

AN EVALUATION  
OF  
SOUTHAMPTON INTENSIVE TREATMENT CENTER

Preliminary Report on Client Characteristics,  
Program Effects and Community Adjustment

Virginia Department of Corrections  
Research, Evaluation & Certification Unit  
Planning & Engineering Services  
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An Evaluation of Southampton Intensive Treatment Center

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## EXECUTIVE SUMMARY

### An Evaluation of Southampton Intensive Treatment Center

In 1990 the Virginia General Assembly enacted legislation establishing a "Boot Camp Incarceration Program" to begin January 1, 1991, and continue through December 31, 1995. This is a preliminary report done on the program for the Virginia State Crime Commission in response to the 1992 Appropriations Act, Chapter 893, Item 459 A.

This evaluation provides descriptive information on the clients selected, preliminary findings of effects the program is having on them, and the results to date of tracking Boot Camp graduates as they come under community supervision.

Referrals to this program, which is a joint venture of the Division of Institutions and the Division of Community Corrections, are felony probationers sentenced in the Commonwealth's Circuit Courts. By statute\*, they are male, between ages of 18 and 24, convicted of a nonviolent offense, voluntary, and with no previous incarceration as an adult. The program is operated as Southampton Intensive Treatment Center (SITC), and has admitted a total of 410 "probates" in platoons averaging 25. The first intake was April 15, 1991.

During the 90 days comprising Boot Camp, probates undergo training in military drill and discipline, physical conditioning, and a rigorous work schedule, supplemented by academic instruction, counseling, drug education and vocational assessment. The objectives include a redirection in life style, increased self-esteem, group cohesiveness, values changes, academic achievement, and taking responsibility.

The design of this evaluation has two components: (1) collection of data on the program's effects, measured by several psychosocial and attitudinal tests, and (2) tracking of graduates as they are supervised in the community by Probation & Parole (P&P).

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\* The 1992 General Assembly modified the statute removing the lower age limit, and allowing referrals with not more than one term of confinement, which must have been for 12 months or less.

Offenders entering the program had these characteristics:

<u>Race</u>		<u>Age</u>		<u>Offense Types</u>	
White	39%	17-18	5.8%	Drug Possession or Distribution	51.0%
Black	60%	19-20	49.3%	Burglary	22.7%
Other	1%	21-22	32.8%	Larceny	11.8%
		23-24	9.1%	Probation Violation	9.1%
		25+	3.0%	Other	5.4%

Cases have been referred by 37 out of the 39 P&P Districts, with over half of all referrals coming from nine Districts. The average sentence imposed was 8.2 years. About 19% of entering probates were terminated at some time during the 90 day period, with 36% of these being for medical reasons. The next greatest reason for terminations was disciplinary (33%). For those terminated probates who have returned to court, an average sentence imposed was 4.5 years.

Pre- and post-tests measuring probates' change revealed the following:

- o Educational achievement:
  - Adult education scores increased 8.7%
  - Reading ability increased 6.2%
  - Tested mathematical ability increased 8.7%
  - Language abilities increased 12.2%
  - 56 of 70 (80%) passed the GED examination
- o Antisocial attitudes declined by 13%
- o Motivation to change increased by 10%
- o Self-depreciation attitudes dropped 13% (probates felt better about themselves)
- o Thought disturbance declined 8% (anxiety problems, and problems dealing with reality decreased)
- o Probates' expectations of the program's value rose 7%
- o Offenders' denial that drug abuse was related to their crime diminished 4%

With respect to recidivism, tracking of graduates to date found that 202 have not reoffended, and that of those who have (15.5%), 70% were for a new felony or misdemeanor conviction, and the balance (30%) received probation revocations for a technical violation. These findings are preliminary in the sense that graduating platoons have only been on community supervision for

short periods of time -- one month for the most recent graduates, and 15 months for the earliest. Most well-regarded studies of recidivism set 18 months as a minimum for measuring outcome, an especially important parameter in this study because the interval between arrest and conviction can be several months.

Enhancements to the program consist of: (a) additional training for Intensive Treatment Officers (ITOs) in substance abuse education; (b) continuation of the Step-Up Program, contracted to assist in areas of life skills and employment; and (c) increased availability of Community Service Board (CSB) staff for resolution of substance abuse and mental health problems.

With respect to the cost-effectiveness of the program, it should be noted that:

- (1) Utilization has increased from a beginning average daily population (ADP) of 16 to the current one of 79 (the facility has an operational capacity of 96).
- (2) An ADP of 40.5 for the first six months SITC was operational was associated with a cost of \$16,162 per graduate.
- (3) During the second six months, with an ADP of 57, that figure declined to \$11,622. Further economies of scale are expected, resulting from ADP increases since the end of fiscal year 1992. It is estimated, based upon the first one-third of FY93, that the cost for this year will be \$8,950.
- (4) Cost figures of other diversionary or residential programs are not directly comparable because the Boot Camp is a 90 day program, and one bedspace allotment will, at full utilization, accommodate four probates in a year. With this in mind, current costs of other alternatives are: (a) P&P all Cases -- \$998 [per case]; (b) P&P Intensive Supervision -- \$1,206 [per case]; (c) CDI -- \$1,908 [per case]; and (d) incarceration -- \$17,188 [annual inmate per capita cost].

#### Recommendations:

1. If the backlog of referrals becomes substantial, affecting willingness of the Districts to refer clients, planning should be initiated for a second Boot Camp.
2. Since the source of resistance in some Districts to referring clients is not clear, a study should be conducted of the matter, specifically focused upon those population centers whose caseloads suggest a large number of eligible probationers.

3. A strategy should be developed to strengthen and enrich the post-graduation supervisory phase ("aftercare") of this program to assist in probationers' transitions to the community.
4. Additional Intensive Supervision (ISP) Officers will be required in selected P&P Districts to effectively supervise the burgeoning numbers of SITC graduates.

Continued evaluation of this program over the next three years is expected to provide reliable and valid data for management purposes and to measure outcome more systematically.



VIRGINIA DEPARTMENT OF CORRECTIONS  
Research, Evaluation and Certification Unit

An Evaluation:  
Southampton Intensive Treatment Center

This report provides information on the Virginia Department of Corrections' (DOC) Boot Camp program, more formally known as the Southampton Intensive Treatment Center (SITC). Following a discussion of the historical and legislative background of the boot camp as a sentencing alternative to traditional incarceration, findings are presented with respect to the first 18 months (April, 1991 through September, 1992) of Virginia's program.

The report is preliminary in two senses: (1) the legislative mandate calls for the program's operation and evaluation through calendar year 1995; and (2) measurement of community adjustment (recidivism) requires an appropriately long period of time during which graduates can obtain employment, establish living arrangements, realign themselves with their friends and families, on the one hand, or, regrettably, commit violations of their probation, on the other. In fact, only 20% of the graduates who are the subjects of this report have been in the community for more than a year, and fully 43% are within six months of having completed the program. The Department of Corrections (DOC) will, of course, continue evaluation of the program as a major initiative in community corrections.

#### I The Concept of Shock Incarceration

Shock incarceration -- a relatively new sentencing alternative to traditional imprisonment for young adult offenders -- has attracted considerable interest in recent years. Operational facilities were established by 1983 in Oklahoma and Georgia, followed by Mississippi, Louisiana, South Carolina, New York and Florida. By mid-1989, eleven states had programs and another eleven were under development. Today, about half of the states and the Federal Bureau of Prisons have correctional boot camps, as do some smaller jurisdictions. Development is underway in a few localities for juvenile boot camps.

Since the states independently went about establishing their programs, each having different statutory bases, it fell to the National Institute of Justice (NIJ), U.S. Department of Justice, to undertake an extensive tracking study of the programs' development and experiences. Eight sites were selected: Florida, Georgia, Louisiana (by far, the most thoroughly researched), Texas, Illinois, Oklahoma, South Carolina and New York. Numerous reports on this multi-site study have been published, or discussed at a professional forum, most recently at a Washington, D.C. conference held by NIJ and the Bureau of Justice Assistance (BJA)

in July, 1992. Although a summary of findings to date from the eight states participating in the evaluation is beyond the scope of this report, it should be noted that so much variation exists among the sites that comparisons on critical dimensions like program impact on offenders' attitudes, and follow-up and aftercare, must be carefully qualified.

Selected findings from the NIJ evaluation will be cited, where appropriate, for an interpretation of Virginia data.

## II The Legislative Background of Virginia's Program

Virginia's interest in this concept resulted in a 1987 feasibility study which included a site visit by community corrections and adult institutions management to Georgia, and later, to South Carolina. From this evolved House Joint Resolution 321, agreed to by the 1989 General Assembly, directing the Virginia State Crime Commission to study shock incarceration and to consider the (then) current status of boot camp programs across the country.

Consideration was also given about this time by the Governor's Commission on Prison and Jail Overcrowding to shock incarceration as a means of reducing prison overcrowding. While noting in their 1989 report that the State Crime Commission endorsed the establishment of a pilot boot camp program, they also cited reservations held by a number of Governor's Commission members about the concept because data were not available to demonstrate its effectiveness. The Governor's Commission reached no consensus on the issue and made no recommendation in this area.

The State Crime Commission then recommended that enabling legislation be considered by the 1990 General Assembly, with the result that a "Boot Camp Incarceration Program" was established under § 53.1-67.1 to begin January 1, 1991, and continue through December 31, 1995.

