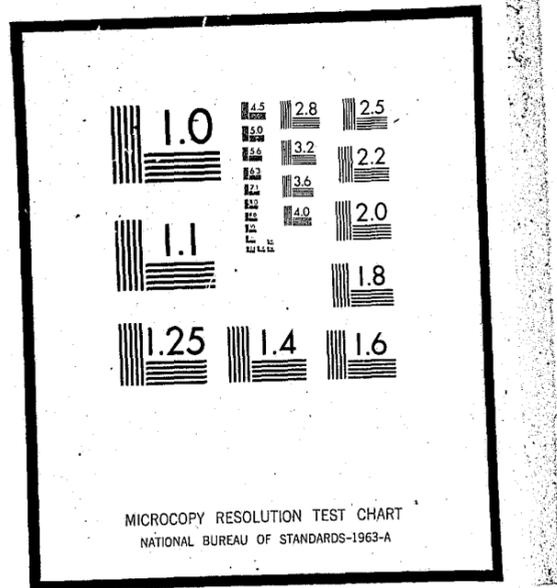


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Livingston County Jail, Howell, Michigan

*Livingston County (Mi) - Law Enforcement Center - Inmate  
Rehabilitation Program and Area Analysis*

X

INMATE REHABILITATION PROGRAM AND AREA ANALYSIS  
LIVINGSTON COUNTY LAW ENFORCEMENT CENTER  
HOWELL, MICHIGAN

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July 7, 1975

Livingston County Jail, Howell, Michigan

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Livingston County Jail, Howell, Michigan

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II. Supportive Data of the Consultant

1. CONCLUSION AND INTRODUCTION

Conclusion

The Livingston County Jail Rehabilitation Program is a vital segment of the County Criminal Justice System. Observations, discussions, and analyses strongly point to the conclusions that the Rehabilitation Program:

- 1) Has the support and endorsement of the jail administration;
- 2) Has the support of community public and private agencies; the County and District judges also endorse the program and increasingly refer cases to the program for service;
- 3) Requires centralization of facilities and extensive space expansion;
- 4) Should have exclusive use of the space proposed;
- 5) Compares well with three large jails in the State (of over 200 prisoner capacity), as well as jails of its size, in all rehabilitation areas.

The jail will be called upon soon to increase its capacity markedly. It has been over capacity since October, 1974, according to official reports.

Additionally, even without in-migration of population, Livingston County is expected to show a large increase in general population. Arrests and commitments to the jail will probably continue to rise at a greater rate than at present.

For these reasons the remodeling plan is proposed and continued Federal and State funding urged.

### 1. Introduction

The following report is the result of an examination and analysis of the Inmate Rehabilitation Program of the Livingston County, Michigan Jail conducted during May and June, 1975. It is concerned with the analysis of the rehabilitation program, its centralization into one suitable area, and the provision of sufficient space for its purpose while achieving conformity with State Jail Rules.

#### The Problem - Growth in Population

The Livingston County Jail was opened in 1972 with a capacity of 61 (excluding holding tanks). The initial capacity, which was thought to be sufficient for a ten year period, has been taxed by the growth in county population, a steadily increasing crime rate, and increased arrests. These factors have joined to push the jail population up to, and at times beyond, the capacity of the present facility.

The population of Livingston County has increased 50% between 1960 and 1970 (official census figures); there was an estimated growth of 20% between 1970 and 1973; and an estimated increase of 6% from 1973 to 1974. The latter figure is six times the growth of nearly all the other counties in the South East Michigan Council of Governments Region (SEMCOG) during that same year.

Data from SEMCOG show possible over-capacity of the jail for inmate housing beginning with 1980 and continuing until 1990, the last year of estimated population. However, the monthly official reports of the Jail to the Michigan Department of Corrections show that the Jail reached its capacity in October, 1974 and has been over capacity

since then. These figures, shown in Charts 1 - 4 (in subsequent pages), point to the need for additional capacity soon. By original design, the north and west wings of the jail structure may be expanded readily. The undersheriff reports that over-capacity was present during many days in the first part of June, 1975.

Currently, although the jail is comparatively small, it ranks with the larger (over 200 inmate capacity) and the most progressive jails in its rehabilitation program in all major areas: education (adult basic education, high school completion, GED and college courses); vocational counselling; job finding, placement, and follow-up; and alcohol and drug counseling. However, if the current program is to maintain its quality services, to provide maximum benefit to the inmates, and to minimize security and supervision problems, a critical need for more space, which would also provide program flexibility, must be addressed.

#### Rehabilitation Program

The increase in county population and projected increase in jail population will place an increased strain on the facilities and staff of the Rehabilitation Program. As detailed later, there is an urgent need to centralize the now scattered rehabilitation program components into one area. The recommended space and equipment should enable the rehabilitation staff to concentrate its efforts on the program and eliminate the present search for other rooms, momentarily vacant, in order to provide its services.

Program Components as Related  
to Space Needs

The program as detailed, requires the area specified in subsequent Chapters and will provide area needed with any major increase in inmate population and intensive use of the facilities.

The jail administration recognizes the rehabilitation staff as responsive to the needs of inmates, as well-motivated, and as showing deep concern for inmate progress and for the success of the program.

1). Education

One important aspect of the program is the education curriculum established in response to literate inmates who were idling away their time in the jail. The curriculum is very valuable since a literate inmate is believed to be better able to serve his own needs of finding and keeping a job, and of maintaining himself and his dependents.

The curriculum includes Adult Basic Education (ABE), high school completion, college courses within the jail, by school-release in the community, and by correspondence and securing a high school diploma through the GED program, since many employers now require a high school certificate for most jobs. Some portion of the inmates, in line with the national profile of jail inmates, are high school drop-outs, are thus encouraged to complete and further their education by college courses or attendance.

2). Counselling in Personal Problems

Counselling inmates in personal problems, family concerns, and in general behavior is a major element of the rehabilitation program.

In these activities, the rehabilitation staff has been energetic, ingenious, and persuasive in its referral program. Some of the inmate problems must be referred to public or private community agencies, as well as to service clubs. The response of these agencies to the program has been excellent. Admittedly, further efforts appear indicated, especially in increasing citizen knowledge of the program, and hence citizen support. (See next page for results of telephone poll.) Publicity of various kinds, now begun, should be continued and is being expanded at present with the cooperation of the Livingston County Press and with service organization presentations.

### 3). Vocational Counselling

The program has made excellent progress in the area of vocational counselling; work habits, and applying for and keeping a job are emphasized. The staff has been energetic in finding job placements in the community and in following through each inmate's progress in the field.

A great deal of the program's continuance now depends upon the financial support from federal, state, and county funds, as well as that of the Brighton Schools Adult Education Office. There is a need to continue the goodwill and support of these agencies.

### 4). Physical and Mental Health

The County Public Health and Mental Health Departments have been generous in providing part-time medical and psychological assistance to the inmates. With projected increases in jail population, this support will need additional staff-time from these sources.

## RESULTS OF CITIZEN SURVEY QUESTIONS -- LIVINGSTON COUNTY JAIL

---

1. What do you see as the main purpose of a jail?	A. Punishment	24
	B. Isolation	16
	C. Rehabilitation	7
	D. Combination	451
	E. Other	2
2. How do you think prisoners are presently treated?	A. Too harsh	9
	B. Too lenient	16
	C. About right	26
	D. Don't know	449
3. Do you feel jail rehabilitation should be a community effort?	A. Yes	469
	B. No	9
	C. Not sure	22
4. Do you think jail rehabilitation can reduce crime?	A. Yes	472
	B. No	6
	C. Not sure	22
5. Are you aware such a program exists in Livingston County?	A. Yes	18
	B. No	482
6. Are you in favor of such a program?	A. Yes	399
	B. No	21
	C. Don't know enough	80
7. Would you like more information about the program?	A. Yes	483
	B. No	17
8. Would you be willing to have a tax increase to support such a program?	A. No higher	476
	B. \$1.00	3
	C. \$5.00	3
	D. Don't know	18

---

There is a positive attitude of Livingston County citizens toward the concept of rehabilitation. At the same time, few of them knew of the Jail Rehabilitation Program, as indicated on page 7. Strenuous steps are now being taken to acquaint them with the jail program and the aid of service clubs has been enlisted successfully.

#### 5). Housing

The proposed ten rooms of minimum security in the remodelled area should provide a greater incentive for inmates to achieve in the rehabilitation program. It will bring the inmates within the area where all the program facilities are available. Closer supervision will be afforded the inmates, thus saving staff time moving between its two current rooms and whatever space is momentarily vacant.

These rooms should also reduce the conflicts and crimes by one inmate upon another. The freedom of movement within the larger area of the proposed remodelling and its activities should provide an additional incentive when contrasted with the confinement of the usual cell/dormitory of the jail interior.

#### 6). Recreation

Not the least, the remodelling will allow for strenuous physical activities in an indoor exercise area. Most other jail inmates, not in the rehabilitation program, now more or less idle away their time. This physical activity should reduce inmate tensions and bolster the physical self-image of younger inmates as well as complying with State Jail Rules.

7). Substance Abuse Counselling

Substance abuse counselling is now provided by the staff and visiting professionals from the County Mental Health Department and AA groups. Possibly a full-time staff member will be added for this purpose in the next fiscal year.

2. RECOMMENDATIONS FOR A CENTRALIZATION PLAN

Facility Recommendations

The elements of the Rehabilitation Program in the Livingston County Jail, briefly described in the proceeding section, plus the overall operation of the Rehabilitation Program in terms of physical space needs and program needs suggest the following specific remodelling components:

Phase 1.

1.) To increase living capacity of the jail and reduce overcrowding as well as having its "clients" at hand, a small unit of ten single inmate rooms in the rehabilitation program area are suggested, as a minimum security unit.

2.) To increase space and provide program flexibility, the reconstruction of the present outdoor exercise area is suggested to provide for: a) classrooms; b) an office for the coordinator and secretary, a conference room; c) offices and counselling rooms for the staff and visiting professionals; d) an arts and crafts room; e) a multi-purpose room with space for use as a part-time chapel; and f) a multi-purpose indoor exercise area.

Phase 2.

