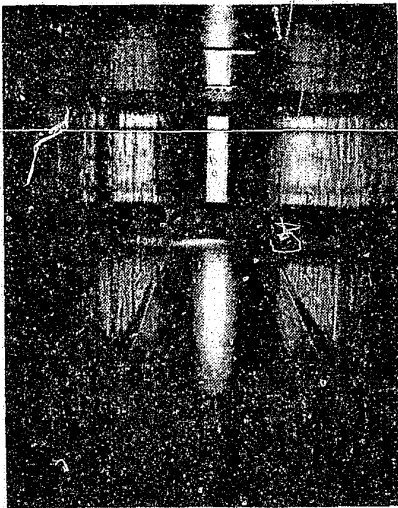


BRANCH COUNTY PRE-ARCHITECTURAL STUDY



DETENTION, CORRECTIONS, & LAW ENFORCEMENT

**COMMUNITY CORRECTIONS RESOURCE
PROGRAMS, INC. (CCRP)**

AND

CAIN ASSOCIATES ARCHITECTS



JANUARY, 1978

47035

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January 23, 1978

NCJRS

Royce A. Olmstead, Chairman
Branch County Board of Commissioners
Coldwater, Michigan

MAY 2 1978

Dear Mr. Olmstead:

ACQUISITIONS

On behalf of Community Corrections Resource Programs, Inc. (CCRP) and Cain Associates, I am pleased to submit the Branch County Pre-Architectural Detention, Corrections and Law Enforcement study final report to the Branch County Board of Commissioners. This report is the formal conclusion of more than 1,500 hours of consultant staff effort. At least 800 hours of our time have been spent working on-site in Branch County. This report summarizes the findings of the study and its major areas of concern.

The consultants have become thoroughly acquainted with the criminal justice system in Branch County. We have attempted to address the County's unique problems and to utilize its many valuable resources in our efforts to assist the County in the provision of detention, corrections and law enforcement services.

Alternative solutions, options and selected recommendations are included in this report. The alternatives and options primarily address facility problems; the County has a number of choices from which to select an action to produce a safe and effective physical setting for detention, corrections and law enforcement services. The recommendations address some of the problems identified in operational and program areas. The alternative solutions, options and recommendations presented here combine the important considerations of safety, efficiency and cost/effectiveness within the overall goals of detention, corrections and law enforcement - the protection of the public and the safety of the community.

I urge the members of the Board of Commissioners to carefully read this report, and to give consideration to the alternative solutions and recommendations presented here. I sincerely hope that, as a result of this project, necessary and meaningful changes will occur to improve detention, corrections and law enforcement services.

Thank you for the opportunity to become involved in this important planning effort to improve these services for the County, and for the support, cooperation and concern which the Board has demonstrated throughout the course of the study. It has been our pleasure to assist Branch County through this study.

Sincerely,

John F. Breitmeyer
President, CCRP, Inc.

JFB/thk

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The staff of the Branch County Sheriff Department, for their cooperation in providing access to records, and insights about the operation of the jail.

The staff and officials of the more than 120 criminal justice, law enforcement, and community service agencies interviewed, surveyed and involved during the course of the study, for their cooperation.

The Region III Crime Commission staff, and especially Messrs. Duke Hynek and Robert Neff, for assistance and access to information necessary in the execution of the study.

The Michigan Department of Corrections - Office of Facilities Services, for its assistance during the study.

The University of Michigan Residential College and the Work/Study Programs of the University of Michigan and Eastern Michigan University for access to many resources throughout the study and during the production of this final report.

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BRANCH COUNTY DETENTION, CORRECTIONS AND LAW ENFORCEMENT

I. INTRODUCTION

A. PURPOSE

This report presents the findings, conclusions, alternative solutions, and selected recommendations of the Branch County Pre-Architectural Detention, Corrections and Law Enforcement Study. The study was funded by a federal grant from the Law Enforcement Assistance Administration (LEAA), through the Michigan Office of Criminal Justice Programs (OCJP). Branch County contributed matching funds for the study. After reviewing proposals and interviewing a number of consultant firms, the County contracted Community Corrections Resource Programs, Inc. (CCRP), of Ann Arbor, Michigan, to serve as primary consultant for conducting the study. CCRP contracted with Cain Associates, P.C. of Kalamazoo, Michigan, to serve as architectural consultants for the study.

The overall goal of the study has been to provide the County with an evaluation and analysis of current and long-term needs for County detention, corrections and law enforcement services. The specific objectives of the study were outlined in the Request for Proposals which was distributed by the County to prospective consultants. The objectives were:

- 1) *Conduct interviews with criminal justice agency personnel.*
- 2) *Obtain detailed information and data on each of the stages of the criminal justice system.*
- 3) *Collect data on the number and type of offenders.*
- 4) *Collect detailed information on existing facilities.*
- 5) *Obtain detailed variables to be considered in any future site selection.*
- 6) *Develop a criminal justice timetable depicting the various stages from arrest through disposition.*
- 7) *Project the number of inmates over a five-year planning period.*
- 8) *Describe the present community based correctional practices within the geographical area served.*
- 9) *Develop a long-range plan of improvements for the total correctional and rehabilitation system with recommendations for phasing of actions.*
- 10) *Develop detailed space requirements for the major facilities based on the number and types of inmates, and programs to be offered.*

- 11) *Convert the space requirements into detailed programs for each facility.*
- 12) *Make detailed analyses of optimum location of major functions and facilities.*
- 13) *Develop estimates of facility costs.*
- 14) *Develop additional information and evaluate such other alternatives as may arise from interim meetings.*
- 15) *Prepare recommendations on cost distribution, financing methods, and funding sources.*
- 16) *Submit and present a report to the County Board of Commissioners.*

B. METHODS

The methods used by CCRP and Cain Associates in carrying out the study included a variety of tasks which explored the relationship of the jail and its operations to the various components of the local criminal justice system and the County. The jail is only one component of a complex and inter-related system.

Consultant staff performed the following tasks during the five and one-half month study period:

- 1) *Interviewed more than 25 local officials and criminal justice agency staff to determine their relationship to the jail and their assessment of problems, needs and resources.*
- 2) *Developed a model of the criminal justice system in Branch County.*
- 3) *Collected, reviewed and summarized crime, arrest and population data for the County.*
- 4) *Analyzed 353 jail files and inmate records from the years 1974, 1975 and 1976.*
- 5) *Conducted 17 "jail daily counts" to determine the dynamics of the jail population at various times.*
- 6) *Interviewed jail inmates.*
- 7) *Collected and analyzed data from 440 files from the District Court and 139 files from the Circuit Court to determine how Court procedures and policies affect the operation and population of the jail.*
- 8) *Contacted more than 80 agencies, organizations, service clubs, citizen groups, and other community resources which may have potential for involvement with the jail and/or the criminal justice system, and interviewed 20 of these potential resources.*

- 9) *Performed structural, mechanical, and architectural evaluations of existing detention, corrections and law enforcement facilities.*
- 10) *Assessed current and future space needs for detention, corrections and law enforcement services.*
- 11) *Reviewed alternatives for diversion and non-detentional programs, and projected the impact of these programs on detention and corrections functions and practices in Branch County.*
- 12) *Prepared detention population projections and bedspace needs.*
- 13) *Presented two interim reports concerning the findings of the study.*
- 14) *Formulated detailed problems and needs statements for facilities, operations, and programs.*
- 15) *Identified and presented alternative solutions to meet facilities, operations, and program needs.*
- 16) *Prepared basic cost estimates for alternative solutions.*
- 17) *Prepared preliminary schematic drawings for some alternative solutions to address facilities problems.*
- 18) *Prepared and presented 40 copies of a Final Report to the Branch County Board of Commissioners which detail findings, conclusions, alternative solutions and recommendations to meet the needs and problems identified during the course of the study.*

The consultant did not initiate this study with preconceived solutions to problems and needs in mind. Consultant staff attempted to honestly and thoroughly identify the unique problems and strengths of detention, corrections and law enforcement functions in Branch County. After identifying and documenting problems, needs, and strengths, the consultant developed a number of alternative solutions to address problem areas. Several alternative solutions were developed which incorporate the strengths of existing services into a practical and effective plan for the future delivery of detention, corrections, and law enforcement services.

There are a number of alternative actions which Branch County could take to address the identified problems effectively. The alternative solutions, options and recommendations presented in this report respond to the needs which became evident during the course of the study.

The role of the consultant during the execution of this study has been to:

- determine facility, operational, and program needs and problems;
- generate alternative actions for solutions to problems;
- provide alternative plans, costs, advantages, disadvantages and other necessary information for immediate and long-term solutions to problems;

-- assist in the implementation of alternative plans (as requested by the County).

The consultant hopes that this study will serve as the catalyst for a number of changes that will continue after the formal presentation of this report. Action should be taken on one of the alternative solutions which is presented to address the problems identified in the facilities currently housing detention, corrections and law enforcement operations. Through interim reports, meetings with County and state officials, and this final report, the consultant has attempted to inform Branch County officials about the findings of the study and the problems and strengths of detention, corrections and law enforcement services in the County. Additional work will be necessary to inform the citizens of Branch County about the findings, alternative options and recommendations of the study, and to assist County officials in implementing desired changes. The staff of CCRP and Cain Associates will provide a minimum of 6 workdays in Branch County as follow-up efforts after the formal conclusion of this final report. Follow-up efforts will include working with officials and citizens to assist the County in reviewing and implementing options and recommendations.

FINAL REPORT FORMAT

The following Summary of Findings (Section II) presents an overview of the major and principal findings of the study. Section III summarizes the problems and needs identified for detention, corrections and law enforcement services. Alternative solutions to facilities problems, options, and selected recommendations are presented in Section IV.

The appendices included in the Full Report provide extensive documentation of the findings, problems and needs presented in the Summary Report.

Appendix A presents an overview of crime in Branch County. Some of the information was extracted and summarized from the Region III 1977-1978 Comprehensive Criminal Justice Plan which was prepared by the staff of the Region III Crime Commission.

Appendix B presents the research which the consultant conducted in the jail. It reviews statistics from the Michigan Department of Corrections - Office of Facilities Services, the survey of past jail inmate files, data from jail daily counts, and interviews with jail residents. These sources provide a profile of the resident population at the jail and a review of the use of the jail.

Appendix C presents the survey of criminal case files from the District and Circuit Courts. It also summarizes interviews with the three Judges in the County, the Prosecutor, the staff of the Probation Department, the Juvenile Officer, and the Friend of the Court. This research provides valuable information about the use of the jail by the Courts.

Appendix D summarizes a large amount of information obtained in the survey of community resources serving Branch County. This Appendix explores

the potential and current involvement of the community with the detention and corrections operations.

Appendix E presents the projections processes used to determine bed-space needs for future detention and corrections facilities. Diversion program types and their potential effect on detention/corrections needs are also presented.

Appendix F presents a detailed analysis of the current facilities used for the detention, corrections and law enforcement operations of the Sheriff's Department, and an assessment of the space needed for these functions.

Appendix G provides detailed information on selected operational, physical and program options and recommendations. Some of the options and recommendations presented in Section IV of this Summary Report are more fully explained in Appendix G.

Appendix H contains the data collection and survey forms used by consultant staff to obtain much of the information presented in this report.

II. SUMMARY OF FINDINGS

The following section presents a summary of the findings of the study. This section also reviews the goals and functions of each of the three major areas of the study: detention, corrections and law enforcement. Some of the positive aspects of each of the three areas in Branch County are reviewed, and some of the problems are identified.

A summary of the problems is presented in Section III; a review of alternatives and options, and several recommendations are presented in Section IV.

The detention, corrections and law enforcement services of Branch County are administered by the Sheriff Department. These services are operationally and physically linked in Branch County because they are provided in a single facility - the Branch County Jail. Because of this linkage, many problems, and corresponding alternative solutions and options, are interrelated.

The Michigan Public Opinion Survey for 1977 documented the attitudes and concerns of the citizens of Branch County. Respondents to the survey indicated that *drug and alcohol abuse* and *crime prevention and control* are among the ten most serious community problems facing the citizens of Branch County (rated fourth and seventh most important, respectively).

In addition, respondents indicated that *crime prevention and control* and *alcohol and drug addiction programs* are areas which warrant an increase in the expenditure of public funds.

The opinions of Branch County citizens, as expressed in the Michigan Public Opinion Survey, and the comments of Branch County officials and the staff and officials of the criminal justice system in Branch County reveal the extent to which crime prevention and control are considered major com-

munity concerns in Branch County.

It is the opinion of the consultants that the concerns expressed by citizens and officials can be addressed by undertaking a concerted effort to revise, upgrade and strengthen the facilities, operations and programs of County detention, corrections and law enforcement services.

A. DETENTION AND CORRECTIONS

1. Detention

a. Purpose

The purpose of detention is to provide a safe, secure, and healthful setting for persons being held in jail who are awaiting court disposition, sentencing, or who are awaiting transfer to another authority. As authorized by statute, the Sheriff of a county is required to provide detention services for persons being held for law enforcement, courts and other agencies.

b. Operations

A number of distinct and often complex detention operations occur within the jail. On a given day the jail may house such diverse types of persons as: persons who are detained awaiting arraignment, some of whom may be under the influence of drugs or alcohol, or who may be suicidal or assaultive; persons who have not met the conditions of their bonds and are awaiting disposition by the courts, some of whom may be detained awaiting court processing for periods ranging from 30 to 180 days or longer; and persons being held for other authorities such as parole and probation violators, servicemen who are A.W.O.L., illegal aliens, Federal Court detainees, escapees from other institutions, and juveniles.

The Sheriff has little control over who enters the jail, and under what conditions or circumstances, but he is required by Michigan law to provide a safe, secure, and healthful and humane setting for all persons who are detained in the jail until they are released by or to the appropriate authority. The Sheriff is not allowed, by law, to punish or "correct" persons who are not sentenced to some correctional measure. The Sheriff is required by both State and Federal law to provide a safe, neutral or positive setting for the detention of all persons who are brought to the jail and placed in his custody for detention.

The analysis of the jail population in Branch County indicated that 20% - 30% of the persons in jail at any given time are persons who are being held in pre-trial detention (have not been convicted of a crime - see Appendix B). According to law, until these persons have been convicted, they are legally innocent and must be treated accordingly. Until they are proven guilty they cannot be subjected to any form of punishment, nor can they be compelled to take part in treatment or program activities.

In addition to pre-trial detainees, some persons are detained in the jail after conviction prior to sentencing. These pre-sentence detainees,

although convicted offenders, may not be compelled to participate in correctional programs.

Persons who are detained must be housed in safe and secure settings, as established by court decisions. The "Rules for Jails, Lock-ups and Security Camps" issued by the Michigan Department of Corrections and approved by the Michigan Corrections Commission and the State Legislature, require that provisions be made in detention settings for persons with special problems including, but not limited to: intoxicated persons or those under the influence of drugs or other substances; violent, assaultive or disruptive persons; persons with mental or emotional disorders; physically handicapped persons; youthful detainees or those who have been detained for the first time; women; persons with homicidal or suicidal tendencies; and non-violent or passive detainees.

Branch County has attempted to do the best possible job of separating (segregating) detainees within the constraints imposed by the current facility. The Branch County Board of Commissioners and the Sheriff should be commended for the efforts they have made to improve this condition; however, adequate separation of detainees is very difficult, both in the short-term holding areas on the first floor and in the regular long-term detention areas on the second floor of the current facility. Segregation of detainees and unsentenced persons from sentenced offenders is possible to a limited extent, but adequate separation of persons with special problems, conditions or needs, who are frequently housed, is not possible.

The current congregate cell areas used for detention of persons who are housed for more than eight hours do not adequately provide for separation of detainees, nor do they allow adequate observation or separation of persons with special problems. Maximum security solitary confinement cells on the second floor, which are sometimes used to isolate persons to protect them from other inmates, are the primary areas which offer the opportunity to isolate or segregate persons. This setting cannot be considered a safe, neutral or positive setting as required by law.

Because of the location of the holding cells on the first floor it is not possible to visually supervise detainees from a central location. The shortage of jail staff on a 24-hour basis contributes to the difficulty of supervising detainees in the holding areas. From 11 P.M. until 7 A.M. the jail is frequently staffed by a single Sheriff Department employee. This person is required to operate the radio/dispatch equipment and has little or no time to supervise persons in the holding cells or to make hourly checks of all cell areas as required by law.

