

Crimie - Boot Camps

FROM THE OFFICE OF CABINET SECRETARY

202-456-2572

Date: 10-5-94

Response Needed by: N/A

- | | |
|--------------------------------------------------|-------------------------------------------------|
| <input type="checkbox"/> Joan Baggett | <input type="checkbox"/> Bruce Lindsey |
| <input type="checkbox"/> Lloyd Cutler | <input type="checkbox"/> Katie McGinty |
| <input checked="" type="checkbox"/> Rahm Emanuel | <input type="checkbox"/> Mack McLarty |
| <input checked="" type="checkbox"/> Mark Gearan | <input type="checkbox"/> Dee Dee Myers |
| <input type="checkbox"/> David Gergen | <input type="checkbox"/> Jack Quinn |
| <input type="checkbox"/> Pat Griffen | <input type="checkbox"/> Leon Panetta |
| <input type="checkbox"/> Marcia Hale | <input type="checkbox"/> John Podesta |
| <input type="checkbox"/> Alexis Herman | <input checked="" type="checkbox"/> Carol Rasco |
| <input type="checkbox"/> N. Hernreich | <input type="checkbox"/> Bob Rubin |
| <input type="checkbox"/> Harold Ickes | <input type="checkbox"/> Ricki Seidman |
| <input type="checkbox"/> Phil Lader | <input type="checkbox"/> G. Stephanopoulos |
| <input type="checkbox"/> Anthony Lake | <input type="checkbox"/> M. Williams |

Liz Brinsley

*Bruce Reed
Jose Cerda*

Remarks:

ATTACHED IS A MEMO SUMMARIZING A JUSTICE DEPARTMENT REPORT ON BOOT CAMPS WHICH WILL BE RELEASED TOMORROW.

Response:

NONE NEEDED



Office of the Attorney General
Washington, D. C. 20530

October 6, 1994

MEMORANDUM TO BRUCE REED, RAHM EMANUEL, JENNIFER O'CONNOR

FROM: ELIZABETH HYMAN *EH*

SUBJECT: DOJ STUDIES

The following is a summary of DOJ study that is to be released:

1. NIJ Study on Boot Camps

NIJ is releasing its "Update" tomorrow, October 7, 1994. (See attached copy of that issue). It is a preview of a study they are releasing on October 10. The goal of the study is to determine if boot camps achieve the desired results of reducing prison overcrowding and recidivism rates.

- ♦ The study looked at adult programs in eight states: Florida, Georgia, Illinois, Louisiana, New York, Oklahoma, South Carolina and Texas). In the eight programs evaluated, all offenders participated in military style drill and labor.
- ♦ Program length varied from 90 to 180 days. Participants generally were young males (16 to 18 years of age) convicted of nonviolent offenses who had minimal records.

Conclusion: The Boot Camps helped so far as prison over crowding but results were varied in respect to reducing recidivism.

- ♦ In 5 states -- OK, TX, GA, FL, AND SC -- boot camps did not reduce recidivism. 3 states --NY, IL, AND LA -- had lower recidivism in one measure. These three states shared similarities in that they combined military boot camp with aggressive supervision for 6 months after incarceration. But the three also had a high drop out rate.
- ♦ Programs that gave authority to the Dept. of Corrections to select boot camp participants experienced an ease in prison crowding because they tended to pick offenders who would otherwise have been sentenced to prison. Also important were the restrictions for eligibility a particular program laid out for admission to boot camp, as well as size of class.
- ♦ Also noteworthy is that more boot camp offenders felt there experience was positive, unlike your conventional inmate.

U.S. Department of Justice
Office of Justice Programs
National Institute of Justice



National Institute of Justice

Update

Jeremy Travis, Director

October 1994

Researchers Evaluate Eight Shock Incarceration Programs

In recent years, a number of jurisdictions have implemented shock incarceration (boot camp) programs in an effort to alleviate prison crowding and reduce recidivism. In 1984, just 2 States operated such programs; by 1992, just 8 years later, half the States, plus the Federal Bureau of Prisons, were operating 41 programs, with several other States about to launch programs of their own.