The original bill, S.B. 417, established selection criteria for the program, viz., that an individual be convicted on or after January 1, 1991, of a nonviolent felony, range in age between 18 and 24 years, and never have been previously sentenced to incarceration as an adult. Only males were referred from the Circuit courts of the Commonwealth, and the facility developed for them was converted from the Department's Youthful Offender Program, which was relocated to St. Brides Correctional Center.

In time, comments from a number of referral sources, e.g., the judiciary, probation and parole, prosecutors, and the defense bar suggested that the original legislation governing eligibility criteria was too restrictive. Accordingly, the 1992 General Assembly adjusted § 19.2-316.1 by means of House Bill 461 to expand the age range ("no older than 24 at the time of conviction"), and allow for limited prior imprisonment ("has not been confined for more than twelve months nor for more than one term of confinement [excluding misdemeanor traffic convictions]").

Although it is premature to speculate on the impact these revisions will have upon the profile of SITC referrals, it is expected that the number of eligible probationers will increase, and that those admitted will be more criminally sophisticated.

Finally, this study responds to Item 459 A. of the Appropriations Act, which seeks an evaluation prepared for the Virginia State Crime Commission on the Boot Camp program.

### III Program Description

The Southampton Intensive Treatment Center is a military-style, correctional Boot Camp. Cooperatively managed by the Department's Divisions of Institutions and Community Corrections, it features a highly structured program centered upon basic military drill and ceremony, physical conditioning, and a rigorous work schedule. It also provides academic training, counseling, drug education, and vocational assessment. Opportunities exist for participants to earn a GED while in the program. A major goal is to build self-discipline, confidence and group cohesion through close supervision and continuous evaluations of individual performance.

Following conviction for a non-violent felony, a referral of the defendant to evaluation and diagnosis by the Department may be ordered by the court. This process includes a complete physical and mental examination of the defendant to determine his suitability for the program. If (1) he is emotionally and physically suitable, (2) the program is in the best interest of the Commonwealth and the defendant, (3) facilities are available at SITC, (4) he volunteers in writing, and (5) he would otherwise be committed to the Department for a period of confinement, then the court may impose a sentence as authorized by law, suspend the sentence, and place the defendant on probation. Such probation "shall be conditioned upon the defendant's entry into and successful completion of" the Boot Camp program.

Probation and Parole Officers at SITC, referred to as Intensive Treatment Officers (ITOs), maintain lists of referrals from the P&P Districts, forming them into platoons. These functional units are very important both for the organization of staff resources and record-keeping, and as the primary locus of commitment and identity for probates ("probationers," once admitted to SITC, become "probates"). A new platoon ranging in number from 17 to 41 offenders is admitted approximately every month (see Table 1 for a listing of platoons, their admission and graduation dates, and other data).

It is beyond the scope of this report to detail all the activities surrounding intake of a new Platoon. It does not require much imagination, however, to visualize the abrupt and highly-ritualized transformation -- not unlike that of a military setting -- of civilian/offenders into SITC probates. Within twenty-four hours, new admissions are stripped of their previous identities, symbols, lifestyles, and most of their possessions;

Table 1

Probationer Flow:  
Southampton Intensive Treatment Center

PLATOON	DATE RECEIVED/ GRADUATED	B #	NO. AT INTAKE	TERMINATIONS/ REASONS	GRADUATING
1	4-15-91/7-12-91	00001- 00018	18	2 - Medical 1 - Disciplinary	15
2	5-13-91/8-9-91	00019- 00040	22	2 - Medical 1 - Disciplinary	19
3	7-8-91/10-4-91	00041- 00057	17	2 - Medical 1 - Att/Abscond 1 - Disciplinary	13
4	8-5-91/11-1-91	00058- 00078	21	1 - Disciplinary 1 - Absconded 2 - Voluntary W/D	17
5	9-16-91/12-13-91	00079- 00100	22	1 - Voluntary W/D 2 - Disciplinary	19
6	10-28-91/1-24-92	00101- 00122	22	1 - Absconded 2 - Disciplinary	19
7	12-9-91/3-6-92	00123- 00145	23	1 - Voluntary W/D 1 - Disciplinary	21
1-92 (8)	1-6-92/4-3-92	00146- 00163	18	2 - Medical 1 - Voluntary W/D 3 - Disciplinary	12
2-92 (9)	2-18-92/5-15-92	00164- 00192	29	2 - Voluntary W/D 1 - Disciplinary 2 - Other 1 - Medical (Att/Suicide)	23

Table 1 (cont'd.)

3-92 (10)	3-30-92/6-26-92	00193- 00227	35	2 - Medical 2 - Voluntary W/D 1 - Psychological 1 - Disciplinary	29
4-92 (11)	4-27-92/7-24-92	00228- 00261	34	6 - Medical 1 - Voluntary W/D 2 - Disciplinary	25
5-92 (12)	6-8-92/9-4-92	00262- 00296	35	4 - Medical 2 - Voluntary W/D 2 - Disciplinary	27
6-92 (13)	7-20-92/10-16-92	00297- 00332	36	6 - Disciplinary 1 - Voluntary 2 - Other	27 (est.)
7-92 (14)	8-17-92/11-13-92	00333- 00369	37	3 - Medical 1 - Voluntary W/D 3 - Disciplinary	30 (est.)
8-92 (15)	9-21-92/12-18-92	00370- 00410	41	1 - Voluntary 2 - Medical 1 - Other 1 - Disciplinary	36 (est.)

these are replaced by uniforms, unquestioning compliance with rules and regulations, and subordination to SITC staff. The platoon will be their surrogate family for 90 days, and their lives will be controlled by a set of Drill Instructors who will be their role models. In this way, old conceptions of self do not interfere with the new values and personal objectives acquired from program staff.

Concern has been expressed in some quarters that boot camps engage in such intensive resocialization of new admissions that psychological damage may result. SITC staff, including the Psychologist and Counselors assigned to the program during its first half year of operation, did not find symptoms of this effect, other than the reactions to stress ordinarily experienced by newly-confined persons. Boot Camp staff are convinced that an abrupt extinction of street values and behavioral modes must be achieved if the principles and expectations of the program are to be acquired. Most probates are confronted with a structured environment requiring discipline and responsibility for oneself for the first time in their lives. Staff believe that only if this is assimilated quickly and without question will client change be possible.

Generally speaking, there are six components of the program around which daily activities are arranged. These have remained more-or-less consistent since the program's inception, but some realignment of staff responsible for these activities has taken place as the program evolved. Probates are required to participate fully in physical training, military drill and ceremony, life skills education, rigorous physical labor, substance abuse education, and adult basic education (including vocational assessment). Counseling is available on an individual and as-needed basis.

It is reasonable to expect in a program of this type that some participants will be terminated. Virginia's program appears to have few terminations compared to programs in many other states. Although the reasons for a high retention rate are not altogether clear, at least these factors are operative:

- (1) the physical examination and mental health screening done in the community during the assessment phase is thorough (although medical discharges from the program still account for 37% of all terminations in the platoons graduated to date);
- (2) the Virginia program is voluntary -- those of many other states are not, including half of the eight states which are participating in the NIJ national evaluation;
- (3) a substantial effort is mounted by SITC staff to retain violation-prone probates through assignment of extra duty, disciplinary hearings, and other interventions, while

individuals who are considering recanting their voluntary decision are given intensive counseling on, among other things, the probable consequence that the sentencing judge will impose penitentiary time at their revocation hearing.

Numerous site visits to SITC confirm the belief held by staff at the facility that no stone should be left unturned in an attempt to work with intractable probates. From their perspective, it makes sense to retain clients who have already received a heavy investment of staff time, and, through this intervention, may preclude yet another record of failure in the lives of young offenders.

As a scan of Table 1 suggests, the termination rate (less medical cases) for all graduating platoons is low (only 12.2%), which compares very favorably with many programs publishing termination rates in the 40 to 50 percent range. Some of these are not voluntary programs. Among the platoons thus far graduating from SITC, attrition from all sources, including medical, is about 19 per 100 probates entering the program.

Completion of Boot Camp is marked by a ceremony recognizing the graduating platoon. A certificate of achievement is prepared for each graduate, and special awards are given to the probate most improved in physical conditioning, and to the probate showing the greatest improvement in educational level. Guest speakers for the occasion have included Regional Administrators for Probation and Parole, the Deputy Secretary of Public Safety, two Circuit Court Judges, a Warden, and two Deputy Directors from DOC. Special arrangements are made to accommodate a large assemblage of family members, friends, off-duty staff (who not infrequently attend out of pride in platoon members they have given personal guidance), and representatives of the media.

#### IV Post-Graduation Supervision

Graduates report to a Probation & Parole Officer following graduation, where a supervision plan will be prepared for the probationer to follow. They will become Intensive Supervision cases, with highly-structured expectations about abstinence from alcohol and street drug use, employment searches, stable living conditions, and other requirements of their supervision.

