

**HSMM**

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CORRECTIONS

DRAFT REPORT

# Tri-County Boot Camp Planning Project

KENOSHA, RACINE, MILWAUKEE COUNTIES, WISCONSIN

170752

HSMM COMMISSION NO. 7346

Hayes, Seay, Mattern & Mattern, Inc.

DECEMBER 3, 1996

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**State of Wisconsin**  
**Department of Corrections**

**Division of Juvenile Corrections**

September 16, 1997

Gene Contatore, Program Manager  
Bureau of Justice Assistance, US-DOJ  
633 Indiana Avenue, NW  
Washington, DC 20531

Dear Mr. Contatore:

Enclosed please find the final program report for the Wisconsin Tri-County Boot Camp planning grant (#95-SC-LX-0007). At this time, lack of construction and start-up funding continues to be a barrier to going forth with facility development. Please keep Wisconsin in mind if you hear of any potential facility construction funding opportunities at the federal level.

You may contact Shelley Hagan, DJC grants coordinator, at 608-266-5820 if you have questions or need further information.

Sincerely,

  
Eural K. Jordan  
Administrator

enclosure

cc: Shelley Hagan (letter only)

**TRI-COUNTY BOOT CAMP  
PLANNING PROJECT**

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**TRI-COUNTY BOOT CAMP  
PLANNING PROJECT**

**STEERING COMMITTEE  
MINUTES OF MEETING**

**SEPTEMBER 3, 1996**

**HAYES, SEAY, MATTERN & MATTERN, INC.**

**NOVEMBER 28, 1996**

**Tri-County Boot Camp  
Planning Project**

**STEERING COMMITTEE MEETING**

**Marriott Hotel  
711 Washington Ave.  
Racine, Wisconsin 53406**

**September 3, 1996**

**Present:** Sy Adler, Dennis Schultz, Kathy Malone, Shelley Hagan, Mark Boatwright, John Platt and Charles Kehoe

**1. Welcome and Opening Remarks:**

Chuck Kehoe opened the meeting at 11:10 A.M. and welcomed everyone. He expressed his appreciation to the Steering Committee for their understanding in changing the date for this meeting and for the expression of kindness shown to his wife.

John Platt handed out updated copies of the research summary and bibliography.

Chuck Kehoe said that the final report will reflect the minutes of the Team meetings, the research review, the research bibliography, the program model, the site evaluations, a preliminary design, the proposed budget, and a proposed Request for Proposals.

**2. Approval of Minutes:**

The Committee was asked if there were any additions or corrections to the Minutes of the Management Team Meeting held on June 10-11, 1996. The minutes were approved as presented.

The Committee was then asked to review the Minutes of the Program Committee Meeting held on June 10-11, 1996. Corrections were made in the spelling of the names of some of the participants. Kathy Malone expressed some concern about the ages of eligible youth, as listed in the Minutes. Mr. Platt said he would review the ages and make corrections, if necessary.

Sy Adler said the minutes were very comprehensive and well done.

3. **Program Manual - Review:**

John Platt shared a spread sheet he developed that described the possible population statistics for the Tri-County Boot Camp. One approach showed a length of stay (LOS) of 150 days, and a population of 15 youth in a platoon. Another approach used a length of stay of 90 days and the same number of youth. Based on an analysis of the available data (**County Characteristics and Juvenile Justice Resources in Wisconsin, 1994, Wisconsin Department of Health and Social Services, January 26, 1996**), the ratio of County participation is: Milwaukee 1:7, Racine, 1:3, and Kenosha, 1:15. In other words, to fill their percentage or quota of beds, Milwaukee would need to place 1 out of every seven youth they place in the boot camp, Racine would place one out of every three of their placements and Kenosha would place one out of every one and a half placements in the boot camp. (It was estimated earlier that Milwaukee would need 50% of the beds and that Racine and Kenosha would each need 25% of the beds). It was noted that this report does not reflect the current trends. Mark Boatwright said he would try to get better statistics from the Counties

Sy Adler asked about the cost of aftercare shown on the spread sheet. Dennis Schultz said the numbers in that report are not accurate and that the cost of aftercare is not included in the cost of placement. Shelly Hagan said the County Characteristics Report uses a constructed number for aftercare

At the present time, Dennis said, Kenosha is paying between \$150.00 and \$167.00 per day for placement. Dennis also said that Kenosha County's placements have been low, but that he is concerned about widening the net with a new program. He added that he believes that the only way to control the cost is to cut the length of stay. John Platt noted that the research suggests that a longer LOS is more often associated with a successful outcome.

John said that it is important for the aftercare plan to be developed in the early stages of the boot camp program. He said that aftercare vendors will have to relate to the program and to each other to be successful. John added that the two months of transition are very critical to a youth's success on release.

Dennis Schultz said the issue is not aftercare as much as the length of stay. He believes the counties will be able to choose between State operated aftercare and privately provided aftercare. He also said that the model that is selected must be

consistently applied which will require some agreement between the counties. John Platt suggested that rewards be built into the contract for achieving specific benchmarks (i.e., low staff turnover, staff fully trained, team building).

Kathy Malone reported that their data indicates that there will be a 25% increase in their workload by 1999. However, for now, intake is down 12%. Kenosha's intake is down by 15%.

Kathy said that the proposed 5 month program could benefit Milwaukee County. Dennis Schultz said a 150 day LOS would add a month to the County's 120 day average LOS for placements. It was suggested that this be addressed in the RFP and that the vendors propose a length of stay. The issue was not resolved.

John Platt emphasized that vendors who respond to the RFP will need to commit to a specific model for a boot camp, which includes their thoughts on aftercare. He said that at the OJJDP demonstration sites, it took a year for the staff to competently develop the program, including aftercare services. He said a vendor will need time to develop the program, especially, if they have never operated a juvenile boot camp before.

Shelley Hagan commented that some boot camps have experienced conflicts between the staff who focus on drills and the physical aspects of a boot camp and those who focus on the military history. She said that team building exercises will help to overcome the differences. She added that the relationship between the vendor and the aftercare provider needs to be clearly spelled.

All agreed that an assessment and case planning process will be critical to the providing the appropriate services to the youth in the program.

John Platt suggested that an "add alternatives" approach written into the RFP might provide the best combination of resources. Sy Adler said that he would prefer not to make aftercare a part of the "RFP" for the boot camp. It was agreed, that the vendor should address the subject of aftercare in the proposal, but the RFP should state that the counties have established aftercare services.

Another approach would be to include aftercare in the RFP as a separate service and let the vendor respond.

A brief discussion followed regarding the contract. It was the Committee's feeling that the host County should be the County to contract with the vendor.

Kathy Malone said that if Milwaukee was the host County, they would need to do an RFP every year. A comment was made that most vendors will expect a three year contract and possibly some start-up costs. The Steering Committee agreed that start-up costs would be difficult to accomplish.

It was not clear how much Federal funding Wisconsin would receive for correctional construction, but it was estimated to be between two and three million dollars. The State may give up to 15% to the local counties, but there has not been a final decision. This would mean between \$300,000 and \$450,000 may be shared with local governments. The Committee felt that even if this project received the full 15%, it would not be enough to fully fund the project.

The Committee discussed treating the boot camp as a Child Caring Institution. It was suggested that the Tri-County Juvenile Justice Task Force develop a common RFP to find an appropriate facility and vendor. The Task Force Steering Committee could negotiate the larger contract with the vendor. This would cover overall boot camp operations and specific responsibilities. Individual Counties would then have contracts written on a case-by-case basis when a placement was made. The general consensus was that this was a good approach.

The group then discussed the vendor's "gatekeeping" responsibility. Since the boot camp participants will be coming as the result of a Court order, and since most of the youth will have had a needs assessment, the vendor's responsibility will be to review cases with the juvenile's probation officer.

John Platt said the team has not received any of the requested data that will enable them to do the Substraction Reduction Model to further identify the number and type of youth that could be sent to the boot camp. He reviewed the model with the committee to better define the population of eligible youth. He emphasized how important this information to the overall plan. He said this will be one of the most important issues to be resolved in the planning process. Kathy Malone said that she would provide data on their commitments to the State, but not to every private placement. Mark Boatwright said that he would get the data from Racine and Kenosha Counties. John Platt said, a vendor will want to know what the "flow" will be at the "front end." John Platt gave the Committee members his name and address.

The Committee then discussed the length of stay. The team generally agreed that the average length of stay should be between 90 and 150 days. If a the boot camp

operator wanted to keep a youth longer, the decision could be "appealed" with the appropriate county department. While there was some feeling that a youth should be released when they are ready, Shelley Hagan said that a boot camp is a defined program and the structure is enhanced when the platoon graduates as a group. John Platt said that flexibility can be built into the aftercare. He recommended that the vendor be asked to describe the programs length of stay in the proposal.

The question of where the youth would stay pending placement in the boot camp was asked. It was suggested that many of these youth could be sent to the Wisconsin Department of Corrections under a Type II order that provides for a 10 day assessment. John Platt said the staging for the first four months would allow a new platoon to be added every month. With a 120 day (four month) length of stay, the program would graduate one platoon a month and add a platoon a month. With a 150 day (five month) length of stay, there will be two months in the year when a new platoon is not added. In terms of admissions, a five month program will admit 90 youth per year and a four month program will admit 120 youth. It was recommended that the vendor be asked to explain how they would do intake. Sy Adler said the vendor may consider some type of orientation and assessment.

The Committee was also reminded that some consideration would have to be given to aftercare youth who may need to be returned for a short stay. Kathy Malone said that Milwaukee County would probably prefer an intensive "in-home based program with 90 days of residential care."

Shelley Hagan said that the State would require a certified education program, so that school records could transfer, and policies and procedures that are consistent with the Wisconsin Administrative Code. Vendors who submit proposals should clearly state how they will comply with the educational and administrative requirements.

The Committee then made some word changes to the program plan as presented. John Platt said the changes would be made in the final report.

Chuck Kehoe raised the question of meeting with the Legislators and Judges. Kathy Malone said she would talk to the Chief Judge in the Milwaukee County Juvenile Court. Sy Adler said he believes it would be helpful to meet with State Representative Bonnie Ladwig to inform her of our progress. A brief discussion followed as to how that could be arranged. Chuck said he would follow-up with Mark Boatwright

Chuck Kehoe said that two vendors responded to the Request for Qualifications that was sent to private child caring institutions in the Tri-County area. Bill Porter, John Platt and he will be doing a site visit to the two facilities. The first visit will be that afternoon. The second visit will be the next morning. He said that information had been received from the two programs expressing their interest in being considered for this project. Chuck added that although the contract called for the evaluation of three sites, only two agencies responded to the RFQ and acknowledged they had the space for a boot camp.

There being no further business, the meeting ended at 2:35 P.M.

**Tri-County Boot Camp  
Planning Project**

**MANAGEMENT TEAM  
MINUTES OF MEETING**

**JUNE 10-11, 1996**

**HAYES, SEAY, MATTERN & MATTERN, INC.**

**AUGUST 26, 1996**

Tri-County Boot Camp  
Planning Project

MANAGEMENT TEAM MEETING  
Racine County Highway Building  
Racine, Wisconsin

Minutes of Meeting

June 10-11, 1996

Present: Hon. Robert Carbone, Mr. Sy Adler, Ms. Kathy Malone, Mr. Dennis Schultz,  
Mr. Mark Boatwright and Mr. Charles Kehoe

Purpose: The purpose of the Management Team is to focus on specific management issues that relate to the organization and operation of the boot camp, the relationships, responsibilities, and roles of the three counties and their relationship to the Wisconsin Department of Health and Social Services (or Corrections) and the private vendor.

Critical Issues:

Fiscal Management (who pays and how much)	Accounting systems
Decision making structures	Licensing/zoning
Statutory changes	Contract period
Community relations	

Minutes: The Management Team held its first meeting on June 10, 1996. The initial discussion focused on the organization of the boot camp. It was felt that the best approach would be to operate the program under a contract with a private vendor. This would enable each county to purchase services as they would any other residential service. The questions related to how much each county would pay would be moot.

The Team felt the program would have to be staff secure versus facility secure. In Wisconsin, counties can only operate secure detention facilities. All other "secure" facilities must be staff secure.

A discussion followed regarding the development of a grant for construction. Since the understanding is that this will be a privately operated facility, not county operated, how would the private vendor be eligible for federal funds?

Mr. Kehoe said he would call Carla Freistad, the Federal Monitor, in the morning and see if the counties could pass the grant funds on to a private vendor.

Management Team Meeting

Minutes

June 10-11, 1996

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The Team then discussed the cost of construction of this type of facility and the size. Mr. Kehoe said that a 60 to 100 bed boot camp would cost more than \$1,000,000 and that either the counties or the vendor would have to come up with the rest of the money for construction. It was stated that none of the three counties have any monies for construction of this type of facility. The counties expect that if any additional monies are needed for the facility they will have to come from the vendor. Mr. Kehoe said that local child caring institutions may have the facilities already in place for this type of program. This is something that needs to be considered when selecting a vendor.

It was noted the counties are hoping that this facility will save money by not having to commit juveniles to the state facilities. These funds could then be used to purchase the boot camp services.

Enabling other counties to refer youth to the boot camp was also discussed. This could benefit the vendor. It was said that Dave Phillips, DHSS, has done such a survey and that he should be consulted (he was participating in the other team meeting at this time).

Regarding the grant application, it was decided that one county will apply for the grant funds and contract with the vendor. The contract would permit the vendor to sell space to other counties, besides the Tri-Counties, on a space available basis. The Juvenile Justice Task Force would be the oversight group that would monitor the contract.

Aftercare was also discussed, but it was decided that this needed to be addressed in the Program Planning Team meeting, not here.

On Tuesday morning, June 11, 1996, the Team met to review the previous day's discussion. Mr. Kehoe reported that he talked to Carla Friestad that morning. Ms. Friestad did confirm that a grantee could pass the grant funds on to a private vendor for renovation or construction of a boot camp facility.

In summary, the Team decided that the best approach will be to have a private vendor operate the boot camp and that the vendor will be expected to provide appropriate facilities. The vendor would also have to provide the appropriate site. Each county would purchase the boot camp services as they would any other residential service.

The meeting then adjourned to join the full group.

## TRI-COUNTY BOOT CAMP PLANNING PROJECT

### Program planning team

The Goal of the Tri-County Juvenile Justice Task Force is to establish a comprehensive Juvenile Boot Camp model, including program, facilities, and an implementation plan capable of completion.

To assist in this process, the Program Planning Team is charged with the responsibility to address the review, planning, and development of a Boot Camp model program based on the mission, goals, and objectives set forth in the Tri-County Juvenile Justice Task Force Proposal.

Consultants assigned to this effort are Ms. Sheila Hill-Christian, Mr. John Platt, and Sgt. Major Peter Thomas.

Participants in the planning process were Mr. Keith Tschumper, Mr. Norm Bacernfeind, Ms. Mary Lazich, Mr. Hugh Griffith, Ms. Peg McCarthy, Ms. Kathy Malone, Mr. Dave Phillips, Mr. Mark Boatwright, Mr. Sy Adler, Mr. Terrance Heron, Mr. Alvin Simmons, Mr. Rodger Quindel, Mr. Tom Schultz, Mr. Richard Klofanda, Ms. Anne Bergo, Ms. Eunice Boyer, Ms. Kelly Birschback, Mr. Dennis Schultz, Mr. Bill Roegge, Mr. Robert Carbone, Ms. Jennifer Madore, Mr. John Jansen, Mr. Bill Jones, and Mr. Allen Kehl.

The Program Planning Team held its first meeting on June 10th and this was followed by a second meeting on the morning of June 11th.

The agenda set forth six critical issues to be reviewed and discussed by the participants. They were:

1. Identifying the target group of youthful offenders to be served.
2. Confirming the facility capacity.
3. Structuring admission criteria.
4. Developing the program components.
5. Establishing outcome criteria.
6. Identifying needed policy changes.

A general review of the steps in the planning process was presented to provide a background for discussion of these critical issues .

1. The selection of goals determines the planning direction and methods.
2. Targeting selects those youth to be served
3. The characteristics and needs of the youth to be served drives the design of the programming.
4. The program model in turn drives the architectural design of the facility and its features.
5. The characteristics of the youth to be served drives the development of the aftercare model(s).
6. The program design drives the data selection for the outcome evaluation.
7. The program model is presented in a Request For Quote from operator/vendors.
8. The combination of these steps culminate in a contracted model boot camp.
9. A grant is submitted to assist in the establishment of the camp.
10. All programmatic and construction design decisions must reflect compliance with A.C.A. standards, State and Federal law and local codes.

The goals set forth by the Tri-County Boot Camp Task Force were:

1. TO REDUCE RELIANCE ON PLACEMENT WITHIN THE WISCONSIN DEPARTMENT OF CORRECTIONS OR ALTERNATIVE RESIDENTIAL PLACEMENT BY DIVERTING ELIGIBLE YOUTHFUL OFFENDERS FROM

LONGER TERM CONFINEMENT TO A BOOT CAMP, THEREBY REDUCING COSTS TO THE THREE COUNTIES, ENHANCING COMMUNITY LINKAGES TO AFTERCARE PROGRAMMING, AND FREEING UP BEDS FOR VIOLENT OFFENDERS IN THE STATE SYSTEM.

2. TO HELP ELIGIBLE YOUTHFUL OFFENDERS TO BECOME NON-OFFENDING AND PRODUCTIVE MEMBERS OF THEIR COMMUNITIES UPON THEIR RELEASE FROM SUPERVISION.

Group discussion lead by Ms. Sheila Hill-Christian began by confirming these goals. The group acknowledged that significant cost savings could be achieved only by carefully targeting only those youth that would be committed to W.D.O.C. or assigned to a residential placement. Concern was expressed that net widening could take place if Judges thought the Boot Camp was to be used as a placement alternative to probation. Suggestions were made to include this in the review of policy changes.

Gate keeping would be possible if the Probation Services presented boot camp placement as an alternative available only for criteria eligible youth where the initial placement recommendation was to place either in W.D.O.C. or in residential placement. The court would order one or the other placement and the youth would then be offered an opportunity to volunteer or apply for boot camp placement. The youth would make application and the County Probation Service and the Boot Camp administration would process the referral, staff the youth, accept or decline placement and if accepted determine bed availability.

Apportionment of beds would be done according to an established formula of 50% of the beds for Milwaukee youth and 25% each for Kenosha and Racine Counties. The group advocated that youth volunteer for

placement. If however this did not generate sufficient numbers then judicial placement would be required.

Ms. Sheila Hill-Christian suggested that the assignment eligible youth's County Probation Service would have to provide a standardize packet of information to the boot camp administration that could include:

1. A STANDARD REFERRAL FORM.
2. THE COURT ORDER (order would indicate placement in the boot camp or the judicially selected option, either W.D.O.C. or residential placement).
3. SOCIAL HISTORY/ ADDENDUM/ PRIOR RECORD OF ARREST.
4. CONVICTIONS (these should contain current information).
5. PHYSICAL EXAM AND MEDICAL CERTIFICATION OF FITNESS AND IMMUNIZATION RECORD (could be done by Boot Camp after referral, however this would result in youth being rejected after the admission staffing took place).
6. MENTAL FITNESS CERTIFICATION BY PROBATION MENTAL HEALTH PROFESSIONAL AND CONSENT FOR MEDICAL TREATMENT BY PARENT, GUARDIAN, OR COURT ORDER.
7. INSURANCE /MEDICAL CARD/ PRESCRIPTION CARD (Source of coverage for medical expenses).
8. EDUCATIONAL RECORDS (School transcripts, attendance, grades, performance, behavior and discipline record, standardized test scores, and if a special ed. student, the most recent Individual Educational Plan or I.E.P.).
9. RISK/NEED ASSESSMENT (Strategies for Juvenile Supervision and the Wisconsin Risk Assessment or alternative instrument).
10. CASE REVIEW STAFFING BY PROBATION STAFF AND THE BOOT

CAMP ADMINISTRATION. (The admission staffing would take place within seven days of the judicial order to review admission options and make a decision regarding admission. This review would assess the above referral packet information and in addition consider the following:

- a. Family relations and status including their assessed ability to function, their organization, stress factors, strengths and needs.
- b. Description of the family members, roles and attitudes, if supportive, apathetic, level of involvement etc.
- c. Extended family, who are they and what is their status, if legal guardians, their community status, incarcerations etc.
- d. Friends including negative peers, positive and supportive, major influences and organized gang relationships.
- e. Financial /employment status of the parent(s), self supporting, welfare or other entitlements, other aid., any other difficulties.
- f. Physical /mental status, good health or other health problems.
- g. Substance abuse history, including screening and assessment data, use, abuse, needs, treatment.
- h. Offense history including dates, type, of charges, severity, current status if on probation or parole, authority having supervision.
- i. Face sheet and demographic data.
- j. Other variables that could impact completion of aftercare.

Youth voluntarily requesting boot camp placement would be required

to sign a memorandum of understanding that indicates they agree in writing to be bound by all terms and conditions of the program both the boot camp phase and the after-care program. The memorandum of understanding should state:

“I accept enrollment in the Boot Camp Program and agree to be bound by the terms and conditions thereof. I understand that my participation in the program is a privilege that may be revoked at any time at the sole discretion of the Chief Probation Officer. I understand that I must successfully complete the entire program to qualify for early release and in the event that I do not successfully complete the program for any reason, I can be transferred to the Court for reassignment to a correctional placement to serve the remainder of my sentence.”

In the event of insufficient numbers volunteering then judicial placement would be made. Youth who would be judicially ordered to be placed at the Boot Camp must be those youth who are recommended for placement at the Wisconsin Dept. Of Corrections and are ordered to be placed at the Boot Camp as the alternative. The order must stipulate that they must comply fully with the program requirements and successfully complete each phase of the program or face correctional placement.

The Boot Camp length of stay was discussed in relation to cost savings and where a significant reduction in the length of stay compared to placement in corrections or residential would be an attractive incentive for a youth to apply. It was observed that significant differences existed in the average length of stay between the counties. However, it was also observed that in all counties some youth who met the criteria would be those at the upper end of the length of stay. ( A review of this data will be made to assess these differences.) If the length of stay reductions are not significant, cost savings cannot be

realized and little incentive would exist for youth to apply.

The existing research suggests that longer programs (six months vs. 3 or 4 months) seem to have better outcomes but only when linked to appropriate aftercare services and supervision.

Ms. Sheila Hill-Christian suggested that a five month program that had an eight week transition component offered a shorter program with stronger planning and linkage to aftercare. She indicated that this might be even more crucial where three different County Probation Services would require aftercare coordination with the boot camp program. Current research of successful outcomes could not be linked just to aftercare or just to the boot camp but where successful outcomes were present, both components were fully integrated into a continuum of services and supervision. The boot camp should serve those youth at highest risk for reoffending with programming that targets their needs.

The discussion moved to consideration of selection criteria. The general characteristics of the population to be served were described as:

- \* chronic offenders who have had multiple court appearances.
- \* character disordered youth.
- \* academic underachievers, several years behind age appropriate grade level.
- \* gang involved or at risk of involvement.
- \* residing in dysfunctional families.
- \* substance abuse involved or at high risk for dependency.
- \* low self esteem.
- \* at high risk for reoffending.
- \* failing probation compliance.