Ideally, expanded space would incorporate the following, at a later date: a) a permanent chapel; b) an increase in jail inmate capacity; c) adequate quarters for female inmates, including: 1) rooms for inmates (minimum and medium security rooms, with possibly one or two maximum security cells); 2) space for laundry, sewing, and mending personal clothes; 3) a lounge for quiet activities; 4) office space for the matron staff; and d) an enclosed outdoor exercise yard.

Program Recommendations

Although the main focus of this report is directed towards space needs and facility remodelling, it is not entirely possible to divorce recommendations in these areas from implications for programming. The following brief recommendations relate to the analysis of program needs as influenced by the proposed remodelling:

a) The future increase in inmate capacity and expanded program facilities suggest the need for a full-time psychological therapist, possibly from the County Department of Public Health. b) At least one academic teacher would also be required to meet new program capabilities.

Rehabilitation Services to  
In-Cell Inmates

There is an urgent need to expand rehabilitation services to these inmates who are locked-in for security purposes and cannot be safely brought to the rehabilitation area.

It is suggested that the existing radio/communication system within each cell be expanded to include voluntary use of commercial and/or home-made cassettes, on a scheduled basis, controlled by the turnkey, for such things as:

- a) Calisthenics (morning and evening)
- b) Education
- c) News
- d) Music and entertainment

No additional staff and only minor costs would be involved. The production of cassettes could also provide an in-cell activity for inmates.

The remaining sections of this report, including recommendations and exclusions (with the rationale behind them), provide background and descriptive information on the rehabilitation program, population characteristics of the county general and inmate population, and how the rehabilitation program compares to State Jail Rules, the recommendations for the United States Bureau of Prisons, the National Sheriffs' Association, the survey of the Community Corrections Research Programs group as to the Livingston County Jail and the other Michigan jails.

3. SUGGESTED CENTRALIZATION PLAN

Suggested Centralization Plan1) Education

a) Classrooms - total area suggested is 20'x30', with a moveable divider to form two classrooms of 15'x20' to seat 15 students each. This room size is needed since a number of students are in each classroom at the same time, in a number of educational programs.

These classes are planned for all forms of in-jail education: adult basic education; high school completion, GED; in-jail college courses and actual attendance at a community college in the area and by correspondence. Presently in use are one-to-one tutoring, self-study, and group classes. The instructor is able to keep each student working at his (her) own speed and ability, using approved texts and workbooks. This individual tutoring is supplemented by movies, slides, film strips, tapes, using equipment currently available at the jail.

The space and furniture can be sufficient for any reasonable increase in jail population through more frequent scheduling of the education rooms.

b) Library, 20'x20' - The library should remain in its present location. It is used for supplementary readings and reference materials, and other aids to academic education, as well as leisure-time reading. Existing space for library volumes -- paper backs, hard bound books, reference material, and encyclopedias should be increased by 100% of the present capacity of 2000 volumes. This is suggested in view of an additional fund grant for 1975-1976 to purchase books.

There is a need to provide electrical service (floor or ceiling) to the library for possible future audio-visual equipment.

If Jail capacity is increased markedly, the part-time staff will need to devote more hours weekly part-time or become full-time.

- 2) Counselling - Personal Problems,  
Psychological and General
- 3) Counselling - Vocational  
Counselling - Psychological

a) General Office for the coordinator, secretary, and conference, 20'x30'. Should have a small area divided off for counselling. Secretary's area to have file cabinets for the program and a switching telephone to serve the five offices.

b) Four individual counselling rooms will be required to serve also as offices for staff, each with a testing carrel. These rooms should possibly connect with the General Office.

Optimally, counselling rooms should be in a quiet area and away from other and noisier activities. These rooms will provide for family, vocational, and related counselling, and, by schedule, for mental health and other professional visitors.

c) Counselling staff. Three full-time (coordinators and two counsellors) and nine part-time persons comprise the staff. All three full-time staff divide their time between counselling and academic work. The Coordinator also has administrative duties. The source of funds and the salaries are given in Table 1.

In addition to the services of the Livingston County Jail Rehabilitation staff, the use of volunteers and/or community agency staffing for "out-patient" cases is recommended. Provisionally, however, the

rehabilitation staff is duty bound to honor the requests of the judiciary and the Prosecutor at present.

4) Physical Health

a) Medical Room - The medical room may be placed in the present office of the rehabilitation program and the scattered equipment moved into it. It will require a sterilizer and an alcove, the latter to serve as a dressing room. A locked wall cabinet is suggested for drugs and medications.

The proposed medical clinic would serve, as does the present facility, for the admission examination of inmates for contagious diseases such as TB and venereal disease (blood samples), and other illness or injuries noticed or developed after admission; for physical examination by the on-call physicians; for initiation of medications by the physicians; for the continuation of medications brought into the jail by the inmate; and for treatment of minor physical conditions. Inmates requiring greater or more intensive medical or surgical treatment and facilities would be transferred, as at present, to the local hospital. It is noted that the Livingston County Jail, as other jails, does not admit inmates with severe injuries or acute illnesses but requires the arresting officer to secure other medical treatment outside the jail, prior to admission of the prisoner.

b) The Medical Staff is currently sufficient with two registered nurses supplied by the County Public Health Department twice weekly and in an emergency. When the jail is expanded and an infirmary provided,

a full-time, 24-hour duty (or on call) male registered nurse (if one is available) or a licensed practical nurse, or a paramedic will be required at the jail. At present two local physicians are on call.

#### 5) Inmate Housing

Ten individual sleeping rooms (minimum security) in one row should be provided, if architecturally feasible, each 52 sq. ft./inmate.

Two toilets, one shower, two washbasins and one drinking fountain are required by State Jail Rules.

If the jail is expanded beyond the remodelling plan, an additional ten rooms can be added.

The objective, beyond meeting State Jail Rules, is to make this housing unit as self-contained as possible. Since these inmates go out to school and work, they need to launder their clothes more often than the rest of the jail population. A small commercial-type washer and dryer are suggested, with the usual electrical, water, and drain facilities.

#### 6) Activities

Arts and crafts, 30'x20'. This type of activity is for self-development of the inmates, for their creativity, and for raising the self-esteem of the inmate who may be or does become creative. Certain types of activities, such as clay modelling, serve as tension releases. These activities also serve to occupy inmate time in creative endeavors and are generally a therapeutic type of activity. They are also

valuable as a clue to serious personality malfunctions which would then need further and professional exploration. They could also become a source of income for an inmate by the local sale of his work. For this purpose a jail lobby display cabinet is suggested.

The kinds of activities depend on skills and interests of the instructor. Suggested activities are:

Leathercraft (no kits) using scrap leather

Ceramics

Wood carving

Paints and drawing

Block printing, pine or linoleum  
Lacing

String and macrame

Toys and toy repair

Small furniture making

Paper mache

Rug hooking; no loom  
needed

Model building

Burlap hooking

Jewelry making

Room size should be sufficient for 10-12 students at one time and for equipment.

In conjunction with the arts and crafts area, provision should be made for possible future use of adjoining space for small projects, such as small engine repair, auto mechanics, wood working involving hand tools or small electrical tools. To this end, the usual deep sink, floor drain, exhaust system would be required as well as an electrical system in the floor and/or 220 voltage in ceiling outlets.

This program could use additional volunteers or part-time staff for more than the current four hours service per week.

b) Indoor exercise area. Activities suggested are: weight lifting, basketball, wall handball, volley ball, table tennis, shuffleboard, punching bag, bowling.

Fixtures to be attached to the wall or floor for volley ball, weight lifting backboard; basketball backboard; punching bag.

Other equipment is to be arranged as space permits. A large storage area for equipment will be required.

Local weather makes the use of an outdoor exercise area feasible only for three or four months yearly. Hence, an indoor area could be used as an all-year area. It too would serve to drain off any excess energy of the inmates, would keep them in some degree of good physical condition, as well as reduce tensions.

Additional part-time (paid or volunteer) would be needed in the future.

#### 7) Substance Abuse Counselling

Does not require special space but uses counselling and proposed assembly rooms.

#### 8) Other Required Space

a) Multi-purpose room, 30'x20'. To be used as a chapel on two or more nights monthly; one wall to have two lockable cabinet for religious accoutrements and a storage area for hymnals and musical instruments. A piano is suggested for accompaniment of the religious services.

Other uses will be for assemblies for advisory council meetings, showing of movies, for dramatics and other entertainment. This type of room is required by State Jail Rules.

b) Inmate Lounge, 24'x20'. (equivalent of a day room) is larger than required by State Jail Rules of 30 sq. ft./inmate.

This area should have a TV and a radio outlet to the jail communication system. This room is to be used for quiet games, such as chess, checkers (a sheet of checker squares applied to the table surface is suggested), cards, puzzles, scrabble, monopoly, etc.

9) General Space Recommendations

a) A wide door for moving equipment into the indoor exercise area and other areas is advisable.

b) Corridors, 5' or 6' wide, along the walls separating the indoor exercise area from the remaining programmed areas. The indoor exercise area is to be closed off from floor to the roof.

c) Toilets for staff.

d) Jail radio/intercommunication system should be tied into each room of the remodelled area for music, entertainment, news, and bulletins; it would also be needed in case of an emergency of an inmate or staff member.

e) Vertical Circulation will be provided as required by the code.

f) Storage area, 16'x20', for equipment and supplies.

g) Mechanical equipment.

3. Exclusions from the Proposed Remodelling Plan

The possibilities for use of the proposed new space could vary considerably. It is suggested that the following facilities and program

components, be excluded from the current remodelling plan or postponed:

a) Vocational shop - Experimentation with in-jail vocational shops in Genesee, Ingham and Kent Counties, each with an inmate population of over 200, has led to their discontinuance. The Skill Centers of the several counties, either under public or private funding, are used, such as the Salvation Army in Flint.

This analysis supports the above view. In the above large jails, as in Livingston County, sentences are too short for learning skills, qualified and motivated students too few, and space is scarce.

It is reported that Livingston County citizens will vote in Fall, 1975, on funding a Skill Center. It will be available by 1977, if approved. It is recommended that Livingston County follow the other jails by not providing for an in-jail vocational shop. The same holds true for efforts to teach clerical and related skills in the jail.

Other aspects of vocational and job-finding of the rehabilitation program appear to be more valuable for short-term inmates. The rehabilitation program has been assiduous in successfully enlisting the aid of public and private community groups in behalf of inmates for the kind of services these agencies are better equipped to render than the jail.