To anticipate a transition of probates/probationers from SITC to probation supervision in the Districts, two reports are prepared by the SITC treatment team. One is a final progress report, which summarizes the probate's accomplishments in areas such as physical conditioning, educational achievement, personal conduct (adherence to rules and regulations, interaction with others), and work and vocational assessments, concluding with a treatment summary of his recommended areas for improvement while under community supervision. The second, a behavior contract between the probationer and his Probation and Parole Officer, was developed

after the program had been in operation for several months in response to the need for a formal statement of accountability. It very concretely identifies areas which need special attention by the graduate and was created to provide a framework for the supervision plan. Areas typically highlighted are financial responsibility, substance abuse, employment, vocational training, and education.

The extent to which these documents prepared by SITC staff are useful for the transition from boot camp to community supervision is not known, but informal reports suggest that many P&P Officers depend upon them to validate the client's perception of his supervisory needs. Some reports from P&P Officers, on the other hand, reflect a frustration with trying to manage supervision of a client with serious needs (verified by Boot Camp professional staff) in the same dysfunctional community from which he came. The most thorough, pragmatic supervision plan will face serious obstacles under those circumstances.

## V The Evaluation Design

The Research and Evaluation Unit was from the outset invited to planning sessions for the Boot Camp's design, staffing and program development. It was decided that an evaluation should address two concerns which would likely be raised by individual legislators, committees of the General Assembly, the judiciary, Department of Corrections Executive Staff, and the community of corrections professionals:

- (1) How can the Department provide documentation for the program's effectiveness? To paraphrase one of the most persistent questions in criminal justice: "What works?" Its corollary is: "For what type of offenders?" Translated into a research perspective, we were challenged to devise measures which will detect change in clients as a consequence of the intensive programming planned. For purposes of this report, these will be called program effects.
- (2) Can the Department show that recidivism, defined as either a conviction for a new criminal offense following completion of the Boot Camp program, or as a probation revocation, compares favorably with other diversionary programs? Is it an improvement over traditional incarceration?

To address the first interest a series of research instruments was selected which had known reliability and validity when used with a correctional population and would measure program effects, if any, among the probates as they entered the program by platoons.



A system was established for the administration of these tests and other procedures were employed for the timely and systematic collection of data on program effects. Greater detail on the instruments used appears in the Appendix, but a synopsis of the research task follows:

- o Identifiers, personal data, and offense type for each probate were obtained from the Presentence Investigation report, among other documents.
- o Based upon a request by the Department's Manager, Classification and Records, arrangements were made to enter boot camp numbers, (a B followed by five digits, e.g., B00256) on the Probation segment of the Offender Based State Information System (OBSCIS). The rationale was to learn, for any offender committed to the Department in future years with a regular sentence, whether that individual had ever been to Boot Camp.
- o A set of three scales devised and extensively tested by Doris MacKenzie of the National Institute of Justice is used in pre- and post-test fashion to measure attitude change during the 90-day program. Results of the testing will be discussed in a later section. Scoring and coding for data entry are done by the Research Unit.
- o The Carlson Psychological Survey, a standardized instrument measuring change during the program in antisocial tendencies, self-depreciation and other traits is also administered on a "before" and "after" schedule.
- o The COMPASS is a one-shot test already in use at DOC's reception centers, measuring frequency of substance abuse and related common personal adjustment problems. Given the fact that most SITC referrals have documented substance abuse problems or are convicted of drug-related offenses, or both, this diagnostic instrument is intended to guide drug education efforts at the Boot Camp and to inform supervision planning by P.O.s after graduation.
- o The Test of Adult Basic Education (TABE), a standardized measure of educational achievement, is administered and scored by the Department of Correctional Education (DCE). Before-and-after scores are provided by DCE to the Research Unit and to the Boot Camp treatment team.
- o Records on original sentences, resentences of cases terminated and actual time-to-serve are created by the Institutional Treatment Officers (ITOs) assigned to the Boot Camp. These are veteran Probation Officers highly skilled at interpreting sentencing orders (not infrequently from multiple jurisdictions) who forward their database on court dispositions to the Research Unit

on a regular schedule. The ITOs also compile a listing of cases referred for the assessment phase prior to sentencing and were not, for reasons indicated later in this report, sentenced to the program.

- o An opportunity is scheduled for probates who qualify to take the General Equivalency Diploma (GED) test during their participation in the program. The D.C.E. staff administered the test, it is scored by the Virginia Department of Education, and results are shared with the Boot Camp and with the Research Unit. Data showing the number of probates taking the GED and their outcomes appears in the next section.
- o Estimates of each probate's chances for recidivism are obtained on graduation day from interviews conducted by the Research Unit with the Senior Drill Instructor, who has worked intensively with the group for the entire three months, and with the ITOs, who have familiarity with each case from the initial referral by a P&P District continuously through the arrangements for his supervision in the community. Raters are asked: (1) Using a scale from 1 to 5, "What are this probate's (BXXXXX) chances of remaining free of a felony conviction during the next three years?" and (2) "What is the single best reason for choosing this rating?" Data have been collected on every graduating probate and are currently under analysis to determine what predictive value the ratings have for actual recidivism in the community.
- o A Final Progress Report, mentioned earlier, summarizes each probate's performance in all phases of the SITC program. It is an important transitional document for P&P Officers who will assume responsibility for the graduates, and it contains the Treatment Team's analysis of what is necessary for a probate to avoid reoffending.
- o The final source of information is a Behavior Contract, also referred to earlier, entered into between the probate/probationer and his ITO, acting on behalf of his prospective supervising Officer in the Probation & Parole District. It commits the client to a plan of action, based upon his experience at Boot Camp, and is tangible evidence that specific deficiencies must be addressed.

Without doubt, the most difficult part of this evaluation has been to track graduates with respect to their community adjustment. This is not the place for a discussion of why recidivism is a concept so difficult to operationalize, but the Research Unit staff were once again reminded why so few programs attempt to measure client outcome, and why the data that are published invite cautious interpretation.

The research design initially called for a telephone followup directed to P&P Officers in each of the Districts supervising Boot Camp graduates. Two waves of interviews, spaced about six months apart, collected data on arrests, convictions and revocations. Other data on employment, participation in drug programs (e.g., AA and NA), and results of urine screens were so sporadically available that no reliable conclusions can be drawn at this time.

An alternate means of collecting followup data was employed by the office of the Deputy Director, Community Corrections. A form was designed to enter arrest, conviction and revocation dates for each Boot Camp graduate and sent, together with a list of the graduates assigned to each District, to the Chief for that jurisdiction. Data are thus available to the cutoff date, late July, 1992.

A third measure involved finding Boot Camp graduates who may have been committed to DOC since graduation under a regular felony sentence. The results of this database search will be presented in a later section.

#### VI Program Effects: Measuring Probationer Change

It will be useful to begin with some characteristics which profile the cases referred to Boot Camp. These are based for the most part upon all cases received at intake, a total of 410 (see Table 1, Section III).

o Race

White	160	(39.0%)
Black	246	(60.0%)
Other	4	(1.0%)

Comparative figures for DOC new admissions during FY92 are: White (44.9%), Black (54.4%), and Other (0.7%).

o Age (See Figure 1)

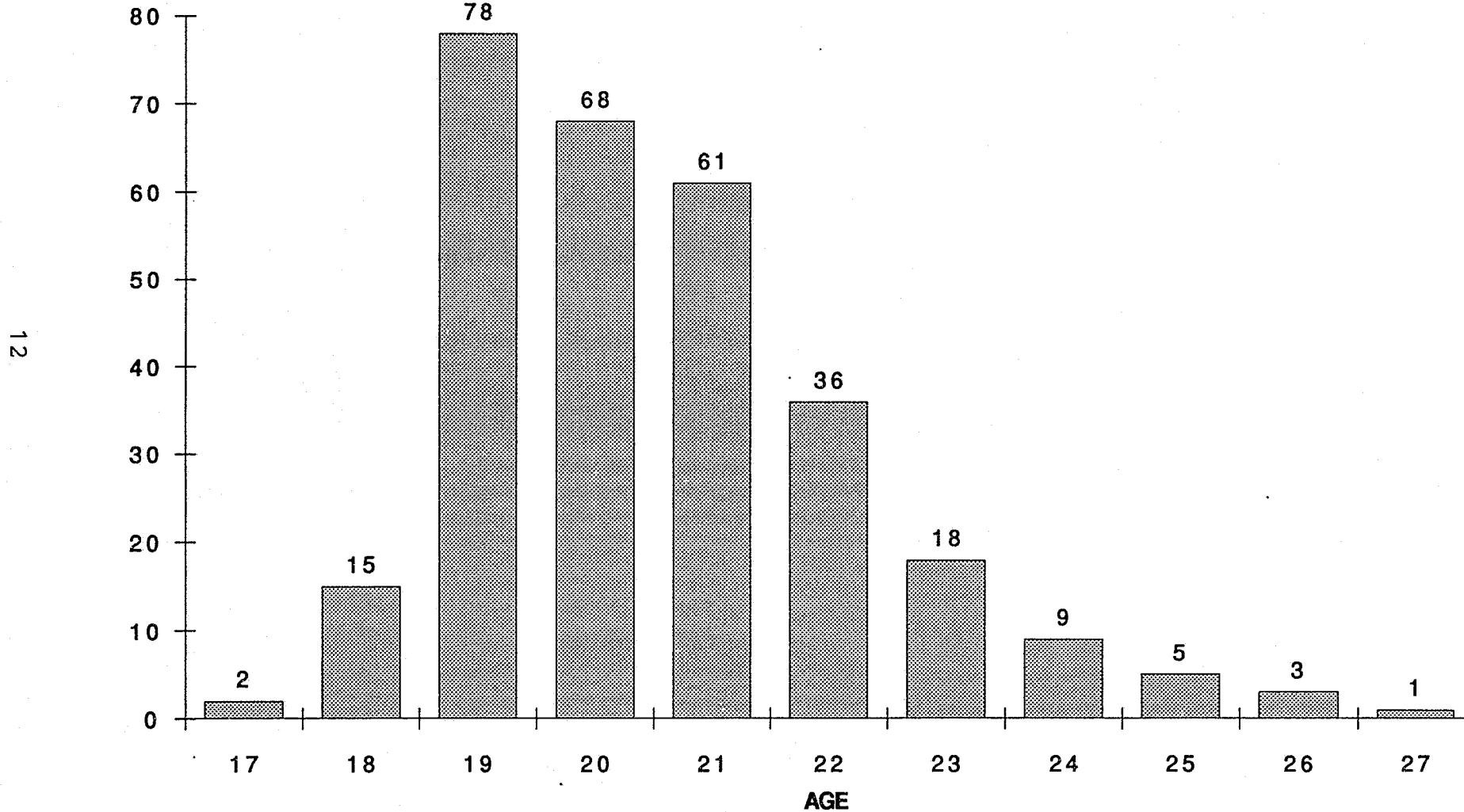
For probates entering with platoons which have now graduated, their average age at intake was 20.5 years. A frequency distribution of age appears below, and Figure 1 shows this variable to be positively skewed, i.e., less cases in the older age categories.

