

**REPORT OF THE
VIRGINIA STATE CRIME COMMISSION ON**

**The Feasibility of
Implementing Locally
Operated Boot Camps
for Juvenile Offenders**

**TO THE GOVERNOR AND
THE GENERAL ASSEMBLY OF VIRGINIA**



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1993**



COMMONWEALTH of VIRGINIA

VIRGINIA STATE CRIME COMMISSION

General Assembly Building

FREDERICK L. RUSSELL
EXECUTIVE DIRECTOR

December 8, 1992

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TO: The Honorable L. Douglas Wilder, Governor of Virginia
and Members of the General Assembly

House Joint Resolution 162, agreed to by the 1992 General Assembly, directed the Virginia State Crime Commission to study the feasibility of implementing locally operated boot camps for juvenile offenders and to submit its findings and recommendations to the Governor and the 1993 Session of the General Assembly.

In fulfilling this directive, a study was conducted by the Virginia State Crime Commission in 1992. I have the honor of submitting herewith the study report and recommendations on law enforcement training.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "Robert B. Ball, Sr.", written in black ink.

Robert B. Ball, Sr.
Chairman

RBB:sc

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**Study on the Feasibility of Implementing Locally Operated Boot Camps for Juvenile
Offenders**

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I. Authority for Study

During the 1992 legislative session, Delegate Franklin P. Hall patroned House Joint Resolution 162 directing the Virginia State Crime Commission to "study the feasibility of implementing a locally operated boot camp program in the City of Richmond for nonviolent juvenile offenders." (See Appendix A.)

Section 9-125 of the Code of Virginia establishes and directs the Virginia State Crime Commission "to study, report, and make recommendations on all areas of public safety and protection." Section 9-127 of the Code of Virginia provides that "the Commission shall have the duty and power to make such studies and gather information in order to accomplish its purpose, as set forth in Section 9-125, and to formulate its recommendations to the Governor and the General Assembly." Section 9-134 of the Code of Virginia authorizes the Commission to "conduct private and public hearings, and to designate a member of the Commission to preside over such hearings." The Virginia State Crime Commission, in fulfilling its legislative mandate, is undertaking the study of boot camp programs for juvenile offenders.

II. Members Appointed to Serve

At the April 21, 1992 meeting of the Crime Commission, Chairman Delegate Robert B. Ball, Sr., of Henrico selected Reverend George F. Ricketts, Sr., of Richmond to serve as Chairman of Subcommittee III studying the feasibility of implementing locally operated boot camp programs for juveniles. The following members of the Crime Commission were selected to serve on the subcommittee:

Elmo G. Cross, Jr., of Hanover
V. Thomas Forehand, Jr., of Chesapeake
Raymond R. Guest, Jr., of Front Royal
H. Lane Kneedler of Richmond
Edgar S. Robb of Charlottesville

III. Executive Summary

The Crime Commission's Subcommittee III received the final staff report on the study of the feasibility of implementing locally operated boot camp programs at its November 17, 1992 meeting. The subcommittee approved the report for consideration by the full Commission. At its December 8, 1992 meeting, the Commission reviewed and approved the subcommittee's report, including its findings and recommendations.

House Joint Resolution 162 (1992), sponsored by Delegate Franklin P. Hall, directed the Crime Commission to "study the feasibility of implementing a locally operated boot camp program in the City of Richmond for non-violent juvenile offenders." Additionally, HJR 162 directed the Commission "to review the Department of Corrections boot camp program for its adaptability to a local juvenile center, detention home or any other facility for the secure detention of a juvenile offender; determine the criteria for assessing the need for a locally operated boot camp program; and review the fiscal impact of implementing and operating a locally operated boot camp program."

During the course of the study, Commission staff conducted site visits to detention facilities and programs in Louisiana, Tennessee and Virginia. In addition, an informal study group was established to share information and discuss program proposals.

At its initial meeting, Subcommittee III drafted and unanimously adopted a resolution which supports the concept of local juvenile boot camp programs and the establishment of a local pilot program. The resolution recognizes that such a program may be established under existing law, provided that the Board of Youth and Family Services approves the guidelines for such a program.

Subsequent research conducted by Commission staff revealed that, according to the preliminary results of a national study, the jury is still out regarding the effectiveness of existing boot camp programs. However, the Commission did identify several components which, when emphasized in a single program, enhance the chances for juvenile rehabilitation but fall short of a traditional boot camp program. Such "alternative" juvenile programs are being put into action across the nation by both private and public sector service providers. The Commission endorsed a program model that would incorporate discipline, education, treatment, vocational training, life skills training, community involvement, special recognition and hard labor in a regimented schedule of daily activities. Additionally, the program would provide aftercare services to insure the smooth transition of the juvenile into the community upon release.

IV. Study Design

Commission staff identified and collected data on juvenile boot camp programs in Colorado, Alabama, Ohio, Louisiana, Texas and California. The first boot camp programs for juvenile offenders (Colorado and Ohio) have only been in operation since September 1991; therefore, to date, no empirical study has been conducted on these programs. Staff reviewed evaluations that have been conducted of existing boot camp (Shock Incarceration) programs for young adult offenders, including the Virginia program located at the Southampton Correctional Center.

Commission member and Richmond City Manager Mr. Robert C. Bobb and Crime Commission staff visited traditional boot camp programs operated by the Orleans Parish, Louisiana Criminal Sheriff and residential and non-residential programs provided by the Corrections Corporation of America in Memphis, Tennessee. Commission staff made visits to the Richmond Juvenile Detention Home, Southampton Correctional Center's boot camp for young adult offenders and the Peninsula Marine Institute operated by Associated Marine Institutes, Inc. (AMI) in Newport News. In addition, Mr. Robert Weaver, President of AMI, made a presentation to Subcommittee III at its August 25, 1992 meeting.