Audio-visual equipment for teaching purposes (academic and vocational) should be investigated pending the time of a large increase in the jail population and the number of inmates served by its various aspects. While not recommended at this time, suggestions are made for the installation of floor and ceiling electrical power outlets and related mechanical equipment should the program change.

b) Chapel - Religious services are conducted twice monthly; at this time, the Howell Ministerial Association provides volunteer clergymen. Such interim use of jail space does not justify exclusive use of a room in the limited space to be available in the remodelled area. Reconstruction plans include a dignified area and appurtenances for chapel purpose and a small counselling area for spiritual guidance. A locked altar cabinet is suggested for Protestant and Catholic services.

c) Out-patient services - The county and district judges have recognized the value of the rehabilitation program. For that and other reasons they sentence defendants to the jail, in lieu of prison, and also send probationers to the jail staff for similar services. This is commendable recognition of the abilities of the rehabilitation staff.

The present jail lobby, small in size, is used for "out-patient" interviews and counselling. It is an unsatisfactory space for the purpose. Security and other reasons mitigate against providing an in-jail (security area) office for this group.

It is reported that the County Prosecutor will soon begin a deferred prosecution program and plans to use the rehabilitation staff as counselors.

As forthright and commendable as the plan remains, it is strongly urged that a drop-in center be developed, outside of the jail. It is recommended that an area be made available in the proposed Justice Center to be located immediately adjacent to the jail for these purposes. (Two offices and a waiting room would be required).

For in-jail and out-patient cases, the rehabilitation program provides an excellent means of referring inmates and defendants to legal aid, to welfare, and to other community services.

d) Infirmery and Isolation area - Although an infirmery and isolation area is suggested by State Jail Rules, for jails with over 35 person capacity, there will not be sufficient room in the proposed remodelling area for such additions. Also, this type of facility serves all security levels of prisoners. Hence, its placement in the remodell-ed minimum security area would be injudicious. When the jail is expanded in capacity, the infirmery and isolation area should be kept within the security area of the jail, unless suitable arrangements for guarding escape-risk prisoners can be made at the local hospital.

These additional facilities are suggested for Phase 2 of the jail expansion program. It remains questionable if the additional staff required for this facility would save the County funds, as against the present policy of sending such prisoners to the local hospital. Costs should be investigated in detail prior to determining the need for such in-jail facility.

e) Inmate commissary - Is not needed in the remodelling area. The ten inmates for whom housing is planned in the new area can readily use the present method of securing commissary items as do the rest of the inmates. A commissary cart now delivers commissary purchases twice weekly to the cells/dormitories of the jail, filling twice weekly orders from the inmates. Present jail facilities include a commissary storage area. This method is usual in many jails and prisons; the jail administrators find it satisfactory and not in need

of change. It would be ill-placed in the remodelled area to serve the general jail population.

f) Attorney interview - Rooms should not be placed within the remodelled area to serve the general population. The present location, in the security area of the jail, is proper. If an attorney wishes to interview an inmate of the rehabilitation program, he might use one of the counseling offices or the inmate could be brought to the usual in-jail room.

4. THE LIVINGSTON COUNTY JAIL  
REHABILITATION PROGRAM

### 1. Philosophy and Objectives

The preceding sections, detailing space needs for the rehabilitation program are based upon an analysis and observation of the program plus supporting data provided by the program staff. Space and facility needs for any program -- the rehabilitation program being no exception -- are inextricably linked to both the stated philosophy and the goals and objectives of the program. In this instance, the recommended remodeling emphasizes certain aspects of the program described in this section that reflect the general support of the rehabilitation efforts.

Jail rehabilitation programs of Michigan and United States counties occupy the time of inmates in useful and productive ways. They aim to develop in the inmate the "work ethic," self-maintenance, and approved public and private behavior.

The means to these ends are improved educational skills, improved physical and mental health, and spiritual and personal guidance.

Basic to the entire rehabilitation concept is encouragement of participation by community, public and private agencies and groups in this service to inmates. Since the inmate's freedom of movement and communication is restricted by his incarceration, his situation must be brought to the attention of these agencies.

The Livingston County Jail Rehabilitation Program places a major value on both constructive activities for inmates and on community participation. It has been successful in securing the aid of such agencies in Livingston County. While a sample of county residents, in

a survey, approved the rehabilitation concept, few had known about this specific project. Considerable publicity is in process to alert service clubs, churches, and others in this program, as well as securing additional support. Many service clubs are involved, one of the currently raising a tuition loan fund for inmates involved in community college attendance.

## 2. Program Operations

The Jail Rehabilitation Program consists of: 1) adult basic education (ABE), high school completion; 2) GED preparation and tests; 3) college courses (in-jail and in the community and by correspondence); 4) vocational aptitude and interest testing and work habits preparation (attitudes, habits, etc.); 5) job finding, placement, and follow-up; 6) recreation; 7) social and psychological counselling in personal problems, vocations, and attitudes; and 8) general follow-up with inmates who have participated in the program.

Each inmate, upon admission, is given an intake screening by a staff member. Upon discussion and agreement of the staff he is accepted or rejected for the rehabilitation program. An inmate who has been rejected may request services at a later date.

Each inmate's requests for general service (outside the intensive program of education and vocational counselling) is considered. Immediate needs of a crisis nature, are served by the staff directly or by referral to an outside agency.

The intensive program of education and vocational counselling generally accepts for inclusion those inmates who are judged to be sufficiently motivated and believed capable of success in the program.

Because of security risks, especially of untried inmates, veto power over admissions to the minimum security rehabilitation program is exercised by the Jail Sergeant, under orders from the Sheriff and Undersheriff. He also attends all staff meetings of the rehabilitation program and is readily accessible to the staff. Communication between the Jail Sergeant and the rehabilitation staff appears to be excellent.

### 3. Education Programs

The several education programs are one-to-one, class groups, and self-study, using recognized and approved texts and materials. GED tests are given regularly. Details have been given elsewhere in this analysis. Inmates are released from the jail to attend community schools for high school completion and college courses.

### 4. Vocational Programs

No specific job skills are taught to the jail inmates because of a lack of both space and equipment. Additionally, most inmates do not remain in the jail long enough (more than 6 or 9 months for sentenced inmates) for effective training. The number of possible candidates for such shop training is small and the length of the inmate sentence too short for effective work.

Most important, however, is the fact that the Brighton and other nearby school systems have the manpower, the space, and the equipment for this purpose. Additionally, the three large jails in the State have discontinued their former shops. This discontinuance comes partially from lack of inmates suitable for training, but, more especially, the availability of a skills training center in the

community. All these are better equipped to train for specific jobs than is the jail, and they are available to minimum security inmates.

#### 5. Work Training Release Program

A successful phase of the vocational program is found in the release into the community for work training. With an initial test period of January, 1975 through June, 1975, using sponsored funds, four to five inmates have been placed by the staff with local employers for on-the-job training and supervision. Forty hours of work weekly are required for inmates who must meet the employers' requirements. The jail programs pay \$1.00 per hour and the employer matches this. The paycheck is sent to the jail for distribution. The period of employment is from two to four months. With satisfactory work, it is expected that the inmate will become a full-time employee, or, if the employer has insufficient work, the employer will refer the inmate to another job. If inmate performance and conduct is unsatisfactory, the jail staff is notified.

The inmate pays 15% of his wages to the jail for materials and his work expenses. The county furnishes transportation through a CETA sponsored employee (part-time) and a county car. No room and board are charged.

The jail program supplies work clothes, tools, and other needed equipment. Inmate funds are banked for him against his jail discharge. This work release program requires job finding by the staff and considerable follow-up.

#### 6. Vocational Counselling

In the absence of actual training in the jail for jobs on the outside, the staff expends much effort in re-orienting inmate thinking and behavior in group and individual counselling. Emphasis is placed on how to write letters of application, where to apply for work, how to read want-ad notices, as well as self-control in following employer's directions, being on time, personal neatness; i.e., all the prerequisites of normal conduct in employment.

In screening inmates for the rehabilitation program, various vocational aptitude, interest, and personality tests are given. Training in giving and scoring these tests was provided to the staff by Dr. Gary Vandebos of the County Mental Health Department.

#### Counsellor's Position

The counsellor's duties consist of 70% counselling in various areas and 30% devoted to miscellaneous duties, such as educational assistance, legal reference, inter-agency referrals, program planning, assisting in recreational activities, and substance abuse counselling. It is reported that in fiscal 1975-1976, an added position will be filled to cover substance abuse counselling. Thus, the counsellors will be freed from these duties and enabled to devote themselves to other aspects of the program.

#### 7. Library

The library, in a 21'x21' room, now serves many purposes: as a reference and general reading room for the education segment of the program; as a personal counselling room; as an arts and crafts center

and as a chapel. Actually, it is the only room available for full-time and exclusive use by the rehabilitation program. The booking officer uses the room occasionally to make video-tapes of inebriates, to be used as court evidence of the inmate's condition on admission to the jail. It is totally inadequate for all these purposes.

The library houses paperbacks, hard bound volumes, reference material, study materials, and general leisure reading. It also serves as a study area for the individuals in the rehabilitation education program. The library volumes have been increased by grants to the library; another grant from the Michigan Department of Education, State Library Service, LSCA, Title I, will be available for fiscal 1975-1976, and will include the purchase of added volumes of legal reference material as required by recent court decisions.

The inmate librarian processes new books and other material, as well as manning the library cart when it makes its rounds of the jail interior. He reports that there is great current inmate interest in psychology and social problems plus legal reference books.

The library, remaining in its present location is in a secure area, and thus remains accessible to all jail inmates. It is possible that a plan might be initiated whereby almost all inmates (except security risks) might browse among the library shelves and select their own reading material.

#### 8. Arts and Crafts

Arts and crafts are taught on two evenings weekly by a high school teacher, who is interested in pottery. This, in part, accounts

for the presence in the jail of a potter's wheel, kiln and molds. Other handicrafts are also taught, in a limited number.

An objective of this program, additionally, goes toward satisfying individual self-confidence and ego development. There is deep personal satisfaction in the end product of this class, being an inmate's own personal creation. The inmate's self-criticism of his work plus the acceptance of criticism from others is a worthwhile goal.

