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**Report to the Legislature of the
State of California**

LEAD: A BOOT CAMP AND INTENSIVE PAROLE PROGRAM

An Implementation and Process Evaluation of the First Year

**State of California
Department of the Youth Authority
Research Division**

May 1994

STATE OF CALIFORNIA

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State of California
Department of the Youth Authority
Research Division

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TABLE OF CONTENTS

ACKNOWLEDGMENTS	i
SUMMARY	vii
INTRODUCTION	1
EVALUATION DESIGN AND METHODS	7
Ward Monitoring System.....	8
Ward Interviews and Ward Survey	10
Staff Interviews	12
Available Information	12
Parole Agent Contacts.....	13
Prison Environment Inventory	13
Impact Evaluation.....	14
FINDINGS	19
Program Description	19
Screening/Selection	19
Institutional Phase at Preston.....	29
Parole Program.....	37
Program Assessment	43
Are the initial goals guiding the program?	44
How is the program working?.....	56
DISCUSSION AND CONCLUSIONS	67
REFERENCES	69
Appendix A: Legislation	71
Appendix B: Screening Form.....	77
Appendix C: Ward Interview Guide.....	79
Appendix D: Characteristics of Surveyed Wards by Impact Study Group	81
Appendix E: Parolee Interview Guide.....	83
Appendix F: Staff Interview Guide.....	85
Appendix G: Parole Staff Interview Guide	87
Appendix H: Budget.....	89
Appendix I: Parole Agent Contact Form.....	95

TABLE OF CONTENTS (Continued)

Appendix J:	Daily Cadet Observation Form	97
Appendix K:	Preston School Diagram.....	99
Appendix L:	Weekly Events Calendar	101
Appendix M:	Responses to Ward Survey Items	103
Appendix N:	Responses to Prison Environment Inventory Items	109

LIST OF TABLES

TABLE 1:	Wards Approved and Not Approved for LEAD by YOPB by Clinic Location at Screening.....	21
TABLE 2:	Reasons for YOPB Decisions not to Approve NRCC Wards for LEAD	22
TABLE 3:	Characteristics of Male Juvenile Court First Commitments by LEAD Eligibility Determination by Judicial Recommendation	25
TABLE 4:	Characteristics of Male Juvenile Court First Commitments Eligible by Age and Offense Category and Found Eligible by Screening and Board Approval.....	27
TABLE 5:	Characteristics of Male Juvenile Court Parole Violators Eligible by Age and Found Eligible by Screening	28
TABLE 6:	Characteristics of the First 12 Platoons and of their Program Participation through September 30, 1993	36
TABLE 7:	Characteristics of Impact Study Wards (Platoons 1 through 7 and the Controls) and of their Program Participation by Group.....	40
TABLE 8:	Parole Contacts, Drug Tests, and Lengths of Parole for all Impact Study Wards paroled through September 30, 1993.....	42
TABLE 9:	Other Services and Interventions for LEAD Parolees (from Platoons 1 through 7).....	43
TABLE 10:	Most Common Staff Responses to Open-ended Questions on Major Goals and Ways to Achieve Major Goals	46
TABLE 11:	Most Common Staff Responses to Open-ended Questions on Positive Characteristics and Constructive Criticisms of LEAD.....	58

LIST OF FIGURES

FIGURE 1: Flow Chart of Random Selection Procedures	16
FIGURE 2: Organization Chart: Preston School of Industry LEAD Program	32
FIGURE 3: Proportions of LEAD and Control Wards in Each Response Category on Questions Regarding Staff Support	47
FIGURE 4: Proportions of LEAD and Control Wards in Each Response Category on Questions Regarding Program Activity	49
FIGURE 5: Proportions of LEAD and Control Wards in Each Response Category on Questions Regarding Discipline and Leadership.....	50
FIGURE 6: Proportions of LEAD and Control Wards in Each Response Category on Questions Regarding Safety	51
FIGURE 7: Proportions of LEAD and Control Wards in Each Response Category on Questions Regarding Emotional Abuse and Fairness.....	53

SUMMARY

This report describes and assesses the Youth Authority's (YA) boot camp during its first year of operation. The program has two major goals: reduce recidivism and provide a cost-effective treatment option. Consistent with Governor Wilson's concern for public safety and for cautious experimentation, this pilot program is designed for the YA's nonviolent and least serious offenders and it includes a rigorously designed impact evaluation to be completed in 1996.

The initiative for developing a YA boot camp came from Joe Sandoval, Secretary of the Youth and Adult Correctional Agency (YACA). The Wilson administration had good reasons for seeking out programs to lower the costs of incarceration, which increased dramatically during the 1980s. Following Mr. Sandoval's request, the YA developed a proposal for the pilot program, which was authorized by the Legislature and then approved by the Governor in February 1992.

The enabling legislation called for a thorough evaluation of the project in two steps—an initial implementation and process evaluation of the project's first 12 months of operation, and an impact evaluation to determine the project's effectiveness in reducing ward criminal behavior and in reducing the costs of incarceration. Costs of incarceration can be reduced by less recidivism and/or shorter lengths of stay in the program. Costs will be determined by measuring lengths of stay of LEAD participants, dropouts, and a control group of non-LEAD participants; determining bed-savings (which can be translated into cost savings); and, finally, by determining the cost effectiveness (or the lack of cost effectiveness) based on the difference between additional program costs and cost savings. This report presents findings from the implementation and process evaluation. The first of three impact evaluation reports is due to the Legislature on December 31, 1994.

Based on the legislative guidelines, LEAD was designed in two phases—a 4-month, highly structured, "boot camp" phase and a 6-month intensive parole phase (followed by standard parole for any remaining commitment time). Following legislative specifications, the treatment modality

encompasses a diversified array of training, counseling, and physically challenging activities; military procedures (established in collaboration with the California National Guard); and intensive parole supervision activities, including relapse-management strategies.

Eligibility criteria, as specified in the law, include: a juvenile court commitment; an age of 16 or more (since modified to 14); no previous LEAD involvement; a substance abuse history; no serious violent commitment offenses; informed consent; medical clearance for strenuous activity; and Youthful Offender Parole Board (YOPB) approval. Additional departmental criteria (established jointly by the Youth Authority and YOPB) include: not eligible for an Intensive Treatment Program or a Specialized Counseling Program; not an undocumented alien; and no recent (within 6 months) violent behavior which involved, or was likely to involve, substantial injury. Screening occurs at the reception centers, except for parole violators, who are prescreened by Parole Agents and considered for YOPB approval before final screening at the reception centers.

The legislation further specified: general location and size (a 60-bed unit at a northern institution); ward enrollment deadline (by the end of September 1992); physical separation from other institutionalized wards; written policies for ward participation; policies of encouragement for ward participation and successful completion; the use of existing disciplinary decision-making procedures to handle any proposed dismissals; and special assurance that the disciplinary and esteem-building activities avoid corporal punishment or personally degrading, humiliating, or inhumane training methods.

The LEAD program opened officially in September 1992 at the Preston School of Industry in Ione. The screening process generated 365 eligible wards through the end of August 1993, 180 of whom were admitted to LEAD. New platoons of 15 wards entered every 28 days throughout the first year. By the end of September 1993, 150 wards from 10 platoons could have completed the institutional phase of the program. Of these 150 wards, 107 (or 71%) were graduated and referred to parole after an average of 4 months. Most of the wards dropped from the institutional phase during the first year were dropped for reasons related to gang-related

behavior, assaultive behavior, or lack of motivation. Three (or 2% of the first year's intake) voluntarily quit (despite encouragement not to leave). Wards who were dismissed or left were not replaced. Judges recommended 51 wards for LEAD (as permitted by the authorizing legislation), 19 (or 37%) of whom were found eligible for LEAD. Of these 19 wards, 9 were sent to the LEAD program and 10 became control wards. The characteristics of wards found eligible for LEAD and of wards sent to LEAD were, on average, the same: 17.5 years of age; about 26% white, 43% Hispanic, 26% African American, and 6% other; 86% first commitments, and 14% on parole violator status.

Based on data from the Northern Reception Center-Clinic (NRCC), 15% of the wards recommended to the Youthful Offender Parole Board did not receive Board approval for LEAD. Sixty-three percent of these wards were rejected for reasons related to the established program criteria, such as for having a violent record, being a suicide risk, or needing psychological counseling. Thirty-three percent were rejected for other reasons, such as for needing a longer-term drug program, being heavily involved in a gang, or having a long delinquent record. Four percent were paroled rather than approved for LEAD.

The overall budget for fiscal year 1992-93 was \$1,086,300, which included the institutional budget of \$532,500. The program was paid for by redirected funds, plus additional funds that are expected to be returned in bed savings over time.

The impact evaluation commenced with initial enrollment and, by August 1993, 354 wards had been randomly assigned to the experimental (or LEAD) and control groups (non-LEAD programs). Follow-up procedures were initiated in January 1993 when the first platoon was graduated and referred to parole. It will take about three more years to accumulate enough outcome data to complete the impact evaluation (because control wards and LEAD dropouts are paroled after varied, and sometimes lengthy, time intervals). Impact evaluation reports are to be submitted to the Legislature by December 31 of 1994, 1995, and 1996.

In summary, based on program observations, written procedures, ward and staff interviews, ward survey data, and monthly phone contacts with Parole Agents, this evaluation

found that the LEAD program was implemented as specified by the legislation. Among its most promising characteristics are: its military structure and leadership training (along with National Guard collaboration); its high and constructive activity level, including a physical training program; a safer and healthier institutional environment (based on LEAD wards' perceptions, compared to control wards' perceptions of standard programs); its rich and varied institutional treatment components, including a comprehensive 12-step substance abuse prevention program; its enriched and supportive staffing; closer working relationships between parole and institutional staff and among institutional treatment staff; and its enhanced aftercare component through intensive and creative services on parole.

The problems and limitations that have emerged from the various evaluation data sources indicate the need for improvement in clinic screening, institutional program delivery, staff work scheduling, and the current level of intensive parole. Some of these problems will be addressed by a recent grant from the Bureau of Justice Assistance (BJA) providing for a full time military training advisor from the California National Guard, increased institutional and parole employment assistance from the Employment Development Department, and the establishment of a full time agent in the Stockton area to coordinate intensive parole services.

The findings from this initial evaluation support the continuation and refinement of the LEAD program. Towards those ends, the report concludes with several suggestions for program improvement (which reflect a considerable degree of input from both staff and wards). These suggestions are: work towards some variation or modification of Youth Counselor assignments in response to the problem of staff burnout; continue to work on expanding the services and opportunities on parole, with programs such as the day reporting program at Stockton Parole; develop more of a staff consensus on the goals of the LEAD program, especially regarding the cost-savings goal; and, finally, maintain and refine the promising features of LEAD—especially its active and constructive institutional environment and the leadership training and TAC mentoring of the military officer training model.

INTRODUCTION

The first wave of contemporary American boot camps developed early in the 1980s, which was a decade of increasing rates of incarceration and a conservative political milieu (MacKenzie & Parent, 1992). During this decade, the Youth Authority's population of first commitments from juvenile court increased from 2,190 in 1980 to 2,433 in 1990, and lengths of incarceration increased from an average 15.9 months in 1983 to an average 25.9 months in 1990. The cost of incarcerating a ward in the Youth Authority for a year was estimated at \$19,953 in 1980 and \$30,783 in 1990.

Following a request from Joe Sandoval, Secretary of the Youth and Adult Correctional Agency (YACA), the Youth Authority (YA) established a departmental committee in May 1991 to develop a pilot boot camp program. Staff members of the committee represented YA institutions (including reception centers), parole, administration, research, and the Youthful Offender Parole Board (YOPB). Their work culminated in a plan for a boot camp in the form of a budget change proposal (BCP).

The boot camp BCP was approved by the Governor and included in his proposed budget for the 1992-93 fiscal year. However, before the BCP was approved by the Legislature, the Youth Authority participated in discussions with representatives for Senator Robert Presley, the Assembly Ways and Means Committee, and the Youthful Offender Parole Board (YOPB). At issue were YOPB policies affecting lengths of incarceration time, and the need for additional options for non-violent youthful offenders. An agreement among the participants in these discussions was articulated in Senate Bill No. 676 (amending Sections 733, 731.6, 731.7, 731.8, and 731.9 of the Welfare and Institutions Code), which authorized the development and evaluation of LEAD—essentially, the YA's version of a boot camp program. The bill was signed by Governor Wilson in February 1992.

The legislation, Senate Bill No. 676 (presented in Appendix A), added Sections 731.6, et seq. to, and amended Section 733 of, the Welfare and Institutions Code. The added sections,

which are to be repealed at the end of June 1997 unless extended or deleted by subsequent legislation, specify program and evaluation parameters, eligibility criteria, and some policies regarding ward participation for the LEAD program. Among the bill's amendments to Section 733 was only one pertinent to LEAD—an appropriation of \$500,000 for a projected expansion of LEAD to a southern institution in 1993.

LEAD is an acronym for the qualities that the program is designed to promote—Leadership, Esteem, Ability, and Discipline. The legislation specified two major goals for LEAD: (1) develop a cost-effective treatment option and (2) reduce recidivism. It specified the design as a "treatment continuum" beginning with a short (4-month), highly structured institutional component and concluding with a 6-month intensive parole component. It called for a military training model to include discipline, training, substance abuse prevention, esteem building, and other activities as determined by the Youth Authority and an emphasis on pre-parole planning and public service activities during the fourth month of the institutional component.

The legislation also specified LEAD's initial size and general location: a 60-bed unit at a northern institution, physically separated to the extent possible from the institution's other units. It specified the timing of implementation, to be underway by the end of September 1992 with a second pilot program begun in a southern institution during 1993. Finally, the legislation set out the major parole parameters, which were to include an extensive array of departmentally determined services and strategies, maximum caseloads of 15 parolees per agent, and a relapse-management strategy, including short-term residential, noninstitutional placement, for parolees at risk of failure.

Eligibility criteria are specified in the law to include: an age of at least 16, subsequently amended in 1993 to an age of at least 14 (by Senate Bill No. 242, amending Section 731.7 of the Welfare and Institutions Code, also presented in Appendix A); a juvenile court commitment; no previous LEAD involvement; no commitments for serious violence; a substance abuse history; medical clearance for strenuous physical activity; informed consent; and approval by the Youthful Offender Parole Board. The department is expected to make every effort to retain ward

participants in LEAD. In exceptional circumstances, wards may be retained in the institutional phase for an additional 30 days. Wards are not to be penalized solely on the basis of not completing the LEAD program. The law specifically states that the institutional component may not include corporal punishment or "training methods which are personally degrading, humiliating, or inhumane."

The legislatively mandated evaluation of LEAD calls for two evaluation components: (1) an implementation and process evaluation to be conducted during the first 12 months of operation at each institutional site and presented to the Legislature after 16 months, and (2) an impact evaluation with a rigorous experimental design to include measures of recidivism at 12-, 18-, and 24-month follow-up periods and to be presented to the Legislature in two interim reports (at the end of 1994 and 1995) and a final report (due at the end of 1996).

The implementation and process evaluation is to describe the program qualitatively and fully, including information on startup, operations, size, location, staffing, and other relevant characteristics. The legislation also specified that this evaluation component include detailed information on ward selection (judicial recommendations, characteristics of eligible wards, characteristics of ward participants, acceptances and rejections by the YOPB, and reasons for YOPB rejections) and on ward resignations, dismissals, and length of institutional stay.

The impact evaluation is to determine the effect of the program on subsequent ward behavior, including recidivism (measured both as removals from parole and as new arrests) and on the size of present and future Youth Authority populations. The legislation calls for a strict experimental design. Program effect is to be determined by measured differences between randomly assigned experimental and control groups on recidivism, length of institutional stay, bed savings, and other program services (or costs).

Planning for the program began in earnest during the summer of 1992. Weekly planning sessions were held at the Preston School with representatives from Preston, the reception centers, Parole Services and Community Corrections Branch, Institutions and Camps Branch administration, and the Research Division. It was during this period that a collaboration was

established with the California National Guard, an organization on the alert for peacetime service opportunities. A Captain from the Guard began attending the planning sessions, took an enthusiastic interest in the development of LEAD, and eventually provided training materials and staff training. He also assisted in training the first platoons. In response to the potential problems of ward abuse in a boot camp environment, it was the Captain's idea to use the officer training model.

Military training for the 12 management-selected TAC officers (or TACs, an acronym for the officers' roles: teach, advise, counsel), Parole Agent, and Sergeant commenced in mid-summer 1992 (at the Mather Air Force Base in Sacramento). The training was interrupted, however, when an unfavorable arbitration decision was rendered on certain terms and conditions of employment that were included in the original program design. At issue were management's desire to staff the program with designated Youth Counselors (YC) as TACs and the managerial right to rotate the YC shift schedules every 4 months. The arbitrator ruled that the negotiating history of the Memorandum of Understanding between the Youth Authority and the California Correctional Peace Officers Association (CCPOA) required that the 60/40 ratio for Youth Counselor positions (i.e., 60% seniority bid; 40% management selected) be maintained on a program by program basis rather than institution-wide, and that management could not modify, once accepted, a "bid" schedule (hours of work/assigned days off) until the position becomes vacant. Management was ordered to remedy the violation of the MOU before LEAD became operational.

Preston management then opened the bidding process. Institutional staff (including management-selected Youth Counselors with high seniority) bid for positions, and—in the end—three new TACs replaced three previously selected TACs. Military training was resumed, followed by substance abuse program training (by the Hazelden Foundation), and other technical arrangements, such as Class 2 driver's license testing. On September 18, 1992, the first platoon of 15 cadets entered the LEAD program at Preston.

As the LEAD institutional phase entered its second month of operation, the Parole Branch established a series of planning sessions, under leadership provided by the administrator of Parole's Northern Region, with representatives from field parole, Preston, the northern clinic, and the Research Division. These sessions culminated in the development of a manual of guidelines for the 6-month intensive parole component and a 2-day training session for selected field Parole Agents. Shortly thereafter, two parole "liaison agents" were selected to begin working at the Preston institutional site half time. The actual LEAD intensive parole program was implemented when the first platoon of graduates was paroled on January 14, 1993.

LEAD graduations have already become a tradition at the Preston School. On the occasion of the first graduation (held in the auditorium), Gayle Wilson, the wife of Governor Pete Wilson, addressed the graduates. Many Youth Authority staff attended the graduation, along with some family members of the graduates and a few representatives of the local media.

Subsequent graduation exercises have been held in the chapel at Preston, where smaller crowds are more appropriately accommodated. Yet, the importance of the occasion has been retained. Cadets, preceded by the Color Guard, arrive and enter the chapel in marching formation, with the same crisp, but often varied, ceremonial drills. Graduates sit together in the front right-hand side of the chapel. The Superintendent or a top-ranking Preston administrator officiates and a special guest—a Youth Authority official, a National Guard officer, a local political leader, or other dignitary—addresses the cadets. One of the LEAD Teachers usually gives a short talk, sometimes providing an opportunity for the graduates to comment on their achievements. Each graduate then comes forward to receive his diploma and hear the announcement of his merit awards. The ceremony is always a little different, in some way fresh and creative. The exercises have become an occasion for awarding commendations to departmental and Preston staff who have assisted the LEAD program. Family members of the graduates are increasingly present and LEAD staff from Preston typically attend, even on their days off. Graduations reflect the spirit and vitality of LEAD, at its best.

From September 1992 through August 1993, 12 platoons of 15 cadets entered the LEAD institutional phase at Preston. One hundred seven cadets (from 10 platoons) graduated and were referred to the LEAD intensive parole phase, in monthly groups, from January 1993 through the end of September 1993.

This report presents a description of the data and the data collection process (in Evaluation Design and Methods) and a description and assessment of the LEAD program during its first year of operation (in the Findings section). A final Discussion and Conclusions section summarizes the findings and presents some suggestions for program maintenance and refinement.

EVALUATION DESIGN AND METHODS

Process evaluations focus on whether a program is implemented as planned and on how a program operates. Such evaluations are called process evaluations because their emphasis is on program processes, as opposed to program outcomes. Program goals and plans are clarified early on. Then, during the remainder of the data collection phases of the evaluation, the program is observed and staff and participants are interviewed to determine whether the initial goals guide the program; to see how the program plays out in practice; to isolate salient characteristics, problems, special achievements, and the like.

This implementation and process evaluation, then, focuses on whether the LEAD program was implemented as planned and on how the program operates. That is, it emphasizes program processes, as opposed to program outcomes.

During the summer of 1992, research staff attended the weekly planning meetings at the Preston School. Also in attendance at these meetings, chaired usually by the Superintendent, were staff representatives from NRCC, and occasionally from SRCC; from the Parole Services and Community Corrections Branch; central office staff from the Institutions and Camps Branch; and from Preston. Research staff also attended some staff training sessions (on the drug program and on military procedures) and participated in the separate Parole planning meetings at the Youth Authority's Training Center in Stockton.

Available descriptive data on the program were collected. Research staff visited the institutional program at Preston on numerous occasions from the opening of LEAD on September 18, 1992, through September 1993 (the cutoff point for data collection for this report). These visits were used to observe the living unit, to participate in managerial staff meetings, to interview wards in the program (as well as ward program dropouts and control wards), to meet informally with program staff, to interview staff, to attend the monthly graduation ceremonies (beginning in January 1993), and to observe classes, drug groups, marching exercises, and award ceremonies. Research staff also visited two parole offices (to interview wards and to talk to staff about the

intensive parole supervision program) and both clinics to discuss screening procedures with casework staff.

As discussed in the Introduction section, the enabling legislation calls for two evaluations—the process evaluation presented in this report and an experimentally designed impact evaluation (which will be discussed subsequently in an Impact Evaluation sub-section). A ward monitoring system was established to provide data for both of these evaluations. For the process evaluation, this system provides information on the selection of wards for the program, on ward characteristics, and on lengths of program participation. Parole Agents are contacted at monthly intervals to collect parole follow-up information. Finally, departmental budgets were used to document the additional costs associated with the LEAD program, particularly additional staffing costs. Each data source will be described in turn.

Ward Monitoring System

The computerized ward monitoring system includes the following program data: presence of a judicial recommendation for LEAD; YOPB decisions on each ward found eligible for LEAD by the Youth Authority at first commitment, random selection outcomes (for the experimental impact study), resignations and dismissals from the program, reasons for resignations and dismissals, and length of LEAD or other institutional program. In addition, standard demographics, such as date of birth, ethnicity, and county of commitment, are added to the computer file from the Youth Authority's Offender Based Information Tracking System (OBITS). All information is collected at the individual ward level.

