

KENT COUNTY JAIL

REHABILITATION PROGRAM

EVALUATION AND FUTURE FUNDING COMMITTEE

REPORT

NOVEMBER, 1973

1533

ROSTER

COMMITTEE MEMBERS

Donald G. Distelberg, Chairman	Patricia Oldt
Charles A. Burkholder	Thomas Palmer
James Haveman, Jr.	Al Pelletier
Barbara McGuire	William Ridley
Rosemary Murphy	Norman Rosema

(Winston B. Prothro, M.D. was invited to serve as a member of the Committee, but requested that his name not be listed on the Committee roster due to his frequent inability to attend Committee meetings.)

## PREFACE

In order to understand the full implications of certain terms that are used throughout the report, the following four definitions are presented.

FOLLOW-UP is that component of the Rehabilitation Program designed to assist the inmate in returning to the community through the use of a volunteer matched with the inmate.

BRIDGING is that process by which an inmate continues to seek out the assistance of community services similar to those services received while in jail.

When the word MEDICAL is used it should be interpreted in a very broad sense including such elements as dental care and psychiatric care.

The Committee uses the phrase COMMUNITY CORRECTIONS CENTER. This phrase is intended to be used in the future in referring to both the jail and the Rehabilitation Program.

## TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION AND BACKGROUND	1
METHODOLOGY	3
STATISTICS	6
ANALYSIS OF THE PROPOSED AND ACTUAL PROGRAM BY COMPONENTS	
Medical	7
Screening	9
Alcohol	12
Drugs	13
Counseling	15
Spiritual Guidance	18
Education	19
Vocational Rehabilitation	23
Work and School Release	24
Visiting	26
Follow-Up	28
COMMENTS REGARDING DIFFERENCES BETWEEN PROPOSED AND ACTUAL PROGRAMMING RELATING TO MANY COMPONENTS	31
RECOMMENDATIONS	
Philosophy	32
General Recommendations	33
Physical Facilities	35
Honor Camp	36

Staffing	36
Organizational Relationships	37
Criminal Justice System	38
Recommendations Regarding Specific Components	
Medical	38
Screening	39
Screening, Family Counseling, Alcohol Treatment, Drug Treatment, Pastoral Counseling, Follow-Up	40
Spiritual Guidance	41
Education	41
Work Release	43
Follow-Up	44
Visiting	45
Evaluation	45
Future Funding	46
Implementation	46
Proposed Organizational Chart	47
APPENDIX	
Survey Tabulation and Comments	

## INTRODUCTION AND BACKGROUND

In mid-July of 1973 Under-Sheriff Robert Hill, on behalf of Sheriff Ronald Parsons, called a number of people in the community asking if they would serve on a committee of citizens to evaluate the effectiveness of the Jail Rehabilitation Program and make recommendations for the future funding of that program. A Committee of ten people was assembled and held its first meeting on August 7, 1973. At its first meeting, the Committee formulated a plan by which it would evaluate the effectiveness of the Jail Rehab Program and from which it would make recommendations about the future of the program including funding. From the outset it was clear that the Committee intended to concentrate especially on evaluating the effectiveness of the program.

During the course of its work the Committee took into consideration such related matters as organizational structure, physical facilities, and the Community Corrections Service as a part of the larger criminal justice system. The Committee was concerned as well with the staffing of the Rehabilitation Program, both paid and volunteers. The Committee was concerned with the staff relationships, both within the Rehabilitation Program and between the Rehabilitation Program and the administration of the Jail. The Committee was also concerned to know about and receive information from services that were in any way related to the Kent County Jail, both those that would have some contact with the inmate prior to coming into Jail as well as those that would serve the inmate once he left the Jail.

met with the Committee, Under-Sheriff Robert Hill explained that as far back as 1961, some rehabilitation programs were started at the Honor Camp. The longest running program at the Honor Camp and the Jail was that of spiritual guidance. Between 1961 and 1971, a number of volunteer programs were instituted, both at the Honor Camp and at the Jail. In 1971, a Community Corrections Study was conducted under a grant from the Law Enforcement Assistance Administration to study controlled admissions to the Jail, construction needs of the Jail, and evaluate rehabilitation program needs. Following the completion of this report an extensive effort was put forth by the Western Michigan Chapter of the National Association of Social Workers and by the Sheriff's Department. This effort resulted in an expanded voluntary rehabilitation program at the Jail and a proposal which was eventually submitted to the Law Enforcement Assistance Administration for the current Jail Rehabilitation Program.

#### METHODOLOGY

A Committee of ten people was convened by the Sheriff in order to conduct this evaluation and make recommendations about future funding. The Committee was made up of the Coordinator of the Jail Rehab Program, two staff members of components of the Jail Rehab Program, directors of two agencies with which the Jail Rehabilitation Program contracted for the provision of staff, members of the Grand Rapids Junior League, and a staff person each from United Fund and Community Services, and the Child Guidance Clinic.

At its first meeting the Committee decided on a basic plan which it would follow in evaluating the Jail Rehabilitation Program. It decided to review the original proposal to determine what, in fact, had been proposed and compare

While the Evaluation Committee was meeting, a number of activities took place which were not directly related to the Evaluation Committee's activity but had some impact on it. Subsequent to an all-day seminar in May of 1973 on penal reform, a Citizens Committee on Criminal Justice was created. One of the concerns of the Citizens Committee was the criminal justice system in Kent County. At the time of the writing of this report the Citizens Committee has organized itself into four task forces. These task forces are concerned with pre-sentence programs, in-jail programs, services for ex-offenders, and publicity.

In response to the sexual abuse of two inmates at the Kent County Jail, a discussion group was formed at Fountain Street Church to bring together some citizen concern about this incident and conditions at the Kent County Jail. At the time this report is being prepared, much of the enthusiasm of this discussion group has been channeled into the Citizens Committee on Criminal Justice.

Before the Evaluation Committee began to meet, Phase I of a two-phase expansion of the Kent County Jail had begun. Since this expansion was concerned with providing additional capacity to house inmates as well as to provide much needed space for the Rehabilitation Program, the Evaluation Committee was concerned to be informed about the details of the two phases of construction.

While the Evaluation Committee was working, the Advisory Committee to the Sheriff for the Jail Rehabilitation Program introduced a motion to disband, but tabled that motion pending some attention by the Evaluation Committee regarding a future Advisory Committee.

The Jail Rehabilitation Program, funded by a federal grant in 1972 and 1973, was not the first effort at rehabilitation in the Kent County Jail. When he

that with what was being carried out at the time of the evaluation. The Committee decided to seek information from all the staff members currently working on the program in order to determine their understanding of their component, to review the position description under which they worked, and to receive from them recommendations or comments about statistics, program, staff or any related matter that they wanted to share with the Committee. The Committee also sought information from the directors of those agencies having staff working at the Jail under contract. The Committee requested that professionals of the criminal justice system, both pre and post incarceration, meet with the Committee to discuss their impressions of the Jail Rehabilitation Program and their recommendations for change. The Committee met with the Under-Sheriff of the Kent County Sheriff's Department and also had as its guest the director of the Michigan Council on Crime and Delinquency. The Committee conducted a survey of inmates, both at the Honor Camp and at the Jail (with the exception of maximum security inmates who are not involved in the total program) to determine what impressions they had of the Rehabilitation Program, which portions they felt were most beneficial, and what recommendations they would like to make regarding the future of the program. (Refer to Appendix 1) The Committee reviewed statistics which had been collected during the course of the Rehabilitation Program. The Committee briefly reviewed the cost of the Rehabilitation Program, both the funds expended under the LEAA contract, and the value of volunteer services rendered to the project. The Committee also reviewed figures indicating the savings to local government resulting from the presence of certain components of the Rehabilitation Program. The Committee received input from the Advisory Committee to the Sheriff on the Jail Rehabilitation Program and it also reviewed information regarding potential future sources of funding for the program.

Between August 7, 1973 and November 5, 1973, the Committee met 22 times for more than 80 hours. During the course of its study, the Committee requested some of its members to meet in sub-committees to present recommendations and information about particular topics. At the beginning of its work, the Committee asked some of its members to design the questionnaire from which it would receive information from the staff people working in the components of the project. The Committee also asked a sub-committee to work on designing a questionnaire to be used to receive input from inmates at the jail and at the Honor Camp. A sub-committee addressed itself to the true value of the Rehabilitation Program, taking into consideration volunteer contributions and savings to the community resulting from the presence of the Jail Rehabilitation Program.

