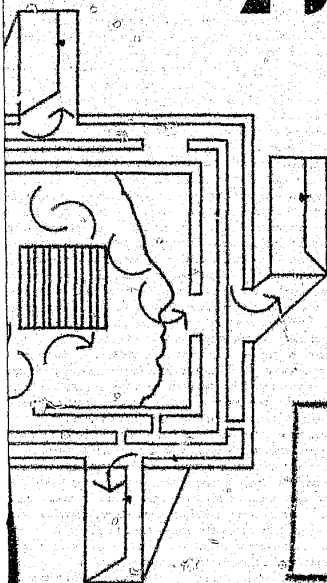


Programs to re-educate, readjust, and restore inmates of the county jail

By S. Anthony McCann
Edited by Gil Kline

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**PROGRAMS TO RE-EDUCATE,
READJUST, AND RESTORE
INMATES OF THE COUNTY JAIL**

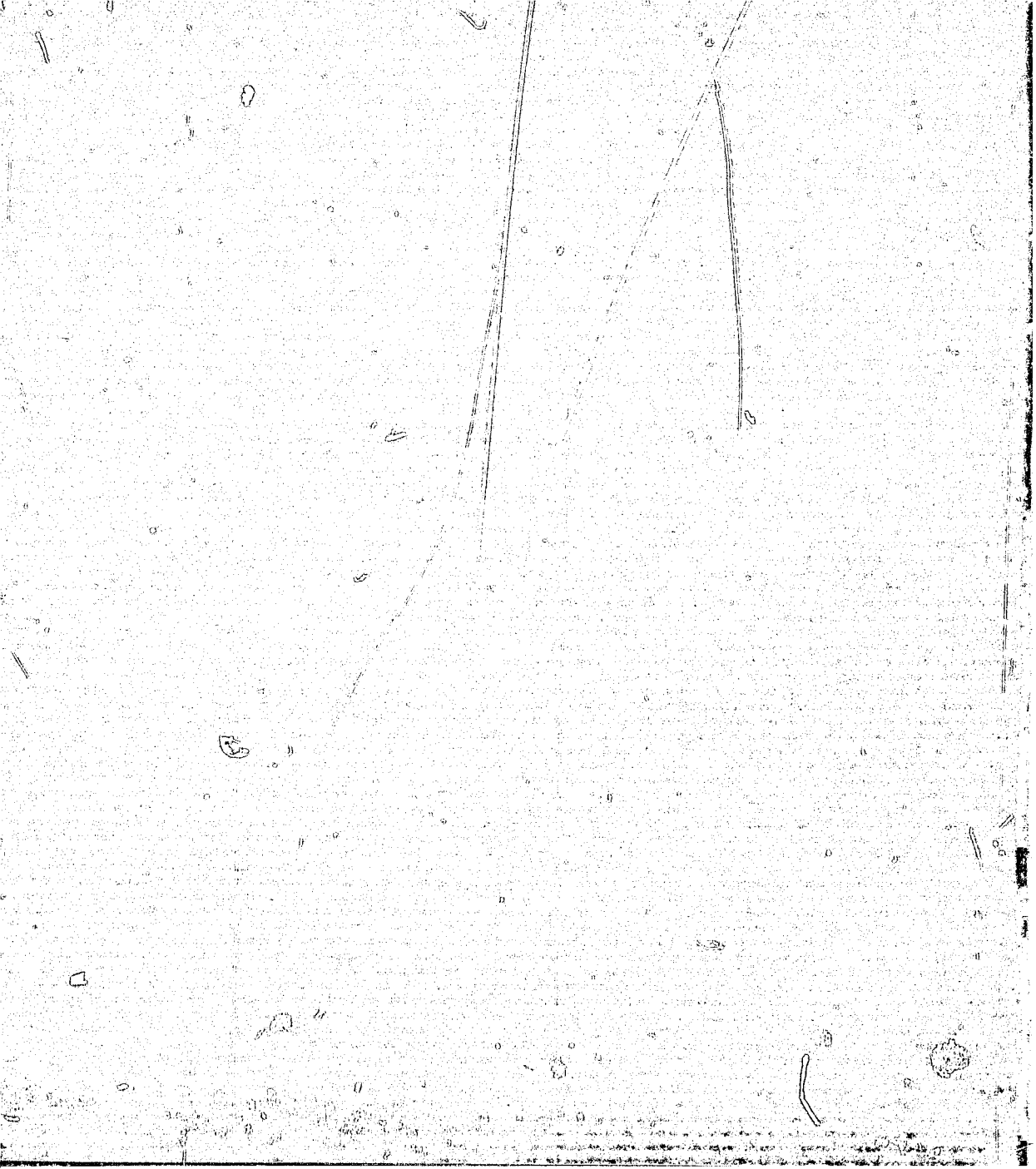
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ADDITIONS



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Introduction

County dollars—tax dollars—support county jails. The demand for dollars to support the county jail is high, and rising. Aggravating this situation, backlogged courts and rising crime rates keep county jails overcrowded.

