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# A Preliminary Evaluation of North Carolina's IMPACT Program

submitted to the  
North Carolina General Assembly  
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## Evaluation of the IMPACT Program

### 1.0 Introduction

In March, 1994, the General Assembly requested an evaluation of the IMPACT boot camp program (IMPACT is an acronym for Intensive Motivational Program of Alternative Correctional Treatment). The legislation specified that the evaluation "...shall compare that program's effectiveness, cost, and recidivism rate to other corrections programs for offenders aged 16-25" (Chapter 24, Senate Bill 150, Section 19(c)). See Appendix A for a copy of this bill. This report, the first in a series of annual reports, presents a general overview of the program. Mechanisms for a thorough process and outcome evaluation have been established and are being implemented.

### 1.1 The Evolution of Boot Camps as Intermediate Sanctions

Boot camps are correctional programs based on War World II style military induction and training centers also known as boot camps. The military emphasis in these programs is pervasive: drill and ceremony, strict adherence to rules and discipline, the use of military titles and ranks, and the wearing of camouflage uniforms by staff and inmates. In addition to drill and ceremony, hard physical labor and physical training are predominant in the schedule to further structure the boot camp atmosphere. Education and rehabilitative activities have lesser roles (Cronin, 1994; MacKenzie & Souryal, 1994; and J. D. Taylor, personal communication, August 16, 1994).

Georgia developed and implemented the first boot camp program in the United States in 1983 with a single 50-bed facility. The program was one of several correctional options developed in the 1980's in an attempt to avoid a federal takeover of its overcrowded prison system (MacKenzie and Souryal, 1994). Today, 29 states operate 59 camps with a nationwide capacity of over 10,000 inmates. Individual program capacity varies from 100 to over 3,000 beds. According to the U.S. General Accounting Office (GAO, 1993), boot camps have become popular as a means of managing increasing prison populations and reducing corrections system costs and recidivism.

Boot camp and other types of "shock incarceration" programs are all in early stages of correctional development. The terminology, defined after the fact, is difficult to keep precise, but exact definitions are crucial in evaluation. The term *intermediate sanction* is more

inclusive and accurate, and denotes a correctional program between probation and incarceration, one that occurs in lieu of incarceration, and not as a prison-release program. For a program to meet the standards of shock incarceration, there must be a brief initial period of incarceration followed by probation.

MacKenzie, in her initial evaluation efforts (MacKenzie & Piquero, 1994; MacKenzie & Souryal, 1994) uses the terms boot camp program and shock incarceration program interchangeably. Cronin (1994) does not, reasoning that it is the presence of a military-style structure, rules, and discipline which, on a programmatic level, distinguishes boot camp from other shock incarceration programs. The nature of the target population, prisoners versus probationers, is an additional distinction between shock incarceration and prison programs, although some boot camp programs do target parolees.

North Carolina's program meets Cronin's definition of a boot camp. The program exists today as originally implemented except for the crucial distinction of the target population. In 1989, eligible prison inmates were sent to IMPACT as part of a release program. Now (beginning in 1991) the target population is, roughly, first time, prison-bound offenders for whom a brief period of incarceration followed by probation is deemed a viable and sufficient punishment.

Precise definitions are crucial to planning and evaluation. IMPACT, with the consistent military-style emphasis, has maintained its identity as a boot camp from the time that it functioned as a prison-release mechanism and through its present function as an intermediate sanction. As a prison-release mechanism, IMPACT did not meet the criteria of a shock incarceration program; now that probationers are the target population, IMPACT does meet those criteria.

Widespread evaluation efforts focusing on shock incarceration have been hindered because of limited research and programmatic experience, and because no two programs are alike. However, boot camps are structured around similar program components: military-style basic training, precision drills, physical exercise, hard labor, and discipline. While these *core* components define the generic boot camp model, the emphasis on specific components varies by state. Programs also vary in the degree of emphasis placed on *critical* components such as

substance abuse treatment and education, vocational training, and counseling (MacKenzie and Souryal, 1994).

A recent GAO survey (1993) found that approximately one-half of the programs devote 50 percent of their daily activities to military discipline, drills, and training, thus categorizing those programs as boot camps. South Carolina's program is representative of the boot camps: 80% of the schedule is devoted to military activities and work, 10% to fitness, and 10% to education and counseling. Pennsylvania's program is representative of the non-boot camp programs at the other end of the spectrum: 70% of the daily activities are devoted to education and counseling, 20% to fitness, and only 10% to drill discipline, and physical labor.

The differential emphasis on the core and critical components is a function of correctional philosophy and program goals. For example, New York maintained the core identity but structured its shock incarceration program as a therapeutic community, using the platoon as a small community, and incorporated a substantial substance abuse treatment component. New York's program devoted approximately six hours per *day* to rehabilitative programming compared to two hours per *week* in Georgia's program. Varying philosophies and goals also define program characteristics such as legal eligibility and suitability requirements. New York targeted substance abusing offenders up to age 34 who may have as many as two felony convictions while other programs targeted only non-violent youthful males who have no prior felony convictions (MacKenzie and Souryal, 1994).

Despite programmatic variations, generalizations may be drawn about these programs. The most commonly stated goals of boot camps have been to reduce prison overcrowding and recidivism. The camps have targeted young, non-violent, first-time offenders and subjected them to a period of "shock incarceration" followed by a subsequent term of probation.

## **1.2 A Brief Summary of Multi-Site Evaluation Findings**

As a result of the increased attention on boot camp programs, the creation of new programs has outraced evaluation efforts. Prior to 1994, earlier evaluation efforts by the U.S. General Accounting Office (1993) were based on one state's programs.

The most recent and comprehensive evaluation, sponsored by National Institute of Justice and conducted by MacKenzie and Souryal (1994), was the first to compare multiple

boot camp sites. The objectives were to determine the programs' success in fulfilling stated goals and to isolate the specific program components linked to success or failure. Eight evaluation sites were selected on the basis that they incorporated the "core" elements of shock incarceration programs yet varied on "critical" elements believed to influence the realization of program goals.

Core program components were defined as: 1) strict rules, discipline and boot camp-like atmosphere, 2) mandatory participation in military drills and physical training, and 3) separation of program participants from other prison inmates. Critical elements included: 1) decision-making authority for program entry and exit, 2) supervision intensity upon release, 3) the presence of aftercare during community supervision, 4) program size and location, and 5) the presence of therapeutic programming as well as the hours per day devoted to such programming.

There were five components to the multi-site study:

- (1) a description of the programs based on staff/inmate interviews, official program materials, and observation;
- (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 bedspace savings.

The findings from MacKenzie and Souryal's 1994 evaluation included the following:

- \* Each boot camp had, as major goals, the reduction of prison overcrowding and a prosocial change in offenders upon completion: a greater participation in positive activities and a decreased participation in criminal activities.
- \* Correctional officers suggested in interviews that they perceived the boot camp program to be of help to the trainees.
- \* All the programs had a similar effect on trainee attitudes: the trainees perceived their experience to be positive and to have changed them for the better.
- \* Offenders in both prisons and boot camps demonstrated a decrease in antisocial attitudes over the time of the program. Boot camp participants developed more positive attitudes towards their program experience; prison inmates did not.

- \* There was a greater decrease in antisocial attitudes in programs which allowed for voluntary participation, those with higher dismissal rates, or those with a greater percentage of therapeutic activities.
- \* The *estimated* one-year recidivism rates of graduates were: "between 23% and 63% for rearrests, between 1.3% and 13.8% for new crime revocations, and between 2.1% and 14.5% for technical violation revocations (Issue and Findings)."
- \* The recidivism rates of successful graduates were similar to a comparison group of inmates who spent a longer time in prison. Lower recidivism rates of boot camp graduates, when found, appeared to be a result of either the program selection process or the intensive follow-up supervision.
- \* In five of the eight states, there was no decrease in the recidivism rate for boot camp graduates.
- \* Since each of the boot camps was modeled after military boot camp training, the inconsistency of the results suggests that the military component *per se* did not either reduce recidivism or positively change offenders.
- \* Three programs with rates that were lower on one measure of recidivism had these similarities: a six-month follow-up of intensive supervision in the community, a strong rehabilitative focus, high dropout rates (self selection), voluntary participation, selection from prison-bound entrants, and a longer program. It was not possible to specify which of these components made the greatest contribution.
- \* More intense supervision resulted in better adjustment for the trainees, up to a frequency of two contacts per month.
- \* Programs with entry controlled by the department of corrections resulted in the selection of offenders who were prison-bound. Two states actually achieved a reduced need for bed space.
- \* Data analysis suggested that prison bed-savings depended upon the targeting of prison-bound offenders rather than a reduction in recidivism.

### 1.3 Research Design and Methodology

The Secretary of Correction appointed the Office of Research and Planning to conduct this evaluation and established an oversight management team comprised of representatives from the Division of Prisons, the Division of Adult Probation and Parole, and the Office of the Secretary. In addition, Research and Planning staff solicited research suggestions from other criminal justice agencies and professionals (see the list of advisors). The methodology adopted for this evaluation effort is modeled after that of MacKenzie and Souryal's (see section 1.2), although not all of their strategies were able to be implemented.

As with MacKenzie and Souryal's study, the first part of this evaluation focused on a description of the program, using official program materials, legislation, informal interviews, field observation, data from the Department of Correction and the Division of Criminal Information of the State Bureau of Investigation, and a survey of Superior Court Judges.

The second part of this study effort provided an analysis of rearrest rates and cost estimates. Two additional measures are discussed: 1) a pre and post survey of attitudinal changes of offenders during participation in the boot camp program; and 2) a survey of trainee expectations both during the program and following their release.

A third part of the study outlines considerations for this series of reports, and specifies the initial content of future reports.

## **2.0 Components of North Carolina's IMPACT Program**

In measuring program effectiveness, it is critical to first examine the legislative and program goals, the translation of those goals into program elements, and, finally, the implementation of the elements. This process evaluation provides a comparison of goals, stated and implemented, to actual program operation. Such a comparison provides both a description of the program and a qualitative measure of whether the program is operating as intended.

An evaluation focused on program monitoring tracks and documents progress throughout the life of a project. Process evaluation indicates whether the program is being properly implemented and may identify program deficiencies. If the essential features of the program are in place, this may be followed by an outcome evaluation, measuring whether the program's goals are being achieved. The following sections describe the elements of North Carolina's IMPACT program.

### **2.1 Program and Statutory Goals**

The Standard Operating Procedures of IMPACT document that the program's mission is "...to instill self-confidence, discipline, and the work ethic by the administration of a strictly regimented para-military system which provides the opportunity for youthful offenders to develop positive, responsible behavior" (Standard Operating Procedures, 1994). The IMPACT program was initially implemented as a voluntary pre-parole program in 1989 (1989 Session Laws, Chapter 8). See Appendix A for a copy of this bill. The number of volunteers was inadequate to fill the program to capacity, and the General Assembly changed the program's focus. A 1990 amendment to the General Statutes authorized sentencing judges to "...suspend a sentence to a term of imprisonment and place a youthful offender on probation, with the condition that the offender complete the IMPACT program" (1989 Session Laws, 1990 Regular Session, Chapter 1010). See Appendix A for a copy of this bill. Consequently, the target population changed from prisoners to probationers; statutory objectives changed from an early prison release mechanism to a prison diversion program; and entry decision-making authority transferred from the Parole Commission to the Courts.