The collection of ward data begins with the LEAD Screening Form (which is presented in Appendix B). A form is initiated in each of two circumstances: (1) when a ward is found eligible for LEAD following screening at NRCC or SRCC; or (2) after a ward is found eligible for LEAD at a parole violation hearing. When a ward is found eligible following screening at the clinics, a Screening Form is placed in the ward's file along with the Board Report Form. Regardless of the YOPB's decision, the LEAD Screening Form is submitted to the Research Division after the

YOPB hearing. If the YOPB does not approve a ward for LEAD, the reasons for its decision are recorded on the Screening Form.

When a ward is found initially eligible for LEAD at a parole violation hearing, the parole staff person who handles the case is responsible for transferring the ward to NRCC or SRCC for medical screening, for testing (on academic skills and behavioral attitudes), for a LEAD orientation program, for informed consent procedures, and finally for assistance in random assignment procedures. Designated clinic staff telephone in eligible names to the Research Division. Following randomization procedures (described subsequently in the Impact Evaluation sub-section), control wards are transferred out to other institutions and LEAD wards are retained at the clinics for the next regularly scheduled platoon.

Detailed information is collected for all study wards (that is, all wards randomly selected for the program and for the control group). The LEAD Parole Agent or other institutional program staff let the Research Division know when wards are dropped from the program and why. Program failures are defined as wards who are referred to, and approved by, the institution's Institutional Classification Committee (ICC) for transfer based on insubordination or inadequate performance. Program transfers are defined as wards who are removed from the program for any reasons beyond their control. Program graduates are defined as wards who complete the institutional phase and are then referred to parole. A computer software program was written for monitoring institutional movements (from OBITS), including parole departures, for the control group and for LEAD wards. Information on judicial recommendations is collected from the department's Intake Assessment Criteria Form (completed by experienced departmental staff from court documents during the Youth Authority's intake process).

Information on study wards is key entered into the LEAD computer file on a weekly basis. For this process and implementation evaluation report, two special study files were created with these data. The first study file combined information on the first 12 platoons and their control wards with survey data, parole program information, and short term follow-up data for these same wards. The survey and parole data will be described below. The second study file

combined information from OBITS for all males who were first committed to the Youth Authority or who violated parole from July 1, 1992, through June 30, 1993, with information from the LEAD computer file on any of these same wards who were part of the LEAD study group. The time period was selected because most first-year LEAD study wards were committed to the YA or violated parole then. As it turned out, 296 wards were found eligible for LEAD (and were consequently on the LEAD computer file, as either experimental LEAD or control wards) during this time period. These two study files are used to help describe ward selection, LEAD ward characteristics, and the LEAD program during the first year of operation.

Ward Interviews and Ward Survey

As originally designed, the main purpose of the ward interviews was to obtain some in-depth, subjective assessments of LEAD from a sample of ward participants. The Ward Interview Guide (presented in Appendix C) includes some general and some specific questions about the LEAD institutional program. It also includes some indirect questions about feelings and attitudes that LEAD is attempting to cultivate, such as paternal responsibility, confidence, self-esteem, and civic responsibility.

Ward interviews are conducted by research staff towards the end of the ward's period of incarceration. Both LEAD and control wards are interviewed for comparative purposes. Using qualitative methods, the data are then analyzed to determine how LEAD may, or may not, be an improvement upon regular Youth Authority programs (based on ward judgments). The interviews are also intended to measure, albeit subjectively, whether LEAD participants assume a greater sense of confidence, adult responsibility, and the like, than control wards assume at the end of their incarceration.

A short (28-item) ward survey form was also developed as part of the ward interview. The survey includes items that measure ward perceptions of the program and its impact on them. For example, several items concerning critical ward-staff relationships and wards' perceptions of program punishments and physical challenges were developed. To help assure as much

objectivity as possible, this survey form was not presented in the research design (Bottcher & Isorena, 1993) nor shown to any program staff.

This survey, along with a prison environment survey (discussed below), was administered initially towards the end of the wards' period of incarceration. For LEAD participants, it was administered during their final month in the program and, for control wards, after the request for their parole plans had been sent out from their institutions. As it turned out, however, LEAD dropouts were often missed in this process and it was difficult to schedule control wards at the right time. Therefore, surveys were administered to LEAD wards at varied times—sometimes during their second month in the program, sometimes during their third month, and occasionally during the final month. The surveys were also administered to small groups of control wards at varied times during their incarceration, mostly at the more accessible Youth Authority institutions (that is, the institutions relatively close to the research offices in Sacramento).

Control wards are, on average, much less accessible. They have been sent to every large Youth Authority institution and most of the smaller camps. To assure greater objectivity, local staff were not asked to administer any of the LEAD evaluation surveys. Thus, it was not possible to administer as many surveys to the control wards in geographically distant locations. However, there were no selection criteria for surveying control wards other than their geographical accessibility. For this report, surveys were administered to 122 LEAD participants and 72 control wards. A table comparing the characteristics of these LEAD and control wards (presented in Appendix D) indicates that these groups of wards were quite comparable.

As the evaluation process proceeded, it seemed appropriate to interview a sample of the LEAD dropouts to document problems encountered in the program, from their perspective. Some of the parolees were also interviewed for in-depth descriptions of short-term successes and failures on parole. A separate interview guide was developed for the LEAD parolees (presented in Appendix E). For this report interview data were collected on 36 LEAD wards, 11 LEAD dropouts, 45 control wards (from six institutions), and 9 parolees.

Staff Interviews

Institutional program staff were interviewed just following the first year of program operation. The interview guide (presented in Appendix F) was designed to provide descriptive information about the program, especially information on features found noteworthy by staff, and to obtain their subjective assessments of the program. Twenty-one staff were interviewed at this time: the Captain, the Sergeant, the Parole Agent, the three Teachers, the Casework Specialist responsible for coordinating screening at NRCC during the first year, the Psychologist, and 13 (of the 14) TAC officers who worked on the program during the first 12 months of operation.

Eight Parole Agents and one Assistant Supervising Parole Agent, all of whom handled LEAD parolees, were also interviewed by phone. Information from these interviews supplemented the information collected during monthly parole agent phone contacts (described below). A copy of the interview guide for parole staff is presented in Appendix G.

Available Information

Research staff collected descriptive information, as well as standard forms and procedural guidelines used by the program. These items included: a short publication describing the program (Department of the Youth Authority, 1992); a parole manual (called LEAD Program: Parole Phase); the TAC Standard Operating Procedure Manual (a manual for living unit staff adapted for LEAD from the Army's officers training guides); the Cadet Standard Operating Procedure (a manual for cadets adapted from the Army's officer training guides); a Cadet Drill and Ceremony Manual (adapted from an Army manual); the duty statement for TAC officers; standard handouts for the cadets (such as conditions of parole, a leadership code, and an outline for Life Plans); the Daily Cadet Observation Form (presented in Appendix J); standard forms (such as behavior report, case report, and Cadet Merit Nomination Form); a description of LEAD merit badges; and the Design for Living instructional materials (copyrighted by the Hazelden Foundation but rewritten with their permission for low-level readers by one of the TAC officers). LEAD-specific cost data were provided by the Budget Office.

Parole Agent Contacts

Upon parole, each LEAD and control ward is monitored at monthly intervals through phone contacts with parole agents. A Parole Agent Contact form (presented in Appendix I) is used to record information during these contacts. Information collected includes: parolee employment (positions, pay, length of employment); other productive activities; periods of incarceration or secure placement; drug testing; numbers of face-to-face and collateral contacts; and other parole services.

For this report, some quantifiable data from the Parole Agent Contact Form were key entered on the first computer study file for all impact study wards from the first seven platoons (n=103) and their control groups (n=103). These data were: dates of parole through September 30, 1993; number of face-to-face contacts for the first and second months on parole; number of collateral contacts for the first and second months on parole; total number of face-to-face contacts, collateral contacts, and drug tests through September 30, 1993; and number of days in custody and number of days missing through September 30, 1993. The dates were then used to calculate the monthly rates of Parole Agent contacts by LEAD and control groups. It should be noted here that the first seven platoons each had 15 wards for a total of 105 wards. The experimental study groups each have only 103 wards, however, due to some screening errors, which resulted in the exclusion of four wards from the study groups.

Prison Environment Inventory

The prison environment inventory (PEI) is a correctional climate instrument designed by Kevin Wright (1985). It consists of 80 statements concerning environment to be assessed using four levels of frequency (never, seldom, etc.). The PEI yields eight scales, each based on one of Hans Toch's eight "environmental concerns" from his study of how inmates experience incarceration. The PEI has not been used in other published boot camp evaluations, but some of the survey items used in the NIJ-sponsored study are similar to items on the PEI.

For purposes of the LEAD evaluation, the PEI has been modified for a juvenile correctional population. The PEI is administered to selected groups of LEAD and control wards at varying points during their incarceration at the same time as the ward survey (discussed above). For the impact (or outcome) evaluation, PEI scores will be analyzed to determine whether the institutional phase of LEAD has created a more prosocial environment compared to the Youth Authority living units of control wards. For this report, 12 items (on safety, peer relations, and staff support) were key entered on the first study file. These data (for 122 LEAD participants and 72 control wards from the first 12 platoons and their control groups) are analyzed, along with the ward survey items, to assess ward perceptions of the LEAD program environment and its effect on them, compared to control ward perceptions of other program environments.

Impact Evaluation

As specified in the enabling legislation, the purpose of the impact evaluation is to determine the effectiveness of the program in meeting its two major goals—lowering the costs of incarceration and reducing recidivism. A strict experimental design is being used for this evaluation, as specified in the legislation. This means that experimental (or program) wards and control wards are being randomly selected. The effect of the program will be determined by measured differences between the experimental and control groups in institutional length of stay, bed savings, and in subsequent arrests (the primary measure of recidivism).

The evaluators have also attempted to locate and include reasonably efficient measures of other program performance expectations (such as measures of self-esteem, ability, responsibility, sobriety, discipline, and productivity) and other elements of program delivery (such as ward/staff relations, institutional environment, and parole services).

As specified in the legislation, recidivism (specifically, arrests and removals from parole) will be measured for comparable groups of LEAD and control wards at 12-, 18-, and 24-month follow-up intervals, and lengths of incarceration (the measure of the reduction of institutional

crowding and costs) will be measured for comparable groups of LEAD and control wards over comparable time periods.

Random selection procedures have been designed around the required screening and program intake procedures for LEAD. Wards selected for LEAD are to remain at the clinics until the end of each month because LEAD is designed to receive new wards in groups of 15 each month. Wards selected for the control groups are sent to other YA programs soon after selection, however (so as not to crowd the clinics unnecessarily).

Figure 1 presents a flow chart of the random selection process. The impact evaluation will rely only on measured differences between the groups formed by random selection (called controls and LEAD on the flow chart). The ward monitoring system (described above) tracks all wards determined eligible for LEAD, given current eligibility criteria, and describes the selection process in some detail.

Recidivism data will be collected from the Youth Authority and from the Department of Justice. Arrest data from the Department of Justice will be the ultimate measure of recidivism for this study because average lengths of parole and parole policies are expected to vary between LEAD wards and control wards on parole. For example, LEAD wards are scheduled to be on an intensive parole program for six months and control wards are scheduled to be on intensive parole for up to 90 days. Also, due to the relapse-management strategy of LEAD's intensive parole program, vulnerable LEAD wards will likely be placed in temporary secure placements for drug treatment more often than control wards on regular parole.

In the long run, cost savings will be calculated to take into account subsequent incarcerations of LEAD and control wards over comparable time periods. This is because short run cost savings from shorter periods of incarceration could be lost if LEAD wards are reincarcerated at high rates and after short periods of parole supervision. These comparisons of total periods of incarceration for comparable groups of LEAD and control wards will comprise the measure of LEAD's effectiveness in reducing institutional crowding. It will also be the primary measure of LEAD's cost savings. Additional costs associated with the LEAD program,

primarily LEAD staffing during the institutional phase and longer intensive parole services during the parole phase, will also be documented. For the final impact evaluation report, a rough estimate of the difference between cost savings and additional costs will be made.

Figure 1

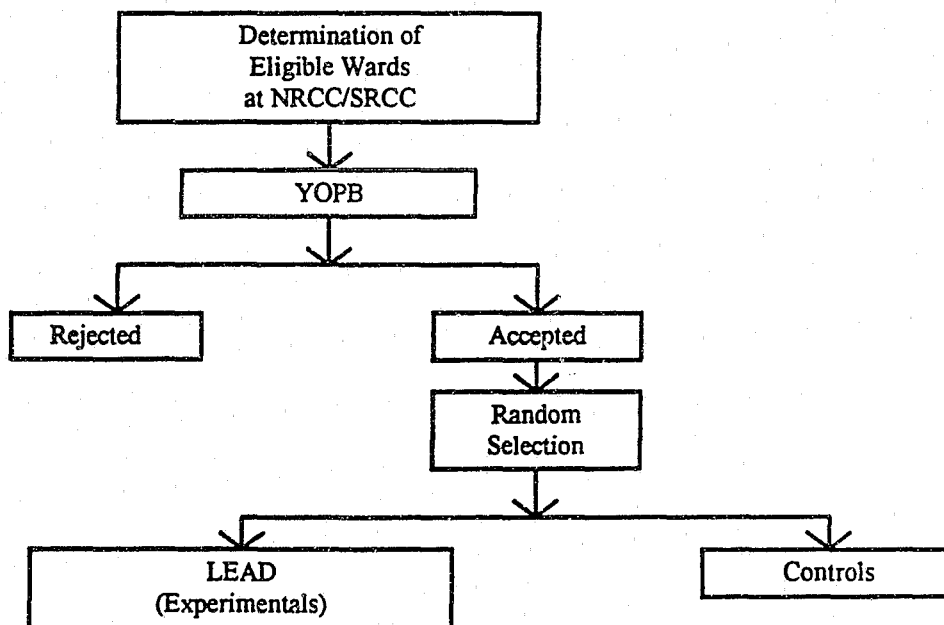
Flow Chart of Random Selection Procedures

Legislatively mandated eligibility criteria:

- Juvenile court commitment
- No previous LEAD involvement
- Not committed for serious violence
- Sixteen or older (amended to 14 or older in July 1993)
- Medical clearance
- Informed consent (volunteer)
- Substance abuse
- YOPB approval

Additional departmental criteria:

- Not eligible for Specialized Counseling Program or Intensive Treatment Program
- No recent (within 6 months) violent behavior involving, or likely to involve, substantial injury
- No undocumented alien



It will take quite some time for sufficient follow-up data to accumulate for the impact evaluation. Impact evaluation reports are to be submitted to the Legislature by the end of 1994, 1995, and 1996. Each report will be based on data available for analysis at the time of report preparation.

FINDINGS

As can already be seen in the Introduction section, LEAD is a complex undertaking, despite its relatively small institutional bed size and parole caseload count. The program relies on support from every branch in the Youth Authority, and it impinges on every branch—and on other programs—in intended and unintended ways.

The findings from this process study are presented in two subsections: Program Description, which describes the LEAD program during its first year of operation, in all its complexity; and Program Assessment, which assesses the LEAD implementation, framed by two questions—are the initial goals guiding the program and how is the program working? The first subsection is presented in three parts: one on the screening and selection of wards for LEAD, a second on the institutional phase at the Preston School, and a third on the intensive parole phase.

Program Description

Screening/Selection

In addition to the eligibility criteria specified in the authorizing legislation, the Youth Authority and the Youthful Offender Parole Board established policies for several other criteria for LEAD, documented in the department's program manual. These additional criteria are: no recent (within the last 6 months) history of serious violence (defined to involve or likely involve substantial injury); not having a primary treatment need of an Intensive Treatment Program or a Specialized Counseling Program (ITP or SCP), the department's special mental health programs; and not being an illegal alien.

As described in the Evaluation Design and Methods section, screening begins for juvenile court first commitment wards at the clinics, NRCC and SRCC. Caseworkers review the files and talk with prospective LEAD candidates. If a ward meets the offense, age, and voluntary consent criteria, he is also screened by a doctor for medical clearance. At both clinics, an individual caseworker was assigned the task of keeping track of LEAD-eligible wards and calling their

names into the Research Division for random assignment (for the impact study). This caseworker or another prescreens wards for LEAD and handles the processing of Board-approved parole violators sent to the clinics for final Youth Authority LEAD screening.

Table 1 presents the numbers of wards who were approved and not approved for LEAD by the YOPB from July 22, 1992 (when the first names were telephoned in for random assignment), through August 30, 1993, close to the end of the first year of program operation. The numbers are broken down by clinic location at screening. As it turned out, staff at SRCC did not complete the screening process before wards were sent to the YOPB for approval (until August 16, 1993). Therefore, it was not possible to determine how many wards were rejected by the YOPB at SRCC following YA screening until almost the end of the first year of LEAD. Further, it was not possible to document the parole violators rejected by the YOPB because their Board consideration occurs midway in the screening process and in many different locations. Table 1 shows that 415 wards were found eligible for LEAD during the first year of operation (plus a start-up period of about two months before the program opened in September 1992). A much higher proportion of the LEAD eligible wards were generated at NRCC—257 (or 70% of the total eligible wards). Based on the figures available from NRCC, the YOPB approved about 85% of the wards who were screened eligible for LEAD by the Youth Authority during this time period.

TABLE 1
Wards Approved and Not Approved for LEAD by the YOPB
By Clinic Location at Screening
From July 22, 1992 through August 30, 1993

Clinic	Total		Approved		Not Approved	
	<u>n</u>	%	<u>n</u>	%	<u>n</u>	%
Total	415	N/A	365	N/A	50	N/A
NRCC	303	100.0	257	84.5	46	15.5
SRCC	112	N/A	108	N/A	4	N/A

Note. This table does not include parole violators who were found eligible for LEAD by the YOPB and then, subsequently, found not eligible by the YA (clinics). Until August 16, 1993, final screening for LEAD at SRCC occurred after YOPB eligibility consideration. Further, data on YA recommendations to the YOPB regarding LEAD and on YOPB approvals for LEAD were not available from SRCC until August 16, 1993. In contrast, YOPB approval has always been the final step in the LEAD screening of first commitments at NRCC. Therefore, due to missing and noncomparable data, percents have not been calculated for the SRCC and Total rows.

Table 2 presents the reasons for YOPB decisions not to approve wards for LEAD from July 22, 1992, through August 30, 1993. Forty-six wards at NRCC (and an unknown number of wards at SRCC) were not approved for LEAD by the YOPB. Of the 46, 31 (or 62%) were not approved for reasons that related, or may have related, to the established eligibility criteria; 15 (or 30%) were not approved for reasons that related to YOPB members' concerns regarding ward suitability for the program, and two (or 4%) were not approved because they were paroled at the hearing. A handful of first commitments are paroled at their Board hearing, typically because they were committed for less serious offenses and have already done some time in custody.

TABLE 2
Reasons for YOPB Decisions Not To Approve NRCC Wards for LEAD
From July 22, 1992 through August 30, 1993

Reasons	n	%
<u>Related to established criteria</u>		
Total	29	63.0
Violent record	10	21.7
Classified category 4	6	13.0
Suicide risk	3	6.5
Needs psychological counseling	2	4.4
Possession of gun at commitment offense	2	4.4
Prior sex offense	2	4.4
Ward declined at hearing	2	4.4
Illness, not medically fit	1	2.1
INS hold	1	2.1
<u>Other</u>		
Total	15	32.6
Needs drug program	5	10.9
Needs special education	3	6.5
Sent to ward aide program	1	2.1
Heavy prior gang involvement	1	2.1
Escape risk	1	2.1
Can not handle structure	1	2.1
Needs a longer, regular program	1	2.1
Long delinquent record	1	2.1
Does not like busy, structured program	1	2.1
Paroled	2	4.4
Total (overall)	46	100.0

Note. The data for this table came only from the northern clinic. See note on Table 1 for explanation.

During the course of the first year, 30 wards were selected each month for the LEAD evaluation study. Fifteen were sent to the LEAD program and 15 to other programs to make up the control group. Thirty-one wards were found eligible during one month but never more.

The screening/selection process was occasionally contentious during the first year. Staff at the clinics had difficulty identifying a sufficient number of eligible wards and were discouraged when wards were rejected at Board. Furthermore, some program staff complained about wards referred to LEAD who seemed "inappropriate" for the program. The problems they indicated were: wards who were quick to assault other wards, wards who were unmotivated to participate in the LEAD regime, or wards who needed more intensive psychological counseling. Research staff worked with clinic staff to screen more thoroughly and to insure that there would be sufficient numbers for control groups of 15 each month. Early on, the Board agreed to rehear six wards who were initially rejected, and five of these wards were found eligible at the second hearing (the sixth declined a second hearing). (These initial rejections were not tabulated in Table 2.)

On September 10, 1993, the first of several review meetings was held at Preston to assess the first year of LEAD. One of the major problems discussed at the first meeting concerned identifying eligible wards: "...the difficulty in finding appropriate numbers of wards for the program with...scattered and difficult-to-meet criteria." To resolve this problem, meetings were held at NRCC (which generates all Preston LEAD cadets since the southern LEAD program came on line in September 1993), with a subcommittee of persons assigned to resolve the problem (which included NRCC casework staff). Discussion centered on providing more information about the program to the caseworkers, the front line of recruitment, and on the two most difficult LEAD criteria, no serious violence and no intensive counseling treatment needs. Those who participated in these meetings felt that a better understanding on selection was established. Future meetings are planned to build on that understanding.

Judicial referrals are an important issue for many boot camps because they introduce the opportunity for so-called "net widening," the expansion of "justice system" control with new dispositional alternatives. Judges, for example, could theoretically increase YA commitments for less serious offenders if they were able to place these offenders directly into LEAD. This is why

Parent (1993) recommended that boot camps designed to cut costs and crowding not permit judges to select participants.

The authorizing legislation permits judges to recommend, but not to select, wards for LEAD. As mentioned in the Evaluation Design section, information on judicial recommendations was collected directly from court documents by YA intake staff. Table 3 presents information on these judicial recommendations for the 1992-93 fiscal year. This is the 12 month period that most closely matches the first year of LEAD, for screening and selection purposes, because there is about a 2-month lag between clinic admission and program admission. For example, most of the wards selected for the first platoon entered the clinics in July 1992.

Table 3 shows that 51 of the 2,495 male, juvenile court first commitments (who entered the clinics from July 1, 1992 through June 30, 1993) received a judicial recommendation for LEAD. Assuming that juvenile court judges were familiar with the legislation, many wards were not expected to receive such a recommendation if they were not also eligible by age (then, at least 16) and by nonserious violent offense (typically excluding categories 1 through 4 in the Youth Authority). However, Table 3 shows that 15 of the recommendations were for wards who did not meet the established criteria, mostly because they were classified as category 1 through 4 offenders. This also shows that judges were not just recommending less serious offenders to LEAD.