A program of relief for the county jail must address its particular problems. As opposed to state prisoners, for example, most county-jail inmates have not been convicted of a crime. They simply await trial. Many of these inmates could be released with varying degrees of supervision. Pre-trial release programs that try to break the cycle of crime and punishment are described in an earlier publication of the Criminal Justice Program, *Local Alternatives to Arrest, Incarceration, and Adjudication*.

This book describes programs for inmates of the county jail who will spend some time there, or who continuously reappear. This group is also growing. County jails must now, for example, hold convicted inmates who begin serving their sentences while awaiting transfer to overcrowded state prisons. As one jail administrator in a Maryland county says, "If they're residents, they'll be coming back anyway—we want to start working with them as soon as we can."

For more information, or for assistance starting programs in your county jail, call or write the Criminal Justice Program.

Fundamental Problems of the County Jail

The specific needs of your county jail can only be found by taking a hard look, but some problems are common to almost all county jails. Principal among these is overcrowding. Overcrowding strains staff, facilities, services, inmates themselves, and of course, budgets. Overcrowding threatens jail security. It makes sense, then, to jail only those who need to be jailed. Many inmates awaiting trial simply cannot make bail, but could be released safely into the community through a pre-trial release program. Some of these programs cost less than incarceration (now running \$5 to \$15 per day per prisoner¹), even in the short run. For help investigating and starting pre-trial release programs, call or write the Criminal Justice Program.

Problems of the Inmates

2 What can be done with the inmates who serve sentences in the county jail, or who continuously reappear? The Federal Bureau of Prisons estimates 20 to 50 per cent of the approximately half-million prisoners in the United States cannot read or write. Up to 90 per cent, according to the Bureau, dropped out before finishing high school.² When the Law Enforcement Assistance Administration (LEAA) and Bureau of the Census counted all inmates of local jails, they found 45 per cent failed to make more than a poverty-level income the previous year. Many (40 per cent) were unemployed when arrested, and of those employed, 20 per cent worked only part-time.³ The federal government's General Accounting Office found in a survey of the local jails of four states that a majority of inmates were jailed for traffic or alcohol-related offenses.⁴ In one metropolitan jail, about a third of the inmates said they experimented with drugs and a fourth admitted using opiates* six or more times.⁵

These facts point to the pressing need for work, educational, and alcohol- or drug-abuse treatment programs to re-educate, readjust, and restore long-term inmates of the county jail to the community. The following sections describe model county programs that address these problems, and one comprehensive program.

* Heroin, methadone, morphine, Dilaudid, opium, or codeine.

Some Inmate Programs

WORK RELEASE

Work release is the most common form of job-development program for inmates. Usually, inmates participating in work release leave the jail every morning to report to their jobs, and return in the evening.

Some counties are relocating work-release programs from their jails to non-secure residential facilities. These facilities, in general, cost less to run. The change relieves overcrowding in the jail and eliminates the time-consuming task of checking offenders in and out every day for contraband. If a prisoner can be trusted on the outside eight hours a day he or she probably does not require the secure detention other inmates require.

Inmates on work release can help support their families, learn job skills, and find a source of support when released. Their attention is directed to the outside world, to making a positive contribution. They strengthen their ties to the community.

There are many benefits to work release:

"It is not uncommon for prisoners granted work release who progress well to have part of their sentences remitted. This may result from the earning of 'work time' credits or a recognition that further confinement is either not necessary or may prove to be counter-productive. Prisoners without work-release status generally do not experience the same opportunity to gain early release. Thus, work release can offer the possibility of reducing jail costs, primary services and supply costs through shorter periods of confinement."

Participants pay taxes on their wages, and some may also pay restitution to their victims.

Under a badly managed program, however, these savings may be cancelled out by added prosecution costs and additional jail sentences due to rearrests and convictions on release.

Work-release programs that do not use separate non-secure facilities may not reduce county-jail costs immediately, or at all. In fact, some may require extra staffing at critical periods of the day to assist in checking inmates in and out.

"Unless a significant percentage of the work-release

program participants purchase one or more of their meals away from the institution," an LEAA publication advises, "have their laundry done elsewhere, see their own doctor and purchase their own drugs, etc., the institution's services and supply costs will not be reduced significantly, if at all."

But according to a cost analysis by the Correctional Economics Center, American Bar Association, many work-release programs, especially those using non-secure centers, will save money through reduced need for services and relief from overcrowding. The Center particularly recommends such programs for county jails. Those programs that do not save money, according to the Center's study, will not cost much, and may be worth the small increase for their rehabilitative value.⁸

A successful work-release program in Baton Rouge, Louisiana, takes in federal, state, and local offenders between the ages of 17 and 40 from ten counties.

Baton Rouge Community Corrections and Rehabilitation Center, founded in 1970, is located in what used to be a naval reserve training facility. The center can accommodate up to 20 participants at a time for 90 to 180 days. Since most participants have work experience, the staff tries to find them jobs as soon as possible, usually within their first week.

