

# EVALUATION UPDATE: SOUTHAMPTON INTENSIVE TREATMENT CENTER

A Progress Report on Offender Characteristics,  
Program Effects and Community Adjustment



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Evaluation Update:  
Southampton Intensive Treatment Center

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We also would like to commend the Virginia Probation & Parole Officers who shared with evaluation staff the intimate knowledge they alone have of probationers under their supervision. Their interpretations of offender case histories enabled us to appreciate the subtleties of community adjustment.

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## EXECUTIVE SUMMARY

### Evaluation Update:

#### Southampton Intensive Treatment Center

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

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

Referrals to this program, which operates under guidance from the Division of Field Operations, are felony probationers sentenced in the Commonwealth's Circuit Courts. By statute\*, they are male, not older than 24 years of age, convicted of a nonviolent offense, voluntary, and with very limited prior incarceration as an adult. An order entered April 25, 1994, by the U.S. Magistrate Judge in Roanoke compels the Department to offer the Boot Camp option for females, and compliance with that order has occurred.

The program is operated as Southampton Intensive Treatment Center (SITC), and has admitted a total of 1,102 "probates" in 36 platoons averaging about 30 each. The first intake was April 15, 1991, with graduates now being on the street for a period ranging from one month to 41 months.

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

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

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



Offenders entering the program had these characteristics: (1) 67% were Black, 32% White, and the remainder Asian or Hispanic; (2) their average age was 20.5 years, with 25 admissions at age 16 or 17; (3) most [61%] were convicted of drug possession or distribution; (4) over half of them came from one of ten P&P Districts, with Richmond, Chesapeake, Emporia and Virginia Beach consistently topping the list; and (5) about 75% awaited intake at SITC in jail, with the remainder making bond.

The average sentence imposed among these offenders was 10.6 years, up from 9.6 last year. About 25% of entering probates were terminated at some time during the 90 day period, with 44% of these being for disciplinary reasons. Another 40% are rejected for medical/psychological reasons. For those terminated probates who have returned to court, an average sentence imposed was about 4.5 years.

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

- o Educational achievement:
  - Adult education scores increased 12%
  - Reading ability increased 7%
  - Tested mathematical ability increased 13%
  - Language abilities increased 17%
  - 160 of 226 (71%) passed the GED examination
- o Antisocial attitudes declined by 13%
- o Motivation to change increased by 10%
- o Self-depreciation attitudes dropped 15% (probates felt better about themselves)
- o Thought disturbance declined 10% (anxiety problems, and problems dealing with reality decreased)
- o Probates' expectations of the program's value rose 7%
- o Offenders' denial that drug abuse was related to their crime was not changed.

With respect to recidivism, two independent sources of information were developed, and it is important that the results be considered separately. First, no automated data on recidivism presently exist, but we used the Department's New Court Admissions (NCA) files to determine the number of SITC graduates and terminations who were subsequently committed with a regular sentence.



138 (19%) of the graduates, 106 (73%) of the non-medical terminations, and 49 (51%) of the medical terminations were committed to DOC. By way of comparison, 22% of a similar group discharged from jail or prison on discretionary parole during the same time period were returned to the Department, as were 25% of those given mandatory parole.

Second, data collected from P&P District records indicating types of outcome under supervision show that 73% of the graduates were not known to have been convicted of a new crime, nor had their probation revoked. The remainder, 27%, were convicted of a felony, had their probation revoked, or both. This rate is greater than last years (16%), reflecting two processes: (1) offenders referred are probably "harder," including many regular probation failures, and (2) a more extended time on the street. When compared to rates reported by other boot camp programs, such as those monitored by the National Institute of Justice, or Colorado's, this figure is substantially less. Many programs observe, with respect to their graduates' failure in the community, that performance on the street appears to be a close function of supervision intensity.

A major accomplishment of the program, unrecognized in many evaluations, is the variety and extent of community service performed by probates under supervision of SITC staff. Recent projects were to move the Academy for Staff Development, office moves for four Probation & Parole Districts, landscaping to enhance security at a center for abused children and at two Field Units, packing, cooking and cleanup at a Major Institution in response to a disturbance there, and removal of 14,000 tires from an illegal dump. Letters of appreciation from managers of these organizations cite the thousands of dollars saved the Commonwealth.

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

- (1) Utilization has increased from a beginning average daily population (ADP) of 16 to around 58 (the facility has an operational capacity of 96).
- (2) An ADP of 40.5 for the first six months SITC was operational was associated with a cost of \$16,162 per graduate. The cost is now \$9,431 per referral. One bedspace allotment will, at full utilization, accomodate four probates per year.
- (3) The cost per day for each offender is \$104.79. Current daily costs of other alternatives, per referral, are \$44.10 (Institutions), \$2.10 (P&P Supervision), \$3.22 (P&P Intensive Supervision), and \$10.77 (Community Diversion Incentives).



- (4) The cost of committing similar offenders to prison for a longer period, and who reoffend at a higher rate, should be compared with the cost of Boot Camp. Whether the program saves prison bedspace depends upon knowing how many probationers given this sentencing option would have been committed to DOC. The likelihood is considerable that offenders convicted of drug distribution charges would have been.

**Recommendations:**

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

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The data reported in this update of the Boot Camp evaluation benefited from a substantially enlarged base of program referrals since last year. The findings should thus have greater utility for management decision-making, and should enhance confidence in their validity.

In conclusion, Virginia's Boot Camp program is working well for a selected number of offenders who would probably have continued an increasingly serious life of crime. We therefore argue, based upon this evaluation, for a renewed commitment to this sentencing option and the opportunities it presents for offender change.





**VIRGINIA DEPARTMENT OF CORRECTIONS**  
**Research, Evaluation and Certification Unit**

**1994 Evaluation Update:**  
**Southampton Intensive Treatment Center**

This report provides the most recent data and their analysis on the Virginia Department of Corrections' Boot Camp Program, more formally known as the Southampton Intensive Treatment Center (SITC). It extends an earlier evaluation dated December, 1993, and incorporates for comparative purposes some findings of other jurisdictions where boot camps are operational. Since the first evaluation of Virginia's program contained background information on the concept of shock incarceration, on its legislative foundation, and on the program's goals and objectives, these topics will receive abbreviated coverage in this one. The focus will be, instead, on offenders' changes during the program and on their subsequent adjustment in the community while under supervision by Probation & Parole officers.

The data comprising this update should be considered more definitive than last year's, although two precautions still hold: (1) there is over a year left in the program's five-year period set by legislation; and (2) program outcome measures depend upon an extended period of offender supervision in the community for their validity -- usually regarded as a minimum of two to three years. In fact, only about two-thirds of the program graduates had been on the street for as long as two years when evaluation staff collected information on their reoffending. The Department of Corrections (DOC) will, of course, continue evaluation of this initiative as a major program of community corrections.

**I Intermediate Punishments and Shock Incarceration**

Intermediate punishment programs have become an increasingly attractive alternative to traditional incarceration. Among the reasons is that their costs are projected to be less than imprisonment, but also because they promise a treatment emphasis while still assuring public safety. Chief among these, and clearly a favorite of the media, is a relatively new sentencing alternative called shock incarceration. Although programs vary in structure and objectives, most take the form of a military-style, correctional boot camp.

Boot camps now operate in twenty-five states, the Federal prison system, counties and other localities. Since the states independently went about establishing their programs, each having different statutory bases, it fell to the National Institute of Justice (NIJ), U.S. Department of Justice, to undertake an extensive tracking study of the programs' development and experiences. Eight sites were selected: Florida, Georgia,



Louisiana (by far, the most thoroughly researched), Texas, Illinois, Oklahoma, South Carolina and New York. Numerous reports on this multi-site study have been published and reviewed by correctional researchers. Selected findings from the NIJ evaluation will be cited, where appropriate, for an interpretation of Virginia data.

