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**MICHIGAN JAILS AS AN ALTERNATIVE
TO INCARCERATION IN STATE PRISONS**

106725

U.S. Department of Justice
National Institute of Justice

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**A REPORT OF THE
JAIL ALTERNATIVES COMMITTEE
OF THE
MICHIGAN COMMISSION ON CRIMINAL JUSTICE**

**STAFFED BY THE
OFFICE OF CRIMINAL JUSTICE
Patricia A. Cuza, Director
William R. Page, Staff Coordinator**

July, 1983

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JAIL ALTERNATIVES TASK FORCE
Summary Report
(April, 1981 to June, 1983)

I. BACKGROUND

In 1980 the Joint Legislative/Executive Task Force on Prison Overcrowding proposed as one of a series of recommendations enactment of legislation through which local units of government would be provided financial assistance by the state to develop and operate local alternatives to prison.

Thus, in April of 1981 the Michigan Commission on Criminal Justice established a Jail Alternatives Task Force, in response to a request by Senator Jerome Hart, to review and assist in the development of Senate Bills 66 and 67; which promote the concept of utilizing local jails in developing alternatives to prison for low risk offenders.

A balanced committee was formed which included representatives of the following:

Michigan Sheriffs Association	Sheriff Richard Germond, Chairman
Circuit Judges/Court of Appeals	Honorable Harold Hood Vice-Chairman
District Judges	Honorable Dean Shipman Honorable S.J. Elden (Alternate)
Michigan Association of Counties	Hubert Vander Putten James Callahan (Alternate)
Department of Corrections	Perry Johnson Jeff Eubank (Alternate)
Office of Criminal Justice	Charles R. Davoli Richard Liles (Alternate)
Prosecuting Attorneys Association	William Delhey
AFL/CIO	Darrell Tennis
Michigan Corrections Organization	Dave VanKoevering
Legislature	Honorable Richard Fessler
Wayne County Deputy Sheriffs Assoc.	Donald Cox

The committee has surveyed and reviewed a considerable amount of jail data and information over the course of the past two years and ten (10) meetings including but not limited to: capacities, populations,

utilization, estimated costs, staffing levels, cell space per capita, and training needs. A statistical report on Michigan Jails 1978-82 is the product of that review (attachments).

Legislative activity on these specific bills ceased in the fall of 1982. Subsequently no specific recommendations were presented in reference to their further development and/or passage.

The committee, however, did present a list of "preliminary" recommendations and a statistical report on Michigan county jails to the Commission for its review at its December 8, 1982 meeting.

Senate Bills 66 and 67 introduced in 1981 were reintroduced in January of this year as Senate Bills 4 and 5. There has been no movement or indication when legislative activity on these bills may resume.

The committee's final recommendations provide a valuable record of its findings and indicate the positive steps which should precede further efforts in the development of community corrections legislation involving jails. Brief summaries of general findings precede specific recommendations to the commission.

II. COMMITTEE FINDINGS

Community Corrections Legislation

The utilization rates experienced by Michigan's largest jails have increased considerably since 1978. In the last five years increases in the average daily population figures have exceeded increases that occurred in capacity by a considerable margin.

Contrasting this, average and below average utilization rates in about 40 smaller county jails seem to suggest conditions that would permit placement of "limited" numbers of low risks state felons locally; in turn, generating revenues to reduce local costs and improve existing programs.

Larger jails experiencing relatively high utilization rates are not in a feasible position to implement the type of program envisioned in Senate Bills 66 and 67 unless one or a combination of the following occur:

- o current incarceration and utilization rates decline sharply
- o increased capacity needs are provided for
- o expanded use of residential and non-residential community alternatives effectively lower current jail utilization rates

Therefore the Jail Alternatives Committee recommends:

- 1) The continued development of legislation seeking solutions to critical correctional problems which includes the participation of and support to local governments in the development of their detention facilities and community programs.

- 2) Inclusion of the Correctional Training Guidelines formulated by the Committee in future legislation involving the operation of local detention facilities (attachment).

Jail Data Collection:

The statistical information on Michigan County Jails, 1978-82: was primarily developed using standard data collection forms presently utilized by the Department of Corrections. The section of the report on annual utilizations, populations and capacities resulted.

A survey of 69 of 77 county jails to determine the estimated costs of operation comprised another portion of the statistical report on jails and was completed using a standard survey instrument patterned after one used by the National Sheriffs Association.

The resulting product as an initial effort provides a revealing and informative beginning. However both exercises uncovered a lack of uniformity in the method, frequency, and procedures for reporting. Final averages, percentages, and costs estimates, individually and collectively are subject to varying margins of error.

State and local officials need to know: additional and more precise information on the individuals housed in jails and with greater accuracy the costs associated with confinement. Therefore, the Jail Alternatives Committee recommends:

- 3) The modification of the present data collection system to provide statistical information useful to state and local officials.
- 4) The development of a state jail information system to provide the Department of Corrections with pertinent information on each confinement including basic demographic information for the purpose of annual or semi-annual reports on jail facilities.
- 5) The development of uniform procedures and a cost of operations estimate form to determine with accuracy the daily and annual costs of confinement.

Jail Services:

A complex number of issues and problems affect the operation of our local detention facilities: overcrowding, lawsuits, training, medical care, health services, funding, etc., etc. In the last three years in excess of 160 lawsuits have been filed in Michigan in relation to conditions of confinement. An increasing number of jails are operating under court order limiting their populations. Increased attention is being generated and focused on corrections at the federal, state, and local level. Local officials need assistance in prioritizing their critical problems and with securing proper assistance to remedy problems and avoid costly litigation and intervention. Therefore, the Jail Alternatives Committee recommends:

- 6) The adequate provision of services to local officials including information dissemination and technical assistance relating to critical jail problems.
- 7) Active efforts to secure grant funding for establishing the above statewide service to detention facilities enlisting cooperation of existing criminal justice agencies and organizations.

The Jail Alternatives members have individually and collectively expressed a belief in the value of the data collection, review, and analysis reflected in the attached report on Michigan County Jails 1978-82, thus, an ongoing concern of the Committee has been that such efforts continue in some fashion.