The Committee received assistance from two outside sources. The UFCS Research Department was instrumental in tabulating the results and making some comments about the survey of inmates. The executive director of the Michigan Council on Crime and Delinquency met with the Committee once and with one of its sub-committees suggesting possible ways for analyzing the cost/benefit of the program and giving some feeling of the philosophical basis for rehabilitation programs and future trends developing in the field of corrections. The Committee also met with Don Williams of the Grand Valley State Colleges to determine from him the results of an evaluation that was to have been conducted of the first year of the Jail Rehabilitation Program. The report of this first year evaluation had not been filed and, therefore, was not available to the Committee at the time that this report was written.

## STATISTICS

The Committee attempted to include in its review and in this report some statistical information which would adequately convey the activity and the extent of impact of the Rehabilitation Program on inmates. The Committee concluded that information was not being kept in such a way so as to be available which would present consistently for all components a picture of the total activity within each component as well as the number of different inmates involved in those activities during any given time period. Information of this nature was available for some components, and in some cases the report cites the number of inmates active in a particular component at the time of the evaluation. It should be noted that the information being kept at the time of the evaluation was far superior to the information keeping practices of the early months of the Project. The Committee felt that consistent, project-wide information must be available in the future. The lack of statistical information in the report is not to be construed as an oversight. The Committee just was not able to present meaningful information, in an understandable format, from available figures.

## ANALYSIS OF THE PROPOSED AND ACTUAL PROGRAM BY COMPONENTS

MEDICAL (see definition in Preface)

### Proposed

It was proposed that there would be a half-time physician on duty at the Jail also on call 24 hours per day in order to attend to the medical needs of the inmates. It was also planned that most emergencies rising when the doctor was not present would result in the inmate being transferred to a community hospital. A family physician would be able to be called into the jail to see inmates at their own expense. Two male medical nurses would be added to the part-time registered nurse working at the Jail at the time of the writing of the proposal. All inmates admitted to the Jail would receive a physical evaluation. A physical evaluation would include a superficial examination of the general physical health of the inmate as well as a brief medical history of past diseases and current medication. These evaluations were to be conducted within 24 hours after admittance to the Jail for inmates admitted between Monday and Friday. These evaluations would be conducted by the physician who would also make diagnosis of physical illnesses and prescribe necessary treatment. There would be a liaison with area medical facilities including the Kent Oaks Psychiatric Hospital for the purposes of providing medical care for inmates when inpatient care was needed. A medical care program was to have been developed at the Jail to provide for the needs of inmates which did not require them to become inpatients at community medical facilities. The nurses were to assist the physician in medical evaluations and in the dispensing of medicines. They

were to be on call for emergencies and they were to assist in the total Rehabilitation Program including moving inmates in and out of cell areas. It was proposed that the physician and nurses would be acquired through the Kent County Health Department of Kent Community Hospital.

### Actual

Currently a physician makes a once a week "sick call" to the jail lasting four hours. The physician is on call 24 hours a day and those emergencies which arise when the doctor is not present are referred to area hospitals after discussion with the doctor. It is possible for a family physician to be called in by inmates at their own expense. Two female nurses presently working a total of 32 hours per week are present at the jail for portions of five days per week. One of these nurses works 20 hours per week, the other, 12. These nurses perform the medical evaluation at the time of receiving through use of a medical questionnaire. Emergency dental treatment for inmates is done upon the decision of security officers as the medical doctor refuses to evaluate dental needs. Inmates are transferred to Kent Community Hospital for extraction of a tooth unless the inmate's family desires to have their dentist perform this service at their own expense. Kent Community Hospital refers to local oral surgeons when more extensive work is required than can be provided at Kent Community Hospital. Occasionally dental care of a non-emergency nature has been handled by dentists, at no charge, who are friends of the two jail chaplains. Advice is occasionally given to inmates regarding medical services available in the community which inmates should seek out after their release from Jail.

## Comments

Nursing care increased by 12 hours per week for the purpose of administration of methadone.

Medical staff were not available from Kent Community Hospital or the Kent County Health Department.

The proposal did not result in any changes in the Medical Component.

Refer to Recommendations #35 and #36.

## SCREENING

### Proposed

It was proposed that all persons admitted to the Kent County Jail would be screened within 24 hours of their imprisonment. The purpose of this screening was to assess the problems, strengths, interests, and motivation of the inmate, and to explain the Rehabilitation Program and its opportunities to the inmate.

The screening function was to be staffed by a full-time person under the supervision of the project coordinator. It was proposed that volunteers would assist the full-time screener.

Screening was to have taken place in the evening hours between 6 p.m. and 10 p.m. on a daily basis.

The project coordinator would be responsible for coordinating the recommendations and assignments made at the time of screening.

## Actual

All inmates housed on the upper or middle floors who are in jail for five or more days are screened. In some cases inmates who will be housed for only three days are being screened. Inmates in maximum security are not screened if one or more of the following are true: they are accused of serious, felonious crimes, they are being held without bond; they are federal, military, or penitentiary prisoners. Usually inmates with bonds in excess of \$3,000 are not able to participate in rehabilitation programs. They are screened, however, and periodic checks are made to determine if the bond has been lowered or if sentence has been pronounced so that the inmate can immediately begin to take part in Rehabilitation Program activities.

Referrals are made by the screeners to Rehabilitation staff. The staff psychologist reviews each screening report and assigns a caseworker from the professional staff or the project to work with the inmate. In addition, referrals are made to appropriate project staff for all services requested by each inmate. This means that one or several staff people may be bringing specialized services to an inmate, but only one staff member serves as the primary caseworker.

Inmates are screened within 24 hours of imprisonment except those entering the jail on weekends. Screening is now accomplished between 8 a.m. and 5 p.m. by college and university student interns (graduate and under-graduate) working for course credit through their respective colleges. At present, ten students from five colleges or universities are active in the program. The work of these students is assigned and evaluated by the staff psychologist.

The services of one full-time staff psychologist have been contracted for with Family Service Association. The psychologist works under the direction of the project coordinator. This staff person also conducts several weekly group therapy sessions, individual crisis intervention and individual treatment. In addition, the psychologist performs evaluations of inmates for other staff persons, the courts, pre-sentence investigators, attorneys, the jail physician, and jail security.

#### Comments

The staff person who is employed to be the full-time screener has diagnostic and therapy skills and became involved in diagnosis and treatment in addition to screening. The current workload of the staff psychologist is too large.

Volunteer screening was intermittent and generally ineffective. Volunteers were not supervised because they frequently worked evenings when supervision was not available.

As a result, the project turned to student interns who were available during the day. These were felt to be more effective since related staff time was available.

Screening was intended to be available to everyone within 24 hours of admission into the Jail. Actually, screening is being done only five days per week for those people housed in minimum and medium security.

Assigning of case loads is now being done by the psychologist as opposed to screeners.

Refer to Recommendations #37, #38, and #39.

## ALCOHOL

### Proposed

It was proposed that services in this area would consist of both educational and treatment activities. Educational classes would be available one hour per day for those inmates interested in determining the effects of alcohol on their body, the progression of drinking problems, and methods of correcting these problems. Films and outside speakers would be used in addition to the staff person working in this component.

Treatment services would consist of individual therapy, group therapy sessions twice per week lasting two hours a session, and bridging to community services upon release from the jail, in cooperation with Follow-Up.

This component was to be staffed by one person on a contractual relationship with the Kent County Health Department. This person was to have been trained in group dynamics and was to conduct daily educational classes, the group therapy classes, as well as being responsible for individual therapy and maintaining contact with community agencies such as Alcoholics Anonymous and the Kent County Health Department.

### Actual

A full-time person was employed to work in this component on a contractual relationship with the Kent County Health Department. At the time of the evaluation this staff person was spending two days per week at the Honor Camp and three days per week at the Jail. Individual therapy was being carried on and group therapy which had been provided in earlier months of the project was planned to be reinstated.

## Comments

Staff changes in this component resulted in an increased emphasis on individual counseling being performed at the time of the evaluation. The level of activities of an educational nature proposed, as indicated by the daily educational classes was found to be unrealistic. Increasing community alternatives for placement and treatment of alcoholics resulted in a lesser proportion of alcoholics within the total jail population than had been estimated at the time the proposal was written. In this component, as in other components of the program to be discussed later in the report, there was a changing philosophy which put increased value on the need for generalist staff people treating the whole person versus specialized staff people treating individual symptoms.

Refer to Recommendation #39.

## DRUGS

### Proposed

A program of education about the physical consequences of drugs and treatment for those persons who were drug dependent was planned. Daily classes of one hour were planned to inform inmates of the consequences of the use of drugs. Treatment was to consist of medical care to assist in withdrawal from drug dependency, group therapy classes four times per week, two hours per class, serving ten to fifteen people each, intending to break the dependency upon drugs and individual therapy as needed, on a daily basis.

It was proposed that one full-time staff person professionally trained in group therapy and human dynamics would be employed by a community agency and contracted to the project. This person would be responsible to the therapeutic counselor.