Some limited interest has been expressed in the national experience with privatized boot camps. There appears to be only one in operation at this time, Foxfire Boot Camp in Denver, Colorado. It is a non-profit operation, not a state program.

## II Origins of Virginia's Boot Camp

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

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

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

Experience gained through early months of the program suggested that the original legislation governing eligibility criteria was too restrictive. Accordingly, the 1992 General Assembly adjusted §19.2-316.1 by means of House Bill 461 to expand the age range ("no older than 24 at the time of conviction"), and allow for limited prior imprisonment ("has not been confined for more than twelve months nor for more than one term of confinement [excluding misdemeanor traffic convictions]").

Most recently, a judgment and order entered on April 25, 1994, by the U.S. Magistrate Judge, Roanoke, Virginia, required provision of the boot camp incarceration program sentencing alternative for women. After a feasibility study was completed, the court order was met by contracting with the Michigan Department of Corrections' female boot camp to accept Virginia's female referrals. We will transport these offenders to Michigan, where



they will undergo ninety days of boot camp participation, then be returned to Virginia for a period of supervised probation.

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

### III Program Description

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

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

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

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



Table 1

Program Intake and Discharge

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





TABLE 1

3-92 (10)	3-30-92/6-26-92	00193- 00227	35	2 - Medical 2 - Voluntary W/D 1 - Psychological 1 - Disciplinary	29
4-92 (11)	4-27-92/7-24-92	00228- 00261	34	6 - Medical 1 - Voluntary W/D 2 - Disciplinary	25
5-92 (12)	6-8-92/9-4-92	00262- 00296	35	4 - Medical 2 - Voluntary W/D 2 - Disciplinary	27
6-92 (13)	7-20-92/10-16-92	00297- 00332	36	6 - Disciplinary 1 - Voluntary W/D 2 - Other	27
7-92 (14)	8-17-92/11-13-92	00333- 00369	37	3 - Medical 1 - Voluntary W/D 7 - Disciplinary	26
8-92 (15)	9-21-92/12-18-92	00370- 00410	41	1 - Voluntary W/D 2 - Medical 1 - Other 3 - Disciplinary	34
9-92 (16)	11-2-92/1-29-93	00411- 00450	40	2 - Voluntary W/D 3 - Disciplinary	35
10-92 (17)	12-7-92/3-5-93	00451- 00490	40	1 - Medical 1 - Voluntary W/D 6 - Disciplinary	32
1-93 (18)	1-11-93/4-9-93	00491- 00522	32	5 - Medical 1 - Voluntary W/D 10 - Disciplinary 1 - Other	15



TABLE 1

2-93 (19)	2-16-93/5-14-93	00523- 00552	30	2 - Medical 2 - Disciplinary	26
3-93 (20)	3-22-93/6-18-93	00553- 00587	35	1 - Voluntary W/D 7 - Disciplinary 4 - Medical	23
4-93 (21)	4-26-93/7-23-93	00588- 00625	38	4 - Medical 2 - Voluntary W/D 9 - Disciplinary	23
5-93 (22)	5-24-93/8-20-93	00626- 00663	38	6 - Medical 3 - Disciplinary 1 - Psychological	28
6-93 (23)	7-6-93/10-1-93	00664- 00694	31	8 - Disciplinary	23
7-93 (24)	8-9-93/11-5-93	00695- 00725	31	4 - Medical 6 - Disciplinary	21
8-93 (25)	9-13-93/12-10-93	00726- 00766	41	6 - Medical 3 - Voluntary W/D 1 - Disciplinary	31
9-93 (26)	10-18-93/1-14-94	00767- 00803	37	4 - Psychological 5 - Disciplinary 2 - Voluntary W/D 4 - Medical	22
10-93 (27)	11-22-93/2-18-94	00804- 00834	31	1 - Psychological 6 - Medical 4 - Disciplinary	20
1-94 (28)	1-10-94/4-8-94	00835- 00868	34	4 - Medical 1 - Psychological 3 - Disciplinary	26



TABLE 1

2-94 (29)	2-7-94/5-6-94	00869- 00892	24	3 - Medical	21
3-94 (30)	3-14-94/6-10-94	00893- 00923	31	3 - Medical 1 - Voluntary W/D 3 - Disciplinary 1 - New Charges	23
4-94 (31)	5-2-94/7-29-94	00924- 00969	46	1 - Voluntary W/D 6 - Medical 1 - Psychological 3 - Disciplinary	35
5-94 (32)	5-31-94/8-26-94	00970- 00985	16	1 - Psychological 2 - Medical	13
6-94 (33)	6-27-94/9-23-94	00986- 01008	23	4 - Medical 1 - New Charges 6 - Disciplinary	12
7-94 (34)	8-8-94/11-4-94	01009- 01038	30	10 - Medical 1 - Psychological	19
8-94 (35)	9-19-94/12-16-94	01039- 01066	28	1 - Psychological 2 - Disciplinary 2 - Medical	23 (est.)
9-94 (36)	10-17-94/1-13-95	01067- 01102	36	2 - Voluntary W/D 1 - Other 6 - Medical	27 (est.)
10-94 (37)	11-28-94/2-24-95	01103- 01141	39	6 - Medical 2 - Voluntary W/D	31 (est.)



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

Concern has been expressed in some quarters that boot camps engage in such intensive resocialization of new admissions that psychological damage may result. Neither SITC staff nor mental health staff serving as consultants to the program have found symptoms of this effect, other than the reactions to stress ordinarily experienced by newly-confined persons. The one study of this hypothesis published as a part of the NIJ eight-site evaluation failed to find lasting degradation or humiliation, but it did verify significant improvements in attitudes toward authority and toward the program (MacKenzie and Souryal, 1992).

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

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

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





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

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

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

#### IV The Followup Component

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

To anticipate a transition of probates/probationers from SITC to probation supervision in the Districts, two reports are prepared by the SITC treatment team. One is a final progress report, which summarizes the probate's accomplishments in areas such as physical conditioning, educational achievement, personal conduct (adherence to rules and regulations, interaction with others), and work and vocational assessments, concluding with a treatment summary of his recommended areas for improvement while under community supervision. The second, a behavior contract between the probationer and his Probation and Parole Officer, was developed after the program had been in operation for several months in response to the need for a formal statement of accountability. It very concretely identifies areas which need special attention by the graduate and was created to provide a framework for the supervision plan. Areas typically highlighted are financial responsibility, substance abuse, employment, vocational training, and education.



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

## V The Evaluation Design

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

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

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

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

- o Identifiers, personal data, and offense type for each probate were obtained from the Presentence Investigation report, among other documents.



- o Based upon a request by the Department's Manager, Classification and Records, arrangements were made to enter boot camp numbers, (a B followed by five digits, e.g., B00256) on the Probation segment of the Offender Based State Information System (OBSCIS). The rationale was to learn, for any offender committed to the Department in future years with a regular sentence, whether that individual had ever been to Boot Camp.
- o A set of three scales devised and extensively tested by Doris MacKenzie of the National Institute of Justice is used in pre- and post-test fashion to measure attitude change during the 90-day program. Results of the testing will be discussed in a later section. Scoring and coding for data entry are done by the Research Unit.
- o The Carlson Psychological Survey, a standardized instrument measuring change during the program in antisocial tendencies, self-depreciation and other traits is also administered on a "before" and "after" schedule.
- o The Test of Adult Basic Education (TABE), a standardized measure of educational achievement, is administered and scored by the Department of Correctional Education (DCE). Before-and-after scores are provided by DCE to the Research Unit and to the Boot Camp treatment team.
- o Records on original sentences, resentences of cases terminated and actual time-to-serve are created by the Institutional Treatment Officers (ITOs) assigned to the Boot Camp. These are veteran Probation Officers highly skilled at interpreting sentencing orders (not infrequently from multiple jurisdictions) who forward their database on court dispositions to the Research Unit on a regular schedule.
- o An opportunity is scheduled for probates who qualify to take the General Educational Development (GED) test during their participation in the program. The D.C.E. staff administer the test, it is scored by the Virginia Department of Education, and results are shared with the Boot Camp and with the Research Unit. Data showing the number of probates taking the GED and their outcomes appear in the next section.

