present circumstances, however, we just do not foresee any alternative but to encourage the extension of the long term contract for KPC. It has made the investment of capital that justifies assurances that it will have a timber supply. It provides the rest of us timber operators with markets for logs and it provides jobs that would not otherwise be available.

In a perfect world, all timber operators would compete for a steady and reasonable supply of timber from the vast resources of the Tongass National Forest. Natural market forces would separate the good operators from the bad and a stable, reliable timber dependent economy would evolve. Operators could plan for appropriate capital investments for plant improvements and marketing expenses. Reasonable environmental protections would be a cost of doing business. Under the present conditions however, with environmental preservationists protesting the harvest of every tree and with a Forest Service unwilling or unable to overcome legal and bureaucratic inertia, few alternatives are left to us.

A few weeks ago, the head of the Forest Service said, basically, that a stable timber supply from the forests of Southeast Alaska is impossible. While Metlakatla does not agree with Mr. Thomas' words in a literal sense, his forecast might be correct

In a real sense.

One thing is certain for now. Small, independent operators cannot count on any supply and without that fundamental variable in the marketing equation, they must support extraordinary measures that are essential to their survival. The extension of the long-term contract for KPC is one of those measures. The rest of us, who would like to be able to compete for timber if it were available, simply cannot risk losing the last strong economic force in our industry. In our view, if the long-term contract for KPC is not extended, we are looking at the last years of the timber industry in Southeast Alaska. We cannot be happy about that.

Metlakatla's economic history is rooted in the seafood industry. We cannot change the markets, however, and our seafood enterprise does not provide the revenue that we formerly enjoyed. In fact, it has been a money loser in the last few years. And, it is getting worse. Most of our fishermen don't even plan to fish for pinks this year because of the anticipated price. Our cannery stopped production of pinks before last season because it cannot make any profits on canned pinks.

Tourism is not the final answer either. We do not deny its potential. However, while others profit from tourists, we have not yet determined how we can benefit from this part of the economy. We know tourism's seasonal jobs are important, but we need something to depend on year round.

In Metlakatla, we believe Southeast Alaska can sustain the timber supply without permanent harm to the environment. We believe the timber industry holds the

most potential for long-term economic stability. By this Testimony Motlakatla is declaring its commitment to stand with all right thinking people in Southeast Alaska to find a solution to our economic problems. Part of that solution must be proper utilization of our forest for the good of all, which includes a stable timber supply. We encourage any effort to move toward that goal. SJR 40 is a step in the right direction.

Thank you.



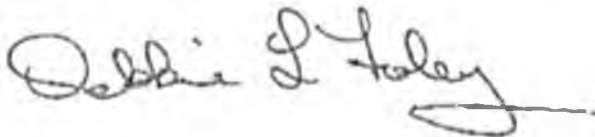
Testimony Before The House Resources Committee
On
House Joint Resolution No.64
An Extension of the U.S.F.S. Timber Sale Contract With Ketchikan Pulp Company
By
Debbie L. Foley
P.O. Box 8564
Ketchikan, Alaska 99901

Honorable Bill Williams and members of the House Resources Committee,
 Thank you for the opportunity to testify on House Joint Resolution No. 64. My name is
 Debbie Foley. I have worked in the timber industry for 20 years, I have been employed
 by Ketchikan Pulp Company for 5 years.

I would like to state my support for a contract extension between the USFS and
 KPC. KPC plans on investing at least \$200 million over the next 5 - 8 years, but before
 making the investment, they need to be guaranteed wood supply for more than the 7
 years left on the current long term contract. 7 years is not sufficient time for KPC to
 ensure a return on such a large investment. H.J.R. 64 would give KPC the
 understanding of both short term and long term timber supply. Without this resolution
 KPC might decide not to make the necessary investments and shutdown it's
 operations for good. This community would be devastated by the lack of year round
 employment maintained by KPC.

The Governor needs to support this resolution and the release of 420 +MMBF
 of timber per year so that the levels of employment in Southeast Alaska are restored to
 1990's level. I urge the Governor to listen to the timber industry workers and not let
 the timber industry die in Southeast Alaska.

Thank you again for the opportunity to testify



Forest Service denies bid

SEATTLE (AP) — The Okanogan National Forest has rejected the Northwest Ecosystem Alliance's bid to purchase a salvage sale of fire-damaged trees because the environmental group didn't plan to cut the timber.

"They were not intending to fulfill the obligations of the contract," Forest Supervisor Sam Gehr said Thursday.

"We have some resource objectives out here that we're going to meet, in this case by manipulating some vegetation."

At an auction Dec. 20, the 17,000-member alliance outbid two logging companies with an offer of \$28,875 — \$29,122, including fees — for about 3.5 million board feet in the Thunder Mountain salvage timber sale.

Rather than the clear-cutting specified in the contract, the alliance would have left the land in its natural state.

The Forest Service now plans to negotiate with the No. 2 bidder, AA Logging of Oroville, which offered \$28,796.50, Gehr said.

"In my view, we haven't accepted a lower bid," he said. "We've accepted the highest bid from a qualified bidder."

Making a round of visits to newsrooms in the city, about 140 miles from his office in the sparsely populated north-central part of the state, Gehr noted that the alliance neither could nor would cut the trees.

A statement issued by the alliance acknowledged that the group never intended to remove the trees as required in the sample contract on which the bid was based.

A \$300,000 environmental study of the area concluded that logging would have little impact on the area.

The chief benefit of logging is jobs for as many as 70 people, Gehr said.

April 2, 1996

Forest Supervisor's Office
Forest Supervisor, Sam Gehr
Okanogan National Forest
1240 South 2nd Avenue
Okanogan, WA 98840

Dear Sir:

The Okanogan National Forest has something we here in the Tongass National Forest need more of - good common sense rangers, that think logging jobs are more important than monies being put into a destroyed or dying crop by environmental groups.

You, Forest Supervisor Gehr, put US tax dollars to good use in that your \$300,000 environmental study will protect Thunder Mountain for future generations to enjoy.

Harvesting aging and defective timber to make way for a newer, healthier crop is good policy.

We in the timber industry are happy with your decision. We as loggers accept with open arms that we are and should be the qualified bidder on your sale.

We wish AA Logging of Oroville much success with just and fair stumpage prices. This does not compare to what we are paying in the Tongass National Forest.

Sincerely,



A Person of the Tongass National Forest
Pete Amundson
PO Box 5155
Ketchikan AK 99901

United States
Department of
Agriculture

Forest Service

Alaska Region



Alaska Region



DRAWING TO SCALE

USDA Forest Service, Regional Office, P.O. Box 21628, Juneau, AK 99802

Cover Page

To: Senator Robin Taylor Fax No.: 465-4906 ←

Unit: _____ Verification No.: 465-3922 ←

From: Steve Ambrose Fax No.: 586-7846

Unit: Regional Foresters Office Verification No.: 586-875
Forest Service - Juneau

Remarks:

Total number of pages (excluding cover): 1

Date Sent: 4/1/96 Time: 12:37 p.m.



United States
Department of
Agriculture

Forest
Service

Alaska Region

P.O. Box 21628
Juneau, AK 99802-1628

File Code: 1300/2400
Date:

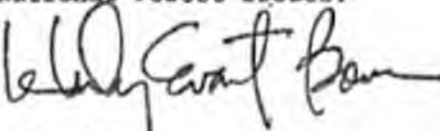
Representative William K. Williams
Co-Chair, House Resources Committee
State Capitol
Juneau, Alaska 99801-1182

Dear Representative Williams:

Thank you for your letter of March 28 inviting the Forest Service to comment on HJR 64. This resolution relates to the extension of the United States Forest Service timber sale contract with the Katchikan Pulp Corporation (KPC).

The content of the proposed resolution includes matters which relate to the subject of current litigation between KPC and the United States. We have otherwise not developed a position with respect to any extension of the KPC contract term, and it would be premature to do so until at least after the completion of the Tongass Land Management Revision. Accordingly, it would not be appropriate for us to comment on the proposed resolution or to appear at the April 2 hearing.

We thank you for the invitation. We will continue to work with you on Tongass National Forest issues.


for PHIL JANIK
Regional Forester

cc:
Senator Robin Taylor
Washington Office, Legislative Affairs
Office of the General Counsel
Tongass Forest Supervisors



Caring for the Land and Serving People





TY-MATT INC.

5216 BORCH STREET NORTH
PO BOX 3158 • KETCHIKAN, ALASKA 99901
BUS (907) 225-7170 FAX (907) 225-6116

APRIL 8, 1996

The Honorable Tony Knowles
Governor of Alaska
PO Box 110001
Juneau, Alaska 99811-0001

RECEIVED
APR 11 1996
Ans'd.....

RE: Support for timber industry survival.

Dear Governor Knowles:

We sincerely support your commitment to jobs and families for Alaskans. As residents of Ketchikan and Alaska we are concerned about our families and jobs now more than ever.

As Governor of this great state you have tremendous influence over our future as well as our children's opportunities. As you know our livelihoods are dependent on a healthy sustainable timber industry. Without this stable year around industry our opportunities to live, work, and raise our families in healthy and safe communities are severely reduced.

Statistics showing substantial increased social problems in the communities of Sitka, and Wrangell where the mills have closed are very alarming.

Alaskan families are desperate for your support now! Our social-economic system is deteriorating rapidly and you can make the difference. We applaud your marketing Alaska plan and believe many opportunities exist for the future. However, without the infrastructure that is provided by a sustained timber industry, these plans and dreams may never be achieved.