Assistance in bridging to community agencies would be assisted by Follow-Up.

#### Actual

Crisis intervention, diagnostic, evaluation resources as well as individual and group therapy sessions are available. Methadone detoxification is available to inmates enrolled in drug treatment programs at the time they are arrested. Assistance in bridging is being provided through Follow-Up. Staff members from Project Rehab are coming into the jail to facilitate bridging for individual inmates.

This component was not staffed at the time of the evaluation, though it had been during 1972 and 1973. At least one of the persons employed during the project to staff this component was a paraprofessional as opposed to a professional person. A woman drug therapist had also been employed through a contractual arrangement with Project Rehab to work on behalf of women inmates. A part-time nurse was employed 12 hours per week for the purpose of the administration of methadone (referred to under Medical). The 12 hours were spread over six days per week, two hours per day.

#### Comments

A paraprofessional was employed as opposed to a professional towards the end of the project due to the inadequacy of funding and the feeling that a paraprofessional would be better able to relate to inmates having this

particular problem. It was hoped that this paraprofessional would have closer supervision by the Jail Rehabilitation Program than was available during 1972 and half of 1973.

A female staff person was employed to work eight hours per week with female inmates. This staff person began to see the need to serve the whole person as opposed to specializing in drug therapy. Recognizing this, the Counseling Committee of the Advisory Committee dropped the title of drug therapist and recommended that this person be available three to five days per week to work with all female inmates. This recommendation was not implemented.

Recent federal regulations limited the methadone detoxification program to inmates who had been on community treatment programs prior to being arrested.

Refer to Recommendation #39.

## COUNSELING

### Proposed

This service was to provide inmates with an opportunity for self-exploration either through individual counseling or in group counseling sessions. It was also intended to be the source of further training sessions for security guards on a regular basis.

This portion of the service would be staffed by one full-time person professionally trained in human dynamics and behavioral modification. This person would be employed by a community agency and contracted to the project and would be assisted by volunteers who were trained in the helping professions and

familiar with both individual and group assistance methods. The full-time staff person would supervise and coordinate the work of the trained volunteers and other treatment specialists.

Group counseling would be available two hours daily and several hours each day would also be reserved for individual counseling.

#### Actual

Group and individual counseling are available for Honor Camp inmates two days per week. Between seven and ten hours per week of individual counseling is provided at the Jail. Counseling for the inmate with members of his family is provided both at the Jail and in some cases at Family Service Association's offices with the inmate being released in the custody of the counselor to enable that therapy to be done outside the jail setting. The counselor has provided some training services for security guards and has developed an in-service training program for all staff at the Honor Camp.

In addition to the counselor, a portion of the time of the staff psychologist is devoted to services within this component. The staff psychologist provides 15 to 20 hours per week of counseling services even though his primary responsibilities are in the screening function.

A few volunteers also participate in the counseling services.

Approximately six hours of group therapy are provided each week at the Jail. At least one of these groups is composed of inmates charged with the same or similar offenses.

## Comments

Somewhat less group counseling is conducted at the jail due to the special problems posed by security concerns at the Jail which affect any group activity. There was a decreasing involvement of trained volunteers in counseling services when full-time staff was introduced into the program. The decision to develop and provide in-service training programs for both the Jail and Honor Camp staff reduced the amount of time available for individual or group counseling.

There has been an increasing emphasis on the provision of services at the Honor Camp. This is noted in the fact that 40 percent of the counselor's time is spent at the Honor Camp where the age and type of offender and the general setting are more conducive to rehabilitation services.

The counseling responsibilities are shared by two people instead of one person.

The counselor did not coordinate the efforts of various treatment specialists as had been proposed. There was considerable confusion during the project regarding the matter of whether or not the counselor would serve in this supervisory capacity. Now that the matter has been resolved, more individual and group counseling are being performed by the counselor.

Providing counseling in the Jail for those inmates who need and want it sometimes conflicts with other activities required of or preferred by the inmate.

Refer to Recommendation #39.

## SPIRITUAL GUIDANCE

### Proposed

This component of the program was to provide for regularly scheduled worship services, both Catholic and Protestant and others as needed. It was also to provide for certain spiritual services as necessary or requested, and provide pastoral counseling.

This component was to be staffed by one full-time chaplain assisted by local clergy and seminary students volunteering their help. The chaplain would be supervised by the treatment counselor.

It was proposed that this component would be funded jointly by the Evangelical Ministerial Union, the Grand Rapids Area Center for Ecumenism (GRACE), and other religious denominations or organizations.

### Actual

Five worship services are regularly scheduled each week. Three of these services are Protestant and two are Catholic. One of the Protestant services is held at the Honor Camp. All other worship services are held at the Jail. Worship services for other faiths or denominations are not held on a regularly scheduled basis. Worship services are not available to inmates in the maximum security areas.

Spiritual services are provided in the form of group discussions of spiritual matters, Bible study opportunities, and provision of religious literature. Pastoral counseling is provided in the form of group rap sessions and individual counseling.

Staffing of the spiritual guidance component consists of one full-time and one part-time Protestant chaplain and two part-time Catholic chaplains. Local clergy and laymen assist the chaplains. The chaplains are not under the supervision of the treatment counselor.

Partial funding of the spiritual guidance staff has come through the Evangelical Ministerial Union, the Forgotten Man Mission, and the Grand Rapids Catholic Diocese. This support has come in relation to individual chaplains, not through joint funding.

#### Comments

Worship services do not meet the full range of inmates' needs at either the Jail or the Honor Camp. As an example, Catholic worship services are not being provided at the Honor Camp.

Basic religious differences between the Evangelical Ministerial Union and the Grand Rapids Area Center for Ecumenism have prevented the two from jointly funding a full-time Protestant chaplain

The spiritual guidance component has not been fully accepted as an integral part of the Rehabilitation Program.

Refer to Recommendations #40, #41, #42, and #43.

#### EDUCATION

##### Proposed

It was proposed that activities would be available in the following educational areas; academic training, skills of successful family living, recreation,

vocational and skill training, family life education. Vocational and skill training was envisioned as including a work-study program, involving the transportation of 75 inmates to the Kent Skills Center with tuition being provided by the program. Family life education was defined as including activities in the areas of sewing, knitting, cosmetology, arts and crafts, physical education, budgeting, family planning, recreation skills, and discussion groups. There would also be a newsletter which would provide for practical experience in the field of journalism. It was intended that educational programs begun in the Jail would be continued after release.

In addition to an education/employment counselor working under the supervision of the project coordinator, Board of Education teachers and volunteer tutors would be involved in providing this service.

Educational materials would be available from the Kent County Library and the Calvin College Social Action Committee.

It was proposed that 90 inmates would be involved in either Adult Basic Education (ABE) or General Education Degree (GED) classes at any given time. There would be six ABE classes, each running three times per week, three hours per session. There would be three GED classes running at any given time, each meeting three times per week, three hours per session.

A small van or bus was to be purchased for the purpose of transporting inmates to and from the Skills Center.

#### Actual

The Committee was informed that 109 inmates are currently involved in GED and ABE classes. There were four GED classes, one ABE class and four classes of

independent study of varying lengths of time per class and frequency per week, in response to requests from inmates. College-level correspondence courses were also available to inmates.

The phrase "skills of successful family living" was not clearly defined in the proposal and no activities were reported in this area. Recreation is not available to inmates on a year-around basis. Activities in a fenced-in recreational yard are available only in summer months.

At one time small engine repair classes were available at the jail; at the time of the evaluation they were available at the Honor Camp. No arrangements have been worked out with the Kent Skills Center for training of inmates.

Sewing and arts and crafts were available under the area of family life education. There were no activities available in areas of knitting, cosmetology, physical education, budgeting, recreation, skill training. Family planning services were available through Planned Parenthood, though these were not coordinated by the education/employment counselor.

There was no newsletter in existence at the time of the evaluation.

There was no information available regarding the amount of bridging taking place in this component; however, it was felt to be minimal.

A full-time education/employment counselor was employed by the project. Grand Rapids Board of Education teachers were involved in teaching classes. There were no volunteer tutors active at the time of the evaluation.

Materials were not available from the Kent County Library system. Some materials had been provided by the Calvin College Social Action Committee.

A van had been purchased by the project but it was not being used for transportation of inmates to the Kent Skills Center

### Comments

Some inmates were not able to take advantage of educational program because there was little flexibility in the enrollment requirements for various educational programs both at the Kent Skills Center and in the ABE and GED classes.

The staff of the Kent Skills Center was not flexible or cooperative in regard to departing from established enrollment procedures and working out special arrangements for funding of the tuition for classes to be taken by inmates. Security problems relating to the transporting and enrolling of inmates in regular classes were not resolved by the Skills Center or by the Sheriff's Department.