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



The means of collecting followup data employed for this evaluation was reviewed and authorized by the Deputy Director. A form was designed to enter arrest, conviction and revocation dates for each Boot Camp graduate and dropout, and was sent to the Chief Probation Officer for each District. Staff from the Research, Evaluation and Certification Unit made site visits to assist in data collection. Survey forms were completed in all 39 Districts and have been coded and entered into a database on program outcome. This is the basis for findings reported in section VIII.

An alternate measure of followup involved finding Boot Camp graduates who may have been committed to DOC since graduation under a regular felony sentence. The results of this database search will be presented in a section VIII as well.

## **VI Program Effects: Measuring Probationer Change**

It will be informative to begin with some characteristics which profile the cases referred to Boot Camp. These describe all cases received from the courts through October, 1994, a total of 1,102.

### **o Race**

Black	738	(67.0%)
White	350	(31.8%)
Other	14	(1.2%)

Comparative figures for DOC new admissions during the year are: Black (63.7%), White (35.7%), and Other (0.6%).

### **o Age (See Figure 1)**

The average age of probates admitted to Boot Camp was 20.5 years, a figure unchanged since last year's evaluation. Modification of the statute by the 1992 General Assembly to specify no lower age limit has prompted referrals of cases originating in Juvenile and Domestic Relations Courts and subsequently adjudicated, through certification, in the Circuit Courts.

Figure 1 shows the distribution of this variable, which is positively skewed, i.e., less cases fall into the older age categories. A total of twenty-five offenders have been admitted at age 16 or 17.

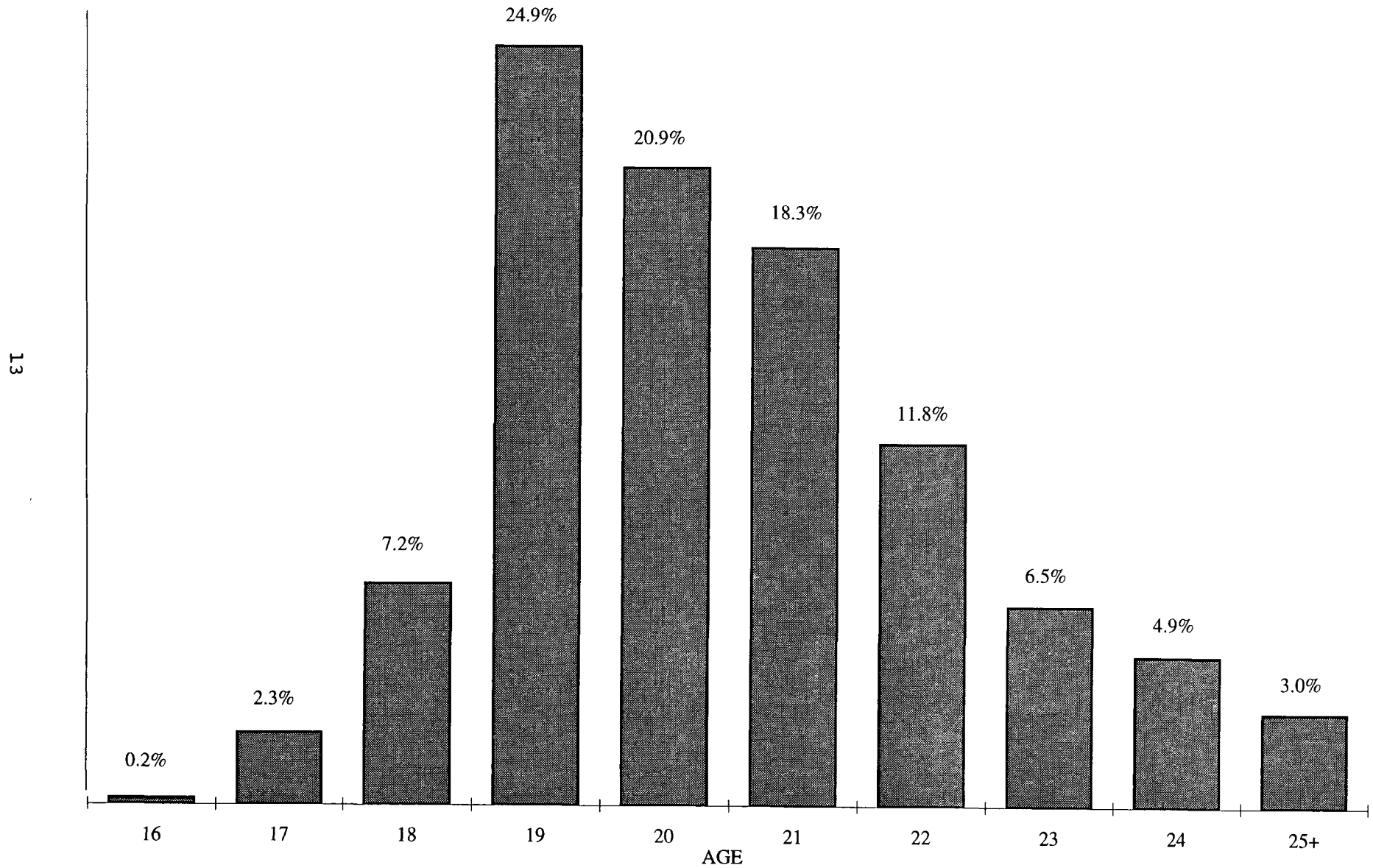
### **o Offense Types**

Many offenders referred to Boot Camp have been convicted on several charges. A typical case might combine Possession with Intent to Distribute (Cocaine) and Larceny (Grand, Auto Theft). These bear Virginia Crime





**Figure 1.**  
**PERCENTAGE OF SITC PROBATES BY AGE**





Codes (VCC) of NAR-3043-F9 and LAR-2404-F9, respectively. For our analysis, each case was coded according to most serious offense, with the following rank-order describing the Boot Camp population:

Drug Possession, Drug Distribution	595	(60.6%)
Burglary	138	(14.1%)
Larceny	114	(11.6%)
Probation Violation	73	(7.4%)
All Others (e.g., robbery, attempted robbery, weapons offenses)	62	(6.6%)
		-----
		(100.0%)

The largest change from last year's evaluation has been, not surprisingly, a slight increase in drug crime referrals.

A small number of young men convicted of offenses ordinarily considered "violent" are still being sent to the program (see "All Others" in the above table). They are given this sentencing option under provisions of the statute allowing the judiciary to deem an offender non-violent in character, the offense notwithstanding.

#### o Referring Districts

Although by now every P&P District has made at least one referral to the program, there continue to be substantial differences in the use of this alternative. Offenders generally speaking come from the high-volume Districts, but exceptions are noticeable. Last year's evaluation recommended that efforts be intensified to educate the defense bar, prosecutors, and the judiciary to encourage referrals more proportionate to felony caseloads. Limitations in staff resources at the facility have not allowed a focus on known areas of antipathy toward the program. On the other hand, referrals generally are increasing, and rapidly approach a saturation of the program's capacity.