#### 9. Recreation

Recreation is available for and used by all inmates, if not considered security risks. Indoor recreation uses sedentary table games and shuffleboards, the court being marked on a jail corridor floor. During clement weather, an outdoor exercise yard is available for non-risk untried inmates. This 90'x90' yard has a 16' concrete wall and contains a volley ball net and basketball backboard. The floor is grass and dirt. For inmates locked in their cells, there is little recreation. A remedy is suggested in the recommendations.

Recreation is a vital element of the Jail Rehabilitation Program. Even when outdoor activities are curtailed by weather during a major part of the year, the small library is available for quiet activities. A male and a female part-time instructor are paid for by the Brighton Community Schools. The staff believes that recreation should be a part of its program for jail inmates.

#### 10. Co-educational Participation

The individual and group teaching, the library, counselling and

religious services, plus outdoor recreation is available co-educationally.

#### 11. Medical Services

The Livingston County Public Health Department furnishes nurses for medical services and the jail has two physicians on call. The nurses administer prescribed medications. A list is prepared for the on-call physicians for needed medical work and medications.

There is no special room for medical work. The examining table and the biologics refrigerator are in separate rooms and prescribed medications are kept in a locked toolbox in one part of the booking area. A draw curtain provides space for dressing and undressing. Emergency care is always available, either by the physicians or by transferring a prisoner to the local hospital. If the jail is enlarged, an LPN, registered male nurse, or a paramedic is suggested for 24-hour duty.

#### 12. Psychological Counselling

Psychological counselling is provided by the County Mental Health Department. Currently two psychologists alternate by-weekly calls at the jail, for group and individual counselling. They are also available for emergency service.

#### 13. Substance Abuse Counselling

The Rehabilitation Program is licensed by the County Public Health Department as a substance abuse agency, with license issued April 15, 1975 and continuing until March 31, 1976. Individual and

group counselling along with weekly AA meetings, the latter supervised by an AA member, help inmates deal with alcohol and drug problems. This counselling, by a staff member, will soon be assumed by a position paid for by the County Substance Abuse Agency, providing appropriations are made.

#### 14. Religious Services

Religious services and spiritual counselling take place on two evenings monthly. The Howell Ministerial Association provides four volunteer chaplains, each for four-months for continuity of dealing with inmates. The services are non-denominationally Protestant. A new Catholic chaplain has been appointed and he will be solicited by the other chaplains for his plans for services and counselling. On inmate request, the chaplain speaks with prisoners in their cells for direct service or referral. The duty turnkey decides which inmates may safely attend group services in the make-shift "chapel".

Present chapel services, held in the current "multi-purpose" room, are interrupted for video-taping of inebriated prisoners. Hence, more suitable and uninterrupted space for chapel services is needed. These improvements are suggested in the plan for remodelling the present outdoor exercise area discussed in a previous section.

#### 15. Release Approvals

All releases for school or work-release into the community must be approved by the sentencing judge as well as the probation officer or the Friend of the Court.

Schedule of Programs

A time schedule of activities and funding follows.

TABLE 2.--Tentative Weekly Schedule (Revised 6-16-75)

	9-10	10-11:30	1-2	2-3	3-4:30	4:30-6	6-7	7-8	8-9
37 MON. Individual Counselling and Screening		Psych. testing & Evaluation	**	Mental Health inter.				Art Class	
		G.E.D. A.B.E.*	Library Services	Men's Recreation Womens Recreation				AA Meetings	Religious Service
TUES. Individual Counselling and Screening	Staff Meetings			Individual Counselling (Staff)			Staff Administration	Art Class	
WED. Individual Counselling and Screening		G.E.D. A.B.E.*		Mental Health Counselling					
			Men's Recreation	Individual Counselling (Staff)				Female Recreation Work training release mtg.	
THURS. Individual Counselling and Screening		Independent study	High School Completion	Psychology Class					
			Men's Recreation						

\*\*Library Services 7 days weekly

\*Adult Basic Education

Also variable hours for: Work Release, Work Training Release, and Education Release Programs.  
Hours to be arranged by staff members

TABLE 3.--Volume of Work of the Rehabilitation Program, 1974-1975

Category	1st Quarter		2nd Quarter		3 Quarter		Todate Number
	#	Hrs.	#	Hrs.	#	Hrs.	
1. No. inmates passing thru the jail	589	-	503	-	522	-	1614
2. Average daily population	NA	-	NA	-	NA	-	NA
3. Average length of stay	NA	-	NA	-	NA	-	NA
4. Inmates in rehab. program	40	-	29	-	41	-	-
Unsentenced	17		12		17		-
Sentenced	23		17		24		-
5. Average length of involvement:							
Unsentenced	35 days		35-40 days		37 days		
Sentenced	-		-		42 days		
6. Specific jail involvement:							
a) Rec'd. counselling	40	288	29	364	41	478	-
b) " voca. consl.	-	-	-	-	41	478	-
c) " ABE	4	60	12	75	16	84	-
d) " HS credit	13	114	15	35	14	34	-
e) Begun GED	15		16		19		
f) Completed GED	6		4		6		
g) Number involved in school release	-		-		3	36	-
h) Inmates in work release; money earned	2	\$1260	1	0	2	\$1920	-
i) Rec'd professional services	24	28	41	236	111	134	-

Table 3 does not reflect the actual work of the staff nor the number of inmates served. The first quarter was a time of organization, procuring equipment and supplies, and space finding. A good share of staff time was devoted to organizing the program. The same holds true for the second quarter but to a lesser degree. Quarter three -- all in fiscal 1974-1975, reflects a more usual working program than do the first two three-month periods. Yet, some time is still spent by the staff moving from one area of the program to another. The not-yet available information for the final quarter of this fiscal

year should show the "usual" volume of work, in various categories, which the staff normally accomplishes.

It is not possible to determine, from these figures or from any other available data of the program, the man/hours per inmate devoted to the usual case. Some individuals within the program, receive minimal or one-time staff efforts. With others, their involvement with the program is long and continuous. Possibly, forthcoming data can be resolved so that hours of staff work/inmate, by categories, can be enumerated. This would serve as a guide to the staff and to any reviewer of the program.

The staff advises that a new record system is in process of installation, based on a cooperative effort of the staff and that of the County Planning Commission.

It is estimated that the remodelled area spaces should serve or will be called upon to serve at least 50% more persons, if the percentage growth of the inmate population since October, 1974 maintains itself. Space and staff should be adequate to the estimated growth of inmates.

Livingston County Jail, Howell, Michigan

TABLE 4.--Organization of Staff Work

<u>SCREENING</u>			
<u>ACADEMIC</u>	<u>ENRICHMENT/THERAPY/EXERCISE</u>	<u>VOCATIONAL</u>	<u>PROBLEM SOLVING</u>
High School completion; GEB preparation and Testing; Adult Basic Education; Psychology (WCC); Library Services; Study Release	Art; Men's Recreation; Women's Recreation; Spiritual Services (Howell Ministerial Association)	Counseling by Staff; DVR Services; Work Release; Vocational Ed.; MESC Services; Work Training Release	Individual Counseling; Group Counseling; (above via staff & community mental health center) Alcoholics Anonymous mtgs., (Alcohol Control Center); Legal Counseling; Medical Referrals; Psych. Testing & Evaluation

PLANNING FOLLOW-UP  
Job Placement  
Adult Education  
Vocational Training  
Continued Counseling

IN HOUSE STAFF

Bill Lyman grover - Coordinator  
Mark Coulter - Instructor-Counselor  
Jesse Williams - Instructor-Counselor  
Lucy Leist - Vocational Instructor  
Luella Burke - Vocational Counselor  
Ellene Jacques - Crim. Justice Intern  
Jerry Jacobs - Men's Recreation  
Kathy Fuller - Women's Recreation  
Spencer Porter - Art Teacher  
Leonard Anderson - Driver  
Julie Yelsma - Psychology Teacher (WCC)

Background of Rehabilitation Staff

William Lymangrover

BA, MSU, Political Science, 1968  
MA, Education, Eastern Michigan University, 1971

Houseparent, Los Angeles McKinley Boys' Home  
Caseworker, Washtenaw County Juvenile Home  
Teacher's Aide, Michigan W.J. Maxey Boys Training School  
Public School Teacher, Fowlerville, Michigan  
Counselor, Michigan Training School, Adrian  
Feb. 1973 -- Teacher and Coordinator, Livingston County  
Jail Rehabilitation Program

Lucy Leist

BA, MSU, Political Science and Psychology, 1972  
MA, MSU, Vocational Rehabilitation and Counseling, 1974

Volunteer, Syracuse, N.Y. Boys Club, teaching illiterates to read.  
1967, Secretary, Howell Intermediate School Board  
9-1974, Vocational Counselor  
1-1975, Vocational Counselor, Livingston County Jail

Mark Coulter

BS, MSU, Criminal Justice, 1973  
MS candidate, MSU, Criminal Justice 1-1975

Legislative Assistant, Michigan House of Representatives  
1974 -- Counselor, Livingston County Jail Rehab Program

Jesse Williams

BS, MSU, Criminal Justice, 1973  
MS, MSU, Criminal Justice, 1974

Summer 1971, Ohio Scioto Village (girls training school),  
Counselor  
Volunteer Probation Officer, Ingham County  
July 1974 - Instructor/Counselor, Livingston County Jail  
Rehabilitation Program

Luella Burke

BS, Education, Indiana Univ. of Pennsylvania, 1963  
MS, Geography, Southern Illinois Univ., Carbondale, Ill, 1965

5 years college teaching, Geography: 2 yrs., Missouri State  
College, Cape Girardeau, Miss.; 3 years Farmingham State  
College, Mass.  
Substitute Teaching  
Fall 1974 - Brighton Community Schools, adult education; assigned  
to Livingston County Jail Rehabilitation Program

TABLE 1.--Sources of Staff Funds of the Jail Rehabilitation Program.

