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## United States Senate

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# **Fighting Drug Abuse:**

## **A NATIONAL STRATEGY**

Prepared by the Majority Staffs of  
The Senate Judiciary Committee and the  
International Narcotics Control Caucus

**JANUARY 1990**



## Subtitle J—Boot Camps PHOTOCOPY PRESERVATION

### SEC. 1451. BOOT CAMPS.

(a) IN GENERAL.—Not later than 1 year after the effective date of this section, the Attorney General shall establish within the Bureau of Prisons 10 military-style boot camp prisons (referred to in this subtitle as “boot camps”). The boot camps will be located on closed military installations on sites to be chosen by the Director of National Drug Control Policy, after consultation with the Director of the Bureau of Prisons, and will provide a highly regimented schedule of strict discipline, physical training, work, drill, and ceremony characteristic of military basic training as well as remedial education and treatment for substance abuse.

(b) CAPACITY.—Each boot camp shall be designed to accommodate between 200 and 300 inmates for periods of not less than 90 days and not greater than 120 days. Not more than 20 percent of the inmates shall be Federal prisoners. The remaining inmates shall be State prisoners who are accepted for participation in the boot camp program pursuant to subsection (d).

(c) FEDERAL PRISONERS.—Section 3582 of title 18, United States Code, is amended by adding at the end the following new subsection:

“(e) BOOT CAMP PRISON AS A SENTENCING ALTERNATIVE.—(1) The court, in imposing sentence in the circum-

between the further overcrowding of prisons and putting people on probation who would be in prison but for the overcrowding. They also would create a form of punishment that might be particularly suitable for young adults with no prior experience in prison -- ending criminal careers before they get started.

The boot camps could be located on closed military bases, with sites chosen by the Drug Director and the Federal Bureau of Prisons. Boot camps would provide a regimented program of work and exercise similar to military training, but with a degree of freedom not available in conventional prisons and jails. Remedial education and drug treatment will be available.

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The national strategy should allocated \$150 million for the establishment of 10 boot camps, each accomodating between 200 and 300 inmates for periods of 90 to 120 days. To be eligible for assignment to a boot camp the defendant must be under 25, have been convicted of a drug offense or of another crime while using drugs, have no prior conviction for which he or she has served time in jail, and be sentenced for an offense for which the punishment under the federal sentencing guidelines would not exceed two years. States would be required to make similar changes to state law.

101ST CONGRESS  
2D SESSION

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**S. 2650**

To implement a National Drug Strategy to prevent illegal use of drugs, and for other purposes.

## IN THE SENATE OF THE UNITED STATES

MAY 17 (legislative day, APRIL 18), 1990

Mr. BIDEN introduced the following bill; which was read twice and referred to the Committee on the Judiciary

## A BILL

To implement a National Drug Strategy to prevent illegal use of drugs, and for other purposes.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

### SECTION 1. SHORT TITLE.

This Act may be cited as the "National Drug Control Strategy Act of 1990".

### SEC. 2. TABLE OF TITLES.

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support services. The Senate has already approved an additional \$9 million in fiscal 1991 for judicial support services and staff, and the national strategy should include an additional \$50 million over the next three years to meet the judiciary's expanding resource needs for drug cases.

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SPECIFIC PROPOSALS: PUNISHING DRUG OFFENDERS

(1) Shock incarceration. [The lack of prison and detention facilities at the federal, state and local level is the single greatest problem in the criminal justice system in America.] Convicted drug offenders frequently are returned to the streets without serving any jail time; punishment for drug crimes today is neither swift nor certain. Public confidence in the system is, understandably, at an all-time low. Robert Stutman, Special Agent-in-Charge of the DEA's New York division, recently testified at a hearing on the extent of drug trafficking in our cities: "In New York City it is a general rule of thumb ... you get two free bites of the apple if you are a drug violator; meaning, the first two times you are arrested for drug violations, you do not do any serious jail time -- a few days."

The national strategy should call for incarceration or boot camp prisons for federal and state prisoners. Such brief, but intensive incarceration would give the courts and corrections systems at all levels of government an alternative

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1 instances described in paragraph (2), may designate the defend-  
2 ant as eligible for placement in a boot camp prison. The  
3 Bureau of Prisons shall determine whether a defendant so  
4 designated will be assigned to a boot camp prison.

5       “(2) A defendant may be designated as eligible for  
6 placement in boot camp prison if he or she—

7               “(A) is under 25 years of age;

8               “(B) has no prior conviction for which he or she  
9 has served more than 10 days incarceration; and

10              “(C) has been convicted of an offense involving a  
11 controlled substance punishable under the Controlled  
12 Substances Act or the Controlled Substances Export  
13 and Import Act, or any other offense if the defendant,  
14 at the time of arrest or at any time thereafter, tested  
15 positive for the presence of a controlled substance in  
16 his or her blood or urine,

17 and the sentencing court finds that the defendant's total of-  
18 fense level under the Federal sentencing guidelines is level 9  
19 or less.

20       “(3) If the Director of the Bureau of Prisons finds that  
21 an inmate placed in a boot camp prison pursuant to this sub-  
22 section has willfully refused to comply with the conditions of  
23 confinement in the boot camp, the Director may transfer the  
24 inmate to any other correctional facility in the Federal prison  
25 system.



1       “(4) Successful completion of assignment to a boot camp  
2 shall constitute satisfaction of any period of active incarceration-  
3 ation, but shall not affect any aspect of a sentence relating to  
4 a fine, restitution, or supervised release.”.

5       (d) STATE PRISONERS.—(1) Any person who has been  
6 convicted of a criminal offense in any State, or who anticipates entering a plea of guilty of such offense, but who has  
7 not yet been sentenced, may apply to be assigned to a boot  
8 camp. Such application shall be made to the Bureau of Prisons and shall be in the form designated by the Director of the  
9 Bureau of Prisons and shall contain a statement certified by  
10 counsel for the applicant that at the time of sentencing the  
11 applicant is likely to be eligible for assignment to a boot camp  
12 pursuant to paragraph (2). The Bureau of Prisons shall respond to such applications within 14 days so that the sentencing court is aware of the result of the application at the  
13 time of sentencing. In responding to such applications, the  
14 Bureau of Prisons shall determine, on the basis of the availability of space, whether a defendant who becomes eligible  
15 for assignment to a boot camp prison at the time of sentencing will be so assigned.

22       (2) A person convicted of a State criminal offense shall  
23 be eligible for assignment to a boot camp if he or she is—

24       (A) under 25 years of age;

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1 (B) has no prior conviction for which he or she  
2 has served more than 10 days incarceration;

3 (C) has been sentenced to a term of imprisonment  
4 that will be satisfied under the law of the sentencing  
5 State if the defendant successfully completes a term of  
6 not less than 90 days nor more than 120 days in a  
7 boot camp;

8 (D) has been designated by the sentencing court  
9 as eligible for assignment to a boot camp; and

10 (E) has been convicted of an offense involving a  
11 controlled substance (as defined in section 102 of the  
12 Controlled Substances Act (21 U.S.C. 802)), or any  
13 other offense if the defendant, at the time of arrest or  
14 at any time thereafter, tested positive for the presence  
15 of a controlled substance in his or her blood or urine.

16 (3) If the Director of the Bureau of Prisons finds that an  
17 inmate placed in a boot camp prison pursuant to this subsec-  
18 tion has willfully refused to comply with the conditions of  
19 confinement in the boot camp, the Director may transfer the  
20 inmate back to the jurisdiction of the State sentencing court.

1 (4) Each State that refers a prisoner to a boot camp  
22 shall reimburse the Bureau of Prisons for--

23 (A) 80 percent of the cost incurred by the Bureau  
24 of Prisons for incarceration and treatment and other

1 services to such prisoner that successfully completes  
2 the program; and

3 (B) 100 percent of such costs for each prisoner  
4 that enters a boot camp but does not successfully com-  
5 plete the program.

6 (e) AUTHORIZATION OF APPROPRIATIONS.—There are  
7 authorized to be appropriated \$150,000,000 for fiscal year  
8 1991 of which not more than \$12,500,000 shall be used to  
9 convert each closed military base to a boot camp prison and  
10 not more than \$2,500,000 shall be used to operate each boot  
11 camp for one fiscal year. Such amounts shall be in addition to  
12 any other amounts authorized to be appropriated to the  
13 Bureau of Prisons.

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# INCARCERATION AND ALTERNATIVE SANCTIONS FOR DRUG OFFENDERS

## HEARING

BEFORE THE

COMMITTEE ON THE JUDICIARY

UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

THE MAJOR COMPONENTS OF THE CRIME AND DRUG PROBLEM IN  
AMERICA

JULY 25, 1988

Serial No. J-101-35

Printed for the use of the Committee on the Judiciary



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STATEMENT OF THOMAS A. COUGHLIN III, COMMISSIONER, NEW  
YORK STATE DEPARTMENT OF CORRECTIONS

Mr. COUGHLIN. Thank you.

I'll be very brief—in fact, I will even bypass my opening statement. I have provided copies of the complete statement to the committee.

The CHAIRMAN. The entire statement will be placed in the record as if read.

Mr. COUGHLIN. Thank you. Let me just hit some highlights. We were asked to come up and talk about the impact of our shock incarceration program. I'd like to do two things. I'd like to just brief-

ly talk on shock incarceration, but also talk about a more substantive program that we have started in New York over the past several months that probably has more of a benefit for society than just shock incarceration.

Shock incarceration, or boot camp, as you have mentioned today, has been operating in New York State, interestingly enough since 1880 or so, when Elmira Reformatory went to the military style of treatment of young, first-time offenders.

The current program which has been getting some notoriety has been in operation for about 18 months. I will say very briefly and very clearly: I don't know whether or not this is going to be a successful program, and I don't think it is appropriate to make judgments on its success or failure over its short 18-month life span. I think you have to look at this over four, five, and six years and then make some judgment.

I think in a prison system the size of ours, some different things must be tried, and this is just one of the different things that we are trying.

To date, the success of the program in terms of inmates coming back in is about the same as inmates who didn't get involved in the program; they come back at about the same rate. However, the fiscal implication of shock incarceration is tremendous. For every 100 graduates out of the program, the State saves approximately \$2.5 million. So if you are getting the same result as a 22-month prison sentence with a 12-month prison sentence, it would seem that is food for thought in terms of using the program more frequently.

We have made a judgment in our State to go into the things that were talked about by the earlier witness, and that is specialized prisons. We have tried some residential drug treatment programs in the prisons for the past four, five and six years. We have decided this year, with a major expansion in the prison system, that almost 50 percent of the new beds, almost 2,000 new beds, will be allocated toward residential drug treatment, with a very interesting caveat: The drug treatment program to be provided in these new prisons will be provided by outside, not-for-profit groups. Now, that is not to say the prison system cannot do it; but there is a key. If you can have a person drug-free and in treatment while he is in prison, you must have a carryover when he leaves prison. And the not-for-profit providers in the street are the front line in that provision of treatment services. Involve them in the prison program; require them to provide relapse and follow-up services on the street, and I think you start to put together a continuum of drug treatment for offenders.

I will be more than happy to answer any questions that you have.

[Prepared statement of Mr. Coughlin follows:]

The CHAIRMAN. Let's move to the area that you have been very blunt and straightforward about, and that is the so-called shock treatment or boot camp proposals.

I happen to share your view—if all other things like recidivism are equal, and the cost is less, then assuming you are doing no harm to the individual and/or society, it could be considered positive, at least for some people.

So your admonition to us, I think, is wise—we can't draw any firm conclusions from these programs, at least out of New York State, until we have had time to see how they work over a longer period of time.