As noted last year, over half of all referrals come from ten P&P Districts. A full listing of referrals by District is contained in Appendix A, with the most frequent users of the program rank-ordered below:

#01	Richmond	156
#31	Chesapeake	85
#38	Emporia	66
#23	VA Beach	62
#27	Chesterfield	49
#09	Charlottesville	46
#13	Lynchburg	37
#33	Warsaw	37
#15	Roanoke	37
#02	Norfolk	37



There are, of course, many cases considered at some point in the judicial process to be logical candidates for shock incarceration. The SITC receives notification for their scheduling purposes of all convicted felons who are referred for the medical and mental health assessment phase. A substantial number are rejected during assessment, with the most frequent reasons being, by reason category:

Received Regular Sentence	31.6%
Medical/Mental Health Reasons	28.8%
Had Prior Incarceration	16.0%
Changed Volunteer Status	11.4%
Other (New Charges, Received	12.2%
Regular Probation, etc.)	-----
	100.0%

It has been determined, for response to inquiries about the post-sentencing (but prior to Boot Camp intake) location of referrals, that about 75% were in jail awaiting admission of their platoon to the facility, and the remainder (25%) made bond.

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

Total Probationers Entering Program	1,038
Total Graduates (to date)	774
Terminations (to date)	264
Currently in Program	81

The present evaluation update is based upon all platoons graduating through August 26, 1994. Hence, the four platoons entering SITC since that date will be included in the next update.

The SITC program, as expected, took a period of time to become known and utilized by the Commonwealth's Circuit Court Judges. As Figure 2 shows, the average daily population increased the first few months, then stabilized with some fluctuations to the present figure. Utilization is a function of the timing and volume of court referrals, and careful monitoring ensures that intake of new platoons exceeds neither design capacity of the facility nor the available drill staff.

One measure of boot camp "effectiveness" used in other jurisdictions is the program completion rate. The data on Virginia's experience to date have been summarized in Figure 3, which shows a graduation-to-termination ratio of about 3:1. More information on the 700+ graduates will be provided later.