Meetings of, and reports to, the subcommittee took place as follows:

June 23, 1992- Initial Report/Meeting
July 21, 1992 - Full Commission/Public Hearing
August 25, 1992 - Interim Report/Meeting
September 22, 1992 - Final Report/Meeting

V. Study Goals/Objectives

Based upon the requirements of HJR 162, the following issues and objectives were identified for consideration by the Commission:

- Review the Department of Corrections boot camp program for its adaptability to a local juvenile learning center, detention home or any other secure juvenile detention facility;
- Determine the criteria for assessing the need for a locally operated boot camp program;
- Review the fiscal impact of implementing and operating such a program; and
- Develop a model pilot boot camp program for nonviolent juvenile offenders for implementation in the City of Richmond that, if successful, could be replicated in other localities.

The Commission pursued the following activities in furtherance of the above-mentioned objectives:

- Review juvenile boot camp programs in other states;
- Conduct site visits to other states with established juvenile boot camp programs and/or bring evaluators in from those states to address the Commission;

- Examine preliminary evaluations conducted by the Virginia Department of Corrections of its boot camp program;
- Examine evaluations conducted of such programs in other states;
- Determine the effectiveness of a local boot camp program for juveniles with respect to deterrence; rehabilitation; reduction of facility overcrowding; and reduction of recidivism; and
- Develop legislative, budgetary and/or administrative recommendations as necessary.

VI. Background

Introduction

The first Shock Incarceration (SI) programs, more commonly referred to as prison boot camps, were developed in Georgia and Oklahoma in 1983. SI involves a short period of confinement, typically three to six months, during which **young adult offenders** (18 to 29 years of age) convicted of less serious, non-violent crimes, who have not been previously imprisoned, are exposed to a demanding regimen of strict discipline, military-style drill and ceremony, physical exercise and physical labor. Some, but not all, SI programs also offer vocational training, education, and rehabilitative services.

Many programs are contained entirely within state prison walls but SI participants are segregated from regular prison inmates throughout their confinement. The objective of segregation within the view of ordinary inmates is to give participants insight into the harsh realities of prison life without exposing them to the hazards of abuse, corruption or exploitation by hardened criminals. However, some SI programs reject deterrence as a purpose and operate in separate facilities that are not attached to a larger state prison.

Rehabilitation is another goal of SI programs. Officials note that the disciplined regimen, as well as traditional treatment services, may enhance participants' impulse control and diminish problems that hinder lawful living, thereby making them better able to avoid criminal behavior in the future. Often SI is intended to reduce prison overcrowding and costs, by shortening the length of confinement for offenders who would be in prison anyway.

Preliminary Findings

The National Institute of Justice has been tracking the development of SI programs throughout the nation. Since 1983, at least 21 boot camp prisons have

been opened in 14 state correctional jurisdictions. This total does not include the additional programs that are being considered in city and county jurisdictions or those being developed for juveniles.

NIJ research to date on SI programs for **young adult offenders** indicates some emerging trends:

- SI programs vary greatly, and any evaluation must begin with a description of the program and its objectives.
- Evidence indicates that the boot camp experience may be more positive than incarceration in traditional prisons.
- No evidence exists that those who complete boot camp programs are more angry or negatively affected by the program.
- Those who complete shock programs report having a difficult but constructive experience. Similar offenders who serve their sentences in traditional prison do not view their experiences as constructive.
- Although results indicate that recidivism rates are difficult to compare across different programs, rearrest rates are no higher or lower than those for groups who serve a longer period of time in a traditional prison or who serve time on probation. Further research is examining this issue.
- Programs differ substantially in the amount of time offenders spend in rehabilitative activities.
- Success may be contingent on the post-release support--providing offenders the training, treatment, and education needed to promote new behavior.

Most of these programs are not merely a time of punishment through hard labor and exercise. In almost all shock programs, offenders receive more counseling and education than they would in the general inmate population. One question raised by research is whether the boot camp atmosphere enhances the effect of treatment or whether an intensive treatment program would have the same effect.

Although conclusions are not yet definitive, it appears that offenders may change in a positive way during their brief shock incarceration. This is an excellent time for them to reevaluate their lives and change their thinking and behavior with the help of constructive experiences in boot camp.

VII. Discussion/Analysis

A. Proposed Goals of Juvenile Boot Camp Program

1. Reduction of Recidivism

Recidivism will be an important measure of the effectiveness of boot camp programs. According to the 1991 Corrections Yearbook, published by the Criminal Justice Institute, in 1990, agency recidivism rates for juveniles nationwide averaged 29.0 percent. Follow-up periods used to estimate agency recidivism rates averaged 4.1 years. The agency recidivism rate for Virginia, based on 4.0 years, was 23.8 percent in 1990.

Boot camp programs for juvenile offenders have just recently emerged; as a result, recidivism rates for juvenile boot camp participants have not yet been calculated. However, the National Institute of Justice has been tracking the development of boot-camp/shock incarceration programs for young adult offenders. Although results indicate that recidivism rates are difficult to compare across different programs, rearrest rates are no higher or lower for boot camp participants than rates for offenders who serve a longer period of time in a traditional prison or who serve time on probation.

2. Rehabilitation

Boot camp programs could serve to rehabilitate offenders in two ways. First, the experience of strict discipline could enhance a participant's self-control, self-esteem and ability to cope with life's stresses once released. Secondly, additional educational, vocational and treatment components might be more effective in addressing problems related to an offender's criminal behavior when offered in a more disciplined and structured environment. Educational and vocational programs are essential components if a program is to foster successful reintegration into society for its participants. In this respect, the short length of traditional boot camp programs may not provide enough time to accomplish legitimate rehabilitation.

3. Provision of Services for Offenders not Presently Addressed

A locally implemented boot camp program could be developed to provide detention services for a group of offenders, in a given jurisdiction, who are in need of services yet are not addressed by current programming. Such a program would have the initial effect of "widening the net;" however, the program might eventually result in a reduction of recidivism if the target population would have otherwise become recidivists.

