

Quehanna Motivational Boot Camp 2016 Performance Report

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Overview

In accordance with Act 33 of 2009 the Pennsylvania Department of Corrections (PA DOC) is required to provide Judiciary Committees of the Pennsylvania General Assembly with a program performance report of the Quehanna Motivational Boot Camp in alternating years with the Pennsylvania Commission on Sentencing. This report provides current descriptive statistics and performance analysis of the Boot Camp program.

Highlights

- The Boot Camp program achieved a graduation rate of approximately 84 percent for offenders admitted to the program between January 2009 and December 2014. The graduation rate has remained consistent, staying within the 80 to 85 percent range over the six-year period.
- The average number of annual admissions to the Boot Camp over the 2012, 2013, and 2014 period (515 offenders per year) is noticeably higher than the average number of annual admissions over the 2009, 2010, and 2011 period (381 offenders per year).
- Five counties (Philadelphia, Allegheny, Berks, Lancaster, Dauphin) account for nearly half of all Boot Camp admissions from January 2009 to December 2014.
- Approximately 21% of offenders who were eligible to participate in Boot Camp between August 2012 and June 2015 actually participated.
- The three-year rearrest rate is 6.1 percentage points lower (43.3% vs, 49.4%) for Boot Camp participants. The three-year reincarceration rate is 5.5 percentage points lower (49.6% vs. 55.1%) for Boot Camp participants. The three-year overall recidivism rate is 6.3 percentage points lower (58.9% vs 65.2%) for Boot Camp participants than the comparison group.
- Since December 1992, the PA DOC has saved approximately \$104.8 million dollars by operating the Quehanna motivational boot camp.
- The PA DOC saves approximately \$11,431 per Boot Camp participant.

Program Description & Objectives

The Quehanna Boot Camp is committed to providing needed services and treatment to all of its inmates. The Boot Camp is fully accredited by the American Correctional Association (ACA). ACA's accreditation standards are intended to evaluate facility's services, programs, and essential operations such as administrative procedures, staff training, the physical plant, safety procedures, security, and sanitation.

The operations and programming of the Boot Camp are guided by the following as stated in Act 33 of 2009; (1)To protect the health and safety of the Commonwealth by providing a program which will reduce recidivism and promote characteristics of good citizenship among eligible inmates; (2)To divert inmates who ordinarily would be sentenced to traditional forms of confinement under the custody of the department to motivational boot camps; (3) To provide discipline and structure to the lives of eligible inmates and to promote these qualities in the post release behavior of eligible inmates.

Admission Criteria

Offenders are admitted to the Boot Camp through a multi-stage selection process, meeting criteria established by Act 33 of 2009 as amended by Act 122 of 2012:

- Recommendation by the sentencing judge;
- Offender willingness to enter the Boot Camp;
- Under age 40;
- Not convicted of murder, voluntary manslaughter, rape, drug delivery resulting in death, kidnapping, involuntary deviate sexual intercourse, sexual assault, aggravated indecent assault, arson, burglary, robbery, robbery of a motor vehicle or drug trafficking;
- No deadly weapon enhancement;
- No active detainers for other crimes;
- Minimum sentence of 2 years or less and a maximum sentence of 5 years or less; OR Minimum sentence of 3 years or less and within 2 years of minimum.

Recommended offenders are screened further by the PA DOC, before final admission decisions are made by the department.

Population

As of September 30,2015, there were 254 Offenders in the Boot Camp program. Table 1 presents key demographic statistics on those participants. The typical Boot Camp offender is male, aged 25 to 34 and black. The most common offense for Boot Camp participants is for drug offenses (46%). Approximately half of the offenders at the Boot Camp Program are considered to be a moderate risk (49%) to reoffend.