Position	Grant	CETA	Brighton Community Schools	County Commis- sioners	Washtenaw Community College
Coordinator, F.T.	\$14,000				
Counselor, F.T.	9,000				
Counselor, F.T.	9,000				
Voca. Instructor, 1st 6 mo., 1975, P.T., 20 hrs. weekly			\$2,500		
Vocational Counselor P.T.	2,500				
Driver, \$109/wk P.T.		2,834			
Women's Recreation, 15 hrs/wk P.T.			840		
Men's Recreation 15 hrs/wk P.T.			1,170		
Art, 4 hrs/wk P.T.			780		
Psychology (Washtenaw Comm. College P.T.)					2,000
H.S. Completion 3 hrs/wk P.T.				585	
GED, 3 hrs/wk P.T.			585		
ABE, 3 hrs/wk P.T.			585		
	\$37,500	\$2,834	\$5,290	\$585	\$2,000
Grand Total:	\$48,209				

5. LIVINGSTON COUNTY JAIL POPULATION:  
ANALYSIS AND TRENDS

1. Livingston County General and  
Jail Population Data

The following section presents, in some detail, data on both inmate population trends of Livingston County and the general population trends for the County. In order to document the need for expanded space and to allow for the careful and well planned growth of both the facilities and the program components, it is necessary to have an understanding of the dimensions of the existing problem in terms of inmate population and profile, and of the broader picture provided by county population data.

The county general population increased 54.2% from 1960 to 1970. Estimates were for a 20.2% increase for 1970-1973 and for 1973 to 1974, an increase of 6.6%. Compared with the growth in other counties of the South East Michigan Council of Government (SEMCOG) this is six times the increase. The other counties showed an increase of 1.1%, while Wayne County (Detroit area) lost residents. (Table 5).

Part of this growth was due to the out-movement of residents from Metropolitan Detroit and from Lansing, Flint, and Ann Arbor. This out-movement has been going on since World War II, and has been helped by the addition of federal highways I-96 and I-94, which make commuting time to Detroit and other cities an hour or less. In addition, industry moved to Livingston County because of large acreage parcels and cheaper land for development.

Substantial increases of in-migration to Livingston County are shown for ages 10-19 and added growth, but to a lesser degree, for ages 25-44. In the decade 1960-1970, ages 10-14 showed an increase of 82.9%, ages 15-19 an increase of 101.7%, ages 20-24 an increase of

**CONTINUED**

**1 OF 2**

79.7% and ages 25-44 an increase of 74.5%. In 1970, about 35% of migrants into Livingston County came from the Detroit metropolitan area. Only 5% came from Detroit itself, 30% from the Detroit suburbs.

It is difficult to delineate migration projections after 1970 until higher costs of home mortgages and the segregation question in the Detroit area schools become stabilized. At the present time, construction money is both scarce and expensive; concerning the latter, the courts have not yet resolved the issue.

Population projections here mean projecting the present population into the future as conditioned by estimated rates of births, deaths, and migration. The tables and charts in the Appendix are based on SEMCOG data and refer to these items but with zero migration ("cohort survival method").

## 2. Socio-Economic Characteristics of the Inmate Population

Detailed analyses of the inmate population of the Livingston County Jail are not available for a period of time preceeding 1972. Head counts of inmates in the jail during 1973 and 1974 and a head count taken on May 23, 1975 were compared with themselves and with the 1972 U.S. Census of Inmates of (United States) Jails for the North Central Region which includes Michigan. CCRP has made available, as a courtesy, their three recent surveys of Muskegon, Ottawa, and Washtenaw County Jails. These are included in Table 8.

The typical inmate of the Livingston County Jail is male and white; in his mid-twenties or younger, a county resident, a high

school drop-out, single, and unemployed. About one-fourth were serving a jail sentence of less than 60 days (See Tables 6 and 7).

By comparison with the nation-wide survey done in 1972, of the inmates of all local jails, Livingston inmates are younger than the national average, tend to be single on a higher percentage than the national data.

Livingston County Jail inmates form a higher percentage (67.32/100,000 of the general population) than the national figures (40.9/100,000 of the general population) for the North Central Region of the United States.

The estimated increase of the county's general population, its youthful age groups, arrests and jail use, all point to the need for more jail capacity.

TABLE 6.--Socio-Economic Characteristics of Livingston County Jail Inmates.2,3

Year	Male	Race	Age	Sentenced	Original Felony	County Resid.	Unem- ployed	M-S-D-fg.	Vets
1973 N-50	92%	-	26av.	44%	-	-	48%	56% sng.	30%
1974 N-50	94%	92%W	25av.	50%	78%	70%	56%	66% sng.	34%
AM Count 5-23- 1975	95%	95%W	66% bet. 17-24	39%	55%	62%	43%	53% sng.	35%
1972 <sup>5</sup> US Jail Imm.	95%	-	60% less than 30yrs.	-	Size- able number	-	40%	50% sng.	

Education: 25% were 8th grade; 40% dropped out of high school.

TABLE 7.--Socio-Economic Characteristics of Livingston County Jail Inmates.

---

 1973 -- No data available

Sentences -- 30 days or less - 8 - 32%
1974      31-60 days      2 - 8%
61-90 days      2 - 8%
91 plus days      13 - 52%

Sentences -- 30 days or less - 3 - 16%
5-23-75    31-60 days      1 - 5%
61-90 days      2 - 11%
91 days plus      12 - 66%

Time awaiting trial - 30 days or less - 11 - 35%
5-23-75      31-60 days      8 - 24%
3 to 5 months      8 - 24%
6 to 8 months      3    9%
9 to 10 months      1    3%

1972<sup>5</sup>, Time awaiting sentence or trial - 3 mos. average; 1 month median.

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Comparative Data on Jail Inmates

Although the preceding section on inmate population provides valuable information on the County's inmate population, it is useful to compare the Livingston inmate profile with that of other counties, in order to determine the appropriateness of program components and determine whether or not Livingston County has a population requiring a different array of services.

The Community Corrections Research Programs (CCRP)<sup>4</sup> three studies of jail inmates in Muskegon, Ottawa, and Washtenaw Counties, Michigan, are summarized in the following chart which also lists the findings of the U.S. Census Bureau data on Inmates of Local Jails:

TABLE 8.--Characteristics of Inmates.

Item	Percentages C O U N T I E S				US Jail Inmates
	Livingston	Muskegon	Ottawa	Washtenaw	
Under 25 years	66	51	60	72	60 under 30
White	95	63	80	32	NA
Male	95	88	90	90	95
Single	56	48	53	49	50
County resident	62	80	47	NA	NA

Summarizing the above table, only Washington County inmates have a larger percentage of young inmates; Livingston County inmates are nearly all white, compared to 32% in Washtenaw County; Livingston agrees with the national figures on males and is slightly above these of the other three counties. It has the highest percentage of single inmates and only

Muskegon County has a greater portion of the county residents.

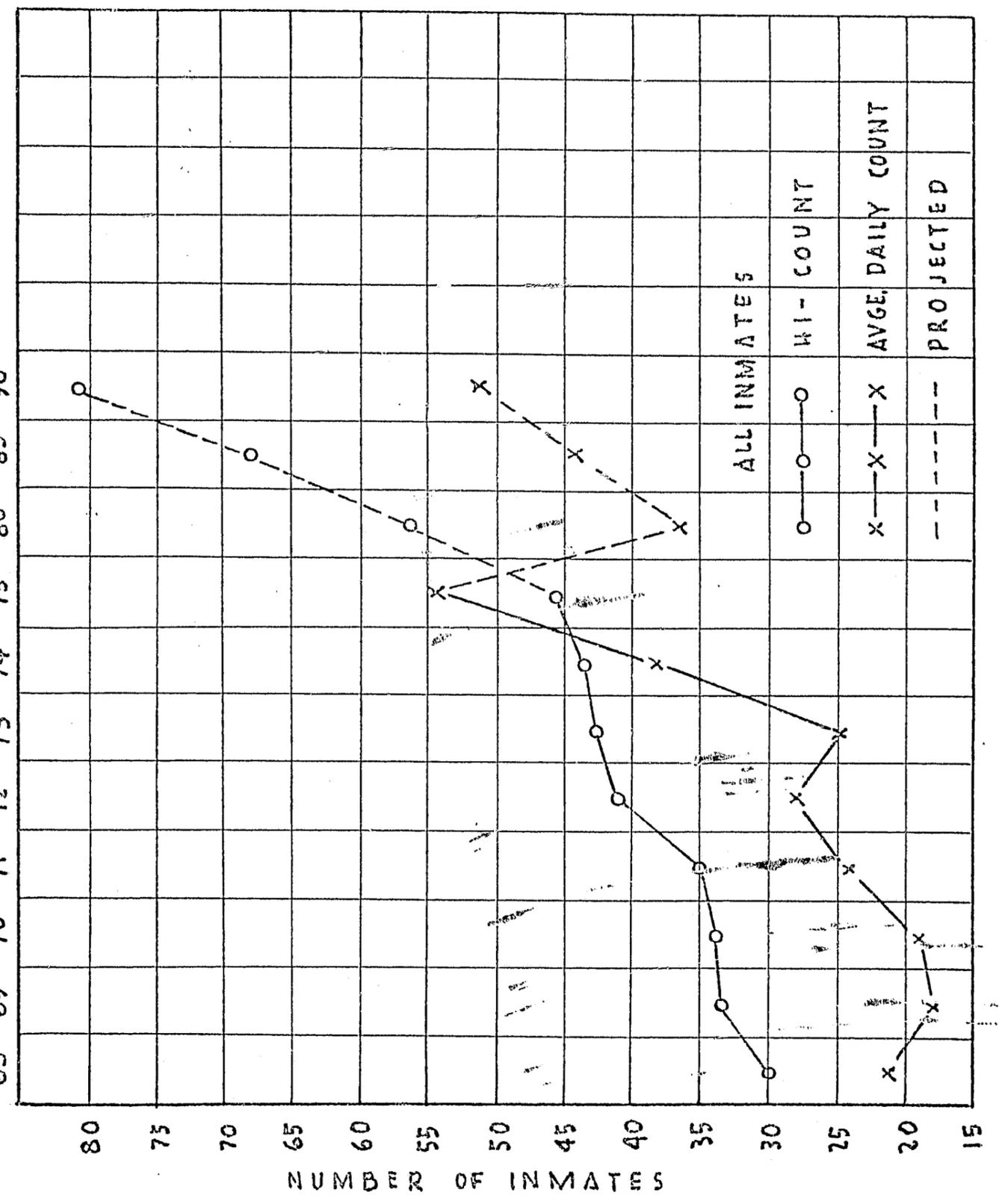
The above data from CCRP was obtained by an analysis of ten percent of the persons passing through the Muskegon Jail from 1972 to 1974; again a 10% sample in Ottawa County of the persons passing through the jail in 1971, 1972, and 1973. In Washtenaw County, the records were analyzed for persons passing through the jail in 1972.