Table 3 also shows that 19 (or 37%) of the 51 judicial recommendations were found eligible for LEAD. Of these 19 wards, 9 were sent to the LEAD program and 10 became control wards. This suggests that many of the judicial recommendations were directly related to the probability of a LEAD placement.

The final two tables presenting information related to ward selection, Tables 4 and 5, are designed to give some picture of the overall selection patterns during the first year of LEAD. They are also designed to give a realistic, albeit rough, sense of the recruitment pool for LEAD, given current characteristics of the ward population and current LEAD eligibility criteria.

TABLE 3
Characteristics of Male Juvenile Court First Commitments
By Age and Category Eligibility (Not Eligible or Eligible), by Eligibility Determination
(Found Eligible or Not Found Eligible), and by Judicial Recommendation (Yes or No)
From July 1, 1992 through June 30, 1993 (n=2495)

Characteristics	Total		Not Eligible by Age & Category		Eligible by Age & Category			
	Yes (n=51)	No (n=2444)	Yes (n=15)	No (n=1454)	Not Found Eligible Yes (n=17)	Not Found Eligible No (n=713)	Found Eligible Yes (n=19)	Found Eligible No (n=277)
Age at admission (mean)	17.1	16.9	16.5	16.6	17.5	17.2	17.1	17.2
Ethnicity (%)								
White	29.4	14.3	20.0	10.2	29.4	18.4	36.8	25.3
Hispanic	37.2	49.7	46.7	50.8	35.3	50.6	31.6	42.2
African American	25.5	28.8	33.3	32.2	23.5	23.0	21.0	26.3
Other	7.8	7.1	0.0	6.9	11.8	8.0	10.5	6.1
County of commitment (%)								
Far Northern (serviced by Chico Parole)	5.9	4.5	0.0	3.5	5.9	4.6	10.5	9.0
Other Northern	76.5	37.4	73.3	38.0	76.5	29.6	79.0	54.9
Los Angeles	2.0	38.6	6.7	40.1	0.0	42.4	0.0	20.9
Other Southern	15.7	19.5	20.0	18.4	17.7	23.4	10.5	15.2
Commitment offense (%)								
Person	39.2	55.0	53.3	75.1	29.4	32.4	36.8	7.6
Property	37.2	32.1	13.3	11.6	47.1	55.7	47.4	78.7
Drug	17.6	8.8	33.3	11.2	17.7	4.8	5.3	6.5
Other	5.9	4.1	0.0	2.1	5.9	7.1	10.5	7.2
Category of offense (%)								
1-4	23.5	52.9	80.0	88.9	N/A	N/A	N/A	N/A
5	23.5	19.8	13.3	4.5	23.5	49.4	31.6	23.5
6	49.0	25.4	6.7	6.2	64.7	46.1	68.4	72.6
7	3.9	2.0		0.4	11.8	4.5	0.0	4.0
PCD interval (in months)								
Mean	17.1	23.3	25.8	29.5	14.1	14.6	12.8	17.2
Less than 12 mo. (%)	2.0	2.4	0.0	1.0	5.9	4.9	0.0	3.6
12 mo. or more (%)	98.0	97.6	100.0	99.0	94.1	95.1	100.0	96.4
Remaining confinement time in months								
Mean	54.7	64.3	72.0	75.7	49.8	48.7	45.3	45.1
Less than 24 mo. (%)	0.0	1.3	0.0	1.2	0.0	1.8	0.0	0.7
24 mo. or more (%)	100.0	98.7	100.0	98.8	100.0	98.2	100.0	99.3
Clinic (%)								
NRCC	88.2	46.8	73.3	46.3	88.2	38.7	100.0	70.4
SRCC	11.8	53.2	26.7	53.7	11.8	61.3	0.0	29.6

Table 4 presents characteristics of male juvenile court first commitments who were eligible by age (16, during the first year of LEAD, at point of program admission) and by offense category (5, 6, or 7) from July 1, 1992, through June 30, 1993. This is the same population of wards found in the last four columns of Table 3, the total population (minus parole violators) from which LEAD eligible wards must be found. For purposes of LEAD screening, all wards are considered to be at risk of substance abuse and no first commitments could have previously participated in LEAD. Thus, the only criteria not specifically accounted for in this table are recent serious violence, medical fitness, informed consent, YOPB approval, and need for specialized or intensive counseling. This population consisted of 1,026 wards, of whom 730 (or 71%) were not found eligible for LEAD after YA screening and/or YOPB review. If these figures accurately represent the eligible pool, then 730 wards were not eligible based on serious, recent violence; medical unfitness; lack of interest or unwillingness; lack of YOPB approval; or the need for specialized counseling.

Table 4 shows that wards who were found eligible for LEAD were: more likely to be white or African American and less likely to be Hispanic, more likely to be from northern counties, less likely to be committed for a person offense, less likely to be classified as a category 5 offender, more likely to have a shorter continuance, and more likely to come from the northern clinic than most other category 5, 6, and 7 wards combined. The distinction by geography is currently breaking down now that SRCC must generate enough wards to fill the southern LEAD program. The figures for commitment offense and category of offense suggest that there were quite a few wards who were not properly tapped by the screening process during the first year. For example, from column 4, if most of the 236 person offenders can be ruled out due to serious violence, that still leaves 405 property offenders, 37 drug offenders, and 52 other offenders to select from. It is unlikely that all of these wards would have been screened out based on the remaining criteria.

TABLE 4
Characteristics of Male Juvenile Court First Commitments
Eligible by Age and Offense Category
By Eligibility Determination through Screening and Board Approval
From July 1, 1992 through June 30, 1993

Characteristics	Total		Not Found Eligible by Screening and Board Approval		Found Eligible by Screening and Board Approval	
	n	%/mean	n	%/mean	n	%/mean
Age at admission (mean)	1026	17.2	730	17.2	296	17.2
Ethnicity (%)						
White	213	20.8	136	18.6	77	26.0
Hispanic	490	47.8	367	50.3	123	41.6
African American	245	23.9	168	23.0	77	26.0
Other	78	7.6	59	8.0	19	6.4
County of commitment (%)						
Far Northern (served by Chico Parole)	61	6.0	34	4.7	27	9.1
Other Northern	391	38.1	224	30.7	167	56.4
Los Angeles	360	35.1	302	41.4	58	19.6
Other Southern	214	20.9	170	23.3	44	14.9
Commitment offense (%)						
Person	264	25.7	236	32.3	28	9.5
Property	632	61.6	405	55.5	227	76.7
Drug	56	5.5	37	5.1	19	6.4
Other	74	7.2	52	7.1	22	7.4
Category offense (%)						
5	427	41.6	356	48.8	71	24.0
6	554	54.0	340	46.6	214	72.3
7	45	4.4	34	4.7	11	3.7
PCD interval (or continuance)						
Mean	1026	14.2	730	14.6	296	13.2
Less than 12 mo. (%)	46	4.5	36	4.9	10	3.4
12 mo. or more (%)	980	95.5	694	95.1	286	96.6
Confinement time remaining in months (mean)	1026	47.7	730	48.7	296	45.1
Judicial recommendation for LEAD (%)						
Yes	36	3.5	17	2.3	19	6.4
No	990	96.5	713	97.7	277	93.6
Clinic (%)						
NRCC	505	49.2	291	39.9	214	72.3
SRCC	521	50.8	439	60.1	82	27.7

Table 5 presents the other available recruitment pool for LEAD—male juvenile court parole violators who were 16 or older and who were violated during the same time period. There were 950 such parole violators during this 12-month period, excluding a handful of wards who were violated a second time or who had participated in the LEAD program. Of these 950 parole violators, only 48 (or 5%) were found eligible for LEAD.

TABLE 5
Characteristics of Male Juvenile Court Parole Violators Eligible by Age
By Eligibility Determination
From July 1, 1992 through June 30, 1993

Characteristics	Total		Not Found Eligible		Found Eligible	
	n	%/mean	n	%/mean	n	%/mean
Age at admission (mean)	950	19.8	902	19.9	48	19.2
Ethnicity (%)						
White	177	18.6	168	18.6	9	28.8
Hispanic	411	43.3	396	43.9	15	31.2
African American	301	31.7	278	30.8	23	47.9
Other	61	6.4	60	6.7	1	2.1
County of commitment (%)						
Northern Region	443	46.6	417	46.2	26	54.2
Southern Region	507	53.4	485	53.8	22	45.8
Violation offense (%)						
Person	186	19.6	179	19.8	7	14.6
Property	164	17.3	154	17.1	10	20.8
Drug	124	13.1	118	13.1	6	12.5
Other	476	50.0	451	50.0	25	52.1
PCD interval						
Mean	950	10.4	902	10.4	48	10.2
Less than 12 months (%)	430	45.3	401	44.5	29	60.4
12 months or more (%)	520	54.7	501	55.5	19	39.6
Remaining confinement time						
Mean	950	26.9	902	26.6	48	33.3
Less than 12 months (%)	216	22.7	212	23.5	4	8.3
12 months or more (%)	734	77.3	690	76.5	44	91.7

Table 5 shows that the violators found eligible were: more likely to be African American and less likely to be Hispanic, more likely to come from the northern parole region, and more

likely to have a little shorter PCD interval than the violators who were not found eligible for LEAD. Since parole violators are all classified category 7 offenders, one must look at their violation offenses to estimate the likelihood of recent serious violence. Table 5 shows that about half of these parole violators (476 of 950) were returned for "other" (usually technical) offenses and relatively few were violated for person offenses, the most likely violent violation offenses. Of the 476 returned for "other" offenses, only 25 (or 5%) were found eligible for LEAD. These figures suggest that parole violators are a relatively large, but untapped, source of LEAD eligible wards.

Institutional Phase at Preston

The lodge. Hawthorne, the LEAD living unit or lodge, occupies a central location at the Preston School of Industry, one of the Youth Authority's nine institutions located in the rolling foothills of the Gold Rush town of Ione. Three LEAD classrooms, the gym, and the central dining room are located a short march away. A path that can be used for running extends over much of the inside perimeter of the institution's security fence. Were it not for the hills, one could see the lodge from almost any vantage point along the path. A diagram in Appendix K shows that no other living unit at the institution could be more of a "fish bowl."

The lodge and most Preston buildings are made of brick and stone and date back to the 1950s. They are generally attractive and nicely landscaped, but their fixtures are old and lodge furnishings are Spartan. Hawthorne is essentially divided into two sections—a large dormitory of about 2,200 square feet, furnished with triple bunks and four small tables with attached seats; and a dayroom area of about the same size, with partitions at one end for the communal toilets, urinals and showers, partitions at the other end for two offices, and a small dogleg section off the bathroom end, with ward lockers and some storage rooms, from which one enters the dorm.

One typically enters the lodge towards the bathroom end of the dayroom side, near the counselor's station, in full view of the 60 ward chairs usually arranged to face the station. The room is also furnished with several more small tables with attached seats, arranged in front of the

offices and behind the chairs. The offices each have a desk, several old chairs (mostly folding), some storage shelves and lockers. The dayroom and dorm are virtually always clean and neat, or being cleaned; the offices are usually busy; and the single computer sees a lot of action from counselors who keep records on various cadet activities and behaviors. No matter how many cadets are present, there is typically a good "tone" on the living unit. One rarely sees a cadet who is not doing assigned paperwork, shining shoes, ironing clothes, listening or waiting for orders. A TV is rarely played, and then, only for educational purposes.

Staffing. In keeping with the military model, the program is run primarily by 12 TAC officers (or TACs), staff classified for civil service purposes as Youth Counselors, the primary position used on other YA living units, as well. TAC stands for teach, advise, and counsel—key elements of the officer role, as defined in the TAC Standard Operating Procedures (SOP), taken in large part directly from army manuals. According to LEAD's original TAC SOP (currently under revision by LEAD staff), "...the most important element of the LEAD program environment is the role of the TAC Officer." As discussed earlier, this is partly because LEAD selected a military leadership training model, as opposed to a basic training model. Thus, it is the TACs' role to teach leadership, and its attendant good qualities, (again from the SOP) "...in the broadest possible context....[in] every word and action; every grimace, inflection of voice, and body posture; every rule, policy and sanction." Regarding image, the TAC "...is the embodiment of personal discipline, forceful military bearing, moral and physical strength, professional competence, dedication to duty; the very qualities he [or she] desires to be in his [or her] cadets."

The role of the TAC is emphasized here because it is an element of LEAD that is explicitly and theoretically related to the manner by which LEAD could expect to reduce recidivism. It can happen especially in two mutually reinforcing ways. One way is through the "referent power" of the TACs, the possibility that cadets will identify with TACs and emulate their good qualities. According to the TAC SOP, "referent power is the most effective resource for the change of attitude, motivation, and commitment to excellence..." The other way is by internalizing the external discipline of the program as self-discipline. Again, according to the SOP, this process is

possible through the successes cadets experience in the training, as well as through their identification with the TACs. It is interesting that Toby and Pearson (1992) were able to extract these same ideas from the juvenile boot camps currently being studied with U.S. Department of Justice funding.

Of the 12 TACs who opened the program in September 1992, ten were still working on LEAD at the end of the first year. TACs report directly to a sergeant, a position filled by a YA Senior Youth Counselor. The sergeant and a YA Senior Youth Counselor have very similar supervisory responsibilities. The Sergeant reports to a Captain, a position filled by a YA Treatment Team Supervisor with essentially the same function. LEAD is also staffed by a full-time Institutional Parole Agent, a Staff Psychologist, three Teachers, standard Group Supervisor positions (who stand watch at night), two part-time field Parole Agents from the Parole Branch (called liaison agents), an Office Assistant (for clerical assignments), and a number of support staff (such as Special Education Teachers) who have provided additional services to the program. The one Program Administrator in charge of all special units at Preston is ultimately responsible for the administration of LEAD (under the Superintendent, of course). Both the Captain and the Staff Psychologist report directly to the Program Administrator. Figure 2 presents an organization chart for the Preston LEAD program.

Costs. The departmentally budgeted, enhanced, ongoing annual costs of the LEAD program at Preston are presented on the first page of Appendix H. Enhanced costs are costs that are over and above the standard living unit costs of a 50- to 60-bed unit. This budget indicates that the additional positions—the Psychologist, five Youth Counselors, a full-time (rather than a half-time) Parole Agent and Office Assistant—are the most expensive items in the LEAD budget. The budget also indicates that the unit is expected to have extra operating expenses.

Figure 2
ORGANIZATION CHART
PRESTON SCHOOL OF INDUSTRY
LEAD PROGRAM

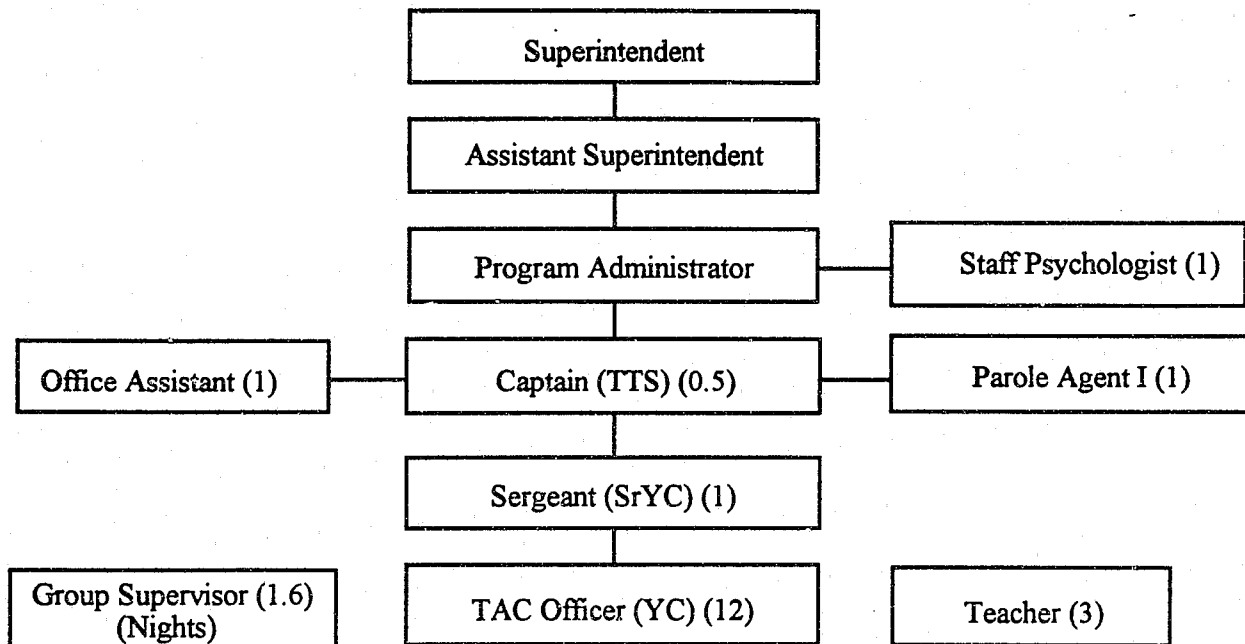


Table H-3 (in Appendix H) presents a summary of the first fiscal year's total costs for LEAD, after partial year adjustments. The fiscal year expenses represent over two months of start-up costs, as well as adjustments for the unit that was closed to open LEAD. This table also presents the projected costs that LEAD is expected to save (over time). "Bed-savings projections" are estimated figures for a program expected to reduce institutional costs by lowering lengths of stay.

In summary, information from the departmental Budget Office (as displayed in Appendix H) indicate that: (1) the overall enhanced budget for the LEAD program was about a million dollars for the first year; (2), the budget for the institutional phase was about a half million dollars;

and (3) the actual additional yearly costs of LEAD were paid for by \$529,000 in Institutions & Camps redirected funds, and funds that are expected to be returned in bed savings over time.

Treatment/Training. Wards enter LEAD in platoons of 15 on a monthly predetermined schedule and, if all goes well, they are graduated exactly 4 months later, again on a predetermined date. The living unit is furnished for 60 wards so, since 15 complete the program each month and 180 complete the program each year (or are dropped from the program), the ward population turns over three times a year. During the first year, precisely 15 wards entered LEAD on schedule every month and, through September 30, 1993, 107 were graduated and paroled, mostly on the 4-month schedule but occasionally after 5 months (which is permitted in "exceptional" circumstances by the legislation). Due to the graduated intake process the first year, only 150 could have completed the program through September 30, 1993. Since platoon cohesion and teamwork are part of the training program, wards who are dropped from a platoon are not replaced.

The treatment and training program is organized in monthly phases, visually reinforced by the cadets' color-coded T shirts and caps—gold for the incoming platoon, black for the cadets in the second month of training, silver for the third month, and green for the graduating class. A ceremony marks promotion in color, as well as merit awards received during the preceding month. The education program has monthly phases, with cadets attending a class on health and employment issues the first month, on victim awareness and social issues the second month, and on practical math skills and family issues/parenting the third month.

During the fourth and final month, cadets spend part of their time helping on community service activities (institutional landscaping and cleanup; community landscaping and cleanup, at local parks, for example; public speaking engagements for such purposes as informing high school and university students about LEAD and providing orientation to incoming wards at the northern clinic). The other part of their time is spent completing and refining their Life Plans (a narrative account of their past, present, and expected future lives, to include detailed sections on their present values and future plans to handle such issues as drug use, sexual relationships, families,

any subsequent education or training, finances, work, and community service) and preparing their upcoming Board appearance and specific parole arrangements.

The LEAD treatment and training program includes many elements, with both an individual and a group (or team) focus, and it requires elaborate daily, weekly, and monthly schedules. Appendix I, for example, presents a recent weekly events calendar of major daily activities, which begin with reveille at 6:00 a.m. and conclude (with showers and clean-up) by 10 or 11 p.m., depending on platoon. Even casual observations of the program reveal that cadets (and staff) are almost always busy. In addition to the educational program, the community service activities, and the pre-parole planning already mentioned, cadets—by platoon or company—attend 2-hour evening substance abuse training sessions conducted by selected TACs, participate in daily physical training and drill and ceremony exercises, prepare school and counseling assignments, and help with lodge clean-up (including army-style bed and locker maintenance) during regularly scheduled time periods. Other group activities are also added or included from time to time, such as a fine arts class (using an institutional program) and employment counseling with a Vista volunteer. The Sergeant and Psychologist, in particular, have had a keen eye out for additional useful program elements.

Many individually designed activities have also been incorporated into the LEAD program. Of particular note are many tutoring arrangements (with special education teachers and community volunteers, as well as with peers), special counseling sessions with TACS or the Psychologist, and a bereavement therapy group (developed and conducted by the Psychologist in cycles of six to eight sessions). These individually designed activities speak to the nature of the cadet population, as it has emerged in LEAD. The unusually intensive focus on treatment has brought many characteristic problems quickly to light. As with other YA populations, relatively sizable groups have poor academic skills and/or need special education services.

Psychological issues have emerged prominently, as well. The bereavement groups were developed early on in response to the many cadets who had experienced tragic losses among their families and friends. Although the group sessions are closed and confidential, cadets openly and

spontaneously express their appreciation for grief therapy in the research-conducted ward interviews. Five cadets have been spotted by staff as especially needy of specialized psychological counseling services and have been transferred to a Specialized Counseling Program (SCP) or an Intensive Treatment Program (ITP) from LEAD. An additional cadet, with similarly identified needs, was not referred to parole following graduation and was subsequently transferred to an SCP. These wards have not tended to appreciate such transfers (since it means that they lose the advantages of LEAD's short-term program). This has led to many discussions among LEAD, clinic, and research staff regarding the type of psychological screening that should occur for LEAD.

Each platoon is divided into three caseloads, evenly distributed among three TACs. TACs retain these caseloads over the entire program and often express a special interest in a platoon that includes their own caseloads. The TACs for each platoon are particularly responsible for observing and documenting the attitudes, behaviors, and accomplishments of the cadets in the platoon they share. Some rely especially on the Daily Cadet Observation Form, which has been presented in Appendix J by way of illustrating the focus of planned observations. At the end of each month and for the graduation ceremony, TACs submit names of cadets who should receive merit badges. Awards are currently given for: academic achievement, personal appearance and hygiene, time running the obstacle course, work in the Design for Living program, personal initiative, drill and ceremony skills, leadership ability, physical training, and most improvement over 4 months.

Table 6 presents some characteristics of LEAD cadets from the first 12 platoons, the platoons that entered during the first full year of program operation (from September 1992 through August 1993) and of their program participation through September 30, 1993. Table 6 shows that 107 cadets were paroled from LEAD during this time period. Although these cadets amounted to 59% of intake during the first year, they were 71% (107 of 150) of the cadets who could have paroled during the year (due to the graduated intake process of 15 wards per month).