But let me ask you about how you determine who qualifies for admission or sentencing to a shock treatment—or, I'll use "boot camp" only because it has gained currency down here, and like all new ideas that seem to have on their face some appeal, it is gaining maybe more currency than it warrants, and it may be promising more than it should as a possible alternative—I happen to think it promises more than it should, but we'll leave that aside for a minute.

The cost per inmate, you have already spoken to. For a similar period of time, assuming that you had someone in the shock/boot camp program and another person for the same amount of time in the prison system, incarcerated 24 hours a day, what is the cost differential?

Mr. COUGHLIN. It is probably just a touch more expensive for the shock program.

The CHAIRMAN. The shock program is more expensive.

Mr. COUGHLIN. For the same inmate in the same amount of time. The CHAIRMAN. Yes.

Mr. COUGHLIN. The shock camp is staffed a little bit richer than the regular medium-security or minimum-security prison, and that is because there is a heavier emphasis on drug treatment and education with a smaller number of inmates. So it is a little bit more expensive per inmate per same period of time. But because the shock inmate only spends six months, and the regular inmate spends his full year, that's where the savings come out.

The CHAIRMAN. At this moment, there is no evidence to indicate whether or not the shock prisoner released after six months is any more or less likely to be a repeat offender and/or commit other crimes associated with or not associated with a drug problem during the period of time he is on the street.

Mr. COUGHLIN. You can play games with numbers all you wish in this business of corrections. We tried to be very honest with this program. Seventeen percent of those who graduated from shock have come back to prison. Eighteen percent of those people who were shock-eligible, but didn't volunteer for the program, have come back to prison. Seventeen percent of the shock people versus 25 percent of the general population—so if you look at the general population at release, shock does better; but of shock-eligibles, those who went and those who did not go, it is about the same.

The CHAIRMAN. Let's talk about shock-eligible. What makes you shock-eligible?

Mr. COUGHLIN. You have to be between the ages of 16 and 30. You cannot have had a prior State sentence, so that it has to be

your first time in State prison. For the group 28 to 30, which we have a new legislative criteria for, you cannot have done any time in prison, namely, a local jail sentence. And you have to be convicted of a very narrow list of crimes, basically nonviolent types of crimes with some notable exceptions—criminally negligent homicide, vehicle homicide excludes you from the program.

So what you have is on average a 21-year-old young man and a young woman—we have women in the shock program—who is doing his first bit in a State prison and probably his first bit in any kind of incarceration, involved with narcotics—75 percent involved with narcotics, roughly 30 percent involved with alcohol—at the time of the commission of their crime, and individuals who are not high school graduates, have rather low reading and math ability, and who are at the age that you can deal with them, where maybe you can mold their minds for six or seven months and get them back on the right track.

The CHAIRMAN. Okay. What are the dangers—what admonishments would you have if you left New York and were asked to go to "x" State to set up such a system? What safeguards do you build in so we don't end up with the image that some people have of "Cool Hand Luke" and the "Man with No Eyes" standing over top of someone with a billy club, on a day when it is 104 degrees in the shade, making him do pushups?

Mr. COUGHLIN. I think that shock incarceration, or a shock program is a heck of a way to run a prison. I wish all 50,000—

The CHAIRMAN. "Heck"—good or bad?

Mr. COUGHLIN. A good way to run a prison.

The CHAIRMAN. Okay.

Mr. COUGHLIN. I wish I could take the concept and spread it out over my 50 other prisons. It is not a bad way to run a prison. There have to be some cautions, though, and that is what I think you asked about.

Every, single employee who is involved in the shock incarceration program, before he goes to work, goes through one solid month, four weeks, of specialized training. He goes through the same thing the inmates go through in terms of the therapeutic concepts and the military style of operation of a prison.

The CHAIRMAN. Including the same physical requirements?

Mr. COUGHLIN. Absolutely the same physical requirements. And that is just not the officers, by the way. It is from the cooks and secretaries through the officers, the sergeants, the captains—

The CHAIRMAN. Why is that important?

Mr. COUGHLIN. I felt it was extremely important to let the employees know how we want this thing to run, where to draw the line. It is not going to be a "Cool Hand Luke" operation. It is not going to be a brutal operation. It is going to be something that is professional, and here is how we want it done, and we are going to make you go through it first. So everybody goes through it.

And I would caution anybody who started a program like that to make that requisite, requisite.

The CHAIRMAN. What kind of medical screening takes place to qualify for the program—is there any?

Mr. COUGHLIN. Oh, there is a great deal of medical screening. In fact, probably 20-28 percent of our eligible inmates are excluded

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because of medical reasons. You have to be in rather good shape to get into the program—no hereditary kinds of disabilities and no obvious medical or psychological problems.

The CHAIRMAN. If you are a first-time offender, which is essentially what you are saying is required, I guess you could have been convicted and put on probation and still qualify for the program.

Mr. COUGHLIN. That is correct.

The CHAIRMAN. But do you look to the extent and frequency of the drug or alcohol problem that the person carries with him, notwithstanding the fact it may be his first time? In other words, if this is the first time that John Doe gets caught, but we know from his record that John is a heavy user of any substance that would be otherwise classified as a seriously addicted person, is that a disqualifying or inclusive factor?

Mr. COUGHLIN. Oh, no—that's the disability that we want. We want the first-time offender who admits to or even if he doesn't admit to a serious drug problem. And we can usually tell within two days after he comes to the prison whether or not he has a drug problem. We want that individual in the program.

The military aspect of this program usually gets all the media attention, and that is unfortunate, because if you look at the breakdown of the hours and what an inmate does in that program, 500 hours are spent in military drill and whatnot; 560 hours are spent in drug treatment. So there is much more time spent in drug treatment than there is in the marching and so on.

The CHAIRMAN. One of the ways this boot camp notion has been advertised by some is that it may be particularly suited for the first-time offender who is not seriously addicted—I guess that is an oxymoron, "seriously addicted"—would not qualify as a heavy user of any drug and to score the devil out of that person, so that they would leave their social habit of occasionally snorting cocaine at the party aside they don't want any part of it again. I mean, that is part of the allure that is being suggested here. And what you are saying to me is that the ideal person you are looking for to try to get to is the serious user who this may be the first time they got caught, as opposed to the person who literally tried it for the first time.

You know, there are kids out there, there are young people out there who have "good" luck and "bad" luck—I guess it really is the reverse—and that is that the first time they ever try anything, they get nailed, as opposed to someone else who has been using for two or three years and doesn't get nailed until three years down the track. The idea of the first-time user, the person caught the first time, that's not really what you are looking for—

Mr. COUGHLIN. I think shock incarceration has more efficacy for the second offender. I wanted to allow second nonviolent felony offenders into the program. Unfortunately, the legislature in New York did not agree with me. But I still maintain that that kind of program has much more efficacy for the committed, long-term addict, especially the older long-term addict, than it does for some of the kids.

I think you'd see, if we ever can convince the legislature in New York to try it, better results with the 23- and 29-year-old committed addict who has been in prison a couple times for nonviolent of-

fenses, because they are about ready to turn around at that age. If you can give them some direction, if you can give them something to hang onto and give them the follow-up on the street, I think you have saved that person. If you just put them back in a regular prison—

The CHAIRMAN. You have struck on one of the questions I didn't intend to ask you, but I ask all of the, quote, "treatment/pharmacological" people and education people who have been advising me. I have been having about three times as many hearings in my office as I have here publicly with the people from around the country—and I am getting great cooperation—the so-called "experts" in all the various fields. And one of the questions I ask, and I will ask you now, is what is the prime age—when do you think is the best shot to take someone who is beyond the first-time user to get them to move away from it?

The image again is someone when they are 18, 19, 20 years old. You mentioned someone in their late 20s. Would you expand on that a little bit?

Mr. COUGHLIN. I think we have to do two things. We have to try with the younger person, with the 18-, 19-, 20-year-old person. We have to try with them. I personally, after 15 years in this business, think that you have a better chance with the guy in his late 20s, the 28-, the 29-, the 30-year-old guy, because he is tired; he has been around the horn; he has been in treatment programs. He is really looking more to say, "I've got to stop this; I've got to break out of the burglary and the drug use cycle that I am in." You'll find a much more receptive individual at that age than you do at age 20—but let's not say because we'll have better results with that guy, we stop with the 20-year-olds. You're going to save some 20-year-olds.

The CHAIRMAN. I'm not suggesting that. The question is whether or not it is worth the effort at that end as opposed to in terms of where you want—

Mr. COUGHLIN. I think it is worth the effort. That is what is wrong with criminal justice. You cannot pick and choose things. You have to spread out across the whole continuum of offender and addict; that is from the 16-year-old to the 35-year-old. You cannot pick a group. That is why it is so expensive.

The CHAIRMAN. I want to thank you very much. I know you are a few minutes late. I promise you we will call Congressman Rangel to tell him we kept you, and you are on your way, and we have you about three minutes late already. But thank you very, very much for coming down, Commissioner. I appreciate it.

Mr. COUGHLIN. Thank you.

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Telephone: 617-492-7100  
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July 18, 1989

Honorable Joseph R. Biden  
Chairman  
United States Senate Judiciary Committee  
Washington, DC 20510

Dear Senator Biden:

I appreciate your invitation to testify before the Senate Judiciary Committee on Tuesday, July 18 on boot camp corrections programs. I regret that I will be unable to appear at that time. However, I would like to describe my views in this letter.

As you know, I did a preliminary study of boot camp programs for the National Institute of Justice (NIJ) and wrote a report entitled Shock Incarceration: An Overview of Existing Programs. That report is now available from the National Criminal Justice Reference Service (1-800-851-3420). During the study, I observed six boot camp programs in four states (New York, Oklahoma, Georgia, and Mississippi), where I interviewed criminal justice officials, and boot camp administrators, staff, inmates and graduates. I also interviewed, by telephone, program officials in all other boot camp programs that were operating in late 1987.

I am enclosing for your consideration Chapter 3 of that report entitled "Advice to Policy Makers." The key points in that chapter are:

- It is too soon to tell whether boot camp programs deter or rehabilitate offenders any more effectively than other sanctions.
- Since boot camp programs are not a correctional practice of proven merit, any new program should be viewed as a pilot effort. As such, it should be designed as a test and operated with the primary goal of learning about the effects and consequences of this strategy. NIJ is currently sponsoring or coordinating evaluations in six states which should provide results in 18 months to two years. Until those results are available, new programs should be considered experiments that start out with rigorous evaluation plans.
- States should establish extraordinary administrative procedures to minimize the serious potential in boot camp programs for:
  - inmate abuse
  - inmate injury, and
  - staff and departmental liability.

An Equal Opportunity Employer

Honorable Joseph R. Biden  
July 18, 1989  
Page Two

State operated programs examined for the NIJ report often lacked strict standards in these areas. In contrast, the military boot camp model, now widely discussed (and under investigation by the D.C. Department of Corrections in collaboration with the Marine Corps) may benefit from the rigorous safeguards developed by the military to avoid abuse and injury during training. For more information about the standards for drill instructors and basic training, you may wish to speak to Admiral Peter Crossley, at 202-674-5217.

Much of the current interest in boot camps centers on two themes--first, that they are effective, and second, that they are cheap. As I noted above, we lack conclusive evidence, at this time, about their effectiveness. The best preliminary information suggests that return-to-prison rates are very similar for boot camp graduates and comparable offenders who got other sanctions.

With regard to costs, in every state we studied, boot camp programs cost at least as much to operate as regular prison living units with the same number of inmates. In states where boot camp programs emphasize rehabilitation--via remedial education, vocational training, counseling, and drug treatment--they cost considerably more to operate than regular prisons.

Advocates maintain that boot camps save money by confining inmates for shorter terms. Such savings occur only if most boot camp inmates clearly would serve longer prison terms if the program did exist. New York is the best example of a state in which boot camps shorten prison terms. In New York, Department of Correctional Services officials select boot camp inmates from among regular prison admissions. They know that each boot camp graduate will serve six months, rather than a longer term (typically 18-24 months) specified by New York's parole guidelines.