JAIL POPULATION AND JAIL ADMISSIONS, LIVINGSTON COUNTY JAIL

'68 '69 '70 '71 '72 '73 '74 '75 '80 '85 '90

CHART 1.  
(SEMCOG  
DATA)

Livingston County Jail, Howell, Michigan



NUMBER OF INMATES

ALL INMATES

HI-COUNT

AVGE. DAILY COUNT

PROJECTED

Chart 2  
Livingston County Jail, Howell, Michigan  
Monthly Hi-Inmate Count  
New Jail

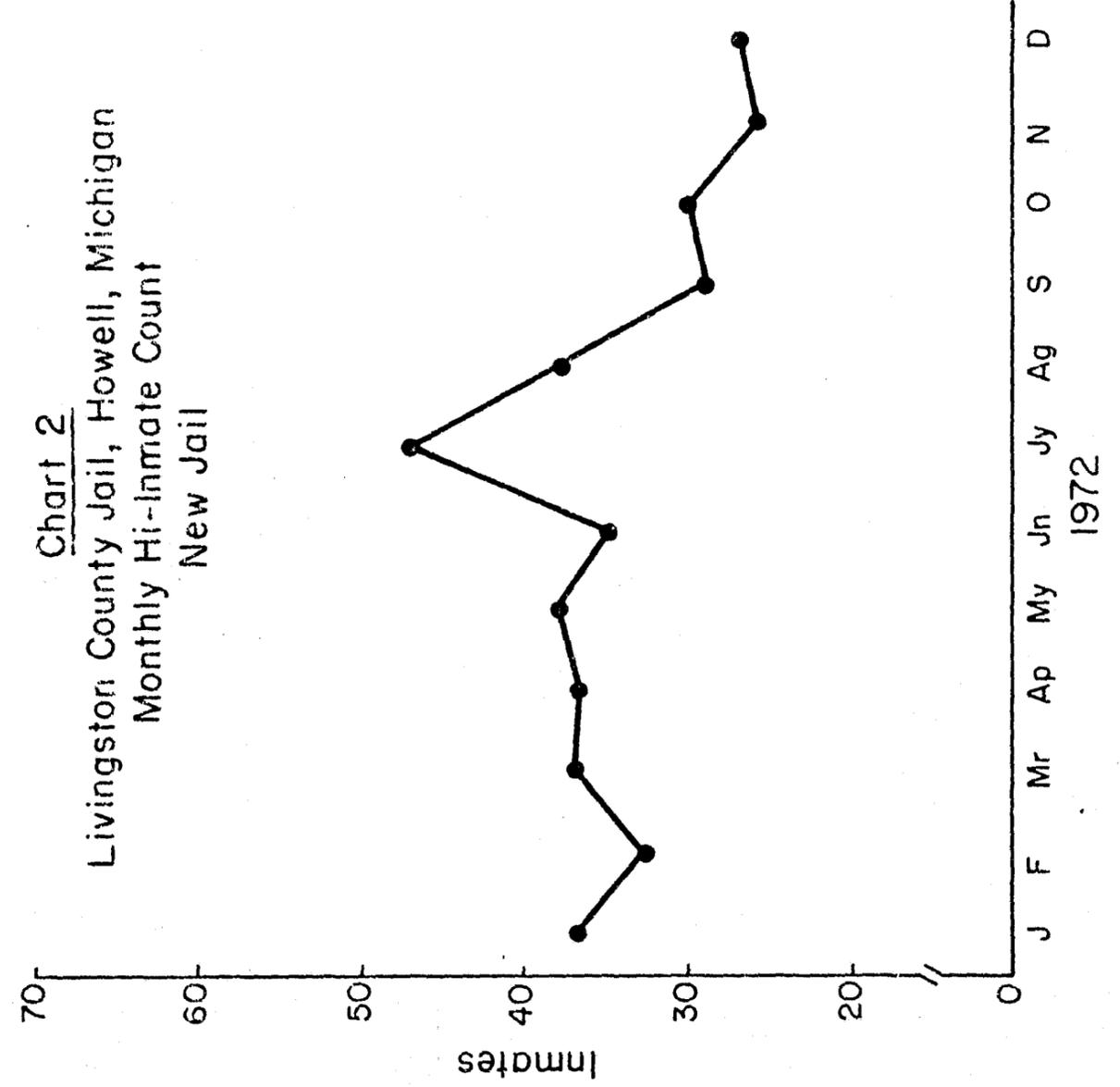


Chart 3  
Livingston County Jail, Howell, Michigan  
Monthly High Count 1972-1975  
New Jail - Capacity 61