4. Reduction of Overcrowding

Boot camp programs could be utilized to reduce detention home and learning center overcrowding only if all or most boot camp participants would have otherwise been sentenced to a secure detention facility. If the goal of such a program would be to provide services for a group of offenders who are presently "falling through the cracks," then the secure facilities would not experience a reduction of overcrowding.

B. On-Site Visits/Overview of Programs

1. Richmond Juvenile Detention Center

On October 20, 1992, Subcommittee Chairman Rev. George Ricketts, study group participants and Commission staff visited the Richmond Juvenile Detention Home (RJDC). Detention Center Director Mr. Louis Westbrook provided a detailed overview of the center's programs.

RJDC management is under the authority of the Chief Judge of the Richmond Juvenile and Domestic Relations District Court. Detention staff appointments are approved by the Chief Judge; however, the City of Richmond provides funding for their salaries. RJDC has 44 permanent and 13 part-time staff.

RJDC is a 48-bed secure detention facility designed to detain youngsters for the Court, pending adjudication and disposition of charges placed against them. The current bed capacity includes 24 single rooms and 24 beds in dormitories, with 10 beds reserved for post-dispositional juveniles. RJDC may be utilized as a post-dispositional alternative for up to 6 months. The average length of stay for pre-dispositional youth is 23.7 days.

During FY92, 743 juveniles, including males and females between the ages of 11 and 17 years, were admitted to RJDC; the average daily detention population was 52 juveniles.

RJDC features 23 weekly programs focusing on education, treatment, life skills training, recreation, physical fitness, religious training, community service and health awareness. The Richmond Public School System provides the educational programs Monday through Friday, between 9:00 a.m. and 3:00 p.m.

The Post-Dispositional Program is an alternative program designed to meet the specific social, psychological and health needs of the children who are placed in the program. The program consists of a residential phase and a home-based phase.

The City of Richmond is developing plans for a new 60-bed facility which will replace the present facility.

2. Tall Trees

On October 30, 1992, Crime Commission member and Richmond City Manager Mr. Robert C. Bobb, Policy Analyst Debra Barnes of the Richmond City Manager's Office, Chief Judge Audrey Franks of the Richmond Juvenile Court and Crime Commission staff visited the Tall Trees Program and the Shelby Training Center, operated by the Corrections Corporation of America in Memphis, Tennessee. Mr. Robert Britton, CCA's Vice President for Business Development, and Mr. James Ball, administrator for Tall Trees and the training center, offered a detailed overview of both programs. Additionally, Judge Kenneth Turner of the Memphis and Shelby County Juvenile Court provided an in-depth description of the CCA programs from the judicial perspective.

Tall Trees was Corrections Corporation of America's (CCA's) first facility under management with services commencing in January of 1984. The facility is a 63-bed, non-secure, community-based residential facility. Services are provided to adjudicated males, between the ages of 13 and 19, with an emphasis on education and development of self-esteem. Most of the youth in the program are referrals from the Youth Services Bureau of the Juvenile Court of Memphis and Shelby County (YSB) and the Tennessee Department of Youth Development; however, Tall Trees accepts referrals from other federal, state and local agencies such as the Federal Bureau of Prisons, the Tennessee Department of Human Services and other West Tennessee counties.

Shortly after assuming management responsibility, CCA undertook an ambitious renovation of the physical facility. Originally a hospital built in 1920, the transformation has created an exceptionally pleasant environment for children to grow and mature. The interior reflects warm and vibrant colors with furnishings that are comfortable, safe and attractive. Living areas are open and spacious, with staff offices conveniently situated adjacent to the living areas. The dining area and classrooms are also spacious and allow flexibility in

utilization. In addition to the main building, the facility includes a full-size gym and two residential cottages situated on a ten acre wooded lot. Several large areas of open space are included on the grounds, facilitating a variety of outdoor recreational activities.

Intake/orientation services are provided for each resident and include family members as often as possible. Program staff provide an orientation to the facility that is comprehensive and encourages the resident to ask questions and become thoroughly familiar with the facility, program requirements and individual responsibilities.

The keystone of Tall Trees' program is attendance in the public schools. Virtually all residents attend school, with placements ranging from elementary to high school. For students who do not attend the public school system, Tall Trees provides suitable education alternatives. Many of the residents attend vocational school programs while pursuing their GED certificate. For many, this marks their first and only consistent and productive participation in the educational process. Program staff work closely with public school staff to address behavioral and academic difficulties. Continuous efforts also are made to identify particular needs of each resident, such as alcohol and drug intervention, eye/vision services, speech/hearing services, etc. CCA staff then works with the school system in addressing these needs. Varsity and junior varsity athletics, ROTC, band, chorus and memberships in various clubs are extra-curricular activities participated in by the residents.

Attendance in public schools is supported by the Chapter I Tutorial Program. Offered in conjunction with the Memphis City Schools, this program provides intensive remedial education in the areas of reading and mathematics. On any particular school day, 50% or more of the residents participate in this program.

Counseling services are provided at Tall Trees for all residents. Individual, group and family counseling activities are designed to support the residents' academic, interpersonal and pos-release needs. Program staff emphasize and foster problem solving, conflict resolution, values clarification, communication and other related skills with the overall goal of improving the residents' self-esteem. Tall Trees also utilizes a ropes and obstacle course, in conjunction with traditional group therapy techniques, to expose the residents to a new approach to problem solving and team building.

Tall Trees also features a Resident Work Program that includes work assignments at the facility, community service activities and paid employment. All residents are required to complete daily work assignments, ensuring a clean and hygienic facility and grounds. For most residents, these chores represent a significant learning experience as responsibilities of this nature have never been required of them.

Several community organizations call on Tall Trees residents for work and support on an annual basis. These traditional community service spots are complimented by involvement in several other projects which the staff develops throughout the year. Where indicated, select residents are afforded the opportunity to maintain paid employment in the community.