Information from the jail files indicates that 39% of all persons admitted to the jail are charged with substance abuse offenses, primarily alcohol-related. Most of these persons are held for relatively short periods of time in the holding area of the jail. Interviews with jail staff indicate that the holding area does not provide adequate separation and safety of the person who is intoxicated. In addition, many persons who are booked on other charges are intoxicated. Separation and safety of these persons during the booking and intake process, and safety of the transporting and

booking officers has been difficult. Adequate separation of intoxicated persons, or those with special problems, from other detainees is not possible in the current holding cell. State jail rules require that a special detoxification area be provided to hold intoxicated persons. There is no detoxification area in the current jail.

The women's cell area on the second floor fails to provide adequate segregation of female detainees from convicted and sentenced female offenders. The jail does not have the capability of isolating one woman from another without making five additional bedspaces unusable, or without using the men's cell areas, the short-term holding area on the first floor, or the maximum security single cells on the second floor.

There are no provisions for short-term detention of juveniles in the jail. Both the Probate Judge and the Juvenile Court Administrator have identified a need for some secure detention space for juveniles in order to supplement the other juvenile justice services of the County. There is no secure detention space for juveniles available in the County, and the present use of facilities in other counties is expensive (up to \$40.00 per day). Detention of a juvenile is not considered necessary in many cases. The Probate Judge and juvenile court staff feel that the capability of housing juveniles who need secure detention should be provided within the County.

Because of the lack of adequate provisions for basic functions such as visiting, access to commissary supplies, and indoor and outdoor exercise, detention at the Branch County Jail cannot be considered neutral or positive. Jail operations do not include provisions for indoor or outdoor exercise. The trend in recent court decisions supports the standard that one hour of daily exercise be permitted for all inmates in county jails. Every court that has ruled on the matter in recent years has held that pretrial detainees must be given the opportunity for physical exercise and recreation. If they are not, the courts have stated that they are being subjected to either cruel and unusual punishment or punishment without due process of law. The National Sheriff's Association handbook states that inmates should be given reasonable opportunities for physical exercise and recreation, with both indoor and outdoor facilities.

Detainees are allowed visits once each week. Visits are usually limited to family members. Visits normally last less than one-half hour and are conducted in a non-private setting within the security perimeter of the facility through a grilled speaking window. Acoustics are extremely poor and the manner in which visiting is conducted, primarily because of limitations imposed by the facility, is demeaning for both the detainee and the visitor. Recent court decisions support the minimum standard that pre-trial detainees be allowed "substantial time" for visiting and that "there must be a demonstrable relationship between the security of the detainee's confinement and any limits on the types of persons who may visit him".¹ Visits conducted

¹Bell v. Wolff, CV 72-L-227 (1973).

within the security perimeter of the facility also create a serious breach of security and pose potential security problems (such as visitors assisting an inmate to escape or smuggling contraband).

Corrections officers are not assigned to each floor of the jail on a "24 hour, 7 day/week" basis. Staffing patterns during the evening, night, and early morning hours are very poor at the jail. Only one person is on duty at the jail during these times and that person is stationed in the dispatch area. One staff member (correctional officer) should be stationed inside the security perimeter on the second floor at all times. A correctional officer assigned to the second floor within the security perimeter would provide more effective and efficient management of the second floor areas, more effective security and control, and would be able to respond to inmate problems and requests more readily.

Matron services for booking and processing female inmates, which are required by law, are provided during the day by regular female Sheriff deputies. This situation has not posed problems up to this time; however, the lack of staff during the evening hours creates a problem when a female dispatcher must leave the radio room to assist in booking and processing a female inmate. These problems illustrate the need to provide a minimum of two staff persons on duty at the jail on a 24 hour, 7 day/week basis.

Staff members who are not adequately trained to meet problems which arise in the detention setting can have difficulty performing detention duties. The Sheriff Department does not conduct comprehensive on-the-job training. Several staff members have participated in training courses offered by the Michigan Department of Corrections. This is a good example of the desire of the Sheriff to ensure that all jail staff are adequately trained. Additional training in crisis intervention, diagnostic/classification techniques, and interpersonal relations, as well as updating training in security procedures could make detention services and staff capabilities even more effective, increase detention capabilities operationally, and provide staff with more effective management and control in spite of the problems created by the physical setting.

Most of the correctional officers and jail staff handle detention duties very well. Their attitudes toward work in the jail are positive; they seem concerned and sensitive, and are generally effective in their duties. Security and key control are difficult in the jail because of the layout of the facility and the necessity of carrying keys into security areas.

Detention operations suffer somewhat because written policies and procedures are not available to jail staff. Operational instructions and procedural orders are issued by the Sheriff, but there is not a formal operating manual. Security procedures may be posted as special situations or needs arise, but are not available in a jail manual or handbook. Inmate classification procedures, emergency procedures, inmate disciplinary procedures, and procedures for handling female inmates are also not available in written form for staff reference. The lack of written standard operating procedures can create difficulties in a detention setting. Staff may be

uncertain about how to handle problem situations which arise. 'Different staff members may handle similar situations in an inconsistent' manner. This can be confusing and difficult for detainees.

Inmate rules for the orderly operation of the facility were recently updated by the Sheriff and the Jail Administrator, and have been approved by the Circuit Court Judge. Copies of the rules are posted in each cell area. These rules are important for inmate orientation and can provide a simple and effective response to inmate comments about inconsistency in staff treatment. If copies of inmate rules were given to every inmate and every staff member, it would help to insure that all inmates receive fair and consistent treatment and that inmates are aware of the consequences of rule violations and disciplinary infractions.

One important function which is not being accomplished at the jail is diagnostic testing, evaluation and classification of detainees. This function is important because it can assist jail staff in identifying inmates with problems. With adequate training, jail staff can provide initial diagnostic services. The capability of providing diagnostic evaluation and classification is necessary to assure that a detainee with a special problem is identified and housed in a setting which is most appropriate for his/her needs. Adequate screening and diagnosis can enable jail staff to identify problems before they result in crisis situations. Screening, diagnosis, and classification can help to insure appropriate separation of detainees; it can also help to control assaultive or suicidal behavior. Most importantly, these services assist staff in maintaining control, and safety of detention operations.

A number of courts have ordered local detention facilities to develop and implement formal classification plans. The Michigan "Rules for Jails, Lockups and Security Camps" also require such plans. This regulation is designed to protect the inmates, especially pre-trial detainees. Classification and separation will also help to protect the Sheriff, staff and the County from suits for negligence resulting from inmate assaults and/or suicides.

An increasing number of lawsuits for negligence have been filed as the result of incidents in detention facilities in which inmates were injured, assaulted, or attempted or committed suicide. Where courts have found that a sheriff, administrator or governing body has failed to provide adequate classification and separation of detainees, large sums of money in damages for negligence have been awarded plaintiffs.

There is no formal health care program for inmates at the jail. A set of health services is needed which will identify inmate health needs and problems at initial admission to the jail, address ongoing needs of all inmates, and provide preventive medical screening and education. Such health services would probably save the County money by reducing expensive hospital costs, and would help to prevent the spread of contagious diseases among the jail population.

c. Programs and Activities

The legal status of detainees as unconvicted persons effects their participation in programming and activities. Detainees cannot be punished or forced to participate in correctional programs. Counseling services are available, to a limited extent, for detainees in Branch County, but constraints imposed by the jail facility limit the provision of these services. Counseling is difficult to provide for detainees, who, because of their special status, require appropriate security provisions. Counseling is available, if requested by a detainee, from Community Mental Health staff or substance abuse program staff, but the lack of space within the facility makes it difficult to provide counseling in a neutral setting. The jail staff, probation department staff and Judges in the County have commented on the need for the provision of counseling opportunities for detainees.

Library materials are provided for all inmates in the jail who request them. Library books, magazines and other materials are provided through the joint efforts of the Branch County Library and the Coldwater Public Library. Inmates may request a new selection of books each week from a rotating collection. Some books have been donated to the jail and form part of its permanent collection. A wide range of current legal materials are available to detainees. Standard legal reference books were recently purchased and are part of the permanent collection.

The provision of library services and limited counseling services are an important first step in providing a diverse set of programs for detainees. There are no other programs or activities available for detainees at the jail, with the exception of weekly religious activities.

One of the most important services that the staff of a detention facility can provide is to advise inmates of available community services and encourage their utilization. These efforts are of a referral nature and include identifying specific inmate needs and assisting the inmate in obtaining help from community resources. Because many inmates stay only a few days at the jail, it may be impractical to develop a comprehensive program to impact all inmates during their incarceration; however, some services can be provided by assisting an inmate to find and use community resources such as substance abuse programs, human service agencies, schools, churches, potential employers or organizations. Use of such resources may be continued by the inmate after release from jail.

The National Sheriff's Association has referred to correctional staff who also provide referral assistance as "brokers" for services. These "brokers" identify persons who indicate a need for a particular service and contact a representative of an appropriate agency for referral and follow-up. The "service brokerage" function may be more practical for the Branch County Jail than attempting to provide a wide range of services in-house, many of which require specialized training and experience.

The Judges in Branch County feel that some activities and programs should be provided for inmates of the jail. They want a healthful, humane and effective jail setting for pre-trial detention and as an option for

corrective sentencing. Both the District and Circuit Court Judges indicated that the present jail facility does not provide this type of setting. They feel that the jail provides less than minimum standards of security and safety. The Judges use the jail for pre-trial detention for some defendants (as indicated by the analysis of bonding practices presented in Appendix C). The Judges stressed that the jail should not be made more pleasant, but it should be a clean, healthy, and safe setting for detainees, with adequate separation capabilities.

There was some concern expressed by the Judges about the lack of adequate pre-trial, non-detentional programs and bonding alternatives available in the County. Data from the review of court files indicate that both Judges frequently use release on personal recognizance as an alternative to cash bonds. Some defendants may not require pre-trial detention but may be housed in the jail because they cannot raise the necessary amount of money required for bond. The most appropriate use of the jail is for persons who require secure detention because of the threat they pose to the safety of the community. The Judges seemed interested in the further development of safe and competently administered bonding alternatives for selected defendants. They felt that adequate information about a defendant is necessary to determine an appropriate bond.

Many officials and citizens in Branch County have expressed concern about the impact of recent legislation which decriminalizes public intoxication (Public Act 339). This legislation is currently scheduled for implementation in February, 1978. There is considerable debate concerning the wisdom, expense and effect of this new law. Law enforcement officers will no longer be able to arrest persons for public intoxication, unless they have committed some other offense. The law requires that medical or non-medical detoxification and/or treatment centers be provided for intoxicated persons as an alternative to arrest and detention.

Jail file data indicated that 12.6% of all persons admitted to the jail were charged with being drunk and disorderly. Some of these persons may no longer be housed in the jail. The consultant performed an analysis of the average time spent in jail by persons charged with various offenses. The majority of persons charged with the offense of "public intoxication" or "drunk and disorderly" do not spend more than 12 hours in jail. The consultant anticipates that Public Act 339 will have little effect on the long-term bedspace needs of the jail; short-term holding areas may be slightly affected.

Considerable concern has been expressed throughout Michigan concerning the effects of Public Act 339 on the criminal justice and human service systems, and on local detention services. Some units of local government are delaying the development of alternate methods of treatment. Branch County citizens and officials have established a citizen's committee to address the issues raised by Public Act 339. This group is attempting to devise a plan for alternative treatment. This effort is a good example of the community concern and of the cooperation between local resources which the consultant has consistently observed throughout the study (Appendix D details the survey of community resources). District Court and Probation Department staff are

currently developing a proposal for a program which will address the intent of Public Act 339 by providing short-term detoxification, longer-term residential treatment and supportive services such as alcohol awareness education.

d. Facilities

One of the most important areas of this study concerns the facilities which are currently used to house detention operations. The reader is urged to examine Appendix F for detailed information about the facilities and space needs for the Sheriff Department. Also included in Appendix F are floor plans of the first and second floors of the current jail. This section of the Summary Report briefly reviews the facilities used for detention. Because both detention and corrections functions occur in the jail, many of the findings which are presented here also apply to facilities used for corrections and are not repeated in the corresponding section on corrections.

The jail facility was constructed in 1957. The quality of construction of the jail is fair; the current condition of the jail is fair. The jail facility houses detention, corrections and law enforcement functions of the Sheriff Department. Numerous problems exist with the mechanical and support systems, condition, and available space in the jail facility (these problems are detailed in Appendix F and in the Summary of Problems).

The current detention setting imposes many hardships on detainees who are held there, contrary to the requirements of the law. The design of the facility creates some of the more serious deficiencies. Because of lack of space, poor and/or nonexistent observation capabilities, poor separation of detention areas from other areas, the lack of a diverse set of detention areas to allow segregation of different types of detainees, and a building design which responded primarily to the goal of providing maximum security detention for all inmates, the current facility is not adequate for detention functions. The construction and condition of the facility violates numerous provisions of municipal fire, health and safety codes. In many of the detention areas the conditions and available spaces violate the State of Michigan "Rules for Jails, Lock-ups and Security Camps".

The jail was constructed to meet maximum security requirements. At this time the detention facilities are not safe for either jail staff or inmates. Inadequate intake, booking and processing areas are all potentially hazardous to jail staff. The primary problems in these areas result from a lack of space, poor security provisions for arresting and booking officers, poor separation of detainees, poor separation of public areas from security areas, and a lack of visual supervision capabilities of holding and processing areas. The congregate cell areas on the second floor of the facility are all potentially hazardous to jail staff because of difficult access to plumbing fixtures, lack of visual supervision of cell areas, and blind corners behind doors in cell areas. Staff members have been seriously injured in the past due to facility deficiencies which were exploited by inmates.

The mechanical and support systems of the jail facility need extensive repair. Violations of municipal and State health, safety and fire codes exist. The jail is not of "barrier free design"; there are no provisions for physically handicapped employees, inmates or the public. The jail has no fire or smoke detection or suppression systems. Plumbing and heating systems are deteriorating and are not functioning as designed. There is leakage and seepage in some areas (over the Sheriff's apartment and the Sheriff's office) because of deteriorating plumbing and showers in cell areas on the second floor. Temperature control is very difficult to achieve throughout the facility due to problems with the heating system. Jail staff and inmates have commented that one area of the facility is frequently too cold while another area is too hot.

Mechanical ventilation of inmate areas is not adequate. Windows and electrical fans (which were purchased at the expense of the Jail Administrator) must be used to supplement the exhaust-fan system. Some windows are not functional and some are damaged.

The public is severely limited in its access and use of the jail by the lack of barrier free design provisions. There is no designated public lobby in the facility and, because of poor security separations, civilians are virtually unrestricted in their movements throughout the building. The area of the main corridor on the first floor which has been designated as a "complaint desk" is frequently congested. There is very poor separation from Sheriff Department work areas. Poor acoustical control allows the public to hear confidential communications over the radios, telephones and other dispatch equipment. The public has access to intake, processing, and holding areas through two entrances. This results in a serious breach of security. There are no chairs provided for persons waiting to transact business with the Sheriff Department because of the lack of a lobby or waiting area. There is no public toilet or telephone in the facility.

Additional security deficiencies exist because of the lack of space in regular cell areas. There are no guard stations in the facility nor is there a control center. These security provisions can contribute to the safe operation of a facility and provide better potential for observation, management and control of detention areas. A security vestibule (controlled access area) for visitors and the general public is not present on the first floor of the facility. Security vestibules can contribute to the safety of a facility and allow observation and control of incoming persons.

All inmate personal items and clothing are stored in individual lockers on the second floor of the facility. Jail staff have devised a good system for storing inmates' personal items; however, coats and bulky items are difficult to store because of the limited space available.

The security garage is not used for its original purpose. It is now used as a parking, car washing and storage area. There is no secure weapons-drop area for law enforcement officers entering the security area. Consequently, transporting officers must carry their weapons while escorting and booking persons into the jail, and are vulnerable to attack by their prisoners with their own weapons.

Probation officers, juvenile officials, the Probate Judge, and other criminal justice officials cite the need for secure conference and interview space within the jail (see Appendix C). The staff of these agencies must be able to conduct secure, private interviews with many of their clients, and especially with persons who are housed in jail. The present area available for interviews is very small. Agency officials indicate that sometimes the interview room is in use for other purposes. Jail staff and the staff of other criminal justice agencies feel that more private, secure interview and conference areas should be provided within the jail.