Legislation requires that "the Department of Correction shall use residential programs with the goal of providing alternatives to long-term imprisonment of youthful first offenders"

(Section 2). Thus, the *implied* goals of the program include the reduction of prison overcrowding and the subsequent cost savings of utilizing a diversion program. The legislation additionally states that, "...[IMPACT] provides an atmosphere for learning personal confidence, personal responsibility, self-respect, and respect for attitudes and value systems" (G.S. 15A-1343(b1)(2a).

The eligibility criteria in effect at the time of the evaluation (defined by G.S. 15A-1343.1) for targeting and sentencing of offenders were:

- (a) The offender must be between the ages of 16 and 25;
- (b) The offender must be convicted of an offense punishable by a prison sentence of six months or more;
- (c) The offender must submit to a medical evaluation by a physician approved by his probation or parole officer and must be certified by the physician to be medically fit for program participation; and
- (d) The offender must not have previously served an active sentence in excess of 120 days.

While there is no reference to gender in the legislation, the IMPACT program accepts only male offenders. Recent legislation enabled the opening of a second boot camp site in Morganton, referred to as IMPACT West. This report deals only with the original unit in Hoffman now known as IMPACT East.

## 2.2 Goals, Activities, and Resources

The evaluation staff identified eight IMPACT program goals, relying on the enabling statutes and the program mission statement. The first two columns of the table below list the goal and its source while the third column lists the activities designed to reach those goals.

Goal	Source	Activities
1. Work ethic	Program	Work, Drill
2. Respect for Values	Program	Work, Human Resource Development
3. Self-Esteem/Respect	Program Statutes	Self-Esteem Program, HRD, Graduation, GED, Chaplaincy Program, Hygiene, Work
4. Recidivism Reduction	Implied Program	Work, School, GED, Morrison facility (proximity)
5. Cost/Crowding Reduction	Statutes	Diversion, value of services
6. Personal Confidence	Program Statutes	Ropes Challenge Course, Leadership and other classes, Graduation
7. Personal Responsibility/ Self-Discipline	Statutes Program	Inspections, Drill Instructors, Promotion Board, Financial Management and Conflict Resolution classes
8. Respect for Others	Statutes	HRD, Ropes Challenge Course, Work Teams, Problem Solving class, Community Service Work

## 2.3 IMPACT Population Characteristics

The IMPACT program targets 16 to 25 year old, non-violent, male offenders. Since the change from a parole to a probation population in January 1991, a total of 1625 offenders have been admitted through December 1994. A descriptive profile indicated that the median age of offenders is 18.6 years. Fewer than 14% of the IMPACT trainees were 21 years of age or older. The racial composition was 46.5% Black, 50.7% White, and 2.7% classified as Other. Over sixty percent (61.8%) have been convicted of a felony crime. Fifty nine percent were convicted of a property crime while only 11.2% were convicted of personal crime, with drug offenses accounting for most of the remainder.

As with all programs, not everyone who enters IMPACT graduates. However, a majority of IMPACT trainees (89.6%) complete the program. Voluntary exits are not allowed. Dismissal for disciplinary problems (6.4%) was the most common reason for not completing. Appendix B provides a table containing program exit data.

#### **2.4 Organization and Program Overview**

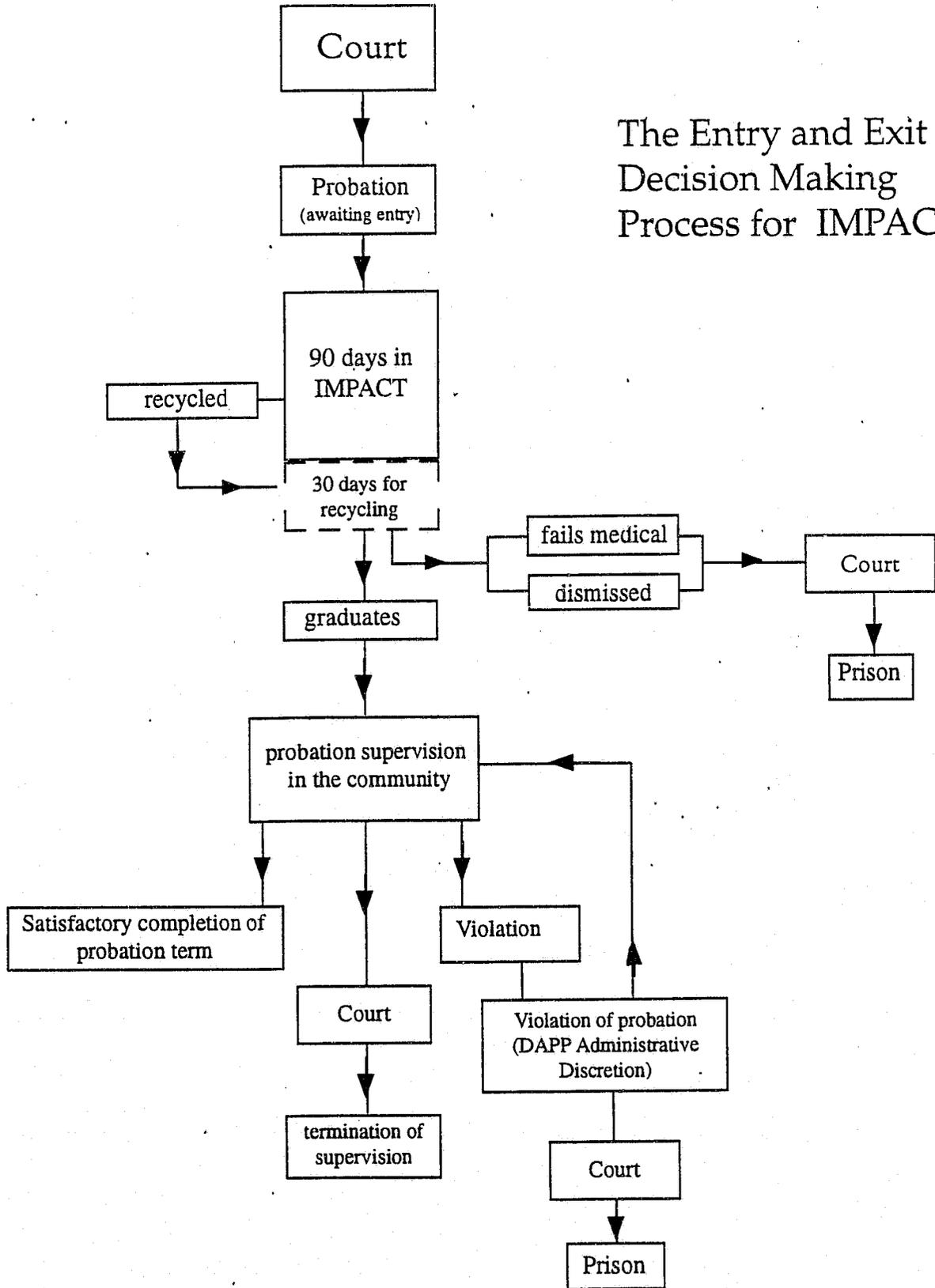
The chart on the following page is a simplified representation of the entry and exit process for North Carolina's IMPACT program. The chart is not meant to illustrate definitively every contingency but to convey expected outcomes and consequences. For example, not every offender who refuses to attend IMPACT or who is dismissed from the program goes to prison but, generally, that occurs. The chart does illustrate both the central role of the Court and the complex interaction between the Court, the Division of Probation and Parole, and the Division of Prisons.

IMPACT is an intermediate sanction using the services of both the Division of Prisons and the Division of Adult Probation and Parole. These divisions share responsibility for the program and for the offender.

Program entry begins with the Court sentencing the offender to IMPACT. The offender is initially on probation awaiting entry into the program. The assigned probation officer, together with the Division of Adult Probation and Parole's central office, prepares the necessary paperwork and schedules admission. At the appropriate time, the officer transports the trainee and turns custody over to the IMPACT program staff.

Beginning with the processing by IMPACT staff and continuing through graduation, the trainee is an *inmate*. Scheduled promotion through the program phases leading to graduation is dependent upon the trainee earning the necessary points to gain entry into the next phase. Earning the appropriate points serves as the record of satisfactory behavior. The Evaluation Point System allows each trainee to earn up to 210 points a week in six categories of behavior. To progress satisfactorily, a trainee must earn the minimum points, a standard which increases with each succeeding phase: 165 points for the First Phase, 175 points for the Second Phase, and 185 points for the Third Phase (Trainee Orientation Handbook, 1994).

# The Entry and Exit Decision Making Process for IMPACT



Simple violations of procedure usually involve physical exercise (performing push ups, for example) to serve as a reminder, although a loss of points can result. More serious infractions involve extended duty, that is, working while others rest or sleep (cutting wood for a public woodpile is one example). Violations or failure on a larger scale may result in the trainee being recycled to an earlier program phase. The maximum number of additional days available for recycling is 30 days. If staff attention fails to correct the behavior, a trainee may be dismissed from the program. There is no voluntary exit.

Upon program completion (or dismissal), the offender returns to *probation* status to complete the remainder of his sentence. Subsequent changes in the probationer's status occur within the authority of the Division of Probation and Parole (probation termination or minor violations, for example) or, in the case of serious violations or new crimes, may involve the Courts.

The Commandant of IMPACT-East is responsible for managing the total operations of the facility and is supported by 68 staff members. A new program cycle begins every 14 days. Up to 30 trainees start the cycle as a single platoon divided into two companies. The platoon, led by the Drill Instructor and two Assistant Drill Instructors, progresses together through the three *phases* (each four weeks) of the IMPACT program. The program is structured around the phase concept; trainees wear a different uniform while in each phase. This structure is designed to engender an *esprit de corps*. Promotion into the next phase is not automatic. A trainee must gain, and avoid losing, enough points so that he earns promotion. The length of participation, normally three months, can be expanded to four months for the purposes of "recycling."

Until recently, the annual program capacity was 390. Admission procedures allowed for the entry of 30 offenders every four weeks. The program was expanded in January 1994 to allow for 30 entries every two weeks. This change reduced the waiting time for admission and increased the annual capacity to 780. With the opening of IMPACT-West in October 1994 and the addition of 90 beds in March 1995, the program's total annual capacity will be 1,560.

Offenders at IMPACT spend the majority of their day in physical labor, participating in drill, exercising, and attending school. Other program components focus on substance abuse

education, human resource development, problem solving, and other rehabilitative activities. A detailed description of the program schedule and activities is outlined in Section 4.2.

## **2.5 Admission Procedures**

Although there are variations in procedures, entry into IMPACT follows the outline above. The probation officer obtains a medical history (preliminary screening to determine if the offender is capable of participating in IMPACT) and completes a Request for Scheduling form. The arrival of both forms at the Division of Adult Probation and Parole triggers the scheduling for the next available entry class.

A probation officer has initial responsibility for the offender. This officer transports the trainee (along with necessary paperwork) to IMPACT and turns custody over to the IMPACT program staff.

## **2.6 Intake and Orientation**

The intake process allows for trainees to arrive between 8:30 A.M. and 12:30 P.M. If a trainee has not arrived by 2:00 P.M., IMPACT staff contact the Division of Adult Probation and Parole. Intake procedures, then, are tailored to accommodate this lengthened time period.

Trainees begin completing paperwork and remain in a secured area until a group of seven to ten trainees are present. During this time, IMPACT staff explain the rules and regulations, answering any questions. Once a group is gathered, Drill Instructors move the trainees out in front of the unit to begin a process of ritualized receiving.

After further instruction, Drill Instructors march the group double time to the barber shop where trainees receive a military-style haircut. The group next picks up clothing and shoes and then moves into their assigned dormitory area. Trainees disrobe and are deloused, afterwards dressing in military-style camouflage uniforms.