Table 1: Demographics of Boot Camp Population (September 30, 2015)

GENDER	Number	Percent
Male	221	87%
Female	33	13%
AGE	Number	Percent
Under 25	85	33%
25 to 34	143	56%
35 and Over	26	10%
RACE	Number	Percent
Black	134	53%
White	99	39%
Hispanic	19	7%
Other	2	1%
CURRENT OFFENSE	Number	Percent
Aggravated Assault	18	7%
Burglary	11	4%
Drugs	118	46%
DUI	9	4%
Fraud	2	1%
Homicide By Vehicle	2	1%
Part II Other	13	5%
Receiving Stolen Property	6	2%
Robbery	16	6%
Theft	11	4%
Weapons	48	19%
CRIMINAL RISK	Number	Percent
Low Risk	56	22%
Medium Risk	125	50%
High Risk	70	28%

Table 2: Offenders Admitted to Boot Camp (January 2009—December 2014)

	Number	Percent
Total Admissions	2,688	
GENDER	Number	Percent
Male	2,352	88%
Female	336	12%
RACE	Number	Percent
Black	1,334	50%
White	1,015	38%
Hispanic	331	12%
Other	8	0%
AGE	Number	Percent
Under 25	1038	39%
25 to 30	1049	39%
31 to 40	601	22%

Admissions

There were 2,688 admissions to the Boot Camp during the period of January 2009 through December 2014. Table 2 provides key characteristics of the Boot Camp admissions during this time period. The typical Boot Camp admission during this time period was a black male, 25 to 30 years old. Table 3 provides data on the number of Boot Camp admissions by committing county and county admissions as percent of the total admissions. The five counties with the most admissions (Philadelphia, Allegheny, Berks, Lancaster and Dauphin) accounted for approximately half (49.4%) of all admissions.

Figure 1 details the number of admissions per year during this six-year time period. Admissions in the three most recent years is notably higher than the prior three years: the 2009-2011 period averaged 381 admissions per year, while the 2012-2014 period averaged 515 offenders per year. This increase may be partially attributed to the passage of Act 122 in July of 2012, which expanded the age criteria for admission to the Boot Camp from under 35 years of age to under 40 years of age. Of the 1,305 offenders that were admitted to the Boot Camp after passage of the Act (July 2012 through December 2014), approximately 11% (141) would not have been able to participate without the expanded age criteria.

Graduations & Non-Completions

Table 3 provides details on graduation rate by committing county. Of the 2,688 admissions during January 2009 through December 2014, 2,249 graduated the program and 439 failed to complete the program, resulting in 84% graduation rate. Figure 3 presents the graduation rate across all six years, which demonstrates that the rate remained high and relatively consistent. The graduation rate across all six years remained relatively stable, staying within the 80-85% range.