The kitchen is located on the first floor of the facility and is accessible through an outside door and through the main corridor. It is frequently used as a thoroughfare by Sheriff Department staff to exit from the facility which increases the possibility of allowing unsanitary conditions to exist in the area (i.e., insects). Some equipment in the kitchen may need repair or replacement. The ventilation system in the kitchen needs repair or replacement. The dumbwaiter used to lift meals to the second floor is uncovered, unsanitary and inadequate. Some pots, pans, and cooking utensils are cracked, chipped, worn thin and dented.

There is no space provided within the security perimeter of the facility for jail programs or for jail program staff. Program support areas for conducting jail programs are required by the Michigan Department of Corrections "Rules for Jails, Lock-ups, and Security Camps". The rules suggest that program spaces should include a multi-purpose area for educational, vocational, counseling or religious programs, and for recreation and other activities.

There is no space available within the security perimeter of the current facility to provide adequate medical screening. Medical screening should be conducted in a secure examination area which has secure cabinet space for supplies and equipment and a toilet and sink.

Finally, visiting facilities are inadequate. Detainees at the jail are allowed only one visit each week; these visits generally are restricted to one-half hour or less. Visits are conducted in an area outside the cells through a grilled speaker. An inmate can observe his/her visitor through a small window.

2. Corrections

a. Purpose

The purpose of corrections is to handle convicted offenders in a way that will preclude their future criminal behavior. A correctional measure may be imposed on a convicted offender by the judge who presided at the court proceedings. Correction of the offender may be attempted in a number of ways, ranging from the imposition of monetary fines or restitution to imprisonment in the State correctional system. Correctional measures also include warnings, supervised release in the community (probation), court-directed involvement in a special program, confinement in the local jail, and others.

The objective of the consultant in examining corrections in Branch County was to identify and examine the various programs and sentencing options which the District and Circuit Courts use to accomplish correction of offenders. This study has primarily been concerned with the correctional process as it is being carried out in the Branch County Jail. Because the jail houses both pre-trial detainees and convicted offenders and provides both detention and corrections services, many problems which have been identified for detention services also affect corrections. Detention and correction services are, to a great extent, operationally, programmatically, and physically linked; however, some problems are unique to either detention or corrections.

b. Operations

The District Court processes misdemeanor cases. The District Court Judge may sentence persons who are found guilty of misdemeanor offenses to confinement in the jail for a maximum period of time as fixed by the statutes, but not to exceed one year. The Circuit Court processes felony cases and some "high court misdemeanor" cases. The Circuit Court Judge may also sentence persons to confinement in the jail for periods of time up to one year (pending legislation in Michigan may raise the statutory maximum jail sentence which judges can impose to two years).

Data from the review of District and Circuit Court files indicate that the Judge in each Court sentences some offenders to confinement in the jail as a correctional measure. Both Judges use jail sentences singly and in combination with other sentencing options (see Appendix C). During the sample period for which case files were reviewed the District Court Judge sentenced 16.3% of all convicted offenders to a jail sentence of some type. The length of jail sentences which the Judge imposed ranged from 1 day (1.4% of all persons sentenced to jail) to 365 days (4.2% of all persons sentenced to jail). The majority of persons who were sentenced to jail received sentences of 90 days (38.9%), 5 days (13.9%), or 10 days (12.7%). The range of length of sentences indicates the variety of cases handled by the District Court. Persons convicted of traffic offenses, if sentenced to jail, often received sentences of 5 days. Alcohol-law offenders usually received sentences between 5 and 30 days. Offenders convicted of more serious crimes such as larceny, drug possession, breaking and entering, and driving under the influence of liquor received sentences between 30 and 90 days.

The Circuit Court file review indicated that the Judge sentenced 12% of all convicted offenders to a jail sentence of some type. The length of jail sentences which the Judge imposed ranged from 10 days (24% of all persons sentenced to jail) to 365 days (24% of all persons sentenced to jail). The majority of persons who were sentenced to jail received sentences of 90 days (30%). Comparatively, the Circuit Court Judge sentenced 28% of all convicted offenders to the custody of the Michigan Department of Corrections to serve sentences in State correctional institutions (one year or more).

Interviews with the Judges, the review of court files, and the jail daily counts revealed that many persons are sentenced to jail who are allowed to participate in work-release, study-release and treatment-release

programs, or who are allowed to serve their sentences on weekends. Offenders who participate in these programs can create problems for jail staff who must administer other detention/corrections operations. Persons who are released from jail during the day for work, school, or to participate in treatment programs must be searched when they return to the jail at night. These persons are housed with other offenders and inmate searches are necessary to insure that contraband is not brought into the jail. The lack of adequate jail staffing and the lack of separate housing areas for work, study, and treatment release inmates compound the operational problems. The attitudes of some jail staff also hinder optimal operation of work and study release programs. Many staff do not support these programs because they require additional staff effort in maintaining inmate records and conducting searches.

The jail staff attempt to separate sentenced offenders from detainees in Branch County. Sentenced inmates are normally housed in two or three of the six-man congregate cell areas on the second floor of the jail. This type of segregation is necessary; it assures that detainees do not have contact with sentenced inmates. It is also desirable to attempt to separate sentenced inmates from each other based on other criteria. National standards and the Michigan Jail Rules suggest that youthful offenders should be separated from other inmates; persons serving longer sentences should be separated from those serving only a few days; crime partners, the mentally or physically ill, addicts, sexual deviants, recidivists, escape risks, assaultive, dangerous and special problem inmates should be separated from other sentenced inmates. Adequate separation of different types of inmates implies that thorough diagnosis, evaluation, and classification of persons admitted to the jail is possible; however, no formal classification services exist at the jail to identify the problems and needs of sentenced inmates.

Some sentenced inmates, who have demonstrated by their behavior that they are cooperative, and who are not judged to be security risks, are given "trusty" status. Trustees are given greater freedom of movement throughout the jail. They provide valuable maintenance, housekeeping, food preparation, food service, and laundry duties around the facility, freeing the jail staff for other functions and saving County funds.

Like pre-trial detainees, sentenced inmates are not provided with formal exercise and recreational opportunities outside of their cells. During interviews with inmates, many commented on the lack of recreational opportunities available to them. They commented that the only exercise which they receive consists of walking around the table inside the cell. The most recent court decisions involving inmates held that even convicted offenders must have a reasonable opportunity for exercise and recreation.²

Sentenced offenders, like detainees, are allowed one visit each week. Visits generally last one-half hour, are conducted during the evening hours, and provide little privacy because of poor acoustics in the visiting area.

²Martinez Rodrigues v. Jimenez, 409 F.Supp.582 (D. Puerto Rico 1976).

Physically ill inmates who require medical attention are transported to the Community Health Center of Branch County or are examined by a physician who is called to the jail. No preventive or diagnostic examinations are provided by a visiting doctor or nurse on a regular basis.

c. Programs and Activities

"Jail programs" refer to a range of services which offer the offender the opportunity to improve his/her skills and abilities and may include education, vocational training, mental health and substance abuse counseling, referral and follow-up services and others. Jail programming is no longer a discretionary option of counties in Michigan; it is required by Michigan Jail Rules. The consultant believes that jail-based programming can provide appropriate punitive and treatment measures. Successful correctional treatment may be the process which identifies which type of measures are used with each offender. Jail-based programs may increase the overall effectiveness of the criminal justice system by identifying these measures. Jail programs can provide an effective and cost-efficient means of accomplishing correctional goals. They can assist jail staff in managing a facility by easing inmate tensions. Both punitive and treatment approaches can be combined to address the overall correctional goal of reducing further criminal behavior.

Most offenders who are sentenced to serve time in the jail are sentenced for periods between 30 and 90 days. Some persons are sentenced to longer terms. The jail daily counts indicated that on an average day 80% of the persons in the jail are serving a sentence. Based on the average daily count figures for 1977, 25 persons are serving jail sentences on an average day. Based on the average length of stay and the severity of the offense of sentenced inmates the consultant estimates that 15-20 persons would be eligible for participation in jail programs.

The District and Circuit Court Judges indicated that they may sentence more persons to jail if diverse, effective jail programs are established and are consistently available.

Currently, the jail offers only library services to sentenced inmates on a consistent basis. Work-release, study release and special treatment release programs are available to some inmates, but usually involve only those persons who are sentenced by the Judges directly for participation.

No formal mental health or substance abuse counseling programs are available for inmates in the jail. These programs can address the personal problems of inmates, help them understand the reasons for their criminal behavior, and offer strategies for more positive and productive living. Recent legislative action in Michigan mandates that local jails provide professional mental health staff in the facility or contract with local mental health resources for the provision of diagnostic, psychological testing, psychological counseling, substance abuse counseling, psychiatric and referral services. The intent of this legislation is to insure that inmates with mental health problems are identified, to assist jail staff in classifying inmates for housing and security assignments, to avert crisis situa-

tions through early identification and intervention, and to insure that jail staff are provided with training in handling mental health, substance abuse and other special problems of inmates.

There are no formal education programs for inmates in the jail. Interviews with inmates documented the low educational level of many persons in jail. At least 80% of the persons interviewed said that they had not completed high school. The review of inmate files (Appendix B) indicated that at least 8% of the persons brought to the jail admitted that they could not read or could not write.

No vocational training, employment counseling or employment placement programs are provided for jail inmates. The inmate file review documented that many persons who are admitted to jail have problems finding and maintaining employment. The files indicated that almost 40% of all persons admitted that they were unemployed when booked at the jail. 50% of the inmates who were interviewed said they were unemployed when admitted to jail; 30% said they had no employment history.

There are no formal referral or follow-up services available for offenders when they are released from jail. The period during which the offender re-enters the community is perhaps the most crucial point in the corrections process. This period tests the effectiveness of corrections; support, follow-up and referral to appropriate resources which may assist the offender must be available to assure that re-entry is successful. The jail files indicated that many persons have been arrested in Branch County more than once. At least 40% of the persons included in the file research had been incarcerated in the jail more than once. Some persons have become patterned offenders who have been arrested, convicted and incarcerated many times. Effective jail programs and adequate support, follow-up and referral resources may assist the offender in breaking this undesirable pattern.

Branch County has made a limited attempt to provide programs and activities for jail inmates. Library services, religious services, and work, study, and treatment release programs are available and are a good beginning; however, many important and required programs have not been implemented. A written plan has not been developed and submitted to the Michigan Department of Corrections Office of Facilities Services which outlines the implementation of jail programs in Branch County. This plan was due on September 1, 1976.

The jail and jail staff have made limited use of community resources in providing services for offenders. Community resources can be tapped to provide services for persons in the jail, for persons sentenced to jail but eligible for temporary release, for persons when they are released from jail and for supportive, training and other services. One role of jail staff (Jail Administrator, Correctional Officers, Matrons) can be to coordinate and provide "brokerage" functions for services available in the community to inmates and their families. The best use of regular jail staff may be to directly provide only those services which are not available in the community. The use of community resources can save County funds and can give the community a greater sense of involvement and responsibility

for the handling and treatment of offenders. The inmate files indicated that 57% of the persons admitted to jail were County residents. These persons will be released in the County and many will continue to live there. The local jail can provide a good opportunity to treat offenders in the community in which they will eventually be released, and to utilize the unique resources of the community. Some of the persons in jail are not residents of Branch County. Providing services for these persons may be more difficult; follow-up services are especially difficult to provide.

A wide range of services are available from organizations and agencies in and near Branch County. The consultant surveyed more than 80 agencies, received responses from 52, and interviewed the staff of 20 agencies. Some of the agencies have already become involved with the jail; the overwhelming majority of the agencies contacted expressed a strong desire to initiate or increase involvement with detention and corrections. Clearly, a substantial range of community resources are available for use in future detention/corrections operations, activities, and programs.

The jail has historically been considered an isolated and less important part of the criminal justice system. This isolation decreased the overall effectiveness of the entire system. A jail program component which also serves the courts and other criminal justice agencies (probation, prosecutor) is one way to overcome the negative aspects of the jail and to achieve a more cohesive and diverse set of criminal justice system services. Public officials, community resource agency staff and the citizens of the County should also help to plan, develop and implement criminal justice programs. Detention and corrections services and programs at the jail level should form part of a complementary and integrated total system. Planning and implementation of programs should reflect this "total system" approach. Community education and awareness is an important and necessary requisite for gaining community support of jail programs.

d. Facilities

A number of problems exist in the jail which impede the optimal safety and effectiveness of correctional services. Many of these problems are imposed by the physical setting of the facility. Many of the facility problems also affect the provision of detention functions.

The architectural analysis and space evaluation of the current facility was conducted with the current Michigan "Rules for Jails, Lockups, and Security Camps" in mind. At least 40 violations of the Jail Rules were noted. The areas of non-compliance resulted primarily from lack of space and poor lay-out of the facility. All of the facility areas of non-compliance are outlined in detail in Appendix F. The problems, deficiencies and violations are presented in the Summary of Problems following this Summary of Findings. Because of the many deficiencies resulting from the lack of space, lay-out of the facility, lack of some security provisions, and condition of mechanical and support systems, the jail cannot provide corrections or detention services in the safest, most effective and efficient manner.

The jail facility is dangerous for jail staff: guard corridors are too

narrow; there are blind corners behind cell doors; there are deteriorating or non-working cell fixtures and security hardware; deteriorating pipes; leaking plumbing which may be easily clogged and flooded; there are no floor drains in some cells; poor facility lay-out hampers visual supervision; there is no second exit from the second floor and there are cracks and holes in cell areas in which contraband may be hidden. All of these are potential hazards to jail staff.

One difficulty in providing corrections services is the lack of diverse, single-cell bedspaces and separation capabilities in the current facility to handle the different types of offenders who are housed there. Adequate separation is important for inmates with special problems and needs. Separation is necessary to differentiate the housing of persons classified as low, medium, or high security risks. This type of classification and separation can improve the operational capabilities of a facility. Data from the review of jail files and jail daily counts (see Appendix B) has shown that not all offenders require high (maximum) security housing. Medium and low security housing can cost much less to construct and operate. The chart on page 27 illustrates the number and types of bedspaces projected to meet year 2000 needs for corrections and detention. These types of projected bedspaces comply with Michigan Jail Rules concerning security classification and diverse holding and housing capabilities.

A detailed determination of space needs, consistent with the requirements of Michigan Jail Rules, is presented in Appendix F. The current space in cell areas provides approximately 50% - 60% of the space required per inmate by the Rules. High security congregate cell areas for men and women, and high security single cell areas are deficient in required space. The jail has a rated bedspace capacity of 51. Because of a lack of required space, the capacity determined using the Jail Rules is 30. Only nine cells provide single cell occupancy; single cell occupancy for all regular jail beds is now required by law. There are no low security or medium security cells. There are no cells for trustees or work and study release inmates. These cells should be segregated from other cell areas and should have a separate entrance.

The current facility does not provide enough space for conference areas, file storage, food service storage, interview areas, visiting, visitor waiting area, jail administration, a control center located near inmate housing areas, guard stations, security vestibules, inmate personal items storage and other areas necessary to manage and maintain the jail. All of these are necessary and important spaces.

No space is provided in the jail for jail programs or program staff. No space is provided for inmate exercise activities. No space is provided for activity/dayroom areas outside the cell areas. No activity space is provided for the high security single cells. There is no inmate living area outside the cell areas. Program and activity space for multi-purpose use is a requirement of Michigan Jail Rules.

The jail facility lacks important, necessary and required areas. The jail provides only 42% (approximately) of the space which has been calculated as necessary for projected detention and corrections functions.

3. Detention/Corrections Population

a. General Characteristics

Consultant staff used several sources to secure insights into the characteristics of the jail population and the dynamics of the jail usage. The major sources were:

- Michigan Department of Corrections - Office of Facilities Services (admissions, detention days, high-middle-low headcount 1968-1977)
- Inmate Files (10% of all admissions from 1974-76 were reviewed and computer-analyzed to secure a broad range of personal and procedural insights)
- Jail Daily Counts (completion of 17 counts during 1977 showing dynamics of jail occupancy)
- Jail Inmate Interviews (to secure personal insights and recommendations).

The following narrative summarizes the principal findings from the jail-related research.

The average daily headcount in the Branch County Jail between 1968 and 1977 was 21. Average daily population at the jail ranged from a high of 35 (1976) to a low of 11 (1972) during that time period. Annual admissions ranged from 647 in 1969 to 1,196 in 1975.