All personal property, except for flip flops and address books, are collected. Money is held in the Inmates' Trust Fund. Further instructions and orientation follow.

Trainees move to a diagnostic station for further processing: a preliminary health screening, interview by program staff, and finger printing. The remainder of the orientation is completed by the sixth day. Following this completion, the trainees settle into the camp routine which is described in Section 4.

## 2.7 Release Procedures and Exit Data

A graduation ceremony marks the successful completion of IMPACT. This formal ceremony is one in which all trainees participate. For the first time, people other than immediate family members are able to attend.

Release procedures, with the emphasis on group participation in a formal ceremony, contrast greatly with those of admission. Trainees are released following the graduation ceremony and usually leave with family or friends. If a trainee does not have family or friends to serve as transportation, a bus ticket is purchased through the Inmate Welfare Fund. In any event, all trainees must report to their probation officer within 72 hours after leaving the facility.

### 3.0 Superior Court Judges' Survey

The North Carolina IMPACT program is a court imposed condition of Special Probation; a mandatory confinement in jail or prison is a defining feature of this type of probation. In this case, IMPACT rather than jail or prison is chosen as the confinement option. Given the decision-making involvement of the Superior Court judges, they were surveyed to determine their perceptions and utilization of the program. Detailed responses to all questions and a copy of the survey are in Appendixes C and D.

Only three judges indicated that they had visited the IMPACT program. A greater percentage (50%) reported that they had read literature on boot camp programs.

A potential problem with diversion programs is that they can have a net widening effect, that is, providing more intervention than would occur without the program. In these cases, the program is not reducing costs. The survey responses suggest that IMPACT does serve as a diversion program: 26 judges said that over 60% of the offenders they sent to IMPACT, if the program were not available, would go to prison while the remaining offenders would be sentenced to a term of probation.

The judges were asked to rank their reasons for sentencing an offender to the boot camp program. Some of the features that the program ranked as of greater importance, the judges ranked as of lesser importance. The IMPACT program ranks hard physical work, physical exercise, and a rigorous psychological program as the preeminent rationale for sentencing. These attributes were ranked last by the judges.

Anticipating a potential decrease in the eligibility pool for offenders sentenced to IMPACT under structured sentencing (see Section 6.1 for a more detailed discussion), evaluation staff asked judges what changes they would recommend in program eligibility criteria. The judges who responded indicated that they would accept a wider range of felony classes into the program with most judges limiting the range between classes E through H. When asked how many prior convictions and offender could have before going to the program, with 75% responding, the judges indicated that they would allow offenders to enter with prior convictions. Only 10% said four or more convictions but 61% indicated that one or two convictions was acceptable. The judges did believe that a similar program was needed for

women. For the most part, judges believed that the current age range of 16 to 25 years of age was appropriate.

The survey encouraged the judges to provide any additional comments. The following are excerpts from the comments:

I feel very positive about this program and certainly will use it more in the future

...concerned about "backsliding." Probation supervision of the traditional model is insufficient to follow up. I suggest some kind of "follow-up" by a new component of IMPACT

...need to develop aftercare program where offenders can go to improve educational and vocational skills

...create a second IMPACT program for people who have been in prison or jail for 120 days up to 180 or 365 days

I think the IMPACT program is an excellent idea. However, I have not utilized it as much as I could or should

This program is not for everyone. To over use it will destroy its effectiveness. I strongly recommend it for young people. Careful screening is essential...

Many aren't living up to that responsibility (being a father). Some parenting education classes would be a great idea

#### 4.0 Program Characteristics

The characteristics and daily activities of any program should reflect the stated goals. The following sections present the daily schedule and describe the variety of activities in which the inmates must participate to complete the IMPACT program successfully.

#### 4.1 Introduction and overview

The following schedule is that of a typical day. Although it provides an overview at a glance, the schedule is dependent upon the trainee's program phase. See Appendix E for a table listing the activities in detail.

0520-	Wake up
0520-0530	Personal hygiene/dress
0530-0550	Physical training
0550-0600	March to breakfast
0600-0630	Breakfast
0630-0645	Return to dorm
0645-0745	Clean rooms/inspections
0745-0800	Reveille
0800-1200	Work/drill
1200-1230	Lunch (pack out)
1230-1600	Work/drill
1600-1645	Personal hygiene
1645-1700	Retreat
1700-1710	March to dinner
1710-1730	Dinner
1730-1745	Return to dorm
1745-1800	Preparation for school
1800-2030	School
2030-2130	Commandant's time
2130-	Lights out

Based on the general daily schedule, trainees spend approximately 60 percent of their waking hours working or performing drill and ceremony, 20 percent of their time in school, and 20 percent in other rehabilitative activities. Since most of the rehabilitative activities are concentrated in Phase III, the specific ratio of work to education/rehabilitation activities depends upon the program phase. On the continuum of military-style orientation, IMPACT's schedule demonstrates its concentration on drill, ceremony, and work.

## 4.2 Work and Work Assignments

Building a strong work ethic is an important program goal of IMPACT. The staff believe that the work performed is meaningful because of the service and cost savings to the community, and because it allows trainees the opportunity to "give back" to the community. Many of the trainees report that they either have never worked or have maintained only sporadic employment in menial, low paying jobs.

At IMPACT, the structure provided by a strict routine during a long workweek (seven hours per day, six days per week) prepares trainees for life in society. While a variety of activities are defined as work (landscaping, clearing brush, habitat protection, picking up rocks and trash), all require hard physical labor. Work is concentrated in the middle phases of the IMPACT program: Trainees in the first week receive orientation and safety instructions. By week three of the third phase, work activities stop for those trainees participating in the educational program component.

Local, state, and federal governmental agencies are eligible to benefit from services performed by the trainees. Due to constraints on their budgets, local school systems have priority; trainees will leave other projects to aid schools. Organizations requesting assistance must submit a letter to the Commandant who reviews the project and the work site to determine the feasibility and estimated length of the project. Final approval rests with the Commandant. As of October 1994, there were 19 projects on the waiting list. According to staff, there has never been a time when the program did not have projects for the trainees.

The following examples give a representative view of projects completed:

- \* For schools in Moore and Richmond counties, trainees built playground equipment and nature walk trails, worked in landscaping and brush removal, moved furniture and other heavy objects;
- \* For the town of Rockingham, trainees engaged in brush removal;
- \* For the Weymouth Woods State Park, trainees cleared bridle paths;
- \* For Weymouth Woods State Park and Camp MacHall, trainees cleared sites to protect the endangered red-cockaded woodpecker;
- \* For other correctional facilities, trainees cleaned up construction sites (Brown Creek Correctional Institution), refurbished a unit for the use of DOC staff (Triangle Correctional Institution), and cleaned rocks out of an antiquated septic system (Morrison Youth Institution) and used the rocks around the buildings at IMPACT to prevent erosion from storm water runoff;
- \* For the Richmond and Sandhills Community Colleges, trainees built a gazebo, sidewalks, and brick walkways. They also cleared brush; and
- \* For the State Agricultural Extension service, trainees remodeled buildings, put new roofs on older buildings, built stables and cleared brush.

#### 4.21 Value of Service Performed

As a result of performing service work, the trainees have the opportunity to experience the satisfaction of giving back to the community. In addition, while not the primary rationale for the emphasis on work, the program does generate a cost savings which can be assigned a value.

The data in the table below are reported for IMPACT in its original form as a parole program and, separately, as a probation program. Value-of-service calculations are extrapolated using only the probation data. There were 1,567 trainees who served a median length of 81 days. Dividing the total value of service by the number of days yields the value of each trainee's day of community service at \$14.77.

	Program Status		
	Probation (1991-1994)	Parole (1989-1990)	total*
hours**	552,795	79,553	632,348
financial value***	\$1,851,863	\$ 266,503	\$2,118,366

\* overall time period is August 1989 through December 1994

\*\* estimate of hours worked, based on IMPACT data

\*\*\* the then-current minimum wage of \$3.35 was used

The preceding information suggests that, since 1991, the trainees have contributed service work with the potential value of \$1,851,863.00 to the community.

#### 4.3 Ceremony and Drill

The program's military emphasis is particularly reflected in formal ceremonies of reveille, retreat, and graduation, and in the instruction and practice of military protocol. Military-style discipline and behavior are enforced: trainees must keep all belongings clean and in the proper place. Barracks and persons are inspected daily.

The Evaluation Point System, which goes into effect during the second week of the program, obligates trainees to earn points in six categories: Inspections, Work Ethic, Attitude, Disciplinarys, School, and Medical. Trainees must earn the minimum weekly points to progress satisfactorily through the phases. Infractions or poor job performance are "handled

on the spot" by the supervising staff, usually with the imposition of extra duty, exercise, or loss of privilege. This level of infraction may not involve the loss of points. More serious failures and more serious consequences, up to the level of recycling and dismissal, are dealt with at increasingly higher levels of authority, eventually reaching to the committee level.

Each morning and evening, there are formal flag raising/lowering ceremonies, respectively, Reveille and Retreat. These ceremonies involve each platoon marching out to positions between the dorms. Two trainees are selected to carry the company flag while four trainees are chosen to raise or lower the flag. During this time, each platoon is called to attention and salutes the flag. After the flag is raised (or lowered), trainees are dismissed to begin the next scheduled activity.

The importance of these flag ceremonies is central to ceremony and drill. It is one of the times that all trainees participate in a formal activity. IMPACT staff report that trainees selected to handle the United States, the North Carolina, and the company flags seem to demonstrate great pride in their selection. The differences in the length of trainee participation are obvious when observing all the trainees: the formations and marching are crisp and the uniforms are better kept for those trainees who have been there longer.

In addition to the ceremonies noted here, the graduation ceremony is characterized by the same formality and group focus. Additionally, graduation is the "mark" that the trainees have succeeded.

#### **4.4 Education and Rehabilitation**

The IMPACT program goals also encompass education and rehabilitation. Based upon the evaluation staff's observations and IMPACT staff reports, activities other than military/work comprise approximately 40% of the scheduled activities. Evaluation staff categorized these activities in one of three ways. A first category consists of formal schooling, the High School Equivalency degree (the GED), a compact version of a community college course, and a *Chapter One* program. All teachers are provided by the Division of Prisons and by Richmond Community College. A second category consists of in-service classes taught by IMPACT program staff, including such topics as financial management, problem solving, self esteem training, and conflict management. A third category consists of the influence of the predominantly male staff who are often viewed as, and who perceive themselves as, role

models and positive father figures for the trainees. This role modeling is the most qualitative and hardest to measure, but, based on anecdotal evidence, it is integral to the IMPACT program. The role modeling also reflects the legislative charge that "...[IMPACT] provides an atmosphere for learning personal confidence, personal responsibility, self-respect, and respect for attitudes and value systems" (G.S. 15A-1343(b1)(2a).

#### **4.41 Educational Activities**

School is a mandatory activity from 6:00 P.M. to 8:30 P.M., four nights a week for the duration of the program. Trainees have time over the weekend to study, and instructors are encouraged to give homework assignments. Participation in school is not waived even for high school graduates. Richmond Community College coordinates the program and provides the instructors.

The primary goal is to prepare trainees to take the high school equivalency exam (the GED). Obtaining this certificate may serve as a positive step for offenders because it is an accomplishment which may lead to an improved lifestyle following release. Furthermore, the sense of achievement may enhance the trainee's self-image, a stated program goal.