But in states where judges select boot camp participants at the time of sentencing, many practitioners believe a larger proportion of the boot camp inmates would have been placed on probation if the boot camp did not exist. If so, such offenders add to the prison population, prison crowding, and correctional costs.

Thus, cutting costs is an objective, boot camp programs can be very effective, if they are properly structured. However, if they are improperly structured, they can increase prison populations, prison crowding, and correctional costs. If, as a matter of policy, boot camps were to be used as the sanction of choice for first offenders, they would substantially increase prison populations and total correctional costs.

In summary, there is no evidence to support large-scale expansion of boot camp programs at this point. We need more time to find out whether boot camps deter or rehabilitate, and whether they are cost-effective. If evaluation results are negative, the concept as currently presented must be modified. If we find that boot camps deter or rehabilitate some types of offenders, we should develop new programs in a selective and cautious manner, informed by the evaluation findings. At present, there is no basis for advocating boot camps as a "one-size" for first offenders.

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Honorable Joseph R. Biden  
July 12, 1989  
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Thank you for the chance to present my views. If I can be of more assistance, please call on me.

Sincerely,

*David Parent*

David Parent  
Senior Analyst

DC:Parent

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## Chapter 3: ADVICE TO POLICY

Correctional officials may reap short-term benefits by being identified with highly popular programs. However, when decisions to develop programs are made on the basis of feel rather than hard facts about costs, the long-term costs may be high. If officials later discover that a highly-touted program has failed to meet expectations for, worse, has been counter-productive, they lose credibility and their future program development efforts may be handicapped. As experience with Sonnet Straight has shown (see Appendix A), when public and political support for a program reaches a critical threshold, it becomes very difficult, if not impossible, to modify or abandon it -- even if there is solid evidence that it does more harm than good.

Shock incarceration has a strong appeal to criminal justice officials, politicians, and the public. The media conveys images of SI that appeal to gut-level desires for "tough justice on criminals" -- even if the programs being portrayed are explicitly and primarily rehabilitation-oriented. In many states, powerful criminal justice interests have coalesced quickly in support of SI, thereby solidifying leadership on the content and timing of program development decisions. Criminal justice leaders are prepared to cover policy debates on SI at an early stage, thus could lose their ability to influence outcomes.

The first question in policy debates is whether SI should be implemented or rejected. If the decision is to implement SI, other questions must be answered to define SI purposes, configuration, and operation.

### Deciding Whether or Not to Develop an SI Program

Criminal justice should take an active role in policy issues on the potential benefits and problems of shock incarceration. Close collaboration between criminal justice and researchers is especially important when policy decisions about new programs for shock incarceration are about to be made. By involving researchers early, practitioners can assure that policymakers' decisions are informed by the best and most current available research findings on SI and other relevant programs.

As presently, we don't know enough about SI to make a well-informed recommendation about whether states should or should not develop shock incarceration programs. We don't know whether SI deters offenders'

S. Doc. 101-591

# INTERNATIONAL DRUG CONTROL

## HEARING

BEFORE THE

COMMITTEE ON THE JUDICIARY

UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

THE CONTROL OF FOREIGN DRUG TRAFFICKING ACTIVITIES

AUGUST 17, 1988

Serial No. J-101-88

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ESTIMATING 7

something to be announced. Everybody is moving forward, leaning forward in the foxholes. I would predict a virtual explosion of well-thought-out activity as we proceed down the planning trail. Our actions will be consistent with available resources, and the Nation's priorities. For example, you will see in our statement that the Department of Defense is already planning within resource levels planning resource activity in the budget process to get better at this aggregate effort. So I think on balance we are moving ahead very well.

I would add two other caveats. In my view, the Nation clearly needs a grand strategy. Everybody not only has to play, but everybody is going to have to pay. There is a great deal that must be done on both the demand and supply sides, and you and Senator Thurmond have alluded to some of the perhaps "rights" that now have to be modified somewhat if we are really serious.

I would also say that the supply side and the main focus of this hearing is crucial. In my judgment, the military community is the center of gravity is on the demand side. We must win the demand side war through a comprehensive effort in this country that takes the gamut of all the ideas many of you have talked about, been about, and fretted about. This includes education, the need to provide alternatives for our youth, and making certain that these "role models" in the Cadillac with the pockets full of 100-dollar bills are no longer role models. I would like to see some of them dragging a belt and chain down the streets of Washington passing a broom that might change the perception a little bit of what these "role models" are really all about. We need a comprehensive effort, and this idea that a large segment of the American public can sit back and simply find some kind of activity that is going to get rid of drugs is going to fall short of achieving the victory that we want.

Everybody is going to have to get involved. This idea of a camp that has recently taken hold bothers me. It is a total misperception, this idea that has been forwarded through the media and through totally incorrect movies like "Fall Moral Jacket" and other films and TV shows. The idea that the guy in the States with sunglasses is going to enter a bunch of people around who have been caught using drugs, and all of a sudden, create productive members of society, is out in deep left-center field.

The recruit training process of the military starts off with people who aren't drug users and goes on to build professional Marines and soldiers. It is a totally different type of socialization process.

What the media are talking about is corrections, custodial. We have that, too. In our case in the military, you've got a good man who has gone astray a little bit, and so you give him a chance to get back into the mainstream where he belongs. If he doesn't, he goes.

I think we are just going to have to take a very comprehensive long-term look. You are talking about a long, long, long war in this country and in regions overseas. That's why if we pursue operation, we will go through the unified command. What we do best is develop campaign plans.

I worry about this incarceration-type idea and this quote-unquote "boot camp" idea. I can tell you up front, it will fail if you pursue

no alternatives for the graduates of this custodial program. We need to go well beyond that.

I have a few other nonemotional views on this, but I have already taken more than my time here. Thank you, Mr. Chairman.

Thank you.

The CHAIRMAN: Well, General, there are a couple of comments I'd like to make. No. 1, I have been doing this job for almost 17 years, and probably 12 of it on this subject and, I suspect, whether or not I have been productively probably more hours than anybody in the U.S. Senate on this precise subject and a very refreshing thing has happened with your testimony. Up until now, there has been, I believe, an understandable reluctance on the part of the military to immerse themselves in this subject and it is totally understandable. Your job is to train fighting warriors and men to protect the United States of America, and it has not been in the past to fight something that has come out to be even a more deadly enemy than the war we have had in the recent past, the Viet Cong.

And to hear you, it seems like the military is ordered, that the military has been changed. I don't know for certain, but the military is now committed to doing what it has to do to win a war that is not a war against a conventional enemy, but a war against a more and more deadly enemy, a war against a more and more deadly enemy, a war against a more and more deadly enemy. I think that is the best news that I have heard in some time of this hearing. You replied that in your statement, Mr. Secretary, that you have it, you look for that.

The second comment I'd like to make, General, and I hope everybody hears it, I know you said it already and I hope everybody heard it, I know you said it already and I hope everybody heard it. They focused on it, we have now, and the Commandant of the Marine Corps, the chief law enforcement officer of the United States of America, the Attorney General, the leading law enforcement officers in every major city in America, the leading law enforcement officers of every organization in America from the chiefs of police to the FBI, are saying what you just said. The center of gravity is on the demand side—you are willing to do your part, but the center of gravity is on the demand side, the demand side. I think it is critical that everybody hear that as well as the need for us to do more, get tougher, and provide more resources.

Let me now move on to your specific questions. I'm going to essentially concentrate on some questions for you, Mr. Secretary, and then shift to you, General, and please, either of you, do not hesitate to interrupt additional comments that either would like to make of questions I ask to either one of you. That is one of the luxuries of holding these hearings in August—it is you and me, boys—so we have time.

Last year, Mr. Secretary, the General Accounting Office issued a report assessing the cost effectiveness of what were the beginning efforts of military drug interdiction efforts. I say "beginning" this has been a gradual process. Among the report's major findings were the following:

In 1987, the Air Force spent \$2.6 million flying drug detection missions resulting in 16 arrests, a cost of more than a quarter mil-

PROSECUTION  
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## Use of Former Military Bases for Correctional Facilities

The utilization of closed military bases, pursuant to the Base Realignment and Closure Act, is currently managed by the Office of Economic Adjustment of the Department of Defense. Conversion for use as correctional facilities is a preferred use under the current system.

The use of closed bases is determined under the following scale of priorities:

1. Transfer for other military use. The first option is to transfer a closed base for use by some other part of the military. However, this option is infrequently utilized. If one of the armed services is required to close a base, it is unlikely that another service will be in a position to pick it up.

2. Use for homeless. If a closed base is not transferred for other military use, the Department of Housing and Urban Development makes a determination whether it is suitable for conversion to housing for the homeless. If found to be suitable for this purpose, it may be leased to a local homeless provider. However, if this option is exercised, its effect is usually confined to use of a limited portion of the base that already contains useable housing.

3. Use by civilian federal agencies. If a closed base (or part of a closed base) is not used under option #1 or #2, it becomes available for transfer to other federal civilian agencies. Transfer to the Bureau of Prisons for conversion to federal correctional facilities is a preferred use.

4. Use by state and local governments. If a closed base is not transferred to a federal agency, it becomes available for transfer to state and local public agencies. Transfer for correctional use is also a preferred use at this stage. However, states and localities are more likely to request transfer for some other use that enjoys greater community support.

5. Public sale. If a closed base is not transferred under any of the preceding options, it is disposed of through competitive bidding or auction.

Transfers under this system are generally supposed to be at fair market value. However, the payment requirement is subject to waiver for "public benefit" conveyances. The authorized "public benefit" uses include use for correctional facilities, drug treatment facilities, and facilities for the homeless. In addition, the Office of Economic Adjustment may make public benefit conveyances for other uses, such as transfer to state and local governments for conversion to use as hospitals or airports.

As the foregoing description indicates, there is already a mechanism in place for converting closed military bases to other

public uses. Transfer for correctional use is likely to take place as a practical matter if a base is found to be suitable for that purpose by the Bureau of Prisons, or if the base is not transferred to a federal civilian agency and a state or local government requests transfer for correctional use.

Currently, the Bureau of Prisons has facilities on 14 former military bases and 9 active military bases. In addition, the Bureau of Prisons is currently designing or constructing facilities on 4 former bases, and is actively considering 5 additional bases as future sites for facilities. Complete listings of the sites and facilities are attached.

There are also a substantial number of state or local correctional facilities on former military bases. For example, a 1990 report by the Office of Economic Adjustment, based on a 1989 survey, reported responses showing 13 state correctional facilities and 1 county correctional facility on former military bases. (This is an incomplete figure reflecting the jurisdictions that chose to respond to the survey; a complete tally for state and local facilities is not available at this time.)

There have been legislative proposals to earmark the use of closed bases for certain purposes which depart from the current system. For example, § 1406 of the conference committee version of H.R. 3371 of the 102d Congress would require the Bureau of Prisons to establish 10 boot camp prisons on closed military bases. The main function of the boot camps would be to house state offenders meeting certain criteria. It may also be contemplated that closed bases would be used as some of the sites for the system of "regional prisons" proposed in § 1405 of that bill, whose main function would be to house drug-abusing state offenders.

These proposals raise policy issues that go beyond the use of former military facilities. The essential question is the desirability of having the federal government assume direct responsibility for housing state prisoners, despite the resulting strain on the resources of the Bureau of Prisons, and the greater expense and logistical difficulties involved in concentrating state offenders in a relatively small number of federal facilities. If closed bases are to be used for correctional purposes, the more efficient approach is to transfer them to state and local governments for these purposes.