Activities in the area of skills of family living and family life education were not developed, partially as a result of a lack of clear definition of what was proposed for these areas and partially because of additional tasks that were assigned to the education/employment counselor not envisioned in the proposal.

Adequate staffing was not proposed or available for a recreational program. The recreation yard frequently was not available for use by inmates.

The responsibilities proposed for the education/employment counselor were simply too large for one person to handle. In addition, the education/employment counselor was assigned additional tasks that had not been proposed. The newsletter

was not allowed to develop because of a mutual misunderstanding between the administration and the inmates regarding the purpose of a newsletter.

Refer to Recommendations #44, #45, #46, #47, #48, #49, #50, #51, and #52.

## VOCATIONAL REHABILITATION

### Proposed

It was intended that the Vocational Rehabilitation Service would provide funds to purchase physical restoration services, college programs, on-the-job training, personal and vocational adjustment for 20 clients per year. It was proposed that a staff person from this agency would be present at the jail four hours per week.

### Actual

This service did not begin until September, 1973. At the time of the evaluation a staff person from VRS is making weekly calls at the Honor Camp screening inmates for needed services. The agency has imposed a limit of two inmates per month at the Jail for which it will provide services. No limit has been set on the number of inmates from the Honor Camp that can be assisted.

### Comments

This service was not begun until September, 1973, because of an inability of the jail administration and VRS to agree on the wording of a contract. At the present time services are being provided through a gentleman's agreement.

Refer to Recommendation #48.

## WORK AND SCHOOL RELEASE

### Proposed

It was proposed that programming in this area would seek to retain the employment and/or educational participation of the inmate at the time of admission at the Jail. In addition, it would obtain employment and/or educational opportunities for inmates. Within Region 8 and throughout the state of Michigan there would be a possibility of exchanging inmates with other jails in order to locate the inmate closer to either his residence or place of employment. Pre-parolees from state prison would be returned to the Kent County Jail in order to begin a program of work release as a step in the transition back to the normal community. Thirty-five inmates would be on work and school release programs at any given time. Reports would be made to judges on successful or unsuccessful performance of inmates on work or school release. Special groups would be formed at the Jail to discuss those items and problems that were particularly present under work and school release activities. Bridging to the community would be assisted by the follow-up program. There would be a right of appeal to the judge if a person was taken off work release or school release for infraction of rules. A portion of the time of the education/employment counselor would be used in coordinating efforts in this area. In addition, a full-time fiscal officer would be employed to handle financial matters relating to work and school release. It should be noted that this person was to have additional fiscal responsibilities for the inmates.

## Actual

Work and school release programs are available for both men and women. The priority used in placing inmates in work release are as follows: 1) those inmates employed at the time of admission, 2) those inmates whose families would need public assistance if the inmates were not able to maintain their income, 3) those inmates who are providing child support through the Friend of the Court, 4) those inmates who do not have immediate families. School release programs are available at both the high school and college levels. Neither school release nor work release are available at the Honor Camp. Inmates who wish to be involved in work or school release may request transfer from the Honor Camp to the jail. Group meetings for work and school release inmates had been held but were not being held at the time of the evaluation. It was planned that they would be reinstated. Reciprocal arrangements are taking place with other counties within and beyond Region 8. At the time of the evaluation 37 inmates were involved in work release and four in school release programming. No pre-parolees were at the Jail in process of transition back to the community. Reports are made to judges when inmates fail to perform within the guidelines of the release programs. A procedure for hearings to discuss or appeal the removal from a release program had not been implemented.

The education/employment coordinator was providing some coordination for educational services. Recently a new position was created within the Rehabilitation Program for the finding and placement of inmates in jobs both on the work release program and after release from the Jail. The fiscal officer is involved

in handling financial matters relating to release programs. The job placement specialist is also involved in some fiscal matters regarding release programming.

### Comments

The Kent Skills Center is not used as a community resource for education release for some of the same reasons noted under the education component.

A new job was created during the project to give full-time attention to the development of jobs and placing of inmates in them. This resulted in a lessening dependence on the Michigan Employment Security Commission for placement opportunities.

Work and school release programs were not available at the Honor Camp because of problems relating to returning contraband to the Honor Camp and because of disunity within the Honor Camp that occurred when it was tried.

Both in the proposal and in actuality the work release program was emphasized more than school release because of the revenue produced by the work release program.

Refer to Recommendations #51, #52, #53, #54, #55, #56, and #57.

### VISITING

#### Proposed

It was intended that as near a home-like atmosphere as possible would be developed within the jail for visiting. Unsentenced inmates would be able to visit through a light screen as compared to sentenced inmates who would

*Not a  
Re-Post  
function.*

be able to visit across a table. Visiting conditions were to permit the use of normal conversational levels and were to be free from interruptions. Inmates were to be given the choice of seeing four visitors per week. Visiting was to be conducted one day per week all day except in emergencies. Inmates in the Rehabilitation Program were to be permitted to see their follow-up volunteers outside of normal visiting hours.

### Actual

Inmates may have two visitors per week up to one-half hour each. Inmates do not have to designate those visitors that they wish to see. Names are not kept of visitors. The first visitor coming to see an inmate is allowed to see him. Inmates are informed of this arrangement and it is their responsibility to convey this information to their families so that if members of the family wish to see the inmate they know that they need to be first in line. Inmates are not allowed to refuse to see a visitor. All visiting is done on Saturday for the men and on Friday evening for women and kitchen trustees. Sentenced inmates visit over tables in the lobby of the upper floor. Unsentenced inmates visit in booths via telephones separated by a glass divider. Volunteers from the Follow-Up program are allowed to visit their inmates outside of normal visiting hours.

### Comments

Visiting is not taking place in a home-like atmosphere.

The proposed arrangement calling for four visitors per week was not found to be feasible with current staffing and facility limitations.

The policy of designating those visitors which the inmate wanted to see was eliminated at the request of the inmates.

The current lack of ability of inmates to choose which visitors they want to see or do not want to see is a result of the mechanical problems resulting from this privilege.

Unsentenced inmates are not visiting through light screening because of the nature of the construction of the current facility.

Refer to Recommendations #64, #65, #66, and #67.

#### FOLLOW-UP

##### Proposed

The Follow-Up component of the program was proposed to assist the inmate in transition from residence at the Jail to living in the community. Volunteers would be assigned to those inmates who had been involved in other components of the program and were interested in this type of help, to assist the inmate in continuing those efforts of help after release from the jail and serving as a liaison to community sources of help. In addition, a friendship would be developed as a source of help to the inmate. It was envisioned that volunteer assistance would include such things as providing transportation on the day of release, arranging for the provision of clothing, providing information about and introduction to social agencies and services available in the community but not available at the jail.

There were to be three phases of this component; matching of volunteer to inmate four weeks prior to release, with contacts taking place during the

four weeks; contact on the day of release; and regular contact for up to six months after release.

This component was to be staffed by one full-time person, employed by the project, to recruit and screen volunteers and match volunteers with inmates. This staff person was to be responsible directly to the project coordinator.

### Actual

At the time of evaluation the Follow-Up component was recruiting and screening volunteers, orienting them in a series of group training sessions, matching the volunteers and inmates according to the desires of both and attempting to determine the nature of the match and the kinds of help given after release. In the training session use was being made of other area training programs. There were elements in the training sessions which were unique to the Jail Rehabilitation Program Follow-Up Program.

Written reports were being made by volunteers when the relationship with an ex-inmate was terminated. Similar reports were not being received from the ex-inmate. The ex-inmate was not informed of the content of the report prepared by the volunteer. The volunteers are providing transportation, clothing, and informational services as indicated in the proposal.

Inmates were matched with volunteers even if they had less than four weeks to stay in the Jail. The minimum stay for effective match was found to be five days. Partially as a result of this change some inmates were served by this component even if they had not been involved in other components first.

Inmates were informed of this program at the time of screening.

This service was provided through the efforts of a full-time staff person employed by the project, using community volunteers.

Ex-inmates are allowed to become volunteers in the Follow-Up program after a year had passed from the time that they were released from Jail.

Attempts were made at using the volunteer to assist the inmate in bridging to community services.

### Comments

It was not proposed that the Follow-Up program would make use of community training programs; however, this had been found to be effective.

It was found by the program that effective matches of inmates and volunteers could be made in less than four weeks.

Although it was not proposed the Follow-Up program began to match inmates staying less than four weeks at the Jail with community volunteers.

It was felt that sufficient cooperation between the Follow-Up program and some other components of the program was not present. Lack of adequate confidence in the ability and necessity of the Follow-Up program was partially the cause of this lack of cooperation.

Inmates served by the Follow-Up component were not always enrolled in other components of the project.

Refer to Recommendations #58, #59, #60, #61, #62, and #63.