17	2	(0.7%)	22	36	(12.2%)
18	15	(5.1%)	23	18	(6.1%)
19	78	(26.3%)	24	9	(3.0%)
20	68	(23.0%)	25+	9	(3.0%)
21	61	(20.6%)			

It will be recalled that the original statute set age limits of 18 to 24, which was revised in 1992 to remove a minimum age but retain the same maximum.

Figure 1.

### NUMBER OF SITC PROBATES BY AGE



o Offense Types

From an analysis of the Virginia Crime Code (VCC) recorded as the most serious offense for Boot Camp probates, it is apparent that drug possession and distribution are represented most frequently. Appearing below is a rank-ordering of offenses:

Drug Possession, Drug Distribution	151 (51.0%)
Burglary	67 (22.7%)
Larceny	35 (11.8%)
Probation Violation	27 (9.1%)
All Others	16 (5.4%)

A very small number of offenders convicted of offenses ordinarily considered "violent" have been sent to the program, apparently under a provision of the statute allowing judicial discretion in the matter of the offender being nonviolent in character. Specific offenses have been, e.g., attempted murder, attempted rape, and robbery.

o Referring Districts

Substantial variation has been noticed among the Districts with respect to their referral activity. Whether this reflects judicial, prosecutorial or defense bar sentiment toward the program is unknown. Referrals generally speaking come from the higher-volume Districts, but exceptions are noted. A year and a half into the program, at least one referral has been made by 37 of the 39 P&P Districts. Half of all referrals come from nine, as rank-ordered below:

#01	Richmond	46
#31	Chesapeake	39
#38	Emporia	23
#23	Virginia Beach	30
#11	Winchester	20
#13	Lynchburg	19
#03	Portsmouth	15
#09	Charlottesville	15
#27	Chesterfield	15

Referrals from all Districts to date are shown in Table 2.

There are, of course, many cases considered at some point in the judicial process to be logical candidates for shock incarceration. When these come to the attention of SITC through actual referral for the medical and mental health assessment phase, a notation is made of the event. Thus far, 117 sentenced felons were referred and subsequently rejected at assessment. Reasons for rejection are:

Table 2.

## Boot Camp Referrals by P&amp;P District and Platoon

DIST.	CITY	PLATOON															TOTAL
		1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
#01	Richmond	1	0	1	1	3	5	4	0	2	5	4	2	5	6	7	46
#02	Norfolk	0	1	1	0	0	0	0	0	1	1	1	0	1	1	4	11
#03	Portsmouth	0	2	1	0	0	0	3	1	2	1	1	1	2	0	1	15
#04	Accomac	0	0	1	0	0	0	0	1	0	0	1	0	0	0	0	3
#05	Urbanna	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1
#06	Suffolk	2	0	1	1	0	0	0	0	2	0	1	0	1	2	1	11
#07	Petersburg	0	1	0	0	0	1	0	0	0	0	1	0	0	0	0	3
#08	S. Boston	0	0	1	0	0	0	2	1	1	0	1	2	0	1	1	10
#09	Charlott.	0	0	1	0	0	2	0	0	3	1	1	2	0	2	3	15
#10	Arlington	0	0	0	1	1	0	0	0	0	0	0	0	0	0	1	3
#11	Winchester	3	2	1	0	0	2	0	3	2	3	1	2	0	0	1	20
#12	Staunton	0	1	0	1	0	0	0	2	2	0	1	1	0	0	2	10
#13	Lynchburg	1	2	0	1	1	1	1	0	4	2	1	2	1	0	2	19
#14	Danville	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	1
#15	Roanoke	2	0	0	0	0	0	0	0	0	0	3	1	1	2	1	10
#16	Wytheville	1	2	0	0	0	0	0	0	0	1	0	1	1	0	0	6
#17	Abington	0	0	0	2	0	1	0	0	0	1	1	3	0	0	0	8
#18	Wise	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	1
#19	New. News	0	0	0	0	0	1	1	0	1	2	0	1	2	1	0	9
#20	Bedford	0	0	0	0	2	1	0	0	0	0	1	0	0	0	0	4
#21	Fred'burg	0	0	0	0	2	0	1	0	0	1	0	1	0	0	1	6
#22	Collin.	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	1
#23	Va. Beach	0	2	3	2	2	3	3	2	2	2	2	0	3	3	1	30
#24	Farmville	1	0	0	0	0	0	0	0	1	0	0	1	2	2	0	7
#25	Leesburg	0	0	0	1	1	1	0	1	0	0	0	0	0	1	1	6
#26	Madison	0	0	0	1	0	0	0	0	1	0	0	1	0	1	2	6
#27	Chesterfield	0	0	1	2	0	0	2	0	1	3	2	0	1	3	0	15
#28	Radford	0	0	0	0	0	0	0	1	0	2	0	0	0	0	1	4
#29	Fairfax	2	1	0	1	0	1	1	0	0	2	1	1	1	0	0	11
#30	Hampton	0	0	0	1	0	0	0	0	0	0	0	0	1	0	0	2
#31	Chesapeake	3	3	1	0	1	1	1	3	0	2	2	5	6	4	7	39
#32	Henrico	0	0	1	0	0	0	0	0	1	0	1	2	1	0	0	6
#33	Warsaw	0	1	0	1	1	0	2	1	0	1	1	0	2	2	0	12
#34	Wm'burg	1	0	0	0	1	0	1	0	1	0	0	2	2	0	0	8
#35	Manassas	0	0	0	0	0	0	0	1	0	0	0	1	1	0	1	4
#36	Alex.	0	0	0	3	4	0	0	0	1	0	2	2	1	1	0	14
#37	R. Mount	0	0	0	0	0	0	0	1	0	0	2	0	0	0	0	3
#38	Emporia	1	3	1	2	3	2	0	0	0	1	3	2	0	3	2	23
#39	H'burg.	0	1	1	0	0	0	0	0	2	3	0	0	0	0	0	7
		18	22	17	21	22	22	23	18	29	35	34	35	36	37	41	410

Received Penitentiary Sentence	53 (45.3%)
Medical Problems	23 (19.7%)
Had Prior Incarceration	15 (12.8%)
Changed Volunteer Status	9 (7.7%)
Acquired New Charges	7 (6.0%)
Other (Mental Health Problems, Received Probation, Too Old)	10 (8.5%)

This group holds more than ordinary interest for the Research Unit because these offenders most closely resemble probationers who actually received the Boot Camp sentencing option. No perfect comparison ("control") group exists in research of this type, but it is expected that a followup of this group as resources become available will yield recidivism data which may be appropriately compared to those of SITC graduates.

To answer inquiries about the post-sentencing (but prior to Boot Camp intake) location of referrals, the ITOs determined that 70.3% await admission of their platoon in jail, with the remaining 29.7% making bond.