Boot Camp Eligible

Figure 2 presents estimates by committing county of offenders who were Boot Camp eligible and who actually participated in the program (post-implementation of the Act 122 of 2012). Overall, approximately 21% of offenders who were eligible to participate in Boot Camp actually participated. It is important to note that the Boot Camp program is voluntary and the low rate may be attributed in part to the lack of interest of offenders to participate in the program. However, the low rate indicates that increased efforts at program enrollment may be warranted.

Table 3: Boot Camp Admissions & Graduation Rates by Committing County (2009-2014)

County	# Admits	% of Total	# of Grads	Grad Rate
ADAMS	26	1.0%	22	85%
ALLEGHENY	370	13.8%	331	89%
ARMSTRONG	1	0.0%	1	100%
BEAVER	14	0.5%	11	79%
BEDFORD	7	0.3%	6	86%
BERKS	204	7.6%	165	81%
BLAIR	25	0.9%	17	68%
BRADFORD	15	0.6%	12	80%
BUCKS	60	2.2%	51	85%
BUTLER	18	0.7%	16	89%
CAMBRIA	9	0.3%	6	67%
CAMERON	1	0.0%	1	100%
CARBON	2	0.1%	2	100%
CENTRE	43	1.6%	37	86%
CHESTER	50	1.9%	44	88%
CLARION	8	0.3%	6	75%
CLEARFIELD	22	0.8%	17	77%
CLINTON	4	0.1%	4	100%
COLUMBIA	4	0.1%	4	100%
CRAWFORD	14	0.5%	12	86%
CUMBERLAND	20	0.7%	18	90%
DAUPHIN	152	5.7%	128	84%
DELAWARE	83	3.1%	70	84%
ELK	1	0.0%	1	100%
ERIE	56	2.1%	47	84%
FAYETTE	29	1.1%	26	90%
FOREST	0	0.0%	0	0%
FRANKLIN	37	1.4%	33	89%
FULTON	2	0.1%	1	50%
GREENE	8	0.3%	5	63%
HUNTINGDON	7	0.3%	7	100%
INDIANA	10	0.4%	7	70%
JEFFERSON	60	2.2%	43	72%
JUNIATA	2	0.1%	2	100%
LACKAWANNA	57	2.1%	46	81%
LANCASTER	178	6.6%	152	85%
LAWRENCE	12	0.4%	9	75%
LEBANON	21	0.8%	21	100%
LEHIGH	36	1.3%	30	83%
LUZERNE	69	2.6%	56	81%
LYCOMING	27	1.0%	24	89%
MCKEAN	27	1.0%	21	78%
MERCER	12	0.4%	11	92%
MIFFLIN	11	0.4%	8	73%
MONROE	32	1.2%	27	84%
MONTGOMERY	60	2.2%	49	82%
MONTOUR	3	0.1%	3	100%
NORTHAMPTON	40	1.5%	32	80%
NORTHUMBERLAND	24	0.9%	17	71%
PERRY	4	0.1%	3	75%
PHILADELPHIA	424	15.8%	345	81%
PIKE	6	0.2%	4	67%
POTTER	2	0.1%	2	100%
SCHUYLKILL	11	0.4%	11	100%
SNYDER	2	0.1%	1	50%
SOMERSET	11	0.4%	9	82%
SULLIVAN	0	0.0%	0	0%
SUSQUEHANNA	2	0.1%	2	100%
TIOGA	5	0.2%	3	60%
UNION	3	0.1%	2	67%
VENANGO	35	1.3%	28	80%
WARREN	36	1.3%	31	86%
WASHINGTON	20	0.7%	17	85%
WAYNE	3	0.1%	2	67%
WESTMORELAND	47	1.7%	42	89%
WYOMING	3	0.1%	2	67%
YORK	101	3.8%	86	85%
TOTAL	2,688	100.0%	2,249	84%