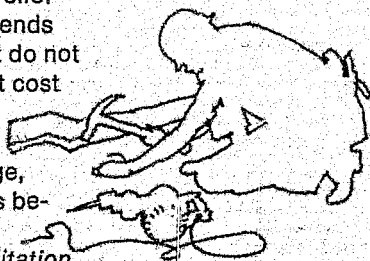
The center calls on the assistance of employment specialists from the Louisiana Department of Vocational Rehabilitation. Inmates also have access to counseling, recreation, and education programs.

Working participants live in the center. Clients are not required to turn their pay check over to the staff, but they must pay a fee for room and board, and open bank accounts. Some pay court-ordered restitution and some help support their families. After offenders finish their terms at the center, they return for counseling or training as necessary.

The success rate of this program is high. Executive Director William D. Beck, Jr., says that after five years of monitoring 500-600 released inmates, over 80 per cent have had no convictions.

WORK RELEASE AND DRUG-ABUSE TREATMENT

Nassau County, New York, has operated a successful



work-release program since 1969. The program was underutilized, however, because it could not handle drug abusers. More than half the inmates of the Nassau County Jail were diagnosed as addicts.

With the cooperation of the federal Food and Drug Administration and the state department of health, the work-release program and a medical team began treating addicts with a "narcotic antagonist" called Nalrexone in 1973. The drug blocks effects of heroin in the brain. It is non-addictive.

The Narcotic-Antagonist Jail Work-Release Program operates a facility for 100 inmates. The medical unit's full-time staff includes a director (M.D., and Ph.D. in pharmacology), a clinical psychologist (Ph.D.), four registered nurses and two follow-up and research assistants. The program functions seven days a week, 6 a.m. to 7:30 p.m. and members of the staff are on call for emergencies around the clock.

Inmates accepted into the program take the antagonist for three weeks to build heroin immunity before they participate in work release. The program staff then helps them find full-time jobs. Individual, group, and vocational counseling helps addicts deal with personal problems.

The program is being carefully monitored and evaluated. Participants are compared to a control group. The first two years of the program, 65 addicts were accepted into the program and allowed to work outside the jail.

Members of the staff assumed that most would test their immunization as soon as possible and try to get "high." They were amazed to find that only one out of thousands of urinalysis tests taken each night showed a trace of heroin.

Not all job programs are based on the work-release concept. Some counties combine work-release, probation, and other programs to get inmates back into the community on a better footing.

JOB TRAINING AND PLACEMENT

Getting a job for an inmate when he or she is released would help re-establish him or her in the community. But most inmates are young, untrained, and poorly educated. Many jails have instituted job training programs to help inmates achieve a gainful transition on release.

The *Des Moines-Polk County Resident Program* presents an alternative to the county jail and state prisons. The program employs one staff member for every two participants. Most employees—students, ex-offenders, "street-wise" counselors—have no academic background in corrections or social sciences.

Housed in a two-story remodeled barrack in Des Moines, the facility is designed to be "open": participants cannot isolate themselves from one another or counselors. The building is not "secure"—escape would be easy, but perhaps because residents feel they are making progress, few attempt it.

The court refers offenders to the program. Members of the program's staff interview each prospect to determine if he could benefit from participation. Based on this interview, they either recommend or discourage placement in the facility, which holds 50 men.

Each participant sits down with an orientation counselor to draw up an agreement that sets out the facility's rules and participant's objectives.

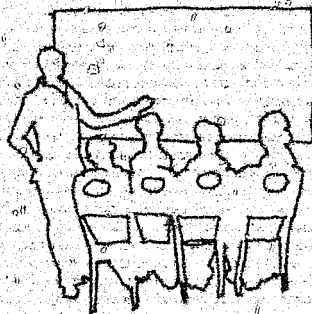
Participants stay inside the center their first week. They go over their work history and skills with counselors. They study their weaknesses and strengths to prepare for the job market. The state department of vocational rehabilitation provides a psychiatric consultant and vocational rehabilitation specialist to help them with this phase of self-evaluation.

Participants work first within the facility, go on to temporary work outside, then take permanent jobs. Their stay in the facility averages 114 days.

Bernard Vogelgesang, director, states that since the program started in 1971, 1,000 people have participated: 700 held their jobs for more than a year. Only 15.1 per cent of this group was later convicted of a crime. Vogelgesang points out that this and related programs in Polk County have reduced the number of people the county sends to state prisons. Other counties in the state show increases.

The Des Moines-Polk County Program relies heavily on community resources and keeps its size to a minimum.

Monroe County (Rochester), New York, contracted with a private company to provide job-development and other



services to people in jail and on probation. The company later adapted its training for a Job Corps program.

Evaluations by the National Council on Crime and Delinquency (NCCD) and the Rochester Governmental Research Center found that 91 per cent of those who completed training found jobs.

"The program's staff," a report on the program says, "found that in one month (April, 1973) 88.5 per cent of the probationers and 79.9 per cent of the jail inmates were placed in jobs, training programs, school, or military service."