COMMENTS REGARDING DIFFERENCES BETWEEN PROPOSED  
AND ACTUAL PROGRAMMING RELATING TO MANY COMPONENTS

A number of factors help explain some of the differences between the proposed program and the actual program in more than one component.

The concern on the part of the jail administration and current stipulations of the Correctional Code have produced an atmosphere and attitude emphasizing the dichotomy between security and correctional services. This dichotomy has caused duplication of some programs for sentenced and unsentenced inmates and for male and female inmates.

The majority of the proposed program was scheduled for evening hours when it was thought that most inmates would be available, having accomplished their county or jail tasks or having returned from school or work release programs. Staff generally was not hired with the understanding that the majority of their responsibilities would take place in the evening hours. This has resulted in lessened opportunities for services for inmates who are not available to participate in program activities during the day.

Lack of adequate space and facilities has been a chronic problem for the Rehabilitation Program especially in such areas as group meetings and individual interviewing.

There has been a continuing dilemma facing the Rehabilitation staff as to whether there should be a quality program dealing with a limited number of people or a program reaching a larger number of people with less depth. This dilemma has resulted in an unevenness in the development of program.

The proposed program was designed to treat symptoms as opposed to focusing on the whole person.

Staff turnover and a lack of decisive leadership within the Rehabilitation Program in the past has hindered the development of the program.

Some of the Rehabilitation staff have not been available in the cell block areas as was generally proposed. This has apparently led to some confusion on the part of inmates about what kind of rehabilitation programs are available and it may have reduced the inmates' motivation and the utilization of the Rehabilitation Program.

In a number of ways the Rehabilitation staff and jail administration have shown creativity in treatment opportunities and in other areas they have expanded programs beyond the level proposed.

## RECOMMENDATIONS

### Philosophy

The purpose of the corrections component of the criminal justice system in Kent County should be to help each individual person having contact with the system to reach his highest potential as well as provide for the protection of society. The purpose of the Kent County Community Corrections Center should be the creation of a total experience aimed at helping all individuals to re-enter the community. Residence in the Center should be an experience where help is more important than custody.

There should be an elimination of the dichotomy between custody and rehabilitation. There will continue to be a need for custody but it should be seen as a part of the total help atmosphere. The purpose of custody is to call to the attention of those inmates who need custody their current situation, to protect them from society and society from them.

Individuals coming to the Center should be recognized as "whole persons" having needs such as physical, psychological, sexual, social, and spiritual. The Center should be sufficiently staffed with qualified people. A total range of programs should be present to meet all of these needs.

The Center should treat each person in an individualized, humane way. Individuals coming to the Center must be seen as having basic human rights. Efforts at combating institutional racism, at the Center and in society, must be promoted.

The corrections component of the criminal justice system of Kent County must be an integral part of a greater network of services offered at the community level -- and like education, health care, and welfare services, will be no better or worse than the public wishes. Only with an informed citizenry will improvements be achieved and the Center become the cornerstone of community corrections and justice.

#### General Recommendations

- 1) In the future, the Kent County Jail and the Jail Rehabilitation Program should be referred to by the term Kent County Community Corrections Center.

*Done*

2) Participation by inmates in programs of the Center, both at the main facility and at the Honor Camp, should be given higher priority than the performance of work related to the functioning of the Center, such as kitchen, laundry, garage, and farming.

*County Commissioners  
decision*

3) When there is an opportunity for inmates of the Center to do work on behalf of the Center they should be adequately reimbursed for that work.

*Being done*

4) Maximum use should be made of all community resources with the primary emphasis being on the individual needs of the inmates not the convenience of the resource. Emphasis should be placed on the use of resources serving ex-inmates.

*Dept of Correction  
decision*

5) The present Correctional Code should be changed to allow coeducational group activities and participation in programs by sentenced and unsentenced inmates.

*Being done*

6) In order to assist bridging, contacts should be made by personnel from the resource to which the inmates have been referred prior to release from the Center.

*More additional  
staff needed*

7) The scope of the programs of the Center should extend to the immediate family of the inmate or to others significant to the inmate.

*Being done*

8) Broad community support for and participation in the programs of the Center should be encouraged and solicited at all levels.

*Being done (by)  
requested by adjoining  
counties*

If the size of the Center now being constructed permits, programs of the Center should be extended on a regional basis.

- Legislative change*
- 10) Support should be given to the proposed changes in the Correctional Code which will provide for indeterminate sentencing with a minimum specified. This would provide an opportunity for inmates to leave the Center when behavior and attitudes give evidence to the individual, the Center, and the criminal justice system that the individual is ready to re-enter the community.
- Being done*
- 11) Records of involvement of the inmate in programs of the Center should become part of a permanent file on the inmate.

#### Physical Facilities

- Proposed in Phase II*
- 12) Facilities must provide for adequate program space in order to allow the components of the Center to function properly. Interview rooms, individual screening areas, classrooms, medical treatment areas, and group rooms are essential programs for which adequate program space is required.
- 13) The entire physical facility of the Center should be secure and comfortable. It should provide for some privacy (for example, bathrooms and showers) and it should provide for basic necessities such as sheets, pillows, mattresses, and adequate clothing and footwear.
- Pending*
- 14) There should be a minimum amount of separation of the inmate from activities of the outside world such as opportunities to observe day/night cycles, view television and read newspapers.

- has been done*
- 15) A determination should be made by the Kent County Board of Commissioners regarding the optimal capacity of the Center prior to undertaking additional construction. The facility should reflect the number of people to be served and the nature of programs to be offered.

#### Honor Camp

- being done*
- 16) The Honor Camp should be viewed as a part of the Center. All programs that are available at one location should also be available at the other.
  - 17) The Honor Camp should be filled to capacity with individuals who could derive maximum benefit from programming in that setting.

#### Staffing

- pending*
- being done*
- being done*
- being done*
- 18) Job descriptions need to be developed for every position within the Center in order to set parameters. The descriptions need to be reviewed periodically. Job descriptions should not stifle creativity.
  - 19) There needs to be strong internal communication among staff members to create the sense of working as a team.
  - 20) All communication with volunteers assisting in Center programs should be positive in nature.
  - 21) All staff members must be in personal contact with inmates to increase inmate motivation to participate in programs.

- Being done*
- 22) The term Corrections Counselor should be recognized as a new description for the generalist position (see Recommendation #39). A person in this position should have sufficient training and/or experience to treat the whole individual.
- Being done*
- 23) Paraprofessionals should be employed in all components of the Center. Adequate supervision is essential to the successful use of paraprofessionals.
- Done*
- 24) All Center staff must demonstrate commitment to the philosophy of the program.
- Being done*
- 25) In-service training programs for all Center personnel should include developing an awareness of the needs of the total person.

#### Organizational Relationships

- 26) Necessary legislative changes should be made to permit the Center to be a unit responsible to the Kent County Board of Commissioners through a board of community citizens. The board should be appointed by the County Commission and should be representative of the community and the criminal justice system.
- 27) Until Recommendation #26 is able to be accomplished the Center should be under the control of a Center Director, appointed by and accountable to the Sheriff, given full responsibility and authority for the staff, program, and facility of the Center. There should be an advisory committee to the Center Director consisting of not more than ten individuals, representing the criminal justice system, the community, and the inmates.
- 28) The Center should provide opportunities for organized inmate expression of needs and interchange of ideas with Center staff.

*This has been tried but is successful only on a limited basis because of inmate turnover.*

*to do many with contractual persons should be actual*  
29) Contractual relationships for the provision of staff services should be substituted by Center employed staff at the time of implementation of either Recommendation #26 or #27.

30) It is proposed that the organizational chart of the Center appear as that found in Figure #1.

### Criminal Justice System

*Point Function*  
31) Alternatives to placement in the Center should be utilized including: release on recognizance, fines by installment, probation and half-way houses.

*Regulatory Change*  
32) The inappropriate placement of individuals in the Center must be discontinued. For example, individuals should be sentenced and/or referred to Kent Oaks Hospital or substance abuse centers.

*Not on job function*  
33) In order to increase the adequacy of pre-sentence investigation, additional pre-sentence investigators are required.

*Being done*  
34) The Center should be seen as one part of the total criminal justice system, not as an entity in itself. Communication and coordination among the components of the criminal justice system is essential.

### Recommendations Regarding Specific Components

#### Medical

*one or two staff persons needed*  
35) Medical care at the Center should include: evaluation and identification of the medical problems of inmates, arranging for appropriate treatment

for inmates, both within and outside the Center; motivation and education of the inmates to maintain their own health upon release, and assistance in bridging to that health care after release.

- Nurse hours increased to 40 hrs per week* 36) Staff of the medical component should consist of a full-time physician and the required other specialists plus 168 hours per week of nursing care. As long as current ratio of male to female inmates continues most of the nursing care should be provided by male nurses.