* Non-completers includes involuntary, voluntary, and medical removals from Boot Camp

Figure 1: Annual Boot Camp Admissions
(2009-2014)

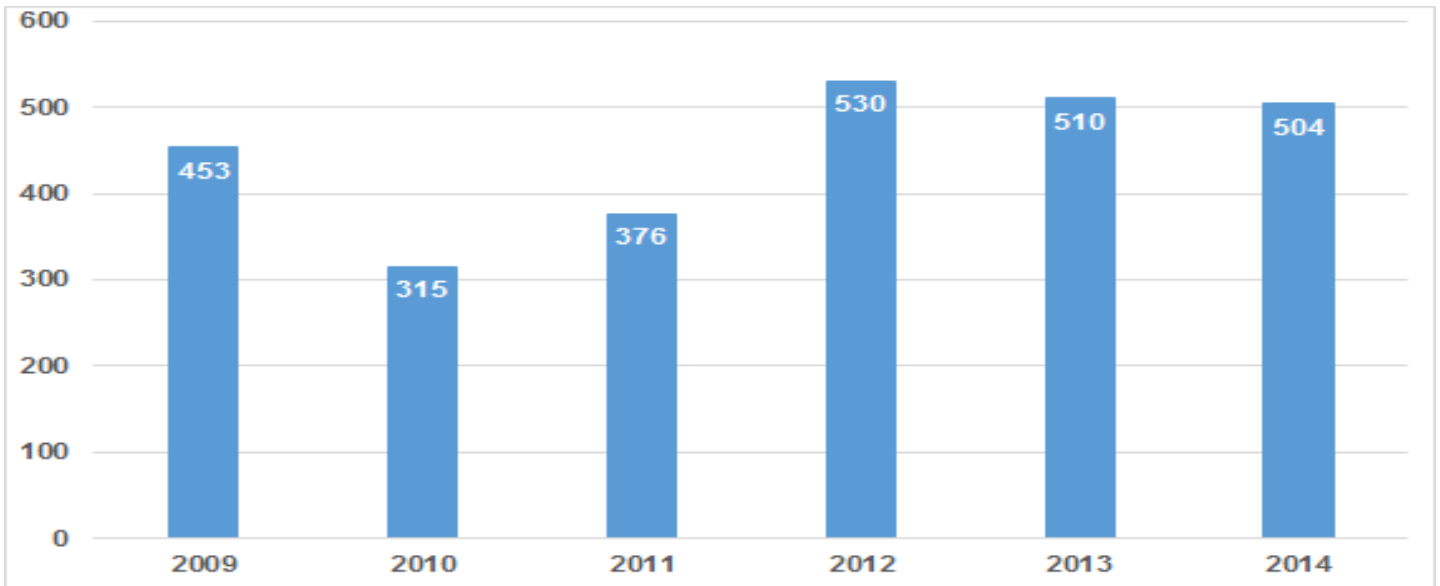
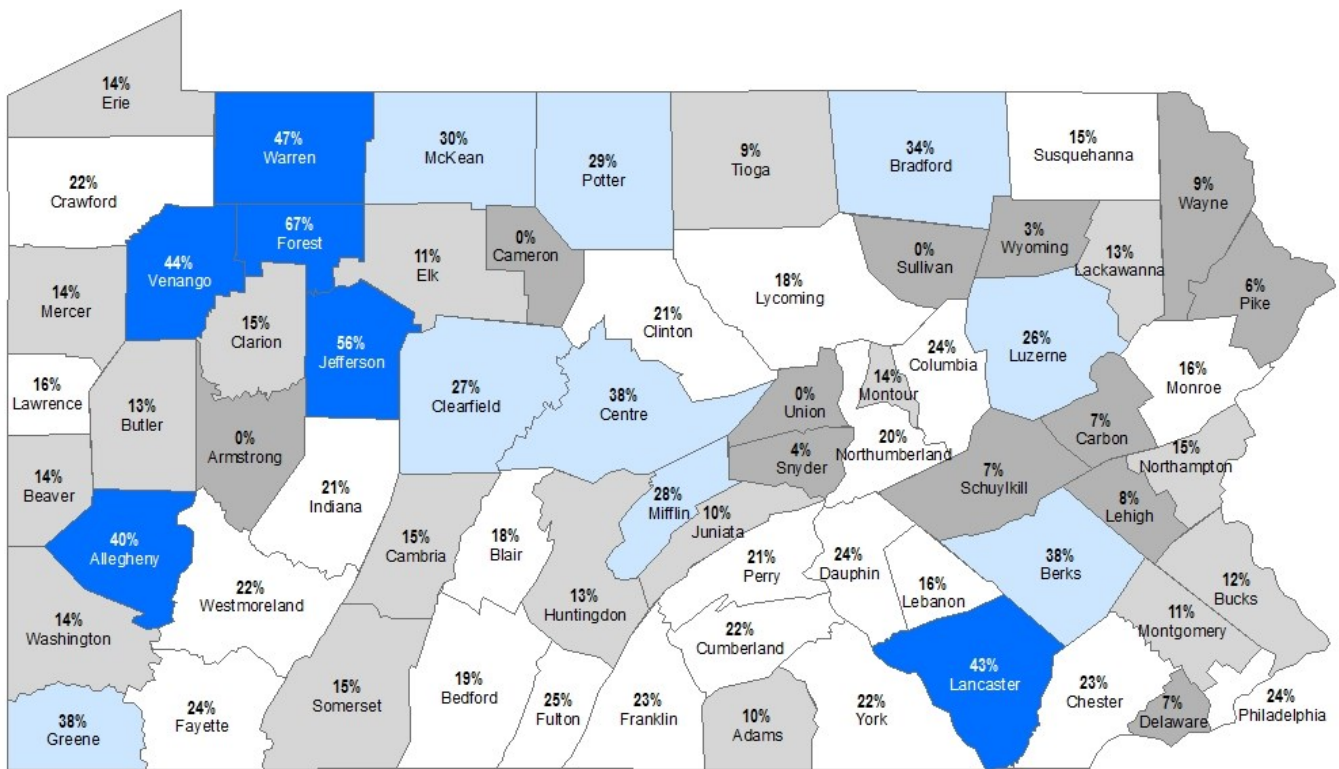


Figure 2: Percent of Boot Camp Eligible Offenders who were Admitted, by Committing County (August 2012-June 2015)