A survey of people on probation in April, 1970 (before the program started), showed 16 per cent were unemployed and 13 per cent underemployed. Probation officers attributed unemployment to "lack of education, job skills and motivation."

The Monroe County program has four major components: vocational evaluation, academic instruction, counseling, and job placement with follow-up.

Inmates and people on probation divide their time between vocational evaluation, academics, and counseling, then enter a placement cycle, reporting for job interviews and at least two days a week for academics and counseling. When clients find jobs, they are required to report one night a week for job coaching and job-related education.

One observer of the program comments that "most probationers considered the objective of this project to be job placement rather than reducing criminal behavior. At the same time, woven throughout the interviews, were numerous references to changed attitudes, self-discipline, and changed lifestyles, indicating that the project had influenced their behavior."

In the program's first year, only two participants were convicted of offenses committed while participating in the program. The control groups of people on probation had a recidivism rate of 14.6 per cent. The program participants' rate of recidivism after two years was only 4.4 per cent.

NCCD studied costs and benefits of the program's first year (when the program dealt only with people on probation, not jail inmates). "The project," NCCD concluded, "approximately paid its own way" by tax payments, reduction of

public assistance, and estimated savings (\$4,000 per offender for police, courts, jails, prison and parole time).¹⁴

Using the private company's techniques, Monroe County now operates its own job-training program within the jail.

Kane County, Illinois, operates a job-development program (County Correctional Services) funded through the Comprehensive Employment and Training Act of 1973 (CETA). All segments of the inmate and offender population, from those awaiting trial, to those on probation, work release, or jail parole, to ex-offenders are eligible.

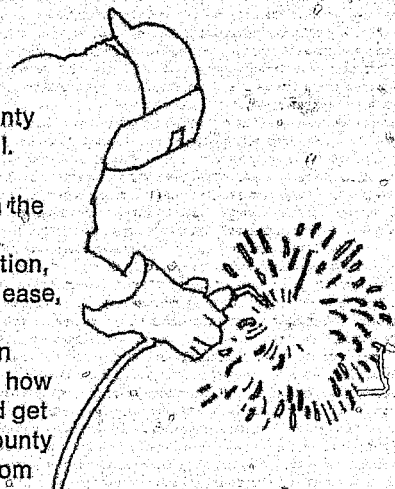
Thirty days before a jail inmate is released, he joins an employment-guidance group. Job counselors teach him how to write a resume, conduct himself in job interviews, and get along with fellow employees. The staff (employees of County Court Services Network) asks the personnel manager from a local industry to come and interview the inmates and suggest how each can improve his performance.

The staff of eight contacted over 200 employers in a four-county area to introduce them to the program. "We have two major selling points," says Dr. Robin Ford, director of the Kane County Diagnostic Center. "The client has geographic stability because he is usually on probation or parole and secondly, the client is very conscientious. He has been through a career-development program, has been tested for skills, and has picked this area of work. The employer knows that if any problems arise, he can call us and we'll take care of it. We show them how to write honest resumes, which has a positive effect on prospective employers.

"Most of our clients start with entry-level jobs," Ford says, "but only about 5 per cent of them work in public jobs. All the rest are in private industry. Salaries range from \$2.75 an hour to \$8.50, because we do have some skilled workers—welders, machinists."

Of the 82 employees placed after a six-month period, 83 per cent are still employed and only 6 per cent have been re-arrested. The national re-arrest average is about 40 per cent over a two-year period.

The American Correctional Association A) shows counties how to run what they call a *model inmate employment project*. Jackson County, Missouri; Hampden County,



Massachusetts; and Prince George's and Montgomery Counties in Maryland participate in the program.

The ACA is seeking to establish projects in five counties that would start in 1977. The cost to each county ACA estimates to be about \$22,000, regardless of jail size. Full operation is guaranteed within a year.

The model program has three phases: 1) pre-employment training, 2) job development and placement, and 3) follow-up after release.

The program operates directly out of the county jail. Inmates awaiting trial and those with 30 to 90 days left to serve are individually screened and selected for participation.

Inmates are tested for job aptitude and interest. They are then enrolled in pre-employment training which includes courses on money management, banking, family planning, housing, health care, community services, personal appearance, law, job-interview techniques, industrial safety practices, job applications, promptness, and getting along with fellow employees.

Classes are conducted by community volunteers—a banker explains banking, a foreman explains industrial safety. This keeps the cost of the program low, provides inmates with contacts from the outside and encourages community interest in the jail.

After inmates finish the pre-employment course, they work at jobs matched to their employment interests and aptitudes.

Statistics on participants after one year show:

- average salaries of \$3.15 per hour plus fringe benefits;
- retention of the same job for one year by 60 per cent of the participants;
- 4 per cent recidivism rate.

Because of the professional job development and career counselling provided, inmates find jobs that offer chances for advancement. They receive assistance re-entering the community from volunteers. The project staff checks back on all participants after 90 days and on some after a year or more. The total cost per enrollee averages \$295.