The Committee anticipates the Commission will acknowledge satisfactory completion of its original charges. Therefore, the Jail Alternatives Committee recommends:

- 8) That the chairperson appoint a continuing committee to work with others in criminal justice to follow-up on this report, to develop a coordinated response to jail and detention issues, and to explore community corrections alternatives.

III. COMMISSION RECOMMENDATIONS

This Commission has received the report of its Committee on Jail Alternatives. This Committee was established, at the request of Senator Jerome Hart, in 1980 to study the feasibility of increasing the use of county jails as alternatives to incarceration in state prisons, with the prospect of state incentives. A major data collection and analysis project was undertaken, concluding that little jail capacity would be available for inmates diverted from prison. The Commission gratefully acknowledges the diligent efforts of the Committee and its staff and recommends:

1. The continued development of legislation seeking solutions to critical correctional problems which includes the participation of and support to local governments in the development of their detention facilities and community programs. To the extent that community service work is used as an alternative to jails, legislation should be considered which would make the state responsible for workman's compensation and liability claims or otherwise mitigated.
2. Inclusion of the Correctional Training Guidelines formulated by the Committee in future legislation involving the operation of local detention facilities (attachment);
3. The modification of the present data collection system to provide statistical information useful to state and local officials;
4. The development of a state jail information system to provide the Department of Corrections with pertinent information on each confinement including basic demographic information for the purpose

of annual or semi-annual reports on jail facilities;

5. The development of uniform procedures and a "cost of operations estimate" form to determine with accuracy the daily and annual costs of confinement;
6. The adequate provision of services to local officials including information dissemination and technical assistance relating to critical jail problems;
7. Active efforts to secure grant funding for establishing the above statewide service to detention facilities enlisting cooperation of existing criminal justice agencies and organizations.
8. That the chairperson appoint a continuing committee to work with others in criminal justice to follow-up on this report, to develop a coordinated response to jail and detention issues, and to explore community corrections alternatives.

(Adopted by the Commission on Criminal Justice at its June 24, 1983 meeting.)

THE SENATE
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September 8, 1980

Mr. Ernest C. Browne, Jr., Chairman
Michigan Commission on Criminal Justice
Lewis Cass Building
Lansing, Michigan 48909

Dear Mr. Browne,

As you are aware, I will be introducing legislation next week that will give increased sentencing options to judges in the hopes of decentralizing our current adult correctional system by placing more control and responsibility on county officials. Under my proposal the State will also provide reimbursement to counties for their increased responsibility.

Friday, September 5, 1980, my staff held a meeting of the various State and local groups who will be involved. Assuming my legislation passes by December 31, 1980, it was agreed there needs to be the development of specific, local implementation plans before the legislation takes effect on January 1, 1982. The development of these plans will take the coordination and cooperation of various local and State agencies. Accordingly, I am requesting your commission establish a committee or study group to coordinate and provide assistance in the development of these local implementation plans. In addition, I would like this group to review the reimbursement mechanisms and suggest any changes which could enhance our attempts to provide an effective program. I believe such a committee should have a balance between urban and rural representation; and between elected officials, program managers, and employee organizations.

My staff has been in contact with Representative Conyers' office to seek Federal financial assistance in support of this effort, and we will continue to try and help in any other way we can. I hope you can take this matter up at your next commission meeting. If you require any additional information or assistance, please contact me.

Sincerely,

Handwritten signature of Jerome T. Hart in cursive script.
Jerome T. Hart, Chairman
Senate Appropriation Committee

cc Mac McDonald
Greg Owen
Jerry DeJuliannie
Chuck Davoli

GO/JTH/ss

A-1

MICHIGAN COMMISSION ON CRIMINAL JUSTICE

JAIL ALTERNATIVES TASK FORCE

Correctional Training GUIDELINES

1. Written policy and procedure provide that the participating county's training programs for all correctional employees, supervisors, and managers are specifically planned, coordinated, documented and supervised by a qualified person(s).
2. The individual coordinating the training and staff development program has received specialized training for that position, proof of which is verified or certified.
3. All new correctional officer personnel should receive orientation and training during their first year of employment. Orientation to the facility and a segment of well-supervised on-the-job training should be completed prior to being independently assigned to a specific post.
4. Upon completion of orientation, supervised on-the-job training and first year training all correctional personnel are given (receive) regularly scheduled in-service training throughout the remaining period of their employment.
5. At a minimum, training should cover the subject content set forth by the Department of Corrections Rules for Jails... R. 791.20402 Staff Training.
6. Administrative and managerial staff who are new to a facility should receive orientation. Regularly scheduled in-service training throughout the remaining period of their employment should cover subject material relating to management issues.
7. When there is a Jail Emergency Unit written policy and procedure should provide (dictate, establish) that all personnel assigned to such a unit receive relevant training prior to that assignment (e.g., E.M.T., fire, evacuation, tactical unit, etc.).
8. All correctional personnel are trained in approved methods of self-defense, and the appropriate use of force to maintain safety and security (of staff, inmates, and visitors) on and off site.
9. Participating counties are encouraged to utilize the local and state resources of public and private agencies, industry, colleges and libraries in developing training and orientation programs. Local participants are not discouraged from the utilization of national training resources exhibiting particular distinction and quality.
10. Any modifications, deletions, or additions to a participating county's written policy and procedure regarding (its) correctional training and staff development program shall be consistent and in accordance with appropriate statutory authority.

STATE OF MICHIGAN
DEPARTMENT OF MANAGEMENT AND BUDGET
OFFICE OF CRIMINAL JUSTICE

MICHIGAN JAIL STATISTICAL STUDY

1978 - 1982

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JUNE 1, 1983

Introduction

In early 1981, the Michigan Commission on Criminal Justice, in response to a request by Senator Jerome Hart, created the "Jail Alternatives Task Force" to review jail information and to formulate recommendations which would assist with the implementation of jail related legislation.

The efforts of this thirteen member committee have centered on objectives which include:

- 1) Determining the capacity and utilization of the states county jails in recent years.
- 2) Identifying regional differences in the cost of operating jail facilities.
- 3) Calculating the cell space per capita provided by counties to house offenders.

