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Shock Incarceration, Bureau of Prisons Style

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ACQUISITIONS

Introduction

Shock incarceration (SI) programs — also known as boot camps — including the Bureau of Prisons' Intensive Confinement Center, are prison programs at least partially modeled after the traditional military boot camp. In the mid-1980's these shock incarceration programs emerged as a new correctional strategy. The typical SI program exposes inmates to a daily regimen of strict discipline, physical training, military drill and ceremony, along with, in some cases, work detail, adult basic and secondary education, substance abuse counseling, and other programs oriented to community life skills. Generally,

shock incarceration programs are used as an alternative to traditional incarceration for non-violent offenders with little or no prior imprisonment record. Participants in these programs typically are released in a shorter period of time than otherwise would be the case in a regular correctional facility.

Since the first shock incarceration programs were started in 1983 in Oklahoma and Georgia, the number of such State-run programs has grown to 18. According to MacKenzie and Parent (1990), one reason for the proliferation of

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shock incarceration programs may be that prison crowding has affected most jurisdictions. While many of the current programs differ in specific correctional philosophy and program activities, there is some consistency in the programs. A primary goal in most jurisdictions, like that of the Bureau of Prisons, is to change offenders' behavior, ultimately reducing their involvement in criminal activity without compromising public safety. Some of SI's value as a sanction may derive from the fact that it offers a highly regimented and disciplined regime during this period of increasing general concern over controlling crime.

The Federal Intensive Confinement Center's Program

At the Federal level, the Bureau of Prisons' Intensive Confinement Center (ICC) at Lewisburg, Pennsylvania, began to accept participants in November 1990, and the first training cycle, involving 42 inmates, started on January 28, 1991. The ICC is designed to incarcerate 192 adult male Federal offenders. Like all Bureau of Prisons facilities, its mission is to maintain custody of inmates in an environment that is safe, secure, and humane. It offers a specialized program that involves a highly structured environment consisting of a daily regimen of physical training, labor-intensive work assignments, education and vocational training, life-skills programs essential to a successful post-release return to mainstream community life, and substance abuse counseling. Each training cycle lasts 180 days. Participation is voluntary, and an incentive for inmates who successfully complete the program is the opportunity to serve the remainder of their sentence, a portion greater than other-

wise would be possible, in a community-based program. This setting will assist offenders in consolidating and sustaining the gains that have been made in the ICC program. Amenities such as television and radio are not available during the extended, 6-day work week. In addition, outside visitors and telephone calls are restricted to Sundays only.

After an inmate successfully completes the ICC program, he is transferred to a Community Corrections Center (CCC). At the CCC, inmates progress through two phases of increased freedom based on demonstrated personal responsibility and law-abiding behavior. In Phase I, an inmate is expected to maintain regular employment in the community, but must remain at the center during all other times unless authorized to leave for religious or other special, preapproved purposes. During this phase, all family visiting and leisure activities occur at the center. Inmates who satisfactorily adjust to this phase may then progress to Phase II, the Pre-Release Component. During this period, an inmate has increased access to the community and may visit family and friends outside the center until the evening curfew time. In addition, inmates in this phase are eligible for weekend passes and furloughs.

The amount of time spent in each phase is dependent upon the length of the inmate's sentence. For example, an inmate who has a sentence of 21-24 months will spend 6 months at the ICC, and between 3 to 4 months in each of the community phases. Successful completion of phase II allows an inmate to be placed into home

confinement, a status that permits an inmate to live at home under certain restrictions and reporting requirements, such as electronic monitoring, for the remainder of his sentence.