COMMUNITY SERVICE

A different type of program in *Multnomah County, Oregon*—*Alternative Community Services*—was established in 1972 by District Court Judge Richard Unis. The idea behind the program is that community service by the offender provides "restitution" to the county's citizens.

After consulting a first-time minor offender and his attorney, the judge may sentence him or her to community service instead of jail. About 90 per cent of the offenders, given the choice, select community service.

Offenders are interviewed to determine any special skills or interests they may have. In many cases, they choose the agency where they will work. Sometimes the presiding judge recommends community work related to the crime.

The court and the offender agree on a specific number of hours of service to be completed (between 24 and 80 hours).

Alternative Community Services supervises offenders' work and reports to the court on services performed. Offenders know that if they do not perform satisfactorily, the court could sentence them to jail. About 80 per cent complete the program successfully.

Any non-profit agency in the county open to the public whose services "enhance the general well-being of the community," can participate. Fraternal, social, and law-enforcement groups are not included. From an original roster of 15 participating agencies, the program now includes over 150.

By late 1975, over 4,900 offenders had given the community 115,912 hours of service.

EDUCATION TOWARD VOCATIONS

The majority of county-jail inmates are poorly educated. To make a living when they get out, many need basic education.

Monroe County, New York, found that of 726 offenders in their vocational training program, only 235 had finished high school. Eighty-eight were urged to prepare for and take the general equivalency exam (GED). Two-thirds passed the examination and received their diploma.

The Western Interstate Commission on Higher Education (WICHE) studied adult inmates and teachers who work with

them in correction institutions across the nation. They found that offenders have several major problems:¹⁵

<i>Problem</i>	<i>Per Cent</i>
learning handicap	58.99
low intelligence	30.71
emotional problem	53.19
lack of motivation	64.79
disciplinary problems	10.07

The results highlighted here show that 70 per cent of the inmates are intelligent and capable of learning but lack motivation. Combined with the fact that most inmates dropped out of school, a different approach to education may be needed.

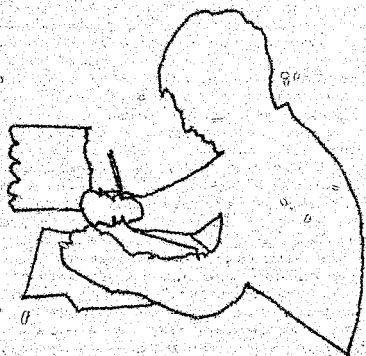
Monroe County found that by bringing in citizens with actual work experience in a certain field, they had good inmate response. When a banker explained checking accounts and a welder explained welding, inmates who were never successful in school before began to learn.

Monroe County also found: "In light of motivation problems, it is significant that the NCCD evaluation of participants' progress showed an 'average of one grade level achievement gain in both reading and mathematics, after approximately forty hours in an education program.' "

In Monroe County, inmate participants responded more favorably to education than parolees (whose immediate interests were in job training). Jail inmates requested homework assignments for their evening hours, and in a number of cases indicated a desire to continue their studies once their sentences were over.¹⁶

Ingham County, Michigan, provides an in-jail program of high-school completion, adult basic education, and general-equivalency-examination preparation through the Lansing School District's Department of Adult and Continuing Education.

A well-trained staff of volunteers from the Michigan State University Volunteer Bureau tutors inmates. A learning center is available for students needing individual courses and a reading specialist is available for inmates who need special help. Ingham County's comprehensive program is discussed in the last section of this manual.



ALCOHOLISM-TREATMENT PROGRAMS: ALTERNATIVES TO JAIL

In 1973, the crime of "public drunkenness" alone made up over 15 per cent of the total arrests.¹⁷ It was by far the largest single category. "Drunkenness" and related offenses made up 24 per cent of all arrests in 1974.¹⁸ A majority of county jail inmates in the four-state survey by the General Accounting Office were convicted of alcohol-related crimes.

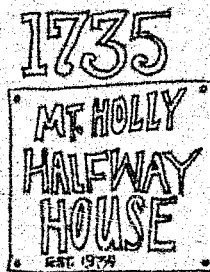
But jails are ill-equipped to handle drunkenness. Recognizing that being drunk in public falls short of a criminal act, almost one-half the states have declared that it is no longer a crime. Communities in those states have started alcoholism treatment programs, such as detoxification centers, shelters, and halfway houses.

Even without state legislation, communities can initiate treatment in place of jail for alcoholics. In Erie County, Pennsylvania, for example, police found they spent 30 to 40 per cent of their time on arrests for drunkenness.¹⁹ This, and a series of deaths and violent killings of homeless alcoholics, led the community to establish a residential intensive counseling program, *The Crossroads Center*. Crossroads now includes an outreach center, a satellite farm facility, pick-up, and other services.