Trainees are tested with an achievement inventory to determine an appropriate level of placement. In general, trainees are placed in a class where they will do pre-GED work; those who cannot demonstrate at least an eighth-grade competency are placed in *Chapter One*, a remedial literacy program.

The instructional strategy is based almost exclusively on the pre-GED inventory. Trainees record their answers, highlight the content of areas of weakness, and formulate work plans on this basis.

Based upon the results of the GED practice test, instructors and trainees meet to develop a formal study plan. This plan is implemented over the remainder of the trainees' time at IMPACT. The trainees must pass a second practice test to qualify to take the GED test. Those who qualify are given a specific plan to improve weaker skills, and take the test during the last week of the program. Those who do not qualify are referred to their local community college and encouraged to work towards high school equivalency after release from IMPACT.

#### **4.42 Rehabilitative Activities**

Rehabilitation is an emphasis at IMPACT. Although education is certainly one form of rehabilitation, IMPACT offers other programs more traditionally categorized as rehabilitative. While making fine distinctions is risky, for the purposes of the evaluation, it is necessary. The educational activities discussed above are regulated by the state for purposes of granting a GED. The activities discussed below are not regulated in the same manner but are of equal or greater importance.

##### **4.42a Human Resource Development**

Richmond Community College (RCC) staff teach a Human Resource Development course two and a half hours per day during the third phase of IMPACT. The IMPACT course is a condensed version of the class offered through the community college system.

The first week of class focuses on communication skills, attitudes, values/assessment, self-esteem, and goal setting. The second week addresses motivation to work, career opportunities, job hunting, completing job applications, and the job interview process. Teaching methods include class discussion, videos, and role playing.

Satisfactory completion, as measured by test scores, participation, and attitude, automatically enrolls trainees into a one-year follow-up program conducted by the Richmond Community College staff. At three, six, and twelve month intervals following release, the instructor contacts the trainee to see how he is doing regarding his housing and employment situation. Trainees are requested to return information forms as part of the monitoring process. If necessary, the instructor may call family members, employers, and probation officers to determine the trainees location and to verify information from the trainee. Contact with the trainees is also intended to provide positive reinforcement to their efforts of reintegration into the community.

##### **4.42b Substance Abuse Programming**

IMPACT offers three separate substance abuse education components: one provided by regional DART staff (Drug/Alcohol Recovery and Treatment, a Department of Correction program), and two provided by IMPACT staff. These offerings cannot be defined as treatment but rather as screening and referral.

Contractual DART staff administer two screening instruments, the SMAST (Short Michigan Alcohol Screening Test) and the CDST (Chemical Dependency Screening Test), to determine the trainees' need for chemical dependency treatment. Those trainees whose scores indicate a problem meet with the DART staff for referral to treatment resources in their home community.

During the last week of the program, trainees again meet with the DART staff to develop a post-release treatment plan. These plans might consist of referrals to support groups such as AA or NA, private treatment programs, or local mental health centers.

The other two components are in-house substance abuse education efforts, both of which rely on videotapes as the basis for presentation and discussion. Trainees watch videos intended to educate them on chemical dependency as a disease, on the 12-step recovery process, and on the negative outcomes of dependency. These presentations serve as the basis for discussion. The other in-house program takes place during the second and third weeks of Phase III. In both cases, the emphasis is on education. During the phase III period, trainees may be involved in some discussions or role-playing exercises.

#### **4.42c Other Program Offerings**

There are other program offerings: self esteem, financial management, conflict management, and problem solving. IMPACT has a "Ropes challenge course," designed to instill self-reliance and to promote trust and teamwork. There is a full time Chaplain to provide religious services and to be available for informal counseling sessions. Attendance at religious programs is voluntary. The Chaplain tries to provide for the spiritual needs of all trainees, regardless of religious affiliation.

#### **4.43 Role Modeling**

MacKenzie and Souryal (1994) interviewed Correctional Officers as part of their evaluation efforts. The authors noted their overall findings that Correctional Officers believed that the boot camp programs were beneficial and that they were "often proud to be associated with the program..." (MacKenzie and Souryal, p. 11). Officers in several states expressed the belief that their role extended beyond custodial duties into the area of rehabilitation.

Role modeling was not specifically addressed by MacKenzie and Souryal (1994). Since there did not appear to be an instrument suitable for measuring this concept, this

evaluation did not address it directly. Neither formal interviews nor surveys were conducted with IMPACT staff.

In interactions and discussions with the IMPACT program and correctional officer staff, there was anecdotal evidence that the majority of the staff and officers believe as did the officers above. Correctional staff, especially the Commandant, spoke of their role as a positive father figure for the trainees. Additionally, the majority of the staff observed demonstrated both investment and pride in their jobs.

The Commandant stressed that officers are screened and selected for their ability to work with inmates. Psychological screening is provided by the Mental Health Services section of the Division of Prison for signs of emotional instability or factors incompatible with the degree of authority given over the trainees (R. A. Harrop, PhD, personal communication, April 19, 1995). After initial selection, officers undergo training in addition to what is demanded of other Correctional Officers. This training is specific to IMPACT and consists of a 12 week training course, with the first week consisting of classroom training followed by 11 weeks of on the job training (J. D. Taylor, personal communication, August 16, 1994).

#### **4.5 Attitudinal Change**

MacKenzie and Souryal (1994) found differences in the attitudes of boot camp trainees over the course of the program, and differences in the attitude changes of trainees compared to other groups. These authors concluded that offenders showed a positive attitude change as a result of the boot camp experience.

Evaluation staff used the same instrument (see Appendix F for a copy) as a beginning outcome measure during the course of this study. Pretest questionnaires were administered on the second day following admission and posttest questionnaires one week prior to graduation. Every effort was made to obtain honest responses by ensuring confidentiality. Questionnaires were read aloud at a pace which seemed to ensure that all trainees were able to follow.

At the end of the evaluation period, five classes had taken the pretest, but only two classes had taken the posttest. Preliminary results from the first few cases suggest that similar positive changes in attitudes are occurring in trainees over the course of the program. Initial data suggest that the positive attitudes are related to the trainees' feeling about themselves and the program. More detailed findings will be presented in a following report.

#### 4.6 Expectations Survey

Following the rationale concerning attitude changes as a result of the IMPACT experience, it was hypothesized that positive changes in self-image and self-expectation over the course of IMPACT might be an additional indicator of success. Such a change might also prove predictive of longer lasting success in the community.

A graduate student team from North Carolina State University designed a survey focusing on three categories of expectations about the future (education, career, and a crime-free life) and demographic items. (See Appendix G for a copy of this survey.) This pilot instrument was administered to all trainees in the second week of November. The Office of Research and Planning is in the process of refining the test. Once that process is complete, the survey will be given to all trainees during their stay at IMPACT, and again after release. Logistical details will be worked out with the Division of Adult Probation and Parole.

## **5.0 Program Effectiveness, Cost, & Recidivism**

Included in the General Assembly's request was a comparison of IMPACT's effectiveness, cost, and recidivism rate to the rates of other corrections programs for similar offenders.

### **5.1 Program Recidivism**

The legislation which prompted this evaluation required the Department of Correction to compare the IMPACT program's recidivism rate to other programs for offenders aged 16-25 years. While all correctional programs have a goal of reducing recidivism, neither IMPACT's mission nor the enabling legislation mentioned the reduction of recidivism as a goal. The boot camp evaluation sponsored by the National Institute of Justice found no reduction in recidivism as a direct consequence of the military aspects of the programs studied, but did find evidence that aftercare programs produced such reductions. In North Carolina, the recently funded aftercare program is still in the implementation phase.

This analysis measured recidivism by using rearrest rates, following the same general procedures as a study carried out for the Sentencing and Policy Advisory Commission by Stevens Clarke and Anita Harrison. Appendix H contains a discussion of the rationale for using rearrest rates.

IMPACT's rearrest rate, 39.8% within two years, was near the high end of the range reported by these authors (27% to 44% during an average 27 month follow up). Still, the rate for IMPACT was lower than those of two comparison groups: 44% for probationers and 51.6% for former prison inmates. These comparison groups were selected to match the age and felon/misdemeanant distribution of IMPACT trainees.

In comparing the recidivism rates for various correctional programs in existence at that time, Clarke and Harrison found that nearly all of the differences in rearrest rates among the programs could be explained by differences in the populations being treated. Certain groups of offenders are statistically more likely to commit new crimes than are others. An important issue was whether the program produced lower rates of recidivism than those same offenders would have experienced under alternative treatments (prison or probation).

Two features of the IMPACT population -- that the clientele are all male and young -- indicated a high risk of rearrest. Another population feature, the restriction on prior

incarceration, somewhat limited that risk but, generally, these population characteristics predicted high failure rates. The current study used regression models, just as Clarke and Harrison did, to account for these differences in comparing IMPACT trainees with other offenders.

The current analysis used all three groups: IMPACT trainees, the comparison group of probationers, and a comparison group of former prison inmates. The two comparison groups were selected on the basis of age and crime status. Appendix I contains detailed data on these two groups. The regression models were similar to those in other studies, especially that of Clarke and Harrison, and included many of the same potential risk variables:

Age at the beginning of the follow-up period; Number of prior fingerprinted arrests; Nature of current crime; Race (Black vs all other combined); Program assignment to IMPACT, rather than prison or probation; and Program assignment to prison, rather than IMPACT or probation

The rearrest rate for IMPACT trainees is not significantly different from probationers, when controlling for other known risk factors. However, the rearrest rate for IMPACT trainees is 4.7 percentage points less than prison group's rate (adjusting for risk), or 10.6% fewer arrests. This is a promising result, but the difference would have to be greater -- 5.2 rather than 4.7 percent -- for one to have confidence that the difference is more than just what might occur from random differences between the two groups of offenders. The conclusion is that there is some evidence that IMPACT produces a lower rearrest rate than imprisonment does. Further analysis may clarify this and help determine whether certain types of offenders are more influenced than others.

It should be noted that this regression methodology is subject to the following limitation. Although differences in risk can be controlled, there is always some unknown bias introduced as the result of the non-random selection of offenders into the programs being studied. Even when the statistics indicate that differences may be due to the program itself, some of the apparent improvement in performance may be due to unmeasured differences between the offenders selected into the program and those not. In medical research, this "selection bias" is eliminated in the study of drugs' effectiveness by the use of random

assignment of subjects to get either the new drug or a placebo. The criminal justice system seems much more reluctant to use this methodology to learn about the effectiveness of its programs.

## 5.2 Program Cost Comparison

The legislation called for a comparison of costs between IMPACT and other programs. The cost per offender per day is similar for IMPACT and regular prison, which averages \$58.51 systemwide. For the twelve months ending June 30, 1994, IMPACT's daily cost was \$56.58. This cost is inflated over the 1993 cost of \$48.11. The more recent figure was inflated due to increased personnel cost incurred in preparation for program expansion. Some youth facilities were higher (e. g. Morrison: \$72.30, Blue Ridge: \$66.33) and some were lower (Western: \$55.39, Sandhills: \$41.91). Costs for community supervision are considerably lower (Electronic House Arrest: \$6.70, Intensive Supervision: \$9.33).

A comparison using the total cost of the judicial decision, which depends on how long offenders stay in each program, is a more important issue than the per-day cost. The following table lists each program element in the left-hand column, followed by its per-day cost. There is a column for each of three sentencing alternatives, indicating how long a typical offender might stay in each one (prison is, for example, confinement followed by parole).

The time periods are chosen to be typical for felons. Under structured sentencing, few misdemeanants are expected to participate in the IMPACT program. The cost of prison confinement is deemed to be close enough to that of IMPACT to use the same number. Another assumption is that the non-prison alternative to IMPACT is a combination of Intensive Probation (typically nine months) followed by regular probation. To estimate the length of prison time, we used data for the prison comparison group of the recidivism analysis.