At the direction of the Jail Task Force the collection and review of information on Michigan county jails was undertaken by the Office of Criminal Justice. Several preliminary reports have been issued in preceeding months. The documents to follow represent a final statistical report on the period from 1978 through 1982.

Acknowledgements

The Office of Criminal Justice acknowledges the participation and cooperation of the Department of Corrections - Office of Facility Services in providing monthly data and the Michigan Sheriffs Association for assistance with the survey portion of this report.

Additional acknowledgement is extended to the many sheriffs, their staffs, fiscal officers, and criminal justice officials for their cooperation and assistance with data collection.

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MICHIGAN JAILS
1978-82

I. Overview

Currently Michigan counties are operating 77 jail facilities varying in size from a capacity of 11 to 753. Five (5) counties operate lockups, and one county does not operate a detention facility.

Five counties - Wayne, Oakland, Kent, Genesee, and Ottawa - operate satellite facilities ranging from jail annexes and emergency overflow areas, to security and work release camps.

The Detroit House of Corrections in 1980, 1981 and 1982 has housed on an average daily basis 477, 578, and 509 male offenders sentenced on county, city and district court charges. Its rated capacity is listed by the Department of Correction at 1147.

The Department of Corrections - Office of Facility Services estimates the average facility age to be 21 years. Keweenaw's lockup built in 1886, represents the oldest while Wayne County's downtown jail scheduled to open in late 1983 will be among the newest. Allegan, Antrim, Arenac, Berrien, Houghton, Ingham, Kent, Monroe, Ogemaw, Osceola, and St. Joseph counties are among those operating recently renovated or new facilities. Approximately two dozen additional counties are seriously involved in some phase of evaluation, planning, and/or construction in connection with the operation of their detention facility.

The total rated capacity of all jail and satellite facilities (excluding Dehoco) has increased from approximately 6,600 in 1978 to 7,000 currently, an overall increase of 7%.

In these same years, the average daily population figures have increased from 5,000 in 1978 to 6,200 currently, an overall increase of 25% over the five year period.

The average daily utilization rate of the states 77 county jails collectively has steadily increased from 76% in 1978 to 89% in 1982 a numerical increase of 13% and an actual net increase in utilization of 17% over a five year period.

These averages reflect aggregates which must be qualified by several variables, most obvious of which are differences in capacities, populations and utilization rates above and below the norm.

The information to follow is listed and tabulated collectively and individually to reflect general trends and exceptions to those trends.

II. General Utilization Trends: (1978 to 82 - by size)

- o The eleven (11) largest jails as a group experienced the highest utilization rates over the past three-year period - 87%, 93% and 96%.
- o Eighteen (18) jails of medium capacity (51-150) as a group experienced an increase in utilization over the same period from 68% to 84%.
- o Twenty-seven (27) jails of small capacity (25-50) experienced an increase in utilization over the period from 59% to 76%.
- o Twenty-one (21) of the smallest jails (0-25) experienced a slight fluctuation in utilization over the period from 55% to 59%.

Annual Utilization Trends: (1982 - by rates)

- o Twenty-four (24) jails operated at an average utilization rates of 90% or better; Fifteen (15) of which operated at an average utilization of 100% or greater.
- o Thirty-two (32) jails operated at an average utilization rate between 60 and 90%.
- o Twenty-one (21) jails operated at an average utilization rate below 60%.

1982 Jail Utilization Data

Average Utilization Range	Number of Jails	Percent of State Totals		Cumulative Utilization Rate
		Capacity	Av. Daily Pop.	
-90%+	24	$\frac{54\%}{3775}$	$\frac{62\%}{3851}$	102%
60-90%	32	$\frac{37\%}{2615}$	$\frac{33\%}{2077}$	79%
0-59%	21	$\frac{9\%}{636}$	$\frac{5\%}{311}$	49%
State Totals	(77)	(7026)	(6239)	(89%)

MICHIGAN JAILS
1980-81-82

III. JAIL DATA: CAPACITIES, POPULATIONS, UTILIZATION

(C = Rated Capacity
(A.D.P. = Average Daily Population
Key: (UT = Percent Utilization
(o = Satellite(s)

County	1980			1981			1982		
	C.	A.D.P.	UT.	C.	A.D.P.	UT.	C.	A.D.P.	UT.
1. Wayne	763	697	93%	753	712	95%	753	718	95%
	o250	146	58%	o250	191	76%	o250	197	79%
	<u>1013</u>	<u>843</u>	<u>84%</u>	<u>1003</u>	<u>903</u>	<u>90%</u>	<u>1003</u>	<u>915</u>	<u>91%</u>
2. Oakland	478	516	108%	478	496	104%	450	477	106%
	o142	88	62%	o142	100	70%	o142	119	84%
	<u>620</u>	<u>604</u>	<u>97%</u>	<u>620</u>	<u>596</u>	<u>96%</u>	<u>592</u>	<u>597</u>	<u>101%</u>
3. Kent	451	438	97%	451	444	98%	451	466	103%
	o 48	22	82%	o 48	36	75%	o 48	38	79%
	<u>499</u>	<u>477</u>	<u>96%</u>	<u>499</u>	<u>480</u>	<u>96%</u>	<u>o 54</u>	<u>39</u>	<u>72%</u>
							<u>553</u>	<u>543</u>	<u>98%</u>
4. Macomb	366	307	84%	366	354	97%	372	356	96%
5. Genesee	252	237	94%	252	252	100%	252	252	100%
				o 65	46	71%	o 65	72	111%
				<u>317</u>	<u>298</u>	<u>94%</u>	<u>317</u>	<u>324</u>	<u>102%</u>
6. Kalamazoo	268	208	77%	268	202	75%	268	220	82%
7. Ingham	240	206	86%	240	218	91%	318	264	83%
8. Berrien	234	215	92%	234	237	101%	234	258	110%
9. Saginaw	222	181	82%	222	188	86%	231	188	81%
10. Washtenaw	200	169	84%	200	202	101%	200	235	117%
11. Muskegon	187	184	98%	187	184	98%	187	192	103%
(Sub Totals)	(4101)	(3631)	(87%)	(4156)	(3862)	(93%)	(4275)	(4091)	(96%)
(11)									
12. Bay	130	35	27%	130	98	75%	130	107	82%
13. Calhoun	123	99	81%	123	101	82%	123	92	75%