TABLE 6
Characteristics of the First 12 Platoons and of
Their Program Participation
Through September 30, 1993

Characteristics	<u>n</u>	%/mean
Age at admission (mean)	180	17.5
Ethnicity (%)		
White	46	25.6
Hispanic	77	42.8
African American	47	26.1
Other	10	5.6
Parole violator status (%)	26	13.5
Clinic (%)		
From NRCC	128	71.1
From SRCC	52	28.9
Months in program (mean)		
Paroled from LEAD	107	3.9
Dropped from LEAD	45	1.7
Program departures (%)		
Paroled from LEAD by September 30, 1993	107	59.4
Total Dropped from LEAD	45	25.0
Gang-related activity	12	6.7
Lack of motivation	11	6.1
Assaultive; for fighting	7	3.9
Psychological reasons	5	2.8
Voluntarily quit	3	1.7
Low intelligence; poor social skills	2	1.1
Not paroled	2	1.1
Out to court	1	0.6
Medical reasons	1	0.6
Caught sniffing	1	0.6
Still at LEAD on September 30, 1993 and not yet eligible for parole (%)	28	15.6
Total intake	180	100.0

Note. The 107 cadets who were paroled from LEAD during the first year of operation were 71% of the 150 cadets who could have been paroled (based on a 4-month program) through September 30, 1993.

Forty-five cadets were dropped from the program during the first year, for various reasons specified in Table 6. Of these 45 dropouts, 42 came from the platoons 1 through 10 that could have been paroled from LEAD through September 30, 1993. Therefore, there was a 28% dropout rate (42 of 150) during the first year of operation.

Under the "dropped" group, we see that gang-related activity, assaultive behavior, and lack of motivation are prominent reasons for being dropped from the program. While strictly voluntary departures were not permitted, two wards quit in circumstances involving other issues, and one ward filed a grievance to leave (which he won). In the latter case, it is interesting that the ward was apparently influenced by the lack of a home to return to on parole. Two cadets were not paroled following completion of the program—one due to psychological counseling needs (for which six months were added to his continuance) and one due to poor programming. Five wards were transferred out of the program for psychological reasons and placed in an ITP or SCP for further treatment. While these decisions were justified on the basis of treatment needs (and have also been used to bolster the screening requirements for LEAD), it is interesting that not one ward from the control group was transferred to an ITP/SCP during the first year of LEAD. (One control ward was transferred to an ITP/SCP in October 1993.) This suggests that the additional treatment staffing and focus of LEAD have the unintended consequence of "producing" some types of additional institutional treatment programming.

Parole Program

Guidelines/goals. Program guidelines, as found in the LEAD Institutions and Camps and Parole Manual, are based on a "program philosophy" of: "providing the highest quality of services available;" offering services "designed to enhance each LEAD parolee's leadership, esteem, ability and discipline goals as they directly relate to his reintegration back into the community;" developing alternative services to meet LEAD parolee needs; assuming a positive, proactive role; and developing community support for the LEAD program, as well. In straightforward language,

the underlying goals here are to use every legitimate strategy consistent with public safety to help LEAD parolees survive on the streets and avoid revocation.

Liaison agents. The LEAD parole program actually involves both phases of LEAD. Parole provides two "liaison agents" to the institutional phase. These agents work part-time at the institutional site, meeting cadets when they first enter LEAD, working with them, and acting as a "crucial communications link between cadets, institution personnel, and field parole staff." This is the link that is to assure the promised "continuum of treatment" from institution to field parole. From the beginning of LEAD, the same two liaison agents—one from Stockton Parole, the other from Sacramento—have filled these roles. They work as a team, sharing caseload responsibilities for each platoon (with seven cadets for one agent each month and eight the next). Liaison agents attend case conferences, review Life Plans, and provide realistic input from a parole perspective. They make contact with cadets' field parole offices early on and keep them informed on cadet progress. On occasion, they help out with arrangements for difficult parole placements or services.

The liaison agents at Preston also supervise the LEAD parolees on intensive parole in their respective offices. Their field work comprises roughly the other half of their work. Preston staff have expressed great appreciation for the work that these agents have done and for actually bridging the gap between institution and field parole. For example, one of the agents worked out a special placement in another community for a LEAD cadet because his family did not want him to return home. So far, the arrangement has worked out well, but it has involved a lot of Parole Agent attention.

Intensive parole phase. The intensive parole phase is defined by a "casecount credit" of 3.5 for six months per LEAD parolee and by three levels of service (by three geographic locations depending on parolee home—either urban or suburban, rural or outlying, or remote). The casecount credit is 3.5 per LEAD parolee, the "equivalent" of a 15 to 1 caseload if the parole agent only had 15 on his or her caseload. So, for example, if a regular Parole Agent with a standard caseload of 52 were to receive a LEAD parolee, he would receive a 3.5 credit and

should not then have more than 48 or 49 other parolees to supervise. The specified service levels in urban or suburban locations call for: two contacts per week for the first 60 days, one per week for the next 4 months (with some credit for indirect contacts from resource providers); two random drug tests per month; and other "fundamental" and "optional" specified services, as needed. The other locations call for somewhat reduced numbers of contacts, but essentially the same high quality service/intervention program.

Information from the parole agent interviews and conversations with agents during follow-up phone contacts, indicate that the 15 to 1 ratio has not always been implemented and that "sheer numbers" make the 3.5 credit mathematically, but not practically, correct in all cases. For example, one energetic reentry/LEAD agent had an actual caseload of nine at the time of the interview and was able to find time to visit LEAD cadets (from her area) in the institutional program, as well. Another had 43 on his caseload but was finding it difficult to keep up with the specialized services for LEAD parolees. Further, it took a while for the spirit and philosophy of LEAD to be transmitted to all LEAD agents during the first year. For example, when asked why his contacts were so few, one agent stated that his workload of 50 other parolees was too demanding to permit so many contacts.

As discussed in the Evaluation Design section, some of the data from the impact evaluation were tabulated to determine the levels of services actually being provided in the intensive parole phase (compared to standard parole service). Table 7 presents some of these data, characteristics of wards in the impact study group by program (either LEAD or control group) through the first seven platoons (and the first seven control groups). Recall that the study group is composed of all the randomly assigned wards for the impact study, roughly half of whom were sent to LEAD and half of whom were sent through regular YA institutional programming (as a control group). Thus, differences that are observed in program services, lengths of incarceration, and other program characteristics by group can almost certainly be attributed to the package of LEAD interventions and policies. The first seven platoons and their controls were

selected for this table because these were the only platoons that were paroled at least a month before the end of the first year of LEAD operation.

TABLE 7
 Characteristics of Impact Study Wards
 (Platoons 1 through 7 and their Controls)
 And of their Program Participation by Group
 September 1992 through March 1993

Characteristics	LEAD		Control	
	<u>n</u>	%/mean	<u>n</u>	%/mean
Age at admission (mean)	103	17.5	103	17.3
Ethnicity (%)				
White	28	27.2	24	23.3
Hispanic	43	41.7	44	42.7
African American	25	24.3	26	25.2
Other	7	6.8	9	8.8
YA admission status (%)				
First commitment	91	88.4	94	91.3
Parole violator	12	11.6	9	8.7
Months from current admission through September 30, 1993 (mean)	103	12.1	103	12.0
Paroled before September 30, 1993				
Yes	83	80.6	52	50.5
No	20	19.4	51	49.5

Note. There were 103 wards total in these groups (instead of 105) due to screening errors that were detected after random assignment procedures (on a single occasion). The problem was resolved by permitting all 15 selected wards to remain in the program, but removing the wards with possible screening errors from the study. This resulted in only 13 study wards in a platoon one month.

Table 7 shows that the two groups are quite comparable, as expected. For example, the mean months since date of admission to the YA (for the commitment or violation that put them in the LEAD study) was 12.1 for the LEAD group and 12.0 for the control group. Table 7 shows that this sample of the LEAD group had 83 parolees by September 30, 1993, compared to 52

parolees for the control group, a difference that can obviously be attributed to the shorter institutional length of stay for the LEAD program.

Returning now to the issue of LEAD intensive parole, Table 8 presents parole contacts, drug tests, and time on parole through September 30, 1993, for three groups—all parolees from the LEAD group as found on Table 7, a subgroup of parolees from the LEAD group (the ones that were referred to LEAD intensive parole), and the parolees from the control group from Table 7. The LEAD group is divided because five wards from the group were dropped from the institutional phase of LEAD, yet paroled during the first year. These five were not referred to the LEAD parole phase, however, so it would be unfair to include them with all LEAD group parolees when making comparisons regarding intensive parole services. This table shows that, on average, LEAD parole provided more contacts in the first month, more contacts in the second month, and more average contacts per month (in spite of a longer time on parole) than regular parole. It also shows that, on average, LEAD parolees were subjected to more drug tests per month and were on parole over 2 months more than controls.

A comment on the differences in lengths of parole by group and on group comparability is in order here, in view of the considerable interest in making quick judgments about the effectiveness of LEAD, particularly in regard to measures of recidivism. This table clearly shows that the total LEAD group and the control group—that is, the comparable groups for measures of recidivism—are not yet nearly comparable in composition or in sufficient periods "at risk." Specifically, the 52 parolees in the control group would be different in important ways from the 83 parolees in the LEAD group. After all, the 52 control wards had to "earn" their parole without benefit of a planned short-term program. Further, sufficient time must elapse to establish comparable periods at-risk. Table 8 shows that the control group is not only much smaller (despite initial comparability in size), but represents only an average of 3 months at risk, compared to 5.6 months for LEAD. At the time of the first scheduled impact study (at the end of 1994), sufficient data are expected for some preliminary findings on recidivism.

TABLE 8
Parole Contacts, Drug Tests, and Lengths of Parole
For All Impact Study Wards Paroled Through September 30, 1993
(From Platoons 1 through 7 and Their Controls)
By LEAD, a Subgroup of LEAD, and Control Groups

	LEAD (n=83)		LEAD on Intensive Parole (n=78)		Control (n=52)	
	n	mean	n	mean	n	mean
<u>Parole contacts</u>						
Face to face (1st mo.)	82	6.0	77	6.0	43	4.1
All other (1st mo.)	82	6.2	77	6.0	43	4.4
Face to face (2nd mo.)	82	3.9	78	3.9	35	2.5
All other (2nd mo.)	82	5.3	78	5.4	35	3.2
Face to face (per mo.)	81	6.1	76	6.3	49	4.6
All other (per mo.)	81	10.4	76	10.7	49	0.3
<u>Drug tests</u> (per mo.)	82	1.5	77	1.5	48	0.9
<u>Months on parole</u> (through September 30, 1993)	83	5.5	78	5.6	52	3.0

Note. Five wards who were dropped from LEAD were, nonetheless, paroled before September 30, 1993. Thus, there were 83 wards from the original LEAD group on parole, but only 78 referred to LEAD's intensive parole phase following graduation from LEAD. Fifty-two of the control group were paroled during the same time period. The differences in numbers for the various measures in this table are due to missing data, usually because of insufficient time on parole. For example, 18 of the control group had not been on parole long enough for a measure of contacts during a second month.

Table 9 presents some of the other services and interventions for LEAD parolees during the first year. Over the short term, at least, there have been some success stories that appear partially due to these and other interventions. In particular, temporary detention, combined with counseling or "restructuring," worked for at least three parolees; alternative placements have almost certainly made a difference for four of the parolees; and referrals to short term residential drug treatment facilities have appeared to be an appropriate relapse-management strategy for another four parolees. Two parolees have also been successfully placed in group or foster homes, in one case supplemented by family counseling for eventual family reunification.

TABLE 9
Other Services and Interventions for LEAD Parolees
(from Platoons 1 through 7)
January 1993 through September 1993
(n=83)

Other services and interventions	n	%
Substance abuse counseling	38	45.8
Employment referrals	35	42.2
Temporary detention/Corrective Action Plan (CAP)	30	36.1
Alternative placements	18	21.7
Fouts Springs/El Centro	11	13.3
Community volunteer work	8	9.6
Electronic monitoring	3	3.6
Day reporting program	2	2.4

Note. The numbers and percents in this table represent the numbers and percents of parolees who received each service/intervention. Parolees could receive more than one, or none, of the services and interventions listed.

It is interesting that alternative placements have appeared appropriate, or necessary, for 22% of this first group of parolees. In fact, one of the more difficult problems faced by LEAD's strictly defined short-term length of incarceration is finding places for everyone to live at the end of 4 months. It should also be noted that out-of-home placement does not work for everyone who has a troubled but available home. At least one parolee refused to leave an unpromising home environment but has had a successful parole. In summary, LEAD parole agents have clearly provided more service and intervention than currently available on standard parole.

Program Assessment

This part of the Findings section assesses the LEAD implementation in terms of two questions: (1) are the initial goals guiding the program, and (2) how is the program working? Two major goals were specified in the authorizing legislation: reduce recidivism and reduce the costs of incarceration. The latter "cost savings" goal is likely the driving force behind boot camps all over the country. Each of these goals will be discussed in turn.

Are The Initial Goals Guiding The Program?

Reduce recidivism. According to the enabling legislation, LEAD is to improve ward performance after release to parole and to prevent further ward incursion into the criminal justice system. Or, put succinctly, LEAD is to reduce recidivism. The legislation further specifies what the program is to do by way of accomplishing this goal. It is to promote leadership, esteem, ability, and discipline through a treatment continuum composed of a 4-month institutional phase and an intensive 6-month parole phase. The short-term institutional phase is to be based on a military model and is to include such discipline, educational, and vocational training; substance abuse prevention, esteem-building, and other activities; and final preparole activities as deemed appropriate and effective by the department. The intensive parole phase is to consist of 6 months of enriched services, defined as caseloads of not more than 15 parolees per agent; any services and strategies deemed appropriate and effective by the department, such as family counseling, drug testing, electronic monitoring, and job placement services; and a relapse-management strategy for wards at risk of failing, which may include short-term residential and noninstitutional placements.

This evaluation has found that the program, as specified in the enabling legislation, has been implemented. This program is outlined in the preceding section, Program Description. The evaluation also addressed the question of whether the program was designed and implemented with the explicit goal of reducing recidivism. Program activities were observed, program materials were read and analyzed, staff were interviewed, and wards were interviewed and surveyed regarding this question. Each of these sources of information will be presented and discussed in turn.

The program, as observed and documented, is a rich assortment of treatment and training activities set in an environment that wards perceive as safer and more disciplined (compared to the perceptions of control wards in other programs) under the guidance of staff who appear strict, yet nurturing. The program design, as laid out in the departmental program description (Department of the Youth Authority, 1992) and various program materials, is not notably theoretical.

Implicitly, it seems to be based on the following assumptions: that program diversity, along with some individualized treatment, will reach more wards; that living in a structured environment will rub off as self-discipline; and that a variety of constructive skills, positive attitudes, and knowledge will "produce" less criminal activity. An exception here is the TAC SOP, discussed earlier, that suggests how cadets may internalize new values and behaviors—whatever the program may have to offer them—through relationships with the TACs. That is, the cadets are expected to identify with the TACs and emulate them.

Staff, as gleaned from their interviews, virtually all, implicitly or explicitly, expressed the goal of reducing recidivism by means of some specific treatment goal(s). Table 10 presents the most common staff responses to open-ended questions on major goals and ways to achieve them. For the purpose of this tabulation, responses were included if mentioned by 19% or more of the institutional or parole staff. Although institutional staff most commonly said that the program was to save money, they mentioned only treatment and training methods for achieving that goal. Apparently, then, they are expecting that the program will save money by reducing recidivism. The other goals and all the ways of achieving goals that were mentioned by institutional staff related to treatment, which is implicitly designed to reduce recidivism by means of a correctional program.

Table 10 shows that most parole staff specifically said that reducing recidivism was a major goal of the LEAD program. Most parole staff said that this goal would be achieved through intensive supervision and more parole services. A third of the parole staff interviewees also said that a closer relationship with parolees would help to achieve lower recidivism.

A brief analysis of ward interview data for an earlier paper (Bottcher, 1993), found that wards generally liked the program and found it personally beneficial. For this report, ward responses to the LEAD program and environment (from selected survey items from the impact study data) are presented, by study groups, as described in the Evaluation Design section. Figure 3 presents responses to questions on staff support by LEAD and control groups. The first chart in the figure, for example, graphically shows that, on average, LEAD wards, compared to control

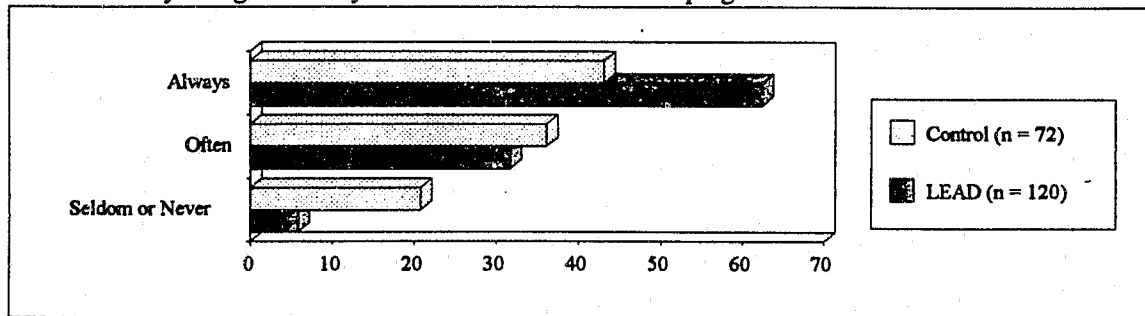
TABLE 10
Most Common Staff Responses to Open-ended Questions on Major Goals and Ways to Achieve Major Goals

	<u>n</u>	<u>%</u>
<u>What are major goals</u>		
Institutional staff (n=21)		
Save money	13	61.9
Teach discipline	11	52.4
Build self-esteem and confidence	9	42.9
Improve social relationships	7	33.3
Provide drug abuse education	6	28.6
Teach responsibility	4	19.0
Parole staff (n=9)		
Reduce recidivism	6	66.7
Provide short intensive institutional program	2	22.2
Emphasize self-esteem and leadership	2	22.2
<u>Ways to achieve major goals</u>		
Institutional staff (n=21)		
Military training and structure	13	61.9
Education components (or selected components)	9	42.9
Design for Living	9	42.9
Motivational techniques; high staff expectations	8	38.1
Physical training	7	33.3
Good staff; role modeling	6	26.6
Discipline or structure	6	26.6
Diversity of program	4	19.0
Keep wards busy	5	23.8
Expecting accountability or responsibility	4	19.0
Build self-esteem	4	19.0
Parole staff (n=9)		
Intensive supervision	7	77.8
More services, e.g., job referrals	6	66.7
Closer relationships with parolees	3	33.3

Note. The numbers and percents indicate the numbers and percents of staff in each group (institutional or parole) who spontaneously mentioned each goal or way to achieve each goal. Responses were only included if mentioned by about 20% or more staff in each group (that is, by four or more institutional staff or by two or more parole staff).

Figure 3
Proportions of LEAD and Control Wards in Each
Response Category on Questions Regarding Staff Support

The staff on my living unit really want wards to succeed in the program.

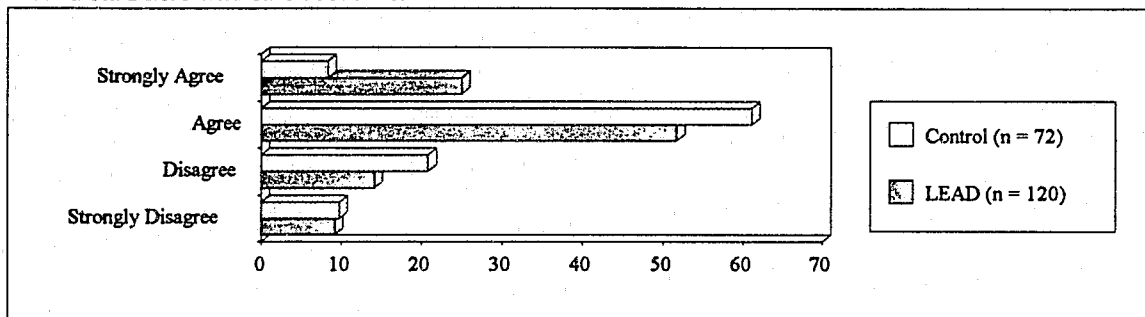


Chi-Square = 12.185

df = 2

p = < .01

I found staff here who care about me.

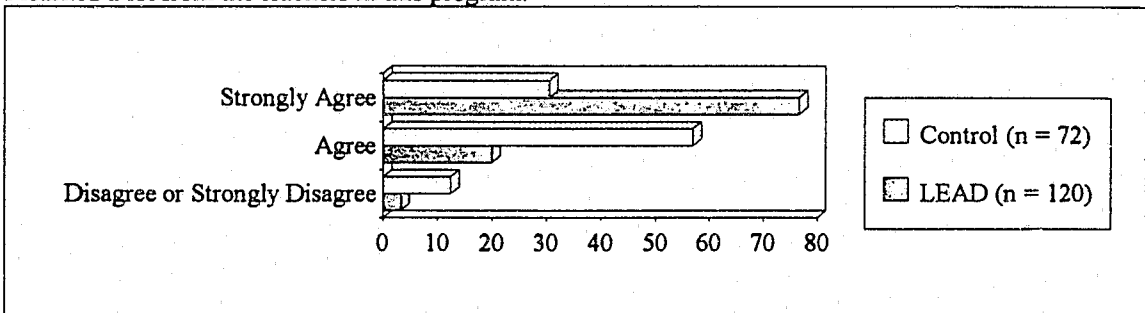


Chi-Square = 8.609

df = 3

p = < .05

I learned a lot from the teachers in this program.



Chi-Square = 39.842

df = 2

p < .01

Note. Questions from the prison environment inventory (presented in Appendix N) had four responses: never, seldom, often, and always. Questions from the ward survey (presented in Appendix M) had four responses: strongly agree, agree, disagree, and strongly disagree. Response categories were collapsed when necessary for valid chi-square tests (that is, when 25% or more of the expected frequencies were less than 5).

wards, more often felt that staff on their living unit really wanted wards to succeed in the program. The second chart shows that, on average, LEAD wards, compared to control wards, more often found staff who cared about them. Finally, the third chart shows that, on average, LEAD wards more strongly agreed that they learned a lot from their teachers than control wards did. These responses suggest that additional staff support is actually being delivered to the cadets in the LEAD program.