## Analysis of Sentencing Episodes

		Sentencing Option					
		IMPACT		Prison		Probation	
Program Element	Cost Per Day	Length in Days	Total Cost	Length in Days	Total Cost	Length in Days	Total Cost
Confinement	\$56.58	81	\$4,583	180	\$10,184		
Parole	\$1.55			180	\$279		
Intensive Probation	\$9.33					274	\$2,553
Regular Probation	\$1.28	548	\$701			456	\$584
<b>Total</b>			<b>\$5,284</b>		<b>\$10,463</b>		<b>\$3,137</b>

Alternatives (See Text for Explanation):

Ten sent to IMPACT:		\$52,840			
Six sent to prison, 4 to probation:		\$75,326	0	\$62,778	+ \$12,548

Difference: (cost savings) \$ 22,486 for the ten episodes, or \$ 2,249 per episode

The results suggest that the cost of an IMPACT sentence (\$5,284) is roughly half as much as a prison sentence (\$10,463) and 70% more than probation (\$3,137).

This information by itself does not prove that IMPACT saves the state money. That conclusion depends heavily on whether the participants were otherwise prison-bound, which is hard to determine. It was not possible to develop a profile of the prisoner versus the probationer that would allow us to determine which IMPACT trainees would have otherwise been sentenced to prison.

The estimates from the judges' survey provided an additional source of useful information. They indicated, collectively, that over 60% of those offenders sent to IMPACT would otherwise have gone to prison. Cost estimation based on this information, illustrated in the bottom half of the preceding table, allowed for the comparison of two scenarios: first, the

cost of ten persons sentenced to IMPACT (\$52,840); and the second cost (\$75,326), assuming that six of those had gone to prison and four to probation. The cost differential is \$22,000 in favor of IMPACT, or \$2200 per IMPACT trainee.

A more careful analysis should also include costs for reimprisonment following revocation of probation and parole. It also should include the costs associated with program dropouts. These calculations would require data difficult to extract from the Department's antiquated information system; the new system, scheduled for implementation in Spring 1995, would make a more accurate analysis possible. Structured sentencing will change the amount of time served by offenders convicted under these laws; analyses for future reports will have to include data reflecting these legislative changes. It should also be noted that, under structured sentencing, IMPACT is no longer an "alternative to prison" but rather an intermediate punishment deemed by the General Assembly and the courts as the appropriate placement for specified offenders.

## **6.0 Future Considerations**

The legislature has requested continuing evaluation efforts annually. In this section, information concerning the future of the program is presented, specifically, an analysis of the potential impact of structured sentencing. In addition, future program and evaluation efforts are suggested. Improvements to the information system are also discussed.

### **6.1 Potential Eligibility Pool**

Preliminary assessment indicates that the "pool" of eligible offenders available to IMPACT will change under structured sentencing. (A detailed analysis of the pool, along with the rationale of its development, is contained in Appendix J.) It is expected that misdemeanants will receive much shorter sentences, and fewer will be eligible for intermediate sanctions such as IMPACT, while felons should be available in roughly comparable numbers to those eligible for IMPACT under Fair Sentencing. In light of the higher level of supply of available services due to the IMPACT program's expansion, maintaining a comparable numbers of felons as a demand does suggest potential difficulty in keeping all IMPACT beds filled in the future.

### **6.2 Aftercare Programs**

Aftercare programs will be another focus of future efforts. The period immediately following release from IMPACT is critical. Agreement on this point is seen in the judges' survey, research findings, and the General Assembly's funding of an aftercare program. The fragility of the enthusiasm and motivation achieved during isolation from the social environment to which these trainees are returning is self-evident.

The Department has received funding for a pilot program to provide aftercare services to IMPACT graduates in ten counties. Plans are now being completed and the program will be implemented in 1995.

### **6.3 Future Evaluation Efforts**

The emphasis in future evaluation efforts is in the development of quantifiable measures for goals. The following table presents the goals identified by evaluation team members, the source of the goal, associated program activities, and proposed measurement. In some cases, information about the measurement already exists but may need to be refined in the operational procedures. In other cases, entirely new procedures will be needed to address

the measurement of these goals. The footnote for the measurement column contains proposals for specific measurement instruments or data collection strategies.

Goal	Source	Activities	Measurement <sup>1</sup>
1. Work ethic	Program	Work, Drill	A, B, C, D, E, F
2. Respect for Values	Program	Work, HRD	A, B, C, F
3. Self-Esteem/Respect	Program Statutes	Self-Esteem Program, HRD, Graduation, GED, Chaplain, Hygiene, Work	A, B, C, F
4. Recidivism Reduction	Implied Program	Work, School, GED, Morrison facility (proximity)	A, C, D, E, G
5. Cost/Crowding Reduction	Statutes	Diversion, value of services	D, E, G
6. Personal Confidence	Program Statutes	Ropes Challenge Course, Leadership and other classes, Graduation	A, B, C, F
7. Personal Responsibility/ Self-Discipline	Statutes Program	Inspections, Drill Instructors, Promotion Board, Financial Management and Conflict Resolution classes	A, B, C, F
8. Respect for Others	Statutes	HRD, Ropes Challenge Course, Work Teams, Problem Solving class, Work as Community Service	B, C, F

<sup>1</sup> A = Attitudinal Survey administered by staff    D = Personal Computer Database    G = DCI Re-Arrest Data  
 B = Documented behavior within trainee file    E = OPUS Mainframe Information  
 C = Improved Case Management System    F = Expectation Survey

#### 6.4 Suggested Information System Improvements

The information system used by the IMPACT program is, like that of many programs, outdated. The majority of the trainee information is stored in paper files. The retrieval of this data for either planning or evaluation purposes requires an extensive commitment of time and personnel. The new mainframe system known as OPUS (Offender Profile Unified System) will allow for the more efficient storage and retrieval of information. This system will also allow for more effective exchange of data between the courts, the Division of Adult Probation and Parole, and IMPACT.

## 7.0 Conclusions

1. The program elements needed to meet IMPACT objectives have been implemented. The "core" components necessary for a thorough process evaluation are in place. A process evaluation entails a closer study of each element of the program to determine how it contributes to the overall program objective. This will be part of the ongoing evaluation and documented in subsequent reports, as required by the General Assembly.

2. The Superior Court judges responding to the survey are, as a group, very supportive of IMPACT. More communication between the courts and program administrators will improve the judges' understanding of the program and IMPACT's ability to provide the correctional response sought by the judiciary. The survey revealed some differences between what judges considered important to the program and how the program perceives its mission.

3. The period immediately following release from IMPACT is critical for the graduating trainees. As noted earlier, agreement on this point is seen in the judges' survey, research findings, and the General Assembly's funding of an aftercare program.

The Division of Adult Probation and Parole has undertaken steps to provide more appropriate supervision upon completion of IMPACT. Additional supervision is provided by use of the Intensive Probation (two officers supervising a caseload of 25) or high risk designation. The Division is also designing an Aftercare program specifically to strengthen and extend the achievement attained while at IMPACT. With assistance from the Department of Human Resources, the use of local TASC units (Treatment Alternatives to Street Crime) is being explored to channel resources to this population.

4. For felons, the use of IMPACT has led to cost savings. This was achieved by the shorter period of confinement in IMPACT compared to prison and, in the judges' views, who they were sending to IMPACT. When used for misdemeanants, IMPACT is surely more expensive, given the brief period for which most misdemeanants are otherwise incarcerated. It is therefore a considerably harsher punishment than prison would be.

Under structured sentencing it is not clear that this same type of analysis is appropriate. IMPACT is no longer an "alternative to incarceration" but an appropriate intermediate punishment. Whether it serves to save costs may be irrelevant, and essentially unknowable.

5. There is preliminary but less certain evidence that the boot camp experience results in more positive attitudes. There is an abundance of anecdotal evidence that the program is providing both enthusiasm and motivation for a more prosocial lifestyle. Preliminary results from the first few cases suggest that similar positive changes in attitudes are occurring in trainees over the course of the program. Initial data suggest that the positive attitudes are related to the trainees' feeling about themselves and the program. More detailed findings will be presented in subsequent reports.

6. There is some evidence of a rehabilitative effect, based on lower rearrest rates, compared to imprisonment. Considerable modeling can be done in future evaluations. Graduates can be followed for longer time periods, so that the statistical results will be more robust. Specific questions can be focused on whether the rehabilitative effect appears stronger for some categories of offenders than others. Another question is whether there is a short-term effect that erodes over time. These issues will be considered in subsequent reports.

7. It is uncertain whether structured sentencing will provide a sufficient supply of candidates to fill the program. There will be sufficient numbers eligible but whether they are sentenced to the program is another matter. This evaluation found that very few of the eligible offenders over the age of 21 years entered IMPACT. Unless this practice changes, the program will have empty beds.

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# Appendixes

Appendix A  
Establishing Legislation

S.B. 38

CHAPTER 8

AN ACT TO MAKE AN EMERGENCY APPROPRIATION FOR CORRECTIONAL  
PROGRAMS AND PROJECTS.

*The General Assembly of North Carolina enacts:*

**Section 1.** Notwithstanding G.S. 114-2.1, the settlement agreement entered into by the parties on December 20, 1988, in the cases of Small v. Martin, No. 85-987-CRT (E.D.N.C.) and Thorne v. Martin, No. 87-446-CRT (E.D.N.C.), is hereby approved and funds necessary to satisfy the terms and obligations of that agreement will be appropriated.

**Sec. 2.** (a) There is appropriated from the General Fund to the Department of Correction for current operations the amount of ten million eight hundred ten thousand two hundred seventy dollars (\$10,810,270) in fiscal year 1989-90 and sixteen million one hundred twenty-one thousand five hundred nineteen dollars (\$16,121,519) in fiscal year 1990-91 for the following programs:

	1989-90	1990-91
a. Electronic House Arrest	\$ 2,333,999	\$ 1,461,698
b. Intensive Probation/Parole	1,402,820	1,331,184
c. Regular Probation/Parole	5,104,544	9,729,791
d. DWI Program Cherry Hospital	1,460,935	1,571,173
e. IMPACT Program, Cameron Morrison	507,972	611,819
f. Operation of New Facilities	-	1,415,854

AN ACT TO PROVIDE SENTENCING JUDGES WITH THE DISCRETION TO SUSPEND A SENTENCE TO A TERM OF IMPRISONMENT AND PLACE A YOUTHFUL OFFENDER ON PROBATION. WITH THE CONDITION THAT THE OFFENDER COMPLETE THE IMPACT PROGRAM.