**FEDERAL BUREAU OF PRISONS  
FACILITIES ON CURRENT OR FORMER MILITARY PROPERTIES  
(JUNE 1993)**

**I. FEDERAL PRISON FACILITIES ON ACTIVE BASES.**

| <b><u>INSTITUTION</u></b>                              | <b><u>MILITARY<br/>BASE</u></b> | <b><u>YEAR<br/>OPENED</u></b> | <b><u>POPULATION<br/>05-27-93</u></b> |
|--------------------------------------------------------|---------------------------------|-------------------------------|---------------------------------------|
| 1. Federal Prison Camp<br>Eglin, FL                    | Eglin Air Force Base            | 1962                          | 940                                   |
| 2. Federal Prison Camp<br>El Paso, TX                  | Fort Bliss                      | 1989                          | 499                                   |
| 3. Federal Correctional<br>Institution<br>Fort Dix, NJ | Fort Dix                        | 1992                          | 581                                   |
| 4. Federal Prison Camp<br>Montgomery, AL               | Maxwell Air Force Base          | 1930                          | 866                                   |
| 5. Federal Prison Camp<br>Millington, TN               | Memphis Naval Air Station       | 1990                          | 334                                   |
| 6. Federal Prison Camp<br>Nellis, NV                   | Nellis Air Force Base           | 1990                          | 513                                   |
| 7. Federal Prison Camp<br>Pensacola, FL                | Pensacola Naval Air Station     | 1988                          | 509                                   |
| 8. Federal Prison Camp<br>Seymour Johnson, NC          | Seymour Johnson Air Force Base  | 1989                          | 525                                   |
| 9. Federal Prison Camp<br>Tyndall, FL                  | Tyndall Air Force Base          | 1988                          | 140                                   |

**FEDERAL BUREAU OF PRISONS  
FACILITIES ON CURRENT OR FORMER MILITARY PROPERTIES  
(JUNE 1993)**

**II. FEDERAL PRISON FACILITIES ON DEACTIVATED BASES OR FORMER MILITARY PROPERTY.**

| <u>INSTITUTION</u>                                                           | <u>MILITARY<br/>BASE</u>         | <u>YEAR<br/>OPENED</u> | <u>POPULATION<br/>05-27-93</u> |
|------------------------------------------------------------------------------|----------------------------------|------------------------|--------------------------------|
| 1. Federal Prison Camp<br>Federal Correctional Institution<br>Allenwood, PA  | Pennsylvania Ordnance Works      | 1952<br>1992           | 730<br>932                     |
| 2. Federal Correctional Institution<br>Bastrop, TX                           | Camp Swift                       | 1979                   | 1054                           |
| 3. Federal Correctional Institution<br>Federal Prison Camp<br>Big Spring, TX | Webb Air Force Base              | 1979<br>1992           | 1013<br>189                    |
| 4. Federal Prison Camp<br>Boron, CA                                          | Boron Air Force Radar<br>Station | 1979                   | 588                            |
| 5. Federal Correctional Institution<br>Federal Prison Camp<br>Butner, NC     | Camp Butner                      | 1976<br>1991           | 820<br>279                     |
| 6. Federal Correctional Institution<br>Federal Prison Camp<br>Dublin, CA     | Camp Parks                       | 1974<br>1990           | 1,002<br>222                   |
| 7. Federal Prison Camp<br>Duluth, MN                                         | Duluth Air Force Base            | 1983                   | 604                            |
| 8. Federal Correctional Institution<br>Federal Prison Camp<br>El Reno, OK    | Fort Reno                        | 1933<br>1980           | 1,689<br>276                   |

|     |                                                                                               |                                  |                      |                       |
|-----|-----------------------------------------------------------------------------------------------|----------------------------------|----------------------|-----------------------|
| 9.  | Metropolitan Detention Center<br>Guaynabo, PR                                                 | Fort Buchanan                    | 1993                 | 328                   |
| 10. | U.S. Penitentiary<br>Federal Prison Camp<br>Leavenworth, KS                                   | Fort Leavenworth                 | 1906<br>1960         | 1,688<br>367          |
| 11. | *U.S. Penitentiary<br>*Federal Correctional Institution<br>*Federal Prison Camp<br>Lompoc, CA | Vandenberg Air Force Base        | 1959<br>1970<br>1991 | 1,593<br>1,067<br>278 |
| 12. | Metropolitan Correctional Center<br>Federal Prison Camp<br>Miami, FL                          | Naval Air Station                | 1975<br>1992         | 704<br>167            |
| 13. | Federal Correctional Institution<br>Federal Prison Camp<br>Petersburg, VA                     | Fort Lee                         | 1932<br>1978         | 1,105<br>260          |
| 14. | Federal Correctional Institution<br>Terminal Island, CA                                       | Terminal Island Naval<br>Station | 1938                 | 1,243                 |

\* These facilities are adjacent to Vandenberg Air Force Base on land leased to the Bureau by the DOD.



**FEDERAL BUREAU OF PRISONS  
FACILITIES ON CURRENT OR FORMER MILITARY BASES  
(JUNE 1993)**

**III. FEDERAL PRISON FACILITIES CURRENTLY UNDER DESIGN OR CONSTRUCTION ON DEACTIVATED BASES OR MILITARY PROPERTY.**

| <u>INSTITUTION</u>                                            | <u>MILITARY<br/>BASE</u> | <u>PROJECTED<br/>TO OPEN</u> | <u>RATED CAPACITY</u> |
|---------------------------------------------------------------|--------------------------|------------------------------|-----------------------|
| 1. Federal Correctional Institution<br>(Medium) Allenwood, PA | Penn. Ordnance Works     | 1993                         | 768                   |
| 2. U.S. Penitentiary<br>(High) Allenwood, PA                  | Penn. Ordnance Works     | 1994                         | 640                   |
| 3. Federal Correctional Institution<br>(Low) Butner, NC       | Camp Butner              | 1996                         | 1536/512              |
| 4. U.S. Medical Center, Butner, NC                            | Camp Butner              | 1996                         | 513/250               |

**FEDERAL BUREAU OF PRISONS  
FACILITIES ON CURRENT OR FORMER MILITARY BASES  
(JUNE 1993)**

**IV. BASES CLOSED OR SCHEDULED TO CLOSE WHICH ARE UNDER ACTIVE CONSIDERATION AS A SITE FOR A BOP FACILITY.**

| <u>PROPOSED INSTITUTION</u>                         | <u>MILITARY<br/>BASE</u>                                     | <u>PROJECTED<br/>TO OPEN</u> | <u>RATED CAPACITY</u> |
|-----------------------------------------------------|--------------------------------------------------------------|------------------------------|-----------------------|
| 1. Federal Medical Center<br>Fort Worth, TX         | Robert L. Thompson<br>Hospital at Carswell<br>Air Force Base | 1995/96                      | 1,100                 |
| 2. Federal Correctional Institution<br>Merced, CA   | Castle Air Force Base                                        | 1996/97                      | 1,536                 |
| 3. Federal Medical Center<br>Harvard, MA            | Cutler Army Hospital<br>Fort Devens                          | 1995/96                      | 1,600                 |
| 4.* Federal Correctional Complex<br>Victorville, CA | George Air Force Base<br>San Bernardino County               | 1996                         | 750                   |
| 5. Federal Detention Center<br>Mesa, AZ             | Williams Air Force Base<br>Phoenix                           | 1997                         | 850                   |

\* (NOTE: Complex of up to 4 facilities to be built in phases. First facility could be Federal Correctional Institution for females.)

January 25, 1994

**MEMORANDUM FOR THE FIRST LADY**

**FROM:     BRUCE REED  
           JOSE CERDA**

**SUBJECT:   MAKING BOOT CAMPS WORK**

*"Most boot camps do not reduce recidivism, do not reduce prison populations, and, overall do not reduce costs. They may be able to do some or all of these things, but only under conditions that are seldom satisfied."*

"Overcrowded Times," August, 1993.

Certainly, boot camps have not lived up to the original expectations of their proponents -- that they will simultaneously lower the rate of recidivism, relieve overcrowding and cost less than conventional prisons -- but they have not proven to be an overall policy failure. Generally, boot camps are slightly more effective and less costly than conventional prisons, and they do offer policy makers an alternative to long periods of incarceration that is broadly supported by the public. We strongly believe that the case against boot camps has been overstated, and that we should continue to promote their use and look for ways to improve them.

For your information, we have briefly outlined some the arguments for and against the expansion of boot camps. We have also included our suggestions on how to assure that the Administration's boot camp initiative is successful.

**I. BACKGROUND**

The use of boot camps has increased dramatically since their inception in the early 1980s. They are currently operated by 30 states, 10 local jurisdictions and the Justice Department's Bureau of Prisons (BOP). Additionally, 13 states and BOP have programs for women offenders, and 8 programs have been specifically designed for juvenile offenders. Most of these boot camps focus on first-time, non-violent offenders who are young adults. Periods of incarceration vary from 90 to 180 days, with the average boot camp offender serving approximately 107 days. The total number of boot camp beds nationwide exceeds 7,000 and can potentially serve more than 23,000 offenders within a one-year period.

Typically, life in a boot camp consists of a 10 to 16 hour day that begins with an early morning reveille and physical training. Inmates spend the first 6 to 8 hours engaged in

physical labor and evenings in life skills training, drug education and rehabilitation and academic classes. All boot camps are governed by a strict set of rules applying to inmate appearance and conduct: minor violations of these rules receive quick and certain punishment; major violations result in program dismissal.

## II. CRITICISMS OF BOOT CAMPS

**1. Boot camps have done little to relieve overcrowding.** Boot camps have not substantially reduced overcrowding for a variety of reasons.

First, there aren't very many of them. Of the 30 states with boot camps, half have less than 100 total boot camp beds. We have approximately 7,000 boot camp beds in the country and an overall prison population of about 1 million. Boot camps will have to be implemented on a much broader scale before they can noticeably reduce prison overcrowding.

Moreover, boot camps are generally low to medium security facilities that are restricted to younger, less violent offenders, whose sentences are reduced if they successfully complete the more rigorous boot camp program. To directly impact overcrowding, some cities argue that states should consider expanding the eligibility criteria to admit older inmates or those who have some history of violence. But, filling boot camps with career criminals would turn them into low security prisons, not second-chance programs for first-time offenders.

Finally, for boot camps to work, inmates must know that they will be sent back to prison if they fail to comply with the program's strict discipline and rehabilitative program. This means that rigorous boot camps with a high number of dropouts are even less likely to reduce prison overcrowding. For example, New York's boot camp, which is the largest in the country (1,500 beds) and considered to be one of the more successful programs, graduates only 743 inmates per year -- in part because of its high dismissal rate (31 percent) and in part because of its 180-day required stay. The discipline requirement is largely responsible for the popularity of boot camps, and we do not believe it should be sacrificed to help reduce overcrowding.

**2. Boot camps have failed to reduce the high rates of recidivism associated with traditional prisons.** Although some boot camps -- such as Arkansas's -- have succeeded in lowering rates of recidivism (only 14 percent of boot camp graduates are rearrested, while 40 percent of former prison inmates return to the system), there is no conclusive evidence that boot camps have been generally successful in doing so. A recent National Institute of Justice's (NIJ) evaluation of a Louisiana boot camp showed no measurable difference in the rates of recidivism between inmates sentenced to boot camps and those sentenced to community supervision or probation, and neither did a General Accounting Office study released earlier this year. NIJ is currently finishing a boot camp study of ten states that should offer the best data to date, but preliminary results indicate that boot camps have not yet shown across-the-board success in lowering rates of recidivism.

**3. Boot camps have failed to reduce corrections costs.** True. To bring a boot camp on line, the construction or conversion of low to medium security facilities is still required. Also, daily per-inmate costs average about the same as in a traditional corrections setting -- and sometimes more due to the increased supervision and attention that boot camp participants receive. However, since most boot camp graduates have their sentences reduced, boot camps are marginally less expensive over the long term.