These characteristics were seen as the core issues to be addressed in selection of programming components including aftercare design.

The group's discussion of the selection of youth specifically for boot camp admission altered the criteria slightly from that originally articulated in the Task Force Proposal. The following criteria resulted from the groups review:

- \* male youth 14 to 16 yrs. of age, and
- \* who are under the supervision of the court, who have reoffended or failed to comply with conditions of their probation and who are chronic offenders, and
- \* who are able to complete the boot camp program and aftercare before their 17th birthday, and
- \* who are not violent offenders, defined as not having been convicted of a crime involving murder, attempted murder, use of a firearm resulting in great bodily harm or injury, any first or second degree sexual offense or arson, and
- \* who are medically screened and deemed by a physician to meet the American Association Of Pediatrics requirements for strenuous contact sports, and
- \* who are assessed to be psychologically capable of participation in high stress programming, possessing an I.Q. of 70 or above and having no serious emotional disturbance requiring the supervision and care of a mental health professional, and
- \* who are not suicidal and have no history of suicidal ideation, and
- \* who have no substance abuse problem assessed as requiring inpatient residential treatment, and
- \* who have a viable "family" placement, and
- \* who have no pending court case, warrants or detainers from

other jurisdictions that would prevent completion of the boot camp and aftercare programming.

The group's discussion again turned to the characteristics of the youth to be served in relation to programming needs. The individual county probation services can provide demographic and statistical data profiles that verify these assumptions. In accordance with addressing the general characteristics of the youth previously discussed, Ms. Sheila Hill-Christian provided the following general outline of proposed program components:

1. The boot camp shall provide within a military model, a highly structured daily schedule of activities.
2. The program shall provide a rigorous military-style physical training program designed to teach personal self discipline and improve trier physical and mental well being.
3. The program shall contain individualized educational programming designed to improve the basic educational skills of the youth and to provide the youth with vocational assessment and training emphasizing job readiness, job seeking and job retention skills.
4. The program shall provide instructional components designed to promote the youth's acceptance of responsibility for the consequences of the youthful offender's own decisions, and enhance the offender's decision making skills. Victim awareness and empathy training shall be a component of this process.
5. The program shall contain a substance abuse education and intervention program presented by certified staff and integrated into the over all model. It shall require each youth to submit to a chemical use assessment which shall serve to guide the level of

programming need by the youth and shall be linked to his aftercare planning and services.

6. The program shall provide health education, sex education, fatherhood and parenting skills instruction.

7. The program shall have a group focus that builds positively on the youth's adolescent peer attachments and help the youth to measure his gains against his own goals and record and that of his group. Group and individual counseling methods shall provide reinforcement and individual guidance which addresses thinking errors and values. It shall teach youth those skills needed to cope with anger and stress.

8. The program shall offer opportunities for youth to engage in work projects that benefit both the facility and the community, build skills and teach team work and pride. The program shall have a citizenship component.

9. The program shall engage families and seek to build on the strengths possessed by family members and the youth through assessment, counseling, prerelease activities, and community supervision.

10. Each youth shall develop during intake a comprehensive individual development plan in concert with boot camp staff and his probation officer that shall serve as the foundation for his individual case management plan and shall include his aftercare services and supervision requirements. The plan shall include family participation and programming which can be initiated at the boot camp and carried on to aftercare.

The group discussed bed capacity in relation to program, Initially

the capacity figure was discussed as 100 beds, but this figure was subsequently reduced to 60 beds for the initial phase of development with the structural design to address a future possible expansion to 100 or 120 beds. The impact on site selection might change this expansion option.

The initial 60 bed size would permit the organization of the facility to be based on either 12 man squads or 15 man squads. A 15 man squad would permit the design to address two squads to a platoon and two platoons to achieve a 60 bed capacity. It would reduce staffing costs.

Architect Dan Bolt provided examples of design options that would provide two thirty man dormitories, four classrooms, a gym, group rooms, administrative offices, visiting /dining room and kitchen, showers, toilets, lavatories and laundry facilities adjacent to the dorms with a central control.

The facility would be staff secure but the design would facilitate supervision and control with alarmed delay release exit doors and excellent sight lines and communications systems. The outdoor recreation facilities would include a challenge course and an obstacle course, one designed for squad based challenge programming and the other a course for individual challenge programming. A running track would be provided and a drill pad for military formations and ceremony.

Group feed back and discussion covered security features, sally port, shakedown and visitor processing, family visiting area, children's facilities and changing tables, size of the dining room and use of spaces for multi-purpose activities and religious services. A unitary building design as opposed to a campus model was discussed in terms of conservation of space and cost and the number of required staff posts to be manned.

Computer resources, fiber optic cable and data lines were discussed

with a view towards a fully inter-active learning environment that could accommodate educational and informational growth and change. Lighting and fencing options were reviewed. The fencing would define the perimeter and enclose the recreation spaces.

Mr. Bolt indicated that site selection and program components were the critical factors for the planning of the design and that decisions related to the structural features, size and relationship of spaces were always impacted by cost. The group discussed ways to keep costs low and suggested that some of the finishing and painting, construction of challenge courses and landscaping could be done by the youth themselves. Mr. Bolt indicated that as progress was made towards site selection and the program requirements were more specifically structured the design and cost estimating process could then be completed.

Phasing issues were presented to the group. A fifteen man per month admission rate in a five month program would result in no admissions during the 10th month and this would repeat every fifth month there after. You still achieve a greater turnover than a 180 day program. 15 man squads are large and represent the upper limits for group and classroom management. Physical plant design would be based on squads of 15 directed by a Staff Squad Leader. The squad leader on the day and evening shift would direct all squad activities and supervision and would conduct groups with the Platoon Leader/case manager, assist in the classroom, manage the physical fitness training and assist the substance abuse counselor. Classrooms, dining facilities, dorm arrangements, drill field and gym sizing would be based on 15 youth plus a Staff Squad Leader.

The group reviewed the phasing of the proposed five month Boot Camp Program to be followed by a minimum of six months aftercare. Ms. Sheila Hill-Christian presented to the group an explanation of the Boot

Camp Model used by the City of Richmond. She explained their start up issues and how they were addressed in the process of development of their boot camp program and its components. She explained how they then drafted their request for a bid proposal from private child care vendors and their process for selection of a qualified boot camp vendor. The boot camp program presented consists of three phases which total 11 months in duration:

The five month Phase One residential programming at the boot camp begins with two weeks of orientation consisting of intake procedures, followed by a familiarization with the facility organization, expectations for program progress and rules, testing and evaluation, and introduction to military drill, courtesy and ceremony.

This is followed by six weeks of basic training consisting of an introduction of the youth to daily, 15 hour structured regimen of military drill and physical exercise, skill groups, focus groups and helping groups, education, work experience, and challenge and confidence course activities. It is a phase of building both squad cohesion and personal development.

This period is followed by six weeks of advanced programming consisting of intense activity designed to reinforce the basic learning model and provide for increasing accountability, both group and individual. The focus is on an internalization of program goals and values and to practice skill building.

Phase two consists of eight weeks of aftercare planning and preparation for community transition. This is broken down into a four week learning and preparation period devoted to assisting youth in developing their community transition plans, meeting with families, aftercare workers, and development of clear goals based on their

individual development plan and case management objectives, building on their program progress. The active planning for their four week community transition experience is completed during this period.

This is followed by the four week transition period, which is a step out process involving testing and application of the aftercare plan. It provides for active participation in community projects, home visitation, job seeking, academic and vocational enrollment and transition to community treatment resources. This treatment period is concluded with a graduation ceremony and release to aftercare.

The participation of County Probation Services aftercare staff during this process is a critical requirement to bring together the planned support services and supervision. Any problems identified during this step- out period must be addressed before the youth can graduate.

Phase three is a six month program of aftercare. Youth are engaged in active community supervision and services provided through the Probation Services of each of the participating counties. The aftercare plan was established within the youth's initial orientation period, reviewed, strengthened, modified, and tested by periodic progress and case review and reinforced by structured experiences during the boot camp phase.

Each community plan is individualized and incorporates a continuation of boot camp services, individual and family counseling and provides for a graduated reduction in levels of supervision as the youth demonstrates reliability and self governance. Lapses in technical compliance, domestic problems and relapse issues may result in a reimposition of higher levels of supervision and services.

Time did not permit a through review of outcome evaluation by the group except that outcome measures would be both short term to show

levels of gain by youth in education, improved self esteem, mastery of anger management, completion of substance abuse education and or treatment gains in improved behavior or other measures. The follow up component of aftercare should also measure successful school, employment, job stability, educational gains, participation levels in community services, substance abuse testing and relapse data, technical violations and all subsequent arrests and/or convictions. Statistical reports, standard formats for gathering the data, and the methods for evaluation were not determined. This information can be addressed in subsequent meetings and will be guided by the decisions related to the individual Counties contracting for Boot Camp services established pursuant to a joint R.F.P.

Additional issues that remain to be addressed include the following:

1. Clarification of school tuition payments.
2. Confirmation of characteristics by record or data examination.
3. Confirmation of length of stay data.
4. Updated 95 statistics reflecting commitments by County, age, race, and offense to either the Wisconsin Department of Corrections or to a residential placement; treatment issues including substance abuse, educational levels, mental health needs, placements, family status, risk scoring, probation concerns, and case management issues in relation to County differences.
5. Policy changes in detail in relation to the above and judicial issues related to the concepts put forth in this review of the Tri-County proposal.
6. Updated cost data for both residential placements and aftercare services.

7. Budget projections based on a 60 bed facility with 1st year start up costs reflected in cost/per/youth.
8. A start up phase-in plan addressing staff recruitment, training, and boot camp implementation program schedule.including interface training with the Tri-County Probation Services.
9. A decision relative to the approach to contracting for services by each individual County based on a joint R.F.P. with each County handling aftercare services as a seperate activity.

## BOOT CAMP RESEARCH, A MIXED PICTURE OF SUCCESS AND FAILURE

In December of 1983, the State of Georgia opened the nation's first correctional boot camp. Dale Parent of Abt Associates reports that by 1987 the number of boot camps nationally had grown to only four (Parent,1989).

In 1993 according to researcher Doris McKenzie, there were 46 boot camps operating in 30 States holding more than 23,000 offenders. The General Accounting Office has projected that that by the year 2000 all 50 States will operate boot camps (G.A.O., 1993).

Researcher David Hayeslip of the United States Department of Justice argues that: "Ample evidence also suggests that the boot camps of the future are likely to be programmatically different from the ones of the past in terms of both military discipline and treatment".

The proliferation of boot camps has led Doris MacKenzie to conduct a national survey to ascertain from administrators their perceptions of the goals of their programs. This survey found a wide range of goals but considerable agreement that offender rehabilitation was the foremost goal. Secondary goals reported were cost savings and reduction of crowding (McKenzie and Piquero,1994).

It appears clear that political leadership and corrections administrators faced with ever increasing numbers of younger offenders sought to use boot camps as an intermediate sanction to relieve crowding, cut costs, and rehabilitate offenders. This solution has found its way to County level correctional services as well.

The success of these efforts has been researched nationally with reported mixed results. It is instructive to examine the conclusions:

1. In the short term, participants are demonstrating physical improvements and increased educational achievement, (Cronin,1994).

2. Boot camp participants appear to adjust better in the community, (McKenzie et. al.1992):

3. Boot camp participants evidence positive attitude changes, (MacKenzie,1993; Shaw and McKenzie,1992 and 1990).

4. Cost savings can be achieved with careful targeting of offenders and prevention of net widening (GAO,1993).

5. Freeing up bed space for more serious offenders is possible again with careful targeting of offenders, (Parent, 1989; Nossiter,1993; Cronin,1994).

Do these outcomes translate into reduced recidivism? Again we find mixed results reported nationally. Researchers point out that it is very difficult to conduct valid research when the boot camp program design was not well structured initially to gather data to support an evaluation of outcome.

The empirical evidence to date indicates that successfully sustaining post release behavioral change over the long term is relatively limited. David Hayeslip with the United States Department Of Justice reports that McKenzie and Souryal confirmed this conclusion across various types of programs in different jurisdictions. He writes:

"It is not clear why there has been no evidence of differences in recidivism between boot camp participants and others, but some have speculated that short term confinement in boot camps may not allow time for building participants back up after they are broken down (Osler,1991) or for providing for adequate preparation for return to the community (Gowdy, 1993). These findings have raised concerns that for boot camps to be effective they must provide adequate aftercare supervision and treatment. The importance of aftercare in goal achievement is only now beginning to receive the research interest as is the complexity of multiple influences on the future behavior of boot camp participants."

The U.S. Dept. of Justice, Office of Justice Programs published in 1994 a *National Institute of Justice Research Report* entitled, "Multisite Evaluation of Shock Incarceration".

This report was authored by Doris MacKenzie and Claire Souryal of the University of Maryland and represented an effort to study adult youthful offender boot camp programs across the United States. Eight sites were studied, Florida, Georgia, Illinois, New York, Oklahoma, South Carolina, and Texas.

Five components were studied: (1) a qualitative description of the eight programs; (2) a study of inmate attitudinal change during incarceration; (3) a study of offender recidivism; (4) a study of positive adjustment during community supervision; and (5) a study of prison bed space savings.

Only three states reported evidence of reduced recidivism compared to conventional programs for similarly classified offenders. They were Illinois, New York and Louisiana. A significant variable appeared to be the structure of the aftercare program and its relationship to an appropriate level of supervision and services. The study found that these three programs all required an intensive level of community supervision.

This supervision produced a larger number of technical violators than did the other five programs but fewer revocations for new criminal offenses.

One program, the Illinois Shock Incarceration Model actually shortened the aftercare portion based on the low rate of new offenses compared to its control group (Karr and Jones, 1994).

Dale Parent, researcher for Abt Associates observed that in the three states whose boot camp programs had lower rates of recidivism, the residential phase of those programs was longer with a richer array of both treatment and services. Parent also notes that no studies have evaluated boot camps deterrence effects.

Parent also stresses the need to integrate treatment programming from the residential phase into the community aftercare phase building a continuum of care directed by overarching case management. The key is a model that provides for a needs based, highly structured, consistent and well planned system for service delivery.

In 1992 the United State's Department of Justice, Office of Juvenile Justice and Delinquency Prevention (O.J.J.D.P.) funded three demonstration juvenile boot camp sites to develop prototypical boot camps and aftercare programs for male delinquent offenders.

These demonstration programs were located in Cleveland, Denver, and Mobile and were intended to serve as practical alternatives to institutionalization to explore how adult boot camp strategies could be modified to serve the unique needs of juvenile offenders. Each site developed a different philosophical approach to program design, content, and staffing. Only in the Cleveland program was a youthful offender's participation voluntary.

The Cleveland program model used military organization as the structure to "build healthy pro-social norms in a safe, comfortable environment." It used military organization to provide focus supported by a therapeutic counseling model.

Mobile and Denver sites used the military model to teach socially accepted behavior while emphasizing consequences for deviant behaviors. Denver offered the most military drill, fitness and hard labor and the least education and life skill training. The Mobile program offered more educational programming than Denver but less than Cleveland.

All three programs were operated by private firms contracted to provide the services outlined following a competitive request for quotation process.

All three sites operated a 90 day residential boot camp followed by

aftercare programming of up to five months. O.J.J.D.P. required all sites to use their community's employment, education, and drug testing and treatment resources and to try to provide a continuation of the discipline and character instilled in youth in the boot camp phase. The aftercare services were varied between the sites.

In Denver and Cleveland, graduates were serviced through aftercare centers created for them. In Mobile, the graduates were "mainstreamed" to seven Boys and Girls Clubs located throughout the community.

The Denver aftercare program focused on academic instruction and youth were referred to other providers for other services including drug counseling. Cleveland provided at its center daily counseling, and support services in addition to an alternative school.

Mobile youth were expected to use the Boys and Girls Clubs after school or work and there was no central aftercare site.

The impact evaluation of the three sites was done by Caliber Associates who compared the recidivism rates for juveniles who participated in the pilot programs with control groups and compared cost effectiveness with other dispositional alternatives.

Residential program completion rates were 96% in Cleveland, 76% in Denver and 87% in Mobile.

None of the pilot programs demonstrated a reduction in recidivism over the control groups. In the Cleveland program the arrest rates were higher than in the control group.

All three sites were plagued by problems. Caliber reported that none of the sites fully implemented O.J.J.D.P. guidelines for boot camp programming and critical aftercare support services were not provided.

Caliber Associates cited the following concerns:

1. Programs experienced instability and high staff turnover.
2. The treatment program models were still evolving following their start up.
3. None of the programs had stable, well-developed aftercare services.
4. All three sites experienced difficulties in their private-public partnerships.
5. Cost issues and community resistance were major obstacle securing residential and especially aftercare facilities.
6. All sites needed better screening, selecting, and training for staff.

7. Aftercare programs are difficult to implement.
8. Treatment must be regarded as continuous between the residential and aftercare programs.
9. Aftercare programs must be flexible in order to meet youth needs.
10. Aftercare programs should not be self contained, but should form linkages with other community services.
11. A wide range of longitudinal data should be collected on participating youth to determine the true benefits of the program and potential for success and failures.

Caliber noted the following lessons:

- \* Targeting should focus on those youth who would be experiencing institutional placement for the first time. Youth who had been previously placed in confinement were more likely to recidivate.
- \* Facility location is important as cost issues and community resistance were major obstacles to securing residential and aftercare facilities. aftercare facilities must be located near public transportation with ease of access.
- \* Staff selection criteria and training needs are critical. It is very important to reduction of turnover and consequent impact on the stability of programing to select staff who are sensitive to the programmatic and operational features of a juvenile boot camp. This is important to understanding youth development issues, cultural differences, and treatment methods.
- \* The facility treatment model should be integrated fully with aftercare. Successful aftercare programs require development at the outset of a comprehensive model with the flexibility to respond to local needs and concerns. Aftercare programs are unlikely to succeed if participants do not receive the full range of services identified as necessary for their treatment. Overarching case management directed by a single case manager responsible for the youth's treatment planning and program participation in both phases is critical.
- \* Measures of program success should include a broad spectrum of outcomes including accurate tracking of participation in programing and services on a continuous basis in an integrated fashion directed by a case manager with responsibility for the youth in both phases of treatment.

Thomas Castellano a researcher at Southern Illinois University, believes that it is time to begin experimentation with a variety of alternative boot camp models. He suggests:

1. Don't expect to address all of the needs of the target population within one program model.

2. Select a unifying theme for the intervention that reflects program goals, target population, and realistic program resources. It can represent a focus on substance abuse treatment, or educational programming, or employment oriented programming, or leadership development, or be an experimental stress/challenge model. The program will fail if it doesn't have a distinct, well-articulated intervention philosophy and program orientation to anchor all related programming efforts.

3. It is highly desirable to establish a highly structured program with a well established daily regimentation to buttress and support programming. Avoid making the structure the program, but see it as the means to an end. Remember that the traditional boot camp elements; drill, and ceremony, physical exercise, hard labor are not associated with effective behavioral change. They are only components of structure and are not in and of themselves behavioral treatment.

4. Standardized and comprehensive assessment procedures and case management should be instituted in order to match youth to treatment services. This match should be based on the results of the assessment and serve to develop the individual treatment plan. These in turn serve as the basis for case management progress review. A "one size fits all approach tends not to be very effective."

5. Individualization of treatment should be balanced with an emphasis on the process of group change. A strong program model has a "team" and "community" building activities focus. This is done through community meetings, confrontational groups, platoon competitions and is reinforced by individual counseling and skill training.

6. Multimodal treatment services must be provided that reflect a range of quality programs. Treatment activities should address psychosocial problems and areas of deficit that represent criminogenic needs which are most directly related to the youths behavior. Cognitive and group interventions appear to be the most effective approach across

offender groups.

7. The daily schedule should reflect a 5 hour period of classroom instruction followed by participation in intensive treatment programming. Time in treatment programming should be woven into the daily schedule and not be considered a break from a work, drill, exercise program. Remember these activities are components of structure and are not a substitute for programming that is intended to change behavior.

8. Staff selection is critical to success. Staff should be screened to rule out past incidents of inappropriate behavior towards youth. A high quality professional staff who can function as role models and who have professional skills are critical. They must be supported by pre-service and in-service training that is based on the program model.

9. Staff must provide anti-criminal modeling reflecting behavior that is worth imitating. The quality of interpersonal relationships, care and concern communicates modeling to youth. The program staffing must provide direct and intense supervision at all times by professionals who are all on the same page of the program at the same time.

10. The program model should reflect a mix of compliance/control strategies with a strong emphasis on normative and remunerative rewards for positive behavior. Such a system of strategies should be a part of the aftercare phase as well.

11. Rules must be clear, concise, and consistently applied. Norm building should be a part of all staff/youth interactions. Sanctions to be applied to unacceptable behavior must be rational, and must be specific, measurable, attainable, realistic, and time-limited, (s.m.a.r.t.). Careful monitoring of sanctions must take place by program administrator to insure that they are appropriate, fairly applied, and producing the desired consequence.

12. The program model must implement strategies that give participants a stake in the success of the overall program and their progress through it. They must have opportunities to make choices and decisions that result in them seeing success or failure as their success or failure. Rigid program structures that attempt to teach obedience or discipline are not successful and limit the opportunity to use the experiences as a vehicle for self growth.

13. Aftercare must be an integral part of the treatment model. The post-release program must be viewed as an overall part of the model. It should reflect a continuity of care from what was delivered in the residential phase and must focus on comprehensive service delivery and

not just surveillance. Transitional periods involving use of structured community settings should be a part of the pre-release experience. These should be supported by group processes of change and activities and program structured activities in the community. Group process sessions, group service projects in the community, mentoring programs, and family involvement are examples of targeted activities.

14. Case management planning, including aftercare, must be initiated at the beginning of the youth's stay and should involve the family in the planning including the early identification of service needs.

15. Programs should foster both internal and external capabilities for program monitoring, evaluation, and research.

#### WHAT WORKS: A SHORT REVIEW OF CURRENT JUVENILE PRACTICE

Current juvenile practice is based upon assumptions that it is possible to assess and interpret delinquent behavior, to provide significant interventions through appropriate sanctions, supervision and services and thereby to reform youthful offenders.

This reformation concept dates back to the origins of the Juvenile Court which was conceived in the premise that it could act in the best interests of the child by fostering individualized treatment.

Donna Towberman, an Asst. Professor in the Department of Justice and Risk Administration of Virginia Commonwealth University writes:

"A fundamental precept of juvenile justice was and still is priority emphasis on individualized treatment as opposed to the punitive orientation of adult criminal justice. This emphasis on the rehabilitation of the individual offender requires identification of their specific treatment needs"(Towberman, 1992).

She further states that assessment of delinquent needs implies a definitive list of deficits that relate to and result in criminal behaviors. She argues that a plausible case can be made that offender rehabilitation efforts that target criminogenic needs deficits ought to result in lower recidivism rates.

In 1974 researcher Robert Martinson published in *The Public Interest*, a controversial article entitled "What Works? -- Questions and Answers About Prison Reform".

Martinson postulated that based on an analysis of outcome research that treatment programs were not effective and that "nothing works". The article touched off a controversy that still challenges justice system researchers.