*The General Assembly of North Carolina enacts:*

**Section 1.** G.S. 15A-1343(b1) reads as rewritten:

"(b1) Special Conditions.  In addition to the regular conditions of probation specified in subsection (b), the court may, as a condition of probation, require that during the probation the defendant comply with one or more of the following special conditions:

- (1) Undergo available medical or psychiatric treatment and remain in a specified institution if required for that purpose.
- (2) Attend or reside in a facility providing rehabilitation, instruction, recreation, or residence for persons on probation.
- (2a) Submit to a period of imprisonment in a facility for youthful offenders for a minimum of 90 days or a maximum of 120 days under special probation, reference G.S. 15A-1351(a) or G.S. 15A-1344(e), and abide by all rules and regulations as provided in conjunction with the Intensive Motivational Program of Alternative Correctional Treatment (IMPACT), which provides an atmosphere for learning personal confidence, personal responsibility, self-respect, and respect for attitudes and value systems.
- (3) Submit to imprisonment required for special probation under G.S. 15A-1351(a) or G.S. 15A-1344(e).
- (4) Surrender his driver's license to the clerk of superior court, and not operate a motor vehicle for a period specified by the court.
- (5) Compensate the Department of Environment, Health, and Natural Resources Commission, as the case may be, for the replacement costs of any marine and estuarine resources or any wildlife resources which were taken, injured, removed, harmfully altered, damaged or destroyed as a result of a criminal offense of which the defendant was convicted. If any investigation is required by officers or agents of the Department of Environment, Health, and Natural Resources or the Wildlife Resources Commission in determining the extent of the destruction of resources involved, the court may include compensation of the agency for investigative costs as a condition of probation. This subdivision does not apply in any case governed by G.S. 143-215.3(a)(7).
- (6) Perform community or reparation service and pay any fee required by law or ordered by the court for participation in the community or reparation service program.
- (7) Submit at reasonable times to warrantless searches by a probation officer of his person and of his vehicle and premises while he is present, for purposes specified by the court and reasonably related to his probation supervision, but the probationer

may not be required to submit to any other search that would otherwise be unlawful.

- (8) Not use, possess, or control any illegal drug or controlled substance unless it has been prescribed for him by a licensed physician and is in the original container with the prescription number affixed on it; not knowingly associate with any known or previously convicted users, possessors or sellers of any such illegal drugs or controlled substances; and not knowingly be present at or frequent any place where such illegal drugs or controlled substances are sold, kept, or used.
- (8a) Purchase the least expensive annual statewide license or combination of licenses to hunt, trap, or fish listed in G.S. 113-270.2, 113-270.3, 113-270.5, 113-271, 113-272, and 113-272.2 that would be required to engage lawfully in the specific activity or activities in which the defendant was engaged and which constitute the basis of the offense or offenses of which he was convicted.
- (9) If the offense is one in which there is evidence of physical, mental or sexual abuse of a minor, the court should encourage the minor and the minor's parents or custodians to participate in rehabilitative treatment and may order the defendant to pay the cost of such treatment.
- (10) Satisfy any other conditions determined by the court to be reasonably related to his rehabilitation."

**Sec. 2.** The Department of Correction shall use residential programs with the goal of providing alternative to long-term imprisonment of youthful first offenders, such as the Intensive Motivational Program of Alternative Correctional Treatment (IMPACT), for offenders placed on probation under Section 1 of this act.

**Sec. 3.** The criteria for selecting and sentencing youthful offenders to the Intensive Motivational Program of Alternative Correctional Treatment as provided under Section 1 of this act shall be as follows:

- (a) The offender must be between the ages of 16 and 25;
- (b) The offender must be convicted of an offense punishable by a prison sentence of one year or more;
- (c) The offender must submit to a medical evaluation by a physician approved by his probation or parole officer and must be certified by the physician to be medically fit for program participation;
- (d) The offender must not previously have served an active sentence in excess of 120 days.

**Sec. 4.** This act shall become effective January 1, 1991.

In the General Assembly read three times and ratified this the 26th day of July, 1990.

## BOOT CAMP FUNDS

Sec. 19. (a) Of the funds appropriated in this act to the Department of Correction the sum of one million five hundred sixteen thousand six hundred sixty-six dollars (\$1,516,666) for the 1994-95 fiscal year shall be placed in a reserve for the operation of a new boot camp for youthful offenders to be brought on line in the 1994-95 fiscal year under the construction program provided for in this act. The boot camp shall operate according to the guidelines set forth for the Intensive Motivational Program of alternative Correctional Treatment (IMPACT) in chapter 1010 of the 1989 Session Laws.

(b) Of the funds appropriated in this act to the Department of Correction the sum of four hundred fifty-two thousand six hundred nineteen dollars (\$452,619) for the 1994-95 fiscal year shall be used to provide a post-boot camp program for probationers who are likely to benefit from such a program in order to assist them to become productive citizens and to remain free from criminal activity. The Department shall select up to 180 probationers to participate in the program, which shall include intensive probation supervision, substance abuse treatment and counseling, family contact, involvement, and counseling, family contact, involvement, and counseling, consultation with appropriate personnel in the Department of Human Resources in establishing participation by probationers in appropriate community-based services, and other appropriate intervention.

(c) The Department of Correction shall evaluate the IMPACT program and the post-Boot Camp probation program funded under this section and report to the Joint Legislative Commission on Governmental Operations, the Joint Legislative Corrections Oversight Committee, and the Fiscal Research Division prior to January 1, 1995, and annually thereafter. The evaluation of the IMPACT program shall compare that program's effectiveness, cost, and recidivism rate to other corrections programs for offenders aged 16-25. The evaluation of the post-Boot Camp probation program shall compare that program's effectiveness, cost, and recidivism rate to other probation programs for offenders aged 16-25.

Requested by: Senators Daniel, Plyler, Representatives Nesbitt, Diamont, H. Hunter, Holt, Redwine, Michaux, Bowie

Appendix B  
IMPACT Exit Data

<b>IMPACT Exit Data for Admissions Through 8/15/94 <i>n</i> = 1487</b>	
Graduated	89.6%
Dismissed:	
Disciplinary	6.4%
Medical	2.6%
Absconded	1.1%
Other	0.4%
Recycled	3.4%

Appendix C  
Superior Court Judges Survey

	Please mark your opinions or beliefs about the IMPACT program.					In your decision making, how important is each statement as a purpose in sentencing offenders to the IMPACT program.		
The IMPACT program:	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	Very Important	Important	Unimportant
1. Reduces recidivism.								
2. Promotes self-discipline.								
3. Gives offenders personal confidence.								
4. Provides substance abuse education.								
5. Teaches offenders to show respect for others.								
6. Provides punishment for offenses committed by the offender.								
7. Provides a basic education.								
8. Teaches offenders the value of a strong work ethic.								
9. Deters regular citizens from criminal activity.								
10. Reduces the need for additional bed space in prisons.								
11. Deters participants from further criminal activity.								
12. Produces graduates more likely to become responsible members of society.								

1. What is your Judicial Division? \_\_\_\_\_ 1st \_\_\_\_\_ 2nd \_\_\_\_\_ 3rd \_\_\_\_\_ 4th
2. Under Structured Sentencing, do you believe that you will send more, or fewer, offenders to the IMPACT program than you currently send? \_\_\_\_\_ More \_\_\_\_\_ Fewer \_\_\_\_\_ About the Same
3. Have you ever been to the IMPACT program to observe activities at the facility? \_\_\_\_ Yes \_\_\_\_ No
4. Have you read any of the research on similar boot camp programs in other states? \_\_\_\_ Yes \_\_\_\_ No
5. If the IMPACT program were not available, what percentage of offenders currently being sent to IMPACT would you sentence to Prison? \_\_\_\_\_% to Probation? \_\_\_\_\_% (Percentages should sum to 100%)

6. Please rank the following as a rationale for sending an offender to a boot camp program. (1 = highest rank while 8 = lowest rank)

Rigorous Psychological Program _____	Self-Discipline _____
Substance Abuse Treatment _____	Physical Exercise _____
Hard Physical Work _____	Self-Esteem _____
Vocational Training _____	Education _____

7. If eligibility requirements for the IMPACT program under Structured Sentencing could be changed:

- a. What is the most serious felony class that you would send to the program? \_\_\_\_\_ (A-I)
- b. How many prior convictions would the offender be allowed to have? \_\_\_\_\_
- c. Do you feel that the IMPACT program should admit female offenders? \_\_\_\_ Yes \_\_\_\_ No
- d. What is the youngest age that an offender should be sent to IMPACT? \_\_\_\_\_
- e. What is the oldest age that an offender should be sent to IMPACT? \_\_\_\_\_

8. Over the last 12 months:

- a. Approximately how many offenders have you sent to the IMPACT program?  
 \_\_\_\_\_ none \_\_\_\_\_ 1 - 4 \_\_\_\_\_ 5 - 10 \_\_\_\_\_ over 10
- b. What is the percentage of the offenders sent to the IMPACT program of the total number of eligible offenders? \_\_\_\_\_ %
- c. If you did not send eligible offenders to the IMPACT program, what were your reasons?

9. Please use the remaining space to write comments about the program. (Feel free to use additional pages as necessary.)

Appendix D  
Responses to Judges' Surveys

This appendix includes the responses to all the questions on the survey of Superior Court Judges. For each question, there is a table which lists the responses, the frequency of responses, and the percent of the total for each response.

1. What is your Judicial Division?

Division	Number	Percent
First	10	20%
Second	10	20%
Third	11	22%
Fourth	16	33%
Special	1	2%
No Response	1	2%

2. Under Structured Sentencing, do you believe that you will send more, or fewer, offenders to the IMPACT program than you currently send?

Response	Number	Percent
More	30	61%
Fewer	5	10%
About the same	10	20%
No Response	4	8%

3. Have you ever been to the IMPACT program to observe activities at the facility?

Response	Number	Percent
Yes	2	4%
No	46	92%
No Response	2	4%

4. Have you read any of the research on similar boot camp programs in other states?

Response	Number	Percent
Yes	24	51%
No	22	47%
No Response	1	2%

5. If the IMPACT program were not available, what Percent of offenders currently being sent to IMPACT would you sentence to prison? probation?

**Send to prison**

Response	Number	Percent
0% to 60%	15	31%
65% to 95%	17	35%
100%	9	18%
No Response	8	16%

**Send to probation**

0% to 20%	15	31%
25% to 50%	18	37%
Over 50%	8	16%
No Response	8	16%

6. Please rank the following as a rationale for sending an offender to a boot camp program? (1=highest importance, 8=lowest)

Rationale	Most Common Response	Missing
Self-Discipline	1	5
Self-Esteem	2	5
Education	3	5
Substance Abuse Treatment	5	6
Vocational Training	6	5
Hard Physical Work	7	6
Physical Exercise	8	7
Rigorous Psychological Program	8	5

7. If eligibility requirements for the IMPACT program under Structured Sentencing could be changed:

---

a. What is the most serious felony class that you would send to the program?

Felony Class	Number	Percent
B	1	2%
C	3	6%
D	2	4%
E	6	12%
F	3	6%
G	7	14%
H	8	16%
I	3	6%
No Response	16	33%

b. How many prior convictions would the offender be allowed to have?

Prior Convictions	Number	Percent
0	3	6%
1	9	18%
2	10	20%
3	6	12%
4 and Higher	3	6%
No Response	18	37%

c. Do you feel that the IMPACT program should admit female offenders?

Response	Number	Percent
Yes	35	71%
No	9	18%
No Response	5	10%

d. What is the youngest age that an offender should be sent to IMPACT?

Age	Number	Percent
Under 15	2	4%
15	9	18%
16	22	45%
17	5	10%
18	6	12%
No Response	5	10%

e. What is the oldest age that an offender should be sent to IMPACT?

Age	Number	Percent
Under 22	9	18%
22 to 24	11	22%
25 to 26	19	39%
Over 26	6	12%
No Response	4	8%

8. Over the last 12 months:

a. Approximately how many offenders have you sent to the IMPACT program?

Offenders	Number	Percent
None	1	2%
1 to 4	14	28%
5 to 10	19	38%
Over 10	14	28%
No Response	2	4%

b. What is the percentage of the offenders sent to the IMPACT program of the total number of eligible offenders?