As an overview of the program's first eighteen months, the following summary statistics may be derived from Table 1:

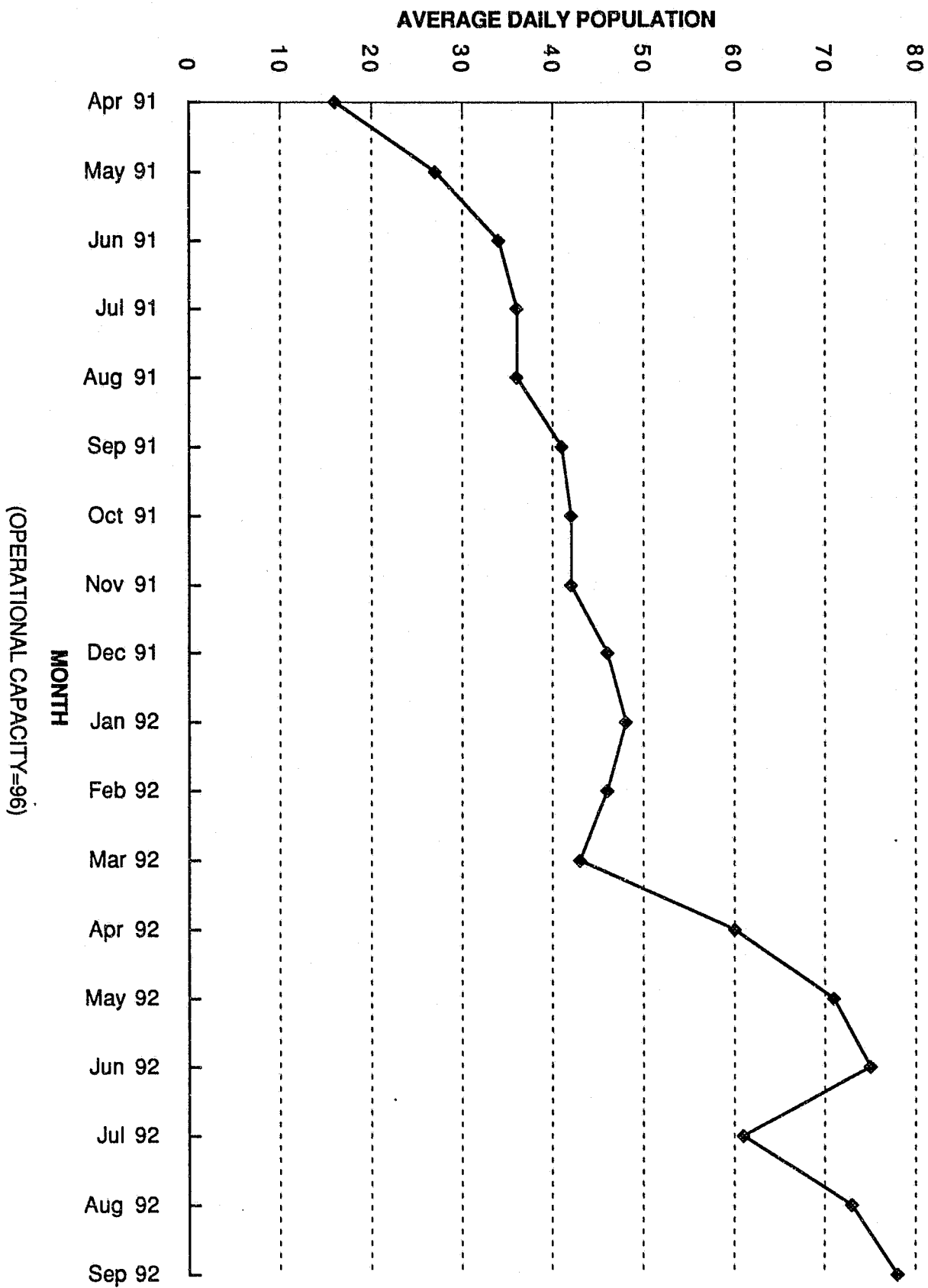
Total Probationers Entering the Program	410
Total Number of Graduates	239
Current Population	93
Terminations (Graduated Platoons)	57
Medical Problems	21
Disciplinary Reasons	19
Voluntary Withdrawal	12
Other (New charges, Psychological)	5

The SITC program, as expected, took a period of time to become known and utilized by the Commonwealth's Circuit Court Judges. As Figure 2 shows, the average daily population has generally shown growth, but not at a rate to exceed either design capacity of the facility or to overwhelm the available drill staff.

There is, understandably, a good deal of interest in the sentences received by probates, and what disposition is made of their cases if they are terminated from the program. The average of original sentences is 8.2 years, ranging from none (taken under advisement, or imposition withheld) to 50 years. The more recently-sentenced probates appear to be receiving more lengthy sentences, but not sufficiently to affect the statistical average.

### SITC AVERAGE DAILY POPULATION

Figure 2.



MONTH

(OPERATIONAL CAPACITY=96)



Our data indicate that not all terminated offenders have been resentenced to date, but of those who have (N=30), the average sentence is 4.5 years. In many cases the original sentence was reimposed, but much of it was suspended. Some have been given jail time of less than 12 months (N=5), a few were sentenced to the Community Diversion Incentives program (N=4), one was ordered to perform community service for a specified number of hours, and several were placed on regular probation (N=11). The most unexpected disposition of terminations has been to order the probationer back to Boot Camp. Seven such cases have occurred in recent months, including those awaiting places in a future platoon.

Probates terminated for medical reasons tend to fare better at resentencing than those rejected for disciplinary reasons or those who voluntarily withdraw.

Our evaluation of the SITC program effects on participants has focused upon self-esteem, prosocial attitudes, motivation to change, expectations of the program, and other psychosocial measures. We also analyzed educational achievement, since that has been a central component of the program. We have taken "before" and "after" measures of these variables to determine whether SITC does in fact have a salutary effect upon young offenders. Our statistical analysis addresses these questions: (1) Is there any favorable change during the 90-day program, and (2) Is the change a genuine result of the discipline, motivation and education acquired at Boot Camp, or just a random event that would have occurred anyway in a three month period. Conventional levels of statistical significance, which convey a sense of how often changes observed could occur by chance alone, were applied to the differences we found.

Table 3 summarizes findings based upon the twelve platoons which have graduated:

Table 3.

Selected Measures of Program Effects

<u>Variable</u>	<u>Pretest</u> (Mean)	<u>Post-Test</u> (Mean)	<u>Change</u> (Percent)
Antisocial Attitudes [MacKenzie]	10.90	9.45	-13.2
[Carlson]	32.33	31.86	-1.4
Motivation to Change [MacKenzie]	33.02	36.30	9.9
Self-Depreciation [Carlson]	18.02	15.65	-13.2

Thought Disturbance [Carlson]	24.36	22.37	-8.2
Expectations of the Program [MacKenzie]	32.98	35.15	6.6
Denial that Chemical Abuse Relates to their Crime [Carlson]	20.36	19.60	-3.7

It may be concluded from these data that:

- o Antisocial attitudes among probates declined by about 13% by one test, and did not show a reduction by the other;
- o Motivation to change, a key objective of the SITC program, increased an average of almost 10%;
- o Self-depreciation attitudes decreased by about 13%, or put differently, the probates felt better about themselves by the end of the program;
- o Thought disturbance, a measure of anxiety levels and problems in dealing with reality, declined an average of 8%;
- o Expectations of the program's benefits rose by 6.6%, reflecting optimism among the probates that their investment was worthwhile;
- o Probates' denial that substance abuse was a major factor in their violations of the law diminished slightly.

To the casual observer these percentage differences in probates' attitudes and psychological state, although statistically significant in all but the one instance (the Carlson "antisocial attitudes" measure), may not appear startling. On the other hand, we took measurements across a very short time period -- ninety days -- and it may well be the case that larger changes in these measures would be viewed with suspicion. As one nationally-regarded authority on correctional innovations recently observed about boot camps: "Anyone who thinks we can turn around ten years of adolescent development in a few months is badly misinformed."

To satisfy the considerable interest shown in educational benefits accruing to probates during their Boot Camp experience, we calculated before-and-after scores on a standardized achievement test, the TABE, and tracked completion of GED requirements during the program.

In terms of educational achievement:

- o The adult educational full battery scores went up, as a group, from 8.59 to 9.34, an increase of 8.7%;
- o Reading ability increased 6.2%, from 9.00 to 9.56;
- o Tested mathematical ability went up from an average of 8.89 to 9.66, or 8.7%;
- o Language abilities showed the most marked change (12.2%), from 7.72 to 8.66.

As in the case of program effect scores, incremental change of the magnitudes seen here are plausible given the duration of the educational experience, and the fact that DCE classes are scheduled amongst many other physically-demanding activities.

Of the 70 participants who took the GED examination while in the program, a total of 56, or 80%, passed. It is probably true that these individuals would not have achieved this educational milestone were they not given the Boot Camp sentencing option. Numerous others made sufficient progress toward their preparation for the test that it is reasonable to expect they will attain this objective while under probation supervision.

#### VII Qualitative Measures of the SITC Program

To supplement the quantitative data collected as part of this five-year evaluation, it will be informative to review three other perspectives on the program's operation. First, there have been published reports in the media which capture probates' anguish over both the structure and regimentation imposed upon them, and later, the optimism they have as graduation approaches about a future which is chemical-free and law abiding. Second, letters written to their sentencing judges by probates while in the program, and comments written by them in a log made available for that purpose at graduation suggest a sense of gratitude for the program that is unlikely to be found at a regular correctional facility. Third, Boot Camp staff, in a survey made ten months ago, attest to the uniqueness of the program's rehabilitative potential, and to their personal satisfaction of watching offenders change so dramatically.

Probates are initially dismayed by the tightly-controlled, demanding features of the program:

"I never thought that I'd let anybody get in my face and scream, telling you what to do and when you can do it."

"I thought maybe I should have stayed in jail and laid around rather than come here and get hollered at."

"If you come here, it's not cake and ice cream. You hate to say it, but it's a good program"

Later, as they progress through the various phases and graduation is imminent, cautious optimism and planning for the future set in:

"I never thought I could accomplish as much as I did. If it weren't for this program I'd be behind bars."

"I really got a break. I was facing 15 years in prison. I'm putting my past behind me and getting on with my life."