Eligibility Criteria

There are six basic eligibility criteria for the ICC program. An individual must: 1) be serving a sentence of 12 to 30 months or have between 12 and 30 months left to serve; 2) be serving his first period of incarceration or have only a minor history of prior incarceration; 3) volunteer for participation in the program; 4) be a minimum security risk; 5) be 35 years of age or less upon program entry; and 6) lack medical restrictions. The ICC Administrator has the option of terminating participants who do not abide by the ICC rules and regulations. Inmates who do not fully complete the program are redesignated to an appropriate facility and serve the remainder of their court imposed sentence without benefit of the accelerated community corrections program phases.

Overview of the Screening Process

Originally, the identification of candidates for the ICC program was to be conducted by regional designers in conjunction with the sentencing judge or Bureau of Prisons referral authorities. Candidates for the ICC program were to be new court commitments who had eligibility criteria as outlined above. When the ICC program first started, however, only a few eligible court commitments were received. As a result, an administrative decision was made to transfer inmates already designated to minimum security facilities and place them into the ICC providing they met pro-

gram criteria. This immediately provided the ICC with a pool of potential program volunteers who were currently incarcerated at other facilities. However, once the initial ICC cohort is established, managers anticipate that eventually the number of new court commitment applicants will be the sole source of the ongoing ICC population.

Admissions and Orientation

Once the inmates arrive at the ICC, they participate in a 2-week admissions and orientation program (A & O) which familiarizes them with the mission, purpose, and scope of the facility and the programs each inmate will participate in. Each inmate receives instruction on the facility's rules and regulations, the discipline process, safety procedures, behavioral expectations, and health services. All incoming inmates are assigned to an admissions and orientation class for the duration of the admissions process.

Once an inmate is received at the ICC, the case manager completes the intake screening process to ensure his suitability for placement at the ICC. Each inmate is then given all clothing needed for the program; personal clothing is placed into storage for the duration of the program. In addition, each inmate receives a copy of the A & O handbook which he must review; furthermore, he must sign a checklist to indicate his receipt of the guide.

Until an inmate is medically cleared, he is barred from participating in physical training or any other strenuous activity. All new commitments receive a chest x-ray during the A & O program

as part of the admissions physical. All potential ICC participants are given a thorough medical and dental examination prior to the start of the program.

During A & O, the inmates are fully informed of the daily routine and the benefits received from participating in this program. It is during this time that an inmate can opt not to remain in the program. As of April 1991, six inmates had declined to participate in the program while in A & O.

Program Foundation and Philosophy

The ICC program is designed to promote positive change in behavior and greater preparedness for the participant's successful reintegration into society. Program objectives are grouped into three basic areas: 1) responsible decision-making; 2) development of self-direction and a positive self-image; and 3) finding and maintaining employment.

When the possibility of establishing a boot camp type program in the Federal Prison System was first broached, various issues and concerns regarding the operation of these programs surfaced quickly. In particular, there was concern that the confrontational and harassing approach to inmate management which characterizes some boot camp operations was antithetical to the Bureau of Prisons' treatment philosophy, which relies heavily on humane care and the promotion of positive contact between staff and inmates.

Also, the use of summary punishments by staff in some boot camp programs was inconsistent with BOP policy on inmate discipline which follows due process proce-

dures and carefully prescribes appropriate sanctions for acts of misconduct. It was decided that any type of boot camp program in the Federal Bureau of Prisons would necessarily exclude these aspects from the total program and would have a "kinder, gentler" approach to dealing with inmates in a boot camp type of environment. The program established at Lewisburg Camp attempts to incorporate this element into its operations and has been designated as an "intensive confinement center" to distinguish it from other boot camp programs. In other words, the effort has been made to blend into the ICC program positive elements of the boot camp approach with traditional components of the BOP's approach to inmate management.

Descriptive Information on Program Participants

As of April 1991, 92 offenders had been sent to the ICC. Of those, 84 inmates still remain in either Team 1 (Alpha) or 2 (Bravo) of the ICC program. Of those inmates who left before completing the 180-day program, six inmates dropped out during A & O, one was removed for disciplinary reasons, and one was picked up by INS for deportation.