Due to an improbable range in responses, and to an extremely low response rate on this question, the evaluation team believes that this question was invalid and responses were thus not useful.

c. If you did not send eligible offenders to the IMPACT program, what were your reasons?

- \* Lack of space and resulting delay getting into program
- \* Considered imprisonment more appropriate
- \* Need active time to send message to public
- \* Defendant refused to consent to it
- \* Job was so good, didn't want to lose it by going to IMPACT
- \* Offenders who are sentenced to IMPACT frequently opt to serve their active sentence
- \* Criminal offense too serious
- \* Defendant not suitable candidate or was too mean
- \* Alternate program available for drug treatment (In-Patient)
- \* Usually try regular probation first or probation sufficient
- \* Did not think they could successfully complete the program
- \* Don't have confidence that program makes a difference without aftercare plan
- \* Still in school
- \* Not hard enough sentence
- \* Inability to get physical exam done

9. Please use the remaining space to write comments about the program.

---

- \* I feel very positive about this program and certainly will use it more in the future.
- \* I am concerned about IMPACT graduates "backsliding" when they get back to the old neighborhood gangs and ways. Probation supervision of the traditional model is insufficient to follow up on it and make some sure the benefits of IMPACT aren't lost. I suggest some kind of "follow-up" by a new component of IMPACT.
- \* Need to develop aftercare program where offenders can go to improve educational and vocational skills.
- \* The requirement that an offender not have previously served on active sentence in excess of 120 days limits the number of offenders that could benefit from IMPACT. Create a 2nd IMPACT program for people who have been in prison or jail for 120 days up to 180 or 365 days.
- \* I think the IMPACT program is an excellent idea. However, I have not utilized it as much as I could or should.
- \* The program should be offered as a deferred prosecution mechanism. I am happy to see that the program space has been expanded, as I believe the program is effective and needed.
- \* This program is not for everyone. To over use it will destroy its effectiveness. I strongly recommend it for young people. Careful screening is essential.
- \* Many young men are fathers and many of those aren't living up to that responsibility. Some parenting education classes would be a great idea.
- \* This is a good and necessary program. The program is outstanding. We need more impact type programs.
- \* Counties will be studying feasibility to operate local "IMPACT" programs as part of community penalties. This at first glance looks impractical. But you should prepare to be a resource and give thought to these possibilities.

### Beliefs about and importance of aspects of the IMPACT program

The IMPACT program:	Please mark your opinions or beliefs about the IMPACT program.						In your decision making, how important is each statement as a purpose in sentencing offenders to the IMPACT program.			
	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree	No Response	Very Important	Important	Unimportant	No Response
1. Reduces recidivism.	6/13	23/50	16/35	1/2	-	3	26/62	15/36	1/2	7
2. Promotes self-discipline.	17/36	25/53	5/11	-	-	2	28/64	16/36	-	5
3. Gives offenders personal confidence.	12/26	28/60	6/13	1/2	-	2	17/39	26/59	1/2	5
4. Provides substance abuse education.	5/11	24/55	12/27	3/7	-	5	16/38	20/48	6/14	7
5. Teaches offenders to show respect for others.	11/23	29/60	8/17	-	-	1	20/47	22/51	1/2	6
6. Provides punishment for offenses committed by the offender.	10/21	29/62	6/13	2/4	-	2	18/42	23/53	2/5	6
7. Provides a basic education.	3/7	20/44	19/42	3/7	-	4	10/24	26/62	6/14	7
8. Teaches offenders the value of a strong work ethic.	7/15	25/52	15/31	1/2	-	1	22/50	22/50	-	5
9. Deters regular citizens from criminal activity.	2/4	15/32	17/36	11/23	2/4	2	13/33	17/43	10/25	9
10. Reduces the need for additional bed space in prisons.	4/9	28/61	12/26	2/4	-	3	9/21	24/57	9/21	7
11. Deters participants from further criminal activity.	6/13	24/51	16/34	1/2	-	2	23/53	17/40	3/7	6
12. Produces graduates more likely to become responsible members of society.	7/15	30/63	10/21	1/2	-	1	23/52	20/45	1/2	5

This section also has the "Beliefs" table that the judges were asked to fill out with frequency and percent for each cell.

Appendix E  
IMPACT Schedule

"X" Marks the week and Phase in which the activity occurs. Shaded activity blocks indicate those activities actually observed by evaluation staff.

ACTIVITY	PHASE I				PHASE II				PHASE III			
	1	2	3	4	1	2	3	4	1	2	3	4
Trainee Intake	X											
Roll Call	X											
Orientation	X											
Hair Cuts	X											
Clothing	X											
Room Assignment	X											
Delousing	X											
Diagnostics	X											
Dining Hall and Retreat Practice	X											
Retreat	X	X	X	X	X	X	X	X	X	X	X	X
Dinner	X	X	X	X	X	X	X	X	X	X	X	X
Bed & Locker Demonstration	X											
Hygiene Brief	X											

ACTIVITY	PHASE I				PHASE II				PHASE III			
	1	2	3	4	1	2	3	4	1	2	3	4
Room Maintenance	X											
Fire Safety Briefing	X											
Commandant's Time	X	X	X	X	X	X	X	X	X	X	X	X
Lights out	X	X	X	X	X	X	X	X	X	X	X	X
Wake up and Personal Hygiene/Dress	X	X	X	X	X	X	X	X	X	X	X	X
Dorm Cleaning	X	X	X	X	X	X	X	X	X	X	X	
Breakfast	X	X	X	X	X	X	X	X	X	X	X	X
Reveille	X	X	X	X	X	X	X	X	X	X	X	X
Instruction Time	X											
Lunch	X	X	X	X	X	X	X	X	X	X	X	X
Orientation Medical Physical Handbook Review	X											
Hygiene/Dress	X	X	X	X	X	X	X	X	X	X	X	X
Drill Commands	X											
Safety Briefing	X											
Mail Briefing	X											
Programs Briefing	X											
First Aid Briefing	X											

ACTIVITY	PHASE I				PHASE II				PHASE III			
	1	2	3	4	1	2	3	4	1	2	3	4
Drill Instructor Time	X	X	X	X	X	X	X	X				
Disciplinary and Court	X											
Education Briefing	X											
Handbook Review	X											
Process/Orientation	X											
General Population Rap Session	X											
Chaplains Orientation	X											
Bible Study	X	X										
Dorm Maintenance	X	X	X	X	X	X	X	X	X	X	X	
Ropes Course	X			X						X		
Church Services	X	X	X	X	X	X	X	X	X	X	X	
Barracks Maintenance		X	X	X	X	X	X	X	X	X	X	X
Inspection		X	X	X	X	X	X	X	X	X	X	X
Work Detail		X	X	X	X	X	X	X	X	X	X	
School		X	X	X	X	X	X	X	X	X	X	X
Physical Training, Run or Drill and Ceremony		X	X	X	X	X	X	X	X	X	X	X
Substance Abuse Videos		X		X	X	X	X	X			X	

ACTIVITY	PHASE I				PHASE II				PHASE III			
	1	2	3	4	1	2	3	4	1	2	3	4
Self Esteem		X	X	X	X	X	X	X				
Organizational Study		X	X	X	X	X	X	X				
Chaplains Time			X	X	X	X	X	X	X	X	X	
Road March			X		X	X	X	X	X	X		
Graduation Practice				X								
Graduation				X							X	
Promotion Board				X								
Urban Turf Video									X			
Study Time									X	X	X	
Visitation									X	X	X	
Human Resource Development Class										X	X	
Substance Abuse Treatment or Training										X	X	
Job Corps and Vocational Rehabilitation										X		
Needs/Wants										X		
Assertiveness										X		
Leadership											X	
Problem Solving											X	

ACTIVITY	PHASE I				PHASE II				PHASE III			
	1	2	3	4	1	2	3	4	1	2	3	4
Values Clarification											X	
Conflict Management											X	
Financial Management											X	
Instruction Time											X	
GED Test												X
Out Processing												X
Checking Out												X

Appendix F  
Trainee Attitude Survey

Instructions: Please circle the appropriate response, whether you **Strongly Disagree**, **Disagree**, are **Undecided**, **Agree**, or **Strongly Agree** with each of the following Statements.

- |  |                          |                 |                  |              |                       |
|--|--------------------------|-----------------|------------------|--------------|-----------------------|
| 1. There is nothing in this place that will help me.                         | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 2. This place will not help me get a job.                                    | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 3. I am tough enough to handle this place.                                   | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 4. This experience will not change me.                                       | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 5. This place will help me learn self-discipline.                            | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 6. The staff put on a big show, but that is all it is.                       | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 7. This place would never help me in any way.                                | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 8. I will learn things about myself here.                                    | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 9. I am becoming a better person here.                                       | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 10. The programs in this place will never help me in any way.                | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 11. I am becoming more mature here.  | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |
| 12. Because of my experience here, I will probably not get in trouble again. | <b>Strongly Disagree</b> | <b>Disagree</b> | <b>Undecided</b> | <b>Agree</b> | <b>Strongly Agree</b> |

Appendix G  
Trainee Expectations Survey

IMPACT Survey

**Instructions:** Circle only one response for each question. You should respond to every item.

**Unless otherwise indicated, the following scale should be used:**

(A) Strongly Agree (B) Agree (C) Undecided (D) Disagree (E) Strongly Disagree

**Example:** I will successfully complete the IMPACT Program. If you strongly agree with this statement, you will circle "A."

1. When I graduate from the IMPACT Program, I expect to get a job.

(A) Strongly Agree (B) Agree (C) Undecided (D) Disagree (E) Strongly Disagree

2. I have learned nothing at IMPACT that will help me get a job.

(A) Strongly Agree (B) Agree (C) Undecided (D) Disagree (E) Strongly Disagree

3. I feel prepared to get a job.

(A) Strongly Agree (B) Agree (C) Undecided (D) Disagree (E) Strongly Disagree

4. Education beyond high school is not for me.

(A) Strongly Agree (B) Agree (C) Undecided (D) Disagree (E) Strongly Disagree

5. I plan to continue my studies after IMPACT.

(A) Strongly Agree (B) Agree (C) Undecided (D) Disagree (E) Strongly Disagree

6. IMPACT teaches me the importance of a crime-free life.

(A) Strongly Agree (B) Agree (C) Undecided (D) Disagree (E) Strongly Disagree

7. After IMPACT, I may get in trouble again.

(A) Strongly Agree (B) Agree (C) Undecided (D) Disagree (E) Strongly Disagree

8. I can remain crime-free when I return to my neighborhood.

(A) Strongly Agree (B) Agree (C) Undecided (D) Disagree (E) Strongly Disagree

9. My highest education completed is:

(A) eighth grade or less (B) 9th - 10th (C) 11th - 12th (D) high school graduate (E) some college

10. My race is:

(A) American Indian (B) Asian (C) Hispanic (D) Black (E) White

11. I am in :

(A) first phase (B) second phase (C) third phase

## Appendix H A Discussion of Recidivism Rates

Why determine rearrest rates? A question frequently asked of correctional programs is: "What is its recidivism rate?" Unfortunately, there is no way of knowing how many offenders are continuing to commit criminal acts. For one thing, most crimes are never reported to the police. For another, not all such reports wind up in an arrest, let alone a conviction.

It is possible, however, to use data to compare different populations with respect to subsequent criminal activity. An example of such a study was carried out by Stevens Clarke and Anita Harrison for the Sentencing Commission in 1992. Their purpose was to compare recidivism rates for various correctional programs. They did not include IMPACT in that comparison because it was too new to have a sufficient number of graduates for meaningful analysis. Our analysis attempts to follow the same general procedures as that study, whose description appears in the report referenced in the appendix.