In New York, the *Onondaga County Rescue Mission Alliance* provides free shelter, supervision, counseling, and a humane environment for people in public distress due to intoxication. The Alliance, established before New York State adopted legislation eliminating public drunkenness as a criminal offense, has become a model for other counties in the state to follow. The Alliance consists of three units: an outreach mobile van, 24-hour sobering-up station, and AIDA (Aid Incentive to Debilitated Alcoholics). A medic and driver, who stay in contact with police, staff the van. They bring intoxicated people to the sobering-up station (those under 18 are referred to youth agencies). During the day, AIDA provides meals, activities, and counselors.

Onondaga County Sheriff Patrick Corbitt notes that the new law and the Alliance have decreased the jail population. Syracuse Police Chief Thomas Sardino calls the Alliance "the most fantastic program I've ever worked with. They administer their services and offer a warm, safe place."

The Alliance sends some clients to a hospital detoxification



center and in turn receives the hospital's alcoholic patients.

The Halifax Alcoholic Court-Oriented Program in Volusia County (Daytona Beach), Florida, began in 1970 staffed only by three recovering alcoholics, an attorney, a Protestant clergyman, and a businessman. Private donations and a small loan helped it on its way.

HACOP convinced city police and the county sheriff's office that the program was superior to incarceration. City and county funding followed with additional staff and strong interagency relationships.

The program offers court counseling, halfway houses for men and women, and mental-health services. Six separate residential facilities hold 50 clients.

VOLUNTEER PROGRAMS

According to LEAA's 1972 survey of local jails, "Community volunteers were the mainstays of social and rehabilitation programs of services, predominating in jails of all sizes."²⁰ Some jail administrators are not aware of the pool of volunteer help available to them.

Few of the nation's jails offer rehabilitation programs.²¹ Those that do rely almost entirely on volunteer staff.²² Volunteers provide services in many counties that could not otherwise be offered.

One of these volunteer programs operates in Lincoln, Nebraska. During the past eight years, 336 citizens from the Lincoln community have served as volunteer counselors for 472 high-risk offenders. Approximately 80 volunteers are now working in the program.

Volunteers in the Lincoln Volunteer Probation Counselor Program have ranged in age from 18 to 69 years; their average age is about 27. Close to 60 per cent were men, and 60 per cent were married. Some (39 per cent) had previous counseling experience in other community service agencies, or formal training.²³

These volunteers come from all socio-economic groups in the Lincoln community: blue-collar workers, professors, housewives, plumbers, attorneys, college students and retired people. The program exercises great care in recruiting, screening, and assigning volunteers. Perhaps for this reason, volunteers are usually lost only when they move. About 70 per cent of the volunteers who counsel one person

on probation agree to counsel another.

A 1972 study showed the program to be effective. High-risk probationers in the program committed fewer offenses than a similar group without volunteer counselors. Volunteer-program participants committed not only fewer, but also less serious offenses in their year on probation: the over-all percentage reduction was 62 per cent.

"In contrast," the report states, "the regular probation group had an over-all reduction in offenses of 11 per cent, which included increases in theft-related, anti-social and minor traffic offenses. In general, volunteer counseling relationships are 'successful' in about 3 out of 4 cases."²⁴

In one out of every five cases, volunteers actually arrange employment for probationers. They also help untangle financial difficulties, and resolve educational problems. Volunteers take their probationers to sport events and other leisure activities.²⁵

14 A key component of the Lincoln program is the volunteer coordinator. In Lincoln, the volunteer coordinator is employed by the probation department, and carries his own caseload. Evaluators of the program recommend hiring a full-time coordinator for the early stages of the program.²⁶

In Butler County, Ohio, project staff select and train volunteers to work on a one-to-one basis with Common Pleas Court probationers. These are convicted felons who are usually first offenders. The program, known as *Volunteers in Corrections to Overcome Recidivism (VICTOR)*, has assumed supervision of 234 (28 per cent) low-risk probationers out of the department's case load of 854. This frees professional counselors to concentrate on high-risk offenders.

The project director recruits volunteers through frequent speeches to civic, church and educational groups. Volunteers attend a training program, and are then assigned a probationer. They file monthly reports to the project director and a probation officer who helps them supervise their charge.

The volunteer program-model seems to work both inside and outside jail. *Offender Aid and Restoration (OAR)*, a national network of programs that started in a Virginia county jail, trains volunteer counselors to work with inmates. The

OAR program employs the same one-to-one relationship of friendship and counseling as the programs discussed earlier. After inmates are released, the OAR program offers them a job, and family counseling.

The first OAR program in Albemarle County, Virginia, started in 1971. Five other Virginia programs soon started. Within three years, the OAR program trained 865 volunteers who worked with 4,600 offenders.

Volunteers teach classes in their local jails, and offer training in mechanical or technical skills. They work with other community groups to improve the jail environment as much as possible.

A COMPREHENSIVE COUNTY INMATE PROGRAM

We have discussed specific inmate programs: can these be combined into a comprehensive program? The *Ingham County Jail Inmate Rehabilitation Program* uses the resources of agencies and organizations in surrounding communities to maintain a comprehensive program in the jail. Participation is voluntary, both for inmates and contributing agencies.