### III. WHAT BOOT CAMPS DO OFFER

**1. Boot camps do have a positive impact on individual offenders.** The initial findings of the NIJ multi-state study indicate that boot camp participants were more likely to be more positive and show less antisocial behavior than their counterparts in traditional prisons. While some boot camps are more focused on physical training and work, and others have more of a therapeutic emphasis (drug treatment and rehabilitation), both types seem to succeed in promoting self-discipline and in laying a foundation for positive change. But, as with other prison inmates, boot camp graduates that return to the same communities -- with no supervision, no job and trouble lurking on every street corner -- are likely to commit crimes again.

Thus, for boot camps to be successful, we must build on the 80-190 days of progress that take place in the boot camp environment by providing graduates with a combination of "after shock" and opportunity that will help keep them on track. This means continued intense supervision -- through electronic monitoring and drug testing -- coupled with transitional housing and job training.

**2. Boot camps are a valuable corrections management tool.** Strict program rules, an atmosphere of discipline and 10 to 16 hour work days help to make boot camps safer and easier to manage than traditional prisons. In fact, because of their success as a management tool, some corrections departments are applying the boot camp concept to other incarcerated populations. For instance, the Georgia Department of Corrections is applying the boot camp model to its mentally ill and other disruptive inmates. Similarly, an increasing number of jails are adopting the boot camp model to improve the management of these volatile facilities -- as well as to enhance their image with the community.

**3. Boot camps provide judges with a meaningful alternative to prison -- and probation -- increasing certainty of punishment.** Too often in our criminal justice system, judges are faced with a choice between long prison sentences or no punishment at all (unrestricted probation). In such circumstances, young offenders learn early that there is very little certainty of punishment in our criminal justice system, and that they may go through the criminal justice system's revolving door many times before receiving any real form of punishment. This shouldn't be the case. If the criminal justice system is to deter crime at all, criminals must know that, if they commit a crime, they will be punished. And, in states where judges make boot camps assignments (not corrections departments), boot camps can serve as a more practical sentencing option, particularly for young offenders when they first encounter the criminal justice system.

**4. Boot camps have broad-based public support across ideological and racial lines.** Next to long prison sentences, boot camps are the only sentencing option with broad-based public support. Their increased use allows corrections departments and judges to apply shorter, more rigorous sentences and -- by incorporating drug treatment and education, life skills training, and educational requirements -- provide a better opportunity than traditional corrections to try and turn individual offenders around. We should view boot camps as a starting point for a more progressive corrections policy.

It's worth noting that boot camps are also strongly supported by program graduates, who -- unlike their counterparts in traditional prisons -- believe that they have learned valuable lessons and skills during their time served.

#### IV. BOOT CAMPS AND THE CRIME BILL

There are two boot camp provisions in the Senate crime bill. The first can be found in Title XIII, subtitle B, which authorizes \$3 billion for the Justice Department to make grants to states to build and operate boot camps for non-violent offenders or prisons to house violent offenders. Although our original boot camp proposal only called for an investment of \$200 million, Senators Biden and Kerry increased funding for boot camps and expanded their mission to include prisons for violent drug offenders in an effort to ward off the Republicans' \$3 billion regional prisons amendment.

The second boot camps program is located in Title XII, section 1203, and is part of the larger Drug Court program, which authorizes \$600 million for the use of alternative forms of punishment -- including, but not limited to, boot camps -- that will help ensure certainty of punishment for non-violent youthful offenders.

Both of these provisions require that boot camp programs include aftercare services, such as educational and job training programs, drug counseling or treatment, supervision, half-way house programs and job placement. No changes to the legislative text are necessarily required to ensure that effective boot camp programs are funded.

However, we will attempt to significantly improve both of the boot camp programs in the crime bill by linking it to a jobs component. We can set high standards for the drug treatment, rehabilitation and education, etc., that boot camp participants receive during the program -- and we can require strict post-release supervision of boot camp graduates -- but, in the end, the most difficult obstacle for most ex-offenders is getting that first job. We are currently working with the Departments of Labor, Justice and Housing, to add such a jobs component to the crime bill.

We are also exploring the idea of a jobs program targeted to high-crime areas, which would offer education, training, or work to at-risk youth, in return for their taking personal responsibility -- by staying in school (or entering a GED program), staying off drugs (or getting treatment), and delaying parenthood (or paying child support).

It is also quite likely that NIJ will have finalized its multi-state study before the crime bill conference report is completed, and we will pursue any appropriate recommendations before finalizing the bill.

But the most important requirement for effective boot camps is a commitment by the Justice Department to focus its resources on proper implementation of these boot camps programs. We hope the Attorney General will show more interest in boot camps when it comes time to implement the crime bill, and not just pass monies on to the states, with little help in planning or oversight.



## Boot Camps

# The Ins and Outs of Imposed Discipline

by Gary D. Maynard

**T**he theory behind boot camps is that imposing discipline on people will eventually lead them to impose it on themselves. There has been much debate on the value of using such programs in corrections, where young, non-violent offenders—often seen as impressionable and salvageable—have become a target population.

Boot camp opponents generally argue that the treatment is too harsh or the effects are only temporary. In military or civilian settings where authority is great and high standards are required, abuse sometimes occurs. However, it is not the program's failing, it is the staff's failing. Many programs function extremely well under high standards and high staff authority. This is to the staff and management's credit.

It is not clear whether offenders who complete boot camps fare better in the long run than those who receive more traditional sentences. The articles in this issue of *Corrections Today* discuss the advantages and disadvantages of boot camps in corrections and relate stories of the successes and failures of different models now in use.

Donald Hengesh's article, "Think

of Boot Camps as a Foundation for Change, Not an Instant Cure," focuses on what the author believes are the true goals of boot camp programs for youthful offenders. One of the key words found in this article is "foundation." The boot camp experience provides a foundation for change.

Sue Frank's article on Oklahoma's Regimented Inmate Discipline program describes one of the nation's first correctional boot camp programs, RID, which opened in 1984. What ingredients are needed to make a boot camp function, and what are the results when those ingredients are fully integrated? Warden Frank deals with those questions and shows how positive discipline and quality programs can come together to meet youthful offenders' needs.

The research article by Doris Layton MacKenzie and Claire Souryal analyzes a number of important factors related to boot camps, including program goals, treatment, drug counseling, impact on prison crowding, rehabilitation and recidivism. The article also provides readers with information on the National Institute of Justice's multi-site study, which presents evidence of the expansion of

the boot camp concept in various state systems.

In the article "In Georgia: Making Boot Camps Bigger and Better," Andy Bowen discusses the growth of Georgia's boot camp program, which will expand from 500 beds to 3,044 beds by next summer. He examines the breakdown of the program into subsections and the programmatic emphasis in each of the areas through Georgia's five-tier approach. The five tiers consist of probation detention centers, probation/substance abuse boot camps, boot camps for potential parolees, intensive discipline program units and intensive follow-up. Each element meets a specific need within the Georgia correctional system.

Because they vary in structure, size and objectives, it is not easy to generalize about boot camps. This issue of *Corrections Today*, with its broad range of information on the subject, will help readers better understand the many issues involved. 

*Gary D. Maynard is director of the Oklahoma Department of Corrections and is theme coordinator of this issue of Corrections Today.*



# BOOT C A M P S

## Boot Camp Survey

# Rehabilitation, Recidivism Reduction Outrank Punishment As Main Goals

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

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

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

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



Courtesy New York Division of Parole

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

## Program Goals

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

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

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

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

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

## **Treatment and Rehabilitation**

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

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

## **Reducing Recidivism**

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

*Continued next page*

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# **We've Done Time At The Arizona Department Of Corrections.**



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Courtesy New York Division of Parole

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

## BOOT CAMP SURVEY

Continued

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

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

turned to prison within the first year of community supervision.

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

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

## Impact on Prison Crowding

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

*Continued on page 94*

## BOOT CAMP SURVEY

Continued from page 92

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

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

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

## Types of Offenders

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



Courtesy New York Division of Parole

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

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

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

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

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

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

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

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

## Drug Offenders

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

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

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

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

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

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

## NIJ Study

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

*Continued next page*

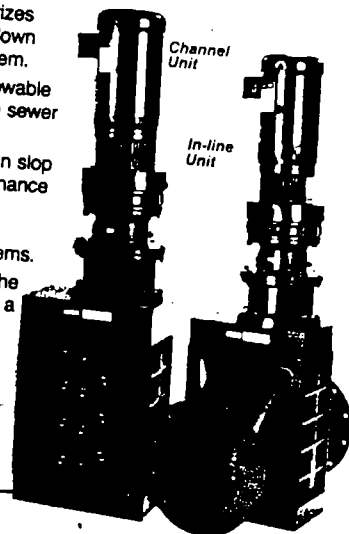
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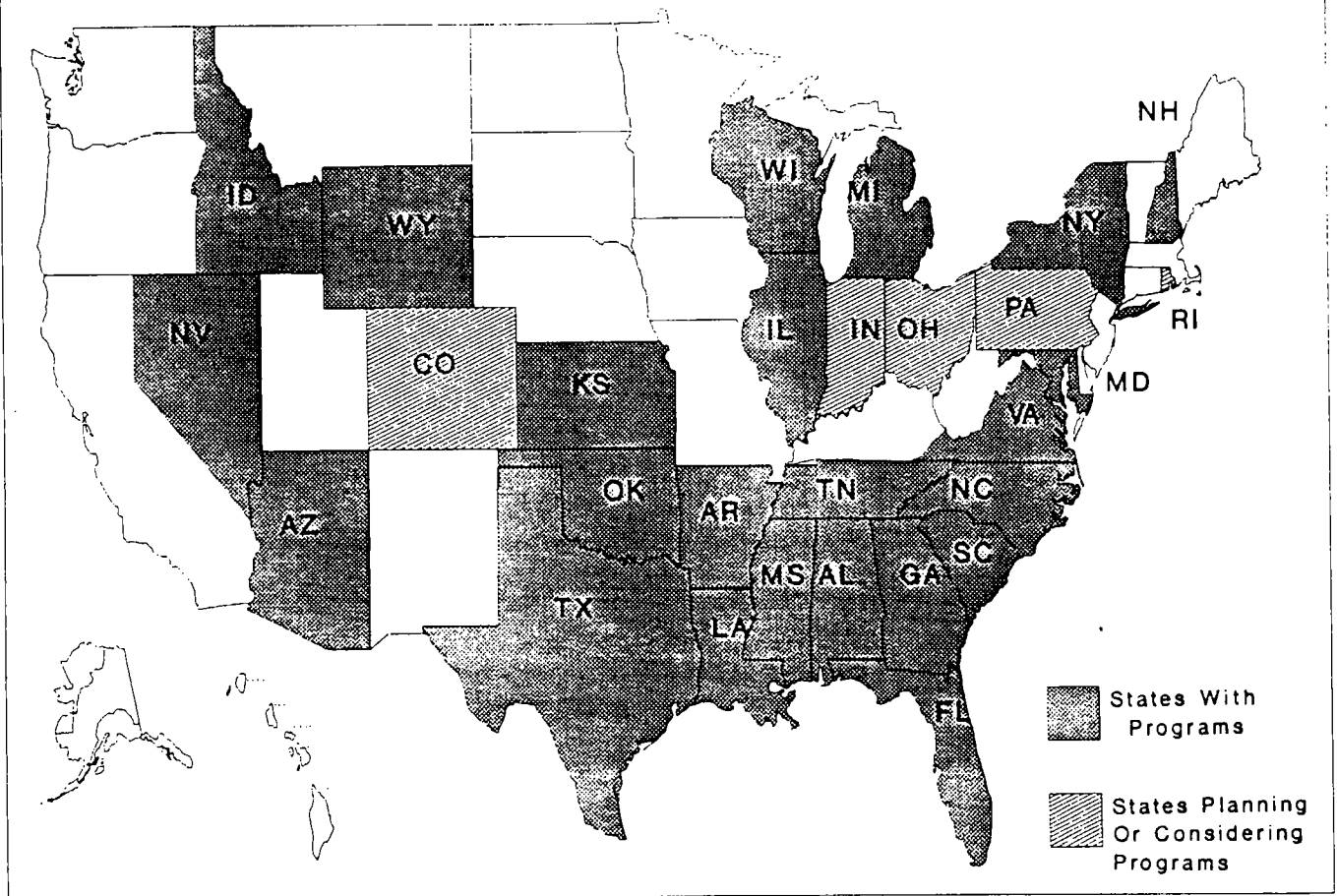
# We've Done Time At The Idaho Department Of Correction.