Staff assist in development of job-acquisition skills, provide on-site monitoring and work closely with employers to ensure that the experience is mutually productive. Typical work includes food service, manual labor and concessions at the local minor league baseball park during the summer.

Recreation services offer a variety of indoor and outdoor leisure time activities at the facility on a daily basis. All activities are designed to aid in the development of teamwork, communication, health and motor skills. In addition, recreation services provide for participation in community-based events on a weekly basis. Tall Trees residents regularly attend athletic events, visit factories, local museums and other similar entertainment and cultural attractions in an effort to develop social and intellectual skills. This range of activities develops and encourages appropriate leisure time skills for the residents' return home.

Being a community-based facility, security at Tall Trees is maintained by staff well-trained in interpersonal dynamics and implementing a behavior management program of increasing privileges. The most effective privilege is access to the community through staff supervised recreational and cultural activities and family-sponsored home visits. These activities have the dual purpose of recognizing a resident for progress in meeting program plan goals, as well as providing staff an opportunity to better determine immediate post-release needs. Other program offerings at Tall Trees include: health care services, volunteer services, food and dietary services and transportation.

In April 1986, Tall Trees was audited by members of the American Correctional Association Commission on Accreditation for Corrections and received full accreditation the following August. Tall Trees was found to be in full compliance with all mandatory standards and achieved 96% compliance with the non-mandatory standards. Tall Trees staff have worked hard in the ensuing years to maintain this high level of care for residents and was reaccredited in May, 1989.

Tall Trees' close proximity to Shelby Training Center (STC) has enabled certain STC residents to complete their commitment at Tall Trees. Both facilities are managed by the same administrator. Those residents who have successfully completed STC's program and are in need of continued community-based placement are reviewed by the Juvenile Court for placement at Tall Trees. This arrangement provides the Juvenile Court with more options and discretion in successfully meeting the treatment and security needs of the individual resident.

3. Shelby Training Center

Shelby Training Center (STC) was constructed in 11 months and opened May 26, 1986. This 175-bed facility, specifically designed for the Juvenile Court of Memphis and Shelby County, has been built to provide a secure alternative for juvenile males, ages 13 through 18, who the Court believes should be kept near their homes in a community-based facility rather than being committed to the Tennessee Department of Youth Development. STC also provides secure institutional services for youth committed to the State of Nevada's Youth Services Division and the Federal Bureau of Prisons. The facility is dedicated to assisting juveniles in their development of appropriate behavior which promotes socially acceptable adjustment in the community.

Traditionally, secure juvenile correctional programs have always been provided by state corrections institutional services in facilities located near the state capital or in close proximity to each other to provide cost efficiencies to the state. Community linkage is a key to the success of STC. The youth's family and the community are totally involved in the overall programming effort. STC provides family counseling and regular parenting classes. Visitation is frequent and well attended because of the proximity to family members. Many family members who do not have their own means of transportation utilize the metro bus line which has regular stops near the facility.

The facility is constructed of precast concrete and block and is designed for both efficient operations and pleasing appearance. The seven separate and distinct housing units which provide a total of 175 single rooms have both privacy and protection for each resident and are designed for maximum flexibility for unit management programming. The kitchen and dining facility boasts an attractive and functional atmosphere that allows efficiency while maintaining balance. A spacious vocational and academic education area, appropriate medical support facilities and extensive indoor and outdoor exercise/recreation spaces are also part of the complex.

The building offers excellent supervisory sight lines, oversized corridors and a functional separation of resident services and public access. As in other facilities CCA has developed, the design is calculated to provide residents and staff with a safe and pleasant working environment.

The majority of residents at Shelby Training Center live in the Memphis/Shelby County area and are in the custody of the Juvenile Court. The purpose of the program is to provide a highly structured environment where the resident has an opportunity to learn and practice behavior which is both law abiding and socially acceptable while living in a setting which minimizes risk to the public, himself and others. A comprehensive array of programs and services are offered to meet the needs of the residents and include:

- An Educational Program which is the nucleus of STC's programming efforts. CCA's non-traditional alternative school program does not stop with the regular academic and vocational components; education is an on-going process throughout the student's day, facilitated by all program staff, which provides for more student flexibility in the learning environment.

The Educational Program provides each student with a minimum of 5.5 hours of formal education. The program also offers a pre-vocational/industrial arts curriculum and vocational offerings including Keyboard/Word Processing, Computer Programming, Word Working, Electricity, Building Maintenance, Small Engine Repair and Food Services.

A General Educational Development (GED) test preparatory program is provided for those students who are at least 17 years of age and do not plan to return to a regular high school program. Instruction is provided for these students in

the areas of English, writing skills, social studies, science, reading skills and mathematics.

The educational component received approval through the Tennessee Board of Education through the 1991 school year. All credits earned by residents in the CCA program are accepted by all state approved public and private schools.

CCA has established an exceptionally good working relationship with the Memphis City School System, in which 95% of the residents previously have attended and to which they will return upon release from the facility. CCA is able to obtain most of the resident's complete educational record one day after he is received at the facility. This allows determination of the resident's grade level and immediate placement in the appropriate class;

- Counseling Services which include individual, group and family counseling, law-related education and conflict management and life skills;
- A variety of treatment activities based on social learning theory and group dynamics including: Early Intervention Alcohol and Drug Program; Alcohol and Drug Group; Drug Dealer's Group; Anger Management Group; Parent Orientation; Parenting Group; Parent Support Group; Personal Hygiene Group; and Sexual Offender Program.
- A comprehensive Recreation Program which includes organized athletic competition, leisure time activities, arts and crafts and a wide range of religious programs for individuals/groups;
- An active Community Volunteer Program which is designed to enhance the overall program and to provide liaison between the residents and the community. CCA is able to benefit from the Juvenile Court's exceptional volunteer program with over 1,000 members;
- Health care services, developed and structured on the theory of holistic care, which envelop all aspects of growth, not only physical but psychological, emotional, social and intellectual development;

- Reception, classification and orientation;
- A Resident Employment Program;
- Program economy and canteen;
- Storeroom and laundry services;
- Food and dietary services;
- Physical plant services; and
- Security and control

In September 1987, Shelby Training Center was audited by members of the American Correctional Association Commission on Accreditation for Corrections and received full accreditation in January 1988. STC received 100% compliance on all mandatory standards, and 97.3% compliance on all non-mandatory standards, which is among the highest scores for training centers of this type in the country. STC became an accredited facility 16 months after opening. STC staff have worked hard in the ensuing years to maintain this high level of care for residents and was reaccredited in January 1991. Shelby Training Center was a finalist for consideration as an ACA/OJJDP National Training School Resource Center. All finalists exemplify outstanding programs and service delivery beyond accreditation requirements and will host special training programs for juvenile corrections administrators and practitioners from all over the country.