"This program taught me a lot about discipline. It's easy for someone to say that when they're incarcerated. This will be a big test when I get out. Will I do it [reoffend] again?"

"I'll never go back to things the way they were. I've gone through too much. I just want to sit on a rock with my grandfather and fish for rainbow trout. We've got a lot of catching up to do."

Similar feelings of gratitude for the program, with unmistakable signs of pride, are contained in this letter from a probate received by his sentencing judge in September, 1991:

"Dear Judge \_\_\_\_\_

"How are you doing? Fine I hope. Well, myself I'm doing okay. I had a rough start but things are getting better. I just want you to know how gracious (sic) I am that you sent me here instead of going to the big house ... I'm learning a lot of new things like hard work, and taking orders from people ... Now I'm just feeling good about myself ...."

/s/

"P.S. Write back soon. Sorry  
it took so long to write,  
been real busy lately."

A log kept at SITC for the express purpose of allowing probates to record their impressions of the program, its staff, and how they view the recent changes in their lives is a compelling, if anecdotal, source of first-person accounts. Probates are invited on the eve of their graduation to comment (unsigned if they wish) about any Boot Camp-related topic. Although no content analysis of this document was attempted for the present evaluation, a number of repetitive themes stood out. Chief among these was a sense of accomplishment (for many offenders, this was the first significant achievement of their young lives), their recovery from humiliation and degradation, and a renewal of self-respect. Taken by themselves, these "soft" data probably are limited in their ability to tell the evaluator whether Boot Camp at Southampton is an effective program. Yet, these commentaries are mentioned here

because they corroborate at a personal level many of the quantitative, aggregate, data we have gathered on probate change during the program.

Yet another view of the Boot Camp's mission and accomplishments is provided by responses to a survey of its staff. It was no surprise to corrections management who had been closely associated with inaugurating new programs or facilities in the past that some growing pains would be experienced at Boot Camp. But in marked contrast to concern about these was a pervasive satisfaction expressed at all levels of the staff gained from working at a unique facility, where teamwork had a tangible effect on the program's success. Respondents to the survey articulated a pride in helping probates better themselves, and they viewed their program as "working better" than those found at other DOC facilities.

To indicate how much consensus there was on this point, the survey data indicate that staff selected either "Agree" or "Strongly Agree" to items such as:

A Unique Experience	Sense of Accomplishment
Probates are Motivated to Change	Greater Sense of Unity at SITC
Components Fit the Mission	Staff Share in Team Approach

While it is true that much of the staff esprit de corps can be attributed to careful selection, a great deal of media and DOC management attention, and specialized training for drill instructors, it is equally true that few other places in the Department have the remedial potential of Boot Camp.

#### VIII Tracking Graduates: Alternative Measures of Recidivism

An earlier section of this report suggested a number of problems in the measurement of program outcome, not the least of which is the logistical matter of taking a series of community adjustment "snapshots" of probationers as they step through diminishing levels of supervision, move between Districts, get arrested, get acquitted, move out-of-state, abscond, or become discharged from supervision. In the best of worlds, a systematic reporting procedure would have recorded every event of interest, e.g., a felony arrest, or a revocation, and court dispositions would have been updated for every pending charge. To impose this design upon heavily-burdened Probation & Parole Officers was not feasible, and there is no reason to believe the situation will change during the period of this evaluation.

The Research compromise has been to do a telephone followup in waves about six months apart, and to request from his supervising District a periodic update on every graduate still under supervision. This was accomplished once during the present evaluation period through the office of the Deputy Director,

Community Corrections. We also ran selected identifiers of graduates against the Department's automated new commitment (NCA) files to locate those offenders sentenced to penitentiary time.

Recidivism measurement in this project has encountered the same impediments as those found elsewhere in criminal justice studies. Followup data are restricted to those cases which are under active supervision, incarcerated, recorded in an automated database or manual files, or can otherwise be easily located. Probates who move out-of-state, or who stay in Virginia but are committed to the Federal system (Petersburg) or the D.C. Department of Corrections (Lorton) are in most cases lost to our analysis. Once the products of Boot Camp are discharged from supervision, there would be legal and ethical problems in conducting any further tracking of them unless, of course, they subsequently are committed to this Department.

Given these limitations, the balance of this section will review our data on program outcome. Actual recidivism has been measured two ways in this preliminary evaluation. First, inquiry was made of the new court admissions (NCA) file of the Department's Felon Analysis and Simulation Tracking (FAST) system to identify any offenders who had ever been sent to Boot Camp at a prior point in time. Second, through the ITOs, a survey of every P&P District done by the Division of Community Corrections, and telephone followup by the Research Unit, we have data on misdemeanor and felony arrests, misdemeanor and felony convictions, and probation revocations. Both of these will be reported upon below.

There are presently nine graduates of SITC who have been committed to the Department with a new felony sentence. These cases supplement, of course, the program terminations who received penitentiary time upon revocation.

Second, data from P&P District Officers indicate the following outcomes under community supervision for all SITC graduates (N=239) to date. These graduates (now probationers) have been in the community for a period ranging from one to 15 months:

- o Probationers (Graduates) with 202  
No Offenses
- o Probationers with New Convictions ~~34~~ 57
  - Misdemeanors (13)
  - Felonies (13)
- o Probation Revocations
  - New Crime (counted as 9  
a "New Conviction"  
Above)
  - Technical Violations (11)
  - Pending 7

Note: Figures in ( ) add to the total (N=37) new convictions combined with technical violations.

If recidivism is measured using the criteria of a misdemeanor conviction (N=13), a felony conviction (N=13), or a probation revocation for a technical violation (N=11), the failure rate of SITC at present is 37 cases among 239 graduates, or 15.5%. The remainder, 84.5%, were not known to have been convicted of a new crime, nor to have had their probation revoked for other reasons at the time of data collection. Although these preliminary findings are encouraging, they may well reflect the short length of time graduates have been on the streets.

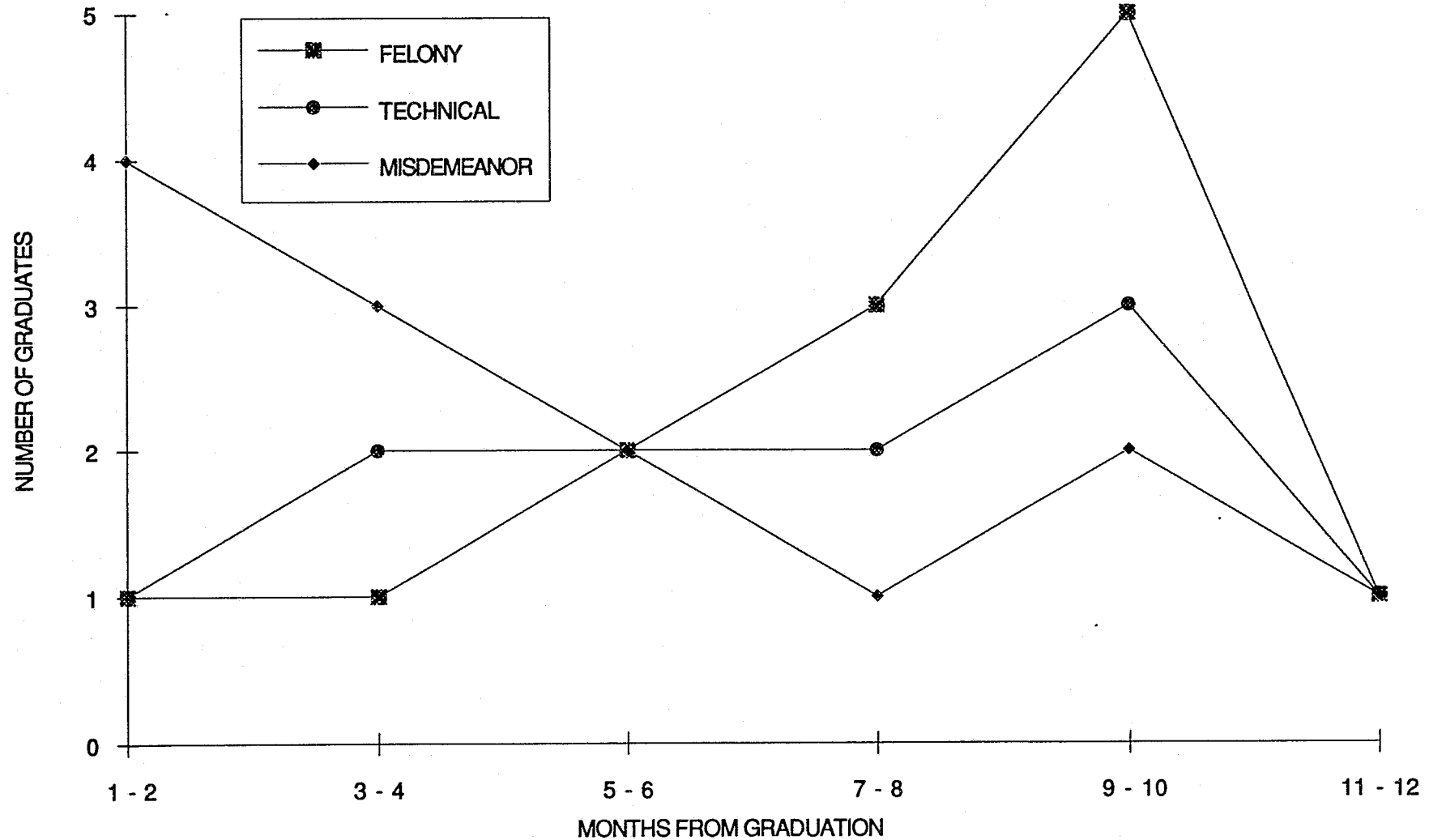
Most of the eight state programs evaluated by the National Institute of Justice indicate failure rates approximating one out of every three cases. Since these programs are so dissimilar in selection processes, program content, and followup supervision, the Principal Evaluator of that project warns researchers tracking boot camps elsewhere in the country that outcome rates may not be comparable. If one program selects felony arrests as its criterion of failure and another chooses probation revocations, any comparison between the two would be exceedingly tenuous. Furthermore, most good studies of recidivism associated with programs where offenders are incarcerated or otherwise confined show a plateau, or leveling off, of reoffending behavior about 18 months after release. That is, for offenders who will incur new indictable charges, they will most likely do so in the first 18 months on the street. The obvious caveat for SITC findings just discussed is that most graduates are only now making their way into that high-risk period, and more can be expected to violate the law.