Robert Palmer published a rebuttal study that suggested that treatment is effective when the type of offender and the match with the treatment modality, setting, and therapeutic worker is considered, in *Martinson Revisited, Journal of Research in Crime and Delinquency, 1975.*

Over the next 20 years more sophisticated methodologies were developed that permitted statistically improved validity and analysis of the data reported in the literature.

Don Andrews, Professor, Dept. of Psychology, Carleton University Ottawa Canada is currently the leading researcher in the analysis of effective treatment programs for high risk offenders. He and his colleagues are using sophisticated methods of meta analysis to review studies to ascertain "what works". They have processed 372 studies and have reached the following conclusions:

1. Official punishment without the introduction of correctional treatment services does not work.
2. Providing correctional treatment services that are inconsistent with the principles of risk, need, and responsivity does not work.
3. What works is the delivery of clinically and psychologically appropriate correctional treatment services under a variety of settings and conditions that may be established by the criminal sanction.
4. The delivery of appropriate correctional treatment service is dependent upon assessments that are sensitive to risk, need, and responsivity.

#### DEFINING RISK:

Andrews indicates that, "Today, thanks to many truly longitudinal (predictive) studies and to meta-analysis of predictor variables, it is possible to provide a list of empirically-validated risk factors."

He states that the empirically-validated major risk factors are:

- \* antisocial attitudes, values, beliefs, rationalizations, and cognitive emotional states such as anger, resentment, and defiance (personal support for crime)
- \* a history of antisocial behavior evident from a young age, and involving a number and variety of harmful acts in a variety of situations (knowledge of the immediate gratifications of crime and of its generally delayed punishment)
- \* antisocial associates and relative isolation from anticriminal others (interpersonal support for crime)
- \* weak problem solving and self management skills in combination with a temperamentally aggressive, callous, and egocentric style

(the personality supports for crime)

- \* a family life characterized by low levels of affection and weak discipline and supervision (inconsistent love and discipline, perhaps out right neglect or abuse)
- \* generalized difficulties in the domains of school, work, and leisure (these problems may be associated with substance abuse) and low levels of personal socioeconomic achievement (poverty)

Weaker factors with less risk are identified as:

- \* lower class origins, as assessed by parental/ educational/ occupational /financial indices and by neighborhood characteristics
- \* personal distress as assessed by measures of low self-esteem, anxiety, worry, depression, and /or by alienation, isolation, powerlessness, and /or by psychopathology (psychopathy excepted)
- \* a host of biological/medical indicators which are not well integrated empirically or theoretically

Andrews' states that the impressive validities of existing risk/need assessment instruments such as the Hare Psychopathy Checklist, the L.S.I., and the Wisconsin Risk Instrument provide convincing evidence that the ability to predict criminal recidivism increases dramatically with the assessment of the number and variety of major risk factors. They have predictive ability clearly exceeding the levels of chance by 80% and this is of practical value for screening and selection of appropriate program candidates.

Use of risk instruments to assist classification and to sort lower risk cases that may not need high levels of treatment resources or costly residential bed space is a practical application.

#### DEFINING NEEDS:

Andrews' research suggests that targeting criminogenic needs, which he defines as "dynamic risk factors" when changed in individuals through treatment, would reduce the likelihood of their recidivating. He indicates that the following are promising targets for change:

- \* changing antisocial attitudes
- \* managing /changing antisocial feelings
- \* reducing antisocial peer associations
- \* promoting familial affection /communication
- \* promoting familial monitoring and supervision
- \* promoting child /family protection (preventing abuse /neglect)

- \* promoting identification /association with anticriminal role models
- \* increasing self control, self management, and problem solving skills
- \* replace the skills of lying, stealing, and aggression with prosocial alternatives
- \* reduce chemical dependencies and substance abuse
- \* shift the density of the interpersonal and other rewards and costs for criminal and noncriminal activities in familial, academic, vocational, and recreational and other behavioral settings, so that the noncriminal alternatives are favored
- \* insure that the offender is able to recognize risky situations and has a concrete and well rehearsed plan for dealing with those situations
- \* confronting the personal and circumstantial barriers to service (client motivation and background stressors with which clients may be preoccupied)
- \* changing the attributes of clients and their circumstances that through individualized assessments of risk and need, have been reasonably linked to criminal conduct

Andrews concludes that:

“Within the psychology of criminal conduct, the primary targets are considered to be antisocial attitudes, cognition and emotions, antisocial associates, and dynamic aspects of personality/skills such as weak problem solving and self control.”

#### DEFINING RESPONSIVITY:

Andrews characterizes responsivity as programmatic and individual applications of behavioral methods that work with higher risk offenders whose criminogenic needs are properly targeted.

He points out that behavioral, cognitive behavioral, and social learning styles of treatment services produced larger and more positive impacts on offenders and reduced recidivism more effectively than did treatment approaches that focused on punishment, non-directive counseling, psychodynamics, or group programs which did not introduce concrete alternatives to antisocial styles of thinking, acting, or feeling.

In discussing responsivity, Andrews stresses the quality of interpersonal relationships between the offender and worker noting that: “People learn more from and are more greatly influenced by others who are respectful, caring, concerned, interested, interesting, enthusiastic,

and engaging.”

He explains that a major role for all correctional workers is, “ the modeling and reinforcement of anticriminal alternatives to antisocial styles of thinking, feeling, and acting.” Role modeling must not only set the example but be a conscious focus of interaction.

“Concrete assistance often takes the form of concrete problem solving efforts with the offender, and/or advocacy and brokering activity in community settings as a way of fostering change.”

“Authority can be influential when exercised with respect, with explanations, with guidance on how to comply, and in a firm and fair manner.”

Andrews’ work suggests that properly designed and delivered treatment which has a behavioral focus and which includes modeling, graduated practice, role playing, positive reinforcement, extinction of negative acts, and which provides resources and concrete verbal suggestions can be effective in fostering positive changes in high risk offenders.

Robert Ross, Professor of Criminology at the University of Ottawa and Elizabeth Fabiano of the Canadian Office of Correctional Services have reported the effects and outcome of an experimental cognitive thinking skills program in the *International Journal Of Offender Therapy and Comparative Criminology*, (1989).

In an article entitled “Reasoning and Rehabilitation”, specific cognitive techniques were taught to high risk offenders who were on intensive supervision to test the impact of the program on recidivism. The results demonstrated a major reduction in recidivism to 16% vs. 69.5%.

This pioneering effort has been expanded and significant program development with respect to the model has been carried out in replicated research. (Porporino, Fabiano, Robinson, (1991), *Research and Statistics Branch of the Correctional Service Of Canada Report*, #19.

## AFTERCARE MODELS

Consistent reference is made in juvenile program research of the need for overarching case management. This should provide supervision and services in aftercare that represent a continuum from the point of commitment, through institutional programming to the point of transition to the community, and through normalization to the point of successful termination.

Dr. Troy Armstrong has written that: “The aftercare phase of youth

corrections has long been regarded as one of the major weaknesses in juvenile justice. At the heart of this widely shared perception by justice professionals and the public alike is evidence readily documentable in most jurisdictions nationwide of poorly planned steps towards reintegration and tenuous linkages to coordination with community resources and services", (Armstrong 1995).

Prototypical effective aftercare design has been the subject of several initiatives by the United States Department of Justice Office of Juvenile Justice and Delinquency Prevention.

In September of 1994, O.J.J.D.P. published *Intensive aftercare For High Risk Juveniles: A Community Care Model* in collaboration with the Johns Hopkins University Institute for Policy Studies.

This was followed in October of 1994, by the publication of the *Juvenile Intensive Supervision Planning Guide* developed by O.J.J.D.P. working in conjunction with the National Council On Crime And Delinquency.

Both models incorporate the same basic premise that high risk juvenile offenders can be safely and effectively managed in the community after their behavior has been stabilized and outline components of effective community supervision. Both models incorporate a period of institutionalization prior to community placement.

Both models cite the necessity to establish through overarching case management a continuum of surveillance, supervision and services.

Overarching case management has been defined by David Altschuler, Principle Research Scientist for the Johns Hopkins University Institute for Policy Studies writing in the 1995 Summer issue of *Perspectives* as including methods for:

1. assessment (risk), classification (need), and selection criteria (targeting);
2. individual case planning incorporating a family and community perspective; (responsivity);
3. a mix of surveillance and a programing/service provision;
4. positive incentives and graduated consequences; and
5. service brokerage with community resources and networks.

N.C.C.D. in its review of diversion assessment methodology referenced the classification scale used in its Wisconsin study of youth placed in institutions. Using the classification instrument the study estimated that 27% of Wisconsin youth required long term secure placement, 47% required short term care followed by community

placement, and 26% were appropriate for community supervision (Baird and Neufeldt, 1989).

The study noted that Milwaukee County had the most serious population of juvenile offenders but pointed out only 35% met the criteria proposed for secure care. (The data base for this study was generated in 1986 and it may be reasonable to assume that the proportions in light of the increased levels of juvenile crime may have changed).

The studies both recommend the adoption of a risk screening instrument which is actuarial based in order to have a basis for classification of offenders by their potential to recidivate. High risk youth are candidates for more intensive services and supervision.

Both models recommend the use of a structured needs assessment to systematically and consistently evaluate needs, screening to identify those youth with severe needs that may require further assessment or cause rejection for a specific program. They cite the use of the Alaska Youth services Needs Assessment Scale as an example of a competent instrument.

They point out that after acceptance for enrollment into a program based on screening and risk criteria, needs assessment results are used in case planning to identify the appropriate services or programs for a youth. They should address both deficits and strengths.

As a case planning tool they should:

1. Ensure that certain kinds of problems are considered for all cases and aid in a systematic review of needs as the basis for the case plan with attention to a youth's strengths.
2. Provide an additional measure for setting priorities (i.e. judging the amount of effort that should be expended on an individual case).
3. Provide a basis for monitoring a youth's progress.
4. Force a qualitative review of each youth through periodic reassessment and provide a basis for judging the relative effectiveness of the case plan .
5. Provide a data base for program evaluation and monitoring.

The O.J.J.D.P. aftercare model urges the adoption of a structured case assessment and planning format. The case assessment process must address those factors that are closely related to the youth's risk of reoffending. Many of these factors will have been identified previously in the risk and needs screening for eligibility to participate in the program.

The assessment should take into account youth, peer, and community

strengths. Often a youth's deficits command more attention than strengths, but it is the strengths that ultimately provide a support for treatment strategies and are critical to a balanced assessment.

O.J.J.D.P. cites the Strategies For Juvenile Supervision System (S.J.S.) as a useful, structured, quick way to to evaluate juvenile offenders and to develop case planning and supervision strategies which are the most likely to result in positive change on the part of youthful offenders. It is both systematic and consistent.

S.J.S. provides a four category classification system with categorical strategies based on offender characteristics. It provides the caseworker with a set of predictions about the youth's likely response to supervision and programming. It provides an immediate consult or second opinion for understanding case dynamics and formulating programming and supervision, and it allows the caseworker to be proactive rather than reactive in the development of the case programming strategy. The S.J.S. written case plan provides for a mechanism for objectives based contracting which includes the following components :

- \* Problem Statement: A statement of the youth's problem areas.
- \* Long Range Goal: A statement of the youth's behavior when the problem is solved.
- \* Short-Range Objectives: A statement and timeframe of the behaviors that the youth will complete in order to achieve the long-range goal.
- \* Action Plan: The step by step detail by which each short range objective will be completed.
- \* Responsibilities and Resources: A description of who is responsible and the resources available for supporting the plan and assisting the youth to meet the objectives.

Objectives based contracting requires that a behavioral contract be developed for each program phase. The meaningful involvement of youth, parents, and service providers in the development of behavioral contracts is critical to the plans success and a perception of ownership by those responsible for its completion. If case plans are to be successful they must be viewed as dynamic, flexible, and responsive. A comprehensive system of rewards and sanctions should be implemented to reinforce achievement. Negative sanctions must be swiftly applied and target the specific behavior to be extinguished or contained.

O.J.J.D.P. outlines core intervention strategies that are based on a multi-phased continuum of treatment as follows:

1. Operate a phase system with a high level of initial external program control to be progressively decreased as the youthful offender displays a greater level of responsibility and internal control.

2. Deliver or access a range of services guided by a continuously monitored individualized case plan.

3. Foster and develop a constellation of relationships among youth, adults, groups, and institutions that can provide alternative role models, be source of recognition and reward, and a vehicle for disengagement from delinquent peers.

4. Teach youth the social and interpersonal skills necessary to maintain positive involvement with family, school, work, prosocial peers, and community institutions.

5. Develop youth competence in life skills.

6. Arrange and advocate for access to opportunities in education and employment that provide meaningful reward in the short and long term.

7. Address individualized risk factors that impede functioning or that have weakened the youth's prosocial attachments.

8. Consistently apply graduated rewards and sanctions that recognize youth achievement or progress and provide immediate accountability for violations.

In order to accomplish this model, O.J.J.D.P. suggests a five phase system of distinct levels:

Phase 1. Residential treatment (short term) - 3 to 6 months. The goal of this phase to provide the youth with a secure and highly structured multi- dimensional program that targets criminogenic factors and provides through an individualized case management plan a full range of treatment services including education, substance abuse programming, life skills training, job readiness and job seeking skills, decision making skills and values training, health education and pre-release preparation.

Phase 2. Day treatment - 3 to 6 months. The goal of this phase is to allow youth to function in a highly controlled program environment with an emphasis on remediation of skill deficits in the area of education and interpersonal skills supported by the development of a prosocial support network with the gradual assumption of greater responsibility and family involvement.

Phase 3. Outreach and Tracking (reintegration) - 2 to 4 months. The goal of this phase is to assure that the youth can function productively and responsibly in the community. This is done through frequent youth and ancillary contacts, direct assistance to the youth and family or

community social units with which the youth is involved, maintenance of treatment for special needs, and gradual transitioning of the balance of control from the program to community institutions, the family, and the youth.

Phase 4. Reduced Supervision (transition) - 2 to 3 months. The goal of this phase is the gradual reduction of external controls while maintaining the support systems necessary to treatment as measured by continued participation and success in school or work, successful deescalation of surveillance, and the development of bonds with prosocial peer groups .

Phase 5. Discharge and follow up - 1 to 2 months. The final reduction of surveillance and control with responsibility passing in a planned or structured way to the youth and family or other community social units.

The theme of effective boot camp programming stresses that no single model provides a "silver bullet" solution to "cure" the "malady" of delinquency. The proceeding review suggests that the boot camp experience should be a vehicle to work with a youth in a motivational and structured setting, to expose the youth to a sequence of developmental skill and learning experiences in a phased process, and to lead him to his gradual return to his family and community successfully equipped with new skills and values to work with his family towards those goals that reflect their mutual aspirations for this new start.

The reality of this scenario is that this process must be a continual learning and working experience that seeks to overcome the traditional isolation of the youth in a residential treatment setting from his family and community. Strength based programming seeks to build on an assessment of the youth's strengths and that of his family both in planning goals and developing strategies for successful behavioral change.

Deficit based assessment is only half of the assessment equation. Michael Clark, writing in the *Journal for Juvenile Justice and Detention Services*, in the Spring 1996 issue discusses strength based interviewing as part of effective case planning.

He writes: "The strength based perspective is not a rehash of what is currently practiced in our field. It offers a real change and a true difference in how we work with delinquents and their families.

A variety of terms; competency based, resilience, wellness, strength-based, and positive focus can be found as signposts marking this territory. They have some differences, yet in practice have some common

characteristics: A respectful partnership between juvenile worker and offender, a singular emphasis on strengths and resources and an eye to the future.”

He points out that historically, the strength based approach to looking at juvenile offenders failed to be fully integrated into the Juvenile Court process and that deficit based explanations for a youth's behavior were easier to provide.

He states the the “philosophical ‘first step’ is to believe that a juvenile offender has strengths and past success that can be utilized to stop delinquent behavior and exit our court system.”

The origins of the strength based assessment interview method he discusses has its origin in the family therapy field. He cites the work of de Shazer, Berg, and colleagues at the Brief Family Therapy Center in Milwaukee (de Shazer, et. al., 1986, de Shazer, Berg, And Miller, 1992).

He points out that “philosophy alone is not sufficient to accomplish effective interaction and facilitate goal setting.” He believes that, “for real change to happen, the offender and the family need to make a shift in how they think about and perceive the problem(s) and how to do something that is behaviorally different than before.”

How delinquents and their families are helped to make this shift involves establishment of well formed goals using solution focused interview techniques to support case planning.”

Berg and Miller (1992) identify characteristics of well formed goals. Clark identifies four guidelines regarding the negotiation of goals that are important for youthful offender case management. These are:

- \* Goals must be meaningful to the offender, (juveniles must believe that what they find important, case managers also find important).

- \* Goals must be small and concrete,(goals that describe destination are not as helpful as goals that begin “first steps” creating movement).

- \* Goals should be interactional, (a solution focus looks to interaction with others and is not centered on the individual psyche).

- \* Goals must be a beginning not an end, (goals have more utility if they are framed as the presence or start of a positive behavior).

Negotiation of goals works better if the process seeks a solution focused approach rather than a problem (deficit) focused approach. Problem focused assessments labor to identify and understand the problem(s) in greater detail before taking action. Solution focused processes are more direct and efficient as it views assessment as intervention, focuses on strengths and what offenders can do or have been

successful at rather than just failure based intervention.

Miller (1994) states: "Over time, we have learned that asking the right question often has more impact on the client than having the correct answer."

Christian Dean of Cornell University in an article entitled *Strengthening Families: From "Deficit to "Empowerment"* (Winter 1993), issue of *Empowerment and Family Support Bulletin*, 2, (3), Department of Human Development and Family Studies, Cornell University, Ithaca, New York, writes: "The empowerment model of working with families contrasts sharply with the predominant way of providing human services, which we call the "deficit" orientation. In the 'deficit' orientation, the focus is on what's wrong with families, and the assumption that they are incapable of identifying their own needs or acting wisely on behalf of themselves or other family members. The 'deficit' perspective continues to be very pervasive at every level of our country's human services systems, and it seldom succeeds in helping families move to independence.

Our emphasis is on the strengths and potentialities family members bring to the situation and on the processes that build on those strengths. A crucial aspect of empowerment is the central role that 'disadvantaged' families play in their own change process."

Scott W. Heneggeler, Ph.D., Director, Family Services Research Center and Professor, Department of Psychiatry and Behavioral Sciences at the Medical University of South Carolina writes in the *Federation of Families for Children's Mental Health Bulletin*, *Claiming Children*, (June, 1996), that "Mental health and justice systems provide services that have little to do with the functioning of youth's in the real world."

Delinquents and their families usually have very real problems at home, in school, and in their neighborhoods. Yet mental health services typically attempt to 'fix' these problems by talking with a youth in an office for 50 minutes per week.

More restrictive services such as incarceration and residential treatment attempt to address these same problems by removing youth from their home, school, and neighborhood, and providing services in a distant location. Then, the youth is returned to the exact same home, school and neighborhood where little has been done to prepare for his or her return. Even if the out-of-home placement did provide useful interventions, it is unreasonable to expect changes to be maintained if the youth's environment has not been altered to support such change.

Dr. Heneggeler is an advocate for addressing serious anti-social

behavior by adolescents through a treatment process called "multisystemic therapy" or MST which he argues has proven effective in rigorous scientific studies with chronic and violent juvenile offenders in several States. MST in South Carolina when compared to usual juvenile justice services, improved family relations and peer relations of violent and chronic offenders who were at imminent risk of incarceration. MST reduced successfully criminal activity over a two and one half year study period. The key to the success of the MST model is centered with the client and the family with the following factors identified:

- \* Parents are seen as the solution rather than as the problem
- \* Multiple factors associated with delinquency are addressed
- \* Services are provided where the problems occur
- \* Providers are held accountable for engaging families in the treatment process
- \* Extensive training and quality assurance features are built into the model

The unique challenge represented by the Tri-County Juvenile Justice Task Force Project is to establish a boot camp program that can relate in both its initial case planning, residential boot camp services, transition and aftercare process to three different County aftercare systems.

Each system can only bring to the partnership those assets which it can devote to the support of the project and these assets reflect different levels of resources, unique management systems, and different community challenges.

The boot camp operator must have a consistent referral process, clear criteria for selection or rejection, and a single point of contact for the case management process in each jurisdiction supported by a Tri-County Task Force management process which can hold all participants accountable, resolve issues and establish operational policies. The selection of an operator with both the experience and the resources to successfully integrate case planning with the three different County Human or Social Services Systems is critical to the success of the project.

Integrated training must support the case planning model and be targeted to the reintegration and aftercare phases. This does not mean that differences between systems cannot be accommodated but rather that the three systems differences in organization and resources must be governed by a single method for case management goal development with the roles of the Human Services or Social Services worker, the Boot Camp

Counselor, the youth and family clearly spelled out in the process.

The development of a request for proposal that incorporates the features outlined in this review should be done in such a way as to solicit from each respondent a comprehensive model of organization, policies, and services. This will permit comparative review of the vendors approach and strengths. Not all the program features described in this review need to be in the R.F.P. but it should reflect a broad consensus of program requirements that permit the vender will take to advantage of his strengths; staff resources, physical plant and his programming model.

Dr. Castellano suggests that there is no "single boot camp model that holds the answer to designing an effective program", but notes that all successful models have combinations of similar characteristics that taken together can build a basis for change in a youth's life.

This document is intended to provide the content basis for the development of the Tri-County Boot Camp Program Model which in tern will guide the design of the R.F.P.

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## TRI-COUNTY BOOT CAMP PROGRAM PLANNING MODEL

The Tri-County Boot Camp Program to be located in \_\_\_\_\_ is established by contractual agreement(s) between the Departments of Social and Human Services of Milwaukee, Kenosha, and Racine Counties and sanctioned by the Tri-County Juvenile Justice Task Force of Milwaukee, Kenosha, and Racine Counties of Wisconsin (hereafter referred to as the Task Force).

The Tri-County Boot Camp Program (hereafter referred to as the boot camp) is established to provide a local correctional sanction as an alternative to longer-term incarceration for youthful offenders who meet the approved eligibility criteria. The program is designed for young nonviolent offenders who had been judicially targeted to serve their first confinement either in state correctional facilities or residential placement. The purposes of the Tri-County Juvenile Boot Camp Program are:

- \* To relieve crowding in juvenile institutions by reducing the number of non-violent offenders.
- \* To offer a wider range of sentencing options to juvenile judges
- \* To incorporate boot camp concepts into a new rehabilitation model for juvenile offenders.
- \* To provide an additional deterrent to youths at high risk of committing additional crimes.
- \* To develop an adjacent urban facility to enhance early and continuous family and community involvement in aftercare support services.
- \* To help control the rising costs and better direct the expenditure of juvenile correctional dollars.

## **TRI-COUNTY BOOT CAMP MISSION**

Consistent with the overall purposes of this project, the primary mission of the Tri-County Boot Camp Program is to:

1. Reduce reliance on placement within the Wisconsin Department Of Corrections (herein after referred to as W.D.O.C.) or alternative residential placement by diverting eligible youthful offenders from longer term confinement, thereby reducing cost to the Counties and enhancing community linkages to aftercare programming.
2. Help eligible youthful offenders to become productive members of their communities upon their release from supervision.