The analysis of inmate files from 1974 through 1976, which is presented in Appendix B of this report, indicates that 92% of the persons admitted to the jail were white and 92% were male. Admission of women increased each year from 1974 to 1976; women accounted for 8% of all admissions during that period. 62.5% of all persons admitted to the jail during the three year period were under the age of 25. 40% of persons booked into the jail indicated that they were unemployed. The interviews conducted by consultant staff with jail residents indicate that over 50% were unemployed when admitted to the jail and that at least 40% have no prospects for employment when they are released.

A partial list of the charges for which inmates were booked into the jail and the percentage of persons booked for specific charges follows:

<u>Charge</u>	<u>% of Persons Booked Into Jail 1974 - 1976</u>
Drunk and Disorderly	12.6%
Driving Under the Influence of Liquor	12.6%
Traffic Offenses	9.0%
Drug Offenses	6.0%
Breaking and Entering	5.7%
Open Receptacle in Auto	5.4%
Forgery or Violation of Check Laws	3.7%
Larceny	3.4%

Other charges account for less than 4% of total bookings each. See Appendix B for a more complete list of charges. Almost 40% of all persons booked into the jail were charged with substance abuse offenses. It has been estimated by jail staff that approximately 75% of all persons admitted to the jail are intoxicated or under the influence of other drugs at the time of booking.

Information extracted from inmate files indicates that at least 45% of the persons included in the sample of cases admitted that they had previously been arrested in Branch County. At least 40% had been incarcerated in the jail more than once. A locational analysis of the "place of arrest" for the persons in the sample indicated that the geographical center of crime and arrest activity in Branch County lies roughly between Coldwater and Union City. Over 40% of the residents admitted to the jail from 1974-1976 were not residents of Branch County.

Interviews which consultant staff conducted with jail inmates confirm much of the data from the files. Only 20% of the inmates who were interviewed had completed high school. Many inmates have problems obtaining and maintaining employment. Many lack educational and work skills. Many admitted they had problems with substance abuse and requested help. The personal problems of inmates are heightened by feelings of isolation which they blame on poor visiting conditions and procedures. Inmates also pointed to the lack of jail staff as a problem and indicated that inconsistent handling of situations, problems, and requests contributes to the feeling of being cut off from their families and communities.

An important piece of information in planning for detention needs is the amount of time that persons spend in jail. This information aids in the projection of future bedspace needs for detention populations. 60% of all persons included in the sample of inmate files spent less than 24 hours in jail. A total of 70% of the persons in the sample spent less than three days; however, the time spent by these persons accounted for only 5% of the total inmate days spent by the entire jail population included in the sample. Conversely, 30% of the persons admitted to the jail spent more than three days there, and they accounted for 95% of the total inmate days. The analysis of the inmate file data and the information obtained from daily counts (presented in Appendix B) indicate that the majority of jail beds are not being occupied by short-term jail admissions, but by longer-term residents who are awaiting trial or by persons who have been sentenced to serve time at the jail. This information has been very useful in planning future bed-space needs.

b. Detention Population Projections

One of the most important factors to consider when planning for Branch County detention and corrections needs is the size and composition of future jail populations. It is crucial to be able to project facilities and programs that will be necessary to meet the future needs of the jail population.

The projectional process attempts to give a strong indication of detention needs, utilizing a number of key factors related to the jail population. It is necessary to determine future projections for the following areas: number of jail admissions projected by year for the next 15-25 years; total number of detention days per year; average length of stay for members of the jail population; types of detainees who may be housed and the housing needs required by each type; and average daily headcounts and high and low headcounts for each year in order to determine bedspace needs during peak periods.

Projecting detention needs for future jail populations is one of the most difficult processes of criminal justice planning. The criminal justice system is complex, and changing interactions between law enforcement agencies, the judicial system and detention/corrections agencies complicate the projections process. Perhaps the only universally accepted assumption regarding projections in criminal justice planning is that, "the more information available about the past and current practices of the various components of the system, the more credible the projections process becomes". A substantial amount of data has been collected concerning detention trends and practices in Branch County. It provides the County with the basis for a credible and realistic assessment of future detention needs.

Several methods were used to project the bedspace needs for future detention populations and facilities. These methods are presented in detail in Appendix E. Most of the methods were developed by the National Clearinghouse for Criminal Justice Planning and Architecture (NCCJPA). After a great deal of work, and a review of preliminary figures by the Sheriff, other criminal justice officials and public officials, the following set of projections was selected as being the most accurate base projections:

<u>Year</u>	<u>Projected Average Daily Headcount for Future Detention Populations</u>
1980	54.9
1985	58.0
1990	61.2
1995	64.4
2000	67.6

c. Projected Impact of Non-Detentional Programs

The preceding base projections are not sufficiently sensitive to the unique character of Branch County because they are based on broad descriptive data. It was necessary to modify the base projections with other fac-

tors which reflect the local use of detention.

Based on the potential for implementing and expanding non-detentional alternative programs, the detention population projections were revised. Using a list of alternatives taken from the Michigan Criminal Justice Goals and Standards Report (written and published by the Michigan Office of Criminal Justice Programs), consultant staff assembled a set of non-detentional alternatives and their corresponding projected jail impacts.

The list of alternatives was reviewed by the Sheriff, law enforcement personnel, judges, and other County officials. Based on their comments and judgements about the feasibility and desirability of each program, the projected impact of diversion programs on future detention populations and bedspace needs was calculated. The following major types of diversion programs were considered:

1. diversion of public intoxicants (Public Act 339)
2. referral of suspects to other resources
3. increased use of reprimand by the police
4. juvenile diversion
5. use of citation/summons release
6. immediate bonds
7. dismiss charges
8. pre-trial screening and conditional release
9. deferred prosecution
10. residential corrections
11. jail-based treatment programs

The impact of the implementation of these programs on the jail by the year 2000 was assessed as:

- *decreased use of short-term holding areas*
- *need for up to 4 available beds for juvenile and special use detention*
- *need for a total of 60 regular beds (9 more than the current 51 beds) for male and female pretrial detainees and sentenced offenders*

Although it would be expected that diversion programs would decrease the jail population, greater use of the jail by the courts for jail treatment programming could result in the need for more jail beds. The increase in the use of the jail by the courts could offset the impact of other diversion programs.

d. Bedspace Needs

Based on the impact of alternative programs, the original base projections on page 24 were revised. The final result is an analysis of the number and types of bedspaces projected as needed for the future. The revised bedspace projections indicate that 60 regular beds will be needed to house detention and corrections populations in the year 2000. The current jail has a rated capacity of 51 regular beds (for a detailed explanation of bedspace projections and the impact of diversion programs see Appendix E;

for explanations of various diversion programs which could be implemented in Branch County see Appendix G).

An analysis of current practices at the jail, along with interviews of jail staff and analysis of jail research was used as a means of projecting the types of bedspaces needed for the year 2000. The results of the analysis are presented on page 27.

YEAR 2000 PROJECTED BEDSPACE NEEDS

Holding Areas - these areas are described in number of rooms or cell areas rather than bedspaces, based on Office of Facilities Services standards and regulations.

	<u>NEEDED</u> - long range	<u>CURRENT</u>
Booking	1 cell	none
Observation	1 cell	none
Detoxification	1 cell	none
General Holding	2 cells	2 cells
Solitary	1 cell	none

Regular Beds - (number of beds needed)

<u>Female</u>	<u>NEEDED</u> - 2000	<u>CURRENT</u>
high single occupancy	1	0
high congregate occupancy	0	6
medium single occupancy	2	0
medium single special use	2	0
low single occupancy	<u>4</u>	<u>0</u>
TOTAL:	9	6

<u>Male</u>	<u>NEEDED</u> - 2000	<u>CURRENT</u>
high single occupancy	6	9
high congregate occupancy	0	36
medium single occupancy	25	0
medium congregate occupancy	0	0
medium single special use	4	0
low single use	8	0
TRUSTY/WORK RELEASE	<u>8</u>	<u>0</u>
TOTAL:	51	45

<u>TOTAL RATED BEDS</u>	NEEDED:	60	CURRENT:	51
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4. Summary

a. Detention

Branch County officials, the Sheriff and jail staff deserve credit for their attempts to provide safe, secure and healthful detention services. The separation of pre-trial detainees from convicted and sentenced offenders and the limited availability of some services, programs and activities for detainees are good examples of the County's attempts to provide a positive environment for detention; however, the deficiencies of the facility, a shortage of jail staff and the lack of basic provisions for detainees, which are required by law, seriously hinder detention operations. Despite the efforts of Branch County staff and officials, the County does not provide a safe, neutral or positive setting for detention. The consultant has concluded that detainees are, at best, treated in a similar manner as sentenced offenders; it is possible that many detainees are actually subjected to worse conditions than sentenced offenders. This situation causes potential conflicts with constitutional guarantees and makes the jail and the Sheriff vulnerable to lawsuits filed on behalf of inmates.

b. Corrections

The greatest barriers to providing safe, effective and efficient corrections services in Branch County are the deficiencies in the facilities in which corrections functions occur, and the lack of jail programs and activities for sentenced offenders. It is important that the County address physical problems, many of which constitute violations of the Michigan Jail Rules, and develop and initiate formal jail programs. The provision of some initial services for offenders, combined with the efforts of an efficient and cooperative judicial system, and the concern of public officials, the Sheriff, jail staff, community resource staff and citizens will result in the development of good corrections services in Branch County. Community resource and citizen involvement can affect the criminal justice system as a whole and improve the quality of all aspects of detention and corrections services at the jail including operations, programs, activities and facilities.

B. LAW ENFORCEMENT

The goal of law enforcement is to ensure the protection of the public and the safety of the community.

The Sheriff Department provides detention, corrections and law enforcement services. It is the only agency in the criminal justice system which provides all three of these services. Detention, corrections and law enforcement services are distinct functions whose effective and efficient operation has not always been best served by the historical and traditional linkage of the three in Sheriff Departments. Operational, program or facilities problems which affect one function may adversely affect the others. Each function also exhibits unique problems and needs.

The consultant contract did not require that the consultant plan for law enforcement services in Branch County. Consultant staff were primarily concerned with detention and corrections services. Because of the unique nature of the Sheriff Department and its provision of all three services the consultant evaluated the physical settings and space needs of law enforcement operations to provide information about facilities needed to house these operations currently and in the future.

The Branch County Jail includes approximately 7,740 square feet which is used for law enforcement operations. This figure does not include storage areas for marine patrol, Sheriff Department vehicles and large pieces of evidence and confiscated items which are housed in a separate building near the jail. Law enforcement operations are restricted by the lack of space in the current facility. The jail was built to function primarily as a detention facility at a time when increased public demand for law enforcement and other adjunct Sheriff Department services (ambulance service, marine patrol, snowmobile patrol and emergency services) was difficult to foresee. It was constructed to house a small staff of 10 persons; the present Sheriff Department staff consists of 37 full and part-time employees and a large reserve, auxiliary and posse contingent. The demands and pressures associated with increased law enforcement service have necessitated the expansion of the Department. The current facility has not been able to accomodate increased space needs created by Department growth.

The space needs assessment conducted by the consultant has indicated that the Sheriff Department requires a minimum of 10,500 square feet to mett current space needs. Adequate space is needed for radio/communications operations, evidence and file storage, weapons storage, interrogation, clerical and office staff, command and administrative personnel, road patrol reporting, training, conference, public reception, shower and locker areas for male and female employees, marine patrol operations, ambulance operations, a small laboratory, a public complaint desk and other law enforcement functions of the Department. Space provisions for these functions are either non-existent or very limited in the current facility. There is no provision for a squad/briefing room. There are only makeshift spaces for deputy report-writing and work areas. There are no provisions for work areas and squad/locker areas for ambulance drivers.

The construction of the jail facility, which houses law enforcement operations, does not meet some requirements of barrier-free design or municipal fire, safety and building codes. The specific deficiencies and problems of the mechanical and support systems of the facility have been outlined earlier in this Summary of Findings and in Appendix F. A detailed analysis of the facility and the space needs assessment for law enforcement operations is presented in Appendix F.

Some of the major deficiencies in the law enforcement areas of the facility result from poor facility design and lay-out. The lay-out of the facility creates inefficient use of space and security problems be-

cause of poor separation of public areas from law enforcement areas. In addition, some areas of law enforcement operations are not located to allow optimal functional relationships between staff or Department components who must work closely with one another. The functional relationships diagram in Appendix F on page F-17 illustrates the types of operational and facilities relationships which should exist to facilitate efficient law enforcement, detention and corrections functions. Some functions can be accomplished in shared areas. It is important that all functions and operations of the Sheriff Department form part of an integrated and complementary total system. This integrated and complementary relationship does not currently exist at the Branch County Jail.

The effective and efficient operation of the law enforcement functions of the Sheriff Department are restricted by space deficiencies, poor facility lay-out, poor separation of law enforcement operations and the general condition of the facility. These problems have resulted in congestion, poor security, inefficient use of space and deterioration throughout the facility. There is inadequate separation of law enforcement and detention/corrections functions and between all operations and the public. The current space available for law enforcement functions is 73% of the minimum space necessary to meet the current and projected law enforcement needs.

III. SUMMARY OF PROBLEMS

A number of problems with detention, corrections, and law enforcement services, operations and facilities have been identified in Branch County by the consultant through the findings of the study. These problems are presented in three sections:

- A. OPERATIONAL PROBLEMS
- B. PROGRAM PROBLEMS
- C. FACILITIES PROBLEMS

Many of the problems are specifically addressed by the Michigan Department of Corrections "Rules for Jails, Lockups and Security Camps". The problems which constitute violations of these Rules, or which are addressed by the Rules, have been identified with an asterisk (*).

The consultant believes that whether or not these problems violate State laws, they seriously hinder the operation of safe, secure, effective and efficient detention, corrections and law enforcement functions in Branch County.

It should be noted that, overall, Branch County provides a good system of criminal justice services. Officials and citizens should be proud of the diverse and, generally, effective set of criminal justice services offered in the County.

The majority of the problems which are identified in this study concern the facilities currently used for detention, corrections and law enforcement services. Changes which are made to correct deficiencies in the facilities will help to solve some of the problems identified in operational and program areas; however, many independent operational changes are also required.

A. OPERATIONAL PROBLEMS

1. Jail Staff

- *a. Corrections Officers are not assigned to jail on a 24 hour, 7 day/week basis.
- *b. The second floor guard station is not manned on a 24 hour, 7 day/week basis.
- c. At certain times there are not enough staff available to handle inmate requests and problems.
- d. Some jail staff are not adequately trained for all detention/corrections operations and functions.
- *e. Jail staff are not provided with regular, in-service training.

- *f. Jail staff have not received regular training from the Michigan Department of Corrections - Office of Facility Services.
- g. Some Sheriff Department staff who function primarily as road patrol officers resent assignment to jail duty.
- h. Jail staff sometimes handle inmate problems in an inconsistent manner; inmate expectations are confused.

2. Jail Residents

- *a. Many jail inmates are not convicted offenders. These persons may not be punished; they are innocent, under the law, until proven guilty. Housing persons who are not convicted places special demands on the staff and facilities of the jail.
- *b. Many inmates have substance abuse, personal, and employment problems. Most residents have not completed high school; many have not completed elementary or junior high school.
- c. Many inmates have been previously arrested in Branch County; many have been housed in the jail more than once; many inmates are repeat offenders.
- *d. Many inmates feel isolated from their families and communities. Problems with visiting procedures and facilities contribute to inmate isolation.
- e. Some persons housed in the jail do not live in Branch County. Non-County inmates have more problems having visits and maintaining family contact and community ties.

3. Procedures

- *a. There are no formal written policies, procedures and regulations for the operation of the jail available in manual form for staff reference.
- *b. There are no written policies concerning designated jail staff duty stations and job duties.
- *c. There are no written policies concerning security procedures.
- *d. There are no written policies concerning emergency procedures.
- *e. There is no written plan for processing female inmates.
- *f. There is no written plan for inmate disciplinary procedures available within the facility.
- *g. There is no written plan for inmate medical care.

- *h. There is no written plan for inmate property control.
- *i. There is no written plan for the classification of inmates available within the facility.
- *j. Proper separation and segregation of different types of inmates is not maintained. There is no separation of first-offenders from recidivists. There is no separation of persons charged with non-criminal offenses. (These problems are due primarily to deficiencies in the facility.)
- *k. Intoxicated detainees are not adequately supervised.
- *l. Due to the lay-out of the jail, proper security procedures are difficult to maintain. Correctional officers must carry all of the security keys into inmate-occupied areas each time they enter these areas. This results in a serious breach of security.
- *m. Visual supervision (inmate checks) is not provided on an hourly basis.
- *n. Male correctional officers sometimes supervise, transfer and enter inmate areas occupied by female inmates without being accompanied by female correctional officers (matrons).
- o. Commissary supplies available to inmates are very limited. Only cigarettes are available; and only on a weekly basis.
- *p. All inmates are fed in cells (primarily due to facility limitations).
- *q. Inmates who assist in food service delivery do not shower daily.