To find out how shock incarceration programs are operating and which objectives they are achieving, the National Institute of Justice (NIJ) sponsored an evaluation of eight adult programs (in Florida, Georgia, Illinois, Louisiana, New York, Oklahoma, South Carolina, and Texas). Results of the study are reported in *Multisite Evaluation of Shock Incarceration*, an NIJ Evaluation Report. In addition to studying effects on recidivism and prison crowding, the evaluation examined the development and implementation of the programs, the attitude changes of offenders during the in-prison phase of the programs, and the impact of the programs on the positive activities of graduates during community supervision.

In all eight programs, offenders participated in a rigorous daily schedule of military drill and ceremony, physical training, and hard labor. Program length ranged from 90 to 180 days. Program participants were generally young males convicted of nonviolent offenses who did not have an extensive criminal history. Beyond this common core, programs varied on characteristics hypothesized to affect the ability of the program to achieve stated correctional goals. For example, programs differed in the type of therapeutic programming adopted as well as the hours per day devoted to such programming. They also varied in size, location (whether located within a larger prison or in a separate facility), intensity of release supervision, and type of aftercare during community supervision.

Impact on recidivism

Recidivism rates of those who successfully completed the shock incarceration program were generally similar to those of comparable offenders who spent a longer time in prison. The lower recidivism rates of some boot camps appeared to result from the process of selecting offenders for the program or from the intensive supervision given after graduation.

In five States (Oklahoma, Texas, Georgia, Florida, and South Carolina), the boot camp experience did not reduce recidivism. In the other three States (New York, Illinois, Louisiana) boot camp graduates had lower rates on one measure of recidivism. Given that all shock incarceration programs are modeled after military boot camps with strict rules and discipline, physical training and hard labor, the different results suggest that the boot camp experience in itself does not successfully reduce recidivism.

Programs in the States that experienced lower recidivism had some similarities. The in-prison phase was followed by a 6-month intensive supervision phase in the community. Each program had a strong focus on rehabilitation, voluntary participation, selection from prison-bound entrants, and longer program duration. Each had a high dropout rate. Any or all of these aspects of the programs could have had an impact on offenders with or without the boot camp atmosphere.

Impact on prison crowding

The major factor influencing prison bed savings was whether the boot camp program targeted prison-bound offenders. To reduce prison crowding, a sufficient number of prison-bound offenders must successfully complete the

program serving less time than they would otherwise have served in a conventional prison.

Thus program design was critical to the successful reduction of prison crowding. Programs that empowered the Department of Corrections to select boot camp participants were most likely to alleviate prison crowding because they maximized the probability of selecting offenders who would otherwise have been sentenced to prison. Other factors that affected the ability of boot camp programs to reduce prison crowding included the restrictiveness of eligibility and suitability criteria (stricter criteria divert fewer prison-bound offenders); length of the program (programs that keep participants in boot camp longer are less likely to reduce prison crowding); and size of the program and graduation rates (smaller programs and those that graduate fewer offenders obviously keep fewer offenders out of prison).

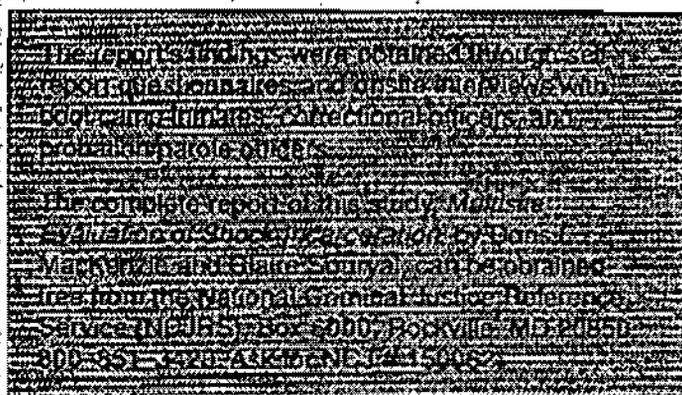
Attitude changes of offenders during the in-prison phase

Unlike inmates incarcerated in conventional prisons, boot camp participants believed that their experience had been positive and that they had changed for the better. Inmates reported that positive benefits of shock incarceration were improved physical health (including learning to live without cigarettes and drugs), educational opportunities, and personal safety. These effects were greater for offenders in boot camps that were voluntary or provided more time for therapeutic activities.

Impact on graduates during community supervision

Boot camp graduates did as well in adjusting to community supervision as parolees who had been released from traditional prisons. Only in Florida did boot camp graduates participate in more positive activities than parolees. Performance of both parolees and boot camp graduates declined over time during the first year of community supervision.