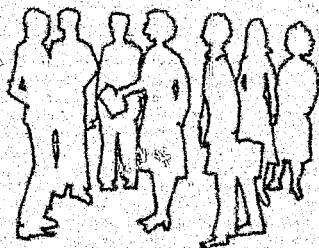
The Intake Referral Unit interviews inmates arriving at the Ingham County Jail. This interview serves two purposes: first, to acquaint the new inmate with available services, and second, to determine which of these services the inmate needs: social, vocational, personal, and educational.

Using information collected at the interview, evaluations, test results, and the inmate's expressed desires, the staff works out a program for each inmate. This individual program may draw on any of the following services:

Education: The Lansing School District's Department of Adult and Continuing Education conducts high-school and adult basic education. Inmates without high-school diplomas may choose either to finish high school or to prepare for the General Education Development Test (GED).

The jail's learning center offers individual courses on a wide variety of adult-interest topics. A reading specialist works in the jail, and a well-trained staff of volunteers from the Michigan State University Volunteer Bureau tutors inmate students.

Drug Treatment: The Drug Abuse Treatment Program is located inside the Ingham County Jail. The county received a federal grant to operate the program in 1971 after an



Investigation showed Lansing had a serious drug problem, and that services at the county-jail level were urgently needed. The county now funds the program.

The goal of the jail's drug abuse treatment is to help inmates remain drug-free after release, and keep them from returning.

The program employs one half-time and two full-time psychologists trained to deal with drug addiction. Three para-professional counselor-aides provide follow-up services. They also work with the program's population centered around Lansing's Northside Crisis Center, Westside Crisis Center and East Lansing's Drug Education Center. A physician who works in ~~the~~ half-time keeps an eye on drug abuse patients.

The program relies on programs outside the jail for aftercare. The Comprehensive Drug Program offers after-care services, including individual and group psychotherapy, and vocational services in the community. In addition, inmates can be referred to the Comprehensive Drug Program's Halfway House, or the Community Action Work Center. Both programs are part of the Community Mental Health Board's Comprehensive Drug Treatment Program.

Alcohol Abuse: The Jail Alcohol Program is the only local jail program in Michigan licensed by the State Office of Substance Abuse. It is staffed by a coordinator/educator, two therapists, and a program secretary.

The Jail Alcohol Program has three main elements. First, the program provides basic alcohol information to the total jail population. Second, the program helps inmates evaluate whether they have drinking problems through testing and confidential interviews with the coordinator and therapists. Finally, for those who are willing to accept treatment, the program offers therapy and additional information.

The Jail Alcohol Program groups inmates in the following categories:

- *Pre-Alcohol Prevention:* This group includes the general inmate population and those who may be leaning toward alcoholism. Special attention is given to those inmates who show a history of alcoholism in the family, past abuse patterns, inappropriate drinking at social gatherings, family and employment problems, or involvement in alcohol-related

crimes.

- **Court:** Inmates convicted of driving under the influence of alcohol, impaired driving, public intoxication, drunk and disorderly, and others recommended to the program by judges, probation and parole officers.
- **Friend of the Court:** Persons committed to jail because they failed to make court-ordered family support payments. Many of them are not able to gain or hold a job because of alcohol abuse.
- **Chronic Inebriate:** This group consists of "revolving door" drunks who repeatedly end up in jail for drunk and disorderly conduct, or public intoxication.

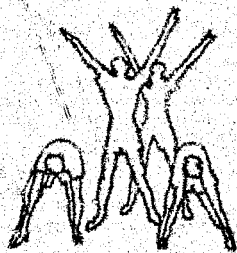
"Rehabilitation" must be a continuing process: the Alcohol Program asks community programs, including Alcoholics Anonymous, to follow up with inmates when they are released.

Other Services: The Greater Lansing Legal Aid Bureau, a non-profit organization, provides legal services to inmates of the Ingham County Jail who cannot afford to hire private attorneys. The bureau handles only civil matters such as housing, employment, social security, and domestic cases.

- Family planning information and counseling is available to female inmates through the Ingham County Health Department on request. Female inmates also bring up other concerns in their sessions with health department employees.
- Vocational Rehabilitation Services (VRS) offers mental and physical testing, vocational testing and training, and a wide range of follow-through services through a part-time coordinator in the jail.

Ingham County offers inmates a complete program, including health counseling and personal-fitness classes.

- During the winter, a classroom in the Ingham County Jail is used for weightlifting, calisthenics, ping pong, games and miscellaneous indoor recreational activities. In warm weather, inmates may join outside activities such as softball, basketball, volleyball, and badminton.
- Volunteers conduct intake testing, teach arts and crafts classes for female inmates, help inmates publish a periodical, and tutor in the education classes. The jail chaplain provides regular Sunday services and counseling during the week.
- The jail operates its own audio-visual system, complete



with control room and studio. This system makes a variety of educational experiences available to inmates through commercial T.V. programs, educational T.V., and "canned" educational tapes. The jail also produces its own shows. The recreation director, for example, demonstrates fitness exercises adapted for the limited space of jail cells, and inmates experiment with forms of self-expression in their own "mini productions."