## **OVERVIEW**

Consistent with its mission, the Boot Camp Program provides in a safe, secure, and humane correctional environment, multi-dimensional offender based treatment services. These services are combined with strong case management planning for post release supervision and services, forming a continuum of rehabilitative efforts.

The Boot Camp is a Type II staff secure facility designed to house sixty youthful offenders with a capability for future expansion. Initially, only male offenders ages fourteen to sixteen are eligible to participate who meet the screening criteria.

Program participation is judicially mandated. The program uses a military model which consists of a multi-level system of discipline, a structured daily regimen of physical training and military drill, labor instructive work projects both on public lands and within the local community, and a peer group treatment and counseling modality.

This structure is combined, with an assessment based individualized case managed program commensurate with the youth's needs. This includes basic education or G.E.D. instruction, substance abuse education and treatment, life skills training, job readiness training and job seeking skills, training in cognitive decision making skills, anger reduction training, basic health education, sex education, and a parenting curriculum.

This programming incorporates individual and group counseling, with a focus on thinking errors, developing acceptable norms and values, and relationship building. A continuum of services including strengthening family relationships is incorporated into both the residential counseling model and the aftercare services.

The Boot Camp program has three phases; residential, transition, and aftercare. Each phase is a building block preparing for the next phase in a sequential process of evaluation, planning, learning and doing. The programming components in each phase are targeted to teaching specific skills using the military format to organize activities and providing both the reinforcement of the group process and motivation to the learning experience. Positive role modeling behavior is presented by staff who present themselves as constantly reinforcing positive values by both word and deed.

During the five month residential programming while the youth is placed at the Boot Camp facility, he must successfully participate in all required treatment, education and work project programs including the preparation for transition and the process of community reentry.

Graduation to community based aftercare represents an opportunity to put into practice those skills and values he acquired in the preceding

five months. The aftercare program represents a continuum of these same programs and services provided in the camp applied in the community.

Case managers from the County Department of Social or Human Services work with the youth and family care givers to help the youth achieve a stable adjustment and experience success.

The vendor will provide a Boot Camp Commander responsible for over all boot camp administration, business and case management, and program supervision. She or he will hire sufficient support staff to operate the program and strive to achieve A.C.A Boot Camp Accreditation within three years.

Each 30 man platoon is directed by a Platoon Leader/Case Manager who is responsible for scheduling all activities and directing their two squads in program participation and counseling. The facility staffing pattern is designed to accommodate direct supervision of each squad by a Staff Squad Leader 16 hours per day.

Youth are assigned to their fifteen man squad which forms the basic organizational program and instructional unit. The four squads are then staged in different sequential phases of programming. Instructional programming by educators and skill group activities are squad based and the Staff Squad Leader participates in all activities. Youth and staff wear a basic duty uniform with rank designation incorporated into the program.

The Boot Camp physical plant design is based on accommodation of 15 youth and staff in class rooms, at dining tables, group rooms, and challenge and obstacle course. A drill field and gym are sized to accommodate both platoons. These sixty residents, are housed in a dormitory setting with showers, lavatories, and toilets which comply with A.C.A. Standards. Two separate 30 man dorms are preferred.

It is expected that the contractual vendor will provide on their site all the necessary housing, program, and support space. The Type II C.C.I. Boot Camp facility will be staff secure, but the design should facilitate security supervision and control with clear sight lines, alarmed delay release exit doors, and a communications system including radios. The site should have the capability to provide the following accommodations:

- \* two thirty man dormitories
- \* four classrooms
- \* a gym
- \* group room(s)
- \* administrative offices and nurse's station
- \* visiting/dining room and kitchen
- \* showers, toilet, lavatories
- \* laundry facilities adjacent to the dormitories
- \* a central control point
- \* outdoor programming facilities capable of supporting a challenge course and obstacle course designed for squad based challenge programming
- \* a running track and drill pad for military formations and ceremonies

#### **BOOT CAMP TARGET POPULATION**

Milwaukee, Kenosha, and Racine counties form an urban /rural corridor from Milwaukee south to the Illinois border. Within these three Counties reside 25% of the State of Wisconsin's total population. The three Counties in 1994 committed youth to the the W.D.O.C. or placed in residential care almost 1,900 youth at a total cost of \$37,500,000. This does not include the cost of aftercare services provided to this population

in addition to their residential care.

The Boot Camp will serve a judicially selected target population of youth initially recommended by court services for placement either in W.D.O.C. facilities or in residential placement and diverted alternately to the Boot Camp. The characteristics of this population generally reflect youth who are:

- \* chronic offenders with multiple court appearances
- \* failures on probation
- \* character disordered
- \* academic underachievers several years behind grade level
- \* gang involved or at risk
- \* residing in dysfunctional families
- \* substance involved or at high risk
- \* hampered by low self-esteem
- \* at high risk of reoffending

## **TRI-COUNTY BOOT CAMP PROGRAM CONTRACT MODEL**

### **1. Establishment**

It is the intent of the Tri-County Juvenile Justice Task Force of Racine, Kenosha, and Milwaukee Counties that the Boot Camp program established pursuant to this process shall benefit the three Counties by reducing costs for treatment and placement of selected youthful offenders. It shall help those youthful offenders to become productive members of their communities upon graduation from the Boot Camp by instilling in them positive attitudes, values, and self discipline; enhancing their employment skills; providing substance abuse education and intervention; increasing their educational achievement and individual accountability for their offenses.

The Task Force of Racine, Kenosha, and Milwaukee Counties has found that the increasing cost of incarcerating the expanding number of youthful offenders in the Wisconsin Department of Corrections or in alternative residential placements brings added fiscal pressures to the Counties, and believes that some youthful offenders may be effectively treated locally in a more affordable manner through exposure to structure, military-style discipline, physical training, and multi-dimensional treatment programming. The Task Force endorses the joint development of a Boot Camp Program by the Department of Human Services of Milwaukee County, the Department of Social Services of Kenosha County and the Department of Social Services of Racine County and encourages them to jointly contract to establish a correctional Boot Camp program that will provide a more affordable means of confining and treating certain offenders who meet the eligibility criteria for this alternative sanction.

The Task Force of Racine, Kenosha, and Milwaukee Counties has determined that the contracted Boot Camp program should not be used as an expanded alternative for lessor offenders on probation, but solely as an alternative to the incarceration of youth identified and recommended for placement in the W.D.O.C., or an alternate residential placement and who meet the approved criteria.

## 2. Authorization

The Task Force recommends the development and implementation of a jointly contracted residential juvenile Boot Camp correctional treatment program of 150 days or less which is to be followed by a program of case managed community supervision of 180 days or more.

### 3. Program Goals

The goals of the Boot Camp initiative are to:

1. Protect the health and safety of the public by providing a program that will reduce recidivism and promote characteristics of good citizenship among eligible youthful offenders.
2. Divert to the Boot Camp those youthful offenders who ordinarily would be placed in the W.D.O.C. or in private residential care.
3. Provide a framework of constructive discipline and structure to the daily lives of youthful offenders, to teach and model self discipline and positive values, and to promote these qualities in their post-release behavior by a case managed continuum of services and supervision.
4. Hold youthful offenders accountable for their criminal actions, and promote victim awareness and empathy.
5. Educate and treat youthful offenders who are at risk for substance abuse or who have abused drugs and alcohol.
6. Successfully prepare the youthful offender for progressive reintegration into the community with a combination of case managed support services, supervision, and accountability.

#### BOOT CAMP ELIGIBILITY CRITERIA

The Task Force considers the following youthful offenders to be eligible for judicial consideration for placement in the Boot Camp as an alternative to placement in W.D.O.C. or in residential care:

1. Initially, male youth who are between the ages of 14 and 16 and;
2. Who are under the supervision of the Court, who have re-offended and failed to comply with conditions of their probation

- and who are chronic offenders and;
3. Who are able to complete the Boot Camp program and aftercare before their 17th birthday and;
  4. Who are non-violent offenders, defined as not having been convicted of a crime involving the use of a firearm resulting in great bodily harm or injury, murder, attempted murder, or first or second degree sexual assault or arson and;
  5. Who are medically screened and deemed by a physician to meet American Academy Of Pediatrics requirements for strenuous contact sports and;
  6. Who are assessed to be psychologically capable of participation in high stress programming, with an I.Q. of 70 or above, and having no serious emotional disturbance requiring the supervision and care of a mental health professional and;
  7. Who are not suicidal and have no history of suicidal ideation and;
  8. Who have no substance abuse problem assessed as requiring a residential substance abuse treatment program and;
  9. Who have a viable family or alternative placement and;
  10. Who have no current or pending court cases, warrants, or detainers from other jurisdictions that would prevent completion of Boot Camp and aftercare programming.

#### **BOOT CAMP YOUTH SELECTION PROCESS**

Youthful offenders who satisfy the above eligibility criteria will be screened by their respective County Probation Services and may be placed in the Boot Camp as a Court disposition.

Adjudicated youth may volunteer for the boot camp program in lieu of placement in the W.D.O. C. or residential placement. Judicial

assignment to the Boot Camp will be made with the provision that if the youth is staffed and found not to be acceptable or a bed is not available, the Judge will have ordered an alternate placement in residential care or in the W.D.O.C.

#### **METHOD**

The youth's County Department of Social or Human Services and the Boot Camp Operator shall process the referral, staff the youth, accept or decline placement, and if accepted determine bed availability, and an acceptance date. To support this process the Counties will submit the required referral documents which will include:

1. REFERRAL FORM (Vendor structured).
2. COURT ORDER (order should indicate placement in the boot camp or the judicially selected option, either W.D.O.C. or residential placement).
3. SOCIAL HISTORY/ ADDENDUM/ PRIOR RECORD OF ARREST.
4. CONVICTION /ADJUDICATIONS (these should contain current information).
5. PHYSICAL EXAM AND MEDICAL CERTIFICATION OF FITNESS IMMUNIZATION RECORD.
6. MENTAL FITNESS CERTIFICATION BY A PROBATION MENTAL HEALTH PROFESSIONAL AND CONSENT FOR MEDICAL TREATMENT BY PARENT, GUARDIAN, OR COURT ORDER.
7. INSURANCE /MEDICAL CARD/ PRESCRIPTION CARD (Source of coverage for medical expenses).
8. EDUCATIONAL RECORDS (School transcripts, attendance, grades, performance, behavior and discipline record, standardized test scores, and if a special education student,

the most recent Individual Educational Plan.)

9. RISK/NEED ASSESSMENT (Strategies for Juvenile Supervision and the Wisconsin Risk Assessment or alternative instrument).
10. CASE REVIEW STAFFING BY COUNTY STAFF AND THE BOOT CAMP OPERATOR: An admission staffing will take place within seven days of a judicial order to review admission options and make a decision regarding admission. This review will assess the above referral packet and in addition consider the following:
  - a. Family relations and status including their assessed ability to function, their organization, stress factors, strengths and needs.
  - b. Description of the family members, roles and attitudes, ie. supportive, apathetic, level of involvement etc.
  - c. Extended family, who are they and what is their status ie. legal guardians, their community status, incarcerations etc.
  - d. Friends including negative peers, positive and supportive adult influences and organized gang relationships.
  - e. Financial /vocational status of the parent(s), self supporting, welfare or other entitlements, other aid, any other difficulties.
  - f. Physical /mental status, good health or other health problems.
  - g. Substance abuse history, including use, abuse, needs, treatment.
  - h. Offense history including dates, type, of charges, severity,

current status if on probation or parole, authority having supervision.

- i. Face sheet and demographic data.
- j. Other variables that could impact completion of aftercare.

## CONDITIONS FOR ALTERNATIVE PLACEMENT IN THE BOOT CAMP

### 1. Voluntary Admission:

Youth requesting boot camp placement will be required to sign a memorandum of understanding that indicates they agree in writing to be bound by all terms and conditions of the program including both the Boot Camp phase and the aftercare program. The memorandum of understanding shall read as follows;

"I accept placement in the Tri-County Boot Camp Program and agree to be bound by the terms and conditions thereof. I understand that my participation in the program is a privilege that may be revoked at any time at the discretion of the Court. I understand that I must successfully complete the entire program and in the event that I do not successfully complete the program for any reason, I can be transferred by the Court for reassignment to a correctional placement in the W.D.O.C."

### 2. Judicial Admission:

If the Court orders placement in the Boot Camp, the order must stipulate that the youth must comply fully with the Boot Camp program requirements and successfully complete each phase of the program or face the possibility of immediate correctional placement.

## TRI-COUNTY BOOT CAMP PROGRAM COMPONENTS

In accordance with the goals of the boot camp program previously outlined, the Boot Camp program shall contain the following components:

1. The Boot camp shall provide within a military model, a highly

structured daily schedule of activities .

2. The program shall provide a rigorous military-style physical training program designed to provide to teach personal self discipline and improve the physical and mental well being of the youthful offender.

3. The program shall contain individualized educational programming designed to improve the basic educational skills of the youth and to provide the youth with vocational assessment and training emphasizing job readiness, job seeking and job retention skills.

4. The program shall provide instructional components designed to promote the youth's acceptance of responsibility for the consequences of the youthful offender's own decisions, and enhance the offender's decision making skills. It shall teach the youth those skills needed to cope with anger and stress.

5. The program shall contain a substance abuse education and intervention program presented by certified staff and integrated into the over all model. It shall require each youth to submit to an alcohol and other drug assessment which shall serve to guide the level of programming need by the youth and shall be linked to his aftercare planning and services.

6. The program shall provide health education, sex education, and parenting skills instruction.

7. The program shall have a group focus that builds positively on the youth's adolescent peer attachments and help the youth to measure his gains against his own goals and record and that of his group. Group and individual counseling methods shall provide

reinforcement and individual guidance. Victim awareness and empathy training shall be a component of this process.

8. The program shall offer opportunities for youth to engage in work projects that benefit both the facility and the community, build skills and teach team work and pride and/or offer restitution.

9. The program shall engage families and seek to build on the strengths possessed by family members and the youth through assessment, counseling, pre-release activities, and community supervision.

10. Each youth shall develop during intake a comprehensive individual development plan in concert with boot camp staff and his probation officer that shall serve as the foundation for his case management plan and shall include his aftercare services and supervision requirements. The plan shall include family participation and programming.

#### **BOOT CAMP PROGRAM OBJECTIVES**

To accomplish these program specific goals, the Task Force has identified the following objectives:

- \* To establish an individual case management plan for each youth which incorporates both boot camp program objectives and linkage to a continuum of aftercare services.
- \* To provide eligible offenders with five hours hours each day (M/F) of academic or specialized instruction appropriate to their educational needs.
- \* To provide appropriate educational courses such that 70 percent of the boot camp offenders will show a one grade level increase in achievement.

- \* To provide 15 hours of substance abuse education to all boot camp participants.
- \* To provide 45 hours of substance abuse treatment for those offenders who are identified as at risk to be chemically dependent or are substance abusers.
- \* To divert initially from imprisonment or residential placement 90 of the youthful offender population determined to be eligible for either W.D.O.C. placement or residential placement in the first 12 months and 150 in the second 12 month period, with an 80 % graduation rate.
- \* To provide 30 minutes of intense physical training each day.
- \* To provide 30 minutes of military drill each day.
- \* To provide 20 hours of life skills training.
- \* To provide 5 hours of vocational training and preparation for the world of work weekly inclusive of work projects.
- \* To provide minimally, 35 hours of thinking error skills training .
- \* To provide minimally, 40 hours of pro-social skills training and aggression replacement training.
- \* To provide minimally,15 hours of health education/ sex education and parenting instruction.
- \* To provide minimally, 40 hours of pre-release preparation.
- \* To provide two scheduled opportunities for each youth to perform community service, and/or restitution or a public works project.

#### **BOOT CAMP PROGRAM PHASING**

The boot camp program will consists of three phases which total up to 11 months in duration.

The youthful offender will be placed into the Boot Camp Program.

The youth will successfully participate in all intensive treatment, education, counseling, and work projects required by the program model or face possible dismissal and commitment to a W.D.O.C. facility. The youth will submit on demand to testing for drug or alcohol as part of his treatment.

The youth will commit to development of a individual plan for personal development and include his aftercare goals.

The youth's progress will be reviewed monthly and evaluated against specific outcome measures as identified in the individual pan and program objectives.

The youth will successfully complete his current phase before he may process to the next phase of his program. It is expected that squads generally will progress as a group.

#### **PHASE ONE: BOOT CAMP RESIDENTIAL PROGRAM**

The five month Phase I residential programming at the boot camp begins with two weeks of orientation consisting of intake procedures, followed by a familiarization with the facility organization, squad based group living, expectations for program progress and rules, testing and evaluation, and introduction to military drill, courtesy and ceremony.

This is followed by six weeks of basic training consisting of an introduction of the youth to a daily 15 hour structured regimen of military drill and physical exercise, skill groups, counseling, education, work experience, and challenge and confidence course activities. It is a phase of building both squad cohesion and personal development.

This period is followed by six weeks of advanced programming consisting of intense activity designed to reinforce the basic learning model and provide for increasing accountability, both group and individual.

The focus is on an internalization of program goals and values and to practice skill building.

#### **PHASE TWO: TRANSITION PLANNING & COMMUNITY STEP OUT**

Phase two consists of eight weeks of aftercare planning and preparation for the youth's community transition. This is broken down into a four week learning and preparation period devoted to assisting youth in developing their community transition plans, meeting with families, service providers, aftercare workers, and to facilitate the development of clear goals based on their individual development plan and case management objectives, building on their program progress.

The active planning for their four week community transition experience is completed during this period.

The four week transition period is a step out process involving testing and application of the aftercare plan. It provides for active participation in community projects, home visitation, job seeking, academic and vocational enrollment and transition to community treatment resources.

This treatment period is concluded with a graduation ceremony and release to aftercare.

The participation of County Department of Social or Human Services aftercare staff and the youth's family during this process is a critical requirement to bring together the participants, the planned support services and determine supervision needs. Any problems identified during this step out period must be addressed before the youth can graduate.

#### **PHASE THREE: AFTERCARE**

Phase three is a six month program of aftercare. Youth are engaged in active community supervision and services provided through their

County Human or Social Services Department and contracted providers.

The aftercare plan was established within the youth's initial orientation period, reviewed, strengthened, modified, and tested by periodic progress and case review and reinforced by structured experiences during the boot camp phase.

Each community plan is individualized and incorporates a continuation of boot camp services, individual and family counseling and provides for a graduated reduction in levels of supervision as the youth demonstrates reliability and self governance. Lapses in technical compliance, domestic problems and relapse issues may result in a reimposition of higher levels of supervision and services.

#### **BOOT CAMP ADMINISTRATION**

The Tri-County Departments of Social or Human Services shall, based upon the recommendations of the Task Force, jointly establish an R.F.P. and contract requirements for the selection of a vendor to undertake the establishment of the Boot Camp in a suitable physical plant which has the features necessary for the administration and operation of a Boot Camp program model.

The selected vendor shall have full responsibility to operate a multi-dimensional treatment program for youthful offenders assigned to the facility in compliance with the requirements of the R.F.P., State and Federal law, and the Policies recommended by the Task Force as reflected in the contract including becoming accredited by meeting A.C.A. Accreditation Standards within the three year term of the contract.

The vendor shall hire and train staff, implement the treatment model, provide required reports, maintain required statistical data, and maintain confidential youth master record files.

The vendor shall comply with requirements for apportionment of treatment beds by each County and may establish specific agreements for aftercare services with each County Department of Social or Human Services.

The vendor contracts can contain provisions for incentives to promote low staff turnover.

#### **BOOT CAMP RULES AND REGULATIONS.**

The Boot Camp Vendor, in compliance with its contract, shall promulgate rules and regulations for the operation of the Boot Camp, which are consistent with consideration for public safety and the welfare of the youth assigned to the facility.

The Standards set forth by the A.C.A. for the establishment, administration, and operation of Juvenile Boot Camps shall be considered in the establishment of rule and regulations. Such rules and regulations shall reflect the purpose and objectives of the program and shall include, but not be limited to, selection criteria, youth discipline, program requirements, supervision standards, security, program structure, and program administration.

#### **BOOT CAMP PROGRAM EXPULSION/WITHDRAWAL**

The Boot Camp Program as administered by the three County Social or Human Services Departments shall, through their local Court, impose appropriate sanctions for any violation of the conditions of the Boot Camp Program. They may remove a youthful offender from the Boot Camp Program if the youth:

1. Commits a material violation of, or repeatedly fails to follow the rules of the program.
2. Commits any misdemeanor criminal or felony offense.

3. Presents a risk to the public, based on the youthful offender's attitude, actions, or abuse of alcohol or controlled substances.

4. A youth may also be involuntarily removed from the program in the event that the youth is for any reason medically, psychologically or otherwise unable to participate.

A youth who is involuntarily removed or voluntarily withdraws (drops out) may be presented to the Court for transfer to the appropriate corrections alternative.

#### **BOOT CAMP PROGRAM EXTENSION**

The Boot Camp may extend a youth's period of participation in Phase I for up to 31 days to permit a youth additional time to successfully complete the Boot Camp Program with the permission of the respective County Department of Social or Human Services.

#### **BOOT CAMP PROGRAM COMPLETION**

Upon certification by the Boot Camp Operator to the County Department of Social or Human Services that their youth has successfully completed this phase of his treatment, he shall be considered to be on active probation and returned to the community under the direct supervision of his County Department of Social or Human Services.

Case management and youth services coordination are the primary responsibility of the County Social or Human Services Department when implementing transition planning in conjunction with the Boot Camp staff, the youth, and his family.

#### **BOOT CAMP RECYCLING/REPEAT PROGRAMMING**

Youth in aftercare who are experiencing adjustment problems may be ordered to return to the Boot Camp to repeat some or all of their program. This decision will be made through a staffing with Boot Camp Staff and

the County Department of Social or Human Services with their subsequent recommendation to the Court.

The Court shall render a decision based on the needs of the youth, bed availability, and public safety.

#### **BOOT CAMP STAFF TRAINING**

The County Department's of Social and Human services shall jointly establish minimal qualifications for all Boot Camp personnel and require a contracting provider to submit for approval an employment and training program that meets the standards set forth in the American Correctional Association Standards for Juvenile Boot Camps. The recruitment of staff and their training shall be completed prior to the Boot Camp opening and their assignment to the program.

#### **BOOT CAMP BEHAVIORAL EXPECTATIONS FOR YOUTH**

The Boot Camp shall establish behavioral expectations for youth conduct and military courtesy. These expectations shall be rational and shall address greetings, common courtesy, language, housekeeping and hygiene requirements, personal property, respect for others and their possessions, dress code and hair style, and rules of conduct, violations, setting forth due process procedures and consequences.

Youth shall be taught military courtesy, ceremony, drill, formation and squad movements and marching precision in order to foster pride, discipline and leadership. This training shall be viewed as a means, not an end in itself. Staff shall not employ any demeaning language, nor corporal punishment in the supervision or instruction of youth. Staff shall model correct behavior and shall use positive reinforcement, guidance, and standard curriculums to teach youth mastery of military skills, courtesy, respect for others, norms for group living, values and personal conduct.