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



### BOOT CAMP SURVEY

Continued

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

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

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

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**Doris Layton MacKenzie, Ph.D.**, is an associate professor at the University of Maryland's Institute of Criminal Justice and Criminology in College Park, Md. A visiting scientist at the National Institute of Justice, she is the director of the NIJ study of shock incarceration. **Claire C. Souryal** is a graduate student in the Institute of Criminal Justice and Criminology and is working as a research assistant on the NIJ study.

# BOOT CAMPS

In Georgia

## Making Boot Camps Bigger and Better



Georgia imposes boot camp-style discipline on hard-to-manage inmates at Valdosta Correctional Institution, a close security facility. Above, Corrections Board Chairman Ronnie Lance, right, talks to inmates in the unit along with Deputy Commissioner for Facilities Lansome Newman, center, and Capt. John Rocheleau.

by Andy Bowen

A year ago, Lt. Gov. Zell B. Miller of Georgia ran for governor on a campaign platform in which he pledged to expand and enhance the state's boot camp prison system.

A former U.S. Marine, Miller was a strong supporter of the idea that strict discipline, physical training and hard work build character. Because he had been a director of the state's probation department and a member of the Board of Pardons and Paroles in the 1960s, he took a special interest in watching the state's Special Alternative Incarceration (SAI) boot camp prison program develop in the early 1980s.

Miller won the race for governor in November 1990, and now Georgia is developing a comprehensive correctional boot camp program that will raise the number of beds from 500 at three institutions to 3,044 at 13 institutions by next summer.

With initial legislative funding of \$11.25 million, the expanded program has two main goals.

The first is to relieve crowding in the state's 30 prisons by diverting about 12,000 lesser offenders to boot camps

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## BIGGER AND BETTER BOOT CAMPS

Continued from page 98

annually, making scarce prison space available for more severe offenders. The enlarged boot camp program will free up enough prison beds to force serious offenders to serve a minimum of one-third of their sentences before being considered for parole, and will allow Georgia to end its emergency release procedures begun in 1989 because of crowding.

Under the new comprehensive plan, eight 90-day boot camps with a capacity of 1,844 beds will be used by the Georgia Board of Pardons and Paroles for potential parolees. Six more 90-day boot camps will be available to the state's trial judges for direct sentencing of probationers.

The state's second goal for its boot camps is to reduce recidivism among young offenders—ages 17 to 30—through a rigorously structured program and intensive aftercare. A study by the Georgia Department of Corrections and Georgia State University has found that offenders sent to boot camps are less likely to return to prison than general population inmates.

The study tracked for 36 months the 4,674 men who had completed the probation-based SAI program in Georgia since its creation in 1983. It found that the return-to-prison rate for 90-day boot camp inmates was 40.65 percent, compared with 53.4 percent for similar offenders who committed similar crimes and spent up to six months in regular prison.

These results were revealed at a meeting of the Governor's Criminal Justice Coordinating Council in late April, where they were explained and discussed by a panel that included Henry Pinyan, Georgia's assistant corrections commissioner for planning, evaluation and statistics; Thomas D. Payne, director of the boot camp program, and Annette Henderson, assistant director of programs for the DOC.

A special member of the panel was Michael J. Russell, deputy director of the National Institute of Justice, who noted that the Georgia study appears to be the first in the nation to so thoroughly and formally track such a large number of former shock incarceration participants for so long.

## More Than Just Discipline

A key element of Georgia's new comprehensive boot camp program is something that was lacking in the state's previous boot camp program: meaningful substance abuse treatment and counseling.

Georgia's statistics show that three-fourths of the offenders who have gone through the SAI program have substance abuse problems and that recidivism rates are boosted by a lack of post-release follow-up for them. Thus, the new boot camp program will have at least three hours per day of substance abuse education and counseling during the 90-day confinement cycle. Once on intensive probation or parole, offenders will be required to attend Alcoholics Anonymous or Narcotics Anonymous and will be subject to random blood testing and regular surveillance.

As under the old plan, probation- and parole-based boot camps can accept only first-time, primarily non-violent offenders who have agreed to complete the program as an alternative to prison. It is expected that most boot camp offenders will be sentenced for crimes involving drugs or alcohol.

In the parole-based plan, the offender must have a sentence of 10 years or less. In the probation-based plan, the length of probation can be any term ordered by a judge, the first 90 days of which must be spent in the probation boot camp.

To save money on construction, Georgia is building some of its new boot camp barracks on existing state prison grounds. This will allow the new programs to take advantage of the inmate service systems already available at the host prisons. Using inmate labor, construction of boot camp barracks adjacent to host prisons will cost only about \$2,000 per bed. Boot camp units standing alone will require their own food service systems, medical sections, counseling centers and staff offices. The cost of those units will be about \$8,900 per bed.

## The Five-tier Approach

What distinguishes the Georgia plan from other states' boot camps is its five-tier approach, which extends from the least restrictive form of behavior management to the most restrictive.

The five tiers cover the entire system, as follows:

**Probation detention centers (PDCs).** These centers are used by judges as direct-sentence alternatives to prison to rehabilitate low-risk offenders. Georgia will have a total of 1,725 beds that will turn over every 120 days.

**Probation/SAI Boot Camps.** These are used as direct-sentence alternatives by the state's judges for offenders who need more severe attention than those sentenced to PDCs. Georgia will have 1,200 beds that are rolled over every 90 days.

**Inmate Boot Camps.** These camps are for potential parolees and are filled through a collaboration between the Department of Corrections and the Board of Pardons and Paroles. The two decide which inmates—who otherwise would be sent to prison—are good candidates to benefit from the program. A total of 1,844 inmate-boot camp beds will turn over every 90 days.

**Intensive Discipline Program (IDP) units.** These allow severe offenders already in prison who have been assigned to disciplinary isolation because of behavior problems to work their way back into the general population. Instead of isolation, these inmates will endure 30 days in their prison boot camp. Georgia has about 60 of these beds available.

**Intensive follow-up.** As part of the comprehensive correctional boot camp program, an offender sent to a probation detention center, probation boot camp or a parole boot camp will have continuing close supervision in the community for 90 days, and will then be placed on general supervision.

"There are now more than 20 states in the nation with prison boot camp programs of some sort, and most of the others have considered this approach to corrections as an



option," says DOC Commissioner Bobby K. Whitworth. "In Georgia we have developed the next logical generation of the boot camp prison concept by applying it to a total of five levels of behavior management."

## IDP Instead of Segregation

Georgia has already registered success with a boot camp-based behavior management unit at Valdosta Correctional Institution. Located in the southern part of the state, Valdosta is a close security prison—meaning inmates there are classified as requiring more than medium but less than maximum security. There, the IDP provides an alternative to isolation for inmates with behavior problems. Instead of being put in isolation or segregation for repeated infractions, general population inmates are sentenced to 30 days in the prison boot camp, with its strict discipline, military regimen, hard work, accountability and responsibility.

The initial stay is 30 days, but a general population inmate who returns to the IDP a second time stays 60 days. A third stint lasts 90 days, and a fourth, 120 days.

Although the program is a year old, only two inmates have returned for a 60-day term. Inmate disciplinary reports at the prison have fallen from more than 350 per month to about 100 per month. Hard-core inmates don't like the program, and apparently fear it more than isolation.

"It's remarkable, to say the least, to have a major offender who has been a discipline problem stand at attention and eagerly call you 'sir'," says Leland Linahan, superintendent at Valdosta. "This program reaches them, it pushes some button."

Georgia officials believe the IDP concept has great promise. They have begun expanding it into other close security prisons and are considering using it in maximum security institutions.

Also, they are using the boot camp idea in the diagnostic phase of incarceration at Coastal Correctional Institution near Savannah. Medium security inmates there who are new to the prison system are often surprised to find themselves in a mini-boot camp during the eight-week diagnostic cycle.

Officials are also toughening the character of the military-style regimen and are upgrading the substance abuse treatment programs in Georgia's 12 probation detention centers.

Although Georgia pioneered the prison boot camp concept in 1983, the state has watched and learned from innovations made by other states that initially copied Georgia's basic concepts. This fine tuning led to the comprehensive correctional boot camp program's creation in 1990. As Georgia further enhances and expands its boot camp prison programs in the years ahead, it is likely that the behavior management techniques proven successful in the boot camp concept will find their way into virtually every level of offender life. 

*Andy Bowen is the public affairs director for the Georgia Department of Corrections.*

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# BOOT CAMPS

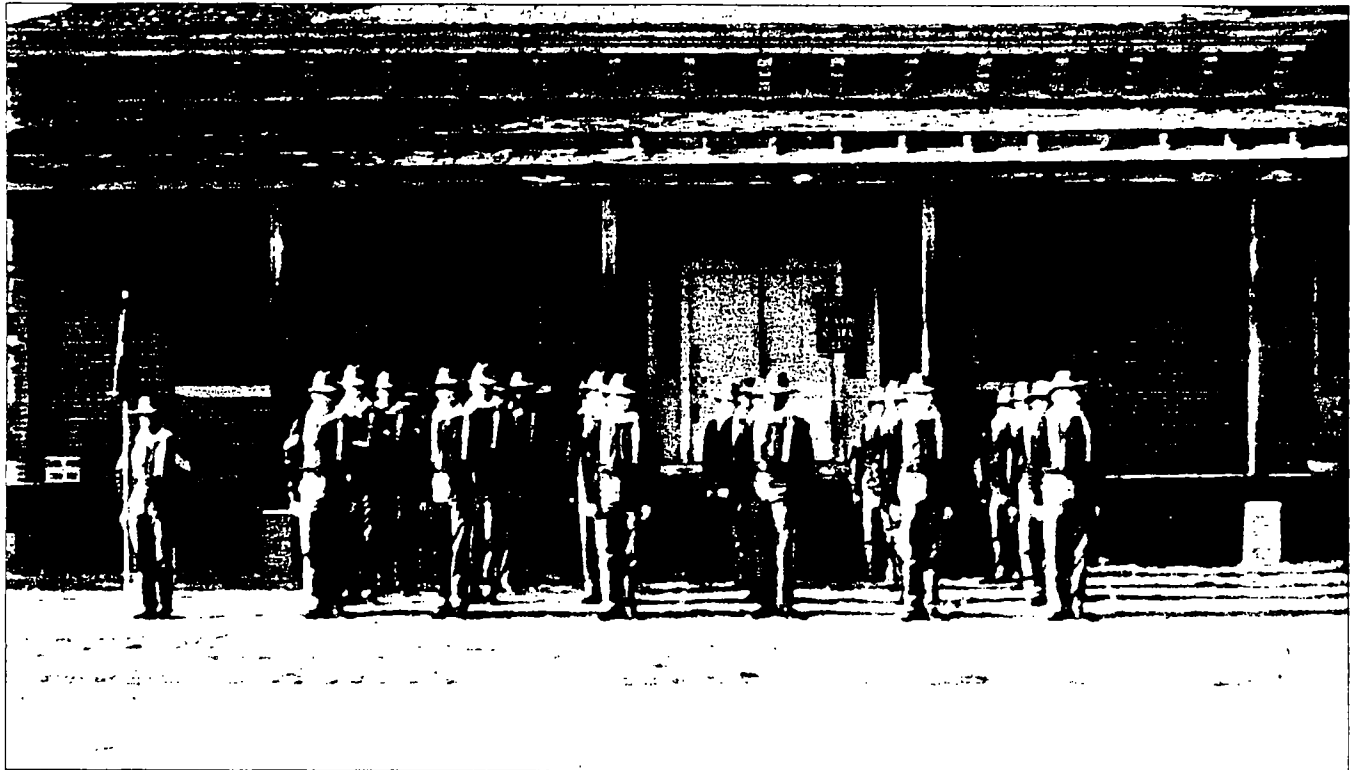


Photo courtesy Oklahoma Department of Corrections

Inmates in Oklahoma's RID program sometimes wear 1880s-period military uniforms during drills. They also learn about Fort Supply's history as a military base and the importance of soldiers' discipline.