Due to the restrictions on the characteristics of ICC-eligible inmates, which are based on age, prior record, length of sentence, and health status, the ICC population differs from the overall BOP population. Table 1 (page 5) compares offender profiles for ICC inmates in Teams 1 and 2 with the general male inmate population. These profiles yield some interesting observations. For example, the average male inmate in

Table 1.

Comparison Between all Federal Male Inmates and
ICC Participants for Selected Characteristics, April 1991*

	Males	ICC
Total number of Inmates	56,859	92
Average Age	37	28
Race		
White	65%	70%
Black	32%	30%
Indian	2%	—
Asian	1%	—
Ethnicity		
Hispanic	27%	14%
Non-Hispanic	74%	86%
Offense**		
Drug	54%	86%
Property	5%	1%
Extortion/Fraud	5%	11%
D.C. Offenses	3%	—
Robbery	13%	1%
White Collar	1%	—
Violent	4%	—
Firearms	5%	1%
New Security Level***		
Minimum	23%	89%
Low	31%	10%
Medium	33%	1%
High	13%	—
Marital Status		
Married	43%	20%
Unmarried	57%	80%

*ICC percentages include those who were later dropped from program. In addition, percents under both categories may not add up to 100 due to rounding.

**Not all offense categories are reported. Percentages are based on the total number of inmates for whom information was available.

***This is based on the 36,811 Federal inmates who have been reclassified under the new security levels.

general custody is 37 years old, compared to the average male at the ICC who is 28. As shown in Table 1, 86 percent of the ICC participants have committed drug offenses while another 11 percent committed extortion or fraud and 1 percent committed robbery. In comparison, for the male inmate population, 54 percent committed drug offenses and 5 percent committed an offense of fraud, while another 13 percent committed robbery. About four-fifths of the ICC participants are single, compared to 57 percent of the inmate population. Seventy percent of the ICC participants are white and 30 percent are black, 14 percent are Hispanic, and 70 percent are high school graduates. In comparison, for the male BOP population, 65 percent are white and 32 percent are black, 27 percent are Hispanic and, according to the BOP education department, approximately 55 percent at time of admission claim to be high school graduates. Figures 1 and 2 (page 7) illustrate education level and offense information for ICC participants.

Research Design and Evaluation

As part of its effort to evaluate the ICC program, the Office of Research will examine changes that occur at both the system and individual levels. Following are the major components of the evaluation: 1) a process evaluation of the development and operation of the program; 2) an examination of the changes that occur in offenders participating in the program from start through the Community Corrections phases in comparison with a matched sample of offenders who did not participate in the ICC program; 3) post-release follow-up; and 4) program cost analysis.

The process evaluation is a qualitative examination of the ICC program. We will describe the historical development of the ICC, and interview participants and staff with regard to program design and implementation, describing benefits as well as deficiencies of the ICC program.

As previously indicated, one of the goals of the ICC is to change the behavior and attitudes of program participants. We will, therefore, study the behavioral and attitudinal changes among the ICC participants and a control group. The control group will include individuals who meet program criteria and who have been released via CCC placement at approximately the same time that Teams 1 and 2 are released from the ICC (July and August 1991, respectively).

The original plan was to develop a one-to-one (and individually matched) comparison group from inmates at other institutions who met the eligibility criteria. However, as a result of the ICC initially receiving only a few inmates directly from court, eligible inmates already incarcerated at minimum security facilities were provided the opportunity to transfer to the ICC. This policy change eliminated the possibility of constructing a pairwise matched control group since only a few "eligibles" remained at other institutions. The difficulty in obtaining a pairwise matched control group is in matching individual characteristics on a large number of variables. When there are many relevant characteristics that need to be controlled, it is difficult to find matching pairs, especially when the pool of eligibles is small.