Criminal Justice System

- r. Attorney/client interviews, parole and probation conferences, and pre-sentence investigations are constrained by the lack of adequate private interview space in the jail.
- s. Judges feel that the jail provides less than the minimum standards of health, safety and care. They do not feel that the jail is conducive to a positive treatment environment for those offenders who require jail-based treatment.
- t. The jail does not offer adequate juvenile detention arrangements.
- u. Jail operations and programs sometimes function in isolation from other agencies and components in the criminal justice system.
- v. The lack of adequate classification of jail inmates can create problems for other agencies of the criminal justice system (i.e., inmates with substance abuse or mental health problems are not identified and referred for treatment).

B. PROGRAM PROBLEMS

1. Jail Based Programs

- *a. There are no formal, jail based inmate treatment or rehabilitation programs.
- *b. A plan has not been developed and submitted to the Office of Facility Services which outlines the implementation of jail programs in Branch County. This plan was due September 1, 1976.
- *c. Processing of residents at booking and intake does not include identification of inmate problems, needs and abilities.
- *d. Counseling and education services are not formally available to inmates of the jail.
- *e. Substance abuse and other mental health services are not formally available to inmates of the jail.
- *f. Medical treatment or prevention programs are not available to inmates at the jail.
- *g. Indoor and/or outdoor exercise, recreation, and leisure time activities are not available to inmates at the jail.
- *h. There is no formal referral and/or follow-up procedure for inmates with problems or needs.
- *i. The work-release and study-release programs have not been fully operational. A primary cause of this problem has been constraints imposed by facilities, procedures, and jail staff attitudes.

2. Non-Detentional Alternatives and Diversion Programs

- a. No formal program has been developed in Branch County to address the intent of Public Act 339 (Decriminalization of Public Intoxication). Alternative detoxification programs are needed and must be operational by February, 1978.
- b. Non-detentional programs and alternatives have not been developed to their full potential in Branch County. A sufficiently broad range of alternative programs and services is not currently available to law enforcement and criminal justice agencies and personnel.

C. FACILITIES PROBLEMS

1. Mechanical and Support Systems

- *a. The jail facility does not meet the requirements of barrier-free design and construction (no elevator, ramps, public toilets, etc.).

- *b. There are no smoke or fire detection systems in the facility; there is no fire suppression system.
- *c. Mechanical ventilation of inmate areas is inadequate. Ventilation system needs repair and upgrading.
- *d. The heating system is inadequate to provide uniform heat throughout the facility.
- *e. Temperature control is inadequate throughout the facility. Regulation of hot or cool air is very difficult.
- *f. Plumbing fixtures are in need of repair and upgrading.
- *g. There are no floor drains in cell areas except in shower stalls; there are no backflow preventors.
- *h. The emergency electrical unit is not sufficient to power the entire facility during an emergency situation.
- *i. Not all windows are in working order; there is no emergency ventilation system.
- *j. Two exits for staff and inmates are not provided on the second floor of the jail.

2. Detention/Corrections

- a. The current jail provides only 42% (approximately) of the space which has been calculated as necessary for detention and corrections functions.

General Condition

- *b. Separation of law enforcement from detention/corrections functions is adequate but not optimal.
- *c. Security features are generally negative and repressive in nature.

Intake

- *d. There is no secure weapons deposit area for law enforcement officers entering the security area.
- e. The security garage is not used as originally designed.
- *f. The spaces used for inmate processing are inadequate. Inmate processing is done in a space beneath the stairway to the second floor and in a non-secure corridor between the stairway and the radio/dispatch room. There are not adequate provisions for strip searches, de-lousing, fingerprinting, I.D., uniform distribution, and showering. The processing area is frequently congested and inadequate as an intake/processing area.

- *g. Booking is sometimes done in the dispatch room. This is a serious breach of security. The booking area does not provide adequate space or safety for jail staff.
- *h. The public can gain access to the facility through the intake area. This constitutes a serious security problem.
- *i. There is no safety vestibule in the intake area. The entire area does not provide adequate security.

Holding

- *j. The holding area of the jail does not have an adequate diversity of spaces for use in housing the many different types of persons who are detained.
- *k. There are no designated detoxification areas in the jail.
- *l. The floors in the holding cell are slippery; there are no floor drains, modesty panels or water shutoff valves within the holding cell.
- *m. The holding cell does not contain the minimum amount of space required. The cell is frequently overcrowded, especially on weekends.
- *n. There are serious problems with visual supervision and acoustical monitoring of the holding cell.

Residential Housing Areas

- *o. The jail does not provide single cell occupancy for all residents.
- *p. High security single cells do not provide the minimum amount of space required. There are no showers for the high security single cells. Fixtures, floor covering, and paint in some of the high security single cells are deteriorating and dangerous.
- *q. Multiple occupancy high security cells do not provide the minimum space required for each inmate. The amount of activity space provided for each inmate is not adequate.
- *r. No activity space is provided for high security single cells.
- *s. There are no medium security cells. There are no low security cells. There are no designated separate trusty or work/release cells.
- *t. Guard corridor widths do not meet minimum requirements. There are no security vestibules in inmate areas except in maximum security cell areas.

- *u. The entire interior of the cell area and the main corridors are very dark and painted with dull, drab colors.
- *v. Visual observation of cell blocks and corridors within the cell areas is not possible.
- *w. There are no floor drains in inmate occupied areas except the segregation cell on the first floor.
- *x. Juveniles can only be housed in the jail if the female or the maximum security single cell area is not being used. Neither of these are adequate to house juveniles.

Support Areas

- *y. There are no guard stations in the facility.
- *z. There is no control center within the security perimeter.
- *aa. Visits are conducted within the security perimeter; there is no designated visitor waiting area. Visits are non-private and held under poor acoustical conditions.
- *bb. There is no conference room; administrative space is very limited.
- *cc. There is not enough space for files, equipment, or residential support supplies.
- *dd. There is not sufficient space for attorney-client, probation, or parole interviews. The current single room is too small.
- *ee. There is no provision for a medical screening or examination area. There is no storage space for medical screening service supplies and equipment.
- *ff. There are no toilets or sinks in the laundry area for inmates who assist with laundry duty.
- *gg. An indoor exercise area is not provided. An outdoor exercise area is not provided.
- *hh. There is no multipurpose room provided in the facility.
- *ii. There is no space provided within the security perimeter of the facility for jail programs or for jail program staff.
- *jj. Some equipment in the kitchen may need repair or replacement. The ventilation system in the kitchen needs repair or replacement. The cart used to transport meals is not approved by the National Sanitation Foundation. The dumbwaiter used to lift meals to the second floor is uncovered, unsanitary and inadequate. Some pots, pans, and cooking utensils are cracked, chipped, worn thin and

dented. The kitchen is sometimes used as a passageway for non-food service personnel.

- kk. There is not enough administrative space for jail staff.
- *ll. There is no designated public lobby in the facility. Poor facility design sometimes leads to confusion of the public concerning the location of the complaint desk and sometimes allows members of the public to penetrate the security perimeter.

4. Law Enforcement

- a. Space available for law enforcement functions provides only 73% (approximately) of the necessary space required for current and projected needs of law enforcement functions.
- b. There are not adequate provisions for law enforcement administrative space.
- c. There is no provision for a squad room.
- d. Office space for clerical functions is inadequate.
- e. The area used for radio, communications and dispatch functions is too small.
- f. There are no designed spaces for deputy report-writing and work areas.
- g. Record storage, evidence storage, and supply storage is inadequate.
- h. There are no provisions for work areas and squad/locker areas for ambulance drivers.
- i. There is no space for photo and/or small crime analysis lab.
- j. There is no public lobby nor a complaint/duty desk which is easily accessible to the public.
- k. The complaint desk and radio/dispatch area are not located to provide adequate observation of incoming persons (public and law enforcement officers).

IV. ALTERNATIVE SOLUTIONS, OPTIONS AND RECOMMENDATIONS

The following alternative solutions, options and recommendations are provided as possible responses and actions which Branch County may take to address problems, deficiencies and needs which were identified through the study. Appendix G (DETAILED PROPOSALS) presents detailed explanations for some alternatives and recommendations. Alternative solutions and recommendations for which a detailed description is presented in Appendix G are marked with a (G).

The consultant has attempted to present alternatives and recommendations in this summary report in concise and simple terms; some detailed information about the alternatives has not been included. The reader should remember that the objective of the study has been to identify problems and needs and to present alternative solutions and responses to problems. A number of alternatives are presented which address facility problems. Only one of the possible alternative solutions to facility problems includes specific architectural drawings. These drawings are an example of a possible solution to facility problems; they have been provided to give citizens, officials and staff a preliminary, graphic representation of some of the facility-related problem areas which require immediate attention. The important task of developing detailed architectural plans and drawings will be properly undertaken in an architectural design program - if the County decides to implement one of the options presented here which addresses facility problems.

The format used in the presentation of alternatives and recommendations is consistent with the outline of problems presented in the preceding section of this report. The alternatives which the consultant has identified as necessary for review are presented under appropriate headings based on the problems which the alternatives address. Parts of the following section are presented in *italics*. These parts of the narrative include specific recommendations or opinions of the consultant.

One alternative solution which is not presented, but which applies to every problem which has been identified, is the option to do nothing about the problem. The option of taking no action to correct an identified problem is certainly available to the County. The consultant feels that inaction on the part of the County will only result in the identified problems growing worse. In addition, many of the identified problems are specifically addressed by the Michigan Department of Corrections "Rules for Jails, Lock-ups and Security Camps". The Department, through the Office of Facilities Services and the courts, has the power to enforce the regulations and order correction of rule violations.

Safe, effective and efficient detention, corrections and law enforcement services and facilities are a necessary element of County services. Delays in responding to problems and deficiencies in these areas will only result in greater expense for the County in the future, and could result in tragedy and/or lawsuits against the County. The consultant is confident that County officials and citizens are aware of the potential conse-

quences of the option of doing nothing in response to identified problems, and does not feel that it is necessary to repeatedly present that option as an alternative action. It is the conclusion of the consultant that none of the problems identified during the study can be ignored by concerned and responsible officials, staff and citizens.

A. OPERATIONS

1. Jail Staff

a. It is important and necessary for the County to provide 24 hour, 7 day/week staff coverage of the detention and corrections areas of the jail. Michigan Jail Rules require that a jail facility "shall remain operational 24 hours a day with sufficient personnel on duty . . . to insure proper security and correctional control . . . Not less than 1 correctional officer shall be provided for each floor of security area and additional officers in sections of a floor wherever separations occur, if supervision by sight or sound cannot be made by 1 officer". (Rule 791.601)

At this time the jail is not staffed by correctional officers on a 24 hour basis. As of December 1, 1977 the County employed two (2) persons who are designated as correctional officers. Frequently, correctional officers are only on duty between the hours of 7 A.M. and 9 P.M. Between the hours of 9 P.M. and 7 A.M. there is often only one person on duty in the entire jail. This person must operate the radio and dispatch equipment in the communications area on the first floor; supervision of inmate areas on the second floor during this time is not possible. The County Board of Commissioners recently authorized the hiring of two additional correctional officers. The County should be commended for authorizing the additional correctional officer positions; however, as of December 1, 1977 the positions had not been filled. In order to adequately staff detention/corrections areas, the jail requires a minimum of five (5) correctional officers positions. The Jail Administrator (who has the rank of Sergeant in the Sheriff Department) should not be considered as one of the five correctional officers. Though his duties may involve work normally handled by correctional officers, he must also perform administrative tasks such as scheduling, submission of reports required by the Department of Corrections, development of facility rules and procedures, supervision of work and study release inmates, transporting detainees to the courts, assigning trustees to work details and others.

The County should be commended for attempting to insure that the jail is adequately staffed. The authorization of two correctional officer positions in addition to the two positions that already exist demonstrates the commitment of the County to provide operationally safe detention/corrections services. However, the County should seek to fill the two new positions as soon as possible. In addition, the County should authorize a minimum of one (1) additional correctional officer position to be filled as soon as possible in accordance with normal hiring procedures. The cost to the County to establish this additional correctional officer position should range from \$10,000 to \$12,000.

If changes in the facility are undertaken (which are presented later in this section), it may be necessary to provide full-time matron coverage at the jail. Michigan Jail Rules require that all female inmates must be booked, processed, supervised and accompanied by female Sheriff Department staff (matrons). "Upon admission to a facility, a female inmate shall be under the immediate supervision and control of a matron . . . Whenever a female inmate is incarcerated, a matron shall be present in the facility at all times for the care and control of female inmates. A male shall not be permitted in occupied female quarters unless accompanied by a matron . . . A matron shall accompany a female inmate when she is presented in court, questioned by a law enforcement officer, or otherwise removed from the place of her confinement". (Rule 791.638)

The Sheriff has already addressed this potential problem in a way which the consultant considers effective and cost-efficient. A matron is assigned to dispatch duty on each shift. When female inmates are booked, processed, and detained at the jail, the matrons who are acting as dispatchers handle supervision duties; however, the lack of male correctional officers on duty on a 24 hour basis can create problems for the matron who is on duty during the evening and early morning hours. She must handle all dispatch duties and booking, processing and supervision responsibilities of both female and male inmates.

The County should support current jail staff positions and authorize additional positions to insure that the following minimum component of jail staff is maintained:

1 Jail Administrator (Sergeant)
5 Correctional Officers
5 Matron/Dispatchers

The County should insure that the following minimum staffing pattern is maintained in the jail:

	DAY SHIFT	AFTERNOON SHIFT	EVENING SHIFT
MONDAY - FRIDAY	<p>JAIL ADMINISTRATOR</p> <p>(1) Correctional Officer</p> <p>(1) Matron/Dispatcher</p>	<p>(1) Correctional Officer</p> <p>(1) Matron/Dispatcher</p>	<p>(1) Correctional Officer</p> <p>(1) Matron/Dispatcher</p>
SATURDAY - SUNDAY	<p>(1) Correctional Officer</p> <p>(1) Matron/Dispatcher</p>	<p>(1) Correctional Officer</p> <p>(1) Matron/Dispatcher</p>	<p>(1) Correctional Officer</p> <p>(1) Matron/Dispatcher</p>

b. Adequate training for jail staff is essential for safe and effective jail operations. Jail staff should be familiar with all safety, security, emergency, disciplinary, property control, classification, and other procedures and should have access to written procedural manuals when confronted with unfamiliar situations. Jail staff should also be familiar with jail program operations and staff, and should be familiar with the role which jail programming plays in detention and corrections operations. Jail staff should be able to handle some human relations and interpersonal functions as well as security functions. Resource persons from the community including counseling, health care and crisis intervention professionals can provide valuable training for jail staff. Training specialists from the Michigan Department of Corrections Office of Facilities Services are also available to assist in developing and administering training programs. Staff members from the Office have told the consultant that they are willing to provide training courses in the jail as soon as they are requested to do so by the County. Some of the jail staff have already participated in Office of Facilities Services training courses.

The County should support and encourage the participation of jail staff in training courses and should provide training expenses of \$200 per year for each jail staff member to participate in training programs. Community resource agency staff should be encouraged to provide training in interpersonal and crisis intervention skills for jail staff. These actions will help to address problems of inconsistency in jail operations. Regular training sessions should be initiated with the assistance of the Office of Facilities Services. In-service training should be provided for all jail staff on a continuing basis.

c. Regular jail staff in Branch County are designated as "correctional officers" rather than "guards" or "turnkeys". The title of correctional officer connotes a level of professionalism and more accurately reflects the duties and responsibilities of these staff persons. The role of the correctional officer in the local jail increasingly requires diverse and important skills, abilities and experiences. The position requires training, skill and experience in security, interpersonal relations, emergency and other functions, and necessitates familiarity and working knowledge of all aspects of detention/corrections operations.