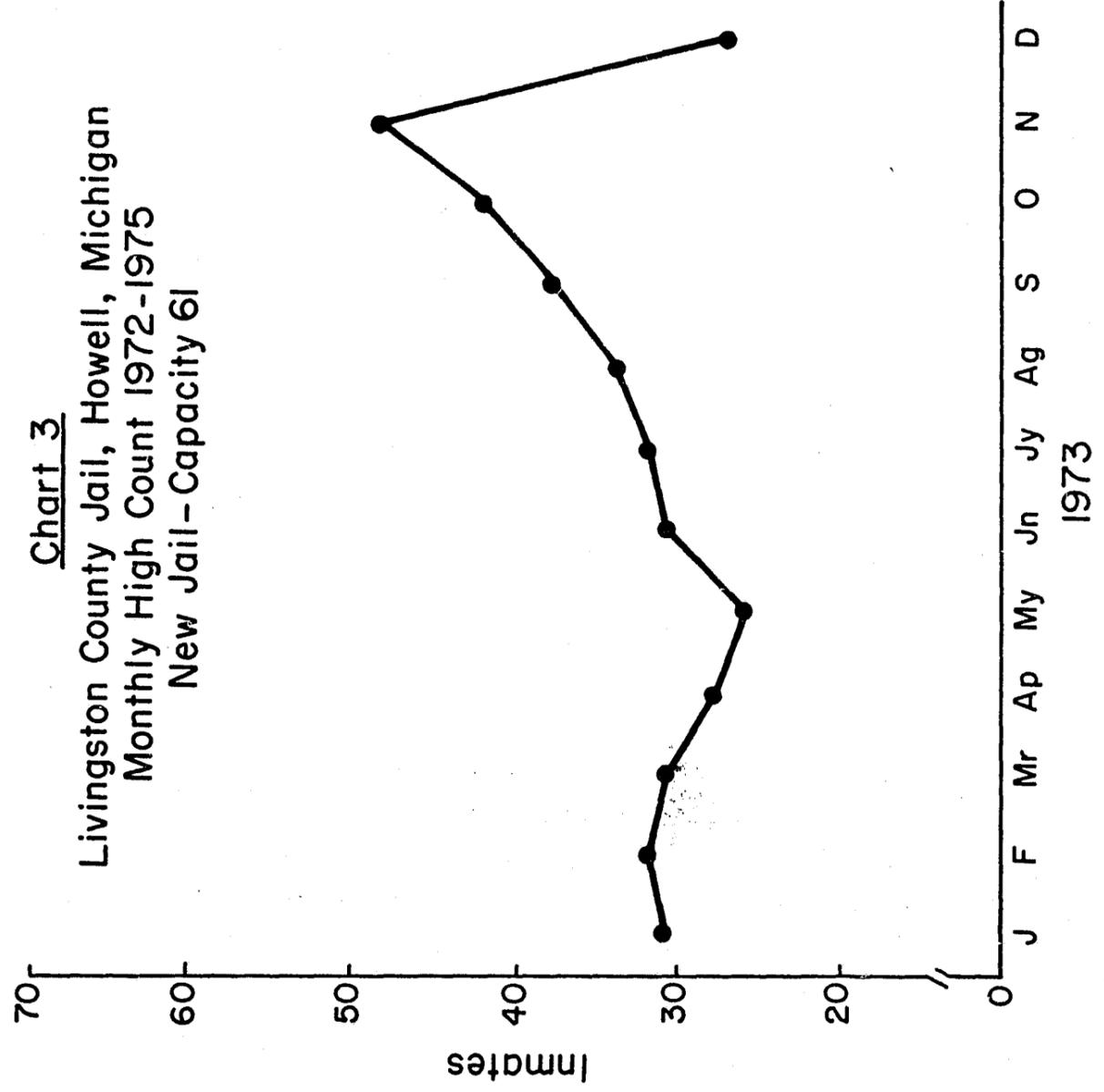


Chart 4

Livingston County Jail, Howell, Michigan  
Monthly Hi-Inmate Count  
New Jail

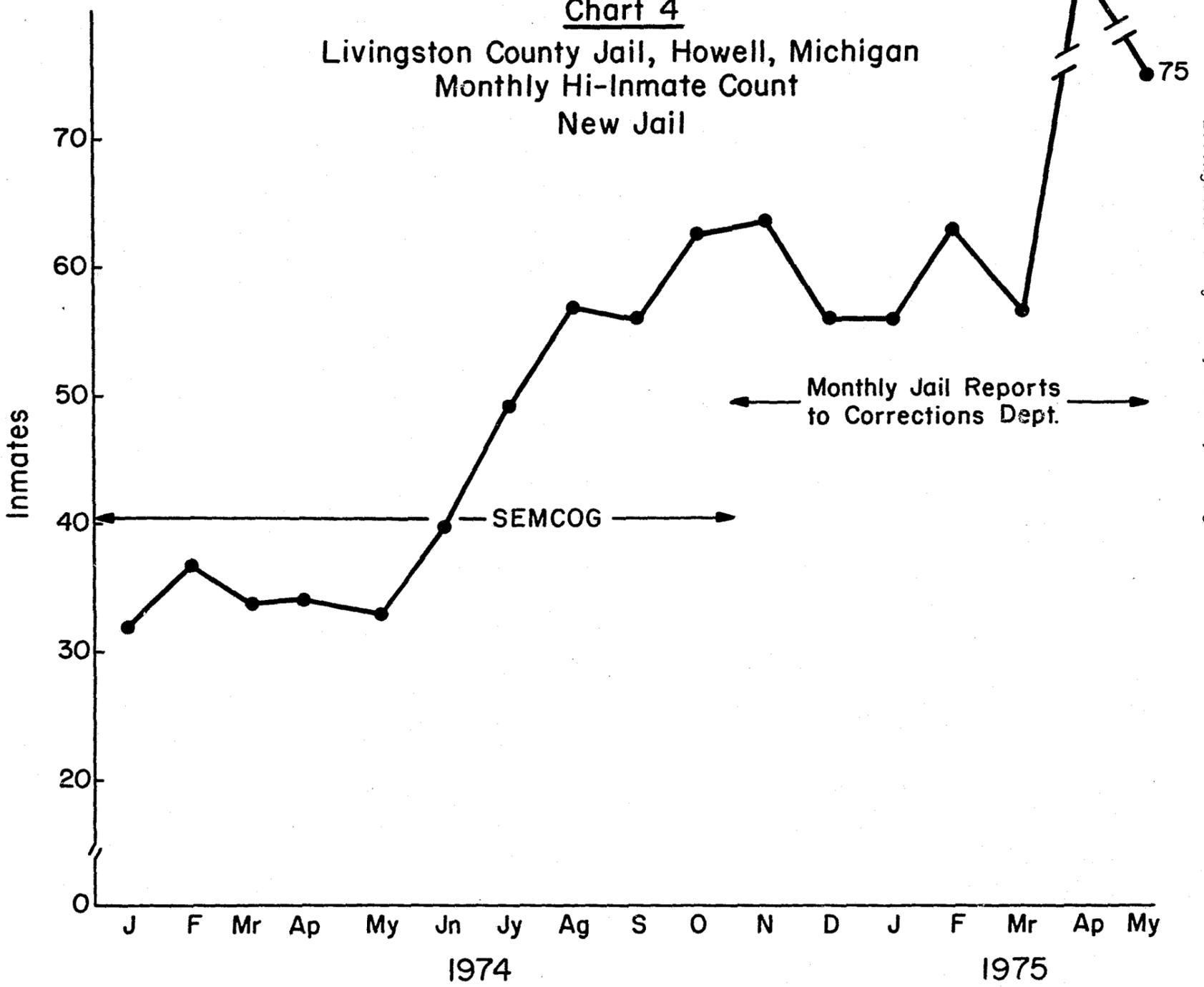


TABLE 5.--S.E. Michigan Regional General Population, Including Livingston County.

County	Population		'60-'70	Pop.	'70-'73	Pop.	'73-'74
	4-1-60	4-1-70	% Change	7-1-73	% Change	7-1-74	% Change
Livingston	38,200	59,000	54.2	70,900	20.2	75,000	6.6
Macomb	405,000	625,000	54.1	655,000	4.8	663,000	1.2
Monroe	101,100	119,200	17.2	122,900	3.1	124,900	1.6
Oakland	690,600	907,900	31.5	955,700	5.3	965,400	1.0
St. Clair	107,200	120,200	12.1	125,500	4.4	127,000	1.2
Washtenaw	172,400	234,000	35.8	253,300	8.2	257,300	1.6
Wayne	2,670,400	2,697,100	.1	2,587,700	-3.1	2,551,800	-1.1
Regional Total	4,182,100	4,734,508	13.2	4,771,000	0.7	4,765,000	-0.1

It is clear that Charts 1-4, based upon SEMCOG estimates and projections as to jail capacity have been exceeded by the actuality of the jail situation. The SEMCOG projections indicate an over-capacity in the jail by 1980 and increasing thereafter. However, actual head counts, showing inmates housed within the jail, have reached capacity and gone beyond it in October, 1974. Actual figures are shown in Chart 4, whereby this over-capacity extends into May, 1975 (official reports). The Undersheriff reports that on a number of days in June, 1975, the 61-inmate capacity was exceeded.

6. STANDARDS AND COMPARISONS

1. Michigan Department of Corrections Jail Rules  
as Applicable to Rehabilitation

Jails in Michigan, as in other states, are subject to State Laws and to State Jail Rules. They provide minimum standards in both physical and program components when a jail is remodelled or newly built. These rules also serve as mandatory and discretionary guidelines to the philosophy and rehabilitative requirements of a jail and are enforced, in Michigan, by the State Jail Services Bureau. Other sections of the State Jail Rules apply to operations and physical characteristics of any jail. Appended are those rules dealing with rehabilitation and inmate housing, as proposed earlier in the recommendations. The Rules used here are those newly amended and proposed in April, 1975 for adoption. They are currently (June, 1975) before legislative bodies for approval and will be "in force" ninety days after approval:

R 791.523. Space must be allocated for an inmate commissary, inmate programming, counselling, medical examination and treatment.

R 791.543. Space is required for medical examinations, treatment and medical care.

Space is desirable for an infirmary for jails of 50 and over capacity. Construction must conform to State Rules.

R 791.566. Low security rooms and areas.

Rule 566. (1) A low security room shall have not less than 52 square feet of floor space when an activity area is available and directly accessible from the room. If an activity area is not provided a low security room, excluding corridor, shall not have less than 75

square feet of floor space. (2) Minimum equipment for a low security room shall include a bed, writing surface, chair, mirror, a locker or hooks or hangers, and a shelf or drawer. (3) Gang-type water closets and showers may be used. One shower head shall be provided for each 15 rooms or fraction thereof. One institutional water closet and lavatory shall be provided for each 8 rooms or fraction thereof. Some form of modesty panels shall be included.

R 791.571. Exercise Areas.

Rule 571. (1) A jail shall provide an inside and outside exercise area which meets the definition of a security area. (2) The responsible local authority shall consult with the commission relative to design and approval of rooftop exercise areas.

R 791.571. Exercise areas - Both indoor and outdoor exercise areas must be provided; if a rooftopped outdoor area is used, it must be approved by the Corrections Commission.

Note: A variance may be sought by a county jail without both types of exercise yard or an outdoor yard added later, from the Department of Corrections.

However, it was ruled by Judge James Harvey, Northern Division, Eastern Michigan United States District Court, on 8-29-1974, Civil Case #74-10056, that both indoor and outdoor exercise yards are required in a jail (Bay County Jail Inmates v. Bay County Commissioners).

R 791.574. Multipurpose rooms.

Rule 574. (1) A jail with a capacity of 35 or less shall have,

in addition to any activity area, a multipurpose room of not less than 200 square feet. (2) A jail of more than 35 capacity shall have, in addition to any activity room, 1 or more multipurpose rooms for group assembly of inmates of not less than 600 square feet for each 100 inmates or fraction thereof. (3) A multipurpose room shall be located outside the inmate living area.

R 791.648. Inmate treatment programs.

Rule 648. (1) Constructive inmate treatment programs shall be provided in each jail or security camp. All inmates shall be given every reasonable opportunity to participate. The programming may consist of work, education, self-help, vocational training, counseling, hobbycraft or recreation. Closed-circuit television may be used in conjunction with educational and recreational programs. Where security permits, treatment programs should be conducted in areas other than an inmate's cell or sleeping area. The nature of work or tasks performed by an inmate should be positive and constructive. While recreational activities and constructive leisure time pursuits are an important facet of rehabilitation activities, a purely recreational program is not considered adequate. (2) Inmate treatment programming shall be made available to, but not required of, a non-sentenced inmate. A female shall receive equivalent opportunities for programming. (3) Community resources should be sought for treatment programs in the jail or security camp and in the community for inmates eligible for such placement.

R 791.649. Activities outside of cells.

Rule 649. (1) An inmate in a high security cell shall be allowed daily movement outside the cell, except when the administrator can document that the good order of the facility may be jeopardized. Reading, radio hookup and cell study materials shall be available to the inmate. Closed-circuit television may be used to provide educational opportunities. (2) Other inmates should be free to leave their cell to participate in recreation or treatment activities on a daily basis.

R 791.651. Counseling and Education.

Rule 651. (1) A system of counseling should be devised which provides the inmate with an opportunity to discuss his personal, family and behavior problems with a qualified individual who may be able to provide a solution or guidance. Alcoholics Anonymous, Narcotics Anonymous, psychotherapy, group counseling and the like, would be included in this area. (2) Arrangements should be made with a local school system to provide educational self-improvement programs for inmates. (3) Vocational and academic education should be interrelated. One objective is to improve the inmate's employability with supplemental academic education to remedy deficiencies. It is advisable that with an educational program there be developed a referral procedure so that the inmate may continue in a similar program in the community upon release. (4) The administrator should acquaint an inmate leaving his jurisdiction with programs and resources in the community relevant to the inmate's apparent problems, and upon request of the inmate make referrals to those programs and resources.

R 791.652. Proposals and implementation of programs.

Rule 652. (1) It is recognized that immediate compliance with rules 648 and 649 will not be possible for many jurisdictions. Therefore, 12 months from the effective date of these rules will be allowed for each jail to develop a plan for the implementation of inmate rehabilitation programming. Consideration should also be given to recommendations contained in rule 651. (2) The plan shall be placed on file with the commission and shall include a definite timetable for implementation which may be phased over a period of from 1 to 3 years. (3) As a minimum, a plan should include an analysis of the jail or security camp population and their treatment needs, a survey of existing or projected resources or both, and a determination of program goals and objectives to meet the needs within each local jurisdiction. Program goals and objectives, inmate needs and program implementation shall be evaluated continually and updated as necessary. The Department of Corrections will provide consultation relative to rehabilitative program development if requested. . .

## 2. Standards and Comparisons

In addition to standards set by State Jail Rules, there are many organizations which provided suggested standards and guidelines reflecting current thinking in the jail operations field. The following areas in the Livingston County program could well use them as suggested components of its work.