Figure 1.
Distribution of Offenses for ICC Participants

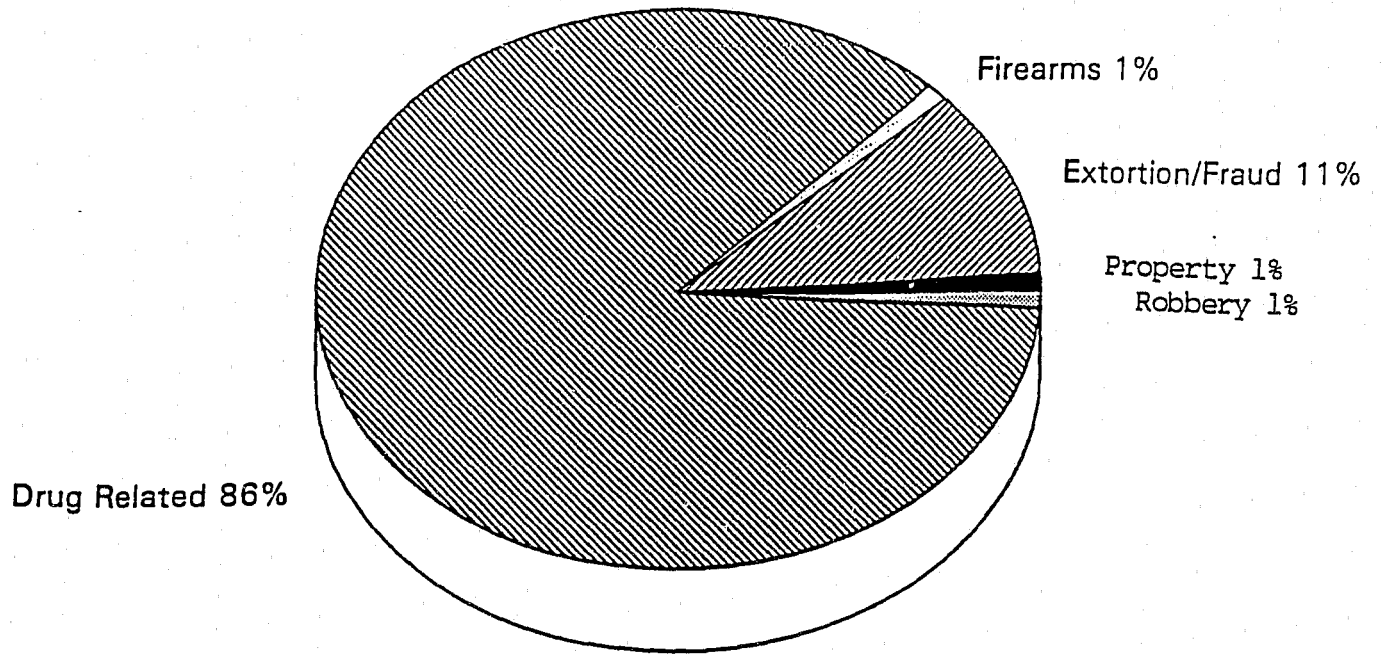
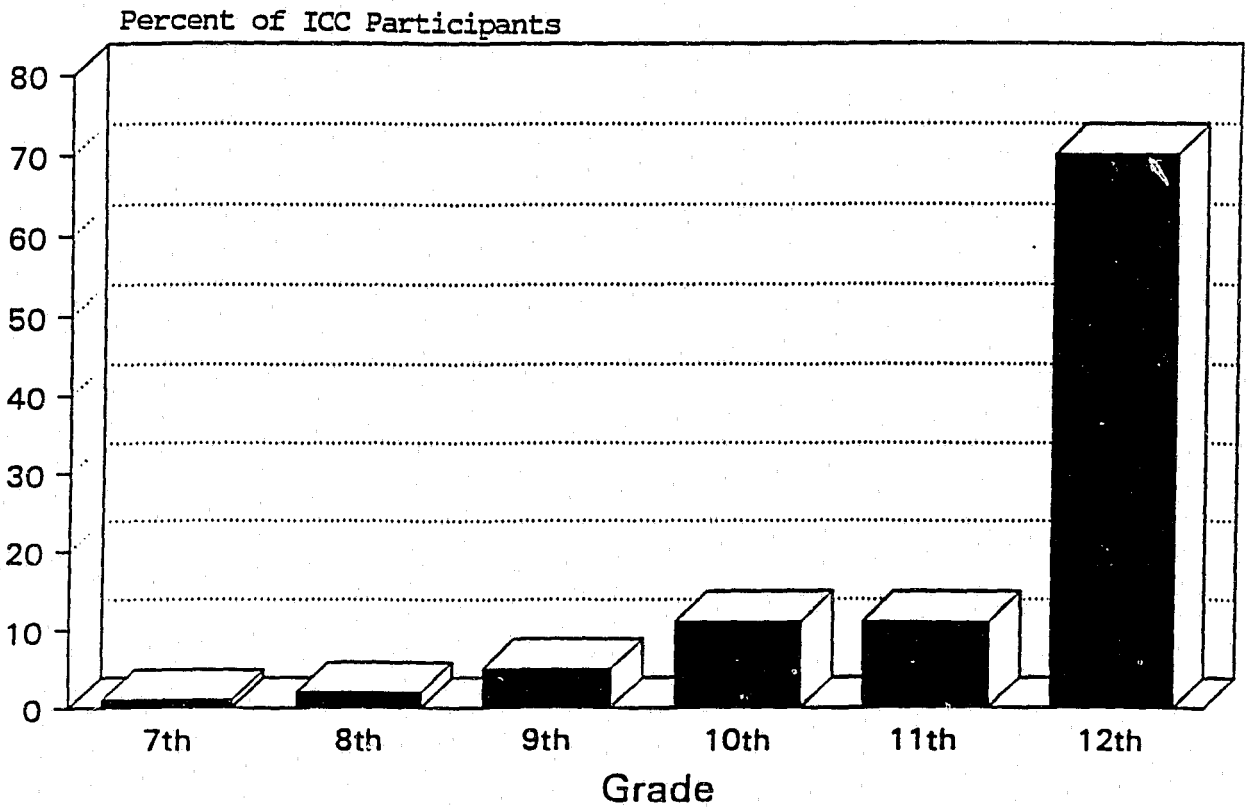