The Sheriff and County officials should be commended for the creation of the position of correctional officer within the jail. This designation reflects the high regard with which the Sheriff and public officials hold this position. Because of the high level of skills and qualifications which this position necessitates, the County should continue to attempt to seek highly qualified persons for the position. The County should also attempt to eliminate the salary differential between correctional officers and regular Sheriff Department deputies. By eliminating the salary differential between these positions the County can continue to attract qualified persons, reduce the resentment of regular deputies who are sometimes assigned to jail duty, and remove the stigma and negative connotations that are sometimes associated with work in the jail.

The County should also consider redesignating the correctional officer

position as "corrections specialist". This designation more appropriately specifies the level of skills, training, experience and professionalism which the position entails. It correctly implies that jail staff are specialists in the work they perform and reflects the expertise that they should possess in detention/corrections-related areas. Again, if the County redesignates the correctional officer position as corrections specialist, it should equalize the salary scale with regular Sheriff Department deputies, within the guidelines of seniority and other union considerations.

2. Jail Inmates

a. Many jail inmates are not convicted offenders. These persons may not be punished; they are innocent, according to law, until proven guilty. Housing persons who are not convicted places special demands on the staff and facilities of the jail. *Unconvicted inmates should be provided with their basic constitutional rights as pre-trial detainees and should be offered more opportunities for involvement in jail activities and programs, especially indoor and outdoor exercise and counseling. Other services should be developed for detainees including greater frequency and duration of visits.*

The County should insure that the jail is adequately staffed to provide visual supervision and separation of all pre-trial detainees and especially those with obvious special problems or needs. The attempts to separate pre-trial detainees from convicted and sentenced offenders are necessary approaches to handling the special status of each. This separation should continue, whenever possible, within the limitations an separation imposed by the facility.

b. Many inmates have substance abuse, personal, educational and employment problems or needs. A jail program should be established which includes a diverse set of services to address the personal, substance abuse, educational, employment, family, financial and other problems of jail inmates. The jail program should be planned, developed and implemented with the objective of responding to the needs, problems and concerns of inmates. This program should provide a combination of diagnostic, classification, treatment and referral services. It should be carefully developed so that it does not disrupt the other aspects of detention/corrections operations, but complements them and forms part of an integrated system of detention and corrections. The goals of the program should include: providing services for detainees, reducing recurrent criminal behavior, breaking the cycle of the patterned offender and providing him/her with strategies to lead a productive life and contributing to the overall management and operation of the facility.

c. Space, facility and operational changes in the visiting area would help to overcome feelings of isolation of the inmates. Inexpensive renovations could increase visiting capabilities. The installation of two-way phone jacks in the visiting area would improve acoustics for visiting; a larger window could be installed in each visiting bay to improve the ability of inmates to see their visitors. This alternative action would not appreciably increase the space available for visiting. Facility changes

will be necessary to provide more adequate visiting spaces.

Visiting policies and procedures should be revised. The length of visits and the frequency of visits should be increased. Expanded visiting hours would be especially helpful for jail inmates who are not from Branch County. The opportunity for increased visiting for all inmates would allow them to maintain closer contact with their families and communities. Incarceration tends to alienate a person from his family and friends. This alienation may make it more difficult for the inmate to refrain from further criminal acts when he/she is released. Alienation could be minimized by the provision of reasonable visiting hours and privileges. This would decrease the isolation felt by many inmates and might result in safer and smoother jail operations. The consultant suggests that all inmates be allowed a minimum of two visits each week of one-half hour in length.

3. Procedures

a. A formal, written procedural manual should be developed by the Sheriff and/or the Jail Administrator for use by jail staff as a reference source when unfamiliar or emergency situations arise. A manual would insure that jail operations are conducted consistently and efficiently and would help reduce inmate complaints about inconsistent treatment by jail staff. This manual should be available for convenient staff reference. All jail staff should be acquainted with the procedures included in the manual and command staff should monitor staff actions to assure that procedures are being followed. The manual should include as a minimum, but not be limited to, the following standard operating procedures:

- job descriptions for the jail administrator, correctional officers and matrons
- duty and work station assignments and responsibilities
- security procedures
- emergency procedures including fire, escape and riot plans
- a copy of the "Rules for Jails, Lockups and Security Camps" issued by the Michigan Department of Corrections

In addition, formal written procedures should be available for staff reference for the following operational areas:

- booking, processing and supervision of female inmates
- disciplinary procedures for disruptive inmates
- medical care and treatment, including emergency medical care
- dispensing prescription and non-prescription drugs
- inmate property control
- recording and receipt of inmate funds
- a copy of the current set of inmate rules as developed by the Sheriff and Jail Administrator and approved by the Circuit Court Judge

b. A formal classification plan for adequate security separation should developed and should be available in written form for staff reference. An attempt should be made to provide more appropriate security segregation.

The Michigan Jail Rules state that "A facility administrator shall provide a basic plan for classifying inmates . . . Items to be considered in reference to classification of inmates are:

- (a) housing separation
- (b) determination of the type and extent of security required . . .
- (c) determination of ability of inmate to benefit from treatment . . . or other correctional services
- (d) assignment to educational and vocational training classes
- (e) assignment of work programs . . .
- (f) post release referrals to appropriate agencies for additional care and treatment." (Rule 791.642)

The consultant realizes that adequate classification and security separation are very difficult to achieve due to the constraints imposed by the design and condition of the physical setting of the current facility. It is not recommended that major interior renovation take place within the current cell areas to change housing capabilities and to create single cells for security classification and separation as an isolated response to facility deficiencies; this action would decrease the capacity of the facility and shorten its expected life if it was not initiated as part of a long-range plan of facility improvements. A classification plan should be developed although implementation will be difficult. The current separations of men from women and pre-trial detainees from sentenced offenders are possible and should be continued.

c. Inmates who are detained in the short-term holding areas of the first floor of the jail, many of whom are intoxicated or under the influence of drugs, are not adequately supervised. It is not possible to visually supervise the short-term holding areas from the dispatch room on the first floor. The lack of jail staff and 24 hour coverage by correctional officers makes it difficult to monitor and supervise persons who are held in these areas and difficult to conduct hourly visual checks as required by the Jail Rules. Because of the shortage of jail staff, visual cell checks of inmate-occupied areas on the second floor are not conducted hourly as the Rules require. Male correctional officers sometimes supervise, transfer and enter inmate areas occupied by female inmates without being accompanied by matrons.

The Michigan Jail Rules require adequate staffing of the jail to eliminate situations and problems such as those outlined above which do occur in the Branch County Jail. The County should strive to insure that a minimum staffing pattern such as that outlined in recommendation A. 1.a. is maintained.

d. Proper security procedures are difficult to maintain in the jail. Correctional officers must carry all of the security keys into inmate-occupied areas when they enter these areas. In order to enter the visiting area on the second floor, visitors must penetrate the security perimeter of the facility. In order to reach the "complaint desk area" civilians are in close proximity to the makeshift inmate booking and processing areas; they can observe inmates who are being booked and processed. There is no visual supervision of civilians who enter the jail; there are at least three non-

secured civilian entrances to the facility. These situations constitute serious breaches of facility security and can be demeaning for inmates who are being booked and offensive for civilians who are in the jail on legitimate Sheriff Department business.

Difficulty in maintaining adequate facility security results both from deficiencies in the design of the jail and from the lack of jail staff. To provide proper facility security the County should maintain a minimum staffing pattern as outlined in recommendation A. 1.a. It will be difficult to solve all of the security problems without major changes in the facility design. These changes are presented in the alternative solutions and options to facility-related problems.

e. Commissary services and supplies available to inmates are very limited. There are no consistent policies in effect concerning types of commissary items and their availability.

The commissary operation at the jail should be upgraded. Inmates should be allowed to purchase commissary items at least twice weekly. A formal commissary should be established which is administered by the Jail Administrator or a correctional officer. The commissary should stock a variety of items which can be stored at the jail. The items should be consistently available. These items should include: 5-10 brands of cigarettes, packaged convenience foods (potato chips, cakes, pies, doughnuts, etc.), writing materials, postage stamps, fresh fruit (limited to one or two items per person to prevent spoilage), personal hygiene articles, candy, nuts and others. The commissary could be run on a limited profit basis and profits could be used to provide inmates who are without money with basic items (cigarettes and writing materials), or they could be contributed to the Sheriff Department charity fund, the regular Sheriff Department budget, or the County general fund. A commissary would be relatively easy to operate. Inmates could be given a printed list of items which are available and requested to mark their choices for delivery in two or three days. The correctional officer who administers the commissary would check the order, charge the amount to the inmates account and deliver the requested items. At that time he would issue the inmate a receipt and have him/her sign a record of the expense on an "inmate account form" which is maintained for each inmate. The commissary would be a simple operation and easy to maintain, monitor and operate; however, it could greatly assist in easing inmate tension, demonstrating concern for inmate needs, and aid in smoother management and operation of the facility.

f. Space and facility changes will be required to eliminate the necessity of inmates eating in their cells. This operational deficiency cannot be corrected without changes in the physical setting.

g. Inmates who assist in food service preparation and delivery should be allowed and required to shower daily. Lack of a sufficient number of operating shower facilities is the primary problem. Trustees who assist with food service could use the women's cell area when this area is not occupied.

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h. Space needs and poor facility layout affect the provision of adequate interview areas in the jail for attorney/client interviews and parole and probation conferences. Renovation of the Sheriff's apartment on the first floor could provide adequate interview space, although this space would be outside the security perimeter of the detention/corrections areas of the facility. It is possible that other renovations within the facility could provide additional interview space.

i. The Judges have pointed out that the jail does not meet minimum constitutional standards of health, safety and care in many areas. These deficiencies are caused primarily by the condition of some areas of the facility, by the lack of certain required spaces and by the lack of certain activities and programs. It is possible that some areas of the jail could be improved by increased maintenance. Most of the problems are caused by deterioration of the mechanical and support systems of the facility and by the lack of available space for required areas and activities.

j. The capability of the jail to house juveniles is limited by the lack of diverse cell and housing areas, space problems, the inability to adequately supervise, and difficulties in separating inmates. It is possible that renovation within the facility could create the necessary space to house juveniles but such action would decrease the overall amount of available space, decrease the bedspace capacity of the jail, and would not address other space problems of the facility. Facility changes and the provision of significant additional space will be necessary to adequately provide the jail with short-term juvenile detention capabilities. The Probate Judge and Juvenile Court Administrator do not think that there is a need to house a large number of juveniles at the jail; however, both feel that the capability of housing juveniles who may require short-term secure detention or simply a place to sleep overnight until more appropriate housing can be found, should be provided in Branch County. They indicated that any bedspaces which would be for juvenile use should be completely separate from adult cells so that visual supervision can be continuously provided.

k. *It is necessary to establish increased communication and cooperation between the jail and other agencies of the criminal justice system. The Jail Administrator and other jail staff should act as intermediaries to establish the link between the jail and other agencies. A good initial step in the development of stronger relationships with other criminal justice and law enforcement agencies would be development of jail programs that can provide assistance (client information, referrals, etc.) to other agencies. Information that is gained about criminal justice system clients should be shared between agencies (maintaining confidentiality and access requirements), especially where treatment and classification functions are concerned. Proper diagnosis and classification at the jail can help to assure that inmates with special problems are identified, that the information is communicated to other criminal justice agency staff (judges, probation, prosecutor) and that those persons who require special treatment can receive it as part of their sentence or as an alternative to a traditional correctional sentence. In order to make this type of "total system"*

approach to correctional and alternative forms of treatment effective, communication and cooperation between criminal justice and community resource (human service) agency staff is essential. When a jail program is established in Branch County, this cooperative approach should be carefully developed as one of the objectives of the program.

B. PROGRAMS

1. Jail-Based Programs

a. There are no formal, jail-based inmate treatment or rehabilitation programs at the Branch County Jail. Processing of inmates at booking and intake does not include identification of problems, needs and abilities, nor classification of inmates. Counseling and education services are not formally available to inmates of the jail. Substance abuse and other mental health services are not formally available. There are no vocational training or employment placement assistance services available. There is no formal referral and/or follow-up procedure for inmates with special problems who require treatment. The work-release and study-release programs have not been fully operational. The primary causes of this problem have been the constraints imposed by facilities, procedures and jail staff attitudes. A plan has not been submitted to the Office of Facilities Services which outlines the implementation of jail programs in Branch County.

(G) *Branch County should initiate formal jail programming as soon as possible. Jail programs are a means of identifying and responding to the needs of the inmate by using a wide range of resources, consistent with the overall objectives of the jail setting (safety, security and health). In many jails, programs are an integral component of all aspects of jail operations. Jail programs may begin with screening, diagnosis and classification at intake and extend through referral, release and follow-up in the community.*

The following are some examples of the types of programs which might be implemented in Branch County. Jail programming is more fully explained in Appendix G.

Work-release is the most common form of job-development programming for inmates. Usually inmates participating in work-release leave the jail every morning to report to their jobs, and return in the evening. There are many benefits to work-release. Inmates can help support their families, learn job skills, and find a source of support when released. Work-release can offer the possibility of reducing jail costs through shorter periods of incarceration. Participants pay taxes on their wages, and some may also pay restitution to their victims.

Educational services might be established through the assistance of the Coldwater Community Schools Continuing Education Program. Inmates could be given the opportunity to complete high school and receive their G.E.D. High School Equivalency Diploma.

Many work opportunities have some vocational training or educational value. Acquiring a complicated skill in jail is unlikely, but the opportunity

exists to test an inmate's aptitude and interest in some type of work. The experience may be useful as a prelude to training release to an agency such as the Branch County Intermediate School District Skills Center or the Barry-Branch-St. Joseph Manpower Consortium for vocational training and employment assistance.

Substance abuse and mental health counseling have been requested by many jail inmates. Group counseling sessions could be conducted in the jail by staff from the Community Mental Health center or the Listening Ear of Branch County. These services can help to ease inmate tensions within the jail and can help participants to gain an understanding of their behavior and actions.

One of the most useful services the jail can provide is to advise inmates of available community services and agencies and encourage their utilization. An important service can be provided by assisting an inmate to find community resources such as schools, churches, social service agencies, potential employers and others.

The preceding are only a few examples of the types of services and activities that can be provided as part of comprehensive jail programming. These services can be an important part of a total system of detention and corrections. They can contribute to the overall goals of the reduction of criminal activity and the safety, security and order of the jail facility in an effective and cost-efficient manner.

The consultant recommends that one full-time jail program coordinator be hired to assist in planning, developing, implementing, and administering jail programs. This person should report directly to the Jail Administrator and would work with the proposed corrections specialists (see recommendation A. 1.c.). The coordinator should be paid from \$10,000 - \$15,000 annually, plus fringe benefits. Additional funds would be needed for supplies and equipment. Total annual costs of implementing a jail program would range from \$15,000 to \$25,000. At an average cost of \$10 per day to house persons in the jail, incarceration is costly. If the jail program affected only six (6) persons annually to the extent of diverting them from jail or keeping them from returning to jail for a period of one year, the program would pay for itself from the savings in inmate housing expenses.

Jail program staff should only directly provide those services which are not available in the community. The jail should increase the use of resources available in the community to provide programs and activities for inmates. The primary role of program staff should be to coordinate activities and refer persons to agencies which may be better equipped to provide specialized services. The consultant has identified a number of resource agencies which have indicated an interest in the jail (see Appendix D). Jail staff should contact these resources and encourage their involvement. It is recommended that the Program Coordinator and Sheriff select a group of citizens and professionals to serve as an advisory committee to the jail program. Similar committees in other counties have proven productive.

The staff of the Office of Facilities Services, the Region III Crime Commission and Community Corrections Resource Programs (CCRP) can provide the County with technical assistance in planning and implementing jail programs.