County	1980			1981			1982		
	C.	A.D.P.	UT.	C.	A.D.P.	UT.	C.	A.D.P.	UT.
14. Lenawee	119	98	82%	119	109	91%	119	99	83%
15. Jackson	114	88	77%	114	97	85%	114	120	105%
16. St.Clair	112	74	66%	112	76	68%	85	79	93%
17. Allegan	107	54	50%	107	72	67%	109	113	104%
18. Monroe	72	31	43%	72	66	92%	126	73	58%
19. VanBuren	65	70	108%	65	62	96%	59	64	109%
20. Midland	64	28	43%	64	33	51%	64	32	49%
21. Livingston	61	41	67%	61	41	67%	61	52	86%
22. Marquette	60	40	67%	60	42	70%	60	45	75%
23. Ottawa	60	60	100%	60	66	110%	66	69	105%
							o 40	29	73%
							106	98	92%
24. Eaton	61	50	82%	59	52	87%	59	57	97%
25. Grand Traverse	57	46	81%	57	47	82%	64	54	85%
26. Chippewa	54	19	35%	54	24	45%	54	24	44%
27. Montcalm	54	37	68%	54	48	89%	54	47	88%
28. Branch	51	28	55%	51	28	55%	51	39	76%
29. St.Joseph	51	69	135%	51	58	113%	51	56	109%
(Sub Totals)(1415)	(967)	(68%)	(1413)	(1120)	(79%)	(1489)	(1251)	(84%)	
(18)									
30. Barry	46	33	72%	46	32	70%	46	34	74%
31. Tuscola	46	38	82%	46	43	94%	46	42	92%
32. Shiawassee	45	39	87%	45	45	99%	47	44	94%
33. Delta	44	22	49%	44	29	68%	44	29	66%
34. Huron	40	18	45%	40	30	76%	40	29	73%
35. Ionia	40	28	70%	40	29	73%	40	29	72%
36. Isabella	40	22	55%	40	33	82%	40	27	69%

County	1980			1981			1982		
	C.	A.D.P.	UT.	C.	A.D.P.	UT.	C.	A.D.P.	UT.
37. Lapeer	40	36	90%	40	39	98%	36	50	139%
38. Newaygo	36	17	48%	36	22	61%	36	34	95%
39. Gratiot	34	22	66%	34	25	75%	34	29	86%
40. Manistee	32	9	27%	32	10	30%	32	10	31%
41. Mason	32	25	77%	32	25	77%	32	24	75%
42. Sanilac	34	21	64%	32	24	74%	32	29	91%
43. Iosco	31	19	61%	31	18	57%	31	20	64%
44. Lake	31	15	48%	31	25	80%	20	23	116%
45. Mecosta	30	8	25%	30	10	32%	30	17	58%
46. Cass	28	17	59%	28	22	80%	28	21	75%
47. Clinton	28	17	61%	28	20	73%	27	23	86%
48. Iron	28	12	40%	28	15	54%	30	16	54%
49. Hillsdale	27	17	70%	27	21	76%	25	20	79%
50. Gogebic	26	8	32%	26	10	37%	24	12	51%
51. Mackinac	26	9	35%	26	7	28%	26	14	53%
52. Oceana	26	17	67%	26	19	72%	26	20	76%
53. Wexford	24	18	75%	26	25	97%	32	23	72%
54. Alpena	25	20	80%	25	16	64%	25	19	76%
55. Charlevoix	25	7	29%	25	11	45%	25	11	45%
56. Houghton	25	11	44%	25	15	60%	18	16	89%

(Sub Totals) (889) (525) (59%) (889) (620) (70%) (872) (665) (76%)
(27)

57. Antrim	22	14	63%	22	13	59%	22	16	71%
58. Ogemaw	22	5	25%	22	12	54%	22	12	57%
59. Otsego	22	19	87%	22	21	96%	22	22	100%
60. Cheboygan	21	14	65%	21	12	58%	21	13	62%
61. Arenac	6	0	1%	25	-	-	21	3	16%

County	1980			1981			1982		
	C.	A.D.P.	UT.	C.	A.D.P.	UT.	C.	A.D.P.	UT.
62. Clare	20	16	79%	20	14	72%	20	11	55%
63. Crawford	20	10	50%	20	9	47%	20	12	58%
64. Emmet	20	10	48%	20	13	63%	20	12	58%
65. Gladwin	20	14	71%	20	16	79%	20	10	49%
66. Ontonagon	20	5	25%	20	7	35%	20	10	48%
67. Osceola	20	10	51%	20	11	55%	20	15	73%
68. Menominee	19	12	56%	19	18	94%	21	15	73%
69. School- craft	19	7	39%	19	8	40%	19	6	33%
70. Dickinson	18	19	108%	18	19	105%	18	17	92%
71. Leelanau	18	10	55%	18	14	75%	18	12	67%
72. Presque Isle	18	8	46%	18	5	30%	18	9	48%
73. Roscommon	18	8	45%	18	11	59%	18	9	49%
74. Alcona	14	2	16%	14	5	38%	14	4	30%
75. Alger	13	4	33%	13	4	33%	13	4	34%
76. Benzie	12	10	84%	12	10	81%	12	8	70%
77. Missaukee	11	7	66%	11	9	79%	11	12	105%
(Sub Totals)	(373)	(204)	(55%)	(392)	(231)	(59%)	(390)	(232)	(59%)
	(21)								