Figure 2.
Education Level of ICC Participants*



*Higher Education not Shown

The alternative method of matching, which we will apply, is matching by frequency distributions. With this method, the experimental and control groups are equated for each of the relevant variables separately rather than in combination. Thus instead of a one-to-one (pairwise) match, the two groups are matched on certain characteristics. This will enable us to include cases that might otherwise be discarded in a pairwise match.

With some revision, data instruments and procedures will be comparable to the Multi-Site Study on Shock Incarceration currently being conducted by the National Institute of Justice. As noted by MacKenzie (1990), these "shock incarceration" programs have a common core based on discipline, yet vary in other characteristics. By collecting comparable data we will increase our knowledge of the characteristics of, and inmates suited for, these programs.

Data collection on the experimental group will occur at two time intervals. Time 1 testing will occur within 2 weeks of arrival at the intensive confinement center when all offenders will be administered questionnaires containing several self-report personality scales and personal history scales. Bi-weekly, new arrivals to the center will be administered these questionnaires in a group setting. A staff person will inform the inmates of the nature of the research and assist in answering simple questions. In addition, official Bureau of Prisons record data will be collected on all subjects. As of April 1991, all Time 1 and record data had been collected for ICC participants in Teams 1 and 2.

All participants will be tested at Time 2 (July 1991). This administra-

tion of the Inmate Self Report Attitudes questionnaire will be approximately 90 days after Time 1 data was collected. The Time 2 Attitudes questionnaire will be administered prior to the time any of the inmates could have completed the program but well into the intensive confinement program. As with Time 1 data collection, Time 2 questionnaires will be administered in a group setting.