4. Juvenile About-Face

On October 31, 1992, Crime Commission member and Richmond City Manager Mr. Robert C. Bobb, Policy Analyst Debra Barnes of the Richmond City Manager's Office, Chief Judge Audrey Franks of the Richmond Juvenile Court and Crime Commission staff visited the Juvenile and Adult About-Face Programs operated by the Orleans Parish Criminal Sheriff. Sheriff Charles Foti provided a detailed overview of the program.

The Juvenile About Face Program is modeled after the About Face Program for adult inmates. Both programs were developed by Charles C. Foti, Jr., Orleans Parish Criminal Sheriff and can be classified

as "boot camp" programs because of the regimented discipline involved.

Prior to 1986, the Criminal Sheriff's Office was not involved in holding juvenile delinquents. During a "juvenile crime spree" in 1986, the mayor, police superintendent and juvenile judges appealed to Sheriff Foti because the city's youth facility was at capacity and dangerous juvenile offenders were being released daily.

The Criminal Sheriff's Office quickly renovated an old prison infirmary to house 8 - 10 juveniles. As the number of juvenile offenders grew, the Sheriff's Office renovated an old fire house and then a gymnasium.

Today, the Criminal Sheriff's Office holds an average of 180 juvenile offenders in the former gym. The facility is located within the jail complex but out of sight and sound of adult prisoners.

The Juvenile About Face Program is based on discipline and structured activities. Every hour of every day is planned with emphasis on education, counseling, physical activity and "break through" activities. Activities for the Juvenile About Face Program are divided into the following areas:

Physical:

- Personal hygiene
- Calisthenics
- Health and nutrition
- Supervised sports
- Military drill

Educational:

- Evaluation
- Literacy classes
- Regular classes
- Computer training
- Life skills training

Counseling:

- Alcohol/drug abuse
- Family
- Psychiatric evaluations
- Religious

"Break Through" Activities:

Weight lifting
Chess
Boxing
Art/video class

The offenders in the Juvenile About Face Program range in age from 13 to 17. Their charges include narcotics possession and distribution, armed robbery, murder and other violent and non-violent offenses. Approximately 40 percent of the 180 juveniles were charged with multiple offenses, with 2 to 4 charges each. Approximately 70 percent have been adjudicated, and 30 percent are awaiting their adjudication hearings.

5. Boot Camp Program at Southampton Correctional Facility

On July 10, 1992, representatives from the Virginia Departments of Corrections and Mental Health, Mental Retardation and Substance Abuse Services and Commission staff visited the Boot Camp Program for young adult offenders at the Southampton Correctional Facility. Captain Manuel Nazario offered a detailed overview of the program.

The Boot Camp (Shock Incarceration) Program is a joint operation between the Division of Institutional Services and the Division of Community Corrections of the Virginia Department of Corrections. The Boot Camp Program, recommended in 1989 by the Crime Commission, has the assigned mission of providing a program of shock incarceration at the Southampton Intensive Treatment Center followed by probation supervision which may include intensive probation supervision.

The Boot Camp Program is an alternative to long term incarceration for young, non-violent offenders in the Commonwealth. Over a period of 90 days, offenders participate in a highly structured program that emphasizes discipline, military drill and ceremony, manual labor, psychological counseling, remedial academic instruction and substance abuse and life skills education.

Following graduation from the Boot Camp Program, the offender will be required to complete a minimum of one year of supervised probation in the community. As a condition of probation, successful participation in employment, vocational education, substance abuse treatment and other programs may be required.

6. Associated Marine Institutes, Inc.

On several occasions throughout the course of this study, Commission staff met with Mr. Robert Weaver, President of Associated Marine Institutes, Inc. In addition, Mr. Weaver made a special presentation to the subcommittee at its August 25, 1992 meeting. On November 16, 1992, Commission staff visited the Peninsula Marine Institute, operated by AMI in Newport News. Executive Director Mike Nebesnyk provided a detailed overview of the program and a tour of the facility was conducted by a PMI student.

The group of thirty juvenile rehabilitation programs known as the Associated Marine Institutes, Inc. was founded in 1969 in Florida. AMI, a public, non-profit organization, operates residential and non-residential programs in eight states -- Florida, Texas, South Carolina, Delaware, Louisiana, Maryland, Virginia, and Georgia. The Institutes serve troubled boys and girls 15-18 years of age who average 8 to 12 offenses before entering AMI programs.

To provide rehabilitative services for delinquent offenders AMI contracts with the following state agencies: the Florida Department of Health and Rehabilitative Services, the Florida Department of Corrections, the Texas Youth Commission, the South Carolina Division of Youth Services, the Delaware Division of Youth Rehabilitative Services, the Louisiana Department of Corrections, the Maryland Juvenile Services Agency, the Virginia Department of Youth and Family Services and the Georgia Department of Human Resources.

The youth in AMI programs participate in a core curriculum of oceanography and earth sciences, seamanship, diving, aquatics, physical education, academic and vocational education. Each program uses the special talents and interests of their staff to provide classes that motivate the students. Many of the youngsters entering the program require remedial education. The 7 : 1 student-to-instructor ratio permits a curriculum individually designed for each student. The youths' skills are evaluated and a needs assessment is developed to build on strengths and improve areas of weakness. The instruction is organized so that half of the youngsters' time is spent in a classroom situation and the other half is spent in the field with actual "hands-on" learning experiences.