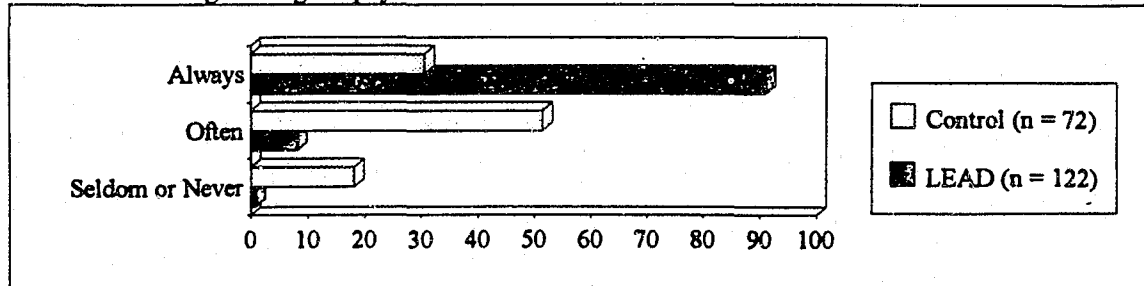
Figure 4 presents ward responses to questions on program activity. The final chart in the figure shows that neither group tends to find their Youth Authority program too demanding. Yet, the first three charts show that LEAD cadets, compared to control wards, are, on average, more likely to feel that they are able to get into good physical condition in their program, that they are not doing easy time, and that they like the challenges of their program. These responses suggest that the LEAD program is a more active, more challenging program.

Figure 5 presents ward responses to questions on self-discipline and leadership. The two charts graphically show that, on average, LEAD cadets, compared to control wards, feel that their program has helped them to be more self-disciplined and to take leadership roles. These responses indicate that the cadets are experiencing the intended treatment effects of the program, at least during the time that they are actually in the program.

Ward responses to questions on safety are presented in Figure 6. The three charts graphically show that, on average, LEAD cadet responses, compared to control ward responses, indicate less fear of being hurt by other wards, less need to associate with a gang to be safe, and fewer physical attacks on weaker wards in their living unit. These responses suggest that the LEAD program has been able to establish a safer environment. These responses are further strengthened by responses to other questions on the existence of racial problems on their living unit, prior gang affiliations, and feelings about other wards on their living unit (presented in Appendix M), all of which indicated no significant differences between LEAD and control groups.

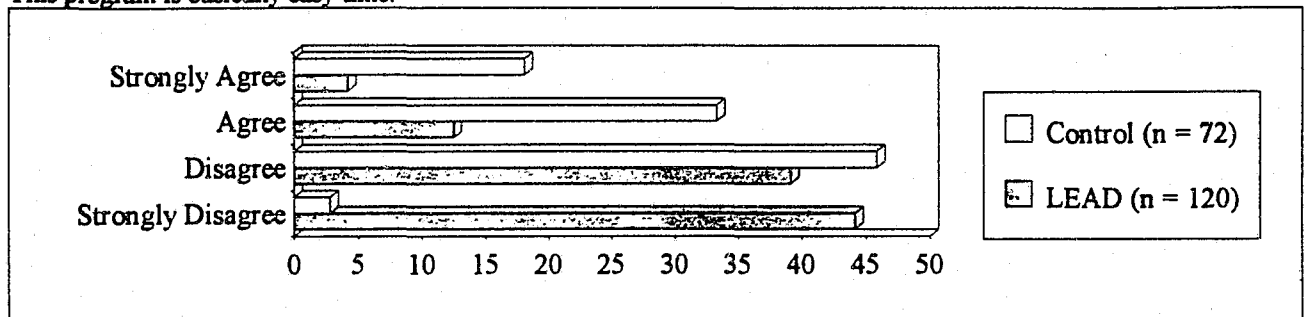
Figure 4
Proportions of LEAD and Control Wards in Each
Response Category on Questions Regarding Program Activity

Wards are able to get into good physical condition here.



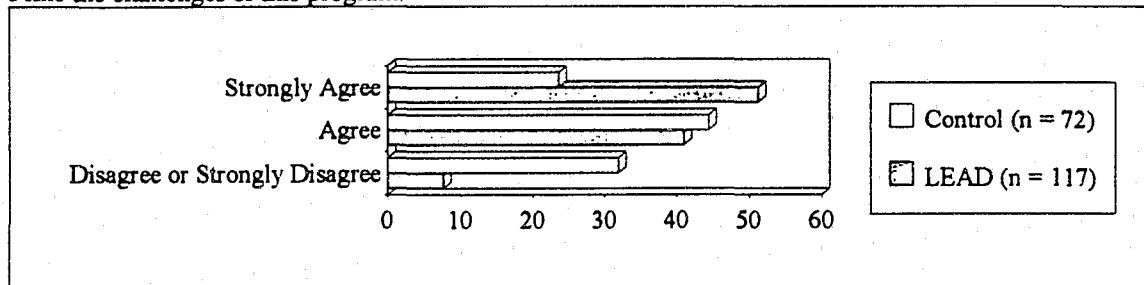
Chi-Square = 77.622 df = 2 p < .001

This program is basically easy time.



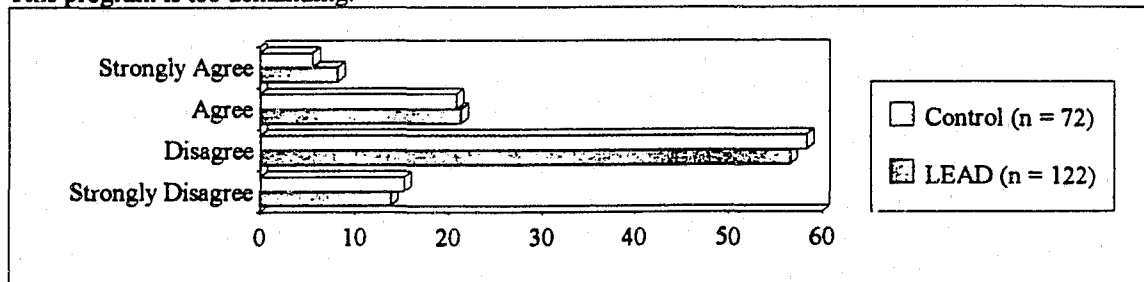
Chi-Square = 46.265 df = 3 p < .001

I like the challenges of this program.



Chi-Square = 23.983 df = 2 p < .001

This program is too demanding.

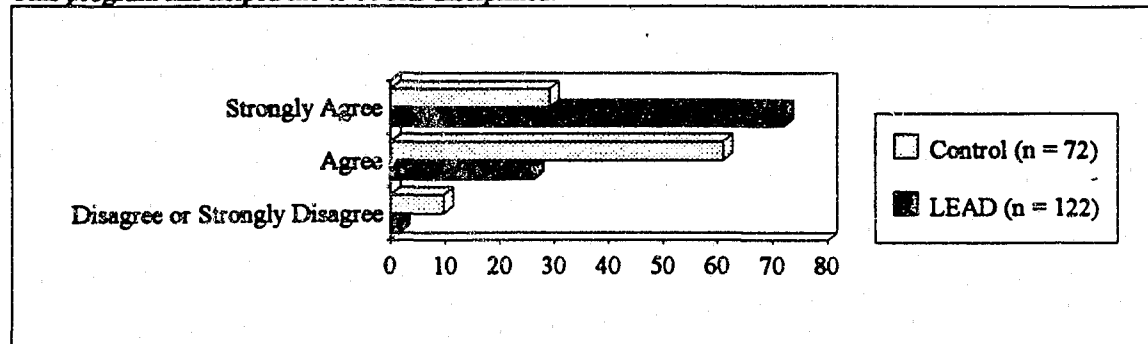


Chi-Square = 0.524 df = 3 NS

Note. See note on Figure 3.

Figure 5
Proportions of LEAD and Control Wards in Each
Response Category on Questions Regarding Discipline and Leadership

This program has helped me to be self-disciplined.

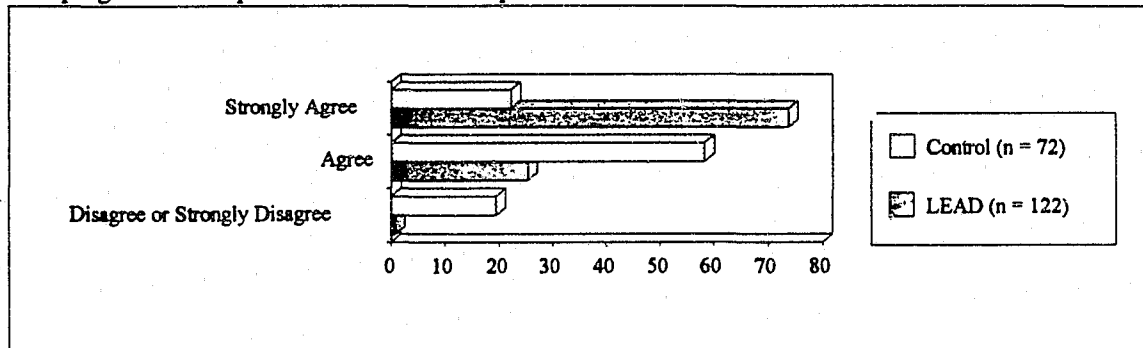


Chi-Square = 35.315

df = 2

p < .001

This program has helped me to take leadership roles.



Chi-Square = 55.376

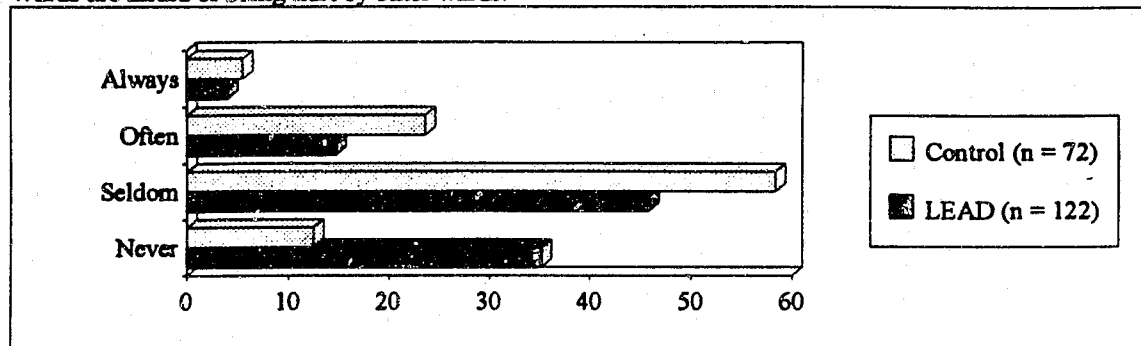
df = 2

p < .001

Note. See note on Figure 3.

Figure 6
Proportions of LEAD and Control Wards
In Each Response Category on Questions Regarding Safety

Wards are afraid of being hurt by other wards.

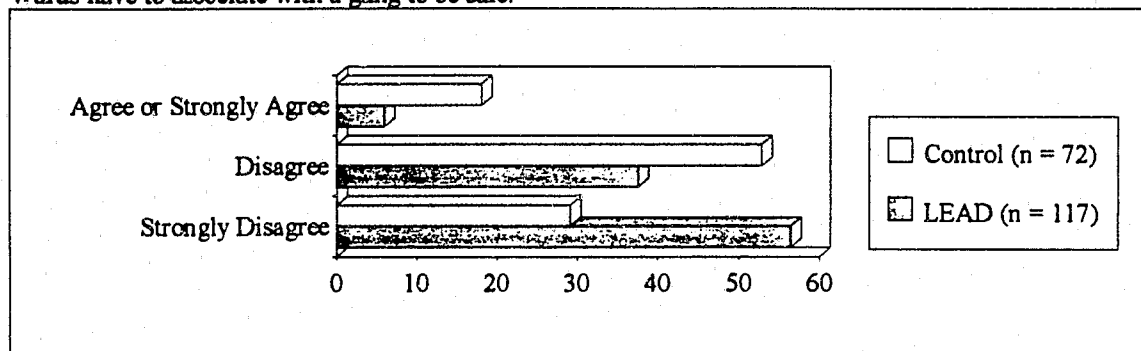


Chi-Square = 12.301

df = 3

p < .01

Wards have to associate with a gang to be safe.

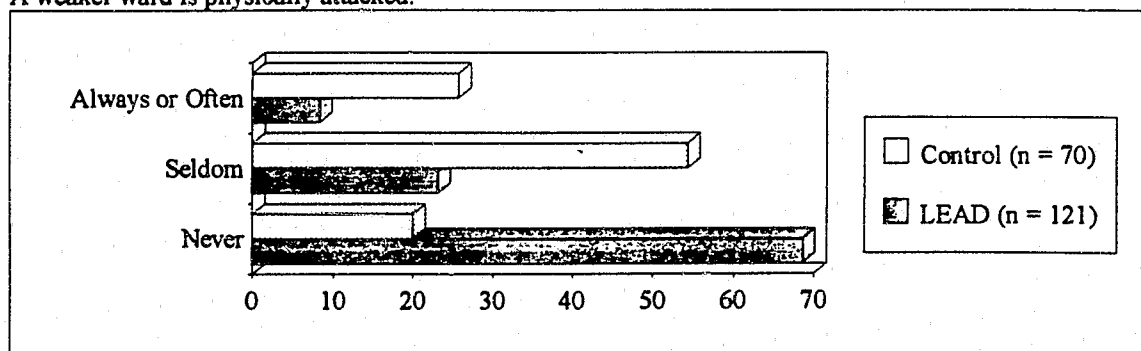


Chi-Square = 15.690

df = 2

p < .001

A weaker ward is physically attacked.



Chi-Square = 42.485

df = 2

p < .001

Note. See note on Figure 3.

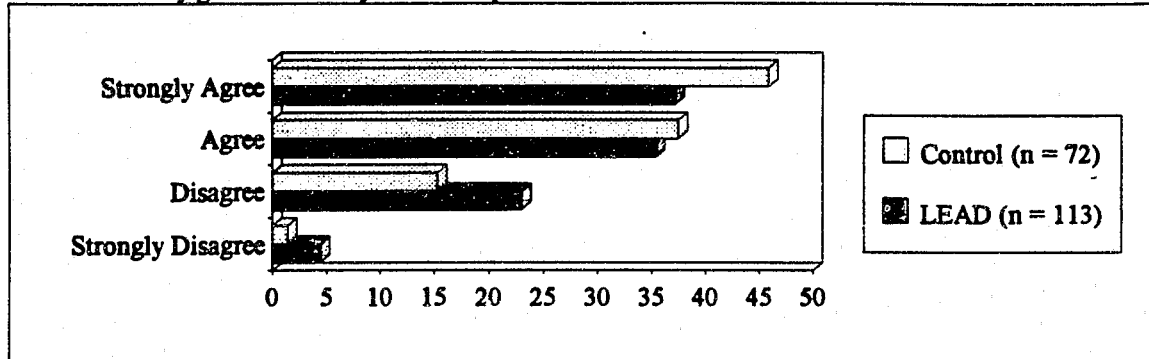
Figure 7 presents responses to questions on emotional abuse and fairness. These questions were specifically asked because of the potential for inmate abuse in boot camp programs. The first chart shows that both groups were likely to feel that some staff got carried away with their power over wards. The second chart shows that neither group typically reported being physically threatened by staff. However, the LEAD group was more likely to report physical threats than the control group. Specifically (as presented in Appendix N), 17% of the LEAD group reported that wards were "often" or "always" physically threatened by staff (compared to 6% of the control group) and 48% of the LEAD group reported that wards were "never" physically threatened by staff (compared to 68% of the control group).

The third chart in Figure 7 shows that about half of each group reported being embarrassed or humiliated in front of other wards. Although these responses may not be notably different by group [the chi-square test did not reveal a significant difference using conventional standards, but a t-test (not presented) of mean differences did], they are troublesome, nonetheless. The LEAD program is expected to promote self-esteem and it is specifically not expected to demean or humiliate anyone. Therefore, the fact that over half of the cadets reported such experiences is a cause for concern.

Finally, the last two charts indicate that, on average, neither group felt their program was too harsh or punishing and both groups felt the rules in their program were fair. Thus, Figure 7 indicates that the LEAD program is not unfair or too harsh, based on the opinions of most wards and compared to other living unit programs.

Figure 7
Proportions of LEAD and Control Wards in Each Response
Category on Questions Regarding Emotional Abuse and Fairness

Some staff really get carried away with their power over wards.

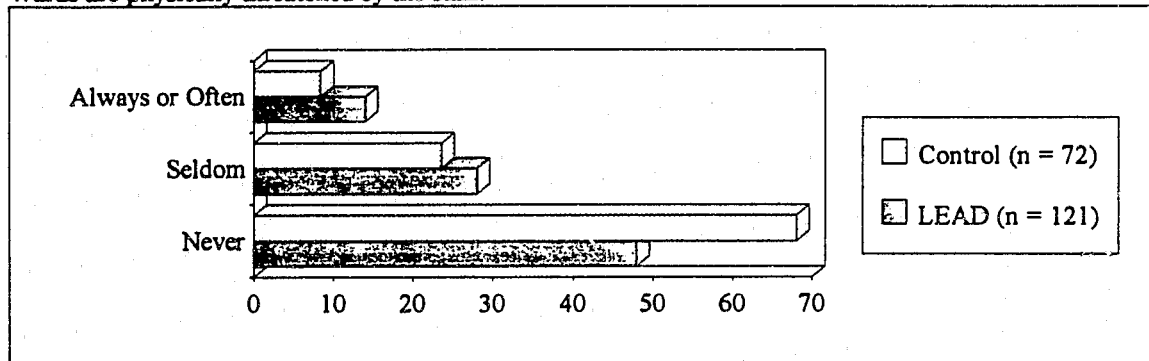


Chi-Square = 3.062

df = 3

NS

Wards are physically threatened by the staff.

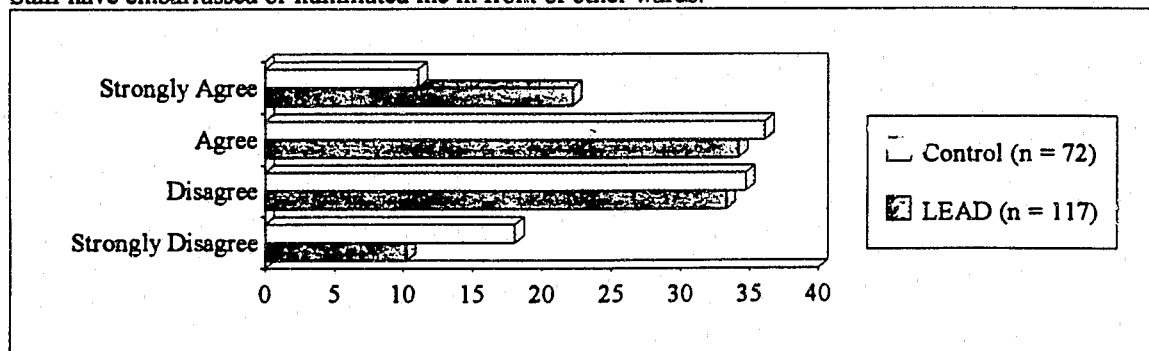


Chi-Square = 7.404

df = 2

$p < .05$

Staff have embarrassed or humiliated me in front of other wards.



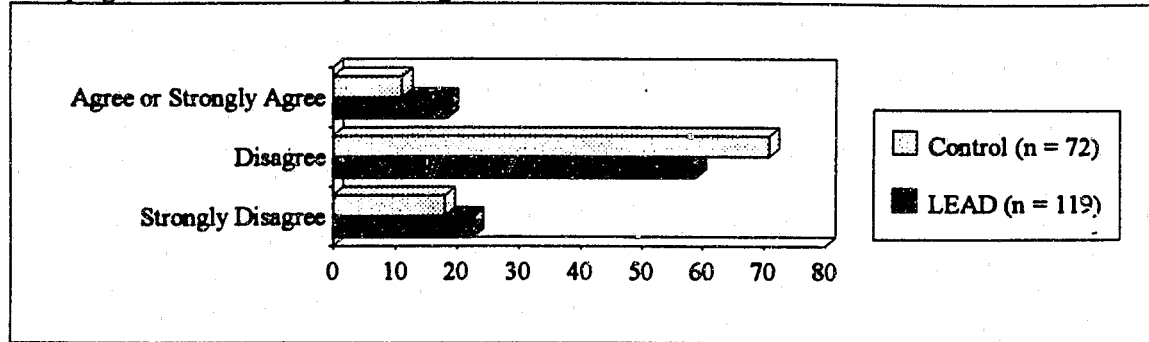
Chi-Square = 5.181

df = 3

NS

Figure 7 (Continued)

This program is too harsh and punishing.

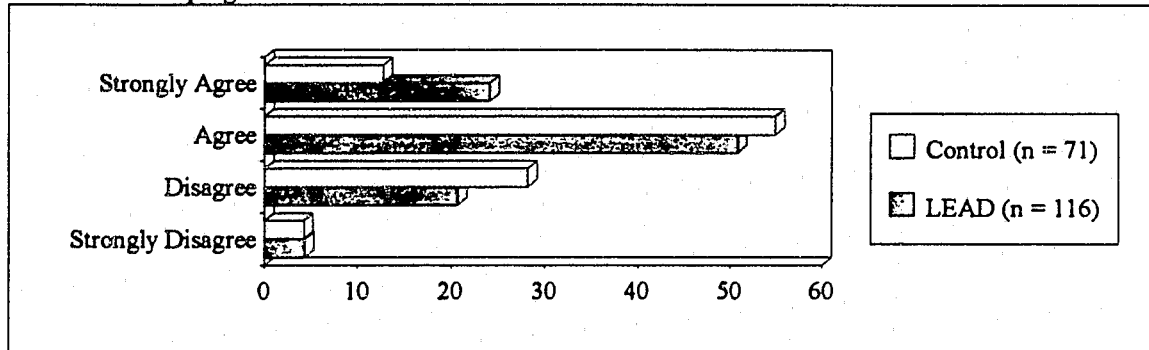


Chi-Square = 3.035

df = 2

NS

The rules in the program are fair.



Chi-Square = 3.929

df = 2

NS

Note. See note on Figure 3.

Cost savings. The second goal is cost savings. Cost savings can be achieved in two ways. They can be achieved by differences in lengths of confinement or they can be achieved by better (that is, lower) rates of recidivism. As discussed earlier, it is too soon to assess whether these differences are occurring or whether they assure cost-effectiveness. However, it should be noted that many factors work against the goal of cost savings at the level of the institutional program in the Youth Authority, at the level of field parole, and even at the departmental level. A number of these factors have been observed and documented over the course of our process and implementation evaluation this year.