Figure 2.  
SITC AVERAGE DAILY POPULATION

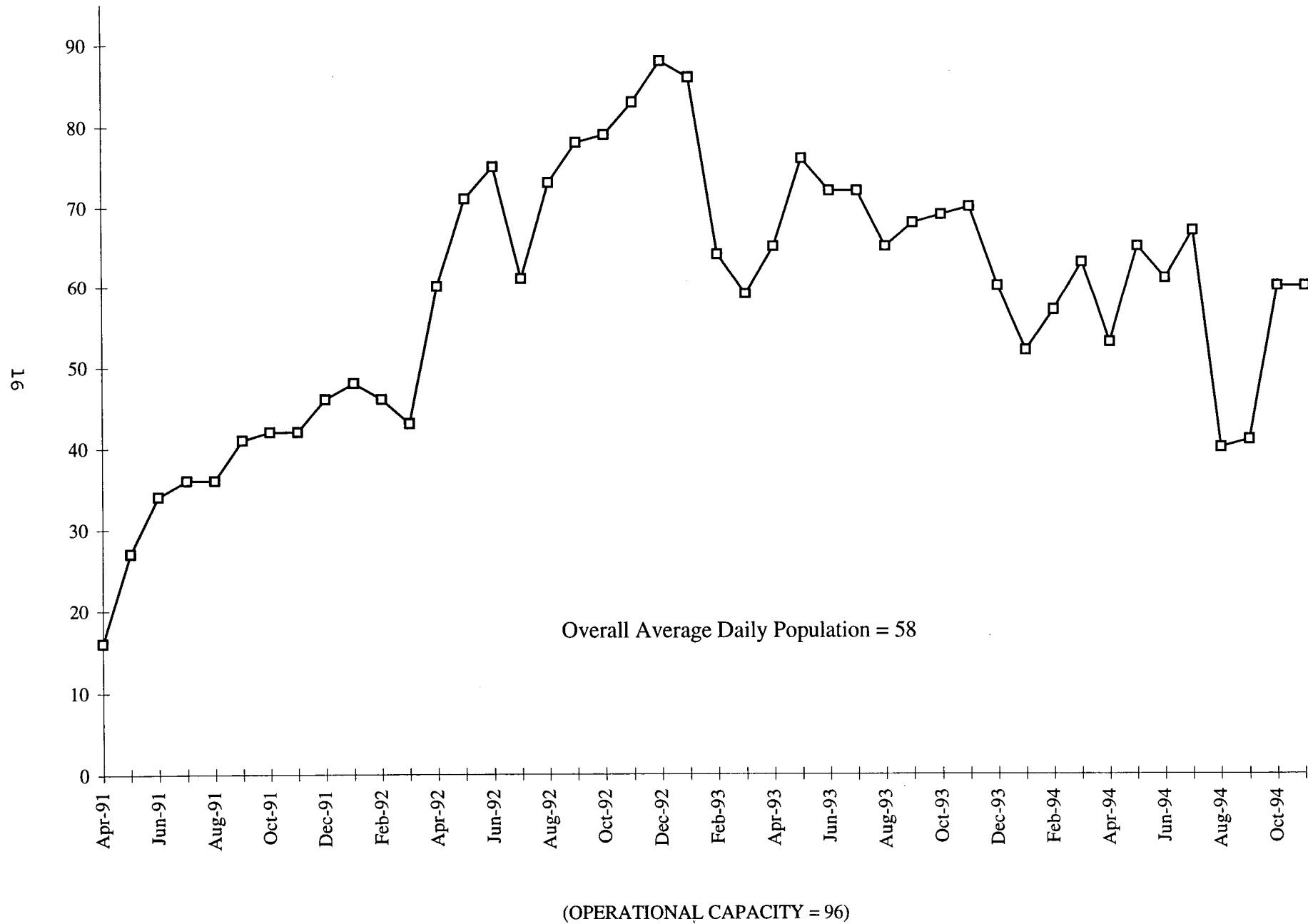






Figure 3.  
**Boot Camp Program Outcome:**  
*1994 Evaluation Update*

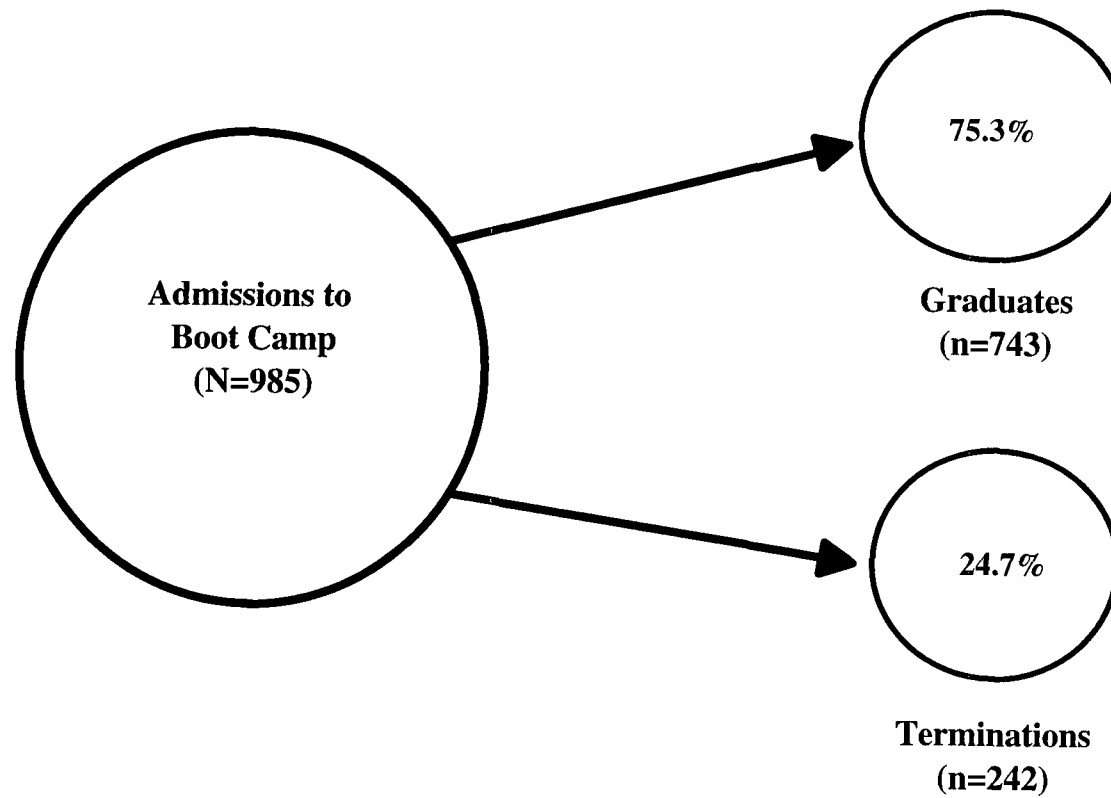




Figure 4 focuses upon the program failures, almost half of whom are terminated for disciplinary reasons. The consistency of this category over all three evaluations is a second indication that probationers admitted to this program are "hard" cases. An increase was noted in the number of medical terminations.

There is, understandably, a good deal of interest in the sentences received by probates, and what disposition is made of their cases if they are terminated from the program. The average of original sentences for last year's report was 9.6 years, ranging from none (taken under advisement, or imposition withheld) to 50 years. This year, the average sentence has increased to 10.6 years, and is the third indication (the first being the percentage of probates unable to make bond before admission, and the second being the consistency in terminations for disciplinary reasons) that probates currently sentenced to SITC are "harder," i.e., more criminally sophisticated.

Our data reveal that not all terminated offenders have been resentenced to date, but of those who have, the average sentence (if an active one is imposed) is about 4.5 years. In many cases the original sentence was reimposed, but much of it was suspended. Some have been given jail time of less than 12 months, a few were sentenced to the Community Diversion Incentives program, and a number were placed on regular probation. The most unexpected disposition of terminations has been to order the probationer back to Boot Camp. Twenty-four such cases have occurred, 58% of whom were terminated a second time.

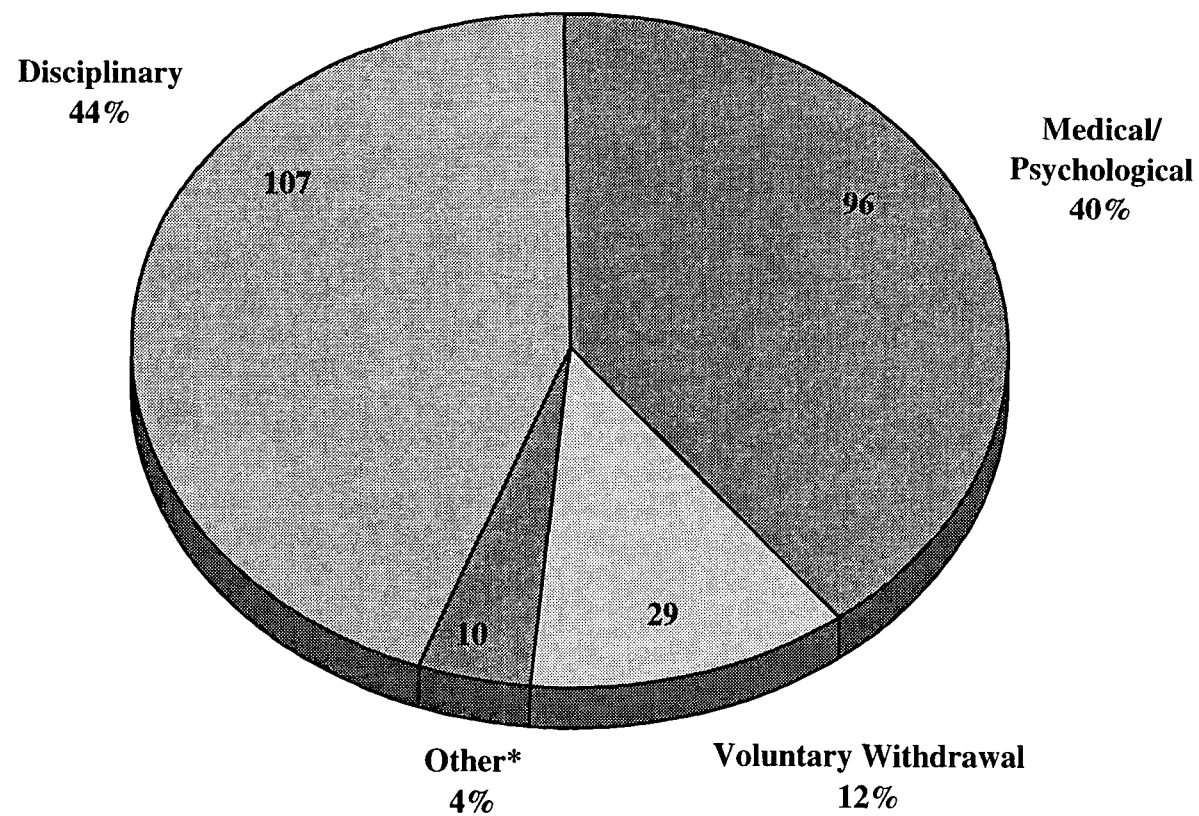
Probates terminated for medical reasons tend to fare better at resentencing than those rejected for disciplinary reasons or those who voluntarily withdraw.

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

Table 2 summarizes findings based upon the thirty-two platoons which have graduated:



Figure 4.  
**Boot Camp Terminations by Reason**  
*1994 Evaluation Update*



\* "Other" includes new charges, absconded, attempt abscond, etc.



Table 2.

## Selected Measures of Program Effects

<u>Variable</u>	<u>Pretest</u> (Mean)	<u>Post-Test</u> (Mean)	<u>Change</u> (Percent)
Antisocial Attitudes			
[MacKenzie]	11.29	9.84	-12.8%
[Carlson]	32.40	31.95	Not Signif.
Motivation to Change			
[MacKenzie]	32.82	36.16	10.2%
Self-Depreciation			
[Carlson]	17.96	15.31	-14.8%
Thought Disturbance			
[Carlson]	24.50	22.17	-9.5%
Expectations of the Program			
[MacKenzie]	32.94	35.26	7.0%
Denial that Chemical Abuse Relates to their Crime			
[Carlson]	19.55	19.24	Not Signif.

It may be concluded from these data that:

- o Antisocial attitudes among probates declined by about 13% by one test, and did not show a reduction by the other;
- o Motivation to change, a key objective of the SITC program, increased an average of over 10%;
- o Self-depreciation attitudes decreased by about 15%, or put differently, the probates felt better about themselves by the end of the program;
- o Thought disturbance, a measure of anxiety levels and problems in dealing with reality, declined an average of about 10%;
- o Expectations of the program's benefits rose by about 7%, reflecting optimism among the probates that their investment was worthwhile;
- o Probates' denial that substance abuse was a major factor in their violations of the law did not change.





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

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

In terms of educational achievement:

- o The adult educational full battery scores went up, as a group, from 8.05 to 9.01, an increase of 11.9%;
- o Reading ability increased 7.0%, from 8.59 to 9.19;
- o Tested mathematical ability went up from an average of 8.46 to 9.53, or 12.6%;
- o Language abilities showed the most marked change (16.5%), from 7.08 to 8.25.

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

TABE data were requested from the Department of Correctional Education on a sample of comparable offenders serving sentences in DOC facilities, but scores obtained quarterly are not available for this purpose. Thus, our findings for Boot Camp probates cannot be interpreted in comparison with educational advancement among inmates in a traditional prison.