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³ U.S., Department of Justice, Law Enforcement Assistance Administration, National Criminal Justice Information and Statistics Service, **Survey of Inmates of Local Jails: Advance Report** (Washington, D.C.: Government Printing Office, 1974), p. 4.

⁴ **Conditions in Local Jails Remain Inadequate Despite Federal Funding for Improvements**, Report to the Congress by Elmer B. Staats, U.S. Comptroller General, April 5, 1976 (Washington, D.C.: Government Printing Office, 1976), p. 7.

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¹¹ *Ibid.*, p. 2.

¹² *Ibid.*

¹³ *Ibid.*, p. 24.

¹⁴ *Ibid.*, p. 18.

¹⁵ Peterson, et al., **Correctional Education: A Forgotten Human Service**, p. 14.

¹⁶ "Monroe County Corrections Rehabilitation Project," p. 9.

¹⁷ U.S., Department of Justice, Federal Bureau of Investigation, **Crime in the United States, 1973: Uniform Crime Reports** (Washington, D.C.: Government Printing Office, 1974), p. 121.

¹⁸ U.S., Department of Justice, Federal Bureau of Investigation, **Crime in the United States, 1974: Uniform Crime Reports** (Washington, D.C.: Government Printing Office, 1975), p. 179.

¹⁹ Charles W. Weis, **Diversion of the Public Inebriate from the Criminal Justice System** (Washington, D.C.: Government Printing Office, no date), p. 5.

²⁰ **Survey of Inmates of Local Jails . . .**, p. 9.

²¹ *Ibid.*

²² U.S., Department of Justice, Law Enforcement Assistance Administration, National Criminal Justice Information and Statistics Service, **The Nation's Jails: A Report on the Census of Jails from the 1972 Survey of Inmates of Local Jails** (Washington, D.C.: Government Printing Office, 1975), p. 14.

²³ Richard Ku, **The Volunteer Probation Counselor Program, An Exemplary Project, Lincoln, Nebraska** (Washington, D.C., Department of Justice, Law Enforcement Assistance Administration, no date), p. 8.

²⁴ *Ibid.*, pp. 5-8.

²⁵ *Ibid.*, p. 4.

²⁶ *Ibid.*

Appendix: Addresses of Exemplary Programs

Work Release

Baton Rouge Community Corrections and Rehabilitation Center
William D. Beck, Jr., Executive Director
500 River Road, Box 3593
Baton Rouge, Louisiana 70812

Work Release and Drug-Abuse Treatment

Narcotic Antagonist Jail/Work-Release Program
Nassau County Work-Release Facility
Nassau County Department of Probation
Box 164
East Meadow, New York 11554

Job Training and Placement

Des Moines-Polk County Resident Program
Bernard Vogelgesang, Director
Fifth Judicial District
Department of Court Services
1000 College Avenue
Des Moines, Iowa 50314

Kane County Correctional Services
Diagnostic Center
Dr. Robin Ford, Director
P.O. Box 143
Geneva, Illinois 60134

Model Inmate Employment Project
Joseph F. Cunningham, Staff Director
American Correctional Association
4321 Hartwick Road, Suite L 208
College Park, Maryland 20740

Monroe County Pilot Probation/Jail Project
Hall of Justice
Rochester, New York 14614

Community Service

Alternative Community Services Program
Judge Richard Unis
Multnomah County Court
1021 S.W. Fourth Avenue
Portland, Oregon 97204

Alcoholism-Treatment Programs

The Crossroads Center
Serenity Hall, Inc.
Henry Blakley, Executive Director
1220 Peach Street
Erie, Pennsylvania 16501

Halifax Alcoholic Court-Oriented Program
Volusia County Courthouse
De Land, Florida 32720

Jail Alcohol Program
Ingham County Jail Inmate Rehabilitation Program
Sheriff Kenneth L. Preadmore
Ingham County Jail
Mason, Michigan 48854

Onondaga County Rescue Mission Alliance
Stanley Long, Director
811 East Washington Street
Syracuse, New York 13202

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Volunteer Programs

Lincoln Volunteer Probation Counselor Program
Court Psychologist
Municipal Court
Probation Office
920 "O" Street
Lincoln, Nebraska 68505

Offender Aid and Restoration of the United States, Inc.
414 Fourth Street, N.E.
Charlottesville, Virginia 22901

Volunteers in Corrections to Overcome Recidivism (VICTOR)
Berle Joyce
Butler County Department of Adult Probation
County Courthouse
Hamilton, Ohio 45011

Comprehensive County Inmate Program

Ingham County Jail Inmate Rehabilitation Program
Sheriff Kenneth L. Preadmore
Ingham County Jail
Mason, Michigan 48854

END