=====
State
Totals 6778 5327 79% 6850 5833 85% 7026 6239 89%
=====

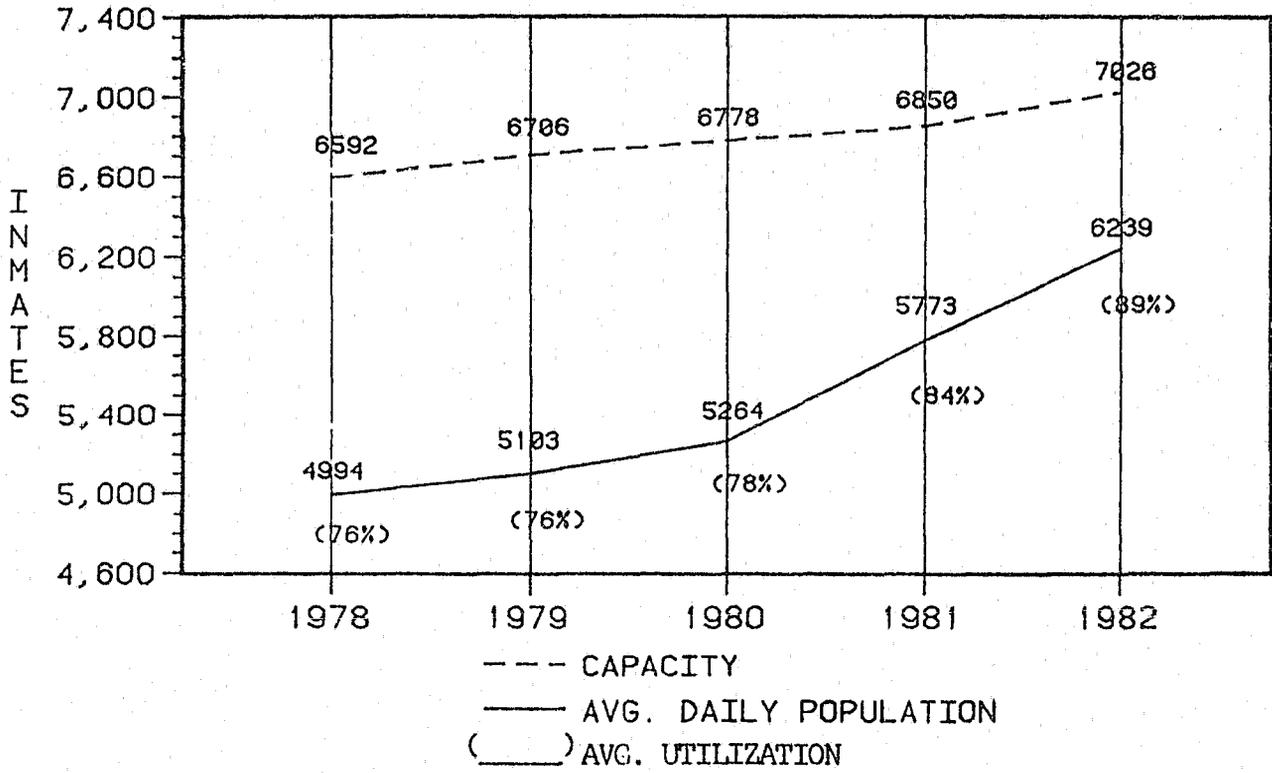
=====
* **Dehoco**
Totals -- 477 -- -- 578 -- -- 509 --
=====

=====
* **Combined**
Totals 5804 6411 6748
=====

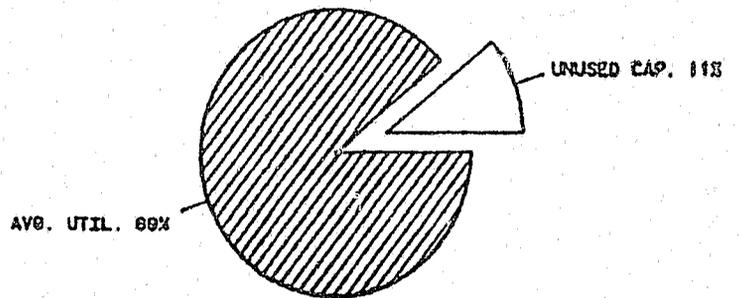
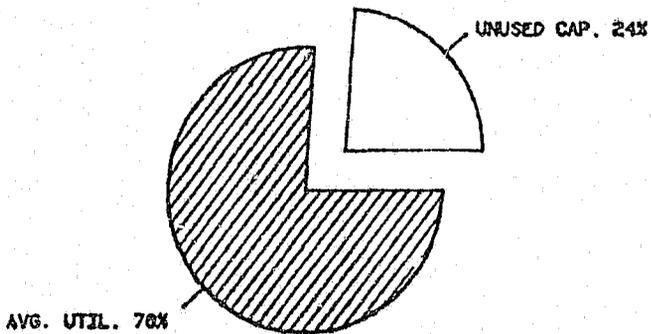
* Average daily population figures only.

Note: The figures and percentages listed above reflect physical location of inmates; individuals boarded out are credited to county housing that individual.

MICHIGAN JAILS CAPACITY VERSUS POPULATION 1978 - 1982



MICHIGAN JAILS UTILIZATION INCREASE



MICHIGAN JAILS
1981

IV . Jail Survey - Cost of Operations*

General Data:

Definitions

- A. Net Annual Cost: - Personal services plus operating costs, minus revenue.
- B. Facility Cost: - Net annual cost : 365 days yielding the cost to operate the facility(ies) per day.
- C. Daily Population:
1. Reported - The average number of persons housed daily as indicated by survey respondent.
 2. General Housing - The average number of persons held daily in cells; excluding those in holding, detoxification, segregation, and infirmary cells. The actual bed space in this category being the rated design capacity of a facility.
 3. Total Count - The average number of persons present and detained daily in a facility; including persons in holding, detoxification, segregation, and infirmary cells.
- D. Daily Costs:
1. Reported - Is the cost per inmate estimated by the respondent.
 2. General - Is the cost per inmate estimated using general housing figures taken from monthly reports.
 3. Total - Is the cost per inmate, estimated using total population averages.
- E. Staff: - The approximate number of full-time employees; or the equivalent number of (full-time employees, estimated to be working in administrative, correctional, or supportive positions, and paid from county funds.
- F. Per Diem Formula:

	(A)		(B)		(C)		(D)
	<u>Net Annual Costs</u>	÷ 365 =	<u>Facility Cost</u>	÷	<u>Average Population</u>	=	<u>Average Daily Cost Per Inmate</u>
<u>Example</u>							
(Oakland County)	\$6,077,325	÷ 365 =	\$16,637	÷	596 (General)	=	\$27.91 (General)
					653 (Total)	=	\$25.48 (Total)