Governor, please show your support for us and our families by supporting the extension of the KPC contract at sustainable harvest levels for an additional 15 years. This will allow for necessary commitments to be made by KPC, its employees and support businesses, that depend on the pulp mill and timber industry for their survival in Alaska. It is also imperative that you give support to Senator Ted Steven's AWARTA amendment by disavowing the proposed AWARTA settlement

Sincerely, THE EMPLOYEES OF TY-MATT INC. AND THEIR FAMILIES

cc: Senator Ted Stevens
Congressman Don Young
Senator Frank Murkowski

Representative Bill Williams
Senator Robin Taylor

Enc Ty-Matt employee signature list
Statistic sheet

TY-MATT, INC.
P.O. BOX 8158
KETCHIKAN, ALASKA 99901

GOVERNOR, WE THE EMPLOYEES OF TY-MATT, INC. AND THEIR FAMILIES ASK YOUR SUPPORT FOR THE 15 YEAR EXTENSION OF THE KETCHIKAN PULP COMPANY CONTRACT. WE ALSO ASK FOR YOUR SUPPORT OF SENATOR TED STEVEN'S PROPOSED A.W.A.R.T.A . AMENDMENT.

| <u>EMPLOYEE</u> | <u>SIGNATURE</u> | <u>FAMILY STATUS</u> | <u>NUMBER OF CHILDREN</u> |
|---------------------------------|-------------------------|----------------------|---------------------------|
| 1. <u>CHRIS LARSON</u> | <u>Chris Larson</u> | <u>MARRIED</u> | <u>4</u> |
| 2. <u>RODNEY D. RENO</u> | <u>Rodney D. Reno</u> | <u>MARRIED</u> | <u>3</u> |
| 3. <u>GREG L. LYNCH</u> | <u>Greg Lynch</u> | <u>Married</u> | <u>3</u> |
| 4. <u>DICK KRAFT</u> | <u>Dick Kraft</u> | <u>MARRIED</u> | <u>0</u> |
| 5. <u>Don Cigges</u> | <u>Don Cigges</u> | <u>Single</u> | <u>0</u> |
| 6. <u>ROBERT E. SMITH</u> | <u>Robert E. Smith</u> | <u>MARRIED</u> | <u>0</u> |
| 7. <u>Terry Ming</u> | <u>Terry Ming</u> | <u>Single</u> | <u>0</u> |
| 8. <u>Leo Besaw</u> | <u>Leo Besaw</u> | <u>Married</u> | <u>0</u> |
| 9. <u>MOAH T. RABARA</u> | <u>M T Rabara</u> | <u>Wife</u> | <u>0</u> |
| 10. <u>Andrew Pringle</u> | <u>Andrew Pringle</u> | <u>married</u> | <u>2</u> |
| 11. <u>CHRIS GOODMAN</u> | <u>Chris Goodman</u> | <u>single</u> | <u>1</u> |
| 12. <u>Scott W. Kline</u> | <u>Scott W. Kline</u> | <u>Married</u> | <u>2</u> |
| 13. <u>ALAN R. RIDINGER JR.</u> | <u>Alan R. Ridinger</u> | <u>M</u> | <u>0</u> |
| 14. <u>Charles Blair</u> | <u>Charles Blair</u> | <u>Married</u> | <u>0</u> |
| 15. <u>EDWARD HENDRICKS</u> | <u>Edward Hendricks</u> | <u>married</u> | <u>1</u> |
| 16. <u>MIKE MARTIN</u> | <u>Mike Martin</u> | <u>"</u> | <u>5</u> |
| 17. <u>LEAH DASHLEY</u> | <u>Leah Dashley</u> | <u>5</u> | <u>0</u> |
| 18. <u>BILL O'BRIEN</u> | <u>Bill O'Brien</u> | <u>married</u> | <u>1</u> |
| 19. <u>DOUG MILLER</u> | <u>Doug Miller</u> | <u>Married</u> | <u>4</u> |

| | | | | |
|-----|----------------------------|----------------------------|----------------------------------|----------|
| 20. | <u>C. Todd Adams</u> | <u>[Signature]</u> | <u>MARRIED</u> | <u>1</u> |
| 21. | <u>R. C. Green</u> | <u>R. C. Green</u> | <u>Single</u> | <u>1</u> |
| 22. | <u>Dennis Stulken</u> | <u>Dennis Stulken</u> | <u>Married</u> | <u>3</u> |
| 23. | <u>Michael Carney</u> | <u>Michael Carney</u> | <u>married</u> | <u>2</u> |
| 24. | <u>James Hughes</u> | <u>James J Hughes</u> | <u>MARRIED</u> | <u>3</u> |
| 25. | <u>DAVIDE HARVOY</u> | <u>Paul E. Harvy</u> | <u>MARRIED</u> | <u>6</u> |
| 26. | <u>Chris Wieberg</u> | <u>Chris Wieberg</u> | <u>Single</u> | <u>2</u> |
| 27. | <u>Richard M. Larran</u> | <u>Richard M Larran</u> | <u>single</u> | <u>0</u> |
| 28. | <u>Gary Peterson</u> | <u>Gary Peterson</u> | <u>MARRIED</u> | <u>3</u> |
| 29. | <u>JACK JARMOCKE</u> | <u>Jack Jarmocke</u> | <u>SINGLE</u> | <u>0</u> |
| 30. | <u>Kevin M Grosshuesch</u> | <u>Kevin M Grosshuesch</u> | <u>single</u> | <u>3</u> |
| 31. | <u>Clay Sanaker</u> | <u>Clay Sanaker</u> | <u>married flight instructor</u> | <u>1</u> |
| 32. | <u>ROBERT GILMOR</u> | <u>Robert Gilmor</u> | <u>MARRIED</u> | <u>1</u> |
| 33. | <u>Wes Miller</u> | <u>Wes Miller</u> | <u>SINGLE</u> | <u>2</u> |
| 34. | <u>DAVID B JOHNSON</u> | <u>David B Johnson</u> | <u>MARRIED</u> | <u>2</u> |
| 35. | <u>Marie K Pickard</u> | <u>Marie K Pickard</u> | <u>Single</u> | <u>2</u> |
| 36. | <u>Lloyd Gossman</u> | <u>Lloyd Gossman</u> | <u>MARRIED</u> | <u>0</u> |
| 37. | <u>Dick Chizek</u> | <u>Dick Chizek</u> | <u>MARRIED</u> | <u>0</u> |
| 38. | <u>Doug Wilson</u> | <u>Doug Wilson</u> | <u>Single</u> | <u>0</u> |
| 39. | <u>LORI PETERS</u> | <u>Lori Peters</u> | <u>Married</u> | <u>2</u> |
| 40. | <u>John A. Thompson</u> | <u>John A Thompson</u> | <u>Married</u> | <u>2</u> |
| 41. | <u>CRAIG L. TRETTNER</u> | <u>Craig L Tretter</u> | <u>Married</u> | <u>3</u> |
| 42. | <u>Carl Smith</u> | <u>Carl Smith</u> | <u>Married</u> | <u>3</u> |
| 43. | <u>JAMIE BRISKY</u> | <u>Jamie Brisky</u> | <u>Married</u> | <u>3</u> |

| | | | | |
|-----|------------------------------|------------------------------|----------------|----------|
| 44. | <u>ALBERT I. TURNER</u> | <u>Albert I. Turner</u> | <u>MARRIED</u> | <u>2</u> |
| 45. | <u>DENNIS G. McELROY</u> | <u>Dennis G. McElroy</u> | <u>MARRIED</u> | <u>0</u> |
| 46. | <u>WADE E. SHULL</u> | <u>Wade E. Shull</u> | <u>SINGLE</u> | <u>0</u> |
| 47. | <u>DENNIS D. JONES</u> | <u>Dennis D. Jones</u> | <u>MARRIED</u> | <u>3</u> |
| 48. | <u>JAMES D BRISTLE</u> | <u>James D. Bristle</u> | <u>MARRIED</u> | <u>3</u> |
| 49. | <u>JEFF A. TERRY</u> | <u>Jeff A. Terry</u> | <u>MARRIED</u> | <u>3</u> |
| 50. | <u>MIKE WILLIAMS</u> | <u>Mike Williams</u> | <u>MARRIED</u> | <u>2</u> |
| 51. | <u>WACT GOODWIN</u> | <u>Wact Goodwin</u> | <u>SINGLE</u> | <u>1</u> |
| 52. | <u>JOE LIEBE</u> | <u>Joe Liebe</u> | <u>MARRIED</u> | <u>1</u> |
| 53. | <u>TERRY E. POLEGAY</u> | <u>Terry E. Poleyay</u> | <u>SINGLE</u> | <u>0</u> |
| 54. | <u>GARY L. HOFFMAN</u> | <u>Gary Hoffman</u> | <u>SINGLE</u> | <u>4</u> |
| 55. | <u>BRETT STILLWAGH</u> | <u>Brett Stillwagh</u> | <u>SINGLE</u> | <u>2</u> |
| 56. | <u>BRAD McEHE</u> | <u>Brad McEhe</u> | <u>MARRIED</u> | <u>3</u> |
| 57. | <u>BRAD GOLOER</u> | <u>Brad R. Golder</u> | <u>MARRIED</u> | <u>2</u> |
| 58. | <u>WILLIE STEPPFS</u> | <u>Willie Steppes</u> | <u>SINGLE</u> | <u>2</u> |
| 59. | <u>Glenn Steppes</u> | <u>Glenn Steppes</u> | <u>SINGLE</u> | <u>1</u> |
| 60. | <u>RICHARD RAINES</u> | <u>Richard Rains</u> | <u>SINGLE</u> | <u>0</u> |
| 61. | <u>MARVIN CARSON</u> | <u>Marvin Carson</u> | <u>MARRIED</u> | <u>0</u> |
| 62. | <u>RICHARD E. BALESTRINI</u> | <u>Richard E. Balestrini</u> | <u>MARRIED</u> | <u>4</u> |
| 63. | <u>David Aus</u> | <u>David Aus</u> | <u>SINGLE</u> | <u>1</u> |
| 64. | <u>Jennifer Hayter</u> | <u>Jennifer Hayter</u> | <u>SINGLE</u> | <u>1</u> |
| 65. | <u>ROBERT F WHITE</u> | <u>Robert F. White</u> | <u>SINGLE</u> | <u>2</u> |
| 66. | <u>MICKY CONNOR</u> | <u>Micky Connor</u> | <u>MARRIED</u> | <u>4</u> |
| 67. | <u>TOM GREGG</u> | <u>Thomas R. Gregg</u> | <u>SINGLE</u> | <u>0</u> |