Percent of Boot Camp Eligibles Who Were Admitted

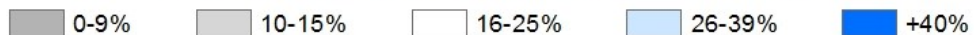
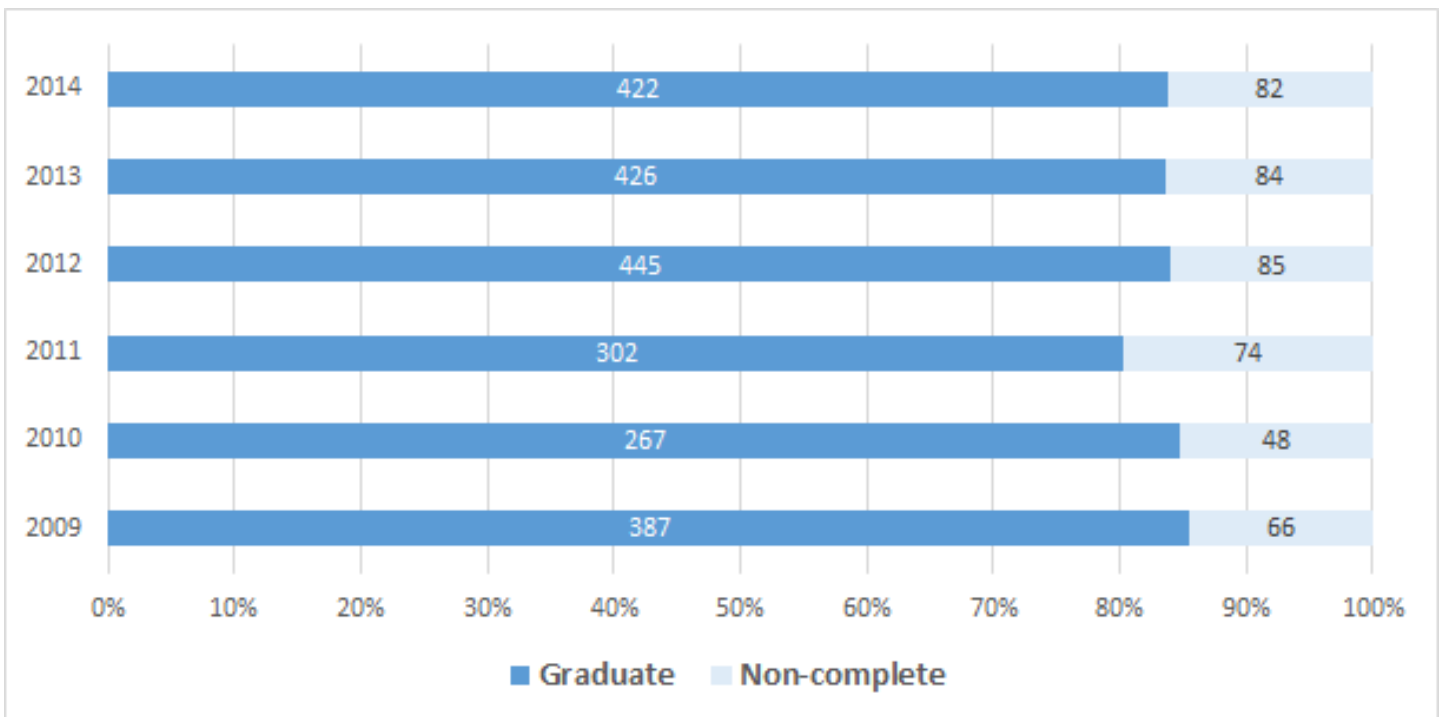


Figure 3: Graduation Rate (2009-2014)



Treatment Programs

Alcohol and other drug (AOD) treatment is an important part of the Boot Camp experience. All inmates assessed with AOD issues are given counseling on a daily basis while at the Boot Camp. Recently, the Boot Camp incorporated new Therapeutic Community strategies such as encounter group, Problem solving groups, and community shutdowns.

Further, the Boot Camp has added female-specific programming (Moving On), weekly veteran-specific groups, and trauma-based groups (Seeking Safety).

In January of 2014, the Boot Camp began a re-entry initiative and assigned a full time Corrections Counselor to this endeavor. Since that time, the Boot Camp has added significant re-entry programming to include, bi-annual job fairs, relationship classes, healthy living classes, money smart classes, resumes for each inmate leaving, housing classes, employment classes, entrepreneurial classes, parole classes and outside agency classes (such as Penn State Cooperative Extension and Office of Vocational Rehabilitation).

Security

Another measure of Boot Camp performance is security. Aside from its rehabilitative goals, the Boot Camp is committed to maintaining a safe and secure environment for inmates, staff, and the public. Although it is located in a remote area, the Boot Camp is an open facility. There are no fences or walls separating the camp from the outside world. It is especially encouraging that in the fifteen years that the camp has operated, only one inmate has walked away from the grounds. This inmate was recaptured within one day, and was sent to a traditional prison to continue his sentence.