*Estimated

A. Ge 1 Data - 1981

County	A	B	C			D			E					
	Net Annual Costs	Facility Cost	Daily Population Reported/General/Total			Daily Costs Reported/General/Total			Staff	Comments				
1. Wayne	25,695,121	70,398	877	/	903	/	918	80.19	/	77.96	/	76.69	352....	Excluding
2. Oakland	6,072,325	16,637	600	/	596	/	653	30.02	/	27.91	/	25.48	165	Dehoco
3. Macomb	5,571,994	15,266	354	/	354	/	372	43.12	/	43.12	/	41.04	123	
4. Kent	3,944,897	10,808	451	/	444	/	484	23.96	/	24.34	/	22.33	136....	Excluding
5. Genesee	6,637,018	18,184	201	/	298	/	315	90.41	/	61.02	/	57.73	133	Satelites
6. Ingham	1,749,152	4,792	218	/	218	/	253	21.98	/	21.98	/	18.94	62	
7. Washtenaw	2,662,415	7,294	216	/	202	/	220	33.77	/	36.11	/	33.16	82	
8. Saginaw	1,186,452	3,251	185	/	188	/	207	24.00	/	17.30	/	15.70	(55)...	Contractual
9. Kalamazoo	2,905,669	7,961	252	/	202	/	254	31.22	/	39.41	/	31.31	78	charge \$24
10. Berrien	2,095,188	5,740	260	/	237	/	260	22.08	/	24.22	/	22.08	55	
11. Ottawa	649,827	1,780	67	/	66	/	66	26.57	/	26.98	/	26.98	(21)	
12. Muskegon	1,678,447	4,598	191	/	184	/	191	24.08	/	24.99	/	24.08	44	
13. Jackson	1,076,068	2,948	117	/	97	/	102	25.19	/	30.32	/	28.90	25	
14. Calhoun	1,025,647	2,810	112	/	101	/	106	28.00	/	27.72	/	26.46	32	
15. St. Clair	2,050,636	2,878	86	/	76	/	85	33.47	/	37.87	/	33.86	31	
16. Monroe	1,814,150	4,970	85	/	66	/	71	58.47	/	75.31	/	69.55	46....	New facility
17. Bay	1,573,439	4,311	110	/	98	/	109	37.13	/	42.59	/	39.62	36	increasing
18. Livingston	579,083	1,587	41	/	41	/	44	38.70	/	38.70	/	36.06	16	utilization
19. Lenawee	1,067,656	2,925	113	/	109	/	114	25.88	/	26.85	/	25.67	(23)	anticipated
20. Eaton	533,093	1,461	55	/	52	/	55	27.65	/	28.09	/	26.56	(18)	
21. Allegan	822,026	2,252	95	/	72	/	72	23.71	/	31.28	/	31.28	30	
22. Marquette	654,778	1,794	45	/	42	/	45	40.00	/	42.71	/	39.86	(20)	
23. Midland	560,519	1,536	40	/	33	/	44	38.00	/	46.57	/	34.92	(13)	
24. Shiawassee	376,921	1,033	45	/	45	/	46	22.94	/	22.95	/	22.45	(13.5)	
25. Lapeer	235,680	646	39	/	39	/	45	16.55	/	16.39	/	14.35	(12)	
26. VanBuren	399,352	1,094	69	/	62	/	68	15.85	/	17.65	/	16.09	(12.5)	
27. St. Joseph	304,884	835	55	/	58	/	59	12.74	/	14.40	/	14.16	(11)	
28. Tuscola	434,642	1,191	46	/	43	/	44	25.89	/	27.69	/	27.06	(14.5)	
29. Grand Traverse	565,560	1,549	60	/	47	/	60	28.10	/	32.97	/	25.82	(13)	
30. Clinton	293,536	804	23	/	20	/	27	34.96	/	40.21	/	32.99	(11)...	Excluding
31. Isabella	288,200	790	25	/	33	/	33	31.00	/	23.93	/	23.93	(10.5)	out-county
32. Ionia	214,387	587	30	/	29	/	29	19.57	/	20.25	/	20.25	(9)	boarding
33. Montcalm	229,425	629	47	/	48	/	48	13.37	/	13.15	/	13.14	10	costs
34. Cass	-----	---	--	/	--	/	--	-----	/	-----	/	-----	--	
35. Barry	-----	---	--	/	--	/	--	-----	/	-----	/	-----	--	
36. Hillsdale	-----	---	--	/	--	/	--	-----	/	-----	/	-----	--	
37. Sanilac	133,490	366	19	/	24	/	24	19.25	/	15.43	/	15.43	(4)...	Revenue not
38. Gratiot	314,635	862	25	/	25	/	27	34.48	/	33.92	/	31.44	(12)	credited
39. Branch	253,740	695	34	/	28	/	34	20.45	/	24.83	/	20.45	(12)	
40. Delta	228,889	627	28	/	29	/	29	20.67	/	21.91	/	21.80	(8)	
41. Houghton	173,968	477	14	/	15	/	15	34.00	/	31.95	/	31.58	(7)	