### Screening

- Admissions Evaluators hired June 1974* 37) Between the time an inmate is booked and placed in the receiving area preliminary screening should take place to determine his immediate needs and explain what can be expected within the first 24 hours at the Center. At this time a Corrections Counselor will be assigned to the inmate to work on the inmate's behalf. Further screening by the Corrections Counselor should take place within 24 hours of the inmate's booking. At this time recommendations by the Corrections Counselor regarding housing arrangements can be made, and orientation\* to the Center provided. Also at this time the Corrections Counselor should make decisions about which portions of the program the inmate will be referred to as well as determining if further testing is needed by the inmate.

(\*Orientation is intended to include such things as visiting, forms, program explanation, expectations, opportunities for the inmate and his family.)

*Gen. level of  
College Level  
Screening, etc.*

38) Preliminary screening is an important part of the process. It should be adequately staffed.

Screening, family Counseling, Alcohol Treatment,  
Drug Treatment, Pastoral Counseling, Follow-Up

*The previous  
The emphasis  
to be placed on  
generalists*

39) The previous emphasis on specialized people working within these components should be discontinued with a new emphasis on generalists or Corrections Counselors working on behalf of individual inmates able to handle any one combination of problems of these areas based on the need of the individual inmates. Corrections Counselors will work under the supervision of the Corrections Coordinator, who reports to the Center Director. In this regard the current use of specialist titles should be discontinued. Staff members should be able to draw on all needed community resources both during the course of an inmate's stay in the Center and after he is released. Corrections Counselors working on behalf of individual inmates may work together to bring the services of outside agencies to the inmates within the Center when a number of inmates have similar problems that could be dealt with in group situations. The Corrections Counselor will be required to work with the Follow-Up Coordinator in the assignment of a Follow-Up volunteer if the inmate desires a volunteer. The Corrections Counselor should also work in conjunction with the Follow-Up Coordinator to determine the services being given by the Follow-Up volunteer. No more than 25 cases should be assigned to a Corrections Counselor at any one time.

*Department  
to be  
of professional  
to be  
regarding  
individual  
[unclear]*

*Working  
[unclear]  
[unclear]  
[unclear]*

- Being done*
- 40) Pastoral counseling would be done by a person with theological training and would resemble the counseling services offered by other Corrections Counselors. Spiritual needs, like all other needs, must be met within the context of the total person. The pastoral counseling caseload would of necessity be less than that of other Corrections Counselors because of additional responsibilities in the area of spiritual guidance.

### Spiritual Guidance

- not feasible*
- 41) There should be a periodic rotation of primary responsibilities for the coordination of worship services and spiritual services between the Catholic and Protestant chaplains. The rotation pattern should be determined by the Center Director. Rotation should take place approximately every six months.

- Standing  
Being done*
- 42) Worship services should reflect the broad spectrum of inmates, their spiritual needs, and preferences. Participation in worship services is the right of every inmate, and should not be withheld except in extreme circumstances.

- Being done*
- 43) Volunteers should work in the area of spiritual guidance upon assignment and with direction from the chaplain. Volunteers who have worked in the spiritual guidance area and who wish to assist the inmate in bridging should become a part of the Follow-Up program.

### Education

- Being done*
- 44) Because of the educational needs of the inmates there should be a specialist, the Education Coordinator, whose only assignment is in this component.

- 45) Various people working on behalf of the educational needs of the inmate should work under the direction of the Education Coordinator.
- 46) Recreation is an important part of the total educational needs of inmates and funding should be provided for recreational staff. Recreational facilities should be available and used on a year-around basis.
- 47) Because of the number of various people involved in providing services in this component there is a special need here for internal communication as well as communication with inmates, staff generalists, and the Follow-Up coordinator.
- 48) Further use of resources from colleges, Vocational Rehabilitation Service, and skill centers should be made based on the need of inmates, not on the convenience of those resources.
- 49) A newsletter should be instituted for the purposes of developing skills in journalism on the part of inmates, increasing communication between inmates and increasing contact with ex-inmates.
- 50) The school release program should be part of the educational component in order that it may be given proper emphasis.
- 51) The Center should recognize that certain inconveniences are going to be caused as a result of the school release program and that flexibility in scheduling is needed to assure the inmates participating in this program have every benefit available to others. Examples of the needs in this area are: inmates currently on the school release program should be housed

together, they should have group meetings to be able to discuss problems that relate particularly to school release, hot meals need to be provided for inmates upon return to the Center.

- 52) The Center should begin the practice of allowing additional release time for the inmate to go home to spend time with family for such things as meals and home repairs.

#### Work Release

- Being done*
- 53) The full-time work release and job placement specialist position should be continued to assure the maintenance of employment of inmates coming to the Center as well as the development of occupational opportunities for inmates within the Center who qualify for work release. This person should be responsible to the Employment Coordinator.

- Being done*
- 54) The Center should recognize that certain inconveniences are going to be caused as a result of the work release program and that flexibility in scheduling is needed to assure the inmates participating in this program have every benefit available to others. Examples of the needs in this area are: inmates current on the work release program should be housed together, they should have group meetings to be able to discuss those problems that relate particularly to work release, hot meals need to be provided for inmates upon return to the Center.

- Policy up to County Commissioners*
- 55) The amount that an inmate should pay for participating in the work release program should be based on the cost of board, that is food,

as provided by law. The charge should be based on the actual number of meals consumed so that if a person is not present for either breakfast, lunch, or supper he is not charged for the consumption of those meals.

56) The Center should begin the practice of allowing additional release time for the inmate to go home to spend time with family for such things as meals and home repairs.

57) Since the law provides that transportation may be provided for inmates in this type of program, it is recommended that transportation be made available when the lack of that transportation would prevent a person from participating in the work release program.

#### Follow-Up

58) The follow-up program should be available to everyone based on the judgment of the Corrections Counselor and the inmate beginning with the screening process. The Follow-Up program is present for the purposes of supporting bridging.

59) The follow-up coordinator should be responsible to recruit Follow-Up volunteers reflecting the cultural composition of inmates, orienting and training those volunteers to their responsibilities, contacting agencies to determine which agencies would be able to use the relationship between the follow-up volunteer and the ex-inmate.

60) The Corrections Counselor would supervise the Follow-Up relationship and should provide for systematic input from both volunteer and inmate regarding the nature of the Follow-Up relationship.

*Being studied*  
61) The decision regarding the assignment of a volunteer to an inmate should be a joint decision between the Follow-Up Coordinator and the Corrections Counselor.

*Being done*  
62) In working with the Follow-Up volunteer, the Follow-Up Coordinator should continue to make use of all community training that is available.

*Being done*  
63) When an ex-inmate bridges to a community agency, that agency should be made aware of the relationship that exists between the ex-inmate and the Follow-Up volunteer.

#### Visiting

*Proposed for Phase II*  
64) Children should be able to visit parents with their approval, in an atmosphere conducive to family visiting, as long as the inmate is able to visit in that atmosphere.

65) The inmate should have the right to refuse visitors as long as the policy of restricting the number of visitors an inmate may have per week continues.

66) Visitors should be allowed at a minimum of once per week and more frequently based upon the inmate's progress within the Center.

67) Inmates whose behavior evidences that they present little risk to the community should be allowed to have overnight visits with their family, preferably at home.

#### Evaluation

*Committee terminated*  
68) The Advisory Committee should be responsible to design and implement a plan for on-going evaluation of the Center. This plan should include

receiving input from staff, inmates, ex-inmates, and other components of the criminal justice system.