A last precaution in this regard is sounded by Alfred Blumstein in his publications on criminal careers. His long experience in interpreting patterns of crime shows that rearrests for released offenders decline with age, but are highest for males in their early 20's. Since Boot Camp graduates are young, averaging 20 years of age, it is expected that some time will pass before they "mature out of crime." These two considerations, then -- relatively little time on the streets to incur new charges or to violate the conditions of probation, and being in a high-risk age range -- argue for restraint when declaring this program a success.

The final graphs, Figures 3 and 4, conclude this analysis with a consideration of Boot Camp failures. We expect to learn more about them, and to have more reliable conclusions about their causes, as the numerical base increases. For the few post-graduation recidivists, however, Figure 3 shows that (1) misdemeanor convictions tend to occur early in the supervision phase, (2) felony convictions peak about nine to ten months after graduation, and (3) technical violations most closely resemble felonies. In technical terms, both felony convictions and revocations are negatively skewed with respect to time on the

Figure 3.

### RECIDIVISM OF SITC GRADUATES BY MONTHS





street. A good deal of this reflects, of course, the delays in case processing from arrest to conviction or revocation, since those were the criteria of failure. The full distribution of failures across time will not be apparent until most of the platoons are 18 months past graduation.

Figure 4 simply combines all three types of recidivist events and plots them against time after graduation, showing that violations diminish after the aforementioned peak at nine to ten months.

## IX Findings, Conclusions and Recommendations

The Virginia General Assembly passed legislation in 1990 authorizing the commencement of a Boot Camp Incarceration Program with sentencing of offenders to begin January 1, 1991, and continue as a pilot program for five years. This report is a preliminary evaluation written for the Virginia State Crime Commission in response to Appropriations Act Item 459 A.

The first platoon of offenders sentenced to felony probation, with a condition of the sentences being successful completion of the Boot Camp program, was admitted April 15, 1991. Since then, 410 probationers entering on a staggered schedule about one month apart have comprised 15 platoons. The average sentence imposed is 8.2 years. To date, 239 have graduated; 57 original members of their platoons which graduated were terminated during the program, and 93 are currently participants at the facility. Terminations for medical reasons occur most frequently, followed by disciplinary rejections. Excluding medical terminations, the failure rate during the program is 12.2%. Terminated probates who have been back before the court received an average of 4.5 years.

Objectives of the program include basic military drill and ceremony, physical conditioning, and a rigorous work schedule, supplemented by academic training, drug education, counseling, and vocational assessment.

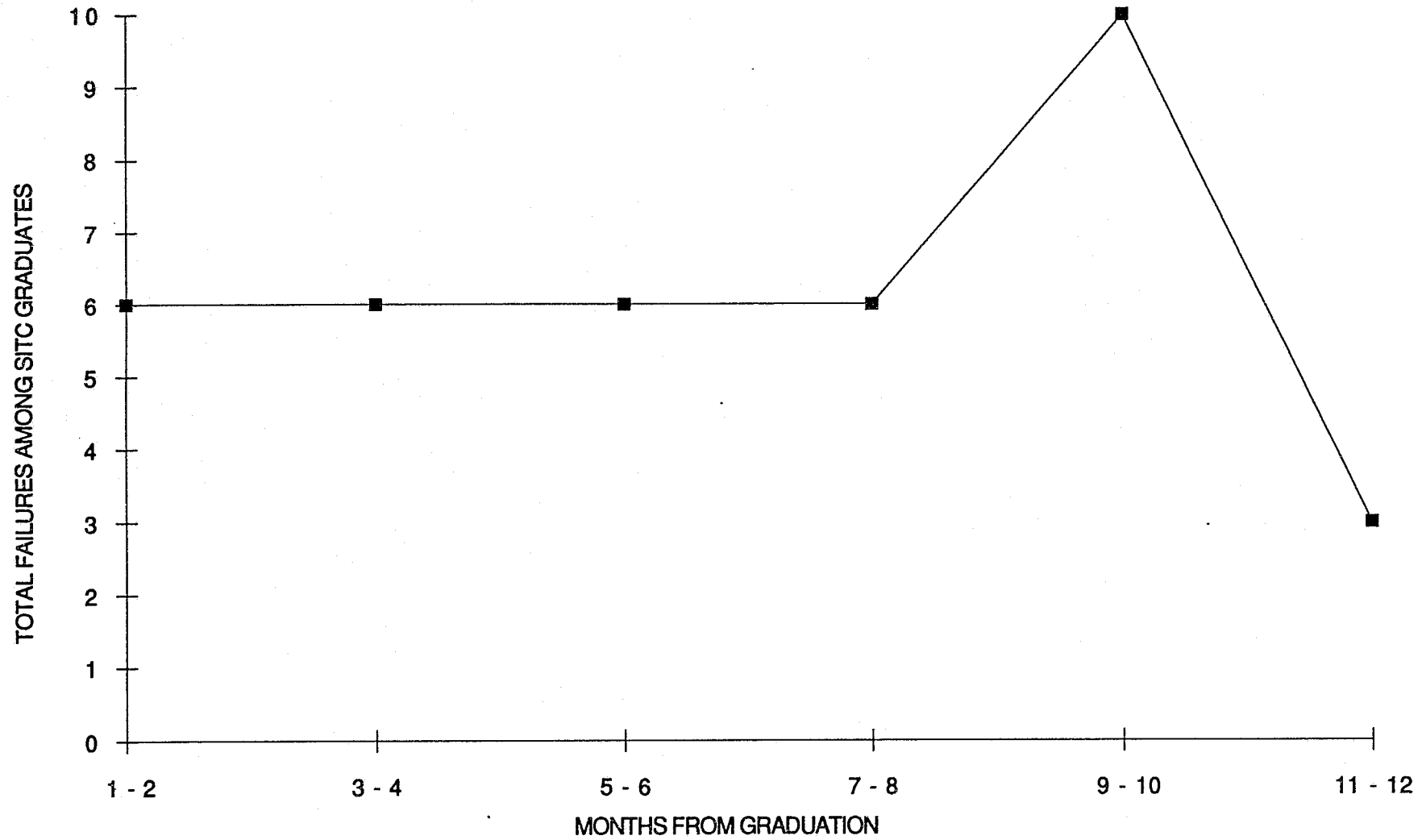
Referrals to Boot Camp are male, about 20 years of age, first-term felons, and typically convicted of drug distribution or possession, burglary or larceny.

The evaluation design includes measures of probates' change on a number of psychosocial dimensions, including antisocial attitudes, self-esteem, and motivation to change. Pre- and post-test measures showed modest, but statistically significant, improvements in the above three areas, and in the clients' awareness that substance abuse is linked to their problems with the law. Probates also came to expect the program could help them as the weeks passed, and to suffer less from thought disturbance.

Educational levels increased significantly as measured by standardized tests, and 56 of the 70 (80%) who took the GED examination passed.

Figure 4.

### TOTAL RECIDIVISM (ALL TYPES) OF SITC GRADUATES BY MONTHS



A staff survey showed how the program was perceived as professionally rewarding, and a created a vivid image of how teamwork could have tangible consequences for offenders' betterment.

Referrals have been made from 37 of the 39 P&P Districts to date, with nine jurisdictions contributing about half of the total number.

All 239 graduates were tracked through the assistance of Probation & Parole, with the finding that 202 have not reoffended. The other 37 received a conviction since graduation for a misdemeanor or a felony, or had their probation revoked for a technical violation. The failure rate, therefore, is 15.5%. These findings must be viewed as preliminary since graduates have only been back in the community for periods ranging from only one month (the 12th platoon) to 15 months (the first platoon).

Regarding enhancements to the present program:

- o Additional training for ITOs in substance abuse education is planned;
- o the Step-Up Program has been contracted to assist in areas of life skills and employment;
- o Community Service Board (CSB) staff are increasingly available to graduates of SITC for substance abuse and mental health problems.

With respect to the cost-effectiveness of this program, a community alternative for first-term felons, several features should be noted. First, its utilization has steadily increased. The facility has an operational capacity of 96, and the most recent average daily population (ADP) was 79. Second, figures prepared by the Budget Unit indicated that an ADP of 40.5 for the first six months SITC was operational was associated with a cost of \$16,162 per graduate (not per bed). During the second six months, when the ADP was 57, that figure declined to \$11,622.