Along with academic and vocational skills building, appropriate positive behavior is encouraged and rewarded. Youths earn points for course accomplishments and completions, attendance, participation,

enthusiasm, leadership, and a number of other criteria. These points are used to "bid" on special trips or activities. AMI believes it is important for the youngsters to realize that "good work precedes reward" and that they are responsible for their own actions.

One of the primary goals of each Institute is to improve academic skills such as reading comprehension, mathematics and language. When appropriate, students are assisted in preparation for the GED. During the past year, over two hundred students earned their GED's.

The AMI Institutes have been highly successful in accomplishing their three primary goals for troubled youth:

1. To reduce or eliminate recidivism
2. To increase vocational skills
3. To increase academic skills

Over 18,000 youth have successfully completed the AMI programs since inception in 1969. Recidivism statistics document that a large percentage of all youth who have participated in AMI programs have had no negative contact with the law after they leave the Institutes. Each youth's adjustment to society is tracked for a minimum of three years after he or she leaves the program. Presently, the programs are serving approximately 2,000 boys and girls each year.

Each program is an integral part of its respective community with an autonomous Board of Trustees and separate incorporation. The Board members are community leaders in the fields of education, law, business, construction, etc. They volunteer their services and advise and monitor the Institutes' progress.

Associated Marine Institutes' corporate headquarters is in Tampa, Florida. AMI contracts with state agencies to provide rehabilitative services for youthful offenders. AMI also coordinates and supervises the fiscal management and operation of all youth programs.

In 1980, the Associated Marine Institutes, Inc. initiated the Environmental Projects Division. The projects are designed to provide Institute youngsters with valuable "hands-on" experience in employability skills building, while completing beneficial environmental projects. These projects are created through an innovative merger of private business funding with AMI's non-profit status. Since 1980 over one million plants have been installed by

youngsters on various environmental work projects. The results have been very successful for the students, the environment, and the individuals, businesses and agencies for whom the work is done.

AMI believes that one of the most significant keys to the youngsters' success is the quality of the relationship which develops between each youth and his or her advisor/instructor. Each AMI instructor strives to be a positive role model, motivating the youth to exhibit appropriate behavior and set realistic short and long-term goals to achieve success.

C. Meetings to Develop Proposal

Under the direction of Subcommittee Chairman Rev. George Ricketts, Commission staff established an informal study group to consider the tasks set forth in HJR 162. The study group met on four occasions during the course of this study to exchange information and discuss possible program components and eligibility criteria. The following participants contributed significantly to the findings and recommendations contained in this report:

Gayle Turner, Virginia Department of Youth and Family Services
Joyce Wilson, Richmond City Manager's Office
Marion Kelly, Department of Criminal Justice Services
Kimberly O'Donnell, Richmond Juvenile Court
Clairese Booker, Director of Richmond Court Services Unit

The study group discussed at length the positive and negative aspects of traditional "boot-camp" programs as well as the absence of empirical data to indicate the effectiveness of existing programs. Recognizing the importance of such traditional boot-camp components as discipline, education, treatment, vocational training and aftercare, the study group agreed in general to a program for juveniles that could be implemented locally and would emphasize these key elements. As a result, the following program outline was developed.

D. Program Proposal

1. Client Base
 - Violent or non-violent felony offenders
 - Physically and mentally healthy
 - Up to 18 years of age
 - Adjudicated as a juvenile
2. Eligibility
 - May be removed for intractable behavior

3. Disposition
 - Offender sentenced to the program
 - If offender is removed from program, must go to secure detention/learning center
4. Location
 - To be determined by the locality
5. Program length
 - 180 days or more (to be established by the locality)
6. Special program components
 - Discipline
 - Structured activities and scheduling
 - Education
 - Remedial
 - Special Education
 - General Equivalency Diploma (GED)
 - Life skills training
 - How to complete an employment application, prepare for a job interview, open a bank account, write a check, etc.
 - Treatment
 - Substance abuse counseling
 - Family Counseling
 - Vocational training
 - Courses on a variety of occupations
 - Physical labor
 - Labor should serve as on-the-job training in chosen vocation
 - Community Involvement
 - Parents and other family members should be involved in programming
 - Special Recognition
 - Leadership positions, awards, incentives and promotions for successful participants

- **Aftercare**

Intensive supervision following successful completion of program

Aftercare should include a provision that graduate will either work or attend school/vocational training full-time or he/she will be in violation of probation

Within the confines of federal and state law, there should be interaction between aftercare providers and school authorities to foster smooth re-integration for juveniles returning to the public school system

7. **Program Evaluation**

- Review of effectiveness by the Department of Youth and Family Services

- Evaluate and report to the Governor and General Assembly

8. **Implementation**

- **Legislation** - The subcommittee determined that such a program may be established under existing law, with no need for any legislative action.

- **Resolution** - The subcommittee drafted and approved the following resolution:

Subcommittee III of the Virginia State Crime Commission supports the concept of local juvenile boot camp/shock incarceration programs as a potentially very effective correctional alternative for juveniles. The subcommittee supports the establishment of a local pilot program to test the viability and effectiveness of such a program and commends the City of Richmond for its efforts to establish such a program.

It is our understanding that such a program may be established by the City of Richmond under existing law, with no need for any change in existing law, provided the Board of Youth and Family Services approves guidelines for such a program. The Subcommittee therefore recommends that:

1. *The City of Richmond prepare and present to the Board of Youth and Family Services a description of the juvenile boot camp/shock incarceration program it proposes;*

2. *The Board of Youth and Family Services prepare the requisite guidelines for such a program; and*

3. *The City of Richmond and the Board of Youth Services present to the Crime Commission the proposal, guidelines and financial requirements for its consideration at a subsequent date.*

- **Budgeting** - The City of Richmond, or any other locality, through the Department of Youth and Family Services would submit budgetary requirement to Senate Finance and House Appropriation committees.
- **Administrative** - The City of Richmond, or any other locality, would be required to prepare and present a description of the program it proposes to the Board of Youth and Family Services for the Board's approval.