Of the 226 participants who took the GED examination while in the program, a total of 160, or 71%, passed. It is probably true that these individuals would not have achieved this educational milestone were they not given the Boot Camp sentencing option. Numerous others made sufficient progress toward their preparation for the test (and overcame a "school phobia") that it is reasonable to expect they will attain this objective while under probation supervision.



## VII Qualitative Measures of the SITC Program

To supplement the quantitative data collected as part of this five-year evaluation, a brief note should be made of other documentation of the program's operation.

Primary among these is the variety and extent of community service projects performed by probates under supervision of SITC staff. A review of recent activities shows that over thirty projects were completed in the period of this report update, e.g.:

- o A major move of the Academy for Staff Development from Waynesboro to Goochland County;
- o Office moves of Probation & Parole Districts 6, 14, 19 and 34;
- o Landscaping the external security area for Safehaven (Virginia Peninsula Shelter for Abused Children), Newport News;
- o Removal of 14,000 tires from an illegal dump in Greenville County;
- o Landscape cleanup and renovation of Camps 3 and 20;
- o Packing for Enterprises, cleanup and cooking at Greenville Correctional Center in response to a disturbance there.

Letters of appreciation were received from the Directors or Managers of these organizations, often containing estimates of the thousands of dollars saved the Commonwealth in the process.

As was the case last year, published reports in the media have reflected the transformation experienced by a number of probationers who successfully completed their periods of supervision. Letters continue to be received by Senior Drill Instructors, the facility Probation Officers, and others in gratitude for the opportunity to participate in the program.

As before, a log is kept at SITC for the express purpose of allowing probates to record their impressions of the program, its staff, and their outlook on the future. These convey a number of repetitive themes, e.g., a sense of accomplishment (for many offenders, this was the first significant achievement of their young lives), their recovery from humiliation and degradation, and a renewal of self-respect. Taken by themselves, these "soft" data probably are limited in their ability to tell the evaluator whether the Boot Camp at Southampton is an effective program. Yet, these commentaries are mentioned here again because they corroborate on a personal level many of the quantitative trends we found in documenting change during the program.



Observation of SITC staff at all levels reveals at this time less concern over the extent to which the separate functions of the program are well integrated than two other issues: (1) whether the outcome of graduates who are under community supervision will be attributed to failure of one or more components of the program, and (2) how to accomodate the program to an increasingly younger and more criminally experienced offender. Neither of these challenges is entirely new, but as the program matures, it can expect to undergo change.

There is unmistakable evidence that staff assigned to this program take pride in working at a unique facility, where teamwork has a tangible effect on the program's success. If there is any single feature associated with this initiative -- mentioned repeatedly by staff and by criminal justice professionals who visit the facility -- it is the profound, visible change in the offenders. We find no reason to alter our impression recorded in both previous evaluations that few other places in the Department's community programs have the remedial potential of Boot Camp.

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

An earlier section of this report suggested a number of problems in the measurement of program outcome, not the least of which is the logistical matter of taking a series of community adjustment "snapshots" of probationers as they step through diminishing levels of supervision, move between Districts, get arrested, get acquitted, move out-of-state, abscond, or become discharged from supervision. As in most research, a compromise was reached in settling upon the kinds of data which would be requested from Probation & Parole Districts to analyze these adaptations.

Extensive staff resources were devoted to creating a database containing outcome measures on every probationer admitted to SITC. This involved, and will continue to require, a manual records search requested through the office of the Deputy Director, Division of Field Operations. Missing data, transferred supervision of cases, and pending transactions are a fact of life. While automation of records holds considerable promise, it is not realistic to suppose that the present evaluation will benefit from that technology during this pilot phase. As a recent Department of Planning and Budget report (Study of Alternative Punishment Programs for Offenders, 1993) observed:

One reason that evaluations have focused on 'outputs' rather than outcomes such as recidivism is that data relative to recidivism is not generally collected. Retrieving recidivism information without access to a computerized data base is a labor intensive process, and is often costly.



The one measure of outcome which was available in automated form was obtainable from the New Court Admissions (NCA) file, and others, of the Department's Felony Analysis and Simulation Tracking (FAST) system. We ran selected identifiers of graduates from SITC against this database to locate those offenders who were subsequently committed to DOC.

Given these limitations, the balance of this section will review our data on program outcome. Actual recidivism has been measured by two completely independent sources of information, and it is important that the results be considered separately.

First, 138 (18.6%) of the Boot Camp graduates have been committed to DOC with an active sentence through either revocation of probation or conviction of a new charge since the program began. Terminations from the program, not unexpectedly, fared worse -- 106 (72.6%) of the non-medical (e.g., disciplinary) dropouts were committed and 49 (51.0%) of the medical ones received a DOC sentence. Again this year we ran a comparison with similar offenders who were discharged from prison or jail during the same time period, finding that:

- o 22.1% of those released on discretionary parole were returned to DOC; and
- o 25.4% of those released on mandatory parole were returned to the Department.

For this comparison, offenders serving a regular sentence were selected to resemble the ages and offense types of Boot Camp admissions, and were, of course, male, first-term felons with sentences greater than two years.

Second, data from P&P District Officers indicate the types of outcomes under community supervision depicted in Figure 5 for all SITC graduates (N=708) to date. These offenders (now probationers again) have been in the community for a period ranging from one to 38 months. If recidivism is measured using this data source (P&P case records) and applying criteria of (1) a felony conviction, (2) a probation revocation, or (3) a combination of the two, the failure rate of SITC at present is 192 cases among 708 graduates, or 27.1%. This rate is an increase over that reported last year (16.4%), and the two are comparable, since both this year's analysis and last year's excluded misdemeanor convictions. The current data reflect far more felony convictions, often combined with revocation, than were known last year when the amount of street time for reoffending to occur was so short.