After release from the intensive confinement program, all inmates will be entering their period of community confinement where data will be collected for each community confinement phase by CCM's and other BOP staff. Once the inmate is released to community supervision, the probation officer will be asked to complete the forms on Offender Adjustment to Community Supervision for all inmates in both the experimental and control groups. The forms will be completed for each individual on a quarterly basis for 1 year while he is on community supervision. This will enable the researchers to obtain information on illegal activities and positive community adjustment on both control and experimental groups for a period of 1 year.

A cost analysis will be part of the evaluation. It is important that accurate cost information on the ICC program be collected so we may determine if cost savings accrue to the Government from the operation of the ICC program. Analysis of similar type programs in some States shows that while recidivism rates for program participants may not be lower, the shorter stays in this type of pro-

gram can result in substantial cost savings.

Concluding Comments

In comparing the ICC program to other prison programs, it is important to note that offenders in the ICC are exposed to more self-improvement opportunities than would be the case in other minimum security prisons. The atmosphere at the ICC promotes discipline and a structured environment. The program encourages the development of self-discipline, respect, life coping skills and other qualities consistent with the total wellness concept.

Since the first ICC team will not graduate until the end of July 1991, it is too early to tell whether the ICC will make a difference in recidivism rates. However, from conversations with inmate participants and corrections staff and administrators, it appears the program has gotten off to a very good

start. Partly due to this early success, the BOP plans to expand the ICC concept to include an ICC for women at FPC Byran, Texas.

Endnotes

1. Inmate Self Report Attitudes includes three scales: (1) a Jesness (1983) scale to measure antisocial attitudes called Asocial Attitudes, (2) a Motivation to Change scale and (3) a Program Expectation scale. These scales were used in the Multi-Site Study on Shock Incarceration conducted by the National Institute of Justice.

2. This form was modified from the Multi-Site Study on Shock Incarceration conducted by the National Institute of Justice.

References

MacKenzie, D.L., and Parent, D.G. (1990) *Shock Incarceration and Prison Crowding in Louisiana*. Submitted for publication.

MacKenzie, D.L., Shaw, J.W. and Gowdy, V.B. (1990) *An Evaluation of Shock Incarceration in Louisiana*. Final report to the National Institute of Justice.

KI/SSS Success Stories — On Display for All To See and Learn From

Key Indicators now features a new documents section which stores narrative-type information useful for correctional administrators and other KI/SSS users. The section currently contains the KI/SSS User's Guide, and it is planned that eventually it will include statistical guides, policy statements, operations memoranda, and your examples of ways in which Key Indicators has been particularly useful to you.

If you have had a particularly worthwhile experience with KI/SSS and believe it may benefit other system users, we urge you to write it up and send it in to us on diskette (in WordPerfect) along with your name, location, and phone number. Please don't be shy — your encounters with the system may inspire others to explore and profit from KI/SSS.

Other recent modifications to KI/SSS include:

- *A reversion back to the original static panel menu display as the default style of operations, with the option to use the scrolling menu introduced in the April 1991 release of Key Indicators.*
- *Two new display items in the Admissions and Discharges Details fact sheet: 1) releases directly to the community (excluding those to detainers or to INS for deportation), and 2) furlough transfer admissions as a category separate from transfer admissions.*
- *Renamed and revised version of "evolutionary track." The new "data sources and date ranges" display provides the source and time frame for every key indicator.*

Number and Proportion of Female Inmates Continues To Grow

The two figures on the following page help to illustrate the continuing increase in both the number and proportion of women incarcerated in Bureau of Prisons facilities.

Figure 1 shows that during the 4-year period from February 1987 to February 1991, the average number of women incarcerated each month in the BOP increased 61 percent — from 2,685 to 4,314.