## Oklahoma Camp Stresses Structure and Discipline

by Sue Frank

**O**klahoma's Regimented Inmate Discipline, or RID, is one of the nation's oldest correctional boot camps. It opened in 1984 at the Lexington Correctional Center and was moved to the William S. Key Correctional Center in Fort Supply in 1989 because of crowding. In May 1990 RID became the first boot camp program accredited by the ACA.

The program, which accepts only 18- to 25-year-olds, reduces the damage of institutionalization to young offenders by segregating them from the general population. Its goals

are rehabilitation, deterrence and prison population reduction, and it includes four major components: drills, work assignments, education classes and counseling.

The intense, highly structured program is designed to get offenders to the point where they can meet the challenges of daily life in the community. The austere, demanding program and the controlled prison environment are inherently a

*Continued on page 104*

deterrent to future criminal behavior. The program's short length—120 days—contributes to prison population reduction.

## Screening

The Fort Supply complex includes the boot camp, an adult prison that houses 250 inmates and a state psychiatric facility. The boot camp has about 150 inmates at any given time. Between 500 and 600 inmates enter the program each year. In the past two years about 12 percent of the inmates have been expelled; they are not permitted to drop out.

A screening process done at the DOC's central reception center determines which incoming inmates are transferred to RID. Only males under age 22 convicted of non-violent offenses who are being incarcerated for the first time are eligible. Participation is mandatory for those selected.

Reception center staff test inmates' intellectual abilities and psychological status; offenders with mental, psychological or physical impairments are ineligible. Offenders must also be capable of maintaining mental and emotional stability, have the intellectual ability to understand and participate in the drills, programs and work components, and be in good enough shape to handle the program's vigorous physical training.

## A Three-platoon System

RID participants are referred to as trainees; this emphasizes that the program is a learning experience.

The program is divided into three phases known as platoons. Successful participants enter in the third platoon, progress to the second and first and then graduate. Each inmate moves through the program at a different rate. Telephone, television and visitation privileges are increased at each level.

New inmates arrive weekly. They begin Platoon Three with a two-week orientation consisting of training in military bearing, drills and ceremonies, conduct rules, prison regulations and physical exercise.

We evaluate offenders' vocational and educational skills and give them daily work assignments, such as cleaning up around the unit. During orientation, offenders are allowed one telephone call and there are no visitation privileges.

Staff evaluate trainees each day in 10 categories ranging from cooperation to hygiene to effort. These ratings are reviewed weekly by the unit staff, and a progress report is shown to each trainee. Based on these progress reports, staff decide when an inmate has completed the orientation phase and is ready to move to Platoon Two.

Once there, inmates continue the same programming but have more privileges. Work in Platoon Two includes yard and lawn maintenance on the grounds of the 120-acre complex. Trainees may be returned to orientation for two more weeks of training if staff decide at their weekly meeting this is needed.

To advance from Platoon Two to Platoon One, trainees must successfully complete a minimum of four weeks in Platoon Two, consistently meet program expectations and demonstrate positive leadership qualities.

In Platoon One, instead of cleaning up or doing yard work, trainees work in the kitchen or the laundry, where staff train and supervise them in providing these services to the entire complex.

Platoon One trainees compete for positions on the RID Drill Team, which presents marching and drill demonstrations for facility events and in the community. In keeping with Fort Supply's historical heritage, the drill team was outfitted in 1880s-period military uniforms last June. The trainees are taught the history of Fort Supply—it was a major military base during battles against the Cheyenne Indians—and the importance of soldiers' discipline. This is a good example of how the program combines education with regimented discipline.

Platoon One trainees also provide a community service by traveling to schools, civic group meetings and churches to give youths insight on the consequences of drug abuse and criminal behavior.

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## The RID Drill Team presents marching and drill demonstrations for facility events and in the community.

To graduate, inmates must complete the programs they were assigned, demonstrate leadership, be free of major misconducts and show they have significantly changed for the better.

Graduation ceremonies are held weekly; five or six trainees usually graduate together. At the ceremony, they present themselves to the warden, a staff member gives the commencement speech, and a graduate chosen by fellow graduates delivers a speech. Graduation certificates are then awarded, and certificates are presented to trainees who have completed their GED requirements. Those who succeed have a well-deserved sense of accomplishment in completing a tough program.

## Discipline

Inmates are not allowed to withdraw from the program. We are trying to discourage them from avoiding responsibility for their actions and decisions. Rules are consistently enforced, and all inmates are held responsible for their behavior.

Staff are closely monitored and officers are evaluated monthly to ensure consistent use of regimented discipline and to prevent any misuse or abuse of power—especially as it relates to summary punishments.

Trainees may receive summary punishments for minor violations such as talking back to staff, disobeying rules or not completing work assignments. These punishments,

called remedial exercises, may include an extra duty work assignment, a writing assignment or a physical exercise such as push-ups or jumping jacks. These are intended to reinforce regimentation and train and motivate offenders to behave according to the program's rules. Each incident is documented in the post log and on the trainee's daily evaluation.

For serious misconducts—such as assaults on other inmates or repeatedly talking back to staff—there is a due-process procedure. Punishment may be five to 10 days in disciplinary segregation or expulsion from the program. Escape threats are taken literally; trainees who make them are moved to higher security.

There is no question the regimen is stressful. This stress is intended to cause trainees to re-evaluate their previous lifestyles and goals. Most begin to make positive changes; some do not.

## Staff and Programming

The boot camp staff includes 16 officers, four of whom are drill instructors; three correctional counselors; two case managers; a unit manager; and a secretary. There are four education staff for the entire facility, but the majority of their time is spent teaching RID trainees. The camp also gets business and medical support from other staff at the complex.

RID's educational programming includes general education classes for offenders with very little education and those who are working toward high school equivalency degrees. Testing revealed that 42 percent of the RID trainees are at or below the seventh grade level. Even though the program lasts only 120 days, 70 GEDs were awarded last year.

Because the program is relatively short, we do not offer vocational training. However, we do have a two-week assessment program. Instructors from the state Department of Vocational and Technical Education work with the trainees on skills related to carpentry, plumbing, sheet metal work and other careers, and prepare an evaluation that is used when participants finish the program.

Drill and ceremony training is done by the unit commander and a team of drill instructors. Every trainee does drills at least once a day. Additional close-order drill training—involving more intricate maneuvers—is given to the trainees on the special drill team. Drill instructors also administer physical exercise, which includes running and calisthenics.

Drug counseling is provided by the counselors from the state Department of Mental Health and Substance Abuse.

The RID program works because it combines programming and discipline. Each is vitally important to the preparation of better educated, more confident and disciplined young men who can succeed as law-abiding, productive members of their communities. 

*Sue Frank is warden of William S. Key Correctional Center in Fort Supply, Okla.*

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# BOOT CAMPS

## Think of Boot Camps as a Foundation For Change, Not an Instant Cure



Linda R. Acorn

By succeeding in educational and work programs and strenuous physical conditioning, offenders build valuable self-esteem. Above: Inmates go through the obstacle course at Maryland's boot camp.

by Donald J. Hengesh

**B**oot camps spark conflicting opinions in the corrections arena. The public views them as places where young offenders pay their debts to society by working hard under strict discipline. Legislators see them as less expensive alternatives to prison for non-violent offenders. Many academicians consider them throwbacks to outdated correctional methods. And some corrections professionals see them as a threat, because if they really work we may not need as many prisons.

Each group is right to some degree. Yet most of them miss the real concept behind prison boot camps. They are designed to provide young offenders a sound foundation on which to build new lives.

Most offenders entering boot camps lack basic life skills. They are in poor physical condition, have dropped out of high school and have had considerable exposure to the criminal justice system. They lack self-esteem and have established track records of being quitters or losers whenever they are faced with obstacles or problems. They also have remained unaffected by traditional methods of juvenile and adult probation and short terms of incarceration in local jails. The current system has had no impact on these young offenders; it surely has not been a deterrent.

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**Young offenders have a false sense of pride and have built up resentment for authority. This must be stripped away before we can begin to make any change.**

Within 90 to 120 days, the length of most boot camp programs, we cannot correct all of these young offenders' problems. Nor can we provide them with all the educational and vocational skills they have missed that are needed for them to compete in the free community.

Boot camps were never intended to do all that. Consider military boot camps. They are not intended to make a young person into a fully functional soldier. Rather, they provide a foundation of discipline, responsibility and self-esteem the military can build on during the advanced training that follows.

Correctional boot camps are designed to do much the same thing. They provide a strong foundation parole and probation officers can build on in guiding young offenders

*Continued on page 108*

into the necessary community based programs that will help them.

Young offenders entering the correctional system have a false sense of pride stemming from their criminal lifestyles. They have built up resentment for authority. This must be stripped away before we can begin to make any change. It is this stripping away that offends many of the program's critics.

In covering boot camps, the media usually focuses on intake, the program's most intense period and the stage at which the stripping away process is most evident. Visitors to boot camps are usually shown the intake process, since it is the most shocking. In reality, intake is only a small part of a boot camp program.

For some offenders, this stripping away only takes a few minutes. For others, it may take days or even weeks. There are also some for whom it never works. But once this process is complete, the young offender is ready to start developing self-esteem, individual responsibility, self-discipline and a solid work ethic, all of which the remainder of the program is designed to teach.

They develop self-esteem by succeeding in educational programming, physical conditioning and work programs, and through personal growth and development. These young people have experienced failure time and again in school, on the job and in their personal lives. They usually see themselves as failures. The programming, physical conditioning and work programs must all be geared to showing offenders they can achieve, and that it feels good to

achieve. They will need this self-esteem to give them courage to stand up to peer pressure when they return home.

Boot camps teach responsibility through continuous strict conformity to program rules and by holding offenders accountable for their behavior. We often hear the reason they are in prison is that "they got into the wrong crowd." We turn this around on them and tell them they *are* the wrong crowd, and they are responsible for what they have done and will do. From the moment they enter the facility, they learn that they are immediately responsible for their every action.