Expectations for daily living, mealtime conduct, group meetings, classroom conduct, challenge activities, personal safety, group safety, drills and movements will be established, modeled, and taught.

Prohibitions related to noise, gang signs or graffiti, posture, borrowing or lending, gambling, extortion or theft, sexual misconduct, assault or fighting, disrespect, refusal, or physical contact shall be clearly identified in rules of conduct.

The Boot Camp shall establish a system for due process and appeal where sanctions imposed result in demotion, loss of privilege, or restriction or confinement.

Conduct which is law violative or threatens the safety of others can result in expulsion. Expulsion can result in the youth being returned to the Court with a recommendation for transfer to W.D.O.C.

#### **BOOT CAMP DAILY PROGRAM SCHEDULE**

The Boot Camp shall establish a daily schedule for all components of the program which shall provide for 15 hours of structured activities daily depending on the phase. All activities shall be staff planned or approved, directed and supervised.

#### **BOOT CAMP FOOD SERVICES**

Boot Camp food service shall provide three home style meals daily supplemented by an evening snack. In circumstances where arduous exercise occur, provision shall be made for nutritional supplements and fortified liquids.

Menus shall provide high-caloric foods that are rich in complex carbohydrates, vitamins, minerals, fiber and high quality protein. Menus shall meet the standards of the National Dietetic Association, be varied and provide for religious preferences.

Food Service Operations shall meet the standards established by the American Correctional Association. Youth may be assigned to food service duties as part of their training.

#### **BOOT CAMP HOUSEKEEPING**

All youth are expected to contribute to the cleanliness and maintenance of the facility. Housekeeping assignments are rotated among squads on a weekly basis and are not to be used as a punishment. Youth are to be given supervision and instruction in the proper methods for cleaning, disinfecting, and general maintenance of the facility.

All use of chemical agents and cleaning equipment will be properly supervised by staff at all times. Use of power equipment shall be guided by proper instruction and supervision. Minor repairs, painting, and similar tasks are opportunities to learn proper methods and to demonstrate work habits.

Squad leaders shall prepare weekly housekeeping and work detail assignments and individual tasks to insure that all areas are properly cleaned and sanitized. Youth can be assigned to yard maintenance, vehicle maintenance, kitchen, dining room, and dish washing details, laundry, floor maintenance, shower and toilet sanitation, window washing, office, classroom, visiting and group room cleaning, trash removal, gardening, and snow removal. Make work projects are not permitted. All work must be useful and valued.

Youth are to be taught that work is both valuable and necessary with positive reinforcement for jobs well done.

Inspections of facilities and youth, proper standards for making beds, keeping orderly lockers, and personal appearance are all part of learning self sufficiency and shared responsibility in group living.

## **BOOT CAMP LAUNDRY SERVICE**

All youth shall be taught how to properly launder and iron their clothing, operate washers and dryers and rotate on laundry assignment to launder facility linens, towels, blankets, dish towels and bulk items.

## **BOOT CAMP YOUTH MASTER RECORD FILES**

The Boot Camp shall establish a master record file for each youth assigned to the facility. Confidentiality of these records shall be maintained in compliance with State Law and County regulations.

The master record file shall consist of the administrative, counseling, disciplinary and clinical records, the youths' medical file and the youth's educational record. The master record file shall be the property of the County Department of Social or Human Services which has responsibility for the youth and shall be returned to them when the youth leaves the program.

The Boot Camp Staff, County Social and Human Service Officers, the youth's parent or guardian and the Court shall have access to the contents of the file. Electronic files shall be downloaded to a disk and returned with the master record file.

The Boot Camp Operator may retain such business records as are required by business practice. However, all youth records shall be confidential, shall be kept in a secure file with appropriate access controls and shall be disclosed only for those purposes permitted by law.

## **BOOT CAMP COUNSELING PROGRAM**

### **1. Individual counseling:**

All Youth will receive individual counseling. Family, group, and individual strategies shall be used. Sessions will focus on issues related to delinquent behavior, including but not limited to, self awareness and

decision making, substance abuse education, intervention, emotional management including anger management, conflict resolution, grief, and interpersonal relationships.

The counseling model may employ tools such as reflection logs, job books, or other systems of guiding the youths response to the learning process.

## 2. Group Counseling:

The primary counseling technique used will be groups. Groups will meet twice daily and will be of three types, Educational, Focus, and Helping.

Education groups will provide the youth with basic information relative to how the Boot Camp Program is organized and explain expectations for each of the program components. Education groups meet regularly to reinforce program concepts and involve the use of youth who have advanced to the transition phase.

Focus groups have two purposes: to inform and to focus the group members on specific activities that are structured and that will occur in a specific time period. Instruction and group building exercises are sequentially processed by these groups.

Helping groups are intended to address group member's problems or thinking errors and to teach specific social skills. These groups have a highly structured format and are held daily. They may be followed by one on one counseling.

The intent of this process is to develop a pro-treatment group culture, to review the appropriate level of privileges based on the degree of responsibility a youth has exhibited in the program and to confront youth and staff issues in a non-threatening and supportive environment.

Staff leadership is intended to model appropriate behavior and to serve to encourage each youth to maximize his potential and work successfully towards his goals. Staff Squad Leaders are trained to initiate group sessions to deal with preparations for specific activities, address behavioral problems and to give positive feed back and recognition for positive gains or accomplishments. Behavior management is to be incorporated into all skill training and group exercises.

#### **BOOT CAMP ENCOURAGEMENT OF FAMILY INVOLVEMENT**

Each youth's family is central to his world and encouragement of the youth to interact with his family is critical to the Boot Camp Program.

As soon as possible after assignment to the Boot Camp staff will make every effort to encourage the family to visit and to participate with the youth in goal setting and progress review sessions along with the counselor and aftercare worker. The youth's initial case plan and goals will be reviewed with the family and joint planning for family counseling and services will be undertaken with the County Department of Social or Human Services prior to the transition phase.

#### **BOOT CAMP EDUCATIONAL SERVICES**

Educational programming is critical to a youth's future. Most youth have not experienced educational success. The Boot Camp Program must place high priority on educational achievement and experiential learning. It seeks to create a learning environment that crosses all phases of program activity.

Experiential learning is learning by doing then teaching others by example. The core academic program features an individualized curriculum that focuses on development of competencies in reading skills, language, writing, mathematics and phonics.

Additional instruction is provided in citizenship, social studies, and experimental challenge activities. These curriculums incorporate units addressing anger management, victim awareness, personal hygiene, health, human sexuality, understanding cultural diversity and parenting skills training. Team teaching may be done by the nurse, squad leaders, drug counselors, and teachers.

Special education services are available to each youth. Preparation for G.E.D. and completion of Carnegie units are provided for youth whose academic track merits advanced instruction. Innovative techniques, tutoring and monitoring, computerized and individual instruction will be utilized. Staff Squad Leaders will move with their squads to each squad instructional activity and will assist teachers in the classroom and youth with homework or special assignments.

The youth's educational plan will involve communication with his community school and incorporation of the educational goals in his case plan for community transition. Pre and post testing at designated intervals supported by individual progress measures will help each youth to assess his progress. Staffing youth with special education needs to accommodate the youths individual educational plan goals will take place as an integral part of the academic plan beginning with orientation and planning for the youths return to the community educational system.

The Boot Camp strives to provide an educational environment that is orderly and conducive to learning, which employs skilled and motivated teachers, and which uses state of the art curriculum and instructional materials. It seeks to teach youth how to apply themselves, develop study skills and accept challenges.

Basic education instruction will be given for five hours each week

day with provision for homework, special projects, and makeup review in the evening.

## **BOOT CAMP VOCATIONAL ASSESSMENT AND EMPLOYMENT TRAINING**

The Boot Camp Program will not provide technical vocational classes. It will provide youth with work experience, work skills and work training projects. It will provide youth with preparation for vocational class enrollment during aftercare. It will present youth with an understanding of job market opportunities, job seeking skills and will teach youth from a curriculum that addresses:

- Job applications
- Employment interviews
- Proper dress
- Proper speech
- Timeliness and tardiness
- Supervisory relationships
- Relationships with co-workers
- Sick leave
- Conduct in the workplace
- Personal financial management
- Reliability and how to get promoted

Aftercare planning for vocational training and or employment is initiated in concert with the County Department of Social or Human Services. The transition phase of Boot Camp programming will provide opportunities to initiate the plan for enrollment or employment or both. This can be done while the youth has the support of the facility and before he is released to supervision in the transition phase.

## BOOT CAMP PHYSICAL ACTIVITIES PROGRAMMING

### 1. Physical conditioning:

The Boot Camp Program requires for admission that a youth has been medically certified by a physician to be capable of rigorous conditioning and demanding physical activity. Each youth will experience one and a half hours of conditioning in a fitness program each day.

The Boot camp fitness program will begin with *Preparatory Physical Fitness* starting with an assessment followed by conditioning during the youths' orientation period at the camp. The objective is to help each youth progress from a lower level of personal fitness through gradual, planned increases in frequency, intensity, and duration of conditioning to achieve sound physical fitness.

*Physical Conditioning* is the advanced phase of fitness training that incorporates increased workload and strength building.

The third phase of the fitness program is the *Maintenance Phase* designed and intended to sustain a high level of fitness. Each youth's progress is measured against himself. Large muscle exercise, running, challenge course and obstacle course activities are planned both as individual efforts and as group challenge activities.

### 2. Experiential, Obstacle, & Challenge Course Training:

Boot camp Staff Squad Leaders will provide youth individually and in squads with challenges designed to lead groups to cooperation, organization and motivation to achieve as a group completion of training activities beyond the capability of individuals acting alone. Obstacle and challenge courses will provide a series of tasks that are increasingly more complex and require combinations of strength and group cooperation. Leadership/followership skill development promotes self worth, personal

responsibility, and a sense of connection to others.

Squads are challenged to decide how problems will be solved and are encouraged to structure their own solutions, choose a leader, analyze and organize the execution of each task. Squad cohesion enables the squad to learn to settle differences give helpful feedback, evaluate group and individual performance, and support each member as he faces personal problems. The repeated use of the group process fosters insight and teaches helping skills which builds positive group norms.

The main ingredients of experienced based tasks can be summarized in the following principles:

- \* The activities appear to be untenable to the participant; however challenges are carefully planned, proscribed, and directed to fit the needs and capabilities of all participants.
- \* The tasks are incremental. Skill development entails a gradation of difficulty.
- \* The problems are concrete. Success and failure stand out clearly, and tasks have clear beginnings and ends.
- \* The activities are adaptively and/or competitively challenging. The tasks are inherently challenging to youth.
- \* The problems offer real and immediate consequences and feedback to the participants that are readily apparent.
- \* Problem resolution require that the youth draw upon the full compliment of their physical, emotional, and cognitive resources.
- \* Group interaction, cooperation, and organization are major components of the activities.

Completion of challenge programming successfully gives youth improved self concepts, a sense of achievement, and life skills. These activities are blended into the overall program and serve to reinforce the treatment model as powerful tool which enhances the effectiveness of other services. Learning by doing is a powerful concept for young people who have had little personal success.

Staff Squad Leaders have expertise and follow rigid safety guidelines which are taught as part of each exercise to the participants.

#### **BOOT CAMP RECREATION ACTIVITIES**

The recreation activity model seeks to teach alternative leisure time activities that are grounded in physical activity and mental growth. It sponsors intense, creative and varied activities not revolving around television or playing cards or sedentary pastimes. Crafts, games, and group intermurals are used to give exposure to concepts and are intended to:

- \* Develop self-discipline
- \* Build self-confidence
- \* Develop trust in others
- \* Teach cooperation and teamwork
- \* Learn alternative ways of challenging aggressions, dealing with stress, and having fun without breaking the law.
- \* Achieve and maintain physical fitness and good health
- \* Develop and improve athletic skills
- \* Develop good sportsmanship and learn to play by the rules

## **BOOT CAMP RELIGIOUS SERVICES**

Youth will be encouraged to participate in a religious program of their choice. Youth's families are contacted by the Platoon Leader regarding their requests for specific religious services or counseling. Religious holidays and dietary restrictions are observed.

The Boot Camp provides training, briefing, and supervision to volunteers and visitors who conduct religious services and visitation to youth.

Youth have access to religious publications and instructional materials either through volunteer clergy or the Camp library. The religious needs of youth will be accommodated within the perimeters of the operation of a safe and orderly facility.

## **BOOT CAMP TRANSPORTATION SERVICES**

Youth assigned to the Boot Camp will be transported by the County Sheriff in accordance with the security policies of the Sheriff's Dept.

After receipt of the youth at the Boot Camp, transportation is the responsibility of the facility. Transportation activities require licensed staff, mechanically safe and appropriate vehicles, mobile communications capability, and preplanning of all trips and activities to insure adequate preparation, security, and safety.

Boot camp vehicles that transport youth have driver controlled electric door locks and windows for security and safety. Vehicles are equipped with mobile phones and are regularly serviced and inspected and meet state insurance requirements. Seat belts are used in compliance with state law and vehicles are driven in accordance with traffic safety requirements.

They are equipped with emergency warning markers and road flares

and the Boot Camp has contracted for emergency road services.

The Boot Camp will provide all transportation necessary to support its program including providing youth with transportation to off grounds health services, jobs and job training, aftercare placements and appointments, home passes and family contacts, educational and recreational field trips, community service work, and specialized activities.

Transportation requiring security will be coordinated with the County Probation Services and the Sheriff.

Transportation by a youth's family to and from the Camp is generally the responsibility of the youth's family but where necessary, accommodations can be made to assist families where other options are not viable.

Youth behavioral norms are reflected in the Boot Camp Transportation Policy and Procedures defining the following:

- \* acceptable levels of conduct from youth on an outing, and the penalties when violations occur.
- \* requirements for staff supervision for youth in transit and while away from the Camp.
- \* procedures for notification of an emergency, a problem with a youth, mechanical failure, accident, or other unusual occurrence.
- \* staff will be at least 21 years of age and have a safe driving record with a valid drivers license for the type of vehicle to be operated.

#### **BOOT CAMP RESIDENT HEALTH CARE**

1. All required ordinary medical, dental, and emergency services

will be provided during the youth's stay at the facility by the vendor. All youth assigned to the Boot Camp Program will have had a pre-admission physical exam and been certified by a physician to have met the standards of the American Academy of Pediatrics requirements for strenuous contact sports. The Boot Camp Staff who have direct contact daily with youth will have annual C.P.R. and Red Cross or other certified first aid training.

A nurse will be scheduled to the facility to handle daily medical issues and medical evaluation, treatment and emergency dental care will be available through licensed local providers. Emergency transportation by ambulance will be provided through local services. The best medical programs focus on prevention. The nurse will teach health education, sex education, and parenting as part of the life skills curriculum. All staff are given safety training and taught accident prevention through supervision and preplanning of activities.

2. Psychological/psychiatric evaluation and treatment services will be established. Each youth prior to placement will have been screened by the Counties Department of Social or Human Services by a mental health professional (licensed social worker or clinical psychologist) and those youth assessed as requiring the treatment services of a mental health professional will not be recommended for placement in the Boot Camp Program.

Youth who experience emotional difficulties while in the facility program will be referred for evaluation and a determination as to their continued suitability for participation made at that time. Youth who will require long term psychiatric or psychological intervention may be removed from the program. Provisions for crisis care services are part of

the medical program, including emergency psychiatric intervention.

## **BOOT CAMP SAFETY PROCEDURES**

The Boot Camp policies and procedures integrate safety requirements and training into all aspects of both operations and programming.

### **1. FACILITY DESIGN:**

The design of the physical plant incorporates requirements for fire safety. The design also reflects good correctional practice providing for containment, supervision sight lines, and communications capabilities.

All areas are intended to be capable of visual supervision and provide little opportunity for seclusion.

A.C.A. Standards require that furnishings meet standards for flammability and smoke suppression. Secure areas are provided for safe storage of caustics, cleaning supplies, flammables, tools, knives, and personal property, and keys.

Internal policies related to supervision of youth and movement of youth, accountability for all youth at all times and structured activities are intended to reduce the potential for incidents or accidents.

### **2. Drills:**

In compliance with A.C.A. Standards, staff and youth training make provisions for emergency evacuation drills, fire safety training, use of fire suppression equipment, severe weather or tornado procedures, accident emergency response, disturbances, and facility bomb threats.

Experiential education and challenge activities require both staff and youth know and practice safety procedures. Emergency medical response to anywhere in the facility is required of on duty medical personnel and the Staff Squad Leaders within four minutes.

First aid kits are provided at all control points, in all vehicles, and are part of all activity resources when planning off grounds programming.

### 3. Emergency Medical Care:

All direct care staff are trained in C.P.R. and first aid and have practiced emergency response drills. All direct care staff know how to:

- \* determine the nature of an injury or illness with as much detail as possible
- \* notify appropriate medical or emergency ambulance services
- \* if the youth or staff can be safely moved they will be assisted to the appropriate medical services for diagnosis and treatment
- \* report all injuries or illness requiring emergency response to the Boot Camp Commander or duty officer immediately and an incident report written.
- \* timely notification to parents or guardians of the nature of the injury or illness

### 4. Fire Safety:

The design and construction of the facility meets or exceeds the applicable fire safety codes. Policy and practice provide for all staff and youth to receive training in fire safety, fire suppression and evacuation procedures.

Policy and practice require periodic inspections at the facility level and by local or state inspectors as required by code. The facility will comply with A.C.A. Standards for correctional fire safety, and with N.F.P.A. guidelines for all flammable, toxic, and caustic materials.

Training in fire safety shall include wilderness campfire and Wisconsin forest protection codes.

## 5. Weather Emergencies :

Weather emergencies include tornadoes, high winds and violent thunderstorms, flooding, high heat, extreme cold and snow. All staff are trained to understand the U.S. Weather Service warning and alarm terminology and the appropriate response by facility policy.

A weather warning radio alarm is part of the standard equipment of the Boot Camp Control Center. Off campus activities by squads will be planned to avoid weather emergencies when ever possible. Youth who are outside during a weather emergency will be moved to safety.

Youth and staff will dress appropriately for both the season and weather conditions.

## 6. Experiential Education Activities:

All experiential education activities will be under the supervision of trained Staff Squad Leaders because of the nature of experiential learning. Staff Squad Leaders will integrate safety into every aspect of the participants' learning experience with a requirement that the participant's plan for safety in the conduct of the activity.

Clear guidelines will be in place for every activity and a checklist of safety requirements will be established for each activity. Developing an attitude that demands a safe environment is a program goal that goes beyond procedure and embraces caring for each person that is a part of the group.

## 7. Boot Camp Administrative Safety Practices:

The following Boot Camp Administrative Safety Practices apply to all program activities in all Phases:

1. Safety practices must meet approved standards and are applied regardless of the skill level of participants.

2. Written safety policies provide the foundation for training and the exercise of judgment; actual conditions may require more stringent precautions.
3. Any departure from specific safety practices can occur only in an emergency and must involve a carefully developed rational and defensible plan. An incident report must be given to the Commander of the Boot Camp whenever safety policies are not followed and the actions are subject to administrative review.
4. Illegal drugs and alcohol are incompatible with Boot Camp programming. Neither staff nor youth may partake of either drugs or alcohol. Youth or staff on prescription drugs must have medical review and permission to participate.
5. Signed "assumption of risk" statements are required for all participants and parents or guardians understanding of the inherent risk in challenge activities.
6. All program activities conform to state and national laws and regulations.
7. All activity participants can participate only with the direct approval of the on-site instructor.
8. A safety briefing will be given prior to the activity. All participants will be given a full explanation of the risks and expectations for the activity and the safety measures to be followed.
9. The Boot Camp has established staff/participant ratios for all challenge programming activities.
10. All participants will have instructions and demonstrated understanding of their roles in activities that place members of the

group in a position to be responsible for the safety of others.

11. No youth will be permitted to participate alone or on their own in any challenge activity.

## **BOOT CAMP SECURITY POLICIES AND PRACTICES**

The Boot Camp is a TYPE II C.S.I. staff secure facility. The security of the facility must address the standards set forth in the A.C.A. Boot Camp Standards. Policies and procedures are based on requirements for 24-hour per day staff secure supervision, comprehensive control procedures related to movement, counts, supervision and searches and the establishment of a squad based positive peer culture, reinforcing group norms and acceptance of group responsibility for helping other youth meet security requirements.

It is expected that a fully programed day will prevent most security issues that are related to idleness and non-directed activities. Security components include:

1. Active programming:

Youth are programed in scheduled positive activities 15 hours per day.

2. Training for all staff:

Staff are trained in appropriate practices and procedures. Basic staff training for direct care staff total 120 hours in addition to orientation the first year and 40 hours each successive service year.

3. Providing adequate reporting systems and equipment:

The facility provides equipment and training for continuously accessible communications between supervisors and direct care staff. Cross training for all shift assignments will be

given and post orders established for all security and instructional posts including kitchen, dining room, dorms, shower and toilets rooms, classrooms, drill field and challenge courses, gym, and visiting area.

4. Supervision and controlled movement of youth:

All youth are continuously supervised as they progress through each component of the program day. Youth are never left unsupervised by a staff member until they achieve promotion to the step down phase of the program.

Intensive staff supervision is an opportunity for relationship building between staff and youth. Squad Leaders and teachers are expected to participate in each activity with youth not apart from youth. As youth progress to transition they must accept increased responsibility for self regulation as a preparation for aftercare.

5. Counts:

The Boot Camp maintains a formal system for counting all youth prior to shift change three times per day. In its control center the Boot Camp maintains accountability for the whereabouts of all youth and direct care staff on a continual basis. Each staff person who has youth assigned knows who they are responsible for and communicates any movement to the central control.

All youth are accounted for on each shift and all off grounds movement tracked to provide a total accounting for all youth for whom the facility has assigned responsibility, including youth on home passes or in community placement prior to

graduation to aftercare.

6. Searches:

Staff will conduct searches of buildings, grounds, vehicles, lockers, and youth to find contraband and to make the facility safe. All policies governing searches will be established in compliance with A.C.A. Standards.

7. Control of Keys:

The Boot Camp will implement a complete key control policy for both facility keys and staff keys to insure accountability for all keys and their security.

8. Control of Tools, Caustics, Flammables, and Toxic Substances:

The Boot Camp will institute procedures to insure accountability and safe storage for all tools, knives, and potential weapons which must remain under staff control and all caustics, flammables, and toxic substances.

9. Transportation Security:

Youth in regular program status will be transported with out restraints. Transportation of youth in the Boot Camp during Phase I will require staff escort by two staff members in vehicles equipped with driver controlled door locks and windows. Youth shall be seated in the rear seat. Seat belts will be used with one staff seated behind the driver and next to the youth at all times. Youths being returned to a secure facility will be transported in restraints.

10. Use of force/Physical Restraint:

Only the amount of force required to control a youth or a situation will be used. Staff intervention using physical force

will result in restraint where a youth intends physical harm or has harmed someone, himself, or property and where the behavior threatens the safety of others or the security of the facility. Force may never be used as punishment.

Direct care staff will have training in the proper use of restraint procedures. Use of mechanical restraints as a last resort to control a youth can be authorized by the Boot Camp Commander or Duty Officer.

All use of restraint by physical force must be verbally reported immediately and documented by incident report. An administrative review will be undertaken by the appropriate County Department of Human or Social Services and reported as required by law or regulation.