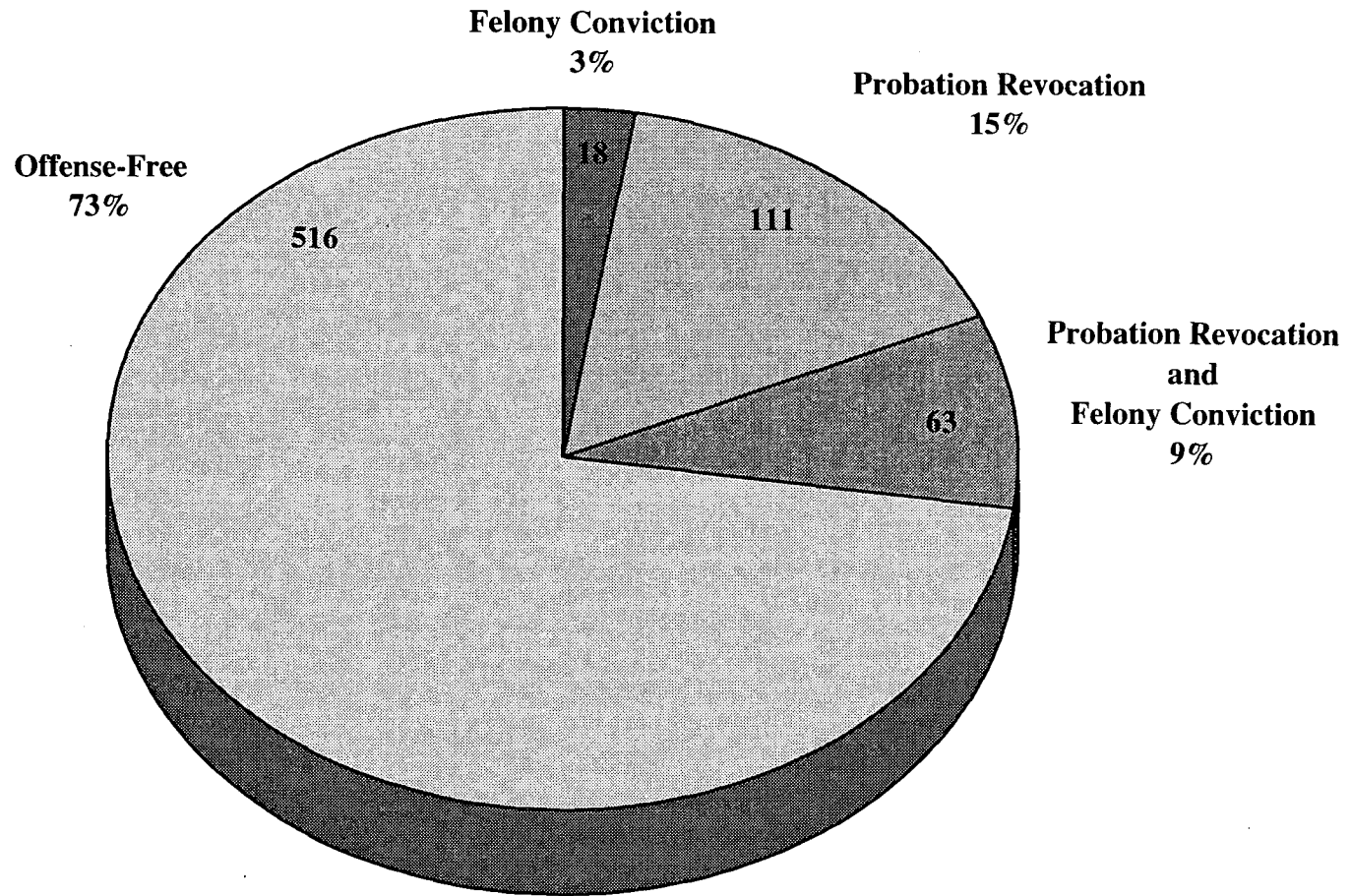
Of the 111 whose probation was revoked, 57.3% were convicted of new crimes and 42.7% committed technical violations.

The remainder, 72.9%, were not known to have been convicted of a





**Figure 5.**  
**Boot Camp Graduates:**  
**Tracking Outcomes**  
*1994 Evaluation Update*





new crime, nor to have had their probation revoked for other reasons at the time of data collection (September/October, 1994). Although these findings are somewhat better than reports of boot camp programs nationally, it is prudent once again to point out that offenders released from shock incarceration programs appear to perform at least as well as those who serve longer prison terms. Put differently, a longer term of incarceration does not appear to serve as an additional deterrent.

Most of the eight state programs evaluated by the National Institute of Justice indicate failure rates ranging from one-fourth to one-half. Since these programs are so dissimilar in selection processes, program content, and followup supervision, the Principal Evaluator of that project, Doris MacKenzie, warns researchers tracking boot camps elsewhere in the country that outcome rates may not be comparable.

To illustrate that point, MacKenzie's latest report (November, 1994) on the multi-state evaluation shows variation among the sites. Some, like Florida's shock program, reveals that graduates and dropouts were revoked (the measure of recidivism) less often than a comparable group of prison releasees. Most, like New York's, Georgia's and Louisiana's Boot Camps, report boot camp graduates failing at rates similar to prison samples or significantly higher than comparable released prisoners. The unavoidable factor in highly variable rates of failure among boot camp graduates is apparently their closeness of supervision:

In sum, although there were significant sample differences that appeared to favor the boot camp graduate sample on some measures of recidivism, [there remains] the possibility that these differences stemmed from the intensive community supervision phase [MacKenzie and Souryal, 1994].

This revelation is already familiar to those researchers doing evaluations of Intensive Supervision programs, and mirrors their struggle to explain high levels of relapse among those offenders.

Colorado's Correctional Alternative Program (CCAP), bearing close resemblance to Virginia's Boot Camp, has reported "relapse" (revocation of probation or commission of a new crime) at a rate of 34.7% for its graduates compared to 29.9% for a comparable prison group. Their evaluator, too, suggests that:

[T]he higher rate of failure for CCAP graduates may not reflect a failure of the CCAP program, particularly for those who return to prison for revocations, but rather a quicker failure due to the structured program [Hromas, 1993].



A noticeable trend among long-term evaluations of shock incarceration is the tendency to lengthen the period needed for an adequate recidivism study. Periods of eighteen months and two years have given way to the three-year norm. In part this derives from a maturity of expectations among legislators and corrections professionals about these programs, but it also reflects the reality of tracking offenders. It is well known to criminal justice practitioners that a period of a few weeks to even a year can be consumed by a newly-assigned probationer in developing criminal opportunities, getting arrested, awaiting trial (a period lengthened by numerous continuances), conviction, sentencing and incarceration. In terms of data collection for a recidivism study, large numbers of cases will be in a "pending" status whenever outcome statistics are developed. The resolution of these cases can significantly affect the failure rate at any given time.

Responding to inquiry by the Virginia State Crime Commission, we collected data on several concerns about the community adjustment of Boot Camp graduates other than reoffending. P&P records are not kept for research purposes, of course, but we extracted information on issues of time-to-arrest, participation in education/vocation training programs and substance abuse treatment programs, and employment. The findings are:

- o Graduates who were arrested for a felony averaged 9.6 months on the street before arrest. The range of time was actually less than one month to 29 months, with two-thirds of the arrests taking place between 2.6 months and 16.6 months. These arrests resulted in a felony conviction 71% of the time.

Obtaining bond for Boot Camp graduates, once arrested, was difficult. Of those arrested for a first felony, 39% were bonded, while only 18% of those arrested for a second felony, and 11% of those arrested for a third, made bond.

- o Only 82 (11.6%) of the 708 graduates tracked actually participated in educational or vocational training programs (many of these graduates, of course, were actually employed -- see below). Documented evidence of their having completed the programs was found for only 16 (others were still enrolled).
- o 213 (30.1%) of the 708 participated in at least one drug or alcohol treatment program, and at the time of this research, 75 (35.2%) had completed the program. Many, of course, are still participating.

These programs focus on street drug abuse for the most part, although many are designed for the polydrug user, and a few focus on alcohol use.



- o We found that 338 (47.7%) of the Boot Camp graduates had been employed in at least one job since their return to the community. Data on how long that job was held, and whether it contributed to the offender remaining offense-free was not readily obtainable, although P.O.s could recall many cases where employment clearly made the difference. Other Officers noted that the absence of marketable skills and stable job histories put these offenders at a severe disadvantage in the marketplace.

## **IX Findings, Conclusions and Recommendations**

The Virginia General Assembly passed legislation in 1990 authorizing the commencement of a Boot Camp Incarceration Program with sentencing of offenders to begin January 1, 1991, and continue as a pilot program for five years. This report is an update of one prepared in late 1993.

The first platoon of offenders sentenced to felony probation, with a condition of the sentences being successful completion of the Boot Camp program, was admitted April 15, 1991. Since then, 1,102 probationers entering on a staggered schedule about one month apart have comprised 36 platoons. The average sentence imposed was 10.6 years.

For the period included in this evaluation, 743 have graduated; 242 others were terminated during the program. Rejections for disciplinary reasons occur most frequently, followed by medical/psychological causes. Excluding medical terminations, as most programs do in reporting this statistic (on the basis that the participants were dropped through no fault of their own), the failure rate during the program is 14.8%. Most published reports on boot camps nationally indicate higher percentages, e.g., Colorado terminates 24%, excluding medicals. Some states lose one-third to one-half of new admissions, particularly if the referrals are involuntary. Terminated probates who have been back before the court received an average of about 4.5 years.