| | | | | |
|-----|---------------------------|---------------------------|----------------|----------|
| 68. | <u>Thomas Krosca</u> | <u>Thomas Krosca</u> | <u>Single</u> | <u>1</u> |
| 69. | <u>Robert T. Railey</u> | <u>ROBERT T. RAILEY</u> | <u>SINGLE</u> | <u>0</u> |
| 70. | <u>Brett Summers</u> | <u>Brett Summers</u> | <u>Single</u> | <u>0</u> |
| 71. | <u>ROGER ELTON</u> | <u>Roger Elton</u> | <u>single</u> | <u>1</u> |
| 72. | <u>James Ward</u> | <u>James W. Ward</u> | <u>Married</u> | <u>3</u> |
| 73. | <u>Timothy M. Stankar</u> | <u>Timothy M. Stankar</u> | <u>MARRIED</u> | <u>3</u> |
| 74. | <u>Tommy Martin</u> | <u>Tommy Martin</u> | <u>Single</u> | <u>3</u> |
| 75. | <u>Randy Johnson</u> | <u>Randy Johnson</u> | <u>Single</u> | <u>1</u> |
| 76. | <u>Brian Kenyon</u> | <u>Brian Kenyon</u> | <u>Single</u> | <u>1</u> |
| 77. | <u>CHRIS FLORA</u> | <u>Chris Flora</u> | <u>SINGLE</u> | <u>0</u> |
| 78. | _____ | _____ | _____ | _____ |
| 79. | _____ | _____ | _____ | _____ |
| 80. | _____ | _____ | _____ | _____ |
| 81. | _____ | _____ | _____ | _____ |
| 82. | _____ | _____ | _____ | _____ |

DOMESTIC VIOLENCE IN SOUTHEAST ALASKA

SITKA (SITKA AGAINST FAMILY VIOLENCE)

| | <u>FY93</u> | <u>FY94</u> | <u>FY95</u> | <u>%+/-</u> |
|------------------|-------------|-------------|-------------|-------------|
| RESIDENTS | 182 | 208 | 269 | +48% |
| NIGHTS OF SAFETY | 1689 | 2312 | 2941 | +74% |
| WALK-INS | 252 | 337 | 559 | +122% |

WRANGELL (POLICE RECORDS)

| | <u>1993</u> | <u>1994</u> | <u>1995</u> | <u>%+/-</u> |
|-------------------|-------------|-------------|-------------|-------------|
| TOTAL CALLS | 2287 | 2373 | 2987 | +31% |
| DOMESTIC VIOLENCE | --- | 16 | *66 | +313% |

KETCHIKAN (WOMEN IN SAFE HOMES)

| | <u>1993</u> | <u>1994</u> | <u>1995</u> | <u>%+/-</u> |
|----------------|-------------|-------------|-------------|-------------|
| CLIENTS SERVED | 653 | 693 | 639 | -2.0 |

*Figures are through November 1995. If the drop in population is taken into account, the real rate is much higher.

Testimony Before The House Resources Committee
On
House Joint Resolution No. 64
An Extension of the U.S.F.S. Timber Sale Contract With Ketchikan Pulp Company

By
Shirley F. White
5153 Shoreline Drive
Ketchikan, Alaska 99901

Honorable Bill Williams and members of the House Resources Committee, thank you for the opportunity to testify on House Joint Resolution No. 64. My name is Shirley White. I came to Ketchikan, Alaska in 1959 and have resided here since. I was fortunate enough to raise six children in this wonderful community.

Since 1959, my husband and I have owned or own the following businesses in Ketchikan, White Enterprises, Inc., Ingersoll Hotel, White Commercial Rentals, Merchants Supply, Vitamilk Dairy, Crystal Dairy, S.E.A. Construction Co., Togs & Toys, Fashion Faire, Heritage Restaurant, Alaska Fisheries Co., F/V Sara Dawn, F/V Jessica Rose, F/V Colleen, Seawatch Construction Rentals, and Salmon Falls Resort. All of these businesses and the jobs created by them were possible due to the year round employment of employees of Ketchikan Pulp Company.

I would like to state my support for a contract 15 extension between the U.S.F.S. and Ketchikan Pulp Company of at least 15 years. Also, 192.5 mmbf per year would be necessary for the operation of Ketchikan Pulp Company and should be allowed to them. Without year round employment of Ketchikan Pulp Company Employees, Ketchikan's economy would be devastated.

I urge the Governor to please listen to the timber industry workers as well as the rest of us who's livelihood is also affected indirectly by what happens to the timber industry and give his support to Resolution No. 64.

Shirley F. White

TO: Senator Robin Taylor
FAX: 907-465-3922

FROM: Shirley White
FAX: 907-225-2710 **PHONE:** 907-225-2752

pages including cover page: 2

If you do not receive all the pages listed above please call 907-225-2752 and we will resend.

Thank you for your time

House Resource Committee

Testimony for Contract Extension

April 3, 1996

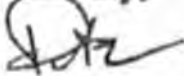
To Whom It May Concern:

I have worked for Ketchikan Pulp Co. (KPC) since 1969. During this time I have seen and have been personally involved with the installation of new equipment and the operational changes designed to minimize any adverse effects on the environment.

Now KPC is committing to spend millions of dollars to comply with further environmental regulations.

It only seems appropriate that if KPC is going to make this type of long-term commitment to protect the environment, the Federal Government should be willing to make a commitment to extend KPC's long-term timber contract.

Sincerely,



J. A. "Pete" Raitanen

/lat

cc: Governor Tony Knowles
Representative William Williams
Senator Robin Taylor

Fax Cover Sheet

DATE: April 3, 1996

TIME: 3:33 PM

TO: Senator Robin Taylor

FAX: (907) 465-3922

FROM: Pete Raitanen

FAX: (907) 225-8260

RE: Testimony for KPC Timber Contract Extension

Number of pages including cover sheet: 2

**Testimony Before The House Resources Committee
On
House Joint Resolution No.64
An Extension of the U.S.F.S. Timber Sale Contract With Ketchikan Pulp Company
By
Debbie L. Foley
P.O. Box 8564
Ketchikan, Alaska 99901**

Honorable Bill Williams and members of the House Resources Committee,
Thank you for the opportunity to testify on House Joint Resolution No. 64. My name is
Debbie Foley. I have worked in the timber industry for 20 years, I have been employed
by Ketchikan Pulp Company for 5 years.

I would like to state my support for a contract extension between the USFS and
KPC. KPC plans on investing at least \$200 million over the next 5 - 8 years, but before
making the investment, they need to be guaranteed wood supply for more than the 7
years left on the current long term contract. 7 years is not sufficient time for KPC to
ensure a return on such a large investment. H.J.R. 64 would give KPC the
understanding of both short term and long term timber supply. Without this resolution
KPC might decide not to make the necessary investments and shutdown it's
operations for good. This community would be devastated by the lack of year round
employment maintained by KPC.

The Governor needs to support this resolution and the release of 420 +MMBF
of timber per year so that the levels of employment in Southeast Alaska are restored to
1990's level. I urge the Governor to listen to the timber industry workers and not let
the timber industry die in Southeast Alaska.

Thank you again for the opportunity to testify



FAX NUMBER OF SENDER:

- ___ (907) 225-8260 General Offices
- ___ (907) 225-7949 Maintenance/Stores
- ___ (907) 228-2150 Purchasing Department
- ___ (907) 247-1834 Timber Division

FAX NUMBER OF RECIPIENT:

(907) 465 3922

FACSIMILE COVER LETTER

Please deliver the following pages to:

NAME : Senator Robin Taylor
 LOCATION : Juneau, AK

Facsimile sent by:

NAME : Debbie Foley Ex. 173
 Ketchikan Pulp Company
 P. O. Box 6600
 Ketchikan, Alaska 99901
 Telephone: (907) 225-2151

| | | |
|-----------------------------------------------------------------------|-----------------------------|----------------|
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Thank you.
 Ketchikan Pulp Company

Representative Bill Williams
Testimony on KPC Contract Extension

April 4, 1996

I have lived in Ketchikan, Alaska all of my 55 years and have seen many changes in our area. None of the major changes have been detrimental to our area. Our forests have and can survive easily with the amount of logging in them. We have put a vast amount of virgin land into wilderness to preserve it. I am content with the amount that it is adequate for our future needs.