If a criminal complaint is lodged, the law enforcement agency will process the complaint, arrest the youth and remove him to secure detention pending a hearing. Staff will be trained to restrain only when absolutely necessary and with care and consideration.

11. Escape Plan And Drills:

A comprehensive plan for notification to authorities in the event of a youth absconding from the facility shall be established. The plan shall include systematic methods for timely notification, facility and grounds search, providing up to date information regarding the youth's description, the circumstances of the escape, and all known intentions to local law enforcement agencies. An incident review and follow up training for staff shall be conducted following an escape.

Review of the plan shall be made annually with local law enforcement agencies. Practice drills shall be conducted quarterly rotating by shift to insure all staff are trained.

#### **BOOT CAMP YOUTH MANAGEMENT BEHAVIORAL PROGRAMMING**

All effective treatment programs must target control of aggression and manage limit setting. Managing and controlling aggressive youth requires teaching and reinforcing alternative behaviors by example, by instructional methods, by counseling, by reinforcement and by sanction.

Components of effective programming which are included in all aspects of the Boot Camp model, foster and internalize aggression control, provide consequences and reward compliance and teach self discipline to youth. These components are:

1. A Positive Peer Culture expectation system which confronts, handles and ends problems and misbehavior as it occurs.
2. Privilege restriction for minor misconduct or failure to comply.
3. Barracks restriction for limited periods as a way to remove a youth for a cooling off period.
4. Due process disciplinary level demotion for serious infractions.
5. Repeating or recycling phases or portions of phases.
6. A system of privileges, with recognition for positive progress.

#### **Seven Steps Of Accountability Intervention Technique:**

Staff are trained to use steps of accountability or a similar technique to provide a system of analysis for problem solving in a non-escalating manner with youth's who are verbally out of control.

The technique is designed to provide youth with time to reconsider their behavior without prolonging the issue. *The purposes of the steps of accountability system are to:*

1. Promote positive peer pressure by encouraging peers to observe and confront behaviors which violate the rights of others or is irresponsible.
2. Accustom youth to respond immediately to a warning to check their behavior and to get into the habit of checking themselves.
3. Help peers to set limits on negative behavior.
4. Teach youth to identify negative behavior and understand how it hurts or harms others.

*The seven levels of response to norm violative behavior are:* The first step is a friendly non-verbal gesture of concern intended to change the behavior of the youth to prevent escalation to a problem. The second step is a concerned non-verbal warning by gesture or expression of disapproval. The third step is a helpful verbal comment of concern communicated in a cordial manner that expresses disapproval of the behavior. The fourth step is a concerned verbal comment that communicates a concern that the behavior is becoming a major concern. The fifth step is to request assistance and support from staff/and or youth if the proceeding warning is unheeded. This alerts the youth to the high level of concern that his behavior is generating and warns him to desist. The sixth step requires staff intervention. This is the last step where the youth has a chance to desist and not lose face or level status. Step seven involves use of restraint measures by staff .

Privilege Restriction:

This response allows a variety of privileges associated with levels of performance to be temporarily withdrawn. The loss of a privilege will not interfere with regular program participation, be demeaning, or be disrespectful. No restrictions on diet, use of toilets, showers, legal mail,

sleep, medical services, or religious practices or educational programming are permitted.

Barracks Restriction:

Imposition of Barracks Restriction can only be done by the Platoon Leader with the consent of the Boot Camp Commander. Barracks Restriction is defined as a 24 hour period where all privileges are canceled except for basic disciplinary level privileges. Examples of conduct meriting this sanction are failure to confront negative behavior, undermining the peer process, failure to participate in platoon meetings, poor sportsmanship, rudeness or unruliness around others.

Discipline Level Demotion:

This is a sanction imposed for a major or critical offense or for refusal to cooperate or persistently demonstrating poor performance with low scores on the individual grading system. The purpose of the Discipline Level Demotion is to confront aggressive behavior by providing a clear example of consequence when individuals do not take responsibility for their behavior. Youth demoted to the Disciplinary level must in addition to loss of privilege complete a behavioral contract. The contract is for a five day period and assigns specific tasks to the youth. Successful completion results in restoration of privilege. The youth is "OFF TALK" with peers except for staff monitored conversations that are scheduled for specific purposes.

Basic Privileges On Discipline Level:

Youth placed on basic Discipline Level have two work details per day, can send and receive mail, attend school or tutorials, participate in religious services, visits, and personal hygiene, sick call and may communicate only with staff except during scheduled discussion. Their

movement is restricted and they must sit only in designated areas. They must go to bed one hour before lights out.

#### Earned Privileges On Disciplinary Level:

Youth with a behavioral contract can earn restoration of privileges based on contract performance. The Platoon Leader and the youth's squad establish the contract based on the infraction and the youth's particular problem. The youth's peers are expected to monitor compliance as well as the Staff Squad Leader. Frequent feedback is given to the youth and encouragement as he completes portions of his obligations.

#### **YOUTH TRANSITION TO AFTERCARE**

Planning the youths transition to aftercare begins with the youth's arrival at the Boot Camp. During the orientation phase the youth, the Boot Camp Commander, the Platoon Leader and the County Department of Social or Human Services staff and the youth's family review with the youth his case history, explore strengths, and jointly work to develop the case plan goals including aftercare. Care must be taken to insure that the planning reflects the programing resources and services that can realistically be provided and that the family's participation and support are critical to the establishment of goals that are strength based.

The progress towards those goals will be reviewed and reported in each phase of the program. Adjustments will be made to the plan reflecting the youth's progress and community circumstances. Family participation in the plan at each phase of a youth's program is encouraged and supported by the program structure.

#### **Philosophy and Approach**

Approximately sixty days prior to graduation as the youth enters the Transition Phase of the Boot Camp Program, the youth will meet with his

assigned County Department Of Social or Human Services Worker at the Boot Camp to review and update the youth's transition case plan.

The overall structure and content of the plan will be reviewed including all goals and time frames. This planning is a mutual effort by the youth's County Department of Human or Social Services assigned Worker and the Boot Camp staff to support the youth's transition. Each County Worker will engage their resources to support both the service component and the level of supervision mandated by the youth's level of risk.

The youth will participate in a graduated set of community activities to test gains and prepare for his return to his community placement. Youth's entering the step down transition phase will receive supervised visits to the community which engage the youth in activities related to the service plan. Platoon meetings held during transition will focus on anticipating community adjustment problems and the youth will have an opportunity to confront these issues while still supported by the camp setting and peers.

Prior to graduation, his level of probation supervision and reporting requirements will again be reviewed. Specific performance objectives and support services will be discussed and a contract structured that contains these program requirements. Parental involvement with this process and the contract including agreement for family participation in services will be sought at this time.

Contract expectations include cooperation with parents or guardians and counseling services and, if required, daily attendance and participation in scheduled activities at a designated report center, school or alternative school and /or work site.

Cooperation with trackers, participation in mandatory restitution or

community service projects, active employment seeking, group and individual counseling, curfew compliance, and no intake of illegal drugs or alcohol (as insured by random drug testing) are basic requirements.

A youth's current weekly schedule of activities will have been established in the prior week. Satisfactory contract performance can lead to reduced supervision and a greater level of individual accountability.

### **Basic Structure**

The aftercare program will provide community treatment and supervision that is a continuation of the youth's case plan and is designed to ensure that the gains made at the camp continue and are translated into long term, internalized growth and change. Community programs for aftercare services can require a combination of:

1. A day report center which will provide space and staff for conduct of group meetings, a continuation of life skills classes, drug monitoring and educational and or employment support and counseling.
2. The services of a community coordinator who can manage a volunteer program of indigenous community members to support and supervise the report center.
3. Case managers who will follow each youth's individual case plan, provide group, individual and family counseling as needed and coordinate community activities.
4. Trackers who will personally visit youth at home, at work and or school, face to face as well as by phone to encourage compliance with restrictions, curfew, and monitor adjustment.
5. A community service and restitution program that will address youthful offender accountability and victim empathy.
6. A 24 hour hot line for assistance.

7. Brokerage to other services for both the youth and his family.

8. Relapse or intervention strategies that may include reimposition of higher levels of supervision, changed curfew or reporting requirements, electronic monitoring, added services, or return to boot camp for a periodic stay, or revocation.

#### **Additional Vendor Options to Provide Aftercare Services By Contract**

The three County Department's of Human or Social services have an established a range of services that reflect their unique Probation Supervision systems. A Boot Camp R.F.P. can provide Offerors an opportunity to present additional alternative contractual aftercare service options which an individual County may wish to contract for to enhance their continuum of care and services.

## **TRI-COUNTY BOOT CAMP PLANNING PROJECT**

### **MANAGEMENT**

The Management Team met in Racine, Wisconsin on June 10-11, 1996 as part of the Boot Camp Planning Workshop. The objective was to develop a management structure for the operation of the Tri-County Boot Camp. Early into the discussion the issue of funding for the project surfaced. It was clearly stated that no new funds were available for this project. Other options were considered and it was decided that a purchase of service arrangement with an existing vendor would best for the three Counties.

Under this arrangement, the Tri-County Juvenile Justice Task Force would issue an RFP for the administration and operation of a boot camp program. The Task Force would evaluate the proposals, select a vendor and provide oversight. Each County would have individual contracts for each placement. The vendor would respond to the Task Force for all technical questions and to the individual County on specific issues related to individual cases.

The role of the "host county" needs to be more clearly defined.

TRI-COUNTY JUVENILE JUSTICE TASK FORCE BOOT CAMP PILOT  
R.F.P FOR THE COUNTIES OF MILWAUKEE, KENOSHA, AND RACINE  
WISCONSIN

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## 1. OVERVIEW

A. *Purpose:* The purpose of this Tri-County Juvenile Justice Task Force Request for Proposals (R.F.P.) is to solicit sealed proposals in order to establish contract(s) to secure the private operation of a Type II, juvenile residential boot camp facility, sufficient to house 60 juvenile offenders. The contract(s) secured through competitive negotiations will be with one or more vendors for a period of up to three years with a potential for two one-year renewal options and will be executed by Milwaukee, Kenosha, and Racine County Departments of Human or Social services.

B. *Definitions:* The following terms used in the Request for Proposals (R.F.P.) will, unless the context suggests otherwise, have the meanings set forth below:

"A.C.A. Standards" means American Correctional Association Juvenile Boot Camp Standards.

"Aftercare" refers to the prerelease planning and continuum of services and supervision provided to each youth in the community for the period of his probation supervision.

"Exec Board" means the Executive Committee of the Tri-County Juvenile Justice Task Force.

"Construction" means the design and building of a facility or the renovation of an existing facility to suit the intended needs of the project.

"Contract" means the individual contract entered into between the Department of Human or Social Services of Milwaukee, Kenosha, or Racine County and the Contractor for the design, financing, construction or renovation, equipping and operation of the Boot Camp facility.

"Contractor" means the firm awarded the contract(s) to provide the design, construction, furnishing, fixtures, equipment, personnel and program management services required under this Request for Proposals (R.F.P.).

"Contract Monitor" means the agent(s) of the Tri-County Executive Committee designated to monitor the program operations of the facilities for compliance with contract provisions and coordinate actions and communications between the Counties and the Contractor(s).

"Court Orders" means any existing or future orders or judgments issued by a court of competent jurisdiction or any stipulations, agreements or plans entered into in connection with litigation , which are applicable to the operation, management or maintenance of the facility or related to the care and custody of juvenile offender residents at the facility.

"Department" means the County Department of Social or Human Services.

"Facility" means the entire physical plant including land, buildings, roads, fences, utility systems, etc. to be provided for Boot Camp program and operations by the Contractor.

"Fiscal Year" means any one-year period beginning on (insert dates) which periods are used for budgeting purposes by the three Counties who are parties to this R.F.P.

"Intensive Aftercare" means community transitional and supervision services involving the respective County Social or Human Services Agency and any post release services contracted for by the Counties.

"Juvenile Offenders" means offenders aged 14-16 committed by the courts to the temporary custody of their respective County Department of Human or Social Services and specifically assigned to the facility as a disposition in lieu of placement in the Wisconsin Department Of Corrections or to an alternative placement.

"Juvenile Correctional Center" means facilities for the rehabilitation, training and confinement of juvenile offenders who are committed to the Wisconsin Department Of Corrections by the courts of the State Of Wisconsin.

"Juvenile Residential Boot Camp" means a short term, staff secure, Type II juvenile residential facility with highly structured program components including, but not limited to, military style drill and ceremony, physical labor, counseling and treatment, education, health care and rational discipline, followed by no less than six months of intensive aftercare as provided by the three Counties Department's of Human or Social Services structured to provide habilitation to delinquent offenders.

"Offeror" means any individual, corporation or other entity submitting a proposal to provide the design, construction, furnishings, fixtures, equipment and management services required under this Request for Proposal.

"Per Diem Rate" shall mean the cost for placement per youth in residence, per day.

"Program Services" means those component service and treatment functions and Boot Camp model defined herein by the requirements of this R.F.P.

"Resident" means juvenile offenders aged 14-16 placed in the court ordered custody of the County Department of Social or Human Services by the Juvenile Courts and assigned to and residing at the Boot Camp facility.

"R.F.P." means this Request for Proposal, together with all amendments and attachments thereto.

"Sex Offender" means any juvenile found to have committed a First or Second Degree sex offense as defined by Wisconsin statute.

"Security Systems" means those policies and practices related to maintaining custody of youth, accounting for their whereabouts, effecting continuous supervision, maintaining a safe, secure, and disciplined environment, effective control of contraband keys, tools, caustics and flammables, and potential weapons, and preventing and responding effectively to emergencies.

"Tri-County" means the Counties of Milwaukee, Kenosha, and Racine Wisconsin as represented by their Departments of Human or Social Services.

"Tri-County Juvenile Justice Task Force" means the representatives of the three County Human or Social Services Agencies, local and State elected officials, Judges, citizens, Police, State's Attorneys and other concerned individuals who have joined together and contributed to the analysis of the need for a juvenile boot camp, description of the youth to be served, the format for boot camp services and programs, and the R.F.P. to be established as the method contractually for securing these services by the three Counties.

"Violent Juvenile Offender" means any youth found to have committed murder, attempted murder, use of a firearm resulting in great bodily harm or injury, any first or second degree sexual offense or arson as defined by Wisconsin statute.

"Wisconsin Standards" means any standards pertaining to Juvenile Residential Boot Camps which govern the establishment and operation of a Boot Camp as a Type II child caring facility.

*C. General Expectations of Contractors:*

1. Provide for a multi-phased juvenile residential boot camp program of 150 days or less to be followed by intensive aftercare supervision of 180 days or more for juvenile offenders as provided for in individual contracts between the Counties and the Contractor.
2. Provide safeguards to ensure the safety of the public.
3. Assume responsibility for the security, programs, operations, and management of staff and juvenile offenders assigned and in residence at the facility.
4. Manage the facilities economically while maintaining a safe, secure and sanitary environment for juvenile offenders and staff. Juvenile residential and habilitative services must be of at least

equal quality to those provided by the Wisconsin Department of Corrections to similar types of juvenile offenders.

5. Manage the operation according to regulations of the State of Wisconsin and the terms of the Contract(s) that results from this R.F.P.

6. Have the facility open and operating no later than (*insert date*).

*D. Brief Summary of Contract Terms:* The Counties of Milwaukee, Kenosha, and Racine are planning to successfully negotiate individual contracts for boot camp services based on this joint R.F.P. that defines the Boot Camp program and facility requirements. These contracts will be for a period of three years with two one-year renewal options after the first year. Counties may elect to contract for additional aftercare services.

The only payments to be made by each County under this contract will be a payment to assess the ability of each assigned juvenile offender to participate, a per diem payment for each juvenile enrolled in the program as a juvenile offender resident, and a per diem payment for each juvenile offender enrolled in intensive aftercare where the individual County may elect to contract for aftercare services with the Offerer.

The contract can be terminable for breach or for the convenience of the Counties. It will be terminable for lack of appropriations from the County Board. The contract shall contain the applicable terms found in this R.F.P., with such other contract terms as the Counties of Milwaukee, Racine, and Kenosha deem necessary. The Tri-County Executive Committee shall engage in negotiations with the selected Offeror regarding the scope of services offered in response to this R.F.P. and the general terms of the proposed contract(s).

*E. Legal Authority:* Wisconsin statute authorizing establishment of Type II Child Caring Institutions and permitting courts to assign youth to these facilities in lieu of commitment to the Wisconsin Department Of Corrections as found in Chapter 48.19-21, Chapter 938.19-21, Chapter 48.991, Chapter 938.988, Wisconsin Statutes, and D.H.S.S. rule 336.04 and D.H.S.S. rule 343.00.

*F. Utilization of Small Business and Businesses Owned by Women and Minorities:* It is the policy of the Counties of Milwaukee, Kenosha, and

Racine to contribute to the establishment, preservation and strengthening of small businesses and businesses owned by women and minorities and to encourage their participation in County procurement activities. The Tri-County Juvenile Justice Task Force encourages contractors to provide for the participation of small businesses and businesses owned by women and minorities through partnerships, joint ventures, subcontracts or other contractual opportunities.

## II MANDATORY PRE-PROPOSAL CONFERENCE

A mandatory pre-proposal conference will be held on *(insert date)* at *(insert location)* at *(insert time)*. The purpose of this conference is to allow potential Offerors an opportunity to present questions and obtain clarification about any facet of this solicitation.

Due to the importance of all Offerors having a clear understanding of the specifications/scope of work and requirements for this solicitation, attendance at this conference is a prerequisite for submitting a proposal. Proposals will only be accepted from those Offerors who are represented at this proposal conference.

Attendance at the conference will be evidenced by the representative's signature on the attendance roster. No one will be admitted after *(insert time)*. Bring a copy of this solicitation with you. Any changes resulting from this conference will be announced in a written addendum to the solicitation to be distributed to those present no later than *(insert date)*.

## III STATEMENT OF NEEDS

### *A. Background:*

The Tri-County Juvenile Justice Task Force (hereafter known as the Task Force) is committed to securing a juvenile residential boot camp for juvenile offenders as part of a local continuum of local sanctions and treatment services that can jointly serve the three Counties. The juvenile residential boot camp will be designed for nonviolent juvenile offenders and will serve as an intermediate sentencing option for juvenile court judges in the Counties of Milwaukee, Racine, and Kenosha. It will serve as an alternative placement in lieu of commitment to the Wisconsin

Department Of Corrections or alternative residential placement.

The three County Social or Human Services Units provide intake services, social history investigations, probation supervision, parole supervision and various treatment programs in support of the Juvenile Courts of the three Counties. Youth considered to be candidates for Boot Camp placement will be screened and processed by the youth's County Department of Human or Social Services and the Boot Camp operator. The youth will be staffed with the Boot Camp Administration and if accepted based on suitability and bed availability will be given a report date. In support of this process the Counties will submit the required referral documents as negotiated with the vendor which can include:

1. A Referral Form.
2. A Court Order.
3. Social History, addendum, record of arrests.
4. Convictions.
5. Physical exam with certification of fitness and immunization record.
6. Mental fitness assessment by a mental health professional.
7. Insurance or medical card/prescription card.
8. Educational records.
9. Risk/need assessment.
10. Family and placement information.

*B.Services Required:* The Tri-County Juvenile Justice Task Force is planning to establish through contract(s) a privately operated juvenile residential boot camp to serve non-violent offenders as an alternative to commitment to the Wisconsin Department of Corrections or alternative residential placement. One of the goals of this program is to prevent a juvenile from penetrating deeper into the juvenile justice system by providing judges with a new local sentencing option.

Apportionment of the 60 Boot Camp beds generally will be made based on 30 beds allocated to Milwaukee County and 15 beds each allocated to Racine and Kenosha Counties.

The nonviolent juvenile offender is classified as a juvenile offender who has not previously or is not currently being adjudicated delinquent or found guilty of a violent juvenile felony, meaning any youth found to have committed murder, attempted murder, use of a firearm resulting in great

bodily harm or injury, any first or second degree sexual offense or arson, nor has the offender previously been committed to the State Of Wisconsin Department Of Corrections or previously attended a juvenile residential boot camp.

The Contractor is responsible for providing the site, facility, personnel, training, and administration of the program operation. The facility will begin operations no later than (*insert time*).

The juvenile residential boot camp programs will meet the requirements for a TYPE II, staff secure juvenile boot camp facility under the provisions of Wisconsin statute 1995 WI ACT 352, providing a highly structured program with the following components:

- \* A staff secure juvenile residential boot camp facility.
- \* A short term, intense 150 day or less residential program.
- \* A highly structured schedule of activities presented within a military model including military style drill and ceremony.
- \* A rational model of discipline linked to positive reinforcement for accomplishment.
- \* A program of rigorous physical training designed to teach personal self discipline and improve physical and mental well being.
- \* An individualized program of academic instruction and vocational assessment and training with emphasis on job seeking and retention skills.
- \* A counseling model intended to promote a youth's acceptance of responsibility for the consequences of the offender's decision making and teach improved cognitive thinking skills and stress management with anger control.
- \* A substance abuse education and treatment model.
- \* A health education, parenting, and sex education component
- \* A group counseling component that builds positively on the adolescent's peer attachments as a vehicle for change
- \* A victim awareness and empathy training component linked to restitution or community service projects.
- \* Work experience linked to facility maintenance and housekeeping.
- \* Engaging families building on strengths possessed by family

members and youth through assessment, counseling, pre-release activities and community supervision.

- \* Each youth shall have a comprehensive individual development plan linked by case management to to an intensive aftercare program of no less than six months developed in concert with the youth, his family, the Department of human or Social Services Worker and camp staff.

Through instilling self-discipline, positive attitudes, values, and competencies, the Tri-County Juvenile Justice task Force intends the juvenile residential boot camps to promote the characteristics of good citizenship such that nonviolent juvenile offenders completing the juvenile residential boot camp become productive, law-abiding members of society.

*C. Target Population:* The juvenile residential boot camp participants will be placed in the custody of the their respective County Department Of Human or Social Services to attend the juvenile boot camp pursuant to an order of the Court under the authority of Wisconsin Statute, s. 938.357 (4) (a) in lieu of commitment to the Wisconsin Dept. of Corrections. (*SEE AUTHORITY DEFINITION* ).

The juvenile boot camp will serve juvenile offenders, ages 14 through 16, who have no prior or current violent felony offenses as defined above, and who have never been committed to and received by the Wisconsin Department of Corrections.

#### IV. PROPOSAL PREPARATION AND SUBMISSION REQUIREMENTS:

##### *A. General Requirements:*

1. *R.F.P. Response:* In order to be considered for selection, Offerors must submit a complete response (see paragraph B. Specific Requirements) to this R.F.P. One original, so marked, and five copies, so marked, of each proposal must be submitted to the issuing agency. No other distribution of the proposal shall be made by the Offeror.

2. *Offerors must deliver proposals by:* (insert time ) local time on (insert date ) to: (insert location address and telephone number ).

Direct all inquiries and requests for accessibility information to the Tri-County Task Force Executive Committee. All proposals submitted will be firm and binding on the Offeror for 180 days or until withdrawn by the Offeror before the end of the 180-day period. The Task Force Executive Committee reserves to itself the right, in its sole discretion, to request missing information or clarification from the Offerors after deadline for submission of Proposals, but this reservation will in no way create any obligation for the Department to do so.