## **The programming, physical conditioning and work programs must all be geared to showing offenders they can achieve, and that it feels good to achieve.**

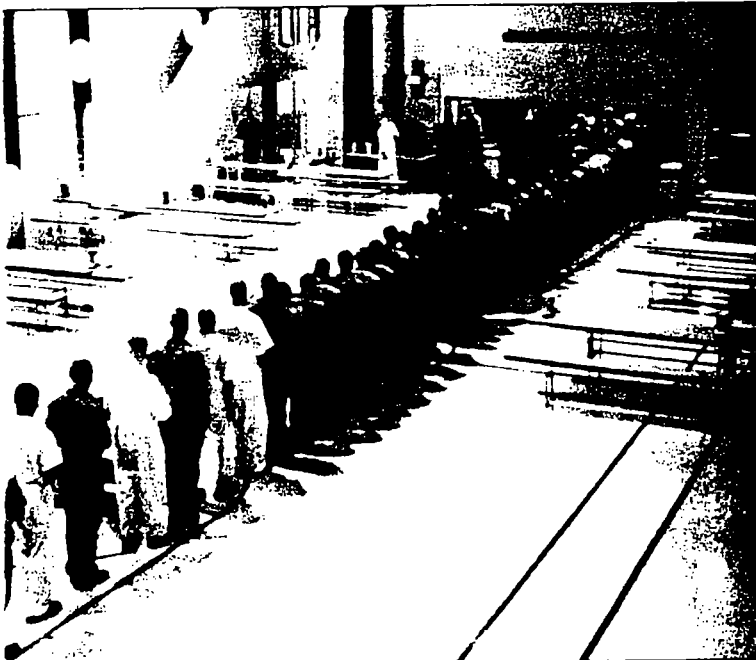
They have limited time to accomplish tasks such as making their beds, cleaning their living area and getting themselves ready for inspection. They must learn attention to detail and time management. They must also learn to work together, because the program is designed so that individuals cannot do it by themselves. All of this also helps teach self-discipline.

Boot camp programs can instill all these characteristics in young offenders within 90 to 120 days. That is not enough, though, for them to make it in the free world. An aftercare program that follows the same philosophy and is designed to get the young person into school, working and living in a supportive home environment is paramount for success. Boot camp is only as good as its aftercare.

The lessons learned in boot camp must be continued in the community until they become part of a lifestyle that is supported by the offender's desire to live that way, not by a correctional employee telling him or her to do it.

Boot camps are a viable alternative to prison if they are accompanied by appropriate aftercare. They are not intended to solve all of the woes of the prison system, nor are they designed to completely rehabilitate the offender. They must be looked at as programs that return to the basics with the goal of laying a strong foundation of self-esteem, responsibility, discipline and a work ethic on which a young person can build. 

*Donald J. Hengesh is the Michigan Department of Corrections' director of special alternative incarceration. The views in this article do not necessarily reflect those of the Michigan DOC.*



Courtesy Michigan DOC/Bernard Topping

**Boot camps teach responsibility through strict conformity to program rules. Above: Inmates at Camp Sauble in Freesoil, Mich., wait in line for a meal.**

# BOOT CAMPS

Most of what you read about shock incarceration tells you what it's like for the inmates. Little has been written about...

## Working in a Boot Camp



Diana M. Kluchinsky

Sgt. Valentino Savage, foreground, performs calisthenics with inmates at the Herman L. Toulson Boot Camp in Jessup, Md.

by Linda R. Acorn

Corrections Officer Kevin McKenney chose to work at the Herman L. Toulson Boot Camp in Jessup, Md., for some of the same reasons inmates volunteer to go there: He thought the atmosphere there would be better than in a regular prison, and he knew the discipline involved would do him some good.

McKenney had worked for 11 months at Patuxent Institution, a nearby maximum security facility, and had served in the U.S. Army. He was confident he would have little

trouble adjusting to working at a boot camp for young misdemeanants.

Six weeks later, after running hundreds of miles, performing thousands of push-ups and sit-ups, and spending weeks learning military drills in the camp's grueling officer training program, McKenney assesses his choice: "Army boot camp was nothing compared to this."

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## BOOT CAMP STAFF

Continued from page 110

According to his commander, Maj. Robert Clay, McKenney's reactions to the camp are typical of the officers who ask to work there. Most are excited about the program, but at first are unprepared for the strict behavior code and the rigors of training, he says.

"In the beginning, they can't wait," Clay says. "They think all they've got to do is show up and that they're automatically going to pass."

But the officers quickly learn that working in a boot camp is as demanding as serving time in one. Because the Maryland program requires officers to be able to carry out all of the commands they give the inmates, their training is merciless.

Aside from the intense physical regimen—which includes running at least six miles daily, regardless of the weather—the officers go through intensive skills preparation to ensure they are capable of handling the inmates. They observe the more experienced staff. They learn military lingo. They memorize word-for-word a set of "teach backs"—explanations of how to perform various drill commands and the purpose of each command. And all the while they are treated like military recruits.

"There's a lot of discipline involved," Clay says. "We holler at them and put them through the same regimentation we put the inmates through."

One result of this get-tough training has been that out of the 39 officers who started this year's training program, only 14 graduated. A few failed out. Most quit.

"I think that may be a trait of young people now," says



Photos by Diana M. Kluchinsky

**Maj. Robert E. Clay leads inmates in performing hundreds of push ups.**

Clay, who is 44. "They just think they can do everything and that it's just going to happen because they showed up. When the realization hits them that it takes hard work and perseverance to make things happen, they quit."

## Starting Up the Camp

Clay, a former Marine sergeant who served in Vietnam and a 21-year veteran of the Maryland Division of Correction, helped start up the Jessup boot camp in the summer of 1990. He began by contacting the Marine Corps officer candidate school in Quantico, Va., to set up a training program for himself and six other corrections workers. Their month-long training, which consisted of 16-hour days of constant physical and mental exercise, was at least as tough as the current on-site training, Clay says. By Aug. 5, 1990, he and his staff were ready for the arrival of Maryland's first boot camp inmates.

The six-month camp is open to first-time, non-violent male offenders ages 17 to 32. It is administered much like boot camp programs in other states, combining military-style discipline and hard work with education and counseling.

The current staff consists of 87 correctional officers, 10 of whom are women. All but one—an officer who came straight from Maryland's corrections academy—worked in other prisons before volunteering to transfer to the camp. Officers at the camp receive the same pay and benefits as staff in regular prisons, but, they say, their roles are very different.

Sgt. Jose Fernandez, who formerly worked at the Baltimore City Correctional Center and the Jessup Pre-release Unit, says officers at the camp are much more actively involved in offenders' lives. "I've worked for seven years for the Division of Correction," he says. "Officers in other prisons—they lose



**Sgt. Savage demonstrates the strength and agility needed to master the rope climb.**

*Continued on page 114*



control. There are so many repeat offenders. You get tired of seeing them come back, you get tired of reading about them in the papers, but there's nothing you can do. Here we can show them there is another way of life."

## Leading by Example

Officers at the boot camp talk a lot about leading by example. It is this philosophy that makes their training and their daily work with the inmates so demanding.

According to Capt. Stanley Christian, a 20-year corrections veteran, staff must display both physical and mental fortitude to gain the inmates' respect.

"You can lecture people all day, but if you don't practice what you preach, they really won't listen," he says. "The only thing they recognize is strength. We've got to show them we're just as strong as they are...if not stronger."

Displaying strength is particularly important during exercise drills. Requiring the inmates to do hundreds of push-ups and sit-ups, even on hot, humid summer days, may seem harsh, Clay says, but he never asks them to perform any exercise he won't perform right along with them, and

he regularly joins them in their daily physical regimen.

"They see a 44-year-old man out here doing it, they know they can do it," he says.

All staff follow military codes of discipline throughout the camp, standing at attention to salute the major and addressing him as "sir." They use military jargon—referring to floors as decks and windows as portholes, for example—and they require the inmates to use those terms throughout their stay.

"The reason we have the inmates use Marine Corps terminology is that it teaches them to think before they talk," Clay says. "If we let them use the same street jargon they used when they came in here, they wouldn't think. They'd just run their mouths, which gets them in trouble."

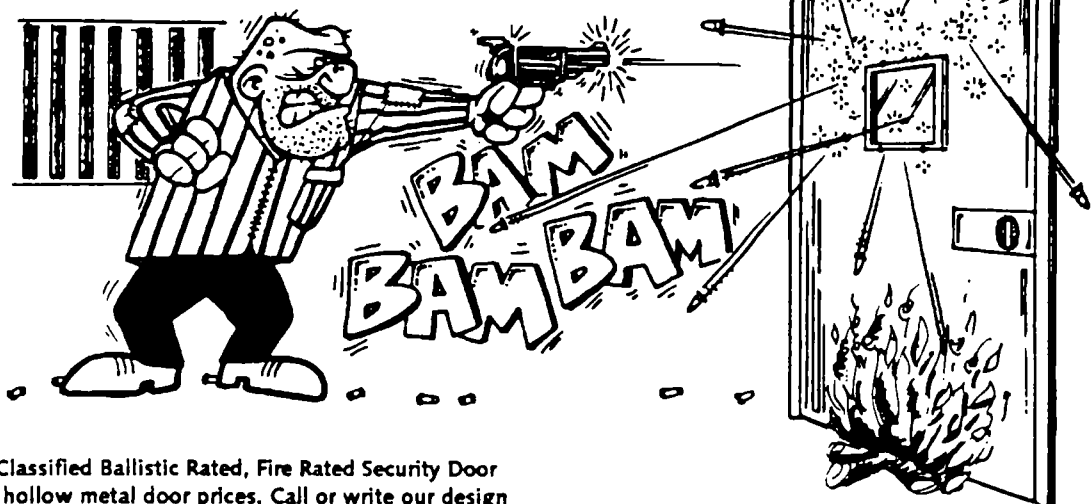
Staff also teach inmates how to pack their foot lockers in military fashion, and they give them drill formation commands during marching exercises.

About 70 percent of the staff have previous military experience; most are former members of the Marine Corps or served in special Army units, according to Clay. For those who never served, the work is that much more difficult.

Officer Brenda Canceran, a former Patuxent Institution employee who came to the camp with no military background, said learning the teach backs was one of the hardest parts of training. "There's so much to know," she says.

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"But the discipline is good for you as a person. And so is the exercise—you're always in shape."

Staff not only have to be physically fit and well-disciplined; they also need to demonstrate strong character. At times they must show the inmates their authority, while at others they must offer them compassion.

The inmates expect to be disciplined, Clay says, citing evaluations the inmates complete halfway through their stay. The inmates point out which officers are too easy on them and which ones give them too many chances, Clay says. And at graduation, the inmates most often thank the toughest members of his staff, he says.

The officers must be careful not to take their discipline too far, however. The program allows no hitting or pushing. Clay once dismissed an officer from the program because he was too aggressive. "I'm not going to have that," he says. "They have to take care of these kids. When everything is just hard, hard, hard, there's no balance. I can't use a person that doesn't have balance."

The ideal balance resembles a good instructor/student relationship, Clay believes. This allows the staff to give inmates guidance, discipline and care without sacrificing authority, he says.

## Assessing the Benefits

In spite of the many demands on the officers, most like their jobs. The tough training they undergo builds comradery. Officer Canceran says she might never have graduated had it not been for support from her class and her drill instructors.

The officers also believe they can make a difference at the camp in a way they couldn't in other prisons. As Christian says, "We don't get any more money for this. We don't have to go out there. I have over 20 years. I could have retired or I could be sitting in an office somewhere delegating authority. But that shows the kids even more how much you care—that some people really want to help."

No studies have been completed on the still-young Jessup camp, but Clay said the recidivism rate has been low, with only five new arrests among the 300 offenders who graduated in the program's first year. He doesn't consider recidivism a complete measure of success, though, citing the cleanliness of the camp's grounds, the respect between staff and inmates, and the absence of disturbances or vandalism as valuable achievements. He also points to the individual success cases he knows of—former inmates who have called or written with stories of employment and crime-free activities.

Most important, he says, is that he and his staff deliver what the Division of Correction promises.

"If you're just warehousing an inmate and he gets out and commits a crime, maybe it's partly your fault," he says. "Here I know I've shown them the way, and if they don't do it, it's their fault. I've done my part." 

*Linda R. Acorn is an associate editor for Corrections Today.*

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