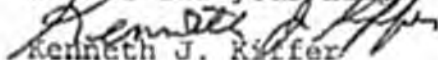
We have a minority of vocal activists in the environmental section of the community that wish to lock all the area up and they are not bashful about how they go about doing it. They will lie, distort the truth and take things out of context to get their point to others.

Years ago their movement started out to stop logging by saying that we were stripping the earth of trees. Scientific facts proved that we have more trees growing now than in the last 25 - 50 years. They switched then to all the old growth forests are being stripped. As soon as they realized that they weren't getting the mileage from this approach that they needed, they started a new approach called Endangered Species, which they have been pushing.

Living in this area, I have spent many hours in the forests in this area; in virgin areas; in logged off areas; and in new growth areas. I have hiked and hunted in all these areas and have found that animals are extremely adaptive to their environment. I don't believe that a Goshawk will fly around in circles and die if his home nest is destroyed and the same thing with other living things. They will adapt and find a new place to reside.

Please don't join the hysteria program put on by the preservationists. The majority of the long term residents see the positive changes in our area and the necessity of a long term contract with an employer that is willing to stay in the area year round. I ask you to give full support to Ketchikan Pulp Company in gaining a long term extension on their Forest Service timber contract.

Thanks for your help


Kenneth J. Kiffer



April 4, 1996

House Resources Committee
State of Alaska
Rep. Bill Williams and Sen. Robin Taylor
State Capital Building
Juneau, Alaska 99801

Attn: Representative Bill Williams
Senator Robin Taylor

I attended a public hearing yesterday at the Legislative Information Office here in Ketchikan to show my support for the Resolutions you submitted to support the KPC Contract Extension. Because of the time frame numerous people in support of your Resolutions were unable to participate. I was astounded by the number speaking against the Contract Extension in Juneau and Sitka, as well as the vocal dissenters here in Ketchikan. Once again I was part of the SILENT MAJORITY. I wanted to correct that right away, therefore this letter.

It is impossible for me to address all the many reasons why it is so important to keep the Ketchikan Pulp Company a viable operation; but I will try and address the one item that seemed to come up several times in the dissenters comments; that of KPC being a poor Corporate Neighbor.

In 17 years in business I've made my share of poor judgement calls, as I'm sure KPC has, in their 40 years of operations; but to call KPC a poor Corporate Neighbor is a doing them a serious disservice. I have lived in Ketchikan since before the Pulp Mill was constructed and have seen many wonderful and unselfish acts KPC has performed for this Community.

They are, and have for years, been the major supporter and corporate sponsor of Alaskans For Drug Free Youth; they have sponsored several high school scholarships over the years, and their annual Pulp Mill King Salmon Derby is enjoyed by hundreds every summer.

This past year when our local dump was closed down the town was inundated with bears looking for their daily meals. They were causing a problem that was bordering on dangerous. KPC volunteered their helicopters and crew time to move over 40 bears to the Misty Fjord area. I don't know what the cost on that would be, but it must have been a major expense, one that KPC was willing to assume for the Community with little to no fanfare.

3434 Tongass • Ketchikan, Alaska 99901 • 225-5166
Owners: Kay Sims and Terry Wanser

Page two.....Rep. Williams and Sen. Taylor

KPC historicaly is a strong supporter of the Ketchikan Chamber of Commerce, and have never turned down any request for help and financial assistance that I know of.

If it weren't for KPC many of our local youth sports would not exist. KPC over the years has sponsored teams and donated money to the Youth Soft Ball League, the Soccer League, Little League and many others. KPC is also a supporter of Ketchikan Theatre Ballet and has made numerous donations to assist our local Cheerleaders. KPC annually awards savings bonds to the Schoenbar Science Fair and have provided assistance to the Kanayama Exchange. KPC has always been the major contributor and supporter of anything pertaining to our young people.

KPC also dontates their Helicopter and crew to the Volunteer Rescue Squad and these people have provided much assistanc in Search and Rescue. This list could go on and on from the Queens Float in the Fourth Of July Parade sponsored annually by KPC, to the sizeable donation KPC just made to the Rotary House. Each and every person in Ketchikan could, I'm sure, add to this list including us.

About 6 years ago we had an employee in serious need of a kidney transplant, and were not sure that his insurance would cover the cost of an air-ambulance. KPC stood ready and willing to assist had the insurance not been available. Is that a poor Corporate Neighbor? I think not.

No, I am not an employee of KPC, and no one in my family works for KPC. As the owner of three hotels in two Southeast Alaska communities, I'm in what is called the "tourism" business. But this is a business that would not be able to exist on a year-round basis were it not for KPC and the other intertied businesses in Southeast Alaska.

Sincerely,



Kay Sims, Owner

HOSPITALITY UNLIMITED

dba The Gilmore Hotel and Annabelle's
The Best Western Landing
The Prospector

cc Senator Ted Stevens
Senator Frank Murkowski
Rep. Don Young

Alaska State Legislature

Sen. Robin Taylor, Chairman
Sen. Lyda Green, Vice Chairman
Sen. Mike Miller
Sen. Al Adams
Sen. Johnny Ellis



State Capitol
Juneau, Alaska 99801-1182
(907) 465-3717
Fax: (907) 465-3922

Senate Judiciary Committee

MEMORANDUM

TO: Senator Frank, Co-Chairman Senate Finance
Senator Halford, Co-Chairman Senate Finance

FROM: Senator Robin L. Taylor, Chairman *R.L.T.*

DATE: March 19, 1996

RE: Funding for socio-economic study of TLMP alternatives

The U. S. Forest Service has announced its intention of taking public comment on Tongass Land Management Plan (TLMP) revision alternatives this summer. Unfortunately, the federal agency has failed to perform an adequate analysis of the social and economic consequences of its proposed actions.

As Southeast Conference director, Berne Miller pointed out in a December 4, 1995, letter to Bob Vaught of the USFS, the social and economic consequences of the various TLMP alternatives can be assessed by the public only if they are clearly set forth in the draft *before* it is put out for public comment. To expect people to provide informed comments on any alternatives without having the information with which to weigh the effect those alternatives will have on their lives is unreasonable and unacceptable.

The outline produced by the McDowell Group (*Socioeconomic Impacts of Tongass Land Management Plan Revision Alternatives, Study Outline*) at the request of Southeast Conference, which was forwarded to the Regional Forester, is an appropriate vehicle for assessing the impacts of the various alternatives. It is unlikely the Forest Service will provide anything resembling that comprehensive socio-economic analysis in connection with the TLMP revision. It is

especially unlikely that they will do so prior to holding public hearings on the proposed alternatives.

That being the case, it is critical to the welfare of the affected Southeast communities that someone perform the needed research. Given the McDowell Group's familiarity with the issue and the excellent work it did in preparing the preliminary outline, it makes good sense to commission McDowell to do the larger study. Alternatively, another research company could be hired to do the study described in the McDowell outline.

It will take approximately \$250,000 and 8 months to complete the project and make it available to the government and the people of Southeast Alaska. This is clearly the kind of service that the State of Alaska should provide, given the likely effect on Alaska communities if a revised TLMP does not give adequate consideration to their welfare. Therefore, I request that grant money be included in the FY 1997 budget to cover the cost of doing the socio-economic study outlined by the McDowell Group in its *Socioeconomic Impacts of Tongass Land Management Plan Revision Alternatives, Study Outline*.

SECRETARIAT CHAMBER 907 463 5670 P.01
SOUTHEAST CONFERENCE

Tel. (907) 463-3445

FAX (907) 463-5670

124 West 5th Street

Juneau, Alaska 99801

February 7, 1996

Mr. Phil Janik
Regional Forester
USDA, Forest Service
POB 21628
Juneau, Ak 99802

Dear Phil,

In Beth Pendleton's reply to our letters of December 4 and 12, she told us, among other things, that the draft TLMP revision will include information about the estimated effects of the alternatives on the people and communities of southeast Alaska. We are pleased this important piece of the "puzzle" will be included.

We have not, however, seen an outline of what the analysis will include beyond what is shown in the July 12, 1995, Socioeconomic Effects Analysis Concept Proposal and Draft "Affected Environment" Writups for 30 Communities. It was this document which raised our initial concerns because it suggested that much of the needed research will be deferred until after the draft plan is released, and in many cases, until after the final plan is adopted. We find this approach unacceptable.

We feel strongly that analysis of the effects of the alternatives on the people and communities of southeast Alaska should, at a minimum, be as rigorous and specific as analysis of the effects of the alternatives on fish and wildlife species. In the deer habitat analysis, for example, the materials provided to the Assessment Panels show the projected effects of each alternative on deer habitat capability in each of some 160 Wildlife Analysis Areas. Similar detailed and specific effects analysis is included for many other forest resources. The people and communities of southeast Alaska deserve no less.

In this regard, the Conference contracted with the McDowell Group to prepare an outline of what a complete social and economic assessment of the effects of the alternatives ought to contain. A copy of that outline, entitled "Socioeconomic Impacts of Tongass Land Management Plan Revision Alternatives", is enclosed.

We sincerely hope you will find the outline useful and that it, or a similar approach, will form the basis for informing the people and communities of southeast Alaska about the effects of the alternatives being considered.