There are three measures that are sometimes used to stand for recidivism: rearrest, reconviction, and reincarceration. Stevens Clarke (op. cit.) believes that rearrest is generally the best measure to use, because it is the broadest. He says: "Although not everyone arrested for a crime is guilty, we believe that arrests are a better measure of criminal activity than convictions are. Some arrested persons who are in fact guilty avoid conviction on technical legal grounds."

Even after settling on a single measure of recidivism, there is no unique rate. It is also necessary to specify a particular length for the period over which additional crimes are sought. The longer this time is, the more criminal activity will be detected. Short periods help to get answers quickly, but longer periods give a better idea of how much criminal activity is happening, while masking any short-term differences.

One frequently used follow-up length is 36 months. The majority of persons who will eventually be rearrested have their first rearrest by this time. Among former IMPACT trainees, 50% have been rearrested within 36 months.

In the above-cited study by Stevens Clarke, rearrest rates of between 27.3% and 44.5% were found among the programs studied using a follow-up period of about 27 months. For IMPACT, the

rearrest rate for a 24-month follow-up was 39.8%. This comparison is not very meaningful, for at least two reasons.

The first is that the rearrests in his study were during a slightly earlier period of time. (While this should not be a big source of difference, there are very real changes occurring in the criminal justice system that is leading to changes in the meaning we can ascribe to the measures we make.)

The second difference is that in the characteristics of the offenders in the different programs. Clarke found that nearly all of the differences in rearrest rates among the programs could be explained by differences in the populations they treated. A program might lower the rearrest rate of a group of high-risk offenders to a level that is still higher than that of the "average" offender. To seek program effects on rearrest rates, we do what Clarke did: we develop regression models.

### **Methodology**

Data for IMPACT participants entering the program between January of 1991 and September of 1994 was obtained from the Department of Correction's automated offender files. This dataset included all participants admitted to IMPACT as probationers and excluded those admitted as parolees, totalling 1625 observations. Comparison datasets of prison admissions and probation entries were subsequently extracted, with selection criteria chosen with the intent of creating samples characteristically similar to the IMPACT group. Comparison group inclusion criteria included: age range of 16-25, admission during the same period as the IMPACT set, first admission status for the Prison group, and conviction for no worse than a Fair Sentence "H" Class felony. The Prison set totalled almost 17,000 observations and the Probation set nearly 50,000 observations.

Records from each group were excluded if release (or probation entry) occurred after March 1, 1994. Observations in the Prison and Probation groups were excluded if they were duplicated in the IMPACT group. Due to the sheer size of the Probation dataset, it was initially reduced in size, randomly, by half. The IMPACT set has far more participants with age under 21 than age from 21 to 25, and included proportionally more felons than misdemeanants. To create comparison groups more nearly matching IMPACT participants, a Prison sample and a Probation sample were selected randomly, but weighted on the basis of age and felon/misdemeanant status to conform to the proportions of the IMPACT dataset. The resulting datasets included 1117 in the IMPACT group, 4580 in the Probation group, and 4127 in the Prison group.

Arrest data was provided for the study by the State Bureau of Investigation. Identification data for the groups was submitted in computer file format and SBI staff matched these records against automated records of fingerprinted arrests. Matching records were found for over 99% of the IMPACT and Prison groups, and for 82% of the Probation group. The smaller percentage of matches with the probation group is likely attributable to the fact that probationers are not routinely fingerprinted upon probation entry, while prison and IMPACT admissions are.

Appendix I  
Comparison Group Characteristics

<u>All Admissions</u>	<u>IMPACT</u> n=1625	<u>Probation</u> n=49812	<u>Prison</u> n=17047
<b>Age at Admission</b>			
Mean	19.0	20.8	21.2
Median	18.6	20.6	21.0
<b>Race</b>			
White	50.7%	50.0%	36.3%
Black	46.5%	46.1%	60.3%
Other	2.7%	3.9%	3.4%
<b>Conviction Type</b>			
Felon	61.8%	28.3%	51.7%
Misdemeanant	38.2%	71.7%	48.3%
<b>Crime Group</b>			
Person	11.2%	13.4%	16.0%
Property	58.7%	42.7%	45.5%
Public Order	20.1%	38.1%	36.5%
Other	10.0%	5.8%	2.0%

Males Ages 16-25, Admitted 1/1/91 to 9/1/94, and Class H or less serious crime

<u>Groups Proportionalized For Rearrest Comparison and Matched With DCI Arrest Data</u>	n=1111	n=3760	n=4107
<b>Percentage with at Least One Prior Fingerprinted Arrest</b>			
	83.7%	91.3% *	86.3%
<b>Age at First Arrest</b>			
Mean	17.7	18.1	17.7
Median	17.3	17.7	17.3
<b>Prior Fingerprinted Arrests</b>			
Mean	1.8	1.6	2.0
Median	2	1	2
<b>Percentage Rearrested Within Two Years of Release</b>			
	40.0%	44.0%	51.6%
<b>Arrests Within Two Years of Release or Probation Entry</b>			
Mean	1.0	1.2	1.5
Median	0	1	1
<b>Days to Rearrest (Two Year Follow-up)</b>			
Mean	412.8	411.3	346.8
Median	360.5	320	246.5

\* percentage may be inflated due to fact that 28% of sample could not be matched to DCI fingerprint records.

## Appendix J Pool of Eligible Candidates

Structured Sentencing will cause changes in both the character and overall numbers in the "pool" of candidates for the IMPACT program. Exactly how much, and in what areas, these changes will occur is largely speculative, although available information can provide some general insight.

The capacity of IMPACT East has been expanded to 180 beds. With 30 new trainees admitted every other week, this unit should have an annual capacity of 780. A similar configuration is expected for IMPACT West when both units are fully operational, suggesting that both IMPACT units will have a total annual capacity of 1560.

To date, misdemeanants have comprised about 38% of IMPACT admissions. Under Structured Sentencing, this proportion of misdemeanor IMPACT admissions is expected to significantly decline. Active sentences for misdemeanor convictions under Structured Sentencing are not allowed in instances where the offender has a minimal prior record. Further, potential misdemeanor sentence lengths are shorter than is now the case. These two factors will preclude IMPACT consideration for a substantial number of misdemeanor offenders given current program criteria. As such, only felon convictions were considered in assessing the pool of potential IMPACT candidates.

The Sentencing Policy and Advisory Commission was able to provide data for 16 to 25 year old males regarding expected convictions under Structured Sentencing, as well as expected distributions for active and intermediate sanctions in conviction types where judiciary discretion is allowed.

The following table outlines the sanctions allowed or required under the Structured Sentencing grid.

**Structured Sentencing Sanctions By Grid Cell**  
 (A' = Active; I' = Intermediate; C' = Community)

	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>	<u>VI</u>
A	A	A	A	A	A	A
B	A	A	A	A	A	A
C	A	A	A	A	A	A
D	A	A	A	A	A	A
E	I/A	I/A	A	A	A	A
F	I/A	I/A	I/A	A	A	A
G	I/A	I/A	I/A	I/A	A	A
H	C/I	I	I/A	I/A	I/A	A
I	C	C/I	I	I/A	I/A	I/A

As can be seen from this table, intermediate sanctions are allowed for offenses as serious as Class E felonies. Although several assaultive crimes are included in these groups, utilization of IMPACT for such convictions is not inconsistent with prior practice. About 11% of IMPACT admissions to date have had convictions for crimes against the person.

The following table outlines the number of expected convictions by Structured Sentencing grid cell in which an intermediate sanction is allowed or required.

**Convictions by Structured Sentencing Grid Cell  
Which Could Result In Intermediate Sanction**

	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>	<u>VI</u>	<u>(TOTAL)</u>
A	0	0	0	0	0	0	0
B	0	0	0	0	0	0	0
C	0	0	0	0	0	0	0
D	0	0	0	0	0	0	0
E	182	195	0	0	0	0	377
F	172	91	41	0	0	0	304
G	211	182	88	45	0	0	526
H	1,798	1,726	685	368	64	0	4,641
I	0	842	246	102	18	9	1,217
							7,065

These conviction projections suggest that annually about 7,000 males, ages 16-25 are expected to receive convictions for which an intermediate sanction could be considered or is required. Most certainly, however, a number of these convictions will be adjudicated with active sentences or with community sanctions. Sentencing Commission estimates suggest that about half of these convictions will result in intermediate sanctions, with the other half receiving active sentences or community sanctions.

The following table outlines the remaining convictions, by grid cell, which would be expected to receive intermediate sanctions.

**Expected Convictions Receiving Intermediate Sanctions  
By Structured Sentencing Grid Cell**

	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>	<u>VI</u>	<u>(TOTAL)</u>
A	0	0	0	0	0	0	0
B	0	0	0	0	0	0	0
C	0	0	0	0	0	0	0
D	0	0	0	0	0	0	0
E	111	92	0	0	0	0	203
F	102	43	13	0	0	0	158
G	73	42	13	4	0	0	132
H	419	1,726	218	82	9	0	2,454
I	0	251	246	33	6	2	538
							3,485

The Sentencing Commission data includes data regarding prior record level, but does not include information concerning length of prior sentences served. As such, how many of the remaining pool must be excluded because of prior sentences served cannot be definitively ascertained. For estimation purposes, exclusion of candidates having prior record levels in the Class III to Class VI range would leave a little less than 2,900 in the candidate pool eligible for Intermediate sanctions. How many of this group would be deemed appropriate for IMPACT as opposed to other available Intermediate sanctions cannot be ascertained, although the courts clearly cannot be expected to sentence all of these individuals to IMPACT.

A number of factors will further diminish the remaining IMPACT candidate pool, most of which cannot be predicted with any degree of confidence. Since IMPACT referral tracking began, between 30% and 40% of IMPACT candidates initially identified as IMPACT candidates and referred for the program were not admitted. Reasons for such included: physical problems precluding program involvement, incurring additional arrests between the time of program referral and scheduled admission, absconding supervision between the time of referral and admission, or initial agreement to participate in IMPACT but subsequent election to serve an active sentence prior to IMPACT admission.

Another factor which could diminish the pool of IMPACT candidates is age. Over 75% of IMPACT participants have been age 19 or younger, with age 19 and younger probation entries comprising 44% of the 16-25 year old group and age 19 and younger prison admissions comprising only 37% of the group. Why this disproportionate skew toward the younger ages among IMPACT participants has occurred is unclear. Perhaps the older offenders do not readily agree to participate in IMPACT or perhaps judges do not see much benefit in sentencing older offenders to IMPACT. Nevertheless, a significant decrease in the pool of IMPACT candidates could be expected if this trend continues under Structured Sentencing.

For comparison purposes, prior entries to IMPACT, prison, and probation for 16 to 25 year old offenders were reviewed. Felon admissions, with convictions for crimes subject to at least a 1 year sentence, for the years of 1991-93 were tabulated. During that period, annual entries within these conditions averaged 7248. Of that number, probation entries averaged 4400 (61%), prison admissions averaged 2618 (36%), and IMPACT admissions averaged 230 (3%). Past practice in dispositional choice under Fair Sentencing cannot be directly correlated to future Structured Sentencing requirements. However, these figures do suggest some potential for the anticipated IMPACT capacity being greater than the available pool of candidates given the expansion of IMPACT capacity and previously outlined conviction expectations. During the period of 1991-93, IMPACT had only 90 beds and an annual capacity of about 360. The expanded capacity at IMPACT East and opening of the new IMPACT West unit will increase beds to a total of 360 with an annual capacity of 1560.