VIII. Findings and Recommendations

Finding I

Boot camp programs for juvenile offenders have just recently emerged; as a result, recidivism rates for juvenile boot camp participants have not yet been calculated. However, the National Institute of Justice has been tracking the development of formal boot-camp/shock incarceration programs for young adult offenders. Although results indicate that recidivism rates are difficult to compare across different programs, rearrest rates are no higher or lower for formal boot camp participants than rates for offenders who serve a longer period of time in a traditional prison or who serve time on probation. Nonetheless, professionals and practitioners in the juvenile justice system agree there are several program components which are clearly effective toward the rehabilitation of juvenile offenders.

Recommendation #1: The Virginia State Crime Commission should endorse an alternative program for juveniles which could be locally adapted and implemented and would emphasize the following components, set forth in Part D-6 of this report: discipline; structure; education; life skills training; treatment; vocational training; physical labor; community involvement; special recognition; and aftercare.

Finding II

An alternative program, such as the one described in Recommendation #1, could be developed to provide services for juvenile offenders who are not addressed by current programming. For instance, according to study group participants, special programming is critically needed in the City of Richmond for young, black males

convicted of drug dealing. As a result of overcrowding in secure detention facilities and limited resources to support non-residential programs, this group of offenders is often neglected. In addition, study group participants asserted that it is this same population of young males who are later re-arrested for more serious and violent offenses such as malicious wounding and murder.

Recommendation #2: Localities should consider developing alternative programs to address targeted groups of juvenile offenders.

Finding III

During the course of this study, Commission staff collected an enormous amount of data on more than a dozen alternative and traditional boot-camp programs developed nationwide for juveniles offenders. Furthermore, Commission representatives made on-site visits to several nationally recognized programs. Based on the information gathered by way of literature reviews, personal interviews, study group meetings and site visits, Commission staff identified Associated Marine Institutes, Inc. and Corrections Corporation of America as private sector service providers, dedicated to the rehabilitation of juvenile offenders, that have developed and implemented programs which successfully incorporate the key components delineated in the proposed program outline.

Recommendation #3: The Virginia State Crime Commission recommends that private sector service providers be considered by any locality seeking to provide alternative juvenile programming.

Finding IV

Localities in Virginia have three options by which detention services for juveniles may be accessed. First, participating localities are either part of a commission or, as with the City of Richmond, are the singular users of detention facilities. Pursuant to Code of Virginia § 16.1-315, "the governing bodies of three or more counties, cities or towns may provide for the establishment of a joint or regional citizen juvenile detention home, group home or other residential care facility commission." Secondly, a locality may have an agreement with a participating locality or localities to access a facility, in which case the locality seeking services usually pays a higher per diem rate than participating jurisdictions. Thirdly, a locality may not have a definitive option and must "shop" for available space when a child is in need of detention.

With the exception of the City of Richmond, the responsibility for the operation of detention facilities in Virginia rests with the city manager or an assistant city manager. In the case of commission-operated facilities, the city manager or an

assistant city manager from each of the participating localities shares this responsibility.

By custom, the Richmond Juvenile Detention Center management is under the authority of the Chief Judge of the Richmond Juvenile and Domestic Relations Court. The salaries and benefits packages for detention center staff are paid by the City of Richmond; however, detention staff appointments are made by the Chief Judge. Though detention center staff are paid as city employees, because they are appointed by the Chief Judge of the Juvenile Court, they cannot be made accountable to the City Manager's Office nor are they included in the city grievance procedure. This unique structure provides inherent conflicts for facility personnel and may have contributed to concerns regarding facility management that were expressed by city officials at the outset of this study.

The City of Richmond is now in the final stages of developing plans for a new 60-bed detention center which will replace the present facility. Consequently, Richmond Juvenile Court representatives recognize the importance of shifting facility management responsibility to the City Manager's Office but, to avoid delays with that process, do not wish to do so until the new detention facility is on-line.

Recommendation #4: Upon completion of the new detention center facility, the Richmond City Manager should meet with the Chief Judge of the Richmond Juvenile and Domestic Relations Court to discuss separation of powers issues and to determine the most efficient and effective management option for the operation of the facility.

IX. Acknowledgments

The members extend special thanks to the following agencies and individuals for their cooperation and valuable assistance to this study effort:

Associated Marine Institutes, Inc.
Robert Weaver, President

Corrections Corporation of America
Robert Britton, Vice President
James Ball, Program Administrator

Department of Corrections
Andrew Malloy, Special Program Manager

Office of the Orleans Parish, Louisiana Criminal Sheriff
Charles Foti, Sheriff
Earl Weaver, Jr., Captain

Peninsula Marine Institute
Mike Nebesnyk, Executive Director

Richmond City Manager's Office
Joyce Wilson, Chief of Staff
Carol Anderson, Assistant to the City Manager - Legislative Liaison
Debra Barnes, Assistant to the City Manager

Richmond Court Services Unit
Clairese Booker, Director

Richmond Juvenile Court
Audrey Franks, Chief Judge
Kimberly O'Donnell, Public Defender

Richmond Juvenile Detention Center
Louis Westbrook, Director

Southampton Intensive Treatment Center
Manuel Nazario, Corrections Captain

Virginia Board of Youth and Family Services
Barbara Hickey, Chairman

Virginia Department of Criminal Justice Services
Marion Kelly, Juvenile Justice Specialist

Virginia Department of Youth and Family Services
Charles Kehoe, Director
Gayle Turner, Chief of Operations-Learning Centers
Rebecca Camache, Planning Supervisor
Joyce Fogg, Administrative Staff Specialist Senior

APPENDIX A

1992 SESSION

LD4147260

HOUSE JOINT RESOLUTION NO. 162

Offered January 21, 1992

Requesting the Virginia State Crime Commission to study the feasibility of implementing locally operated boot camp programs.