The provision of follow-up services has traditionally been difficult for jail programs. Volunteers can be an excellent resource in providing follow-up services for inmates. A volunteer program could be established which could match volunteers with inmates to provide specialized services, friendship, advocacy and support during the re-entry process into the community. A volunteer program would be particularly beneficial for young and first-time offenders. Students and responsible citizens have provided services to offenders in other jails; the reduction in recidivism has been encouraging and impressive. Volunteer programs within the jail should be part of a larger volunteer network which serves other areas of the criminal justice system and forms part of a comprehensive approach to detention/corrections services. Technical assistance for establishing this type of program could be provided by the Region III Crime Commission and the Michigan Volunteers in Corrections organization located in Flint. Supportive services could be provided by CCRP, Inc. A more detailed explanation of the use of volunteers in the criminal justice system appears in Appendix G.

b. Medical treatment is inadequate at the jail. Regular medical treatment and screening, or daily "sick calls" are not conducted by a registered nurse or physician. Physically ill inmates must be diagnosed and treated at the Branch County Health Center. No doctor or nurse makes regular visits to the jail; it has been difficult to find even one physician who will come to the jail when called. Michigan Jail Rules state that "Space and equipment for medical examination, treatment and convalescent care shall be provided in each jail or written protocol established and implemented with a recognized community health care facility for inmates of the jail". (Rule 791.543)

Branch County should consider establishing a program of regular preventive medical examination and treatment for all longer-term inmates of the jail (more than 5 days). The program could be established using the services of the Branch County Health Department. A registered nurse and medical technician or nurse's aide could visit the jail and examine long-term inmates for contagious and other diseases. Programs of this type have worked very well in other localities. General health screening, disease prevention examinations and educational programs should be established as regular components of jail programming. This type of program could save the County costly medical treatment expenses and can insure that medical treatment for inmates is provided in an appropriate security setting.

c. Daily exercise is essential for good health. Exercise outside the close confinement of a cell, especially if outdoors, is also very beneficial to inmate mental health. Exercise and recreation is a wholesome way of venting energy that might otherwise find an outlet in disruptive or aggressive behavior. The trend in recent court decisions supports the standard that every inmate be given the daily opportunity for physical exercise. Indoor and/or outdoor exercise, recreation and leisure activities are not available

to inmates at the Branch County Jail. The design of the facility and the lack of space in the jail hinder the establishment of regular indoor and/or outdoor exercise activities. The Jail Rules mandate that "A jail shall provide an inside and outside exercise area which meets the definition of a security area". (Rule 791.571) It will be difficult for the County to provide exercise programs without creating space for these programs within a security area. It may be possible to create an exercise area on the roof of the present garage area, with access from the second floor of the jail. Exercise should be provided within the jail but only as part of a long-range plan for facility renovation and improvement.

2. Non-Detentional Alternatives/Diversion Programs

- (G) a. The development of alternative alcohol detoxification and treatment programs and facilities in Branch County is essential to comply with the requirements of Public Act 339 (Decriminalization of Public Intoxication). Alternative methods of handling public intoxicants must be developed and implemented by February, 1978. A Task Force composed of private citizens and law enforcement, social service, mental health, hospital and probation officials has been formed to develop alternative treatment methods and facilities. In addition, staff from other agencies in the criminal justice system are developing proposals to establish alternative treatment methods and facilities for all persons who are arrested and convicted of substance abuse offenses. *These groups should be encouraged in their efforts to develop alternative detoxification programs for substance abusers in Branch County. These efforts are indicative of the quality and concern of citizens, officials, agencies and other community resources in the County.*
- (G) b. Many officials and citizens have recognized that alternatives to arrest, incarceration and adjudication (diversion from the criminal justice system) are important and cost-effective ways of handling suspects, defendants, and offenders. The National Sheriff's Association, the National Association of Counties, and the National Clearinghouse for Criminal Justice Planning and Architecture, as well as the Michigan Office of Criminal Justice Programs have identified diversion programs as a necessary and cost-effective component of the local criminal justice system. The development of a range of non-detentional and diversion programs is necessary to insure that law enforcement agencies and the courts are provided with a range of options for handling suspects, defendants and offenders, consistent with the goals of safety and security of the community. The use of citations by some law enforcement agencies and release on personal recognizance as a bonding option by the courts are examples of diversion efforts being used in Branch County. *Other diversion efforts that are desired and considered feasible by the citizens and officials of Branch County should be developed in the County. These programs should be planned and implemented through the combined efforts of citizens, criminal justice agency officials, and human service agencies. Types of diversion efforts which may be considered are presented in Appendix E under PROJECTED IMPACT OF NON-DETENTIONAL PROGRAMS. Detailed proposals outlining the diversion efforts which are most widely used in Michigan are presented in Appendix G.*

c. The County should establish a Detention/Corrections Citizen's Ad-

visory Committee to assist officials and criminal justice agency staff in planning, developing, implementing and evaluating detention, corrections, and non-detentional alternative program efforts. The committee should be composed of citizens, criminal justice and human service agency staff, business and professional persons and others from a wide geographical area and from a diversity of political, cultural and socio-economic backgrounds. Members might include representatives from the clergy, social and fraternal organizations and an ex-offender. The Board of Commissioners should seek citizen input from members of this committee, and should formally recognize the committee by including a representative of the Board in its membership. The committee might assist in jail program development and the development of diversion programs. This committee can also distribute information about the jail and the findings of this study to interested citizens, and it can assist in the implementation of alternative actions, options and recommendations presented in this report. Input from members of such a committee can be very beneficial to criminal justice agency staff and officials. The committee, once it is established and functioning, might assume a status which is parallel to the Community Mental Health Board and the Department of Social Services Board for the criminal justice services administered by the County.

C. FACILITIES

Some of the most serious problems with detention, corrections and law enforcement services in Branch County are due to deficiencies and constraints imposed by the current physical setting of the Branch County Jail. All of the problems which the consultant has identified require attention and action by the County, and many of the operational and program problems can be corrected without significant additional expense. Actions which are taken to address facility problems will require additional expenditures of County funds; however, most of the facility-related problems can be corrected with a comprehensive, carefully developed, long-range plan of facility improvements.

The consultant identified fifty-nine (59) distinct facility problems, deficiencies, and needs during the course of the study which directly result from the condition, design, construction, or lack of space in the current jail structure which houses all detention, corrections and law enforcement functions. A number of additional problems concerning operations or programs have been identified which result from the jail design or lack of space in the facility (lack of adequate visiting, inability to classify and separate inmates, inability to provide adequate supervision, and others).

The following, final section of the Summary Report outlines the major types of physical solutions which may be taken to address facility problems. Each distinct facility problem is not repeated here. Some of the alternatives and options which are presented will address all, or the majority of the identified problems; some alternatives will address only a few problems. Following the presentation of alternative actions, the feasibility of each alternative is evaluated. Following the feasibility evaluation a number of specific options, plans, recommendations and corresponding costs are presented.

1. Alternative Actions

a. Renovation of Mechanical and Support Systems in the Facility

One action which could be taken to address facility problems is to repair and upgrade the mechanical and support systems in the facility. This action would include repair and upgrading of plumbing, heating, mechanical ventilation and electrical systems. This action would address many of the problems identified under Mechanical and Support Systems in Section III. Summary of Problems in this Summary Report. This action would not significantly alter the space available in the jail. The problems which would be corrected through this action are:

- repair and improvement of heating system
- repair and improvement of plumbing
- repair and improvement of mechanical ventilation system
- repair and improvement of electrical system
- addition of smoke and fire detection and suppression systems
- addition of ramps, elevator, second exit, public toilets and other provisions of barrier-free design requirements

b. Limited, Remedial Renovation of the Current Facility

This alternative would involve the restructuring and reconditioning of the current facility and the reallocation of space within the confines of the existing building. This action would address many of the most serious problems of the facility. Renovation within the facility could improve the intake, processing, holding, security, visiting, second floor control, program, dispatch/radio, and office areas of the jail. Restructuring could improve the separation of detention/corrections areas from law enforcement areas and the separation of all areas from the general public area.

Other problems could also be addressed through renovation of the current facility but might result in lowering the bedspace capacity of the jail, depending on the extent of renovation and restructuring efforts. Restructuring could result in decreasing the space available for detention and corrections functions. If restructuring occurred without the construction of additional space, and bedspaces were decreased, the long-term bedspace needs for future detention/corrections populations would not be met. Additional bedspaces might be required which would not be available.

c. Renovation of the Current Facility and Construction of Additional Space On-Site

This action would involve the renovation of the current jail facility and the construction of additional areas on the current site to provide the additional spaces needed for detention, corrections and law enforcement functions which have been identified through the study. This type of action can address all of the problems identified with the facility. This alternative has the advantage of: keeping the jail at an established location; proximity to the courts and other County services; a location near the geographical center of the County and near the center of law enforcement, com-

plaint, and crime and arrest activity; no additional costs for establishing utility services, lower costs due to the utilization of the current facility (compared to total replacement of the facility), as well as all the advantages of alternative action b. Limited Renovation of the Current Facility. Renovation and construction of additional space would not require that additional money be spent on site acquisition, site development and utility service development.

This action could create some problems. These problems include: site crowding and congestion; the need for additional parking in the area; and the need to create an adequate buffer zone around the facility to screen it from the surrounding neighborhood. Sensitive design of the new construction and adequate landscaping could overcome these problems.

(The consultant considered the alternative action of renovation of the current facility for continued use and construction of additional space on another site. This alternative would necessitate operating two facilities. Because of the size, staffing patterns, potential transportation problems and other considerations, this action is not considered a feasible action.)

d. Replacement of the Facility on the Current Site

This action would involve the demolition of the existing jail and replacement of the facility on the current site. This action could address all of the problems which have been identified with the facility. It would allow the County to provide all necessary space for detention, corrections and law enforcement services and eliminate any possible problems or deficiencies which could be created by attempting to renovate the current facility. Specific advantages of this action would include: keeping the jail at an established location; proximity to the courts and County services; and eliminating the necessity of site acquisition, development and utility service development. Disadvantages of this action would include: future use of the current facility would not be possible; higher costs (compared to renovation of the current facility); possible problems with parking and traffic congestion; and possible difficulty in providing an adequate buffer zone around the site. Creative and sensitive architectural design might be able to address most of these potential problems.

e. Replacement and Relocation of the Facility

This action involves the construction of a new facility located on a new site. This action would address all of the problems identified with the current facility. The advantages of this action might include: locating the jail outside of residential and business areas; better accessibility to major transportation routes; sufficient space for future expansion; and possible other advantages. Disadvantages of this alternative might include: loss of current site advantages including proximity to courts and other County services; additional costs of site acquisition, development and utilities development. Zoning ordinances and land use plans might also create problems.

2. Feasibility

The following section presents an assessment by the consultant of the feasibility of each of the five alternative actions outlined in the preceding section. The feasibility assessment was based on a broad range of considerations including objective criteria presented in the preceding section and the subjective judgements of the consultant.

a. Renovation of Mechanical and Support Systems in the Facility

A detailed study of the mechanical and support systems in the jail has been conducted by an independent engineering firm not associated with the consultant that was hired independently by the County. The Board of Commissioners has received cost estimates for reconditioning the heating, plumbing, mechanical ventilation and electrical systems and installing a fire detection/suppression system. Based on a preliminary evaluation conducted by the consultant it is expected that mechanical system reconditioning/replacement costs could be substantial. If all of the major mechanical system deficiencies were corrected the jail would still not be adequate for current or future use. Mechanical system reconditioning could decrease the amount of space available and would not address any of the problems associated with the design of the facility or the lack of space. *The upgrading of mechanical systems and the provision of barrier-free design requirements will be necessary if the jail is renovated for future detention/corrections use or for other uses; it is doubtful that correction of mechanical and support system problems would be sufficient as an alternative action by itself. Mechanical and support system reconditioning, replacement and installation, by itself, will not address other major facility problems and could make other problems worse (by decreasing available space). Mechanical system renovation will be necessary if other actions are taken to address facility problems. The consultant does not recommend implementing this action as a solution by itself.*

b. Limited, Remedial Renovation of Current Facility

This feasibility assessment is based on the assumption that law enforcement operations would remain in the current facility and that the current bedspace capacity and arrangement of beds would be maintained. It would be possible to solve many of the more serious facility problems through renovation efforts. These changes would make the current facility safer, more secure and more efficient but would not provide all of the space necessary to meet the current and future needs of detention, corrections and law enforcement functions of the Sheriff Department, and would not appreciably extend the utility and life of the facility if they were not undertaken as part of a long-range plan of facility improvements and additional space construction. Limited, remedial renovation, if not undertaken as part of a long-range plan, might compound some facility problems and might only delay the time when the Sheriff Department would again encounter serious facility problems and deficiencies.

The current and projected space needs of law enforcement services and current and projected space needs of detention and corrections operations

have been estimated as totalling 1.89 times the amount of space available in the current facility (current available space = 15,866 sq. ft.; needed space = 30,000 sq. ft.). Renovation of the current facility alone would not address the major problems of the types of bedspaces needed and current space deficiencies in other operational areas.

A limited renovation plan would only address those problem areas within the facility that are most in need of immediate attention. The consultant considers this plan, as presented in the following section of Options, to be strictly remedial. Should a limited renovation program be undertaken, areas of the jail which serve in a detention/corrections capacity, except for intake, booking/identification, holding, detoxification, control center, security vestibule, jail program and visiting areas, would not be brought into compliance with the "Rules for Jails, Lockups and Security Camps". Violations of the Rules with regard to minimum square footage requirements for inmates, diversity of bedspace types, segregation capabilities, exercise areas and other areas would not be corrected by a limited renovation plan. *The consultant feels that the best interests of the future needs in long-range planning for Branch County detention, corrections and law enforcement functions may best be served by incorporating a limited renovation plan as part of a long range plan, if limited renovation is chosen as the alternative action to address facility problems.*

c. Renovation of Current Facility and Construction of Additional Space On-Site

Based on the space needs assessment (Appendix F) 14,134 square feet of additional space is needed to supplement the current 15,866 square feet of space in the existing facility. The current site is large enough to accommodate an addition of 14,134 square feet, and the existing facility could be renovated to provide 15,866 square feet of usable space. The majority of the additional needed space could be constructed on the east side of the facility if the garage building which is used to store marine patrol equipment and other vehicles was demolished. Some additional space could also be constructed on the north side of the current facility but this construction would eliminate most of the parking area on the north side and behind the Courthouse. The current facility might be able to support a third story, but the addition of a third story would require more staff to operate the facility if detention and corrections functions were housed there. Some of the needed additional space could be constructed on the roof of the present garage area as part of an addition to the second floor. The addition of 14,134 square feet to the existing facility might create overcrowding on the current site. Preliminary architectural drawings could make these determinations. The alternative of renovation of the current facility and the construction of additional space would allow the County to continue using the existing building.

It would be feasible to renovate the second floor of the existing jail for detention/corrections functions. It would be possible to create 30 beds on the second floor from the current 51 beds; these 30 beds would comply with minimum square footage requirements of the Michigan Jail Rules. Additional construction on the east end of the jail and the addition of space

above the current garage area would also create needed bedspaces. If the majority of bedspaces were renovated and constructed on the second floor it would be possible to supervise the second floor from a newly created control center located near the top of the current stairway. Renovation and construction of bedspaces, and the creation of a secure control center according to this plan should allow control and supervision of the second floor by a single correctional officer on each shift. A central control area would allow staff to observe activity in detention areas to the east, west and north and in the proposed segregation cell immediately opposite from this area. The costs for continued use of the facility for detention/corrections functions would include renovation costs to demolish some concrete, steel and grillwork and new construction costs to provide more effective security measures and single cell occupancy. The space needed for the existing facility and additional space could be provided by construction of a new addition on the east end.