County	A	B	C			D			Staff	Comments				
	Net Annual Costs	Facility Cost	Daily Population Reported/General/Total			Daily Costs Reported/General/Total								
42. Macosta	-----	---	--	/	--	/	--	-----	/	-----	/	-----	---	
43. Huron	230,463	631	26	/	30	/	30	24.28	/	20.85	/	20.85	(10)...	Revenues not credited
44. Newaygo	214,910	589	22	/	22	/	22	26.64	/	26.76	/	26.76	(7.5)	
45. Alpena	150,846	413	16	/	16	/	16	25.83	/	25.15	/	25.14	(5.)	
46. Chippewa	-----	---	--	/	--	/	--	-----	/	-----	/	-----	---	
47. Iosco	134,692	369	18	/	18	/	18	20.99	/	20.99	/	20.99	(5.5)	
48. Mason	-----	---	--	/	--	/	--	-----	/	-----	/	-----	---	
49. Menominee	203,234	557	14	/	18	/	18	39.76	/	31.02	/	30.93	9	
50. Wexford	291,514	799	25	/	25	/	25	30.65	/	31.61	/	30.65	(11.5)	
51. Dickinson	181,400	497	20	/	19	/	19	24.84	/	26.40	/	25.56	(9)	
52. Clare	186,020	510	14	/	14	/	15	36.40	/	35.42	/	35.13	(7)	
53. Emmet	122,030	334	13	/	13	/	13	26.58	/	26.56	/	26.56	(6)	
54. Manistee	142,162	389	10	/	10	/	10	38.95	/	40.23	/	39.29	(6.5)	
55. Oceana	136,596	374	19	/	19	/	19	17.94	/	19.92	/	19.27	(2.5)	
56. Cheboygan	209,812	575	12	/	12	/	12	47.38	/	47.38	/	47.38	(9.5)	
57. Gladwin	153,846	421	10	/	16	/	16	47.14	/	26.83	/	26.35	(8)	
58. Charlevoix	124,873	342	11	/	11	/	12	31.10	/	30.30	/	29.54	(7.5)	
59. Gogebic	182,000	499	24	/	10	/	11	20.78	/	51.88	/	46.88	(7.5)	
60. Osceola	97,453	267	11	/	11	/	13	22.25	/	24.30	/	21.22	(4.75)	
61. Roscommon	242,730	665	12	/	11	/	12	54.87	/	62.57	/	54.87	(9.5)	
62. Ogemaw	113,527	311	8.5	/	12	/	12	36.59	/	26.39	/	26.39	(8)	
63. Antrim	77,978	214	13	/	13	/	13	12.86	/	16.42	/	16.42	(3.5)	
64. Otsego	155,411	426	21	/	21	/	21	20.00	/	20.23	/	20.23	(6.4)	
65. Arenac	-----	---	--	/	--	/	--	-----	/	-----	/	-----	---	
66. Presque Isle	104,733	287	6	/	5	/	6	50.65	/	52.36	/	50.70	(6)	
67. Leelenau	151,405	415	14	/	14	/	14	29.63	/	30.63	/	30.63	(6.25)	
68. Iron	138,989	381	15	/	15	/	15	25.39	/	24.99	/	24.99	(8)	
69. Benzie	-----	---	--	/	--	/	--	-----	/	-----	/	-----	---	
70. Mackinac	145,676	399	16	/	7	/	7	24.94	/	54.36	/	54.18	(5)	
71. Missaukee	105,765	290	9	/	9	/	9	32.00	/	33.29	/	33.29	(4)	
72. Ontonagon	166,614	456	9	/	7	/	7	49.46	/	46.11	/	45.92	(4)...	1982 figures
73. Alcona	131,001	359	8	/	5	/	5	44.80	/	66.87	/	66.87	(5)	
74. Crawford	190,779	523	13	/	9	/	13	40.15	/	55.80	/	39.13	(9)	
75. Alger	113,639	311	4	/	4	/	6	77.84	/	75.24	/	56.15	(5.5)	
76. Schoolcraft	111,241	305	8	/	8	/	8	38.10	/	40.56	/	40.08	(5)	
77. Lake	223,664	613	30	/	25	/	25	9.42	/	24.40	/	24.40	(6)...	State revenues not credited

Survey Totals

(69) Jails	=====	=====	=====	=====	=====
	\$81,987,913	\$224,624	5781 / 5653 / 6073	38.86 / 39.74 / 37.00	(1962)
	=====	=====	=====	=====	=====
	A.	B.	C.	D.	E.

B. Regional Analysis - 1981 (Three (3) Regions I, II, III) (See page 13 for illustration)

MICHIGAN JAILS				JAILS SURVEYED						
Region	No. Jails	Avg. Daily Pop.	% Utiliz.	No. Jails	Avg. Daily Pop.	% Utiliz.	No. Staff	*Inmate Cost Pr/Day	Inmate Cost A/Yr.	Net Annual Costs
I	9	2754	92%	9	2754	92%	1010	\$52.46	\$19,148	\$52,831,894
II	38	2620	85%	32	2477	88%	743	\$26.37	\$ 9,625	\$23,840,773
III	30	459	59%	28	425	62%	209	\$34.26	\$12,505	\$ 5,315,246
Totals	77	5833	86%	(69)	5653	86%	1962	\$39.74	\$14,494	\$81,987,913

	% Of Total Pop.		% of Total Pop.		% of Total Staff	% of Total Costs	
I	9	47%	9	49%	51%	64%	
II	38	45%	32	44%	38%	29%	
III	30	8%	28	7%	11%	7%	
	(77)		(69)				

*Estimates based upon general housing figures; estimates based upon total count figures would be approximately 5% lower.

C-15

C: Capacity Analysis: (Five capacity groups -25, 25-50, 50-100, 100-300, 300+)

MICHIGAN JAILS				JAILS SURVEYED						
Size	No. Jails	Avg. Daily Pop.	% Utiliz.	No. Jails	Avg. Daily Pop.	% Utiliz.	No. Staff	*Inmate Cost Pr/Day	Inmate Cost A/Yr	Net Annual Costs
300+	5	2631	94%	5	2595	94%	909	\$50.59	\$18,213	\$47,921,355
100-300	12	1784	87%	12	1784	87%	553	\$30.55	\$11,151	\$19,892,795
50-100	12	567	80%	11	543	83%	192	\$33.02	\$12,052	\$ 6,544,412
25-50	27	620	70%	22	510	70%	184	\$25.84	\$ 9,432	\$ 4,810,733
0-25	21	231	59%	19	224	63%	124	\$34.47	\$12,582	\$ 2,818,618
Totals	(77)	5833	85%	(69)	5653	86%	1962	\$39.74*	\$14,494	\$81,987,913

% of Total Pop.			% of Total Pop. % of Total Staff			% of Total Costs
300+	5	45%	5	46%	46%	58%
100-300	12	31%	12	32%	28%	24%
50-100	12	10%	11	10%	10%	8%
25-50	27	11%	22	9%	9%	6%
0-25	21	4%	19	4%	6%	4%
(77)			(69)			

* Estimates based upon general housing figures; estimates based upon total count figures would be approximately 5% lower.