3. *Late Proposals:* To be considered, all proposals whether mailed or hand delivered, must be received at the address on the cover page of this R.F.P. before (*date insert/time insert*). Vendors must pay particular attention to ensure that the proposal is properly addressed. The Task Force is not responsible if the proposal does not reach the destination specified by the appointed time. Proposals received after the date and hour designated are automatically disqualified and will not be considered. The official time used in the receipt of responses is that time on the clock or automatic time stamp machine located at the (*insert location*).

4. *Proposal Preparation shall be as follows:*

a. Mandatory Requirements: Proposals shall be signed by an authorized representative of the Offeror. All information requested should be submitted. Failure to submit all information requested may result in the Tri-County Juvenile Justice Task Force Executive Committee requiring prompt submission of missing information and/or a lowering of the evaluation score of the proposal. Proposals which are substantially incomplete or lack key information may be rejected by the purchasing authority. Mandatory requirements are those required by law or regulation or are such that they cannot be waived and are not subject to negotiation.

b. Preparation of Proposal: Proposals should be prepared simply and economically, providing a straight forward, concise description of capabilities to satisfy the requirements of the R.F.P. Emphasis should be placed on completeness and clarity of content.

c. Organization of Proposal Package: Proposals should be organized in the order in which the requirements are presented in the R.F.P. All pages of the proposal should be numbered. Each paragraph in the proposal should

reference the paragraph number of the corresponding section of the R.F.P. It is also helpful to cite the paragraph number, sub-letter, and repeat the text of the requirement as it appears in the R.F.P. If a response covers more than one page, the paragraph number and sub-letter should be repeated at the top of the next page. The proposal should contain a table of contents which cross references the R.F.P. requirements. Proposals that are not organized in this manner risk elimination from consideration if the evaluators are unable to find where each of the R.F.P. requirements are specifically addressed.

d. Other Information: Information which the Offeror desires to present that does not fall within any of the requirements of the R.F.P. should be inserted at an appropriate place or be attached at the end of the proposal and designated as additional material.

e. Binding of Proposal: Each copy of the proposal should be bound in a single volume, with appropriate documentation, where practical. (The Pricing Schedule is submitted separately on the form provided.)

f. Ownership and Proprietary Information: Ownership of all data, materials and documentation originated and prepared for the Task Force pursuant to the R.F.P. shall belong exclusively to the Task Force and be subject to public inspection in accordance with the Freedom of Information Act.

g. Oral Presentation: Offerors who submit a proposal in response to this R.F.P. may be required to give an oral presentation of their proposal to the agency. This provides an opportunity for the Offeror to clarify or elaborate on the proposal.

This is a fact finding and an explanation session only and does not include negotiation. The Tri-County Task Force Executive Committee will schedule the time and location of these presentations. Oral presentations are an option of the Tri-County Task Force Executive Committee and may or may not be conducted.

**B. Specific Requirements**: Proposals should be as thorough and detailed as possible so that the Tri-County Task Force Executive Committee may properly evaluate your capabilities to provide the required services. Offerors are required to submit the following items as a

complete proposal:

1. The cover page of this R.F.P., all other pages requiring blank lines to be filled in and all subsequent addenda, if applicable, signed and filled out as required.

2. A written narrative to include but not limited to:

a. Table of contents: cross referencing the material in the proposal with that requested in the R.F.P.

b. Background and qualifications: A history of your firm, including resources; organizational chart; experience in providing the services described herein; and the experience of key management personnel.

c. Joint Ventures: Description, in the greatest detail possible, of any joint ventures or arrangements anticipated to meet the requirements of the contract. Such description should include identification of all key business entities; partner and/or key members to be involved.

d. Audit: The latest audited statements, annual or quarterly reports, rating from a nationally recognized credit rating organization. such as Equifax or TRY or any other acceptable proof of financial responsibility.

e. References: The names and addresses of at least three persons who are acquainted with your firm and for whom you have provided these type items/services.

f. Contract Contact: Designate in the proposal the individual(s) who will be the coordinator(s) to handle and assist in billing and any and all problems concerning contract administration, communications and relations with the Tri-County Task Force Executive Committee.

g. Statement of Scope of Work - Program and administration:

1) Statement Of Mission and Goal(s): The statement of the overall goal(s) should be sufficient to include both the programmatic operations and the administration of the juvenile residential boot camp operations by the Offeror. This should clarify the Offeror's overall mission as it relates to the purpose of operating juvenile residential boot camp facilities.

(2) Program Objectives: Include both administrative and programmatic objectives. Objectives should relate to the accomplishment of the scope of programming and services. They should clearly show how they relate to the goal(s). Objectives should be clear, precise, measurable and reasonably attainable. Explain how they will be measured to determine their accomplishment.

(3) Program Narrative: Include all of the following:

(a) *Admission procedures and orientation*: Offeror should explain how they will transport juvenile offenders following admission to the juvenile residential boot camp; how they will assess juvenile offenders physically and mentally for participation; how they will handle a juvenile offender assessed not eligible for the program; if juvenile offenders will be accepted into the program through open enrollment or by groups. An enrollment schedule shall be provided showing start up and projected annual enrollment for three years.

(b) *Program structure and style of military discipline*: Offeror shall describe how they will provide a structured program of care to include but not be limited to a description of a daily schedule; living environment, discipline and control procedures; procedures for handling critical incidents (*AWOL, physical or sexual assaults, suicide attempts, contraband possession, etc.*); use of force procedure (*include use of restraints, take down holds, and security equipment*).

(c) *Case management Procedures*: Include methods for case planning, strength based assessment and monitoring the juvenile offenders' progress through the program; counseling (*individual, group, family*); method(s) and frequency of counseling; other

treatment services; leadership development; and life skills training, reporting, involvement of the Department of Social or Human Services Worker, the youth, facility staff and the youth's family.

(d) *Education*: including general academics, health and sex education and parenting, remedial or special education, job readiness training and vocational assessment, and cooperative work training experience and how the offeror intends to comply with applicable state and federal regulations.

(e) *Substance abuse*: screening, assessment, education and treatment.

(f) *Offender Accountability*: include the method of addressing court orders such as community service and restitution and victim awareness programming.

(g) *Physical Training and safety*: provide a description of the training program and use of obstacle and challenge courses, ropes courses or other physically demanding activities and safety procedures.

(h) *Medical, dental, and psychological services*: all juveniles recommended for admission will be medically screened and cleared prior to admission in accordance with the American Academy of Pediatrics' guidelines for participation in contact sports. The Counties will be responsible for providing all *extraordinary* medical care and the contractor responsible for providing all routine medical care.

The Contractor will be responsible for the costs of providing all *routine* medical, psychiatric, dental, optometric and medication services, and all medically related transportation. Contractor shall have a written agreement or contract with a licensed local dentist, physician, hospital or health maintenance organization for these services. The Contractor shall provide routine health care services as per contract requirements and shall utilize medical insurance carried by the family to the fullest extent.

In the event of serious illness or injury, the executive director of the Contractor's program shall be authorized to grant consent for

treatment which may be required for diagnostic or stabilization purposes. In emergencies, treatment shall not be delayed in an effort to notify the parent or guardian.

(i) *Voluntary religious or spiritual development*: Describe how Offeror will provide access to religious programs for juvenile offender residents. If Offeror intends to use volunteers, they should explain this in the proposal.

(J) *Family and Community Involvement*: Describe methodology.

(k) *Transitional case planning and exit procedures*: describe method.

(l) *Intensive aftercare supervision in the community*: Each County may elect to contract for Offeror provided aftercare services in addition to Boot Camp residential services. The Offeror shall describe a provision for an intensive graduated specialized aftercare for juvenile offenders who may be located in any locality in the three counties. Such services can be structured in support of a graduated set of community activities to test program gains and to prepare the youth for his return under supervision to his family and community.

The aftercare program can provide community treatment and supervision that is a continuation of the youth's case plan and is designed to ensure that the gains made during the Boot Camp residential program continue and are reinforced.

Community programs for aftercare services could be structured to provide a possible combination of:

1. A day reporting center which could provide space and staff to conduct group and individual counseling, family counseling, a continuation of life skills classes, drug monitoring and counseling, alternative educational programming, extended day and/or employment support and community service program supervision.

2. A Community Services Coordinator who can manage a volunteer program of indigenous community members to support programs of mentoring, tutoring, and day reporting center operations and telephone tracking.

3. Case managers who will follow each youths individual case

plan, providing individual counseling services to the youth and family and coordinate community activity programming for the youth.

4. Trackers who will personally visit each youth at home, at work and /or school and provide face to face and telephone contact to encourage compliance with restrictions, curfew, and attendance at scheduled activities on a determined or frequent basis.

5. A restitution and /or community service program that will address youthful offender accountability and victim empathy.

6. A 24 hour hot line to provide assistance access.

7. Brokerage to other services.

8. Relapse and Interventions strategies to address substance abuse or other rule violations.

The Task Force may elect to negotiate separately for aftercare services with a separate pricing schedule.

(m) *Transportation*: The Contractor will be responsible for all transportation services excluding the initial conveyance of the offender to the facility for assessment. The Contractor will provide transportation for juvenile offenders released from the facility to their home community, when they cannot make other transportation arrangements through parents, guardians or court. Any use of public transportation by boot camp youth should be described in relation to their program status.

(n) *Administrative Oversight of Program and Facilities*: Include a description of the plans for handling:

(1) Maintenance and housekeeping: Proposals should contain a plan to provide all maintenance for the facility and all furnishings, fixtures and equipment. The Contractor will make all repairs or replacement at its expense. Explain the programmatic use of offenders in work details, general housekeeping and the scheduled or assigned chores to be performed.

(2) Dietary needs of juvenile residents: Proposals should fully describe the food service program including meal schedules, dining and fluids replenishment during heavy exertion.

(a) The Contractor will provide all food, staffing and supervision of preparation for the total delivery of food service. The Contractor will provide adequately sized dining room(s) suitable for squad grouped dining.

(b) Menus should be approved by a registered dietitian and will be reviewed and approved before receipt of the first juvenile offender residents and annually thereafter.

(c) The Contractor should plan meals for juvenile offender residents following the recommended dietary allowance of the United States Department of Agriculture, National Research Council.

(d) The Contractor will offer special diets, including provisions for religious and medical requirements.

(3) Information and records management and reporting: The Contractor will maintain resident records and reports that conform to the requirements of the three counties Human or Social Services Departments in both format and content, including any electronic record systems provided to the vendor. Proposals shall explain how the Offeror intends to maintain standards of confidentiality of both paper and automated records and what records must be retained for business purposes for a period of time.

(4) Emergency Plans: Include fire, severe weather, tornado, snow and ice, flood, escape, riot or disturbance, hostage taking and evacuation plans, and plans for operation in the event of a labor strike or walk out.

(5) Quality Assurance: Include program oversight and internal monitoring procedures.

(6) Security Systems: Include a comprehensive explanation of the organization and structure of the following security functions:

1. Facility counts, frequency, method and recording.
2. Supervision and control of movements.
3. Searches for contraband control of buildings, grounds,

vehicles, lockers, and youth.

4. Key control, indicated the method for accounting for keys, access and control.
5. Tool control, indicated method(s) for accounting for tools, access, storage and inventory.
6. Security transportation procedures.
7. Escape plan training and drills.
8. Security equipment, availability, authorization and use of handcuffs, leg irons, or transport belts.
9. Visitor policies and control of contraband.
10. Definition of contraband.
11. Security posts by shift and brief description of functions.
12. Security training.
13. Reporting, dissemination and logging of security related information and communication.
14. Intervention techniques and deescalation methods.
15. Policies related to mail inspection, including privileged or legal mail, telephone use and monitoring, attorney visits, official visitors, and loss of privileges related to their abuse.

*o. Personnel:* Include the number and types of positions, position descriptions, resumes of key staff members, required staff qualifications, training and staff development, personnel policies and procedures, including employee code of conduct. Prior to employment, all employees of the facility will have a background record check and a pre-employment investigation.

The record checks will include employment reference checks, a criminal record check, a National Criminal Information Center (NCIC) check, and a Child Protective Services Information System (CPSIS) check.

Once in operation, the Contractor will provide for occasional updates to the background investigation of staff. Employees shall be required to notify the Contractor of any arrest other than a minor traffic citation within 24 hours at which point the Contractor shall notify the Tri-County Task Force Executive Committee Contract Coordinator.

Only a criminal justice agency can request a criminal record check from the FBI, therefore the Tri-County Task Force Executive Committee Contract Coordinator will provide fingerprint cards and forms to be submitted in order to conduct a criminal history record check of each of

the Contractor's prospective employees.

The Tri-County Executive Committee reserves the right to request the rejection of any applicant and to review the employment status of any employee for security reasons. This provision is for the benefit of the three Counties, not the Contractor, and therefore the three contracting Counties shall not be responsible to the Contractor or liable for damages if it should fail to make any such check or any action it may take by rejecting or failing to reject any applicant or by requiring or failing to act on the dismissal of any employee.

*p. Staff Training:* Proposals should contain a training plan for all levels of employees that complies with, at a minimum, those required by state law and regulations for a Type II C.C.I. and which comply with the A.C.A. Standards for Juvenile Boot Camp staff training.

The Tri-County juvenile Justice Task force Executive Committee will review for approval any Crisis Intervention or Physical Restraint training curricula, policies and procedures.

*q. Drug Free Work Force:* Offerors should include detailed plans for maintenance of a drug free work force and a description of its employee assistance programs.

*r. Evaluation Plan:* Identify the specific methods and procedures the Offeror will use to determine the quality, effectiveness, and efficiency of the program's administration and operations based on goals and objectives of the program. The Contractor will submit quarterly administrative contract compliance reports to the Task Force Executive Committee reporting the Contractor's progress in meeting the Contract's specified goals and objectives. Specific evaluation components will be developed in collaboration with the County Departments of Human or Social Services.

*s. Budget and Budget Narrative:* (To be submitted on the required form separately from the bound proposal) Include personnel and operating costs; direct and indirect costs; and clearly explain in the narrative all planned expenses and revenues.

*t. Pricing:* Complete the form as indicated in the Pricing Schedule Section of the R.F.P. with the Offerors proposed price(s), including the prices for aftercare services which are offered in addition to and separate

from the per diem costs for the residential program.

*u. Facility:*

(1) The Operating Capacity: The operating capacity of the boot camp facility will be 60. The facility will be designed and constructed according to applicable federal, state, and local requirements. Facility and program design and operations shall comply with the State of Wisconsin Standards for a Type II C.S.I., and with generally accepted juvenile boot camp correctional principles and practices. Regarding compliance with federal accessibility requirements, the Offeror will establish an ADA acceptable staffing program that requires appropriately capable staff in all juvenile offender programs and housing areas at all times.

(2) Site(s): This R.F.P does not place limits on the number of sites that may be proposed. At the time the Offeror submits its proposal, it will have fee title to its proposed site, a contract for or, an option to purchase or lease a site. Each site will have a general warranty to acquire the deed to the property with full English covenants of title and a title insurance policy provided. Offeror shall provide copies of the contract or option to buy, legal description, and opinion of title.

Submitting a detailed plan for the siting of the facilities and the use acquisition of or conversion of existing property will be acceptable. Such plan shall clearly demonstrate the availability of the site for purchase or use, Offeror's ability to purchase or the capability and acceptance for use of the specified property for this intended purpose, and the period within which the purchase or use will be accomplished. In any case where a plan for acquisition is proposed. the Offeror must obtain title within 90 days of notice of selection. The Task Force Executive Committee will give priority weighting to these proposals that are more advanced in the purchase or actual possession of a proposed site.

(3) The Offeror is responsible for securing where applicable all permits and approvals generally associated with planning, zoning, development, land use, environmental considerations and construction. The Task Force Executive Committee would prefer that the Offeror have the necessary permits and approvals for the proposed site. If copies of all necessary permits and approvals are not provided with the proposal. the

Offeror shall include written evidence from each entity having permitting or approval authority over the site indicating that the proposed development activity can be permitted or approved. The Offeror shall also include a list of all permits and approvals required.

Construction plans for initial development, renovation or conversion and all future operational improvements undertaken pursuant to this R.F.P. shall be approved by the Task Force Executive Committee prior to implementation of said plans by the contractor.

(4) Required Location Factors: The following specifications are required criteria and will be addressed by a specific description of compliance in the proposal:

(a) Fire protection and law enforcement assistance is required to be available. Fire response time shall be according to local and state requirements. Name the sources and give descriptions of available services.

(b) The site is required to have access to a full service accredited hospital. Access is defined to include those sites within the service area of a hospital that may be a full service regional medical center and other available technologies. The Offeror will identify the hospital. Include availability of emergency ambulance service and estimated response time to each site.

(c) The site is required to have solid waste disposal available through public or private service. Explain how and by whom solid waste will be removed.

(d) The site will be in one of the contracting three Counties. Exceptions will be given consideration if located in an adjacent County.

(5) Recommended Location Factor.- The Task Force Executive Committee will give priority to a location which meets all criteria and is accessible by public transportation.

(6) Land Use and Zoning: The Offeror shall provide documentation from the local governmental unit having zoning authority that the site complies with local zoning or that there is reasonable assurance of obtaining proper zoning.

(7) Acreage and Access: The site will be of adequate size for a juvenile residential boot camp, with a buffer zone, and the necessary support services and utilities. A clear space and a visual screen buffer are preferred between the compound and property line. The site will have all weather ingress/egress to a publicly maintained road. Preference is for the public road to provide access from two different directions.

The Offeror will provide an area road map that shows the location of the site, a statement that the site complies with the above requirements, and a terrain map such as a U.S. Geological Survey topological map showing relief and terrain elevations. The Offeror will submit a site master plan of the proposed site.

(8) Physical Plant Features: This R.F.P. acknowledges that the Offeror's facilities can have varying configurations of program and living spaces. As a guide, the following core functions are identified as being seen as necessary to support a boot camp program:

- \* two 30 man dormitories or a combination of dorms and rooms to support four 15 man squads.
- \* four classrooms sufficient to accommodate 15 youth, a Squad Leader, and instructor.
- \* a gym facility or suitable indoor recreation space.
- \* group counseling room(s).
- \* administrative offices and a nurses station (exam area).
- \* visiting room / dinning room and kitchen / stores.
- \* showers, toilet, lavatories.
- \* laundry area(s) adjacent to dormitories or housing spaces.
- \* a central control point with communications.
- \* outdoor programing space with facilities capable of

supporting an obstacle and a challenge course designed for squad based challenge programming.

- \* a running track of course and drill pad for military formations and ceremonies with flag pole.

It is expected that the Offeror will provide on their site the necessary Boot Camp housing, program, and support services spaces. The facility will be staff secure, but the design should facilitate supervision and control with clear site lines, alarmed delay release exit doors, and a control center with a communications system. The Offeror will provide a floor plan identifying the spaces, their dimensions, and their intended use with a readable scale and a plat of the property.

If the boot camp facility is to be located on the grounds of a larger host facility the Offeror must clearly delineate how the boot camp will be separated from the host facility and what services would be shared. It is the expectation of this R.F.P. that the boot camp would be separately administered and staffed and that any shared services would not inter-mingle youth. Examples of shared services might be medical or access to a library or dining room.

## V. EVALUATION AND AWARD CRITERIA

A. Evaluation Criteria: Proposals will be evaluated by the Department using the following criteria:

### 1. Juvenile Residential Boot Camp: (Point Value 35).

The quality, comprehensiveness, appropriateness of both the program and administrative services to be provided and the specific plans for implementing the services as required by the R.F.P.:

- a. Program features and ability to address needs of the identified population;
- b. Specific plans or methodology to be used to deliver the juvenile residential boot camp program;
- c. Specific plans or methodology to be used to deliver the transitional intensive aftercare program; and
- d. Specific plans or methodology to be used to deliver the administration of the program's services.

2. The quality and appropriateness of the site and facilities:  
(Point Value 15).

3. Qualifications and experience of Offeror and its personnel in providing juvenile residential boot camps (with optional intensive aftercare) as required in the R.F.P.:  
(Point Value 25).

- a. Experience in providing proposed services;
- b. Financial stability;
- c. Joint venture@subcontracts;
- d. References, and
- e. Participation of Small, Women-Owned and Minority Businesses.

4. Proposed Price.  
(Point Value 25).

**TOTAL POINT VALUE 100**

B. Award Selection: will be made from the multiple Offerors deemed to be fully qualified and best suited among those submitting proposals on the basis of the evaluation factors included in the Request for Proposals. Negotiations will be conducted with the Offerors so selected. Price will be considered, but need not be the sole determining factor.

After negotiations have been conducted with the selected Offerors, the three Counties, through the Task Force Executive Committee, will then select the Offeror which, in its opinion, has made the best proposal. They will award the contract to that offeror, or the Task Force Executive Committee may request a Best and Final Offer and will then award the contract to that Offeror which has made the best final offer.

The Task Force Executive Committee may cancel this Request for Proposals or reject proposals at any time prior to an award, and is not required to furnish a statement of the reason why a particular proposal was not deemed to be the most advantageous.

Should the Task Force Executive Committee determine in writing and in its sole discretion that only one Offeror is fully qualified, or that one Offeror is clearly more highly qualified than the others under its consideration, a contract may be negotiated and awarded to that Offeror.

The award document will be a separate contract by each County incorporating by reference all the requirements, terms, and conditions of solicitation and the Contractor's proposal as negotiated.

## VI. REPORTING AND DELIVERY REQUIREMENTS

A. Contractor Developed Reporting and Management System: The Contractor will be expected to develop an in-depth management and case reporting system by which the Counties, through the Task Force Executive Committee may monitor, in a timely manner, the Contractor's performance under the contract. The identification, content and timing of such reports will be further addressed during negotiations. However, Offerors are encouraged to address these requirements in their proposals.

B. Periodic Progress Reports: Written reports to the Department will include:

- \* Written assessment of the ability of each juvenile offender assigned to the program to participate.
- \* Monthly progress report on each juvenile offender in residence.
- \* Transition plan for each juvenile offender returning to the community.
- \* Residential termination report for each juvenile offender in the program.
- \* Monthly progress report on each juvenile offender receiving intensive aftercare supervision.
- \* Final termination report for each juvenile offender exiting the program.
- \* Monthly Population Report for all juvenile offenders in residence.
- \* Monthly Population Report for all juvenile offenders in aftercare supervision.
- \* An annual program evaluation report including recidivism rates.

C. Final Actual Involvement Report: The Contractor will submit, at completion of the contract and prior to final payment, a report on the costs billed including pending invoices, a statistical summary of youth

served, outcome data, and a discussion of issues focused on the projects strengths and weaknesses.

## VII. GENERAL TERMS AND CONDITIONS

A. Vendor's Guidelines: This solicitation is subject to the provisions of the current edition of the guidelines for contracts established by each County and available through the County Department Of Human or Social Services.

B. Applicable Laws and Courts: This solicitation and any resulting contracts shall be governed in all respects by the laws of the State of Wisconsin and any litigation with respect thereto shall be brought only in the courts of the State of Wisconsin. The Offeror shall comply with all applicable federal, state and local laws and regulations.