One factor is a belief in the efficacy of institutional treatment for a very needy ward population. In their interviews, for example, 8 of the 21 institutional staff spontaneously mentioned the short length of LEAD as a problem. Only one other problem area was spontaneously mentioned by more of these staff. Even parole staff mentioned the short institutional program as a problem area. "It needs to be longer to sink in," said one Parole Agent.

A second factor is that wards are transferred out of a program when they are disruptive in one way or another. This phenomenon, sometimes called "bus therapy," was documented in Table 6 for the LEAD cadets during the first year. Of the 180 wards in the first 12 platoons, 30 to 35 were dropped from the program for disruption, assaultive behavior, or a very annoying lack of interest and effort. Certainly, some of these transfers are essential to the health and safety of the overall program, but it is always difficult to know where to draw the line. LEAD staff appear to have become increasingly skillful at retaining cadets in the program, however.

A third factor might be termed the availability of special psychological treatment programs, to which five LEAD cadets have been transferred over the course of the first year. As mentioned earlier, this may occur more frequently in a program like LEAD, due to greater staff resources and focus on treatment. Another factor is the YOPB, who retain the power to deny parole following program completion. During the first year, one LEAD cadet was denied parole (based on a need for further psychological treatment) and another was not paroled due to poor program performance.

At the level of field parole, some LEAD parolees have exhausted the patience and ingenuity of Parole Agents, as well. Most, but not all, of the revoked LEAD parolees were given a number of "chances" before revocation. At the level of institution or parole, wards themselves are sometimes willing partners in the extension of incarceration. Beyond the possibility that their problematic behavior is sometimes an intentional, or unintentional, attempt to extend time, ward interviewees have occasionally said that a longer LEAD program might be helpful. Two of the wards who were demoted said that the extra time was beneficial to them. As already mentioned, one of the wards who resigned from LEAD was apparently partly motivated by the need for a place to stay. We see this possibility, as well, in the many wards who have needed alternative placement on parole.

Finally, at the department level, other programs that lower lengths of incarceration time will serve to dilute any cost savings projected for LEAD. For example, electronic monitoring is now being used as a method of conditional release to parole. Nine of the control wards have gained a conditional release to parole by submitting to electronic monitoring. In contrast, no LEAD or former LEAD wards have been released early with electronic monitoring and only three LEAD wards have been put on electronic monitoring as a means of prolonging their parole. In short, maintaining the goal of cost savings in the LEAD program appears to be an uphill struggle. At the levels of institutional and parole programming, the goal of reducing incarceration per se seems to conflict with the treatment-oriented goals.

How Is The Program Working?

The second part of this Program Assessment section is framed around the question: how is the program working? That is, what are the prospects or promising characteristics of LEAD at the end of the first year, and what problems or limitations have emerged during this first year, as well. The prospects will be discussed first, then the problems and limitations—the unfinished business of LEAD.

The prospects of LEAD. Table 11 presents the most common staff responses to open-ended questions on positive characteristics and on constructive criticisms of LEAD. Of the positive characteristics, more staff spontaneously mentioned military structure than anything else. Many also mentioned collaboration with the National Guard as a positive feature and 24% singled out leadership training, an important element in the military training model. When asked to assess the program, cadets also typically mention the military milieu and leadership training as especially positive characteristics. One of the most successful military training techniques in LEAD appears to be the rotation of platoon leadership among all the cadets. Cadets express a clear awareness of how this technique promotes self-confidence and teamwork. When specifically asked how they like being the leader, cadets virtually always respond positively. "It was my favorite part," said one cadet. "I like being in command. It was like driving a big car, like driving a Porsche. It was like being a big boss."

These observations are strengthened by the ward responses in Figure 4, showing that LEAD wards felt, more strongly than control wards, that their program developed self-discipline and leadership. About half the Parole Agents also mentioned structure and discipline or military training as positive LEAD features.

Many staff mentioned the enriched staffing patterns in the institution and on parole as positive characteristics, even critical to the delivery of more service and to the motivation of positive change. The data on parole contacts (presented in Table 8) indicate that LEAD parolees really are receiving more staff contact than the control wards. Ward survey data show that the cadets more often find staff who care about them (from Figure 1), more often find the education classes helpful (from Appendix N), and are much more aware of the services of a psychologist (from Appendix M) than control wards. These responses further support the staffing patterns and techniques as positive characteristics of LEAD.

TABLE 11
Most Common Staff Responses to Open-ended Questions on
Positive Characteristics and Constructive Criticisms of LEAD

	<u>n</u>	<u>%</u>
<u>Positive characteristics</u>		
Institutional staff (n=21)		
Military structure	16	76.2
Education components; working relationships between living unit and education staff	13	61.9
Staffing ratio; staff techniques, e.g., role modeling, rapport	10	47.6
National Guard collaboration	8	38.1
Physical training	7	33.3
Design for Living	7	33.3
Leadership training	5	23.8
High activity level	4	19.0
Promotion of positive qualities	4	19.0
Sergeant's supervision	4	19.0
Parole staff (n=9)		
Program structure and discipline	3	33.3
Military training	2	22.2
More one-on-one contact with wards	2	22.2
<u>Constructive criticism</u>		
Institutional staff (n=21)		
Need shift rotation	9	42.9
Staff burnout	8	38.1
Program needs to be longer	8	38.1
Poor staff communication (among unit staff; and among unit, other staff, and management)	8	38.1
Ward screening needs tightening	7	33.3
Need more services and alternative housing on parole	7	33.3
Inconsistent disciplinary procedures (among unit staff and between unit staff and management)	6	28.6
Administration of living unit needs improvement (e.g., more supervision, specific plans to accomplish goals, goal clarification and consensus)	5	23.8
Unmotivated wards	5	23.8
Physical plant should be self-contained and better equipped	5	23.8

TABLE 11 (Continued)

	<u>n</u>	%
Insufficient military presence and training	4	19.0
Staffing shortages (e.g., some back-up handled out-of-hide, slow process of staff replacement)	4	19.0
Parole staff (n=9)		
Wards too criminally sophisticated, immature, or unmotivated	5	55.6
Staff to parolee ratios inconsistent or too high	3	33.3
Institutional program is too short	3	33.3
Wards return to the same environment	2	22.2

Note. The numbers and percents indicate the numbers and percents of staff in each group (institutional and parole) who spontaneously mentioned each positive characteristic or constructive criticism. Responses were only included if mentioned by about 20% or more staff in each group (that is, by four or more institutional staff or by two or more parole staff).

More than half of the staff particularly noted the educational program, which some perceived as including the drug treatment program (which all wards receive), or the working relationships between living unit staff and teachers as positive characteristics of LEAD. The educational program is especially designed for LEAD, with a practical life skill focus; with individualized services, such as GED testing and special education screening and tutoring; and with the assistance of TAC officer supervision in the classroom. When asked to assess LEAD, cadets also spontaneously mention their classes, noting, for example, the practicality of learning about parenting and budgeting and the confidence they gain by giving speeches in front of the class (Bottcher, 1993).

A number of staff also mentioned the focus on physical training as a positive characteristic. An earlier analysis of ward interview data (Bottcher, 1993) found that, on average, cadets liked physical training and drill and ceremony exercises more than anything else in the program. Some said that they had never felt better, that they had never been in better physical shape, or that physical conditioning helped them perform better in other program activities, as

well. Further, as shown in Figure 4, cadets, on average, less often found their program to be "easy time" and more often liked its challenges than control wards did their respective programs.

Based on many observations, as well as on the ward survey data and ward interviews, the LEAD living unit is safer and has much less gang activity than general population living units. During the first year of operation, for example, the institution was locked down on several occasions due to gang conflict, but LEAD has never been locked down. The ward survey data (presented in Figure 6 and in Appendix M and N) strongly support the relative safety of LEAD. On every single measure of violence or gang activity, for example, the LEAD ward responses were more favorable than control ward responses. Yet, there were no significant differences in responses to questions regarding the existence of racial problems or the extent to which wards liked or cared about each other.

In summary, then, the most promising characteristics of LEAD include: its military structure and military leadership training; enriched staffing in the institution and on parole; the rich and varied treatment and training activities, particularly the education program, substance abuse program, and physical training activities; and the relatively safe environment of the institutional program (based on LEAD wards' perceptions, compared to control wards' perceptions of standard programs).

The unfinished business of LEAD. As the first year of LEAD's institutional program was drawing to a close, the Superintendent established a series of review meetings to assess LEAD, to resolve problems, and to define future development. There have been three review meetings to date, attended by LEAD institutional staff, as well as by staff from the central office, NRCC, field parole, the National Guard, and research. High among the list of priorities from these meetings is the need to develop more structured programming on parole. In particular, LEAD parole agents have identified the need for more jobs, for more job training, for assistance with schooling, for alternative housing, and for firm guidance for LEAD parolees.

The Stockton Parole Office has established the beginnings of such programming with their group home, a cadet work crew at the National Guard Armory in Stockton, and their day

reporting program at the office. Table 11 shows that a third of the institutional staff also mentioned the need for more services and alternative housing on parole. According to the parolees who have been interviewed, finding stable employment has been their most difficult problem. Parole agents have placed over 20% of the LEAD parolees in alternative housing and, in some cases, these placements have appeared critical to their short-term success. A LEAD parolee now living at the Stockton group home, working at the armory, and attending school at the parole office, said his parents did not want him to return home. He thought he would have ended up in jail if he had been sent home. He was permitted to live at the group home for a while and, at the time of his interview, he was doing all right. "I needed time to let it sink in and think about what I'm going to do," he said.

Another issue that has been discussed at the review meetings is the need for an adequate pool of ward candidates for LEAD. Information on juvenile court first commitments and parole violators (presented in Tables 4 and 5) suggest that the screening process failed to tap all eligible LEAD candidates during the first year. The Parole Branch has recently studied the issue of screening parole violators and, at the last review meeting, reported an eligible but untapped pool of about 40% of the current parole violators. They are now in the process of establishing a more thorough screening process. The southern clinic has also developed a more thorough screening process in recent months.

Closely related to the issue of a sufficient pool of LEAD candidates is the issue of appropriate screening procedures for LEAD. This issue was discussed at the first review meeting (mentioned earlier in the Program Description section) and steps were taken to resolve the problems. Table 11 suggests that this issue has not been resolved at the level of the LEAD institutional and parole staff, however. A third of the institutional staff said that the screening process needed to be tightened and about a fourth said that unmotivated wards were a critical problem. Over half of the Parole Agents also felt that LEAD parolees were too criminally sophisticated, immature, or unmotivated. As discussed in the "treatment/training" section of the Program Description above, wards present, on average, unusually difficult problems in terms of

treatment. Thus, staff will almost certainly have to develop more realistic expectations of ward accomplishment (without compromising LEAD's important, motivational stance of the highest possible staff expectations).

The issue of judicial involvement in the LEAD program is also related to the issues of screening and appropriate placement. Prior research suggests that judicial referrals to boot camps "widen the net" of correctional treatment. Although judges can not refer wards to LEAD, they can recommend wards to LEAD. The analysis of these judicial recommendations (presented in Table 3) indicated that 19 of the total 51 referrals (or 37%) were subsequently found eligible for LEAD. This finding does not indicate that judges are committing wards to the Youth Authority for the LEAD program (rather than recommending the LEAD program for wards who would be committed to the YA in any event), but the possibility bears watching. This possibility is slightly reinforced by at least one judge who has complained to Intake and Court Services staff about the experimental design of the impact study (which ultimately determines placement in LEAD by random procedures).

Table 11 shows that institutional staff most commonly criticized LEAD for the lack of shift rotation. About 43% of the staff mentioned this issue and about 38% also said that staff burnout was a problem. According to the original plans for LEAD, three yearly shift rotations were built in to the staffing arrangements, specifically for the purpose of dealing with potential staff burnout. Prior research indicates that staff burnout is a common boot camp problem because of high intensity programming (especially short periods of incarceration, a high level of daily activity, and closer staff/inmate involvement). When the union successfully challenged the original shift arrangements, no other comparable staffing arrangements were made. Discussions at the Superintendent's review meetings have also focused on problems of staff burnout.

Very few staff felt that ward abuse was a problem at LEAD. They acknowledged the confrontational nature of their military training techniques, but tended not to find them excessive or abusive. Ward responses to survey questions regarding emotional abuse present a different picture. Figure 7 shows that most of the cadets reported feeling embarrassed or humiliated by

staff and feeling that some staff got carried away with their power over wards. In most other respects, however, cadet responses were notably favorable to the LEAD program. The authorizing legislation specifically cautions against training methods "which are personally degrading, humiliating, or inhumane." Based on the information presented in Figure 7, as well as intimations of some degrading techniques from a few staff, LEAD confrontational training methods may need to be toned down.

A number of staff criticisms presented in Table 11 directly or indirectly speak to the need for administrative refinements at the level of institutional program delivery. About 24% of the staff directly mentioned administrative problems, and slightly higher proportions mentioned staff communication problems and conflicts regarding disciplinary procedures. The review meetings isolated a leadership-related problem, as well—the need for a shared vision at LEAD. This problem relates to the need to resolve conflicts over goals. For example, some staff mentioned conflicts with management over the level of ward attrition in LEAD. If everyone shared the cost savings goal, however, there would be more consensus on the need to contain ward attrition.

The LEAD program functions administratively in much the same way as all other living units, with a Treatment Team Supervisor (who is responsible for another unit, as well), a Senior Youth Counselor and counselors. Standard procedures, such as the grievance and Disciplinary Decision Making System (DDMS), determine how most everything is done on most units. On LEAD, however, daily situations must be handled more creatively so that wards will be motivated, to the extent possible; so that nothing will hold up the strict time commitments of the program, and so that most wards will not be lost to other programs. LEAD supervisors need to come up with creative plans for resolving issues that other programs do not have to deal with, such as being fair with wards in disciplinary situations yet moving forward with most wards given whatever problems they may have (that is, without losing them). Put differently, a certain inconsistency is virtually required at LEAD so that each ward can be handled individually and constructively, according to his needs and abilities. Some staff also expressed the need to have supervisors on hand more of the time. This need seems to reflect the differences between LEAD

and other YA programs, as well. LEAD is a program that thrives on relationships rather than established procedures.

The earlier discussion regarding the cost savings goal pointed to the many factors that work towards lengthening incarceration time in the Youth Authority. Table 11 indicates that over a third of the staff criticized LEAD for not permitting longer periods of incarceration. Further, the issue of ward attrition has emerged in the review meeting discussions. Given the precariousness of ward motivations for treatment, this issue will likely be a perennial problem for the LEAD program. However, the 28% attrition rate during the first year does not appear unduly high compared to other boot camp rates and, furthermore, some staff reported improved efforts to contain ward attrition.

The review meetings have isolated the need for a greater military presence among the top current priorities at LEAD. Since most of the TACs have not had prior military experience, and since new staff are hired from time to time, periodic military training is essential. Discussions at the review meetings have revealed a degree of slackness in current military procedures and drill and ceremony exercises. Table 11 shows that staff also recognize this problem. Further, the earlier analysis of ward interview data (Bottcher, 1993) indicated that most cadets prefer highly disciplined military procedures. Although the wards are critical of demeaning or humiliating tactics, they are almost uniformly in favor of tight structure and discipline. This problem is currently being addressed with Bureau of Justice Assistance (BJA) grant funding for a National Guard military advisor for LEAD.

Finally, about a third of the Parole Agents said that their case counts were really too high for intensive supervision and 19% of the institutional staff complained about staffing shortages due to limited back-up during staff absences and replacement. Sufficient staff supervision may need to be monitored more closely to assure the enriched staffing patterns that are a benchmark of LEAD. The BJA grant is also addressing this problem with a full-time parole agent in the Stockton area to coordinate intensive parole services and with increased institutional and parole employment assistance from the Employment Development Department.

In summary, the deficiencies that have emerged during the first year of LEAD include: the need for a shared vision or shared goals among staff at all levels of the department; the need to alleviate staff burnout; the need to monitor and maintain adequate levels of staffing; the need to come to terms with the LEAD eligible population (which includes a substantial proportion of wards who present difficult social or psychological problems); the need for continuous vigilance against ward abuse; the need to expand the services and opportunities available on parole; the need for a greater military presence; the need to monitor judicial recommendations for possible LEAD-inspired commitments; and the need to improve and maintain adequate and appropriate screening. Youth Authority management has been alert to the unfinished business of LEAD and is responding to many of these deficiencies already. Several suggestions for dealing with some of these issues are presented in the following concluding section.

DISCUSSION AND CONCLUSIONS

This report provides strong evidence of the solid accomplishments of those who opened and operated the LEAD program during its first year. These accomplishments include: (1) a steady intake of 15 wards each month (from the northern and southern reception centers); (2) a steady supply of eligible wards for a randomly selected control group of equivalent size every single month; (3) a 71% completion rate during the institutional phase (which appears good by comparison with published data from other boot camps); (4) a tradition of graduation ceremonies, which celebrate ward and staff accomplishments; (5) an impressive array of training and treatment activities at Preston; (6) more intensive services on parole, with indications that these services sometimes make a difference for parolees; (7) closer working relationships between parole and institutional staff; (8) safer, healthier living conditions (as perceived by LEAD wards compared to control wards' perceptions of standard programs); (9) a successful implementation of a military milieu, with established benefits in a correctional setting; (10) collaboration with the California National Guard; and (11) closer working relations between living unit and education staff at Preston.

It will be very difficult to sustain the accomplishments of LEAD, however, without resolving some of the inherent problems and limitations that have emerged during the first year. Prominent among these problems and limitations are: the need for a consensus on goals among departmental staff; staff burnout; more realistic expectations of ward accomplishment, in both the residential phase and on parole; the need to remain continuously watchful regarding potential ward abuse; the need for more military training on an ongoing basis; and the need to expand the services and opportunities available on parole.

Based on the evaluative data collected to date (including fairly extensive interview data from both wards and staff), this report concludes with four suggestions for program continuation and refinement. The first suggestion is that the Youth Authority work towards some variation or modification of Youth Counselor assignments in response to the problem of staff burnout. Staff

burnout is a serious problem that will sap the vitality of LEAD if left unattended. Management has noted and responded to this problem, given some immediately available options at hand. For example, the administration recently delayed the entry of new platoons by a few days following graduations to give staff a break. However, the problem will eventually require more substantial breaks or variations in assignments due to LEAD's intense and emotionally exhausting schedule.

The second suggestion is to continue work on more of a transitional program in the community, to include jobs, if at all possible. There is simply overwhelming evidence that wards lack the opportunities and overall skills required for long-term success. The Parole Branch is already assuming leadership in this arena.

The third suggestion is that the institutional program attempt to integrate the cost savings goal with the treatment goals. As it stands now, these goals are in conflict, at least to a degree. This will require a great deal of creativity, but may be possible through more extensive reliance on the treatment continuum (from institution to parole) and on more extensive use of relapse management strategies. For example, referrals to parole could be contingent on more rigorously defined treatment in the community, in some cases.

The final suggestion is that the positive features of the LEAD program be cultivated and maintained. Prominent among these features are the safe and constructive environment at the institutional site and the leadership training and TAC mentoring characteristics of the military training model. While the military milieu has something to offer by way of disciplinary structure, it is the positive and nurturing relationships of the officer training model that stand to change the cadets in a positive and more lasting way.

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Senate Bill No. 676

CHAPTER 10

An act to amend Section 733 of, and to add and repeal Sections 731.6, 731.7, 731.8, and 731.9 to, the Welfare and Institutions Code, relating to law enforcement, making an appropriation therefor, and declaring the urgency thereof, to take effect immediately.

[Approved by Governor February 28, 1992. Filed with Secretary of State February 28, 1992.]

LEGISLATIVE COUNSEL'S DIGEST

SB 676, Presley. Law enforcement.

(1) Under existing law, a court may commit a minor adjudged to be a ward on the basis of criminal conduct to the Department of the Youth Authority.

This bill would establish within the Department of the Youth Authority a pilot project providing an intensive correctional program for minors adjudged wards of the juvenile court on the basis of criminal conduct, as specified, which would terminate on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

(2) Existing law prohibits the commitment of a ward of the juvenile court who is under the age of 8 years to the Department of the Youth Authority.

This bill would, instead, prohibit the commitment of a ward of the juvenile court who is under the age of 11 years to the Department of the Youth Authority.

(3) The bill would appropriate \$4,240,000 from specified funds for purposes of various, specified drug enforcement and crime prevention programs.

(4) The bill would declare that it is to take effect immediately as an urgency statute.

Appropriation: yes.

The people of the State of California do enact as follows:

SECTION 1. Section 731.6 is added to the Welfare and Institutions Code, to read:

731.6. (a) The Legislature hereby finds and declares the following:

There is a desire to develop and implement innovative and cost-effective options that will alleviate crowding within the institutions operated by the Department of the Youth Authority, that will increase the department's substance abuse treatment capability, that will improve ward performance after release to parole, and that will prevent the further incursion of youthful offenders into the

Ch. 10

— 2 —

criminal justice system.

(b) The Legislature, therefore, intends to establish a pilot program within the Department of the Youth Authority to test and evaluate innovative and cost-effective sentencing options; to instill discipline, responsibility, and self-esteem among the youth admitted to the program; and to facilitate the successful return of these youth to law-abiding and productive participation in their home communities.

(c) There shall be within the Department of the Youth Authority an intensive correctional program for minors adjudged wards of the juvenile court on the grounds that they are persons described by Section 602. The program shall be known as the Leadership, Esteem, Ability, and Discipline (LEAD) program and shall be intended to promote leadership, esteem, ability, and discipline among wards who participate. The program shall be implemented as a treatment continuum consisting of a short-term and highly structured institutional component followed by an intensive parole experience component. The institutional component shall not exceed four months from the time the ward enters into the LEAD program until the time the ward is released to parole, except as provided in subdivision (g). The institutional component shall be based on a military training model and shall include such discipline, educational, and vocational training, substance abuse prevention, esteem-building, and other activities as may be deemed appropriate and effective by the department. The last month of the institutional component shall include a special emphasis on preparole and transitional needs of wards, emphasizing public service, personal accountability, employability, and good citizenship. The intensive parole experience shall consist of six months of enriched parole services designed to facilitate the successful return of the ward to society. As used in this section, "enriched parole services" means that parole agents assigned to the LEAD program shall have caseloads of not more than 15 parolees per agent. The intensive parole component of the LEAD program shall consist of services and strategies deemed appropriate and effective by the department, including, but not limited to, substance abuse prevention support services, individual and group counseling, family support services, drug testing, electronic monitoring, job training and job placement services, and the development of linkages to community-based agencies and services that can assist the ward in making a successful readjustment. The intensive parole phase of the LEAD program shall include a relapse-management strategy designed to focus intensive services upon wards who are at risk of falling on parole, and this relapse-management may include specialized, short-term residential, and noninstitutional placement for parolees who need a temporary and structured environment in order to succeed on parole. Upon the successful completion of six months of intensive parole, LEAD participants may be transferred to the regular parole

APPENDIX A
Legislation

caseload of the Department of the Youth Authority for six months and shall be subject to general provisions of parole in order to receive continued supervision and parole services at less intensive levels.