Sincerely


Berno C. Miller
Executive Director

"Working For All Alaska"

***Socioeconomic
Impacts of Tongass
Land Management
Plan Revision
Alternatives***

Study Outline

Prepared For:

***Southeast Conference
124 West 5th Street
Juneau, Alaska 99801***

February, 1996

Socioeconomic Impacts of TLMP Revision Alternatives

Study Outline

This socioeconomic impact analysis outline focuses on all Tongass National Forest industry user groups, including the forest products, tourism, seafood and mining industries. It also includes recreation and subsistence users. The objective of the research is to, first, clearly define baseline conditions in Southeast Alaska. The second objective is to identify and measure competing, conflicting or complementary uses of the forest. Finally, from this information, predict the likely socioeconomic consequences of the TLMP alternatives.

This level of analysis would require a major primary research effort. Much of the data needed is not available. Data that is available is outdated. Research would include detailed surveys of industry participants (forest products, tourism, mining, and others) local governments, and households throughout the region.

The end-product of this analysis would be an industry-by-industry and community-by-community profile of the likely socioeconomic effects of each TLMP alternative. The analysis would also provide a profile of regional and national effects of each alternative. The research will identify who will be affected by each alternative, what the effects will be, the significance of the effects, and when they are likely to occur.

I. Timber Industry Profile and Impacts

A. Overview of industry activity in Southeast

- Location, scale and duration of current logging programs
- Location and scale of active manufacturing operations

B. Direct employment/payroll by sector and location (community)

- Timber sale planning
- Road and Related Construction
- Logging operations
- Trucking/Helicopter
- Stevedoring (log loading)
- Log Transport
- Milling/Manufacturing

C. Operations spending and indirect employment, by sector and location

- Air taxi/air charter
- Equipment sales and service
- Marine transporters
- Fuel supply
- Food & miscellaneous supply
- Utilities supply
- Professional services
- Other

D. Local government impacts

- Local sales and property taxes paid by the timber industry
- Local government services required to support the timber industry
- Stumpage receipts

Note: this analysis would be based on a detailed review of spending by logging companies, mills and other firms directly involved in the forest products industry. Its purpose is to accurately identify who is benefiting from industry activity and spending in the region. As the business sector most directly affected by the TLMP alternatives, this level of industry analysis is appropriate.

E. Labor force characteristics

- Average wages/salaries
- Residency (seasonal and permanent)
- Dependent population characteristics

This would help measure the induced impacts of the forest products industry. This is important because the industry does have unique labor force characteristics.

F. Linkages between the Tongass and private timber industries

- Impact of declining harvests on competition within the industry and effect on economics of private and state timber harvests

This analysis would help understand the impact, if any, of declining Tongass timber harvest on owners of private timber stands in Southeast.

G. Regional forest products industry impact assessment, by alternative, by location

- Direct employment and income impacts
- Indirect and induced employment and income impacts
- Labor force dislocation/social impacts
 - Northwest U.S. case studies of industrial down-sizing
 - Southeast Alaska case studies of forest products down-sizing

II. Tourism Industry Profile and Impacts

A. Overview of industry activity in Southeast

- Historical visitation/growth trends, by market component
- Cruise routes/itineraries
- Cruise passengers spending/activity patterns
- Independent visitor spending/activity patterns
- Remote/wilderness tourism activity patterns

The emphasis would be on the type of Tongass usage by various components of the tourism industry.

B. Assessment of tourism impacts from changes in past timber harvest levels

- Correlation of timber harvest and tourism volumes, by market (cruise, independent, other)
- Past dislocation of tourism activity as a result of timber harvests
- Visitor satisfaction analysis, by market
- Industry perception of the impact of logging on the visitor experience and Inside passage cruise marketability
- Transportation infrastructure development (complimentary and conflicting development)

It is important to establish the past, present and future relationship between Tongass logging activity and activity levels in the various components of the tourism industry.

C. Direct employment/payroll by affected sector and location

D. Operations spending and indirect employment

E. Labor force characteristics

- Average Earnings
- Residency (seasonal and permanent)
- Dependent population characteristics

If it is determined that the TLMP alternatives could result in some change in tourism activity (either growth or decline), it would be necessary to establish a socioeconomic baseline (Sections, c, d, and e) at the same level of detail as for the forest products industry.

F. Growth projections for the Southeast visitor industry

- Internal and external factors affecting market demand for Southeast travel
 - Cruise trends
 - Independent travel
 - Other "niche" markets

G. Identification of potential geographic areas of future conflict between forest products and tourism

H. Regional industry impact assessment, by market, by alternative

- Cruise industry effects
- Independent visitor market effects
- "Eco-tourism" effects
- Sportfishing market effects
- Rural tourism development effects

Based on the results of Chapter II, Sections A- E and on the location, scale and timing of timber harvests in each alternative, the tourism industry effects would be predicted.

III. Seafood Industry Profile and Impacts

A. Overview of commercial fishing activity in Southeast

- 15 year trend of commercial salmon harvest by species and gear type, by area

B. Location and historical productivity of salmon-bearing streams on the Tongass (to the extent available ADF&G data allows)

- C. Location of historical logging activity, by specific location (identify where logging may have affected stream productivity)
- D. Assessment of salmon harvest impacts of past logging activity

The purpose of the analysis would be to determine if logging and related activity has had an impact on the commercial fishing industry in Southeast. If there is some relationship between the volume of timber harvested and the number of salmon harvested, then appropriate economic analyses could be applied to the TLMP alternatives. Appropriate baseline data would need to be developed, including:

- E. Direct employment/earnings by affected fisheries and location
- F. Operations spending and indirect employment in affected fisheries
- G. Labor force characteristics
 - Residency (seasonal and permanent)
 - Dependent population characteristics

With this baseline data, and the results of the analysis in Section D., TLMP alternative impact assessment could be performed

- H. Regional industry impact assessment, by alternative
 - Mitigating/Protective measures, if any, built into each alternative

IV. Mining Industry Profile and Impacts

- A. Overview of industry activity in Southeast
 - Location and type of activity
 - Reconnaissance exploration
 - Prospect evaluation
 - Pre-development
 - Mine development
- B. Direct employment/payroll by location and activity
- C. Operations spending and indirect employment, by activity

D. Labor force characteristics

- Average Earnings
- Residency (seasonal and permanent)
- Dependent population characteristics

E. Summary of mineral valuation assessments in Southeast

From previous research, report on the probability of discovery of an economic mineral deposit in various terrain in Southeast.

F. Regional industry impact assessment, by alternative

- Determination of enhanced or foregone mineral development opportunities from the TLMP alternatives (based on part E)

In this section, two levels of analysis would be required. The first would be an assessment of impacts of TLMP alternatives on existing exploration and development projects. The second will be an assessment of the opportunity cost associated with restricting areas from mineral development, i.e. what are the job and income opportunities foregone as a result of restricted status.

V. Community Level Impacts of Management Alternatives

Should include all communities in Southeast.

A. Baseline socioeconomic conditions, by community

- Primary sources of personal income and employment
- Per capita income, average earnings
- Economic base analysis
- Community stability
- Local government revenues/expenditures
- Recreation and subsistence patterns
- Community attitudes regarding Tongass management priorities

B. Local socioeconomic impacts, by alternative

- Net changes in personal income and employment
- Net changes of personal income
- Net changes in per capita income, average earnings
- Economic base impacts
- Effects on community stability
- Effects on local government revenues/expenditures
- Effects on recreation and subsistence patterns

This analysis would bring together the results of the industry-level analysis (how and where each industry will be affected) and present how each Southeast community will be individually affected.

VI. Summary Regional Impact Assessment, by Alternative

This analysis adds a more regional perspective to the impact assessment. It would measure overall regional economic impacts, including net changes in employment, income, etc. for the region and sub-regions.

A. Regional and sub-regional economic baseline (Juneau, Other Urban, Non-Native Rural, Native Rural)

- Employment and payroll, by industry, historical trends
- Sources of personal income, historical trends
- Per capita income, average wages/salaries, trends
- Seasonality of economic activity

B. Regional and sub-regional economic impact, by industry, by alternative

C. Summary regional economic impact, by alternative

- Net changes in employment and payroll
- Net changes in personal income
- Net changes in per capita income, average wages/salaries
- Structural economic impacts
 - Economic base impacts
 - Support sector impacts
 - Seasonality of economic activity

VII. National Socioeconomic Considerations

Because the Tongass is a national resource, it is important to consider the national socioeconomic impacts.

A. Federal government expenditure and revenue impacts, by alternative

- **Current Forest Service programs and expenditures in management of the Tongass**
- **TSPIRS and other data reflecting timber-related expenditures and revenues**
- **Expected Forest Service programs and expenditures in management of the Tongass, by alternative**

B. National public attitudes and values regarding Tongass management objectives and priorities

HB

2

FISCAL NOTE

No. 7
 Bill Version: CSHB 2(FIN)
 (H) Publish Date: 4/15/96

STATE OF ALASKA
 1996 LEGISLATIVE SESSION

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 | | | | | |
| TOTAL OPERATING | 1.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |

| | | | | | | |
|----------------------|---------|--|--|--|--|--|
| CAPITAL EXPENDITURES | 2,000.0 | | | | | |
|----------------------|---------|--|--|--|--|--|

| | | | | | | |
|------------------------|--|--|--|--|--|--|
| CHANGE IN REVENUES () | | | | | | |
|------------------------|--|--|--|--|--|--|

FUND SOURCE (Thousands of Dollars)

| FUND SOURCE | FY 97 | FY 98 | FY 99 | FY 00 | FY 01 | FY 02 |
|--------------------------|----------------|------------|------------|------------|------------|------------|
| 1002 Federal Receipts | 2,000.0 | | | | | |
| 1003 GF Match | | | | | | |
| 1004 GF | 1.0 | | | | | |
| 1005 GF/Program Receipts | | | | | | |
| 1006 GF/MHTIA | | | | | | |
| Other | | | | | | |
| TOTAL | 2,001.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |

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.