MICHIGAN JAILS
1981

V. Cells Per Capita (Per ¹⁰⁰⁰~~100,000~~ Population)

<u>County</u>	<u>Estimated Population</u>	<u>Capacity</u>	<u>Cells Per Capita</u> ¹⁰⁰⁰
1. Wayne	2,312,415	1003 750* 1753	.43 .32 .75
2. Oakland	1,013,274	620	.61
3. Macomb	693,698	366	.53
4. Kent	451,572	499	1.11
5. Genesee	450,861	317	.70
6. Ingham	277,956	240	.86
7. Washtenaw	266,996	200	.75
8. Saginaw	227,384	222	.98
9. Kalamazoo	215,876	268	1.24
10. Berrien	170,167	234	1.38
Sub-Total	(6,080,199)	(4719)	(.78) Average
11. Ottawa	159,735	60	.38
12. Muskegon	157,913	187	1.09
13. Jackson	149,799	114	.76
14. Calhoun	141,363	123	.87
15. St. Clair	139,292	112	.80
16. Monroe	133,367	72	.54
17. Bay	119,457	130	1.09
18. Livingston	101,196	61	.60
19. Lenawee	90,132	119	1.32
20. Eaton	88,389	59	.67
Sub Total	1,280,643	1037	.81 Average
21. Allegan	52,600	107	1.30
22. Marquette	74,140	60	.81
23. Midland	73,373	64	.87
24. Shiawassee	70,997	45	.63
25. Lapeer	70,299	40	.57
26. VanBuren	67,403	65	.96
27. St. Joseph	57,922	51	.88
28. Tuscola	56,937	46	.81
29. Grand Traverse	56,736	57	1.0
30. Clinton	55,950	28	.50
Sub-Total	666,362	563	.84 Average
31. Isabella	54,080	40	.74
32. Ionia	52,362	40	.76
33. Montcalm	49,387	54	1.09
34. Cass	49,267	28	.57
35. Barry	46,850	46	.98
36. Hillsdale	41,650	27	.65
37. Sanilac	40,964	32	.78
38. Gratiot	40,708	34	.84
39. Branch	40,216	51	1.30
40. Delta	39,247	44	1.12
Sub-Total	454,731	396	.87 Average

* Dehoco - For this analysis an adjusted capacity figure of 750 is used in place of the 1147 figure listed by the Department of Corrections.

V. Cells Per Capita (Per 100,000 Population)

<u>County</u>	<u>Estimated Population</u>	<u>Capacity</u>	<u>Cells Per Capita</u>
41. Houghton	38,059	25	.66
42. Mecosta	37,783	30	.79
43. Huron	36,680	40	1.09
44. Newaygo	35,601	36	1.01
45. Alpena	32,649	25	.77
46. Chippewa	29,317	54	1.84 <i>←.54</i>
47. Iosco	29,106	31	1.07
48. Mason	26,872	32	1.19
49. Menominee	26,071	19	.73
50. Wexford	25,697	26	1.01
Sub-Total	317,835	318	1.07 Average
=====			
51. Dickinson	25,380	18	.71
52. Clare	24,377	20	.82
53. Emmet	23,703	20	.84
54. Manistee	22,807	32	1.40
55. Oceana	22,142	26	1.17
56. Cheboygan	20,847	21	1.01
57. Gladwin	20,321	20	.98
58. Charlevoix	19,883	25	1.26
59. Gogebic	19,810	26	1.31
60. Osceola	19,191	20	1.04
Sub-Total	218,461	228	1.04 Average
=====			
61. Roscommon	17,339	18	1.04
62. Ogemaw	16,386	22	1.34
63. Antrim	16,600	22	1.33
64. Otsego	15,072	22	1.46
65. Arenac	14,928	25	1.67
66. Presque Isle	14,111	18	1.28
67. Leelenau	13,783	18	1.31
68. Iron	13,721	28	2.04
69. Benzie	11,445	12	1.04
70. Mackinac	10,262	26	2.53
Sub-Total	143,647	211	1.47 Average
=====			
71. Missaukee	10,198	11	1.08
72. Ontonagon	10,086	20	1.98
73. Alcona	9,900	14	1.41
74. Crawford	9,617	20	2.08
75. Alger	9,105	13	1.43
76. Schoolcraft	8,339	19	2.28
77. Lake	7,821	31	3.96
Sub-Total	65,066	128	1.97 Average
=====			

	<u>Population</u>	<u>Capacity</u>	<u>Cells Per Capita</u>
* State Cumulative Totals	9,226,944	7600	.82

* 77 counties operating jails

VI. Summary

A review of information on county jails was initiated in 1981 to develop a broad understanding of these facilities, the changes they are undergoing, and the factors relating to their operation. This report is a culmination of that review process and several earlier reports. The validity of its findings is dependent upon the accuracy of both the present system of collecting jail data and survey responses.

The highlights of this and previous reports indicate:

1. 77 counties are operating jails,
5 counties are operating satellite facilities,
5 counties are operating lock-ups, and
1 county does not operate a detention facility.
2. Michigan county jail capacity increased by approximately 2000 (inmate spaces) from 1978 to 1982, an increase of 7%.
3. Michigan county jail population (average daily), excluding Dehoco, increased from 5000 in 1978 to 6200 in 1982, an increase of 25%. This compares to a 33% increase nationally as reported by the Bureau of Justice Statistics.¹
4. Current trends -
 - a) 24 of the state's largest jails are operating at, near or over capacity.
 - b) 32 jails are operating at reasonably normal utilization rates.
 - c) 21 jails, the majority of which are the smallest in size, are operating at levels well below capacity.
5. The average utilization rate for county jails in the state, expressed cumulatively, has increased from 1978 to 1982.

1978	76%	1980	79%	1982	89%
1979	76%	1981	85%		
6. The inmate costs per day expressed as a statewide average is estimated to be approximately \$38.00. This average however is a product of a wide range of rates which reflect significant individual and collective differences.
7. Based upon 1981 population estimates, 77 counties provided an average of .82 cells per 1000 of population. Smaller counties collectively averaged more cell space per capita than larger counties.
8. Previous reports indicated the unsentenced proportion of inmates in the daily county jail population, using general housing figures, to be 45% in 1978, and 57% in 1981. In 1982 52% of the daily jail population was unsentenced.²

1. Bureau of Justice Statistics; Bulletin; Jail Inmates 1982
2. Excluding Dehoco facility (estimate 4% lower if included)