With an increased ADP since the end of fiscal year 1992, further economies of scale are expected. For example, based upon camp admissions for the first four months of FY93, at least 288 probates will graduate during the year, for a cost of \$8,950 each. This cost will level off as the operational capacity becomes saturated.

Cost figures of other diversionary or residential programs are not directly comparable because the Boot Camp is a 90 day program, and one bedspace allotment will, at full utilization, accommodate four probates in a year. Bearing this in mind, current costs of other alternatives are:

P&P All Cases	\$998 (per case)
P&P Intensive Supervision	\$1,206 (per case)
CDI	\$1,908 (per case)
Incarceration	\$17,188 (annual inmate per capita cost)

To summarize this point: assuming fixed operating costs and 24 graduates per month, the cost per graduate would be \$8,950 in FY93.

These cost figures would be especially useful in the event that expansion of the present program is contemplated. Although operational capacity of the present facility could be increased, and scheduling of additional overlapping platoons could maintain a slightly greater number of probates at any given time, these changes would require (1) staffing levels above those now provided, and (2) a change in the statute, which limits the program to not more than 100 probates. The Department does not contemplate any additional Boot Camp operations at this time. The evaluation which is the subject of this report has not proceeded long enough for Department management to know, more than preliminarily, whether the program is meeting its objectives.

The issue of Boot Camp expansion is also one of demand for the program among referral sources. Several patterns have been noted by Probation & Parole regarding referrals:

- o A number of jurisdictions whose size would indicate heavy use of SITC are underrepresented. This is attributed in many cases to disinterest on the part of Commonwealth Attorneys, the judiciary, the defense bar, or the individual P&P Officers who make referral recommendations. Northern Virginia and Tidewater stand out among these, as inspection of Table 2 will reveal.
- o Probation Violation cases, considered ideal for this program as an intermediate sanction between regular probation and incarceration, constitute only 9% of new admissions.
- o Some P&P District Chiefs have expressed concern that their ISP Officers' caseloads are increasingly composed of Boot Camp graduates. It is possible that, as graduates continue to flow from the program in larger numbers requiring significant amounts of supervision time, that P&P Districts will become less enthusiastic about referring new cases.
- o Comments about SITC graduates from Probation & Parole Officers receiving them for supervision have been highly complimentary. Graduates show the effects of discipline, behavioral change and a work ethic consistent with the program's objectives. The increased numbers of referrals in recent months is attributed to tangible evidence that the program is working.

While there may be a significant untapped pool of potential clients for Boot Camp in certain areas of the Commonwealth, a solid referral constituency has been established in the criminal justice community. Following a recent extensive information campaign conducted by SITC case management staff, it is now possible for ITOs to spend less time recruiting and more on facilitating probates' progress through the program and into community supervision.

Ironically, the number of referrals during initial months warranted a major effort on the part of SITC management and key staff to "sell" the program. Presently, however, the need for marketing has been replaced by some apprehension that the number of referrals will exceed the capacity of the facility to admit them in timely fashion, creating a backlog. Should this happen, the Department may want to consider options for expanding the program. A recommendation to that effect appears in the final section of this report.

#### Recommendations:

1. If the backlog of referrals becomes substantial, affecting willingness of the Districts to refer clients, planning should be initiated for a second Boot Camp site.

Comment: SITC staff primarily responsible for scheduling intake report that, at the present time, a serious backlog of referrals does not exist. Each successive intake has been larger than the previous one, however, and referrals for future platoons suggest a continuation of this trend.

2. Since factual information is unavailable on the point, a study should be conducted of referrals, with a particular focus on their correlation with size of P&P District.

Comment: As noted earlier in the report, plausible sources of resistance to the Boot Camp option range from the judiciary through prosecution and defense counsel to P&P staff. Informational efforts by SITC staff could focus upon the largest centers of misinformation or disenchantment if these were known.

3. A strategy should be developed to strengthen and enrich the post-graduation supervisory phase ("aftercare") of this program.

Comment: No issue in the development and implementation of Boot Camp has greater unanimity among SITC staff, P&P Officers who supervise these cases, and even the graduates themselves. It is obvious to all observers that no matter how beneficial the program

has been to individual probates, their success on community supervision is dependent upon numerous environmental factors, including employment prospects, the drug culture, family support and stability, and interpersonal relations with peers. It is advocated by many SITC staff and P&P Officers that a structured environment, such as halfway houses, be developed for selected graduates to form one transitional stage in a true continuum of services. These facilities would greatly assist the adjustment of probates to community living.

4. Additional ISP Officers will be required in selected P&P Districts to supervise the burgeoning numbers of SITC graduates.

Comment: Since Boot Camp graduates are, in most instances, assigned to Intensive Supervision after graduation, and the number of graduates is expected to rise faster than the movement of their predecessors to lower levels of supervision, additional ISP Officers will be necessary to maintain the quality of services for these probationers.

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As the numerical base of graduates increases, and the period of time they are under community supervision lengthens, it is expected that this evaluation will become more useful for management decision-making, and that the study findings will have greater stability.

VIRGINIA DEPARTMENT OF CORRECTIONS  
Research & Evaluation Unit

APPENDIX:  
EVALUATION INSTRUMENTS

This Appendix lists and summarizes the several measurement instruments, data inventories and scales used in the evaluation of the Southampton Intensive Treatment Center (SITC). The evaluation design has over time undergone minor changes in the array of instruments used and in the administration of these at the facility. Inevitably, staff relocations involve assigning and training new persons who will be responsible for the instruments' administration on a systematic and timely basis. Furthermore, changes were made in the the responsibility for scoring tests, and in coding for database entry.

1. The "MacKenzie" Scales

There are three of these, developed by Dr. Doris MacKenzie at the National Institute of Justice (NIJ) in connection with her evaluation of boot camps at eight sites. They have been validated on a correctional population, measuring (1) program expectations, (2) attitudes toward prison, and (3) attitudes toward staff and programs at boot camp. These self-administered scales are expected to be the primary source of data on program effects. Their successful use in other settings and continued validation by researchers at NIJ is the basis for their use here.

This instrument requires pre- and post-testing, with scoring and coding being done by the DOC Research Unit.

2. The Minnesota Multiphasic Personality Inventory (MMPI-2)

The MMPI-2 is, according to a recent article by Dr. Edwin Megargee, psychologists' most widely-used and thoroughly researched objective psychometric instrument. He notes further that dozens of researchers have demonstrated its ability to make significant discriminations in correctional settings.

The MMPI-2 is not designed to measure program change, but it was originally included as part of a long-range plan to correlate profiles obtained at Boot Camp with recidivism of SITC graduates. Unfortunately, staff realignment at the facility precluded administration and interpretation of this test after the first four platoons, so analysis of the subscales' ability to measure recidivism or to validate other instruments on selected properties (e.g., depression) has been deferred indefinitely.

### 3. The Test of Adult Basic Education (TABE)

Since the Research staff at the Department of Correctional Education (DCE) had no plans for a formal evaluation of educational attainment, we assumed the task. The TABE subscale scores are calculated for each probate at SITC and sent to the Research Unit electronically for our database. DCE also measures achievement by the number of GEDs completed during the program, and sends that information, once the GED is scored at the Virginia Department of Education in Richmond, to the Research Unit.

### 4. Carlson Psychological Survey

This instrument is designed to measure change in subjects and therefore is being given pre- and post-test. It provides trait scales useful to our evaluation (e.g., antisocial tendencies, self-depreciation).

This test has also been validated on several correctional populations and is administered at SITC by its staff. Scoring, coding, and data entry are done at DOC.

### 5. The COMPASS

This is a self-scoring instrument currently in use at DOC Reception and Diagnostic Centers. It measures substance abuse and related personal adjustment problems. It was selected to guide post-release planning for probates in view of the fact that over three-quarters of the SITC clients have significant drug abuse problems. The instruments are administered at Boot Camp, where efforts are underway to train staff in their scoring and interpretation.

### 6. SITC Records

Numerous details on the characteristics of probates admitted are obtained on a regular basis from the SITC Records Office. These include identifiers for tracking offenders after graduation, personal data obtained from the PSI, and scores on educational achievement tests.

### 7. The ITO Databases

Intensive Treatment Officers (ITOs) at the Boot Camp keep detailed records on each referral and on all probates admitted. Among the most useful data for this evaluation are sentencing and re-sentencing (for terminations) information. The ITOs have developed their own database which can be updated periodically and sent electronically to the Research Unit.



#### 8. Recidivism Ratings

The Senior Drill Instructor and the ITOs are asked at each graduation for a rating of 1 (failure-prone) to 5 (success-prone) on the recidivism potential for probates completing the program. They are also asked for a single best reason for choosing this rating. The data will be analyzed to determine what predictive value they have for actual recidivism in the community.

#### 9. SITC Transitional Documents

The Research Unit is collecting both Final Progress Reports and Behavior Contracts -- documents prepared to inform the supervising Probation Officers in the Districts about what was accomplished in the case of an individual probate, and what recommended followup was needed. These two reports are designed for ready incorporation in the District's Supervision Plan for each graduate. At a later date, it is expected that analysis will be done on the extent to which needs identified at SITC are consonant with resources available to the supervising Officer.