The more intensely offenders were supervised in the community (that is, the more contacts they had with correctional officials), the better they adjusted. Supervision intensity may thus be a key factor in coercing offenders to participate in positive activities during community supervision.



U.S. Department of Justice
Office of Justice Programs
National Institute of Justice

Washington, DC 20531

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Boot
Camps

AM-MA--Boot Camps, Bjt, 0439

Administration Seeks Two More Boot Camps

By ROBERT W. TROTT= Associated Press Writer=

BOSTON (AP) The Weld administration doesn't think its boot camp has been open long enough to measure success or failure, but nevertheless wants to spend \$12 million to build two more, officials said Thursday.

As part of a \$591 million prison expansion plan, Gov. William Weld has proposed building two more boot camps, at a cost of \$6 million each, for 500 new beds.

Administration officials took strong exception to a report showing that of the 142 boot camp inmates released more than six months ago, 51 percent have been returned to jail for new arrests or for parole violations.

Tony Carnevale, spokesman for the Department of Correction, said it is far too soon to determine whether the boot camp experience lowers recidivism.

'We wanted two full years' worth of stats before we make any determination of success,' he said.

So why build two more camps now, if the state doesn't fully know if it's working?

'There are some promising results,' said Public Safety spokesman Charles McDonald. 'What we're seeing, as these classes progress, is much lower recidivism rates.'

The rate of rearrest for boot camp graduates was 29 percent, with the others getting into trouble over parole violations for what Carnevale called 'things as minor' as failing a drug test, getting pulled over for speeding or missing a parole meeting.

While 'not ready to write off the boot camps,' Rep. Paul Caron, co-chair of the Public Safety Committee, questioned Weld's handling of the Bridgewater camp and the request for more.

'As it's instituted now, these are not the boot camps that I envisioned, nor did the Legislature,' said Caron, D-Springfield. 'We were talking about youthful offenders. It's meant to scare them straight. Those are the ones we can have the most impact on.'

Participation in the Bridgewater camp is voluntary, something that Caron would like to see changed.

'This should be directed toward first-time offenders, and we should give the judge discretion' to send a juvenile to the camp instead of prison, he said.

Of the total of 21 classes graduated from the boot camp since it opened, two have been of women.

Five of the 10 members of the first women's class, which was graduated last Sept. 10, were returned to jail within the first six months following their release. But none of the 12 women who graduated in the second class Dec. 23 have gone back to jail.

**** filed by:APE-(MA) on 04/21/94 at 17:29EST ****
**** printed by:WHPR(EGIB) on 04/22/94 at 11:22EST ****

THE WHITE HOUSE
WASHINGTON

4/7c

Bruce,

I know of your fascination
w/out canon.... too.
Wild seems to share it.

Ernie

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.

<u>INSTITUTION</u>	<u>MILITARY BASE</u>	<u>YEAR OPENED</u>	<u>POPULATION 05-27-93</u>
1. Federal Prison Camp Eglin, FL	Eglin Air Force Base	1962	940
2. Federal Prison Camp El Paso, TX	Fort Bliss	1989	499
3. Federal Correctional Institution Fort Dix, NJ	Fort Dix	1992	581
4. Federal Prison Camp Montgomery, AL	Maxwell Air Force Base	1930	866
5. Federal Prison Camp Millington, TN	Memphis Naval Air Station	1990	334
6. Federal Prison Camp Nellis, NV	Nellis Air Force Base	1990	513
7. Federal Prison Camp Pensacola, FL	Pensacola Naval Air Station	1988	509
8. Federal Prison Camp Seymour Johnson, NC	Seymour Johnson Air Force Base	1989	525
9. Federal Prison Camp 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 BASE</u>	<u>YEAR OPENED</u>	<u>POPULATION 05-27-93</u>
1. Federal Prison Camp Federal Correctional Institution Allenwood, PA	Pennsylvania Ordnance Works	1952 1992	730 932
2. Federal Correctional Institution Bastrop, TX	Camp Swift	1979	1054
3. Federal Correctional Institution Federal Prison Camp Big Spring, TX	Webb Air Force Base	1979 1992	1013 189
4. Federal Prison Camp Boron, CA	Boron Air Force Radar Station	1979	588
5. Federal Correctional Institution Federal Prison Camp Butner, NC	Camp Butner	1976 1991	820 279
6. Federal Correctional Institution Federal Prison Camp Dublin, CA	Camp Parks	1974 1990	1,002 222
7. Federal Prison Camp Duluth, MN	Duluth Air Force Base	1983	604
8. Federal Correctional Institution Federal Prison Camp El Reno, OK	Fort Reno	1933 1980	1,689 276