(d) The LEAD program shall be implemented as a 60-bed pilot program at a northern California facility to be designated by the Department of the Youth Authority, and shall begin enrolling wards on or before September 30, 1992. The second phase shall consist of a 60-bed program at a southern California facility to be designated by the Department of the Youth Authority and shall begin enrolling wards during the 1993 calendar year, unless one of the following events occur:

(1) The LEAD program is ended by the Department of the Youth Authority on the basis of an operational failure, such as a chronic insufficiency of wards meeting the eligibility requirements of subdivision (a) of Section 731.7.

(2) There is an insufficient number of wards meeting the eligibility requirements of subdivision (a) of Section 731.7 to sustain at least a 40-bed program in southern California.

(3) Insufficient funds are available to implement the southern California expansion of the LEAD program.

If the Department of the Youth Authority determines, based on one or more of these events, that it cannot add an additional LEAD program to serve southern California wards, it shall make a written report to the Legislature of its decision not to proceed with the second phase of the LEAD program and of its reasons for making the decision not to proceed.

The Department of the Youth Authority may, at any time and in its discretion, increase LEAD program capacity at either the northern or southern California facility if resources are available to support the increase.

(e) Wards who participate in the LEAD program shall, to the extent practical, be separated while institutionalized from wards who are not enrolled in the LEAD program.

(f) The Department of the Youth Authority shall, in its design, staffing, and implementation of the institutional component of the LEAD program, take steps to ensure that the disciplinary and esteem-building activities do not involve the corporal punishment of wards or the application of training methods which are personally degrading, humiliating, or inhumane.

(g) In exceptional cases, a ward may be retained in the institutional component of the LEAD program for up to 30 additional days if additional time is, in the opinion of the department, needed to allow the ward to complete the program successfully after illness or some other unforeseen circumstance which may delay the ward's normal progress and timely release to parole. If a ward's release to parole is delayed beyond the normal four-month institutional stay, the department shall maintain documentation in the ward's file regarding the need for and the length of any additional time spent

in the institutional component of the program.

(h) This section shall be repealed on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

SEC. 2. Section 731.7 is added to the Welfare and Institutions Code, to read:

731.7. (a) A ward shall be eligible for participation in the LEAD program of the Department of the Youth Authority established by Section 731.6 if the ward meets all of the following criteria:

(1) The ward has been committed to the department by the juvenile court after a finding of wardship under Section 602 and has not previously been placed in the LEAD program.

(2) The ward is committed to the Department of the Youth Authority on the basis of an offense or parole violation which does not, in the opinion of the department, involve serious violence or serious bodily injury.

(3) The ward is at least 16 years of age.

(4) The ward has been involved with substance abuse or is identified by the department as an addictive personality or as a person at risk of future substance abuse.

(5) The ward has been examined by the department and has received medical clearance for participation in a program involving strenuous physical activity.

(6) The ward consents to participation in the program after being fully informed of the purpose, nature, and activities of the program, including a clear explanation of the prospective benefit of reduced institutional stay and of the consequences of failing the program.

(b) A prerequisite to the enrollment and participation of any ward in the LEAD program shall be the approval of the Youthful Offender Parole Board, with full consideration of the recommendation of the Department of the Youth Authority. The board shall cooperate with the department by acting in a timely manner, not to exceed 15 days, on departmental recommendations for enrollment in the LEAD program and by making a good faith effort to keep all available pilot program slots filled with qualified wards.

(c) The judge of the juvenile court may, when ordering commitment of a juvenile to the Department of the Youth Authority, recommend that the juvenile be assigned to the LEAD program. The recommendation shall be stated in the court's dispositional order and shall be communicated to the department in such manner as the department shall deem appropriate. This recommendation shall be taken into consideration by the department and by the Youthful Offender Parole Board when selecting wards for participation in the LEAD program. The department shall keep track of the judicial recommendations for program participation and their final disposition by the department and by the Youthful Offender Parole Board. Upon the request of a juvenile court judge who has recommended that a ward be entered into the program, the

department shall inform the requesting judge of the ward's status with regard to entry or denial of entry into the program and removal from or completion of the program.

(d) This section shall be repealed on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

SEC. 3. Section 731.8 is added to the Welfare and Institutions Code, to read:

731.8. (a) The Department of the Youth Authority shall adopt a written policy setting forth the rules and requirements for wards in the institutional and parole components of the LEAD program and shall make this written policy available to program participants. It shall be the policy of the department to encourage a ward's continued participation and successful completion of the LEAD program by all appropriate means. A ward may be dismissed from the LEAD program only upon a material violation of rules and requirements made known to the ward upon enrollment in the program. Violations shall be documented by the department. The department shall use its existing disciplinary decisionmaking system whereby the ward has the opportunity to contest any allegation of misconduct which is the basis for the proposed dismissal of the ward from the program.

(b) A ward who resigns or is dismissed from the LEAD program shall be given credit by the Youthful Offender Parole Board for institutional time served while in the program and shall not have time added to his or her parole consideration date by the Youthful Offender Parole Board solely on the basis that the ward stated and failed to complete the LEAD program.

(c) This section shall be repealed on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

SEC. 4. Section 731.9 is added to the Welfare and Institutions Code, to read:

731.9. The Department of the Youth Authority shall provide for the evaluation of the LEAD program in order to document the implementation and operations of the program and to measure the program's impact on subsequent behavior and recidivism of wards and on the institutional and parole populations of the department.

(a) There shall be an implementation and process evaluation which shall describe the program qualitatively and shall fully document the startup, operations, size, volume, location, program description, staffing cost, and other relevant characteristics of the pilot programs in both the northern and southern California phases. Additionally, the implementation and process evaluation shall monitor and report on the selection of wards for the program, including judicial recommendations for admission, profiles and characteristics of wards eligible for the program and of wards selected for inclusion in the program by the department, recommendations made to the Youthful Offender Parole Board, acceptances and rejections by the board, and reasons for rejection by

the board. Additionally, this evaluation shall include information on wards who resign or are dismissed from the program in all phases, including their total length of institutional stay, their reasons for dismissal and the steps taken, if any, to replace wards who leave the program before completion. An implementation and process study shall be conducted over the first 12 months of program operation at each facility site where the program is established and shall be completed and presented to the Legislature by the end of 16 months from the effective date of this section.

(b) There shall be an impact evaluation to determine the effect of the program on the subsequent behavior of wards including measures of recidivism. The impact evaluation shall apply strict experimental and control study protocols to compare the followup behavior and recidivism of wards completing the program to the behavior and recidivism of eligible wards who are not in the program. Measures of recidivism shall include revocations and removals from parole as well as new law violations by frequency and severity. Particular attention in the evaluation shall be given to determining the recidivism characteristics at 12-, 18-, and 24-month followup periods after successful completion of the LEAD program, with comparison to the performance of a pool of wards who are eligible for the program but were not assigned to it. The impact evaluation shall report specially on the effect which the program may have on the size of present and future Department of the Youth Authority populations, including measures of length of stay for program participants, dropouts, and nonparticipants; bed savings or increases attributable to the operation of the program; and the cost-effectiveness of the program or lack thereof. Interim impact evaluation reports shall be completed and submitted to the Legislature on or before December 31, 1994, and December 31, 1995, with a final impact evaluation report due on or before December 31, 1996.

(c) This section shall be repealed on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

SEC. 5. Section 733 of the Welfare and Institutions Code is amended to read:

733. No ward of the juvenile court who is under the age of 11 years, and no ward of the juvenile court who is suffering from any contagious, infectious, or other disease which would probably endanger the lives or health of the other inmates of any state school shall be committed to the Department of the Youth Authority.

SEC. 6. The sum of four million two hundred forty thousand dollars (\$4,240,000) is hereby appropriated for the purposes of this act, as follows:

(a) The sum of one million dollars (\$1,000,000) is appropriated from the Federal Trust Fund to the Office of Criminal Justice Planning in augmentation of subdivision (f) of Item 8100-101-880 of Section 2.00 of the Budget Act of 1991 for the following purposes:

(1) For the Department of Justice's Bureau of Narcotic Enforcement's Clandestine Laboratory Enforcement Program for the purposes of providing training, safety equipment, and air operations support to special agents engaged in the investigation and seizure of illicit drug labs, five hundred thousand dollars (\$500,000).

(2) For a community-based drug prevention, intervention, and suppression project selected by the Office of Criminal Justice Planning, which includes community-based policing in high-intensity, drug-related crime areas, five hundred thousand dollars (\$500,000).

(b) The sum of five hundred fifty thousand dollars (\$550,000) is appropriated from the Federal Trust Fund to the Office of Criminal Justice Planning in augmentation of Item 8100-001-890 of Section 2.00 of the Budget Act of 1991 for the purposes of purchasing, installing, and operating a local area network computer system within the Office of Criminal Justice Planning.

(c) The sum of five hundred thousand dollars (\$500,000) is appropriated from the Federal Trust Fund to the Office of Criminal Justice Planning for allocation to the Department of the Youth Authority for the purposes of expanding the Leadership, Esteem, Ability, Discipline (LEAD) program pilot project to prevent the further incursion of youthful offenders into the criminal justice system by increasing parole readiness and parole success utilizing a treatment continuum.

(d) The sum of one million dollars (\$1,000,000) is appropriated from the General Fund to the Youthful Offender Parole Board in augmentation of Item 5450-001-001 of Section 2.00 of the Budget Act of 1991. It is the intent of the Legislature by this appropriation to enable the board to continue its statutory functions.

(e) The sum of one million one hundred ninety thousand dollars (\$1,190,000) is appropriated from the General Fund to the Board of Prison Terms in augmentation of Item 5440-001-001 of Section 2.00 of the Budget Act of 1991. It is the intent of the Legislature by this appropriation to enable the board to continue its statutory functions following the failure to enact urgency legislation permitting the board to hold revocation hearings with one hearing officer and adoption of the budget deleting that amount from the board's appropriation for the 1991-92 fiscal year based upon the passage of such urgency legislation.

SEC. 7. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or safety within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting the necessity are:

(a) The curtailment of the Board of Prison Terms revocation hearings and the operations of the Youthful Offender Parole Board would directly and immediately adversely affect public safety. In order to avoid that consequence, it is necessary that this act take effect immediately.

(b) In order to ensure the enrollment of wards into the new Department of the Youth Authority LEAD program by the target date of September 30, 1992, it is necessary that this act take effect immediately.

(c) In order to prevent further inappropriate commitment of wards of the juvenile court to the Department of the Youth Authority who are under the age of 11 years as soon as possible, it is necessary that this act take effect immediately.

(d) In order to provide necessary funding for drug enforcement and crime prevention programs of the Office of Criminal Justice Planning, it is necessary that this act take effect immediately.

Senate Bill No. 242

CHAPTER 300

An act to amend Section 731.7 of the Welfare and Institutions Code, relating to minors, and declaring the urgency thereof, to take effect immediately.

[Approved by Governor July 30, 1993. Filed with
Secretary of State August 2, 1993.]

LEGISLATIVE COUNSEL'S DIGEST

SB 242, Presley. Minors: LEAD program.

Existing law establishes within the Department of the Youth Authority a pilot project, called the LEAD program, providing an intensive correctional program for minors adjudged wards of the juvenile court on the basis of criminal conduct, as specified. The program terminates on June 30, 1997. A ward is eligible for participation in the program if the ward is at least 16 years of age and meets other criteria.

This bill would change the age of eligibility for participation in the program to age 14 years.

This bill would declare that it is to take effect immediately as an urgency statute.

The people of the State of California do enact as follows:

SECTION 1. Section 731.7 of the Welfare and Institutions Code is amended to read:

731.7. (a) A ward shall be eligible for participation in the LEAD program of the Department of the Youth Authority established by Section 731.6 if the ward meets all of the following criteria:

(1) The ward has been committed to the department by the juvenile court after a finding of wardship under Section 602 and has not previously been placed in the LEAD program.

(2) The ward is committed to the Department of the Youth Authority on the basis of an offense or parole violation which does not, in the opinion of the department, involve serious violence or serious bodily injury.

(3) The ward is at least 14 years of age.

(4) The ward has been involved with substance abuse or is identified by the department as an addictive personality or as a person at risk of future substance abuse.

(5) The ward has been examined by the department and has received medical clearance for participation in a program involving strenuous physical activity.

(6) The ward consents to participation in the program after being fully informed of the purpose, nature, and activities of the program,

including a clear explanation of the prospective benefit of reduced institutional stay and of the consequences of failing the program.

(b) A prerequisite to the enrollment and participation of any ward in the LEAD program shall be the approval of the Youthful Offender Parole Board, with full consideration of the recommendation of the Department of the Youth Authority. The board shall cooperate with the department by acting in a timely manner, not to exceed 15 days, on departmental recommendations for enrollment in the LEAD program and by making a good faith effort to keep all available pilot program slots filled with qualified wards.

(c) The judge of the juvenile court may, when ordering commitment of a juvenile to the Department of the Youth Authority, recommend that the juvenile be assigned to the LEAD program. The recommendation shall be stated in the court's dispositional order and shall be communicated to the department in any manner that the department shall deem appropriate. This recommendation shall be taken into consideration by the department and by the Youthful Offender Parole Board when selecting wards for participation in the LEAD program. The department shall keep track of the judicial recommendations for program participation and their final disposition by the department and by the Youthful Offender Parole Board. Upon the request of a juvenile court judge who has recommended that a ward be entered into the program, the department shall inform the requesting judge of the ward's status with regard to entry or denial of entry into the program and removal from or completion of the program.

(d) This section shall be repealed on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

SEC. 2. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or safety within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting the necessity are:

In order to ensure the full implementation of the LEAD program and the viability of this important project, and in order to enhance the treatment options for youths committed to the Department of the Youth Authority, it is necessary that this act take effect immediately.

APPENDIX B
Screening Form

INSTRUCTIONS: This form is to be initiated at the Northern/Southern Reception Center Clinic if a ward has a judicial recommendation or is found eligible for LEAD.

Name (6-30)

YA Number (1-5)

INITIATED AT NRCC/SRCC

Complete only the items that apply. Mail the form to the Research Division in Central Office after all applicable decisions have been made.
ATTENTION: Jean or Teresa

Judicial Recommendation

☐

Yes (1)

☐

No (2)

(31)

YA Review

☐

Eligible (1)

☐

Not Eligible (2)

(32)

Parole Violator

☐

Yes (1)

☐

No (2)

(33)

YOPB Decision

☐

Accepted (1)

☐

Rejected (2)

(34)

Reason for Rejection (if documented on Board Order)

(35-37)

Random Selection

☐

LEAD (1)

☐

Control (2)

(38)

Staff Signature

Location

Phone Number

Date

APPENDIX C
Ward Interview Guide

Date: _____ Location: _____
Interviewee: _____ Time starting: _____

1. List previous incarcerations (in the YA; elsewhere).
2. (LEAD wards only) Why did you volunteer for the LEAD program? How do you feel about that decision now?
3. What is the purpose of the LEAD program (or of your current YA program)?
4. Give your assessment of your current program. (a) What do you like about the program? How has it helped you? (b) What do you dislike about the program? What would you like to see improved?
5. (LEAD wards only) Assess the following program components: physical exercise, marching, uniforms, substance abuse prevention (Design for Living), education, living unit, counseling, staff, victim awareness, public service activities, military style (including confrontation and leadership training), TAC officers as role models, and discipline.
6. Do you have children? If yes, what parental responsibilities have you assumed so far? What are you planning to assume in the future? If no, what responsibilities should fathers assume for their children?
7. What are your expectations for parole? How successful do you think you will be in meeting your expectations?
8. How safe do you feel in the Youth Authority? Is there anything that should be done to improve your safety? What?
9. How do you plan to handle drugs and alcohol when you leave the institution?
10. In your own judgment, what responsibilities do adults have to their communities? That is, what should adults actually do to help their own neighborhoods and communities?
11. What are your best qualities as an individual?
12. What are the main things you have learned from your current incarceration in YA, whether positive or negative?
13. Of the staff on your living unit and in your program, how many really care about you and your welfare?

Time ending interview: _____

APPENDIX D

TABLE D-1
Characteristics of Surveyed Wards
By Impact Study Group

Characteristics	LEAD		Control	
	<u>n</u>	%/mean	<u>n</u>	%/mean
Age (mean)	122	17.5	72	17.1
Ethnicity (%)				
White	36	29.5	18	25.0
Hispanic	50	41.0	29	40.3
African American	29	23.8	18	25.0
Other	7	5.7	7	9.7
Parole violator (%)	14	11.5	4	5.6
Clinic (%)				
From NRCC	85	69.7	55	76.4
From SRCC	37	30.3	17	23.6
Months from current admission through September 30, 1993 (mean)	122	10.8	72	11.7

APPENDIX E

Parolee Interview Guide

Date: _____ Location: _____

Time starting interview: _____

Interviewee: _____

1. Describe the important events following your release from the Youth Authority. (Probes: who you spent time with, daily life, living conditions, school, drugs and alcohol, family relationships.)
2. What are the most difficult problems you have had to deal with since you left LEAD at Preston?
3. How did (or how has) your parole agent help(ed) you on parole?
4. Have you been arrested or detained at all? What happened? (And, if applicable.) Explain the circumstances that put you back into secure detention or placement.
5. Is there anything else that the parole office could have done (or could be doing) to assist you on parole?
6. What does the experience you had at LEAD (at Preston) mean to you now? Did it help you in any way?
7. Has the Design for Living (LEAD's drug program at Preston) been helpful to you?
8. Have you used drugs or alcohol at all? If not, why not?
9. Other comments.

Time ending interview: _____

APPENDIX F
Staff Interview Guide

Date: _____ Location: _____ Time starting interview _____
Interviewee: _____ Position: _____

1. Describe your previous Youth Authority experience (include: number of years employed, different positions, different locations).
2. Describe your duties on the LEAD program (include: shift assignments, specific responsibilities, any special assignments).
3. Is your position post and bid or management? If post and bid, why did you bid for LEAD? If management, why did you apply to work on LEAD? Or, if you are not in a post and bid position, why did you choose to work on LEAD?
4. In your judgment, what are the major goals of the LEAD program?
5. What strategies and activities does the program use to accomplish its goals (i.e., how are you achieving the LEAD goals)? In your judgment, which strategies and components are most critical to the success of LEAD?
6. Give your present assessment of the LEAD. In responding to this question, consider everything you know about the program, e.g., program components, staffing, research, administration, union involvement, physical plant, parole involvement, etc.
 - (a) At this point, what are LEAD's most positive features? That is, what is working out best in the LEAD program right now?
 - (b) What are your criticisms of the program now? Do you have any specific ideas about how the program could be improved?
7. Could you give an example of a current cadet who appears to be getting a lot out of the program now. How does the program seem to be meeting his needs?
8. Would you give an example of a ward who has been dropped from the institutional phase of LEAD due to program failure for any reason. Why do you think he failed the program? In retrospect, is there anything the program could have done to meet his needs?
9. Would you also give an example of a current cadet who does not appear to be benefiting from the program. Why do you think he is not doing well in LEAD at this time? Do you have any ideas about how the program can assist him at this point?
10. What did you think of the National Guard training? How do you feel about the collaborative work with the National Guard? Would you like to see the YA continue to work with the National Guard?
11. Do you feel that the program is punishing or humiliating to the wards in any way? If yes, how? Are wards' rights being protected in LEAD?

Time ending interview: _____

APPENDIX G
Parole Staff Interview Guide

Date: _____ Location: _____

Time starting interview: _____

Interviewee: _____ Position: _____

1. Describe your previous Youth Authority experience (include: number of years, different positions, different locations).
2. How did you happen to be selected as a LEAD parole agent?
3. In your judgment, what are the major goals of the LEAD intensive parole program?
4. What strategies and services are you using to accomplish LEAD goals? How do these differ from regular parole?
5. Give your present assessment of LEAD. In responding to this question, consider everything you know about the program, e.g., staffing, research, administration, parole services, etc.
 - (a) At this point, what are LEAD's most positive features? That is, what is working out best in the LEAD program right now?
 - (b) What are your criticisms of the program now? Do you have any specific ideas about how the program could be improved?
6. Could you give me an example of a parolee who appears to have gotten something from the LEAD program (either in the institution or on parole or both)? How did the program seem to meet his needs?
7. Have you had any LEAD parolees who were revoked? What were the circumstances that made revocation unavoidable?

Other comments.