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

THE 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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Legal Issues

by Richard Crane

Prison polygraphs permitted

—&—

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U.S. Incarceration Rate Leads The World

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SUPPORTING DOCUMENTS

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; EMPACT (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.

But 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,

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.

Whether 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

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

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

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 a 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

Shock 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 62. Males

convicted of all felonies except Murder I 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.

Among 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?

The 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 SET THERE WISE? |
| ALABAMA | Yes | 3 mos. with extensions up to 100 days | 4/7/88 | Males | 128 | 547 | 83% | \$21.00 | \$29.00 |
| ALASKA | No program | | | | | | | | |
| ARIZONA | Yes | 4 mos. | 10/88 | Males | 150 | 281 | 86% | 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 | | | \$67.75 | \$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 | 47.5% | | |
| GEORGIA | Yes | 3 mos. | 11/83 | Males | 250 | 4,180 | 97% | \$39.82 (average daily costs for all 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. | 10/5/51 | 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 | | | \$26.88 (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. | 8/8/90 | 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 | 55% | \$55.00 | \$55.00 |
| MINNESOTA | No program | | | | | | | | |
| MISSISSIPPI | Yes | 90-120 days | 4/85 | Both | 202 | 1,736 | 91% | | |
| MISSOURI | No program, program has been authorized but not funded or started. | | | | | | | | |
| 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. Duty to start 2/91 | | | | | | | | |
| NEW YORK | Yes (5 facilities) | 6 mos. | 1/87 | 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 | 80% | | |
| NORTH DAKOTA | No program | | | | | | | | |
| OHIO | Yes | 3 mos. | Shock parole, 1983; hope to start boot camp 1991 | Males | 100 (proposed) | | | | \$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 | \$64.29 | \$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; 1/01, 2nd unit started | Both | 162 males, 24 females | 684 males, 107 females | 83% 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 | 36 | 90% | \$41.00 | \$41.00 |
| FEDERAL BUREAU OF PRISONS | Yes | 6 mos. (intensive) 1-5 mos. (community) | 1/91 | Males | 152 | | | | |

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 | | PARTICIPATION VOLUNTARY? | PROGRAM LOCATED IN | | PROGRAM INCLUDES | | | | REQUIREMENTS FOR PARTICIPATION | |
|-------------|----------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------|--------------------------|---------------------------|-------------|------------------|---------------------------|------------------------|-----------|--------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | COURTS | DEPARTMENT | | AS ALTER-NATIVE TO PRISON | FROM PRISON | REGULAR PRISON | SEPARATE CAMP OR FACILITY | DRUG/ALCOHOL TREATMENT | EDUCATION | | COUNSELING/THERAPY |
| ALABAMA | X | | No | X | X | | X | | X | X | 16 age limit, 1st degree crimes and ending a shift for minimal purpose are exempt, sentence of 15 yrs. or less, class 1 physical condition, and ability to follow directions |
| ARIZONA | X | | Yes | X | X | | X | | X | X | 16-25 yrs. of age, Class 2 & non-violent offenses, specific requirements for physical and mental condition |
| ARKANSAS | | X | Yes | | X | | X | | X | X | 16 age requirements, non-violent crimes, sentence of 10 yrs. or less, 1st time offender, physical and mental health condition must be approved |
| COLORADO | | X | Yes | | X | X | X | | X | X | 16-25 yrs. of age, not serving and have not served time for a violent offense, free of physical and mental defects |
| CONNECTICUT | X | X (overnight responsibility) | Yes | X | | X | X | | X | X | 16-21 yrs. of age, non-violent, no class "A" felonies, sentenced to 1-3 yrs. (prison), no prior sentenced or incarceration, physical and mental health must be approved |
| FLORIDA | | X | Yes | | X | | X | | X | X | 24 yrs. and under in age, non-violent, no sex crimes, sentences 10 yrs. or less, 1st offense, no serious medical or mental health problems |
| GEORGIA | X | | Yes | X | X | | | | | X | 17-25 yrs. of age, no md dementia, sentenced to at least 1 yr., good physical and mental condition |
| ILLINOIS | X | | Yes | X | | X | X | | X | X | Must be used as an adult, felonies except murder I, sentenced to a min. of 1 yr., no prior prison time, satisfactory physical condition and not currently on diabetic |
| ILLINOIS | X | | Yes | | | X | X | | X | X | 17-20 yrs. of age, 1st degree felonies including drug, robbery, theft, burglary, sentenced to 6 yrs. or less, 1st offense, good physical and mental condition |
| IOWA | Has shock probation where the judge can remove certain inmates from prison within 60 days of confinement depending on how well the inmate does in prison | | | | | | | | | | |
| KANSAS | X | X | Yes | X | X | X | X | | X | X | 16-25 yrs. of age, primarily property and drug offenses, generally no prior incarcerations, must be physically and mentally capable to participate |
| LOUISIANA | X (recom-mendation) | X (final determin-ation) | Yes | X | X | | Education and Smartness | | X | X | 30 yrs. of age or younger, 1st and 2nd offenders sentenced to 7 yrs. or less, parole eligible, good physical and mental health |
| MARYLAND | | X | Yes | | X | X | X | | X | X | Under 20 yrs. of age, non-violent crimes, sentenced to 5 yrs. or less, 1st adult incarceration, good physical and mental condition |
| MICHIGAN | X | | Yes | X | X | X | X | | X | X | 17-25 yrs. of age, excluding rape, murder, armed robbery and arson crimes, no limit on number of incarcerations, capable of completing the program |

SHOCK INCARCERATION PART II - PROGRAM, REQUIREMENTS

| SYSTEM | PARTICIPANT ASSIGNED TO PROGRAM BY | | ASSIGNMENT MADE | | PARTICIPATION VOLUNTARY? | PROGRAM LOCATED IN | | PROGRAM INCLUDES | | | | REQUIREMENTS FOR PARTICIPATION |
|---------------------------|------------------------------------|--------------------|--------------------------|-------------|--------------------------------------------------------------------------|--------------------|---------------------------|------------------------|-------------|--------------------|------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | 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 | No prior adult felony confinement, white collar, property, drug and crimes of aggression that do not involve a deadly weapon and result in a life sentence, 5-2 yrs. average length of sentence, 1 life average per cumulative vital offenses, cannot be retarded or have a severe mental disorder |
| NEVADA | X | | X | | No | | X | X | X | | X | Minimum of 18 yrs., non violent, no prior offenses |
| NEW HAMPSHIRE | X | X (final approval) | X | X | Yes | X | | X | | X | X | 18-30 yrs. of age, not incarcerated for prior offense, no crimes of violence and/or assault, must pass complete physical exam |
| NEW YORK | | X | | X | Yes | | X | X | X | X | X | 16-20 yrs. of age, non violent crimes, time to parole 36 mos. or less, 1st incarceration, good physical and mental health |
| NORTH CAROLINA | | X | | X | Yes | | X | X | X | X | X | 17-25 yrs. of age, sentenced up to 10 yrs., good physical and mental health |
| OHIO | X (to shock parole) | X (to boot camp) | | X | Yes | X | | X | X | X | X | 18-25 yrs. of age, 3rd and 4th degree crimes, only 1 offense with prison time, good physical condition, normal mental condition |
| ONTARIO | | X | X | | No | X | | X | X | | X | 18-24 yrs. of age, non violent crimes, no prior incarcerations, physically and mentally able |
| PENNSYLVANIA | X | | X | | No | | | X | X | X | X | 18-25 yrs. of age, 1 time offense, non violent or substance abuse crimes |
| SOUTH CAROLINA | X | X | X | X | Yes | X | | Education | X | X | X | Less than 26 yrs. of age, non violent offenses, sentenced not to exceed 8 yrs., must be physically able to participate |
| TENNESSEE | | X | | X | No | | X | X | X | X | X | 30 yrs. of age or less, non violent crimes, sentence of 6 yrs. (longer for most drug offenders), no prior incarcerations, no disabling disabilities, no major health problems, must understand and comprehend basic instructions, no serious mental problems |
| TEXAS | X | | X | | No | | X | X | Life skills | X | X | 17-25 yrs. of age, sentence of less than 10 yrs., no prior offenses, no physical or mental conditions which would preclude strenuous exercise |
| VIRGINIA | X (parole) | | | | Yes | | X | X | X | X | X | 18-24 yrs. of age at time of the crime, non violent felonies, 1st adult offense, no pending charges of conflicting offenses |
| WISCONSIN | | X | | X | Yes | | X | X | X | X | X | 24 yrs. of age, physically and mentally fit |
| WYOMING | | X | | X | Yes | | X | X | X | X | X | 18-25 yrs. of age, 1st incarceration |
| FEDERAL BUREAU OF PRISONS | X (recommended) | | X | | Yes | | X | X | X | X | X | Adults, willing to participate, qualify to enter court |