The Boot Camp has a zero tolerance policy for inmate misconduct. There have been no serious disturbances at the camp since its opening. During 2014-15, a total of only four inmate-on-inmate assaults and fights were reported. These cases were resolved either through discipline or removal from the camp.

Outcomes: Recidivism and Cost Savings

One primary measure of program performance is recidivism. This year's report contains six-month, one-year, and three-year rates for Boot Camp participants as well as for a comparable group of offenders who did not go through Boot Camp. Offenders in the comparison group met the basic statutory requirements for Boot Camp eligibility, were released from the PA DOC during the same timeframe (January 1, 2010 to May 31, 2015) and looked similar to the Boot Camp group in terms of their basic demographic profile (See Appendix for details on the matching criteria).

Table 4 provides the six-month, one-year, and three-year recidivism rates for these two groups. Three measures of recidivism are used in this table: rearrest, reincarceration, and overall recidivism. The 'overall recidivism' measure is a combination of the rearrest and reincarceration recidivism, and measures the first incident of either a rearrest or a reincarceration (see Appendix for further details about the methodology used).

The six-month rearrest rate for the Boot Camp group is 8.1% while the six-month rearrest rate for the comparison group is 10.4%. The one-year rearrest rate for the Boot Camp group is 18.9%, compared to 21.9% for the comparison group. The three-year rearrest rate for the Boot Camp group is 43.3%, compared to a 49.4% rearrest rate for the comparison group. At all follow-up periods, the rearrest rate was significantly lower for the Boot Camp group.

Table 4: Recidivism Rates

6-Month Recidivism Rates		1-Year Recidivism Rates		3-Year Recidivism Rates	
Boot Camp	Comparison Group	Boot Camp	Comparison Group	Boot Camp	Comparison Group
(n=2,533)	(n=11,742)	(n=2,251)	(n=10,760)	(n=1,283)	(n=6,498)
REARREST		REARREST		REARREST	
8.1%*	10.4%	18.9%*	21.9%	43.3%*	49.4%
REINCARCERATION		REINCARCERATION		REINCARCERATION	
10.7%	12.6%	22.8%	25.1%	49.6%*	55.1%
OVERALL RECIDIVISM		OVERALL RECIDIVISM		OVERALL RECIDIVISM	
15.9%**	19.4%	31.5%*	34.8%	58.9%**	65.2%

Statistically significant lower rates denoted as: *p<.05, **p<.01

The reincarceration rate includes returns to state prison for a new crime or parole violation and the returns to county jails and parole violator centers for technical parole violations. The six-month reincarceration rate for the Boot Camp group is 10.7% while the six-month reincarceration rate for the comparison group is 12.6%. The one-year reincarceration rate for the Boot Camp group is 22.8%, compared to 25.1% for the comparison group. These are not statistically significant differences, meaning that we cannot rule out that the difference is simply due to chance alone. However, the three-year reincarceration rate for the Boot Camp group is 49.6%, compared to a 55.1% reincarceration rate for the comparison group. In this case, the Boot Camp group had a significantly lower reincarceration rate.

Finally, in Table 4, the six-month overall recidivism rate for the Boot Camp group is 15.9% while the six-month overall recidivism rate for the comparison group is 19.4%. The one-year overall recidivism rate for the Boot Camp group is 31.5%, compared to 34.8% for the comparison group. The three-year overall recidivism rate for the Boot Camp group is 58.9%, compared to 65.2% for the comparison group. At all follow-up time periods, the overall recidivism rates for the Boot Camp group were lower than the comparison group at a statistically significant level.

The final measure of the Boot Camp success is cost effectiveness. Boot Camp graduates save prison bed space as a result of their reduced stay in prison—the Boot Camp is a 6-month program and results in presumptive parole. From admission to the PA DOC, Boot Camp participants (including those who do not graduate) stay an average of 15 months while a comparable group of inmates stayed an average of 31 months. Current estimates indicate that on average the Commonwealth will save approximately \$11,431 per Boot Camp participant due to their total reduced stay under PA DOC custody. Thus, the Commonwealth has saved a total of approximately \$104.8 million on the 9,168 Boot Camp participants who were released by the end of 2015. This is a conservative estimate, as other costs are likely saved including the cost of significantly reducing recidivism rates.