Time ending interview: _____

APPENDIX H

TABLE H-1
Budgeted Enhanced Ongoing Costs of the LEAD Program (North)
For One Year in FY 92-93 Dollars
By Institution, Youth Authority Division, or
Youthful Offender Parole Board

	P.Y.	Amount	One Time Costs
<u>Institution (Preston)</u>			
Personal Services			
Psychologist	1.0	41,800	
Youth Counselor	5.0	192,200	
Parole Agent	0.5	22,200	
Office Assistant	0.5	9,800	
Temporary Help	0.3	14,400	
Overtime		<u>68,300</u>	
Total Salaries and Wages	-0.1	348,700	
Salary Savings		<u>-3,700</u>	
Net Salaries and Wages		345,000	
Staff Benefits		<u>109,000</u>	
Total Personal Services	7.2	454,000	
Operating Expenses			
(includes travel, training, equipment, ward-related expenses, uniform allowance, vehicle operations and misc. expenses)		124,000	
Equipment		<u>-45,500</u>	45,500
Total Operating Expenses		78,500	
Total Ongoing Expenses		532,500	

TABLE H-1 (Continued)

	P.Y.	Amount	One Time Costs
<u>Northern Reception Center/Clinic</u>			
Personal Services			
Temporary Help (Office Assistant)	0.0	1,700	
Overtime (casework)		<u>4,400</u>	
Total Salaries and Wages		6,100	
Staff Benefits		0	
Total Personal Services	0.0	6,100	
Operating Expenses			
Equipment			7,900
Total Ongoing Expenses		6,100	
<u>Southern Reception Center/Clinic</u>			
Personal Services			
Temporary Help (Office Assistant)	0.0	1,700	
Overtime (casework)		<u>4,400</u>	
Total Salaries and Wages		6,100	
Staff Benefits		0	
Total Personal Services	0.0	6,100	
Operating Expenses			
Equipment			7,900
Total Ongoing Expenses		6,100	

TABLE H-1 (Continued)

	P.Y.	Amount	One Time Costs
<u>Parole</u>			
Personal Services			
Parole Agent I	4.0	177,200	
Office Assistant	1.0	19,700	
Temporary Help	0.3	<u>9,700</u>	
Total Salaries and Wages		206,600	
Salary Savings	-0.1	<u>-3,700</u>	
Net Salaries and Wages		203,100	
Staff Benefits		<u>55,500</u>	
Total Personal Services	5.2	258,600	
Operating Expenses			
(communications, travel, ward-related expenses including electronic monitoring)		<u>89,000</u>	
Total Operating Expenses		89,000	
Total Ongoing Expenses	5.2	347,600	

TABLE H-1 (Continued)

	P.Y.	Amount	One Time Costs
<u>Youthful Offender Parole Board (YOPB)</u>			
Personal Services			
YOPB Representative	1.0	<u>66,300</u>	
Total Salaries and Wages		66,300	
Salary Savings	-1.0	<u>-3,300</u>	
Net Salaries and Wages		63,000	
Staff Benefits		<u>19,900</u>	
Total Personal Services	0.9	82,000	
Operating Expenses (travel)		<u>36,000</u>	
Total Operating Expenses		36,000	
Total Ongoing Expenses		118,000	
<u>Administration</u>			
Personal Services			
Research Analyst II	1.0	40,000	
Statistical Clerk	0.5	<u>11,300</u>	
Total Salaries and Wages		51,300	
Salary Savings	-0.1	<u>-2,600</u>	
Net Salaries and Wages		48,700	
Staff Benefits		<u>22,300</u>	
Total Personal Services	1.4	71,000	
Operating Expenses			
(includes travel, data processing, equipment and misc. expenses)		9,000	
Equipment		<u>-4,000</u>	4,000
Total Operating Expenses		5,000	
Total Ongoing Expenses		76,000	

TABLE H-2

**Summary of Budgeted Ongoing Enhanced Costs of the LEAD Program (North)
(Excluding One Time Expenses during the First Fiscal Year)
For One Year in FY 92-93 Dollars**

Institution (Preston)	532,500
NRCC/SRCC	12,200
Parole Division	347,600
Youthful Offender Parole Board	118,000
Administration (Research)	<u>76,000</u>
Total	<u>1,086,300</u>

TABLE H-3

Summary of Fiscal Year 1992-1993 Total Costs
After Partial Year Adjustments and Bed Savings Projections
(but Including One Time Expenses)

	Adjustment	Amount After Adjustment
Institution (Preston)	-144,000	434,000
	-28,000	406,000
NRCC/SRCC		28,000
Parole Division	-164,600	183,000
YOPB		118,000
Administration (Research)		<u>80,000</u>
Total Costs	-308,600	815,000
Bed Savings Projections		
LEAD Program (35.8 ADP/100 at crowding cost of \$17,000)		-609,000
Nonviolent Offender Program (19 ADP/19 ADP at crowding cost of \$17,000)	323,000	
Total Bed Savings		<u>-286,000</u>
Total Expected Costs (over time)		529,000

Note. The total cost figures represent the exact number of dollars provided to each division, department, or board for LEAD during the first fiscal year. No new departmental funds were made available to pay for the first year of LEAD. The actual dollars for the first year, however, should include the first fiscal year expenses (as shown in this table, which include "start-up" costs incurred from July 1992 through program opening on September 18, 1992) plus a percentage of the second fiscal year costs (to account for costs from July 1993 through the end of the first 12 months of program operation on September 17, 1993). These additional costs would be approximately \$232,077 (78 days / 365 days x \$1,086,000). Partial year adjustments were based on closing a budgeted living unit program for LEAD (at Preston) and on a delayed and graduated program inception (for Parole's intensive supervision phase).

APPENDIX I

Parole Agent Contact

No. _____

Name _____

YA# _____

Parole Agent _____

Phone# _____

Date of this contact ____/____/____
MM/DD/YY

Date of parole ____/____/____
MM/DD/YY

Living Situation _____ new _____ no change

- | | |
|-------------------------------------|---------------------|
| ____ 1. Parents | ____ 5. Independent |
| ____ 2. Relatives | ____ 6. Missing |
| ____ 3. Spouse/Girlfriend/Boyfriend | ____ 7. Other _____ |
| ____ 4. Foster/Group/Residential | ____ 8. In custody |

Current employment _____ F/T _____ P/T _____ Not employed

Date hired ____/____/____
MM/DD/YY

Employer _____

Position _____

Wages \$ _____/hr.

Other jobs held since last contact

Dates: From ____/____/____ To ____/____/____ _____ F/T _____ P/T
MM/DD/YY MM/DD/YY

Employer _____

Position _____

Wages \$ _____/hr.

Other constructive activity (e.g., school, training, child care)

Attending school _____ F/T _____ P/T

Type of school _____

Other _____

Drug testing

Results

MM/DD/YY
____/____/____
____/____/____
____/____/____
____/____/____
____/____/____

Arrests

Offense	MM/DD/YY	Detained	Disposition
_____	____/____/____	_____	_____
_____	____/____/____	_____	_____
_____	____/____/____	_____	_____

Incarcerations

Location	In (MM/DD/YY)	Out (MM/DD/YY)
_____	____/____/____	____/____/____
_____	____/____/____	____/____/____
_____	____/____/____	____/____/____

Secure Placements

Location/purpose	In (MM/DD/YY)	Out (MM/DD/YY)
_____	____/____/____	____/____/____
_____	____/____/____	____/____/____

Other placements

Location/purpose	In (MM/DD/YY)	Out (MM/DD/YY)
_____	____/____/____	____/____/____
_____	____/____/____	____/____/____

Parole services/contacts

Parole contacts last month: Face-to-face _____ Phone _____
Collateral _____

Other contacts or services _____

Comments (Include both positive and negative, if applicable.)

APPENDIX J
Daily Cadet Observation Form
DAILY CADET OBSERVATION

CADET: _____

YA #: _____

DATE: ____ / ____ / 19__

EVALUATOR: _____

PHASE: I II III IV

M TU W TH F SA SU

1=FAILURE 2=BELOW STANDARD 3=STANDARD 4=ABOVE STANDARD 5=OUTSTANDING

A. BEHAVIOR:

1. ATTITUDE/CO-OPERATION/ENTHUSIASM

RATING:

1 2 3 4 5

COMMENTS:

2. CONCERN FOR PLATOON/FOLLOWERSHIP

1 2 3 4 5

3. DEPENDABILITY/SELF-DISCIPLINE

1 2 3 4 5

B. DUTIES:

1. A.M. & LUNCH CHOW MOVEMENTS

1 2 3 4 5

2. CLEAN-UP ASSIGNMENTS

1 2 3 4 5

3. DRILL & CEREMONIES

1 2 3 4 5

4. P.M. CHOW MOVEMENT

1 2 3 4 5

5. PHYSICAL TRAINING

1 2 3 4 5

C. INSPECTION:

1. APPEARANCE & HYGIENE

1 2 3 4 5

2. BUNK

1 2 3 4 5

3. LOCKER

1 2 3 4 5

D. LEADERSHIP:

1. BRIEFING & DISCHARGING OF DUTIES

1 2 3 4 5

2. DECISION-MAKING

1 2 3 4 5

3. INITIATIVE

1 2 3 4 5

4. RESPONSIBILITY

1 2 3 4 5

E. GENERAL COMMENTS:

VERIFICATION OF REVIEW:

 CADET SIGNATURE

 T.A.C. OFFICER SIGNATURE

WEEKLY EVENTS CALENDAR for the week of 10-11-93 thru 10-17-93

TIME	MONDAY	TUESDAY	WEDNESDAY	THURSDAY	FRIDAY	SATURDAY	SUNDAY
0600	HOLIDAY SCHEDULE: COLUMBUS DAY	Reveille: Breakfast at 6:15 AM. Sick call	Reveille: Breakfast at 6:15 AM. Sick call	Reveille: Breakfast at 6:15 AM. Sick-call 93-06 cadets paroled	Reveille: Breakfast at 6:15 AM. Sick-call	Optional wake-up	Optional wake-up
0700	Reveille: Breakfast at 7:15 AM	D&C: Raise colors PT	D&C: Raise colors PT	D&C: Raise colors PT	D&C: Raise colors PT	Reveille Breakfast 7:15 AM	Reveille: Breakfast 7:15 AM 7:30 Catholic services
0800	Raise colors D&C and PT	93-07 employability 93-10 PSI grounds 93-08 & 93-09 school	93-07 NRCC candidate orientation at 9 AM. Amador HS at 12 noon. 93-10 PSI grounds. 93-08 & 93-09 school	CS 93-07 Amador fairgrounds. School 93-08, 93-09 & 93-10	93-07 plaster hand ball court for mural project. School 93-08 & 93-09 & 93-10	Raise colors D&C and PT	Raise colors D&C and PT 8:30 Protestant services
0900	Drill and ceremony	Lodge clean up cadets from 93-07	Lodge clean up cadets from 93-07	Lodge clean up cadets from 93-07	Lodge clean-up cadets 93-07	Commanders time Tutor- Robert Cramer	Visits for 93-06 start Tutor- Hank Arnold
1000	TAC discretionary time	10:45 Cadets return from school.	10:45 Cadets return from school.	10:45 Cadets return from school.	10:45 Cadets return from school.	TAC discretionary time	D&C or PT
1100	Institution count Lunch 11:15	Institution count Lunch 11:15	Institution count Lunch 11:15	Institution count Lunch 11:15	Institution count Lunch 11:15	Lunch 11:15 AM D&C and/or PT. Tutor Aletha Johnson	Lunch 11:15 AM D&C and/or PT Tutor-Aletha Johnson
1200	Lodge clean-up	Girl group, Dr. Mack School prep	PT and/or D&C	PT and/or D&C School prep	Large Group: Sands and Correa	Fine arts program Instructor Jim Boyle	TAC discretionary time Visits start for Jr. Plts.
1300	PT	School 93-08, 93-09 & 93-10	School 93-08, 93-09 & 93-10	School 93-07, 93-08 & 93-09 Paula Bruce parole resources in Lanes classroom.	School 93-07, 93-08 & 93-09	Stand down	Stand down during visiting hours
1400	Lodge clean up cadets from 93-06	Lodge clean-up cadets from 93-06	Lodge clean-up cadets from 93-06	Lodge clean-up cadets from 93-07	Lodge clean-up cadets from 93-07	D&C	Stand down during visiting. DFL 93-10
1500	15:45 Cadets return from school and CS	15:45 Cadets return from school and CS	15:45 Cadets return from school and CS	15:45 Cadets return from school and CS	15:45 Cadets return from school and CS	PT	Visiting over! D&C or PT
1600	Institution count Dinner at 4:15 PM Retreat	Institution count Dinner at 4:15 PM Retreat - Special Ed. teachers on lodge. Pre-parole/Cardona	Institution count Dinner at 4:15 PM Retreat -	Institution count Dinner at 4:15 PM Retreat	Institution count Dinner at 4:15 PM Retreat	Institution count Dinner at 4:15 PM Retreat	Institution count Dinner at 4:15 PM Retreat
1700	D&C PT	D&C PT	D&C PT	D&C PT	D&C PT	D&C PT	D&C PT
1800	DFL 93-09 & 93-08	DFL 93-09 & 93-08 Life-plan 93-07	DFL 93-09, 93-08 & 93-10 Life-plan 93-07	DFL 93-08 & 93-10 Life-plan 93-07	DFL 93-08 & 93-10 Life-plan 93-07	DFL 93-09 & 93-10 Life-plan 93-07	DFL 93-07 & 93-09 Life-plan 93-07
1900	DFL and Life-plan	DFL and Life-plan	DFL and Life-plan	DFL and Life-plan	DFL and Life-plan	DFL and Life-plan	DFL and Life-plan
2000	Study hall: Gym or PT	Study hall: Gym or PT	Study hall: Gym or PT	Study hall: Gym or PT	Study hall: Gym or PT	Study hall: Gym or PT	Study hall: Gym or PT
2100	Food supplement Showers& Takedown	Food supplement Showers& Takedown	Food supplement Showers& Takedown	Food supplement Showers& Takedown	Food supplement Showers& Takedown	Food supplement Showers& Takedown	Food supplement Showers& Takedown
2200	Lodge clean up Clean up crew only	Lodge clean up Clean up crew only	Lodge clean up Clean up crew only	Lodge clean-up Clean up crew only	Lodge clean-up Clean up crew only	Lodge clean up Clean-up crew only	Lodge clean-up Clean-up crew only
2300	Clean up crew takedown	Clean up crew takedown	Clean up crew takedown	Clean up crew takedown	Clean up crew takedown	Clean up crew takedown	Clean-up crew takedown
2400	First watch relief	First watch relief	First watch relief	First watch relief	First watch relief	First watch relief	First watch relief

APPENDIX M

TABLE M-1
Responses to Ward Survey Items
By Impact Study Group

Item	Response	LEAD (n=122)		Control (n=72)		Chi-Square
		<u>n</u>	%	<u>n</u>	%	
1. This program has helped me to be self-disciplined.	Strongly disagree or disagree	3	2.5	7	9.7	35.315***
	Agree	32	26.2	44	61.1	
	Strongly agree	88	72.1	21	29.2	
2. I am becoming a better person here.	Strongly disagree or disagree	4	3.3	7	9.7	8.925**
	Agree	39	32.0	33	45.8	
	Strongly agree	79	64.7	32	44.4	
3. Because of my experiences here, I will probably not get in trouble again.	Strongly disagree or disagree	11	9.0	12	16.7	6.296*
	Agree	51	41.8	37	51.4	
	Strongly agree	60	49.2	23	31.9	
4. This program is basically easy time.	Strongly disagree	53	44.2	2	2.8	46.265***
	Disagree	47	39.2	33	45.8	
	Agree	15	12.5	24	33.3	
	Strongly agree	5	4.2	13	18.1	
5. This program has helped me to take leadership roles.	Strongly disagree or disagree	1	0.8	14	19.4	55.376***
	Agree	31	25.4	42	58.3	
	Strongly agree	90	73.8	16	22.2	

APPENDIX M (Continued)

Item	Response	LEAD (n=122)		Control (n=72)		Chi-Square
		n	%	n	%	
6. This program has improved my overall skills for handling problems in daily life.	Strongly disagree or disagree	5	4.1	4	5.6	6.218*
	Agree	42	34.4	37	51.4	
	Strongly agree	75	61.5	31	43.1	
7. I found staff here who care about me.	Strongly disagree	11	9.2	7	9.7	8.609*
	Disagree	17	14.2	15	20.8	
	Agree	62	51.7	44	61.1	
	Strongly agree	30	25.0	6	8.3	
8. I admire some of the staff on my living unit.	Strongly disagree	7	5.7	7	9.7	3.765
	Disagree	20	16.4	14	19.4	
	Agree	59	48.4	38	52.8	
	Strongly agree	36	29.5	13	18.1	
9. The group is punished for things that individual wards do wrong.	Strongly disagree or disagree	9	7.4	12	16.7	4.537
	Agree	40	33.1	25	34.7	
	Strongly agree	72	59.5	35	48.6	
10. Wards have to associate with a gang to be safe.	Strongly disagree	66	56.4	21	29.2	15.690***
	Disagree	44	37.6	38	52.8	
	Agree or strongly agree	7	5.7	13	18.1	

APPENDIX M (Continued)

Item	Response	LEAD (n=122)		Control (n=72)		Chi-Square
		n	%	n	%	
11. Some staff really get carried away with their power over wards.	Strongly disagree	31	25.4	12	16.7	3.062
	or disagree	40	35.4	27	37.5	
	Agree	42	37.2	33	45.8	
	Strongly agree					
12. Staff have embarrassed or humiliated me in front of other wards.	Strongly disagree	12	10.3	13	18.1	5.101
	Disagree	39	33.3	25	34.7	
	Agree	40	34.2	26	36.1	
	Strongly agree	26	22.2	8	11.1	
13. There is a psychologist in my program who helps wards with personal problems.	Strongly disagree	3	2.6	17	23.6	81.579***
	Disagree	5	4.3	31	43.1	
	Agree	56	48.7	21	29.2	
	Strongly agree	51	44.3	3	4.2	
14. The rules in the program are fair.	Strongly disagree	29	23.8	23	31.9	3.929
	or disagree	59	50.9	39	54.9	
	Agree	28	24.1	9	12.7	
	Strongly agree					
15. There are racial problems on my living unit.	Strongly disagree	25	21.7	10	13.9	4.887
	Disagree	59	51.3	32	44.4	
	Agree	24	20.9	24	33.3	
	Strongly agree	7	6.1	6	8.3	

APPENDIX M (Continued)

Item	Response	LEAD (n=122)		Control (n=72)		Chi-Square
		<u>n</u>	%	<u>n</u>	%	
16. I like the challenges of this program.	Strongly disagree or disagree	9	7.4	23	31.9	23.983***
	Agree	48	41.0	32	44.4	
	Strongly agree	60	51.3	17	23.6	
17. I like the other wards on my living unit.	Strongly disagree or disagree	21	17.2	11	15.3	2.584
	Agree	76	66.1	54	76.1	
	Strongly agree	18	15.6	6	8.4	
18. I associated with a gang on the streets.	Strongly disagree	25	21.9	9	12.9	3.209
	Disagree	17	14.9	14	20.0	
	Agree	46	40.3	27	38.6	
	Strongly agree	26	22.8	20	28.6	
19. A former gang affiliation has affected my program here.	Strongly disagree	54	47.0	18	25.0	13.220**
	Disagree	41	35.6	30	41.7	
	Agree	16	13.9	14	19.4	
	Strongly agree	4	3.5	10	13.9	
20. Wards have to stick with their own racial group on my living unit.	Strongly disagree	59	50.9	16	22.5	23.409***
	Disagree	48	41.4	33	46.5	
	Agree or strongly agree	9	7.4	22	30.6	

APPENDIX M (Continued)

Item	Response	LEAD (n=122)		Control (n=72)		Chi-Square
		<u>n</u>	%	<u>n</u>	%	
21. I feel I'm a better person because of this program.	Strongly disagree or disagree	8	6.6	12	16.7	17.286***
	Agree	36	29.7	36	50.0	
	Strongly agree	77	63.6	24	33.3	
22. Staff threaten wards here too much.	Strongly disagree	21	17.8	18	25.0	1.920
	Disagree	62	52.5	34	47.2	
	Agree	25	21.2	16	22.2	
	Strongly agree	10	8.5	4	5.6	
23. This program is too harsh and punishing.	Strongly disagree	27	22.7	13	18.1	3.035
	Disagree	70	58.8	51	70.8	
	Agree or strongly agree	12	9.8	8	11.1	
24. This program is too demanding.	Strongly disagree	17	13.9	11	15.3	0.524
	Disagree	69	56.6	42	58.3	
	Agree	26	21.3	15	20.8	
	Strongly agree	10	8.2	4	5.6	
25. The group should not be punished for things that individuals do wrong.	Strongly disagree	11	9.1	6	8.3	9.000*
	Disagree	26	21.5	7	9.7	
	Agree	40	33.1	18	25.0	
	Strongly agree	44	36.4	41	56.9	

APPENDIX M (Continued)

Item	Response	LEAD (n=122)		Control (n=72)		Chi-Square
		<u>n</u>	%	<u>n</u>	%	
26. I care about the other wards in my program.	Strongly disagree or disagree	26	21.3	26	36.1	4.887
	Agree	77	64.7	37	52.1	
	Disagree	16	13.4	8	11.3	
27. I learned a lot from the teachers in this program.	Strongly disagree or disagree	4	33	9	12.5	39.842***
	Agree	24	20.0	41	56.9	
	Strongly agree	92	76.7	22	30.6	
28. I want to be just like one of the staff in my program.	Strongly disagree	20	16.7	21	29.2	4.980
	Disagree	51	42.5	29	40.3	
	Agree	32	26.7	16	22.2	
	Strongly agree	17	14.2	6	8.3	

*p < .05

**p < .01

***p < .001

APPENDIX N

TABLE N
Responses to Prison Environment Inventory Items
By Impact Study Group

Item	Frequency Rating	LEAD (n=122)		Control (n=72)		Chi-Square
		<u>n</u>	%	<u>n</u>	%	
8. Wards fight with other wards.						
	Never	27	22.3	2	2.8	47.225***
	Seldom	84	69.4	35	48.6	
	Often	9	7.4	25	34.7	
	Always	1	0.8	10	13.9	
13. Wards are afraid of being hurt by other wards.						
	Never	43	35.2	9	12.5	12.301**
	Seldom	56	45.9	42	58.3	
	Often	18	14.7	17	23.6	
	Always	5	4.1	4	5.6	
22. Staff on my living unit really want wards to succeed in the program.						
	Never or seldom	7	5.7	15	20.8	12.185**
	Often	38	31.7	26	36.1	
	Always	75	62.5	31	43.1	
33. A weaker ward is physically attacked.						
	Never	83	68.6	14	20.0	42.280***
	Seldom	28	23.1	38	54.3	
	Often or always	10	8.2	18	25.0	
44. Wards are able to get into good physical condition here.						
	Never or seldom	1	0.8	13	18.1	77.622***
	Often	10	8.2	37	51.4	
	Always	111	91.0	22	30.6	

APPENDIX N (Continued)

Item	Frequency Rating	LEAD (n=122)		Control (n=72)		Chi-Square
		n	%	n	%	
45. Being in a gang is necessary for protection.	Never	82	67.8	28	38.9	15.471***
	Seldom	27	22.3	29	40.3	
	Often or always	12	9.8	15	20.8	
51. A ward's locker is robbed.	Never	24	19.7	13	18.1	1.938
	Seldom	79	64.7	42	58.3	
	Often or always	19	15.6	17	23.6	
61. The education classes here were helpful to me.	Never or seldom	3	2.5	12	16.7	29.988***
	Often	16	13.1	25	34.7	
	Always	103	84.4	35	48.6	
74. I enjoy talking to staff here.	Never	6	5.0	5	6.9	0.806
	Seldom	31	25.8	20	27.8	
	Often	45	37.5	28	38.9	
	Always	38	31.7	19	26.4	
75. Wards are physically threatened by the staff.	Never	58	47.9	49	68.1	7.404*
	Seldom	46	38.0	17	23.6	
	Often or always	17	13.9	6	8.3	
78. Wards are bored.	Never	57	46.7	4	5.6	41.443***
	Seldom	48	39.3	37	51.4	
	Often	10	8.2	19	26.4	
	Always	7	5.7	12	16.7	

*p < .05

**p < .01

***p < .001