Figure 2 further illustrates this growth by showing the percentage of women within the overall Federal inmate population during the same time period. In February 1987, the 2,685 female offenders made up 6.4 percent of the Federal prison population. By February 1991, women composed 7.1 percent of the inmate population.

Figure 1

Average Number of Females Incarcerated Each Month*
Within BOP Facilities, February 1987 - February 1991

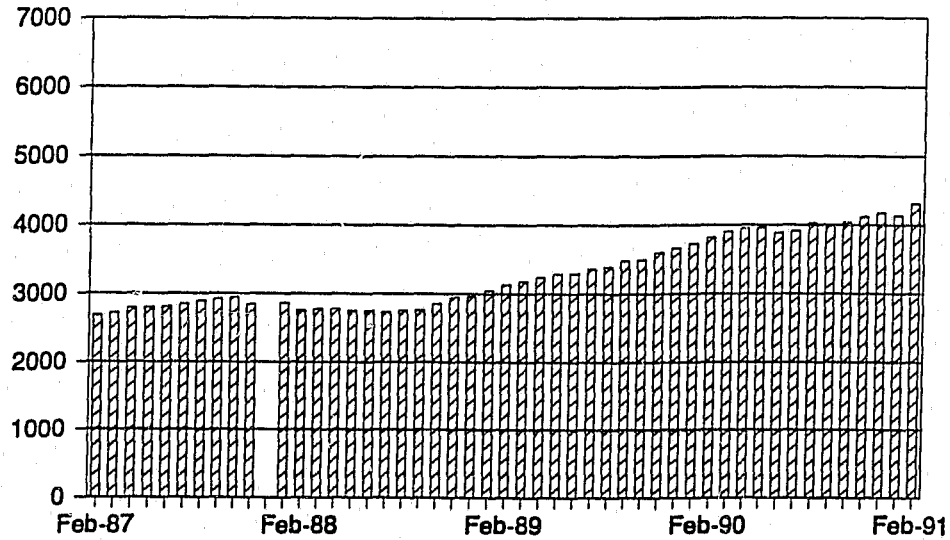
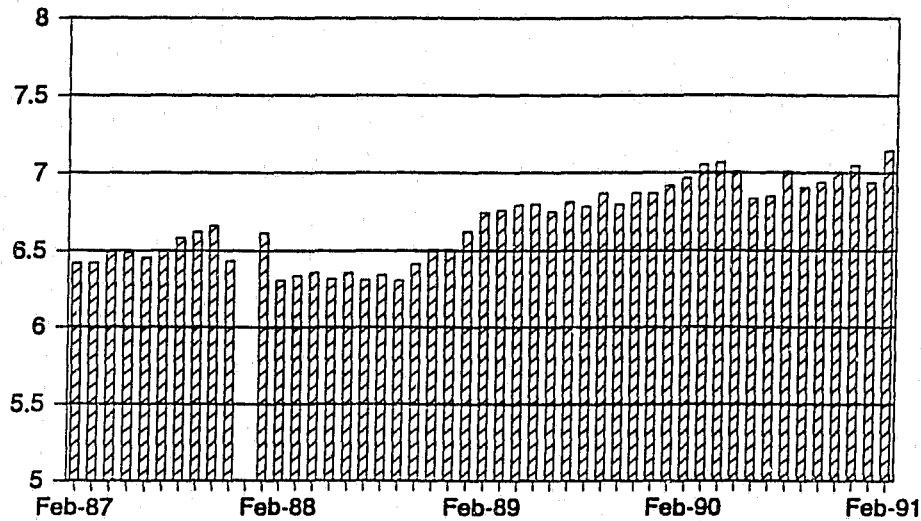


Figure 2

Percentage of Females Within the Overall BOP Inmate
Population Each Month,* February 1987 - February 1991



*Information is missing concerning the number of female inmates the BOP housed in December 1987, which is why there is no bar for that particular date.

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