Appendix A: Methodology

The PA DOC typically defines recidivism as return to state custody for any reason (e.g. parole violation, new offense, etc.). For the purposes of this evaluation, recidivism was operationalized in three ways: rearrest, reincarceration, and overall recidivism. All recidivism rates in this report compare the Boot Camp group to a similarly matched comparison group, with the Boot Camp group representing all Boot Camp admissions (both program graduates and non-completers) released from PA DOC custody during the same timeframe. The formulation of the comparison group is described in detail below.

Examination of reincarceration rates provides insight into whether the Quehanna Motivational Boot Camp is achieving the goal of reducing recidivism. Examination of rearrest rates, on the other hand, serves more as a proxy of whether the Boot Camp is actually controlling the criminal post-release behavior of Boot Camp offenders. Rearrest rates also allow for a broader picture of recidivism by capturing reoffending that results in a county jail or intermediate sanction sentence, which would not be captured in the reincarceration rates. Additionally, we hope that the overall recidivism measure of recidivism will provide a useful overall estimate of the impact of the Boot Camp on recidivism, by combining the rearrest rates and reincarceration rates together into one measure.

A primary challenge in developing this report was to form a comparison group of similar inmates who did not go through the Boot Camp program. Our first step was to identify a pool of inmates who had been released from DOC custody and met the basic statutory requirements for Boot Camp participation but did not get sentenced to the motivational boot camp program. Thus, we identified a group of inmates who: 1) had a generally non-violent offense as defined by the Boot Camp act, 2) were younger than 40 years at admission (35 years prior to the 2012 Act 122 age eligibility increase), 3) had a minimum sentence of 2 years with a maximum sentence no greater than 5 years, and/or 4) had a minimum sentence of 3 years or less and were within 2 years of their maximum sentence date.

This comparison group was then further matched to the Boot Camp group using propensity score matching techniques in Stata v11 statistical software package. It has been demonstrated that in most cases propensity score matching is superior to traditional multivariate regression approach for estimating treatment effects where participants are non-randomly assigned to different groups, as is the case here with the Boot Camp versus the comparison group. The two groups were matched on the following variables: age, race, gender, committing county, offense type (violent, property, drug), RST criminal risk score, maximum sentence years, prior incarcerations, and prior arrests. After the matching procedure, the two groups were found to be “balanced” (i.e., statistically equivalent) on all matching variables. We thus had a reasonably high degree of confidence in the equivalence of the two groups, based on all of the important variables that we were able to observe for the two groups.

Having formed the comparison group, we then were able to estimate the six-month, one-year, and three-year recidivism rates of both the Boot Camp participants and the comparison group, in accordance with reporting requirements for the Boot Camp outlined in Act 33 of 2009.

The Boot Camp cost savings figures in this report were generated in the following manner. Current statistics reveal that Boot Camp participants spend 16 months less in prison on average than a comparison group of non-Boot Camp inmates (Comparison group, 31 months versus Boot Camp group, 15 months). From the beginning of the Boot Camp (December 1992), a total of 9,168 Boot Camp participants had been released from PA DOC custody. Current PA DOC budget numbers indicate that the per diem cost of incarceration per inmate is approximately \$31.90. Since the 9,168 Boot Camp participants would have otherwise spent an average of 16 more months in prison at a per diem cost of \$31.90, then we can estimate that the Commonwealth saved approximately \$142.3 million for these 9,168 offenders ($\$31.90/\text{day} * 16 \text{ months} * 30.4 \text{ days/month} * 9,168 \text{ offenders}$). This cost savings is offset by a required length of stay among Boot Camp participants in the Community Corrections system, however. This practice ceased in August 2014. Current statistics indicate that all Boot Camp participants spend approximately 3.5 months on average housed in Community Corrections Centers (CCCs), while about half of non-Boot Camp parolees are paroled to a CCC and the other half are paroled directly home. The average per diem cost in a CCC is \$80 per offender.

Thus, for the 8,811 Boot Camp participants released prior to August 2014, their CCC cost would be approximately \$37.5 million higher than it otherwise would have been if they were paroled to home in the same fashion as the comparison group (\$80/day * 3.5 months * 30.4 days/month * 4,406 offenders). This leads to a net cost savings of \$104.8 million (\$142.3 million cost savings from less prison time minus \$37.5 million cost increase due to increased CCC time). Further, the cost saved per Boot Camp participant was \$11,431 (\$104.8 million/9,168 Boot Camp participants).



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