9.	Metropolitan Detention Center Guaynabo, PR	Fort Buchanan	1993	328
10.	U.S. Penitentiary Federal Prison Camp Leavenworth, KS	Fort Leavenworth	1906 1960	1,688 367
11.	*U.S. Penitentiary *Federal Correctional Institution *Federal Prison Camp Lompoc, CA	Vandenberg Air Force Base	1959 1970 1991	1,593 1,067 278
12.	Metropolitan Correctional Center Federal Prison Camp Miami, FL	Naval Air Station	1975 1992	704 167
13.	Federal Correctional Institution Federal Prison Camp Petersburg, VA	Fort Lee	1932 1978	1,105 260
14.	Federal Correctional Institution Terminal Island, CA	Terminal Island Naval 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 BASE</u>	<u>PROJECTED</u>	
		<u>TO OPEN</u>	<u>RATED CAPACITY</u>
1. Federal Correctional Institution (Medium) Allenwood, PA	Penn. Ordnance Works	1993	768
2. U.S. Penitentiary (High) Allenwood, PA	Penn. Ordnance Works	1994	640
3. Federal Correctional Institution (Low) Butner, NC	Camp Butner	1996	1536/512
4. U.S. Medical Center, Butner, NC	Camp Butner	1996	513/250

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

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

V Reed - fyci

THE PRESIDENT HAS SEEN

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BOOT CAMPS

THE WHITE HOUSE
WASHINGTON

10 OCT 4 AID: 05

October 4, 1993

MEMORANDUM FOR THE PRESIDENT

FROM: HOWARD PASTER

SUBJECT: PRISON BOOTCAMP IN MARYLAND

CC: [unclear]

When you were at the University of Maryland some weeks ago, Governor Schaefer spoke to you about locating a prison bootcamp in the state. While I was not present, I am told the Governor may have left you with the impression that this idea had support from the Congressional delegation.

As the attached letter from both Maryland Senators to Secretary Aspin shows, there is sharp disagreement with Governor Schaefer's position on this issue. I felt it was important that you not be under any misimpression from your conversation with the Governor in case anyone from the Maryland delegation raises this issue with you.

CC. Marcia Hare
MAH

BARBARA A. MIKULSKI

MARYLAND

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APPROPRIATIONS

SELECT COMMITTEE ON ETHICS

LABOR AND HUMAN RESOURCES

SUITE 708

HART SENATE OFFICE BUILDING

WASHINGTON, DC 20510-2003

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TTY: (202) 226-8175

United States Senate

WASHINGTON, DC 20510-2003

September 10, 1993

The Hon. Les Aspin
Secretary of Defense
The Pentagon
Washington, DC 20301

Dear Secretary Aspin:

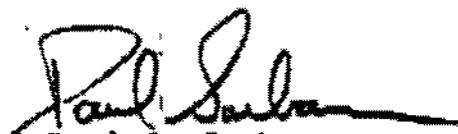
Today, the Commander at Ft. Meade and the Commander of the First U.S. Army announced that the Army will allow the State of Maryland to relocate a prison bootcamp to barracks on Ft. Meade. We ask that you take immediate steps to halt the implementation of this proposal.

There is virtually no local community support for the proposed location of the bootcamp, which is just across the street from an ongoing development of several thousand homesites. There is almost unanimous opposition to the proposal from local, county, and federal elected officials, and members of the Maryland General Assembly.

More importantly, locating a bootcamp on Ft. Meade completely undermines all of the work that has gone into preparing a Vision 2000 plan for the future of the base. That plan, which would develop a federal office and laboratory campus on the Fort, has the strong support of the community and elected representatives. Anne Arundel County has made major investments in upgrading the area around the Fort to further the development of the Vision 2000 plan. But this vision is placed at risk if the boot camp is located there. Attracting other federal facilities will become almost impossible with a prison on the site.

We urge you to support the Vision 2000 plan for Ft. Meade, and reject the decision to allow the State to relocate a bootcamp onto the base.

Sincerely,


Paul S. Sarbanes
United States Senator


Barbara A. Mikulski
United States Senator