C. Anti-discrimination: By submitting their Proposals Offerors certify that they will conform to the provisions of the Federal Civil Rights Act of 1964, as amended; as well as the applicable laws of the State of Wisconsin and the Counties of Milwaukee, Kenosha, and Racine.

D. Ethics in Public Contracting: By submitting their proposals, Offerors certify that their proposals are made without collusion or fraud and that they have not offered or received any kickbacks or inducements from any other vendor, supplier, manufacturer or subcontractor in connection with their proposal, and that they have not conferred on any public employee having official responsibility for this procurement transaction any payment, loan, subscription, advance, deposit of money, services or anything of more than nominal value, present or promised.

E. Immigration Reform and Control Act of 1986: By submitting their proposals, the Offerors certify that they do not and will not during the performance of this contract employ illegal alien workers or otherwise violate the provisions of the federal Immigration Reform and Control Act of 1986.

F. Debarment Status: By submitting their proposals, Offerors certify that they are not currently debarred from submitting bids or proposals on contracts by any agency of the Counties of Milwaukee, Kenosha, or Racine, nor are they an agent of any person or entity that is currently debarred from submitting bids or proposals on contracts by any agency of the State of Wisconsin.

G. Antitrust: By entering into a contract, the Contractor conveys, sells, assigns, and transfers to the Counties of Milwaukee, Kenosha, and Racine Wisconsin all rights, title and interest in and to all causes of the action it may now have or hereafter acquire under the antitrust laws of the United States and the State Of Wisconsin relating to the particular goods or services purchased or acquired by the Counties of Milwaukee, Kenosha, and Racine Wisconsin under said contract.

H. Mandatory Use of the form setting forth Form and Terms and Conditions: Failure to submit a proposal on the official form provided for that purpose shall be a cause for rejection of the proposal. Modification of or additions to the General Terms and Conditions of the solicitation may be cause for rejection of the proposal; however, the Counties reserve the right to decide, on a case by case basis, in their sole discretion whether to reject such a proposal.

I. Clarification of Terms: If any prospective Offeror has questions about the R.F.P., the prospective Offeror should contact the Task Force Executive Committee representative no later than 20 calendar days before the due date. Any revisions to the solicitation will be made only by addendum issued by the Task Force Executive Committee.

J. Payment To Subcontractors: In order to support the prompt payment of the sub-contractors, a Contractor awarded a contract under this R.F.P. is hereby obligated:

- (1) To initiate the payment of subcontractor(s) within seven days of the Contractor's receipt of payment from the Counties for the proportionate share of the payment received for services provided and work performed by the subcontractor(s) the contract; or

(2) To notify the Department and the subcontractor(s), in writing, of the Contractor's intention to withhold payment and the reason.

K. Precedence of Terms: General Terms and Conditions take precedence over Special Terms and Conditions.

L. Qualifications of Offerors: The Task Force Executive Committee may make such reasonable investigations as deemed proper and necessary to determine the ability of the Offeror to perform the work and furnish the services and the Offeror shall furnish to the Counties through the Task Force Executive Committee all such information and data for this purpose as may be requested.

The Task Force Executive Committee reserves the right to inspect Contractor's physical facilities and such other program facilities operated or constructed by the Offeror prior to award to satisfy questions regarding the Offeror's capabilities.

The Counties through the Task Force Executive Committee reserves the right to reject any proposal if the evidence submitted by, or investigations of such Offeror fails to satisfy the Task Force Executive Committee that such Offeror is properly qualified to carry out the obligations of the Contract and to complete the work and furnish the services contemplated therein.

M. Audits, Testing and Inspection: The Counties of Milwaukee, Racine, And Kenosha reserve the right through the Tri-County Juvenile Justice Task force to conduct any audit or test/inspection they may deem advisable to assure that the design, construction and program services conform to the requirements of the Contract.

N. Assignment of Contract: Contract(s) shall not be assignable by the Contractor in whole or in part without the written consent of the Counties of Milwaukee, Racine, and Kenosha Wisconsin.

O. Default: In case of failure to deliver Program Services in accordance with the contract terms and conditions, the Counties of Milwaukee, Racine, and Kenosha Wisconsin through the Task Force Executive Committee, after oral or written due notice, may procure them from other sources and hold the Contractor responsible for any

resulting additional purchase and administrative costs. This remedy shall be in addition to any other remedies which the Counties may have.

## VIII. SPECIAL TERMS AND CONDITIONS

A. Advertising: In the event a contract is awarded for services resulting from this proposal, no indication of provision of such services to the Tri-County Juvenile Justice Task Force can be used in vendor promotional literature or advertising. The Contractor shall not state in any of its advertising or product literature that the Counties of Milwaukee, Racine, or Kenosha Wisconsin or any agency or institution of the Counties has purchased or uses its products or services.

B. Audit: The Contractor shall retain all books, records, and other documents relative to this contract for (*specify term of years*) after final payment, or until audited by the contracting Counties whichever is sooner. The Tri-County Juvenile Justice Task Force Executive Committee, its authorized agents, and/or Milwaukee, Racine, or Kenosha County auditors shall have full access to and the right to examine any of said materials during said period.

C. Availability of Funds: It is understood and agreed between the parties herein and the Counties of Milwaukee, Racine, and Kenosha Wisconsin that they shall be bound hereunder only to the extent of the funds available or which may hereafter become available for the purpose of this agreement.

D. Cancellation of Contract: The purchasing agency reserves the right to cancel and terminate any resulting contract, in part or in whole, without penalty, upon (*insert # of days*) written notice to the Contractor. In the event the initial contract period is for more than 12 months, the resulting contract may be terminated by either party, without penalty, after the initial 12 months of the contract period upon 60 days written notice to the other party. Any contract cancellation notice shall not relieve the Contractor of the obligation to deliver and/or perform on all outstanding obligations incurred prior to the effective date of cancellation.

E. Drug Free Workplace: The Contractor acknowledges and certifies

that it understands that the following acts by the Contractor, its employees, and/or agents performing services pursuant to this R.F.P. are prohibited:

1. The unlawful manufacture, distribution, dispensing, possession or use of alcohol or other drugs; and
2. Any impairment or incapacitation resulting from the use of alcohol or other drugs (except the use of drugs for legitimate medical purposes) while performing services required by this R.F.P.

The Contractor further acknowledges and certifies that it understands that a violation of these prohibitions constitutes a breach of contract and may result in default action being taken by the Counties of Milwaukee, Racine, and Kenosha Wisconsin in addition to any criminal penalties that may result from such conduct.

F. Identification of Proposal Envelope: If a special envelope is not furnished, or if return in the special envelope is not possible, the signed proposal should be returned in a separate envelope or package, sealed and identified as follows:

FROM: Name of Offeror and address,  
and R.F.P. title, Due Date, and Time,  
TO: Tri-County Boot Camp Task Force Executive Committee,  
Address and Box Number,  
Attention: Boot Camp R.F.P.  
City, State, Zip Code.

The envelope should be addressed as directed. If a proposal not contained in the special envelope is mailed, the Offeror takes the risk that the envelope, even if marked as described above, may be inadvertently opened and the information compromised which may cause the bid or proposal to be disqualified. Bids/proposals may be hand delivered to the designated location at the address issuing the solicitation. No other correspondence or other bids/proposals should be placed in the envelope.

G. Indemnification: Contractor agrees to indemnify, defend and hold

harmless the Counties of Milwaukee, Kenosha, and Racine Wisconsin its officers, agents, and employees from any claims, damages and actions of any kind or nature, whether at law or in equity, arising from or caused by the use of any materials, goods, or equipment of any kind or nature furnished by the Contractor, provided that such liability is not attributable to the sole negligence of the Counties or to failure of the Counties to use the materials, goods, equipment, or services solely in the manner described by the Contractor in the R.F.P. or resulting contract(s).

H. Insurance: By signing and submitting a proposal under this solicitation, the Offeror certifies that if awarded the contract, it will have the following insurance coverage at the time the contract is awarded. The Offeror further certifies that the Contractor and any subcontractors will maintain these insurance coverage during the entire term of the contract and that all insurance coverage will be provided by insurance companies authorized to sell insurance in Wisconsin by the State of Wisconsin.

1. Worker's Compensation: (*Cite Statutory requirements and benefits*).
2. Employers Liability: (*set Amount*).
3. General Liability: (*insert amount*) and a combined single limit. The Counties of Milwaukee, Racine, and Kenosha Wisconsin are to be named as an additional insured with respect to the services being procured. This coverage is to include Premises/Operations Liability, Independent Contractors Liability, Owners and Contractors Protective Liability and Personal Injury Liability.
4. Automobile Liability: (*set amount*).

J. Performance and Payment Bonds: The successful Offeror shall deliver to the designated County Office(s) executed Standard Performance Bonds in the amount of (*set amount*).

K. Prime Contractor Responsibilities: The Contractor shall be responsible for completely supervising and directing the delivery of services and work under this contract and all subcontractors that he may utilize, using his best skill and attention. Subcontractors who perform

work under this contract shall be responsible to the prime Contractor. The Contractor agrees that he is as fully responsible for the acts and omissions of his subcontractors and of persons employed by them as he is for the acts and omissions of his own employees.

L. References: Offerors shall provide a list of a least three references where similar services and/or work have been provided. Each reference shall include the name of the organization, the complete mailing address, the name of the contact person and telephone number.

M. Renewal of Contract: This contract may be renewed by the Counties of Milwaukee, Racine, and Kenosha for two successive one year periods under the terms and conditions of the original contract except as stated in 1. and 2. below. Price increases may be negotiated only at the time of renewal. Written notice of the Counties intention to renew shall be given approximately 90 days prior to the expiration date of each contract period by the Tri-County Juvenile Justice Task Force Executive Committee acting on behalf of the Counties of Milwaukee, Kenosha, and Racine Wisconsin.

1. If the Counties of Milwaukee, Kenosha, and Racine acting through the Tri-County Juvenile Justice Task Force Executive Committee elect to exercise the option to renew the contract for an additional one-year period, the contract price(s) for the additional one year will not exceed the contract price(s) of the original contract increased /decreased by no more than (*insert % or formula linked to an index*).

2. If during the first one-year renewal the Tri-County Task Force Executive Committee elects to exercise the option to renew the contract for the second additional one-year period, the contract price(s) for the second additional one-year period will not exceed the contract price(s) of the first one-year renewal period increased/decreased by no more than (*insert % or formula linked to an index such as a cost of living index*).

N. Subcontracts. No portion of the work shall be subcontracted without prior written consent of the Task Force Executive Committee. In the event that the Contractor desires to subcontract some part of the

work specified herein, the Contractor shall furnish the Task Force Executive Committee the names, qualifications and experience of their proposed subcontractors. The Contractor shall, however, remain fully liable and responsible for the work to be done by its subcontractor(s) and shall assure compliance with all requirements of the contract.

#### IX. METHOD OF PAYMENT:

The Contractor shall be paid monthly after submission to the Counties of a legible, itemized invoice detailing the names and identification numbers of juvenile offender residents assigned, as well as the number and listing of calendar days in which the juvenile offender residents resided in the facility. All monthly payments to the Contractor shall be in arrears on a reimbursement basis. Payments shall be claimed for juvenile offender residents who are residing at the facility at the evening count prior to the evening meal. Monthly invoices shall be submitted to the Counties no later than the (*insert day of the month*) following the month in which the services were provided.

#### X. PRICING SCHEDULE:

This section maybe completed and submitted with the proposal. The Counties will pay a per diem rate for each juvenile in residential care, a per diem rate for educational services for each juvenile residential boot camp resident, and a per diem rate for each juvenile in intensive aftercare supervision.

- A. Juvenile Offender Participation Assessment.
- B. Juvenile Residential Boot Camp Per Diem.
- C. Intensive Aftercare Supervision Per Diem.

#### XI. ATTACHMENTS

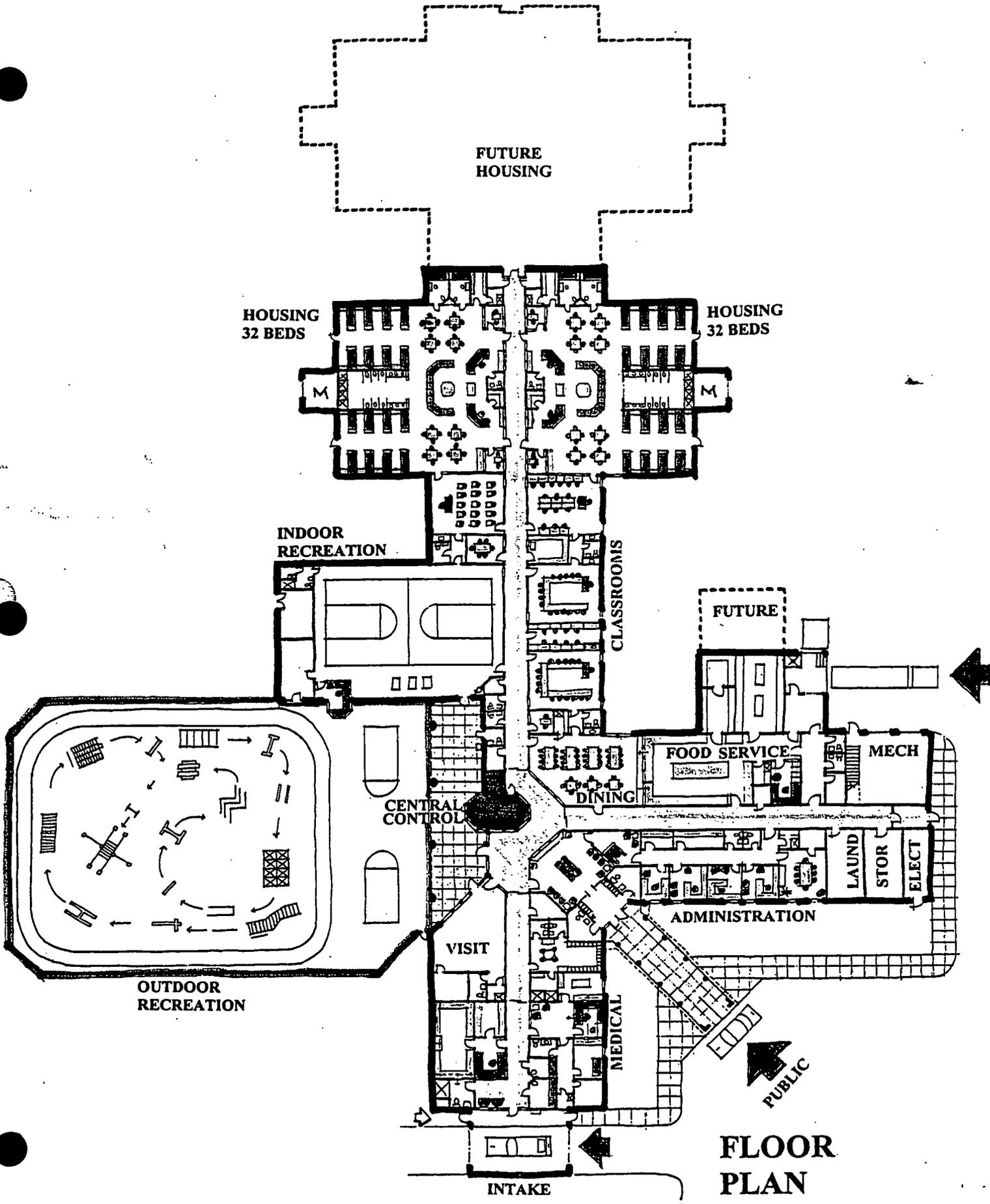
- A. Violent offenses as defined by the R.F.P.
- B. Juvenile Offender Eligibility Criteria Set Forth By the Tri-County Juvenile Justice Task Force.
- C. Copy of Boot Camp Research, for reference.
- D. Copy of the Model Boot Camp Proposal for Reference.
- E. Copy of the Wisconsin Type II, Child Caring Institution Regulations.

E. Pricing Schedule Form, (*to be developed by the Task Force* ).

**TRI-COUNTY BOOT CAMP  
PLANNING PROJECT**

**ARCHITECTURAL SPACE PROGRAMMING**

**NARRATIVE TO BE ADDED**



**FLOOR PLAN**

**TRI-COUNTY BOOT CAMP  
PLANNING PROJECT  
PROPOSED BUDGET  
November 26, 1996**

**I. ADMINISTRATION**

The administrative cost category includes general liability insurance premiums, office supplies, telephone and fax, travel, postage, taxes and licenses. This also includes administrative overhead of the "corporate office" that is responsible for accounting functions, payroll, employee benefits administration, fiscal controls, auditing fees and general supervision. This figure represents 15% of the annual program costs.

**II. OCCUPANCY        \$76,000**

Expenses in this area include building maintenance, property insurance, and equipment, fixture and furniture depreciation.

**III. PERSONNEL        \$1,172,600**

Personnel includes all boot camp staff. A total of **37.5** FTE's

POSITION	POSITIONS	PERSONS	ANNUAL SALARY
Commander	1	1	\$ 45,000/\$45,000
Platoon Leaders	2	2	\$ 28,000/\$56,000
Squad Leaders	8	12	\$ 23,000/\$276,000
Resident Supervisors	6	10	\$ 18,000/\$180,000
Nurse	.5	.5	\$ 24,000/\$12,000
Teacher Supervisor	1	1	\$ 45,000/\$45,000
Teachers	4	4	\$ 35,000/\$140,000
Substance Abuse Counselor	1	1	\$ 28,000/\$28,000
Aftercare Liaison/Counselor	1	1	\$ 28,000/\$28,000
Secretary	1	1	\$ 20,000/\$20,000
Food Service Staff	3	3	\$ 18,000/\$54,000
Transportation Staff	1	1	\$ 18,000/\$18,000
<b>TOTAL</b>	<b>29.5</b>	<b>37.5</b>	<b>\$902,000</b>
<b>FRINGE BENEFITS @ 30% OF TOTAL SALARIES</b>			<b>\$270,600</b>
<b>TOTAL SALARIES AND FRINGE BENEFITS</b>			<b>\$1,172,600</b>

**IV. PROGRAM SERVICES \$104,800**

Program services includes recreational and program supplies, residents' trips, awards, transportation costs, vehicle expenses and other program related costs.

**V. RESIDENT UPKEEP \$213,850**

Resident upkeep includes, uniforms and other clothing, non-reimbursed health care costs, bedding, and personal items.

**VI. TOTAL BUDGET \$1,802,338**

**VII. DAILY OPERATING COSTS \$82.30**

The estimated per diem, per youth, based on a full year of operation at 100% capacity is \$82.30.

## TRI-COUNTY BOOT CAMP PLANNING PROJECT

### SITE SELECTION REPORT

One of the Planning Process Objectives listed in the Consultant Contract is "Selecting a site and developing a facility." At the Planning Workshop held on June 10 - 11, 1996, it was determined that if any local money was needed to design and build a boot camp, that it would be very difficult to accomplish because of limited financial resources in the three counties.

The Tri-County Juvenile Justice Task Force, Steering Committee then turned its attention to finding available resources within the private sector in the Tri-County area. A Request for Qualifications was sent to the private Child Caring Institutions in Milwaukee, Racine and Kenosha Counties in the summer of 1996. Two agencies responded, Lutheran Social Services and St. Charles Youth & Family Services.

On September 3-4, 1996, Bill Porter, John Platt and Charles Kehoe visited the two facilities and evaluated the sites the administrators identified for the boot camp. Each site was evaluated on these six points:

- Utilities
- Service Availability
- Environmental
- Legal Issues
- Existing Facility Issues
- Site Issues

The results of the site visits follow. Both sites were found to be adequate for the purpose of locating a boot camp. One site was somewhat more favorable than the other, but both were feasible. Both sites were in Milwaukee County.

Two other sites were observed earlier in the City of Milwaukee. Size restrictions did not appear to favor a boot camp on either site.

## Utilities

**LSS**

**SCY&FS**

**Site water**

**City**

**City**

**Site Sewer**

**City**

**City**

**Storm Drainage**

**Very minor potential for flooding if  
river becomes obstructed**

**Adequate**

**Natural Gas**

**Adequate**

**Adequate**

**Power**

**Adequate**

**Adequate**

**Communication**

**Fire Alarm connected to main bldg  
No intercom**

**No intercom**

## Service Availability

	LSS	SCY&FS
<b>Emergency Services Police, Nat'l. Guard</b>	<b>Adequate</b>	<b>Adequate</b>
<b>Fire</b>	<b>Local</b>	<b>Across Street</b>
<b>Food Service</b>	<b>Adjacent facility has excess capacity</b>	<b>Facility in housing building adequate</b>
<b>Laundry</b>	<b>On site commercial washers</b>	<b>On site commercial washers</b>
<b>Waste Disposal</b>	<b>Adequate</b>	<b>Adequate</b>
<b>Medical</b>	<b>Adequate</b>	<b>Adequate</b>

## Environmental

	<b>LSS</b>	<b>SCY&amp;FS</b>
<b>Wetlands</b>	None Apparent	None apparent
<b>Outdoor Air Quality</b>	Adequate	Adequate
<b>Noise</b>	Adequate	Adequate
<b>Asbestos</b>	Some floor tile, other areas?	One room in school
<b>UST's</b>	None Apparent	None Apparent
<b>Landfill Gases</b>	None Apparent	None Apparent
<b>Hazardous Mat'ls.</b>	None Apparent	None Apparent
<b>Archaeological</b>	None Apparent	None Apparent

## Legal Issues

	<b>LSS</b>	<b>SCY&amp;FS</b>
<b>Ownership</b>	Unclouded	Unclouded
<b>Rights-of-Way</b>	Adjacent power line easement could restrict outdoor rec.	Adjacent land has power line easement
<b>Zoning</b>	Requires Conditional Zoning	Possibly not req'd.
<b>Setbacks</b>	Possible encroachment by fence	New construction not anticipated
<b>Community/ Political Approval</b>	Probably Difficult	Possibly not req'd.

## Existing Facility Issues

	<b>LSS</b>	<b>SCY&amp;FS</b>
<b>Space layout</b>	Will require partition relocations	Adequate
<b>Architectural</b>	Ceilings inappropriate in many locations	A few roof leaks in school
<b>Structural</b>	No apparent major problems	No apparent major problems
<b>HVAC</b>	Needs total replacement	Housing has adequate cooling, marginal heat; Heat only in school, gym
<b>Fire Protection</b>	Sprinklers above ceiling	No apparent major problems
<b>Plumbing</b>	Adequate for 34+ juveniles	Adequate for 54+ juveniles
<b>Electrical</b>	No apparent major problems	No apparent major problems
<b>Indoor Air Quality</b>	Molds, mildew in back of bldg.	No apparent major problems

## Site Issues

	<b>LSS</b>	<b>SCY&amp;FS</b>
<b>Size / Configuration</b>	Marginal outdoor recreation space	Adequate
<b>On site visibility</b>	Flat, open site	Campus style w/ small hills
<b>Visibility from off site</b>	Visible from park, residential area	Visible from residential area, major highway
<b>Emergency vehicle access</b>	Adequate	Adequate

**TRI-COUNTY BOOT CAMP  
PLANNING PROJECT  
PROPOSED BUDGET  
November 26, 1996**

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