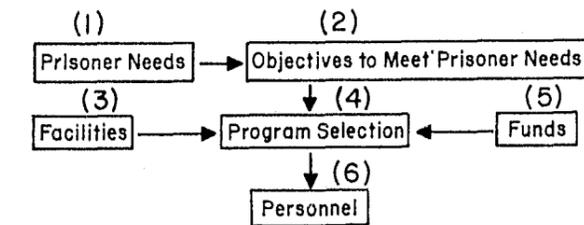
The Livingston County Jail Rehabilitation Program is here analyzed according to standards and information from the United States Bureau of Prisons<sup>1</sup> volume Jail Operation and Management.<sup>7</sup> The National Sheriff's Association pamphlet on Jail Programs<sup>8</sup> the findings of a Michigan Jail Survey by Community Correctional Research Programs (CCRP).<sup>4</sup>

The U.S. Bureau of Prisons volume indicates the necessity to "define the need," for rehabilitation according to factors such as the number of annual commitments to the jail, the offense composition, age and educational levels, occupations, and marital status. Information on some of these categories have been discussed earlier and are available from Livingston County records. However, the time allotted to this analysis was insufficient for any in-depth study of all these items in Livingston County.

### a. The U.S. Bureau of Prisons Program Selection

The programs finally selected will depend on prisoners' needs and the objectives that are to be achieved. In keeping with principles of planning, the resources to implement the program should be identified after the programs have been selected. The process of program selection can be diagramed in this way:

<sup>1</sup>Prisoner needs - these are identified by bi-weekly Intake Interviews with incoming prisoners. A detailed information sheet is used by the staff.



The availability of funds, facilities, and personnel will greatly influence program implementation. The jail administrator has more flexibility here than he realizes. Programs can be housed either in the jail or in the community, and staffed with either paid personnel or, if funds are not available, volunteers. Vocational training programs, which are expensive to implement in a jail, can use the educational facilities in the community. Educational programs can use community schools or jail facilities and paid part-time or volunteer teachers.

## 2. Objectives to Meet Prisoner Needs

The basic objectives are improved education in these areas: literacy and adult basic education, high school completion, GED, college courses in the jail, in the community and by correspondence. Included are short-term courses in over-dose aid, first aid, and Spanish.

Vocational testing and counselling are geared to attitude and habit changes, job seeking and placement, together with follow-up, for the purpose of preparing the inmate for satisfactory work habits and attitude should employment be found.

### 3. Facilities

Space in the Livingston County Jail is very minimal and urgently in need of both expansion and consolidation in one area. Specific types of rooms should be designed with enough flexibility for adaptation should the program change.

### 4. Program Selection

The staff will assist a prisoner in a crisis directly by its own efforts or by referral to a community agency program. The program confines itself to prisoners who can potentially benefit from it and who are well-motivated. Exempted from the program are inmates with a "hold" order, or a detainer, or whom the Jail Sergeant considers dangerous or a serious escape risk. The Sergeant holds veto power over all admissions to the program.

The jail houses an average of three female inmates and sometimes six. Sentenced females are considered for rehabilitation areas.

### 5. Funds

The program is funded variously through Federal and State LEAA and Office of Criminal Justice funds; some of the staff are paid for by the Brighton Community Schools Adult Education payroll, Wash. Community College, CETA funds for a part-time driver, volunteers from the clergy, and services supplied by the County Public Health and Mental Health Departments.

### 6. Staff

Consists of three full-time and nine part-time workers plus interns and Michigan State University students on student placement.

It appears adequate for service to the present number of inmates and probably could serve a larger number. A full-time psychological therapist and a teacher will be needed when the jail capacity is enlarged. Also needed will be additional part-time recreational and craft personnel or an extended number of hours from the present part-time staff.

In general, the county citizens, in a sample survey of 500 residents, approve of rehabilitation efforts; they were not aware of the jail program.

The program is highly regarded by the jail administration of Sheriff, Undersheriff, and Jail Sergeant who hold it is a necessary and essential jail function.

b. The National Sheriffs' Association<sup>8</sup>

The following are applicable excerpts from the recommended features of the Association relative to jail rehabilitation.

Social Services

(1) Crisis intervention is a necessity and should be done either by the rehabilitation staff or the jail staff. Mental health aid should be available in an emergency. (2) Employment counselling through a vocational counsellor or the State Employment Security Commission should be provided.

Special Offenders. . .

Females should have access to all jail rehabilitation services. . . Recreation and Leisure -- items recommended are TV and radio; active recreation; calisthenics; table games and hobbies (among the latter, leatherwork is suggested).

Education

Inmates are to be advised of and guided to education sources, upon release . . .

Library

Access to legal materials as required by court decisions . . .

Work and Activities

Jail and county building maintenance work, if possible; duplicating, clerical, etc.; community service; Braille transcription; repair of donated toys (also done by the Marine Corps Reserves and Fire Departments elsewhere).

Work-Release

Suggests using outside work centers.

3. Community Corrections Research Programs Report

This survey provides information for the Michigan Department of Corrections and the individual County Sheriffs as to the rehabilitation and activity programs within the county jails of Michigan.

The information was grouped by population capacity of each jail. Of the 78 operating jails, replies were received from 77.

Livingston County was included with most jails of 50 to 60 inmate capacity, including Allegan, Eaton, Midland, Ottawa, Marquette, Grand Traverse, Van Buren, and Chippewa Counties.

Summary

Livingston County provides almost all types of rehabilitation services which exist.

It compares favorably with some of the larger jails and is one of six jails to have a complete educational program at Adult Basic Education (ABE), GED, high school completion, remedial-education, and college level training. Jails in 27 counties provide some type of educational program in the jail.

Five counties, including Livingston, provide vocational counselling. Jails in 17 counties provide job placement. Along with three other counties (Berrien, Muskegon and Ogemaw), Livingston County uses the services of the Michigan Employment Security Commission. Livingston County provides both employment placement and counselling.

Along with five other jails (Allegan, Kalamazoo, Midland, Kent, and Washtenaw), Livingston County offers all five types of counselling: individual or personal, psychiatric, psychological, group and family. Thirty-eight jails, along with Livingston, offer some form of drug counselling. Alcohol counselling is given in forty-nine jails, among them Livingston.

Both work and study-release are offered by Livingston County, along with fifty-three others for work-release and twenty-four for study-release.

Livingston and seventy other jails offer religious services in the jail, but does not have a paid staff chaplain.

Indoor exercise is provided by fifty jails; Livingston does not. Outdoor exercise is possible in 29 jails; Livingston County uses its outdoor exercise yard in clement weather.

Reading materials, such as hard cover books, paperback books, magazines, and newspapers are all available in the Livingston Jail.

7. SUMMARY

Summary

The Livingston County Jail Rehabilitation Program has been presented in its several aspects, mainly in aid of the sentenced and unsentenced persons confined to the jail. Basically, these are adult education; vocational counselling; job finding; placement and follow-up; in-community work training and experience; personal and family problem resolution or aid; recreation; religious services and spiritual counselling; substance abuse counselling and the auxiliary services of physical and mental health aid.

In these aspects, the jail and other officials endorse the program as essential to public responsibility to "improve" the prisoner's situations. Community agency assistance is at a high level. Service clubs are responding to calls for special support and their interest in the program is being solicited to a greater degree.

The clientele served is, for the greater part, young, male, white, single, a county resident, unemployed and unskilled, and a high school drop-out. Hence, the program is geared to educational and vocational areas.

The strengths of the program lie in the staff being extraordinarily well motivated and intensely concerned with inmate improvement through a preferred services.

Rehabilitation efforts at the Livingston County Jail are constricted by lack of physical space, being confined to one general purpose "library" and a small office for four persons. Occasionally there is available an odd room or two for activities but much time is consumed locating such extra space and in moving from one area to another.

The greatest need is for suitable, sufficient, and exclusive use of space for the program and its proper functioning. The rehabilitation unit deserves much credit for its accomplishments within its present make-shift quarters.

The proposed remodelling will enable the rehabilitation staff to: serve the jail with greater efficiency; enable it to serve an inmate capacity at least double its present size of 61 inmates; reduce the current in-jail overcrowding (now at 25% or more beyond capacity) by providing inmate minimum security rooms for 10 to 20 additional prisoners within the rehabilitation area; work physically closer to inmates within the program; expand its services, especially in education, news, entertainment, and calisthenics and beyond crisis intervention to the locked-in inmates by audio means, the radio connections to each group of cells/dormitories, already installed. Beyond added physical space, this general plan envisions, possibly as Phase 2, of jail expansion, an outdoor exercise area, a chapel, a browsing use of the present library for most inmates (to supplement the present circulating book chart to the cells/dormitories).

This proposed remodelling will bring the Livingston County Jail into compliance with the Michigan State Jail Rules (proposed April, 1975 and now before various State agencies for approval), except for the outdoor exercise area proposed in Phase 2.

Currently, County and District Judges are sending defendants to the County Jail, in lieu of a state prison term, to take advantage of the rehabilitation program. They also refer probationers for this purpose. The County Prosecutor contemplates a deferred prosecution

program and intends to use the jail rehabilitation staff for this purpose. There is no proper place in the jail, now or in the future, for serving these "out-patient" cases. Space for them is contemplated in the proposed Justice Center. This service remains the responsibility of the rehabilitation staff.

A county Skill Center is also being proposed for citizen funding approval in September, 1975. Hence, provision for an in-jail vocational shop is not needed.

Judging from County population and official jail reports of inmates housed in the jail, there will be a need to increase the size of the jail by 50% or more in the near future. The proposed remodelling should enable the jail rehabilitation services to render adequate service to the estimated population jail increase.

8. APPENDIX

Persons Interviewed

Jail Staff

Charles Hards, Sheriff  
Russell McCarthy, Undersheriff  
Al Gapské, Jail Sergeant

Rehabilitation Staff

William Lymangrover, Coordinator  
Luella Burke  
Mark Coulter  
Jesse Williams  
Lucy Leist

Chaplains

Rev. Donald E. Williams, Pastor  
1st Baptist Church of Howell

Rev. Oskar Kraft, Minister  
Grace Luthern Church of Howell

County Staff

Dr. Gary R. Vandebos, Clinical Psychologist, County Mental Health  
Joseph Bear, Deputy Director & Administrator, County Public Health  
Michael Craine, County Planning Department Chief

Other Jails

James P. Frank, Coordinator, Ingham County Jail, Mason, MI.  
William Page, Coordinator, Genesee County Jail, Flint, MI.  
Lt. A. Thomas Palmer, Coordinator, Kent County Jail, Grand Rapids, MI.

State Officers

Jeffrey Eubanks, Jail Services, Michigan Dept. of Corrections  
William Madtes, Jail Services, Michigan Dept. of Corrections  
Barry Babcock, Office of Criminal Justice Programs, State of MI.

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