Patrons—Hall, Cantor, Ball, Cunningham, J.W., Maxwell, Melvin and Rhodes; Senators: Benedetti, Lambert, Marsh, Miller, Y.B. and Scott

Referred to the Committee on Health, Welfare and Institutions

WHEREAS, the Commonwealth of Virginia has implemented a boot camp program for nonviolent juvenile offenders as an alternative form of incarceration based on the recommendations from the Crime Commission's 1990 report to the General Assembly on shock incarceration; and

WHEREAS, the Department of Corrections reports that it is optimistic that the program will positively impact the rate of criminal recidivism in the program participants; and

WHEREAS, the boot camp program, as an alternative form of incarceration, provides a means for reducing correctional facility overcrowding problems; and

WHEREAS, there is potential for the boot camp program to enhance the development of good character, positive morals, responsibility, maturity and respect for authority in its participants; and

WHEREAS, the City of Richmond is interested in examining the implementation of a locally operated boot camp program to provide an alternative means of incarceration for nonviolent juvenile offenders that promotes treatment and prevention in an effort to reduce acts of delinquency; and

WHEREAS, if a locally operated boot camp program in the City of Richmond proved to be successful in its goal to reduce acts of delinquency and provide treatment and prevention services to nonviolent juvenile offenders, then the model for such a program would be available for replication in other localities; now, therefore, be it

RESOLVED by the House of Delegates, the Senate concurring, That the Virginia State Crime Commission be requested to study the feasibility of implementing a locally operated boot camp program in the City of Richmond for nonviolent juvenile offenders. The Commission shall review the Department of Corrections boot camp program for its adaptability to a local juvenile learning center, detention home or any other facility for the secure detention of a juvenile offender, and determine the criteria for assessing the need for a locally operated boot camp program. The Commission also shall review the fiscal impact of implementing and operating a locally operated boot camp program. The Commission shall report its findings and recommendations to the Governor and General Assembly by December 1, 1992, as provided in the procedures of the Division of Legislative Automated Systems.

Official Use By Clerks	
Agreed to By	
The House of Delegates	Agreed to By The Senate
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APPENDIX B

Boot Camp Programs for Juvenile Offenders

Several states are presently operating or in the process of developing boot camp programs for juvenile offenders. The first boot camp programs for juveniles (Colorado and Ohio) have only been in operation since September 1991; therefore, to date, no empirical study has been conducted on these programs. Provided below is a brief overview of several existing and proposed programs.

Office of Juvenile Justice and Delinquency Prevention (OJJDP) Funded Boot Camp Programs:

Colorado Division of Youth Services

Program Title: Boot Camps for Juvenile Offenders: Constructive Intervention and Early Support

Status: In operation since September 1991

Cuyahoga County (Ohio) Court of Common Pleas, Juvenile Division

Program Title: Boot Camps for Juvenile Offenders

Status: In operation since September 1991

Boys and Girls Clubs of Greater Mobile

Program Title: Environmental Youth Corps Program: A Prototype Boot Camp for Juvenile Offenders

Status: Program development underway; target opening in March 1993

Mission: To develop and test a juvenile boot camp program, which will focus on adjudicated, nonviolent juvenile offenders under 18 years old.

Proposed Results:

- Development of a juvenile boot camp to serve as a criminal sanction
- Promotion of moral values
- Increased academic achievement
- Discipline through physical conditioning and teamwork
- Reduction in drug and alcohol abuse
- Promotion of literacy
- Promotion of a work ethic

**Program Title: Bootcamp America
Corpus Christi, Texas**

Privately operated and serving the state of Texas

Participants

- Violent and non-violent offenders
- 14-17 years old
- Physically and mentally healthy

Eligibility

- Adjudicated youth

Capacity

- 125 males

Special Program Elements

- Commitment
- Discipline
- Physical training
- One-on-one counseling
- Substance abuse programs
- Education
- Job skills training
- Life skills training
- After-care component

**Program Title: Leadership, Esteem, Ability and Discipline (LEAD)
California Youth Authority Boot Camp Project
San Francisco, California**

Enabling legislation passed in February 1992

Participants

- Non-violent wards of the juvenile court
- 15-23 years old
- Physically and mentally healthy

Eligibility

- Wards of the juvenile court
- Substance abusers or at risk of future substance abuse

Capacity

- Northern California facility (opening in 1992): 60 participants
- Southern California facility (opening in 1993): 60 participants

Program Length

- 4 month cap on institutional time

Special Program Elements

- Discipline
- Physical training
- Substance abuse programs
- Education
- Pre-parole planning
- After-care component

**Program Title: HIT (High Intensive Treatment) Program
Alabama**

Participants

- Non-violent offenders
- Physically and mentally healthy

Eligibility

- Adjudicated youth
- Low-risk and technical offenders

Capacity

- 80 participants

Program Length

- 30 "earned" or successful days

Special Program Elements

- Discipline
- Physical training (Ropes Courses)
- Education
- Substance Abuse Education
- Service projects
- Life skills training

Program Title: Boot Camp
Florida Department of Corrections
Tallahassee, Florida

Participants

- Males, 14-24 years old
- Physically and mentally healthy

Eligibility

- Have not served time in a federal or state prison
- Have a sentence of 10 years or less

Program Length

- 90 to 120 days

Special Program Elements

- Discipline
- Physical training
- Hard physical labor
- Drill and ceremony

**Mississippi Department of Youth Services Cadet Achievement Program
Jackson, Mississippi**

Participants

- Juvenile offenders
- Physically and mentally healthy

Eligibility

- First-time juvenile offenders

Program Length

- 10 weeks

Special Program Elements

- Discipline
- Physical Training
- Counseling
- Education
- Drill and ceremony