1991 Shock Incarceration Survey

Doris L. MacKenzie and Claire Souryal

NJ Grant 87-U-CX-0020

SUPPORTING DOCUMENTS

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. | | |
| DCP | 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 ^a | 1.3 ^a | 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) ^b | Varies |
| Kansas | 2 | 6 | 0 | 1 | 1 | Education (5) | Varies |
| Louisiana | 3 | 3.5 | 0 | 2 | 1.5 | Education (5) ^c | Intensive |
| Maryland | 2 | 8 | 0 | 2 | 2 | Combination (215) ^d | 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 (6) | Intensive |
| New York | 3 | 6 | 0 | 5-6 | 11 ^e | Treatment (18.5) ^f | Intensive |
| North Carolina | 1 | 10 | 0 | 3 | 3 | Combination (7) | Varies |
| Oklahoma | 1.5 | 4 | 4 ^g | 2 | 6 | Combination (76) ^d | Varies |
| South Carolina | 1 ^h | 7.5 ⁱ | 0 | .. | 4 ^j | Education (4) ^k | Varies |
| Tennessee | 6 | 4.5 | 0 | 4 | 4 ^e | Combination (7) | Varies |
| Texas | 1 | 7 | 0 | 2 | 1 | Combination (5) ^b | Varies |
| Virginia | 1-2 | 6 | .. | .. | 3 | Education (5) | Intensive |
| Wisconsin | 2 | 7 | 0 | 2.5-3 | 2.5-3 | Treatment (18.5-20) ^k | 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 6 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: Boris L. Mackenzie & Claire Soury
1991 Shock Incarceration Survey
NIJ Grant 87-1J-CX-0020

.. = offered on "as needed" basis

.. = vocational education earned "sentative"

.. = no response (this section)

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

BY DORIS LAYTON MACKENZIE

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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*

IN 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 quickly grow, 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 their "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

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- 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.¹

The second part of the survey was designed to elicit information about shock programs currently operating (MacKenzie & Ballou, 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, Mississippi, 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 1/2 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 1 1/2 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

terms 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.

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TABLE 1. CHARACTERISTICS OF BLOCK 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 | 100 | 90 | Judge | no | no | yes | moderate |
| Georgia | 1983 | 2 | 260 | 90 | Judge | yes | no | yes | varies |
| Idaho | 1980 | 1 | 184 | 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 | 1802 | 180 | Corrections Dept. | yes | yes | no | intensive |
| North Carolina | 1989 | 1 | 84 | 93 | Parole Commission | yes | yes | no | varies |
| Oklahoma | 1984 | 1 | 160 | 90 | Corrections Dept. | no | no | yes | varies |
| South Carolina | 1987 | 2 | 111 | 90 | 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 Dept./Judge | no | varies |

FEDERAL PROBATION

September 1990

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).¹ 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 effects. 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 pay, 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 (12) | Georgia (54) | Florida (12) | Louisiana (24) | New York (18) |
| Total Entrants | 923 | | 319 | 607 | 2299 |
| Active | 106 | | 66 | 49 | 696 |
| Total Leaving Program | 817 | 3201 | 263 | 468 | 1604 |
| Graduates | 675 | 3117 | 143 | 262 | 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 releasees 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) | 18.6 | |
| Louisiana | 9 months | 21.1 (abscond/failed/revoked) | 24.7 | 12.9 |
| | 9 months | 24.5 (arrested) | 22.5 | 22.3 |
| National (Young Parolees) | 1 year (rearrests) | | 32.0 | |
| | 1 year (reincarcerated) | | 19.0 | |

*Returns 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)" (Ilaris, 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

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

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

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BOOT CAMPS

Boot Camp Survey

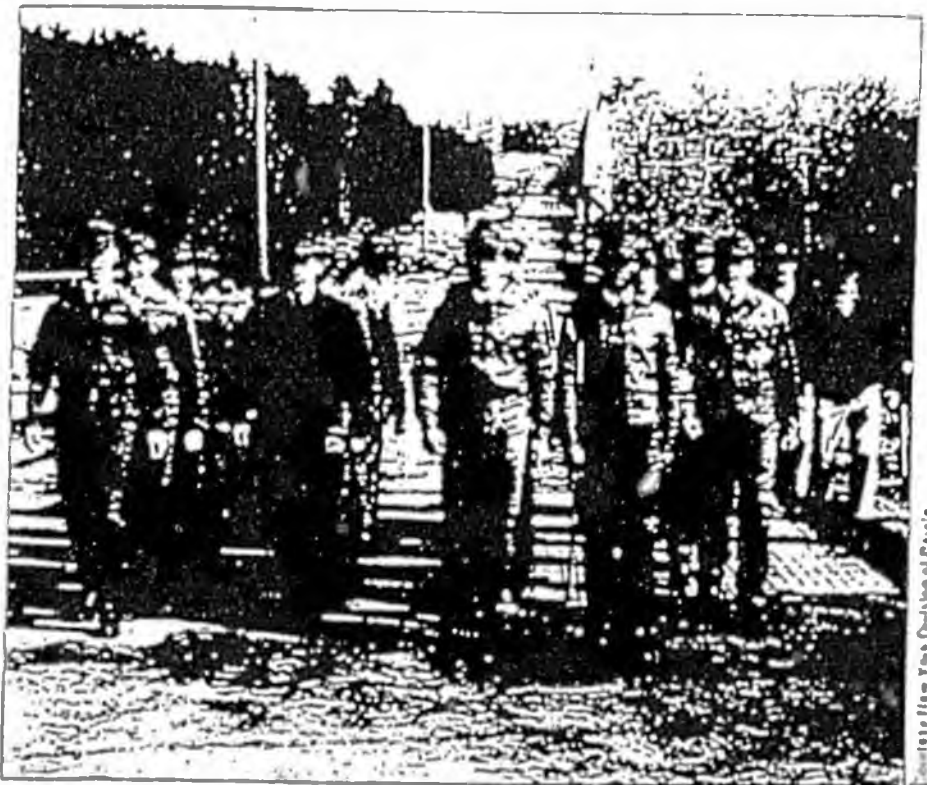
Rehabilitation, Recidivism Reduction Outrank Punishment As Main Goals

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

Boot camp prisons continue to grow in number and size. Since their inception in 1983, 34 boot camp programs have been established in 25 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.

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

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 Prisons

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 releases 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 54

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.

national 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



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 in a tradi-

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 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 40 to 45 percent of their participants are drug users. At least four states report that their programs were specifically designed for non-violent, drug-involved offenders.

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.

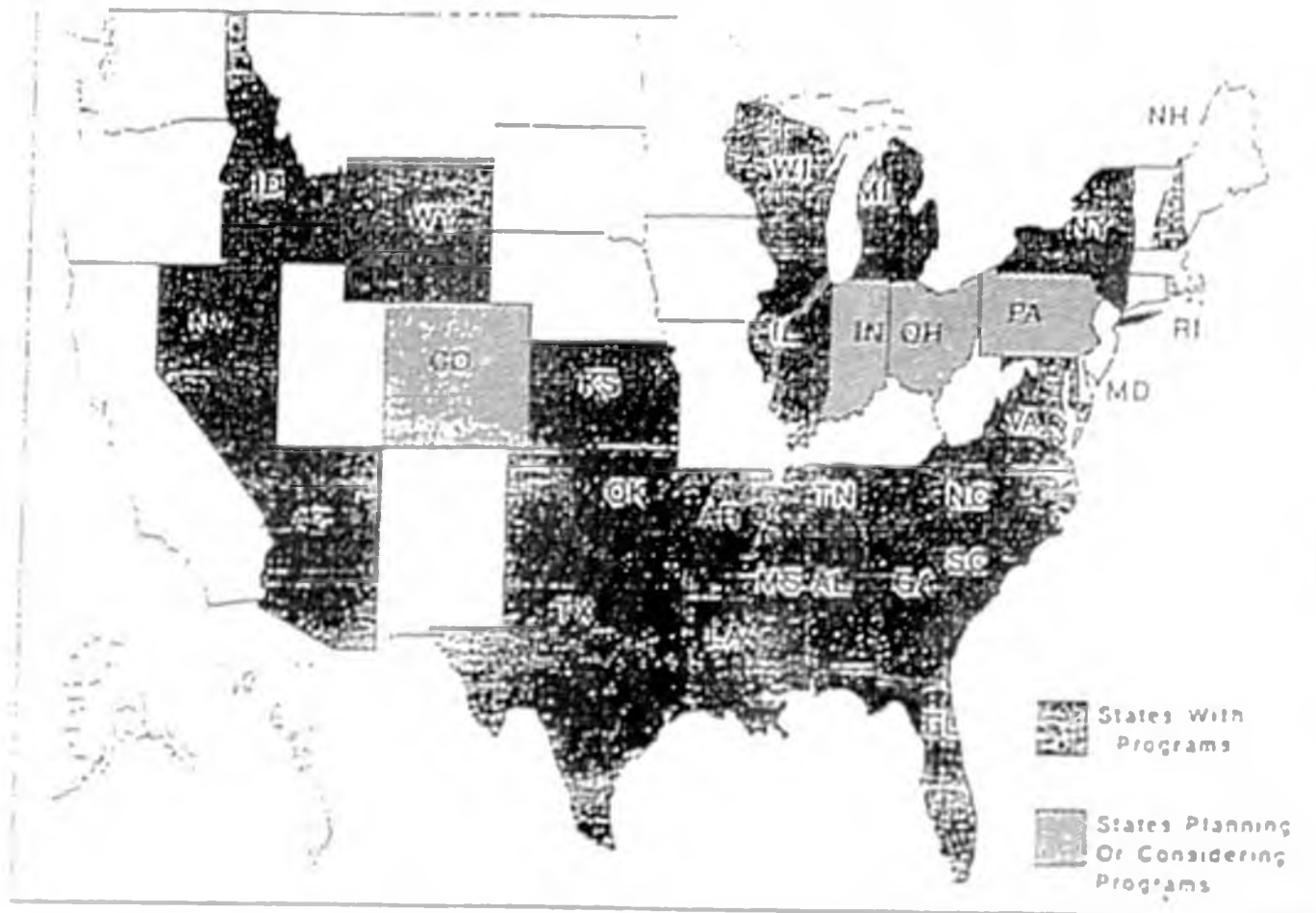
Other program differences include the number of days spent in drug treatment and education, which ranges from 12 to 180 days, whether the drug treatment and education program is administered by program staff or an outside agency and whether all inmates participate.