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

Referrals to Boot Camp are male (although an order by the U.S. Magistrate Judge in Roanoke compels the Department to provide an equivalent Boot Camp experience for female offenders), about 20 years of age, first-term felons, and have typically been convicted of drug distribution or possession, burglary or larceny.





The evaluation design includes measures of probates' change on a number of psychosocial dimensions, including antisocial attitudes, self-esteem, and motivation to change. Pre- and post-test measures showed modest, but statistically significant, improvements in the above three areas, and no change in the participants' awareness that substance abuse was linked to their problems with the law. Probates also came to expect the program could help them as the weeks passed, and to suffer less from thought disturbances.

Educational levels increased modestly, but significantly, as measured by standardized tests, and 160 of the 226 (71%) who took the GED examination passed.

Staff continue to reflect a high degree of confidence in the program and its objectives, and are convinced that tangible change in offenders who complete the program make it unique among Virginia's correctional innovations.

Referrals have been made from all 39 P&P Districts to date, with ten jurisdictions contributing over half of the total number.

Using automated data on DOC admissions, it was found that 138 Boot Camp graduates, about 19% of the total, have been committed to DOC with an active sentence, while a comparable group of offenders released on parole during the same time period were recommitted at a rate slightly higher.

Using a second, independent source of data, all SITC graduates were tracked through the assistance of Probation & Parole, with the finding that 516 were not known to have reoffended. The other 192 (27%) received a felony conviction, probation revocation, or a combination of these. Our findings should no longer be viewed as tentative since graduates have now been back in the community for periods ranging from only two months (the 32nd platoon) to 41 months (the 1st platoon).

Regarding enhancements to the program since last report:

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



- o Opportunities for community service have been found to give probates meaningful work and to achieve a cost savings to the agencies and offices served;

With respect to the cost-effectiveness of this program, several features should be noted. First, its utilization has increased slightly since the early months of the program. Second, figures prepared by the Budget Unit indicate that, despite an initial high cost of operation during its first six months, the cost per graduate has dropped by almost half, to \$9,431. Against this figure, according to a Government Accounting Office report (1993), may be compared the cost of similar offenders sent to prison who spend a longer time there and reoffend at a higher rate. Whether the program saves prison bedspace depends upon knowing how many probationers given this sentencing option would have been committed to DOC. The likelihood is considerable that offenders convicted of multiple charges, or whose convictions involved drug distribution, would have been incarcerated.

The Boot Camp cost per day for each referral is currently \$104.79. Figures representing other Department programs should be compared cautiously, since the Boot Camp is a 90 day program, and one bedspace allotment will, at full utilization, accomodate four probates in a year. Current costs of other alternatives are:

<u>Program</u>	<u>Offender Per Capita Daily Costs</u>	
DOC Institutions	\$44.37	
P&P Supervision	\$2.10	(1)
P&P Intensive Supervision	\$3.22	(2)
Community Diversion Incentive	\$10.07	(3)

- Notes: (1) Excludes supervision fees and P&P headquarters support services.  
 (2) Cost per grant year (10/91-9/92). Annual per case cost (FY92) was \$1,206 (\$3.30 per day).  
 (3) Based on \$4,200 paid by State for offenders with sentences > 2 years, divided by the average length of stay in FY93 of 417 days.

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



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

#### Recommendations:

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

Comment: No issue in the development and implementation of Boot Camp has greater unanimity among SITC staff, P&P Officers who supervise these cases, and even the graduates themselves. It is obvious to all observers that no matter how beneficial the program has been to individual probates, their success on community supervision is dependent upon numerous environmental factors, including employment prospects, the drug culture, family support and stability, and interpersonal relations with peers. It is advocated by many SITC staff and P&P Officers that a structured environment, such as halfway houses, be developed for selected graduates to form one transitional stage in a true continuum of services. Evidence for this need is even more compelling this year, since the consequences of limited aftercare are apparent in failed graduates.

2. Additional ISP Officers will be required in selected P&P Districts to supervise the accelerating numbers of SITC graduates and to bring terminated cases before the court for redispotion.

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

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Since the last report of this long-term evaluation, it has been selected as a Performance Measure Pilot Program by the Department of Planning and Budget. This initiative has sharpened the focus



on program and policy issues related to shock incarceration, and will aid in the development of measures for achieving program objectives.

The data reported in this update of the Boot Camp evaluation benefited from a substantially enlarged base of program referrals since last year. The findings should thus have greater utility for management decision-making, and should enhance confidence in their validity.

In conclusion, Virginia's Boot Camp program is working well for a selected number of offenders who would probably have continued an increasingly serious life of crime. We therefore argue, based upon this evaluation, for a renewed commitment to this sentencing option and the opportunities it presents for offender change.





## APPENDICES

Appendix A: Rank Order of Boot Camp Referrals by  
Probation & Parole District

Appendix B: Evaluation Instruments



APPENDIX A:  
RANK ORDER OF BOOT CAMP REFERRALS BY P & P DISTRICTS

<u>P &amp; P District</u>		<u>Referrals</u>
#01	Richmond	156
#31	Chesapeake	85
#38	Emporia	66
#23	Va. Beach	62
#27	Chesterfield	49
#09	Charlottesville	46
#13	Lynchburg	37
#33	Warsaw	37
#15	Roanoke	37
#02	Norfolk	37
#11	Winchester	32
#08	South Boston	32
#32	Henrico	31
#36	Alexandria	30
#21	Fredericksburg	30
#07	Petersburg	28
#29	Fairfax	27
#06	Suffolk	23
#17	Abingdon	22
#24	Farmville	21
#19	Newport News	20
#03	Portsmouth	20
#34	Williamsburg	19
#16	Wytheville	19
#12	Staunton	17
#10	Arlington	14
#39	Harrisonburg	14
#28	Radford	11
#25	Leesburg	11
#35	Manassas	10
#04	Accomac	10
#26	Culpeper	10
#14	Danville	9
#18	Wise	8
#37	Rocky Mount	8
#05	Urbanna	4
#20	Bedford	4
#30	Hampton	3
#22	Collinsville	3

Total 1,102



**APPENDIX B:**  
**EVALUATION INSTRUMENTS**

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

**1. The "MacKenzie" Scales**

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

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

**2. The Test of Adult Basic Education (TABE)**

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

**3. Carlson Psychological Survey**

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

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



#### 4. SITC Records

Numerous details on the characteristics of probates admitted are obtained on a regular basis from the SITC Records Office. These include platoon rosters for inventory control over the numerous pre- and post-tests administered, listings of rejects sorted by reason, DCE information, and other details.

#### 5. Research Sentencing Information

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

#### 6. SITC Transitional Documents

The Research Unit collected for the first 15 platoons both Final Progress Reports and Behavior Contracts -- documents prepared to inform the supervising Probation Officers in the Districts about what was accomplished in the case of an individual probate, and what recommended followup was needed. These two reports are designed for ready incorporation in the District's Supervision Plan for each graduate. At a later date, it is expected that analysis will be done on the extent to which needs identified at SITC are consonant with resources available to the supervising Officer.

#### 7. Probation & Parole District Tracking Records

By far the most staff intensive and imposing task associated with this evaluation is our request for followup data on Boot Camp graduates made to the Probation & Parole Districts. The research design originally called for tracking of program rejects and a comparison group of offenders matched on key variables such as offense type, FTI, and age. Collection of data on the 700-odd graduates dispersed across the 39 Districts proved such a daunting job that resources were not available for tracking other populations. Without automation of P&P records on these cases, a followup will involve inordinate amounts of officers' time to record information about a variety of outcome measures. Yet their knowledge and documentation of these cases is the only reliable means currently available for determining post-program outcome. Further refinements in obtaining this information will be made to minimize our imposition upon officers already heavily obligated to requirements of the court and to supervision of regular probation and parole clients.