#### Future funding

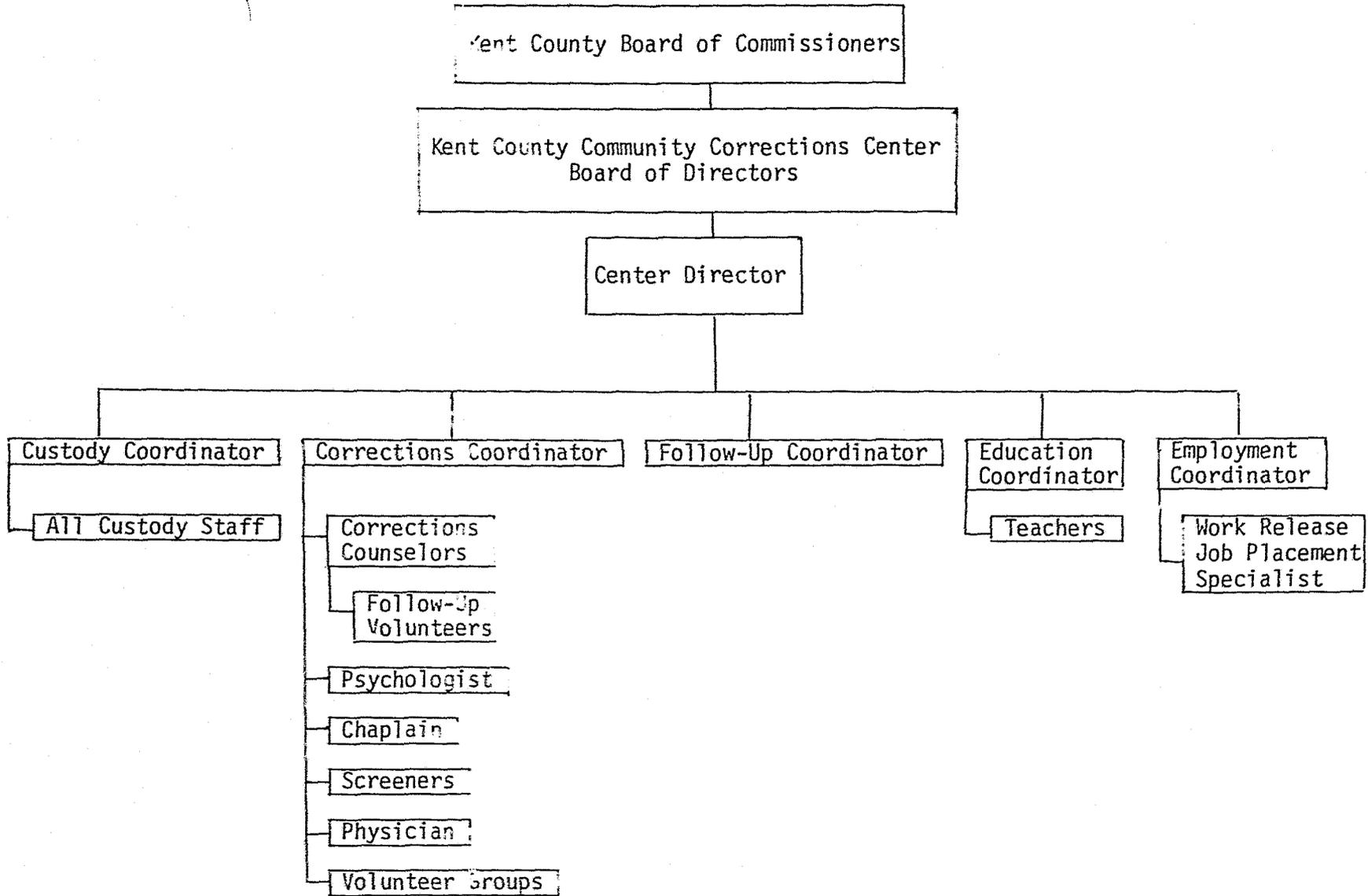
- 69) Future funding for the program of the Center should come primarily from the County of Kent supplemented by: Kent County Community Mental Health Services, fees for services, fees from other municipalities, the Law Enforcement Assistance Administration, the Office of Substance Abuse Services, foundations, churches, and United Fund and Community Services.
- 70) For 1974, all efforts should be made to continue the present pattern of funding. If a portion of current funding is not continued, it should be replaced by subsidy from the County of Kent, possibly from General Revenue Sharing funds.

#### Implementation

- 71) The Sheriff, in conjunction with the County Board of Commissioners, should appoint a committee to oversee the implementation of the recommendations of this report. This committee should operate for one year at which time the responsibility should be transferred to the Advisory Committee.

FIGURE I

PROPOSED ORGANIZATIONAL CHART



APPENDIX

## JAIL REHABILITATION SURVEY

Review by Paul W. Aardsma, Research Director, U.F.C.S.

### I. Survey application and response rate:

The instrument consisting of five questions was given to all jail inmates in three categories with the following rates of response:

Category	Total Inmates	Number Responding	Percent Responses
Women	18	9	50.0
Men-Honor Camp	21	21	100.0
Men-Minimum and Medium Security	177	43	24.3
Usable	177	41	23.2

There is an obvious difference in the rates of response between the three categories. However, there are also some unknown variables such as: 1) The number awaiting sentence as compared to the number under sentence (important because only those under sentence can participate in the rehab program), 2) The category of offences, 3) marital status and age of the prisoners, 4) Length of current imprisonment, etc., all of these could have a bearing on willingness to cooperate in the survey.

The survey is primarily open-ended making an accurate tabulation of responses difficult, first because of the range of responses and secondly because of the degree of illiteracy evident. The first question only is structured, and was intended to be used as a reference for answering the second question. However, it is apparent that considerable confusion existed on the part of the respondents as evidenced below. This may have been the lack of adequate instructions, or due to the inability of the subjects to follow instructions.

Question one asked the subjects to indicate "the parts of the Rehabilitation Program listed in which you are now enrolled." Question two asked which parts of the Program they thought "are most valuable to you." Many checked certain items in number one and listed different items in number two. Again, some who checked items in number one, indicated in question four that they were not participating in the program. Lastly, when asked what services they would like to see added to the program, some listed items already included under number one.

This leaves this analyst with the impression of general confusion regarding the total rehabilitation program and raises the question of the validity of the survey findings.

### II. Findings:

#### A. Table 1 - Participation by Category of Prisoner:

The average number of programs participated in by those responding is 2.4. Women prisoners indicate they are more involved in the program than men with an average of 4.0 programs per female prisoner compared to an average of 2.2 programs per male prisoners.

The most popular programs are A.A. and basic adult education for the female prisoners (66.6% participation in each), G.E.D. for the Honor Camp (47.6% participation) and work release for the men in minimum and medium security (36.6% participation). A question arises on the number (81%) of Honor Camp men writing in "Michigan Department of Education" under "Other" when it is my understanding that M.D.E. does not have a program at the Camp. It appears some coaching may have been done regarding this item.

- B. Table 2 - Programs judged "most valuable" by category of Prisoner. On the whole, women prisoners tend to see more value in the programs than do the men. The average woman respondent listed 1.6 programs as "most valuable" and the average man respondent listed only 1.26 programs. Mentioned most frequently by the females was "school release" (44.4%), by the Honor Camp was "G.E.D." (42.9%), and by the min.-med. security males was "work release" (31.7%).

The methodology of the survey does not permit any comparative value analysis of the programs. It is suggested that future surveys be applied to the programs while in session and permit subjective evaluation of the class itself and comparative evaluation of this class to other classes the subject may have taken.

An indication of comparative value of the program is given by comparing the number of references as "most valuable" to the total references in Table 1 showing participation. However, it must be remembered that a number of respondents listed programs as "most valuable" which were different from those programs they indicated they were enrolled in. When this is done the top five programs are : 1) school release (133.3%), 2) planned parenthood (100.0%), 3) work release (94.7%), 4) G.E.D. (73.7%) and 5) counseling/vocation rehabilitation (66.7%).

- C. Question three asked, "Is there some other rehabilitation service or part that you would like to see added to the Rehabilitation Program?"

The responses were as follows:

1. Women:

- a. More school and work release = 3
- b. Physical fitness program = 4
- c. Programs of justice in the jail = 1

2. Honor Camp:

- a. Family counseling when father is in jail = 1
- b. An art program = 1

3. Min.-Med. Security Men:

- a. Recreation = 5
- b. Psychiatric counseling = 2
- c. Legal counseling = 1
- d. Group therapy by interest = 5

- "thieves anonymous" = 2
- "sex, homosexual" = 2
- "A.A." = 1

- e. Vocational aptitude and placement by properly trained personnel = 1
- f. "More concern" = 1
- g. Open programs to all inmates = 1
- h. More work around the jail = 1
- i. Release program to special people,  
(clergy, lawyer, etc.) = 1
- j. Better medical service = 1
- k. Program of usefulness to community = 1

Summary: These comments and suggestions are almost wholly self-directed, i.e., designed to make life more pleasant and endurable "now" for the subjects. A few are future and other-person directed.

D. Question 4a asked, "Why do you participate in the Program?" The analyst tried to clarify the numerous responses into three categories:

- 1. Future oriented - ex.: to get a better start  
to get a diploma  
to learn a skill
- 2. Self oriented - ex.: it's good for me  
I need help  
to get my head together  
I enjoy it
- 3. General comments - ex: to kill time  
it's helpful  
good experience

On this basis, the comments distribute themselves as follows:

	Future	Self	General	Total
Women	4	2	1	7
Honor Camp	5	4	4	13
Other Men	9	12	5	26
Total	18	18	10	46

This shows the women to be more future oriented than the men, the Honor Camp men more future oriented than the other men but spread almost evenly across the categories, and the minimim/medium security men more self-oriented than the others in the sample.