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 *Donis Lorton MacKenzie, Ph.D.*

Boot 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). Another 8 programs have been designed solely for juveniles. 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 150 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 (200 beds) and Maryland (200 beds)

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 intensive 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



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* |
|--------------|----------------|-------------------------------------|---------------------------------------------------|-------------------------|
| 1983 | Georgia | 5 | 800/800 | 90 |
| | Oklahoma | 4 | 415/438 | 90 ^b |
| 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 | 60 |
| 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 ^c |
| Total | | 46 | 6133/7518 | 121 |

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

* Based upon graduates of the program

^b Four programs: two 90-day programs and two 45-day programs

^c 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 8- to 9-hour work day is over, offenders return to the camp where they participate in

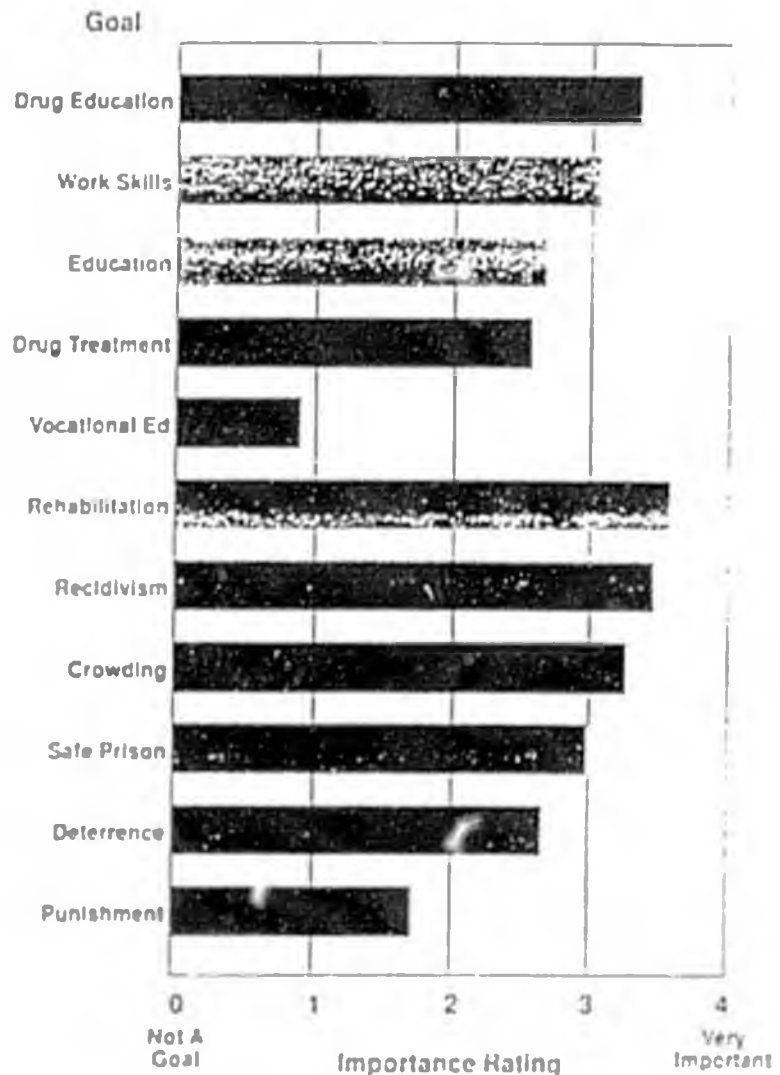
more exercise and drill. Dinner is followed by evening programs that include counseling, life skills training, academic education, or drug education and treatment.

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 for women 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 into 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 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.



Photo by Jeff Ferguson

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 3 months.

There has also been some interest in applying aspects of the boot camp model to other prison populations. At the Valhalla Correctional Facility, 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.



Photo by Jeff Hockney

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).⁴

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 sentence.

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 190 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

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 to 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 training.

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 of designing and implementing programs in the Louisiana Department of Public Safety and Correction's boot camp prison. A completed multisite study of shock incarceration in eight sites.

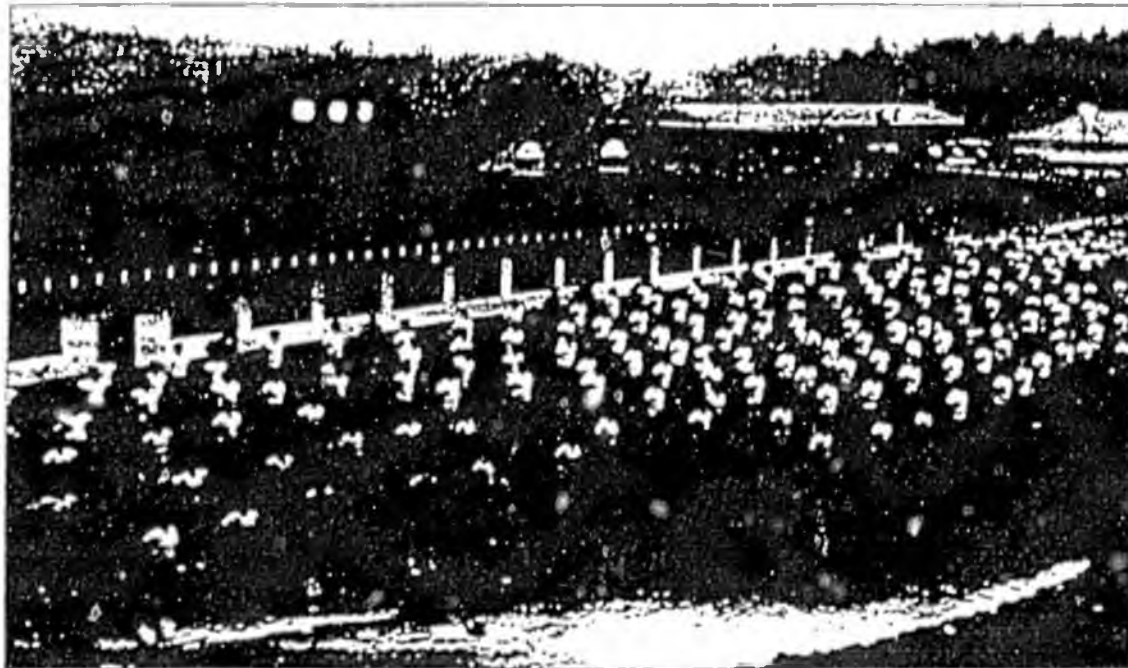
*MacKenzie, D.L., J.W. Shaw, and V.B. Gowdy, *An Evaluation of Shock Incarceration in Louisiana*, Research in Brief, National Institute of Justice, Washington, D.C.: U.S. Department of Justice, National Institute of Justice, March 1993.

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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Department of Health and Social Services

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."¹⁷

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.¹⁸ 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.²⁰

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.²¹ 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.²² 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.²³ 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 5 years.²⁴ Louisiana estimates it saved \$7,938 per offender.²⁵

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.²⁷ 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.²⁸

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.²⁹ 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.³⁰

Rehabilitation. MacKenzie believes that rehabilitation and treatment should be the primary focus of boot camps.³¹ 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.³² Because of this, the U.S. Department of Justice funded a controlled evaluation of juvenile boot camps in Ohio and Alabama.³³ 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.³⁴ 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. Mixdorf (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.³⁵

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.³⁶ 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

SENATE CS FOR CS FOR HOUSE BILL NO. 2(JUD)

IN THE LEGISLATURE OF THE STATE OF ALASKA

NINETEENTH LEGISLATURE - SECOND SESSION

BY THE SENATE JUDICIARY COMMITTEE

Offered:
Referred:

Sponsor(s): REPRESENTATIVES WILLIS, Rokeberg, Kelly, Kohring, Kubina, Parnell, Davies,
Therriault

SENATORS Halford, Taylor, Green

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 as follows:

23 (1) by the governor,

24 (A) the commissioner or the commissioner's designee;

25 (B) the director of the division of institutions of the department;

26 (C) the director of the division of community corrections of the
27 department, and

28 (D) two public members;

29 (2) by the speaker of the house of representatives, a member of the house of
30 representatives; and

31 (3) by the president of the senate, a member of the senate.

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

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

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

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

13 (n) In this section,

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

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

ALASKA STATE LEGISLATURE

COMMITTEES

- State Affairs
 - Military and Veterans Affairs
 - Economic Development
- ## OFFICE SUBCOMMITTEES
- Department of Administration
 - Department of Military and Veterans Affairs



DURING SESSION
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REPRESENTATIVE ED WILLIS

DISTRICT 25

Birchwood • Chugiak • Eagle River • Fire Lake • Lower Peters Creek

SPONSOR STATEMENT - April 23, 1996 CSHB 2 (Finance) - BOOT CAMPS

In 1993, I first introduced legislation relating to boot camps for nonviolent, first-time adult offenders. CSHB 2 (Finance) 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 30. 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.

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 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.