However, since each person was able to make as many comments as they liked, and many did not choose to comment at all, caution is urged in the application of this analysis. Note should be taken that 3 of 9 women did not comment (33.3%), 5 of 21 Honor Camp men did not comment (23.8%), and 13 of 41 other men did not comment (31.7%).

E. Reasons given for not participating in the program were provided only by the male subjects and were greatly varied:

- 1. "my bond is too excessive"

2. "not sentenced yet"
3. "have been cut-off from all activities by decision of one administrator"
4. "all I get is a run around"
5. "what I've seen I don't need"
6. "would like to know more about it" (2)
7. "going to finish my education on the outside"
8. "I never been to one"
9. "I wish to keep things to myself, can't be trusted"

F. Suggestions given under Question 5 for improvement of the Program ranged from complaints about jail conditions to frequency and quantity of programs offered to suggestions about content. They are catalogued and summarized in Figure 1 and need to be weighed by those more familiar with the Rehab program and jail conditions

Jail Rehabilitation Program Survey

Table 1 - Participation by Category of Prisoners

in the Jail Rehabilitation Program at

Kent County Jail: October, 1973

Item	Item Description	Percentiles			
		Women n = 9	Men: Honor Camp n = 21	Men: Min.-Med. Security n = 41	Total n = 71
1 a.	Work release	( 2) 22.2	( 2) 9.5	(15) 36.6	(19) 26.8
b.	Planned Parenthood	( 1) 11.1	( 1) 4.8	- -	( 2) 2.8
c.	Spiritual Guidance	( 5) 55.5	( 1) 4.8	( 9) 22.0	(15) 21.1
d.	A.A.	( 6) 66.6	( 4) 19.0	( 5) 12.2	(15) 21.1
e.	Alcohol	- -	- -	( 3) 7.3	( 3) 4.2
f.	Drugs	( 1) 11.1	( 1) 4.8	( 3) 7.3	( 5) 7.0
g.	Basic adult education	( 6) 66.6	( 1) 4.8	(13) 31.7	(20) 28.2
h.	G.E.D.	( 2) 22.2	(10) 47.6	( 7) 17.1	(19) 26.8
i.	Follow-up	( 3) 33.3	( 2) 9.5	( 7) 17.1	(12) 16.9
j.	School release	( 3) 33.3	- -	( 3) 7.3	( 6) 8.5
k.	Counseling	( 2) 22.2	( 9) 42.9	( 4) 9.8	(15) 21.1
l.	Group therapy	( 2) 22.2	- -	( 3) 7.3	( 5) 7.0
m.	Vocational rehabilitation	( 1) 11.1	( 6) 28.6	( 2) 4.9	( 9) 12.7
n.	(Other)	( 2) 22.2	(17) 81.0	( 8) 19.4	(27) 38.0
	Relaxation classes	( 2)	-	( 1)	
	Mich. Dept. of Ed.	-	(17)	-	
	Bruce W. Moore			( 1)	
	Full length music			( 1)	
	World History			( 2)	
	Sociology			( 1)	
	Bible Course			( 1)	

Table 1 - Continued

Item	Item Description	Women n = 9	Men: Honor Camp n = 21	Men: Min.-Med. Security n = 41	Total n = 71
	Prison			( 1)	
	Total Programs Indicated	(36)	(54)	(82)	(172)
	Average Per Respondent by Category	4.0	2.6	2.0	2.4

Jail Rehabilitation Program Survey

Table 2 - Programs Judged "Most Valuable" by  
Category of Prisoner at Kent County Jail: October, 1973

Item	Item Description	% of Total Partic. (Table 1)	Women n = 9	Men: Honor Camp n = 21	Men: Min.-Med. Security n = 41	Total n = 71
1 a.	Work release	94.7	( 3) 33.3	( 2) 9.5	(13) 31.7	(18) 25.4
b.	Planned parenthood	100.0	- -	( 1) 4.8	( 1) 2.4	( 2) 2.8
c.	Spiritual guidance	40.0	- -	- -	( 6) 14.6	( 6) 8.5
d.	A.A.	20.0	- -	( 1) 4.8	( 2) 4.9	( 3) 4.2
e.	Alcohol	33.3	- -	- -	( 1) 2.4	( 1) 1.4
f.	Drugs	40.0	- -	( 1) 4.8	( 1) 2.4	( 2) 2.8
g.	Basic adult education	30.0	- -	( 1) 4.8	( 5) 12.2	( 6) 8.5
h.	G.E.D.	73.7	(11) 11.1	( 9) 42.9	( 4) 9.8	(14) 19.7
i.	Follow-up	41.7	( 1) 11.1	( 1) 4.8	( 3) 7.3	( 5) 7.0
j.	School release	133.3	( 4) 44.4	- -	( 4) 9.8	( 8) 11.3
k.	Counseling	66.7	- -	( 4) 19.0	( 6) 14.6	(10) 14.1
l.	Group Therapy	60.0	( 2) 22.2	- -	( 1) 2.4	( 3) 4.2
m.	Vocational rehab.	66.7	- -	( 4) 19.0	( 2) 4.9	( 6) 8.5
N.	Other: "All"		(1) 11.1		( 1) 2.4	( 2) 2.8
	"Rehab. Classes		( 2) 22.2			( 2) 2.8
	"M.D.E."			( 4) 19.0		( 4) 5.6
	Total programs indicated		(14)	(28)	(50)	(92)
	Average per respondent by category		1.6	1.3	1.2	1.3

A committee from the community is evaluating the Jail Rehabilitation Program. We are interested in your help in determining how the Program can be improved. Please be frank about the Program. Your responses will not be identified.

QUESTIONS

1.) Please check the parts of the Rehabilitation Program listed in which you are now enrolled.

- |     |                    |     |                           |
|-----|--------------------|-----|---------------------------|
| a.) | work release       | g.) | basic adult education     |
| b.) | planned parenthood | h.) | G.E.D.                    |
| c.) | spiritual guidance | i.) | follow-up                 |
| d.) | A.A.               | j.) | school release            |
| e.) | alcohol            | k.) | counseling                |
| f.) | drugs              | l.) | group therapy             |
|     |                    | m.) | vocational rehabilitation |

Other: \_\_\_\_\_

2.) Which parts of the Rehabilitation Program do you think are most valuable to you?

3.) Is there some other rehabilitation service or part that you would like to see added to the Rehabilitation Program?

4.) Why do you participate in the Rehabilitation Program?

If you do not participate, why not?

5.) Do you have any suggestions that would improve the Rehabilitation Program?

SUMMARY OF

FIGURE 1. SUGGESTIONS FOR IMPROVEMENT OF THE REHABILITATION PROGRAM

A. Program related:

1. Frequency or Quantity of Programs:

"Let more inmates go out on work release and school release ..." (W)  
"Get more education and school release" (W)  
"They should come more often" (H)  
"Have the people come more often" (H)  
"Longer school periods" (O)  
"Enlarge the program" (O)

2. Staff:

"Need more people on the staff" (W)  
"Get more people to work in the programs" (O)  
"Need more staff" (O)  
"Additional staff and better organization" (O)

3. Content Change:

"Have group therapy at the camp" (H)  
"Program for people that's interested in art" (H)  
"I would (like) to be a truck driver" (H)  
"Recreation program and better food" (O)  
"Expand the library" (O)

4. Emphasis Change:

"Let unsentenced participate" (W)  
"Consider those that are most interested" (O)  
"Program should be an integral part of jail administration, or (else) completely independent of it" (I)  
"Let the programs start that have been promised" (don't build false hopes) (O)  
"Provide a control board to interview each inmate and determine seriousness of wanting to help themselves" (O)  
"Call the person out of the block and don't ask personal questions in front of a whole lot of people" (O)

5. New program suggestions:

"Should let groups go home for the weekend, if they've been here for a long time and have a lot of points" (H)  
"Half way houses for women" (W)  
"Program to cut down on loneliness of prisoners - get people to write to men who don't get mail or visits; have a store where visitors can buy things for the men inside, and use percentage of the profits to bond out minor offenders" (O)

B. Complaint Type Comments:

1. Equality and fairness:

"Trust each individual the same" "don't judge, condemn, etc." = 5 (W)  
"I don't understand why a person has to pay rent to stay in jail  
and go to work - and receive no better treatment than the other  
inmates" (0)

2. Living conditions:

"For \$28.00 a week we should at least get hot food - or let us go  
to the kitchen to eat" = 2 (0)  
"There should not be more than 12 men in a block" (0)  
"Qualified administration and supervision" (0)

3. Social:

"Rap with chicks at least once in a while" (0)  
"Let us see the girls once a week" (0)

C. Several Unintelligible Comments

Code: (W) = Women  
(H) = Honor Camp  
(M) = Minimum-Medium Security Men

**END**

*7/11/1944*