The consultant feels that if this alternative action is selected to address facility problems, detention/corrections functions should be located primarily on the second floor of the existing facility and the second floor of any new addition to the facility. Law enforcement operations should be confined primarily to the first floor of the existing facility and the first floor of a new addition. These provisions would insure that adequate separation of detention/corrections and law enforcement functions is maintained. It would be possible to locate some law security work-release and trusty bedspaces on the first floor outside of security areas. Primary use of the first floor of the existing facility for law enforcement functions would allow less expensive renovation costs. Other advantages of this alternative include advantages of the current location. Site acquisition and utility service development costs would also be eliminated. Some potential disadvantages of this alternative include possible site congestion, parking and traffic congestion, and possible lack of space for landscaped buffer zones. The consultant considers this alternative action feasible and cost efficient. Creative and sensitive design of additional space and careful renovation of current space could address all of the current facility problems and deficiencies.

d. Replacement of the Facility on the Current Site

This alternative action offers most of the advantages of alternative c. Renovation and Addition on the Current Site. One important advantage of this alternative would be the ability of the architect responsible for facility design to develop a design which is best-suited for the site and is not dependent on integration with an existing building. A completely new and independent facility design would increase the likelihood of obtaining maximum space utilization and operational efficiency. These important design considerations might be more difficult to achieve in the design and construction of additional space which is linked to an existing facility where efficiency and space use are not optimal, as in the Branch County Jail. The major disadvantages of this option include increased costs, the possibility of site crowding, and elimination of the use of the current facility. The consultant considers this alternative action very feasible, although it would be more expensive than other feasible alternatives.

c. Replacement and Relocation of the Facility

This alternative is also considered feasible by the consultant. It would address all of the problems identified with the current facility. It could allow the County to use the current facility for other purposes such as offices. The major disadvantage of this alternative is the increased cost involved when compared to other alternatives. Increased costs could be substantial and might include site acquisition, site development, road and utilities development and increased operational costs for transporting inmates to the courts. Other limitations include the loss of significant advantages of the current site such as proximity to courts and other County and city services, location near the geographic, transportation, population and service center of the County, and loss of the current, established location of the jail. Relocation of the facility on another site could offer better road access for road patrol operations and other law enforcement agencies, and a location outside of a residential neighborhood. A new and larger site could also offer a better opportunity to provide more pleasant buffer zones surrounding the facility and more room for outdoor exercise areas. *This alternative is a feasible action for the County. Total costs may substantially exceed those of other feasible actions depending on the availability of County-owned land in other locations.*

The consultant has determined that a number of possible alternative solutions exist which will address physical problems with detention, corrections and law enforcement facilities. Based upon careful review of all alternatives, four of these alternatives have been judged to be feasible alternative solutions. The four alternative solutions are:

b. Limited, Remedial Renovation of the Current Facility

a. Renovation of the Current Facility and Construction of Additional Space On-Site

d. Replacement of the Facility on the Current Site

e. Replacement and Relocation of the Facility

Alternative action b. would not address all of the problems identified with the current facility. It would address many of the most serious problems and deficiencies but this alternative is considered by the consultant to be strictly remedial. Alternative actions c., d. and e. would address all of the problems identified with the current facility. Any of these actions are feasible alternatives for Branch County.

3. Options

Several options have been identified, any of which could address some or all of the physical problems of the facility. Costs, space requirements and other important elements of the options are presented here.

a. Limited Renovation of the Current Facility

This option offers the least expensive solution to facility problems; however, this option does not address all of the problems with the facility. As an isolated action it may allow maximum utilization of the current jail facility. This option is presented in order to give County officials an idea of the minimum renovation work which the consultant feels must be undertaken in order to address the more serious problems of the facility. These areas require immediate attention and upgrading. The County should initiate these remedial actions if option a. is determined to be the appropriate option to address facility problems and needs. This option should be considered only as part of a phased plan of facility development. County officials should consider this option as the initial action in a long range development plan for more extensive renovation and additional construction to the jail facility. If it is determined that option a. is the most appropriate action for the County to take, the following remedial actions should be taken.

1) Intake Area

- Convert one bay of vehicle garage for a security garage area.
- Construct a security vestibule with interlocking doors.
- Install a gun deposit.
- Realign the intake corridor so that it can be seen from the new location of the control/dispatch room.
- Redesign the holding cell for better visibility and control.
- Construct a detoxification cell so that it can be visually supervised from the control/dispatch area.
- Combine the booking and I/D areas. This will require new construction within the facility of a booking and I/D area.

2) Law Enforcement Area

- Relocate the control/dispatch room to the present file storage room/Undersheriff's office.
- Enclose the corridor wall, the lobby wall, and the exterior windows surrounding the control/dispatch area with security glass.
- Relocate the main building entrance to the present Sheriff's apartment entrance located at the west end of the building.
- Develop a lobby and complaint area between the new entrance and the new dispatch area.
- Convert the Sheriff's apartment to necessary office space.

- Reassign first floor offices with necessary modifications.
- Develop a civil defense or emergency operations center in the basement of the facility.
- Remodel the present kitchen area.

3) Detention Area

- Construct a secure control center in the present correctional officer and visitors area with visual supervision of the stairway and the main detention corridor.
- Construct a segregation cell that can be visually supervised from the control center.
- Install visual panels between the main corridor and inmate-occupied areas.
- Relocate the women's detention cell for access by a separate corridor from a stairway.
- Add additional stairway(s).
- Construct a multi-purpose room, probably on the garage roof.
- Renovate the locking, heating, ventilation and plumbing systems, and renovate all areas to comply with barrier-free design requirements.

4) Visitors Area

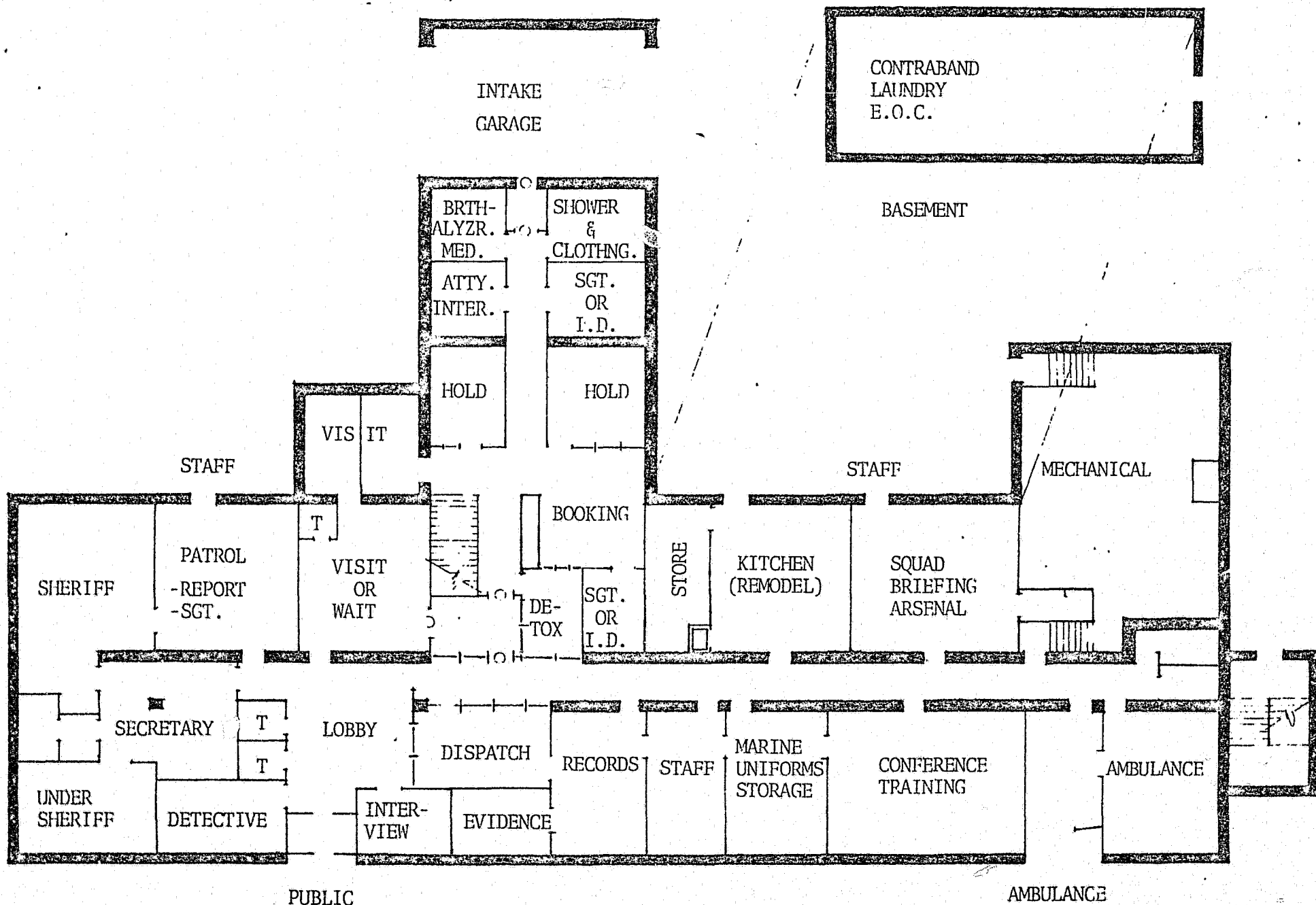
- Develop a secure visitors area on the first floor of the facility. Include in this area a visitors waiting lobby and both secure and contact visiting areas.

Preliminary architectural drawings of the proposed changes and remedial actions which should be undertaken as part of this option are presented on pages 61 and 62.

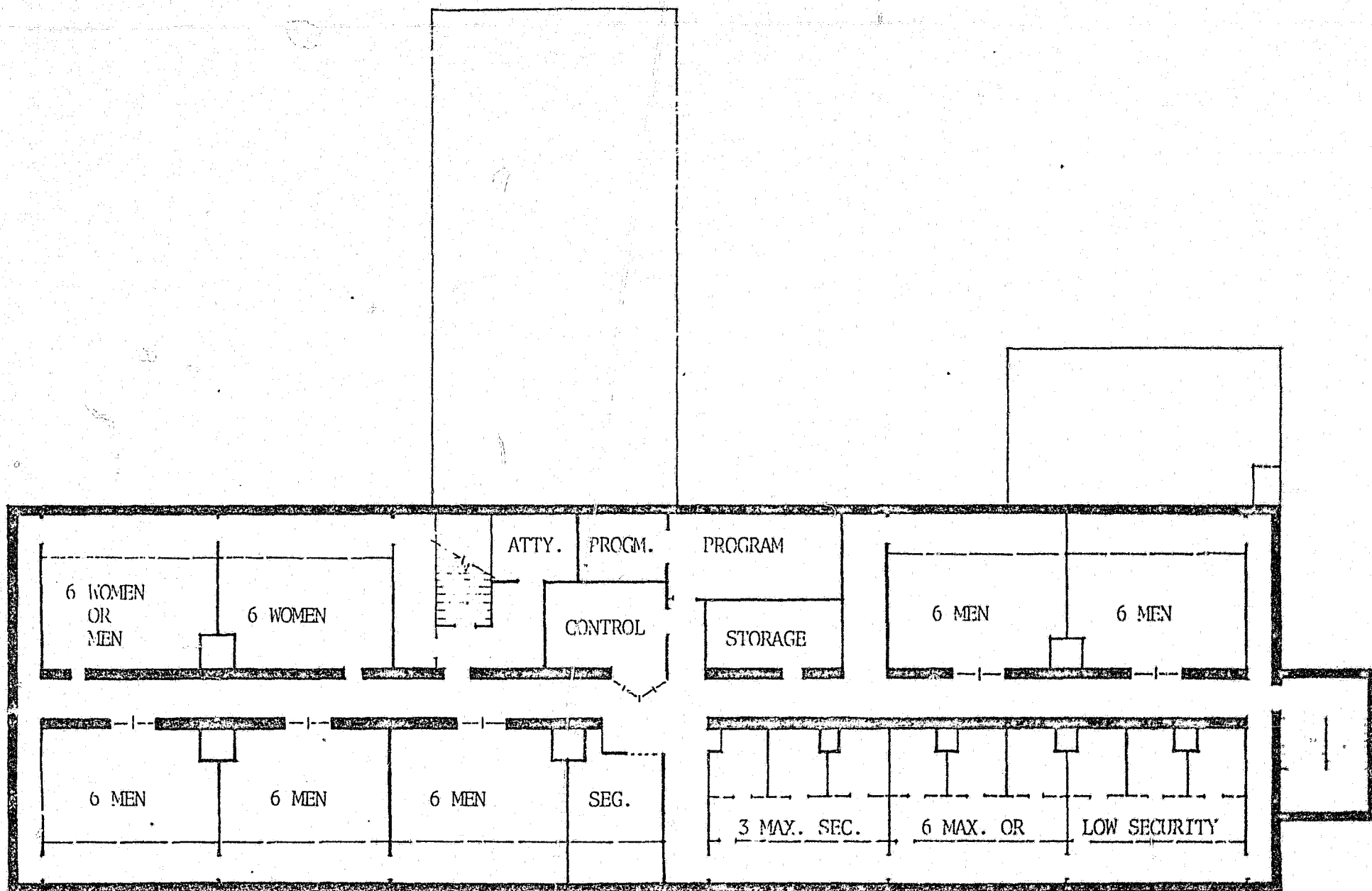
It is difficult to estimate the renovation costs which would be incurred under option a. In order to accomplish the specific renovation work outlined under this option, the consultant has estimated that renovation costs would be between \$250,000 and \$300,000. It should be emphasized again that immediate renovation work can and should be considered as part of a phased architectural program of renovation and addition to meet future space needs.

b. Renovation and Addition

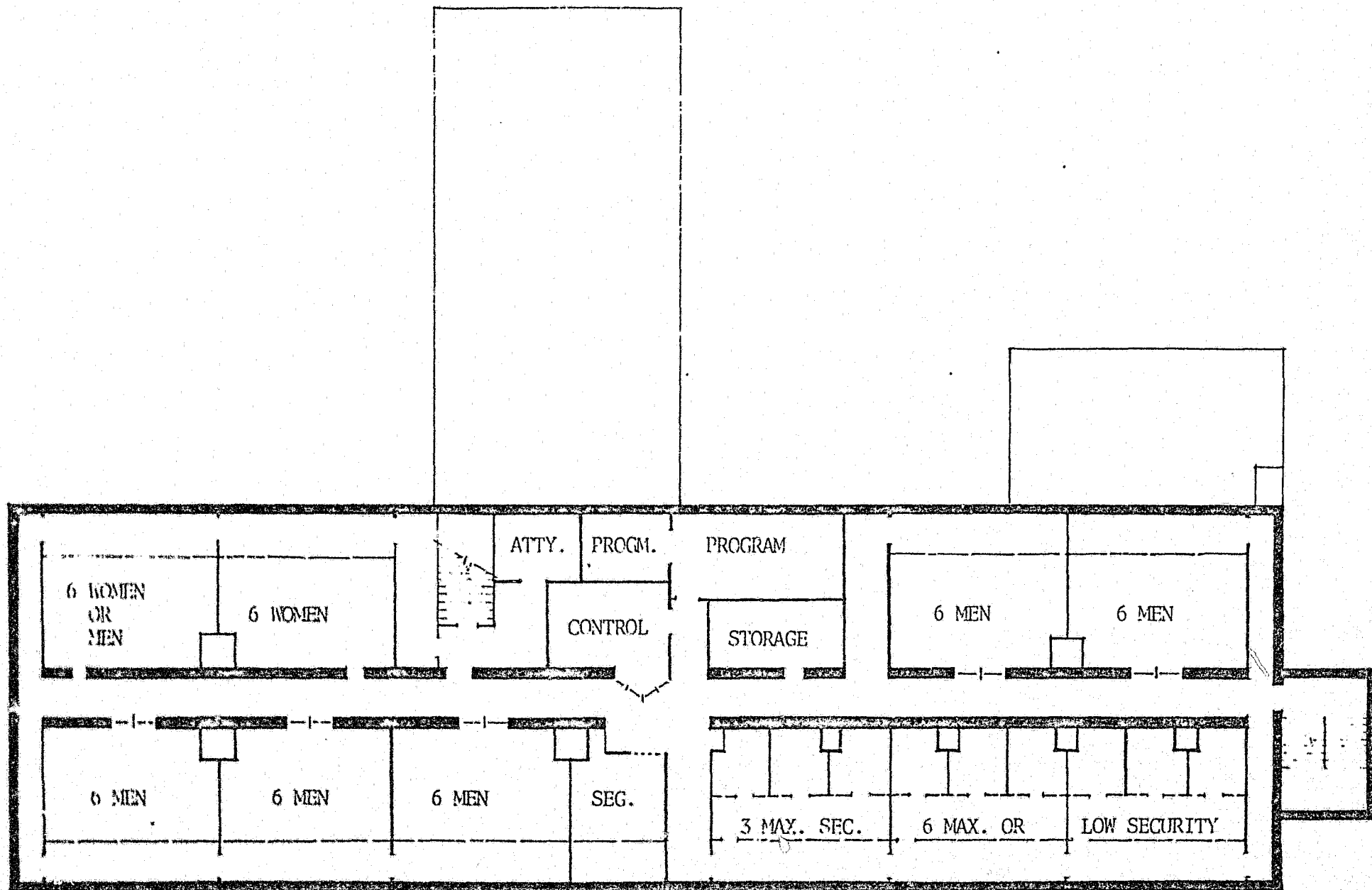
This option allows the maximum utilization of the existing facility. The option would involve renovation of 7,740 square feet of the existing faci-



BRANCH COUNTY JAIL (PROPOSED FIRST FLOOR - LIMITED RENOVATION)



BRANCH COUNTY JAIL (PROPOSED SECOND FLOOR- LIMITED RENOVATION)



BRANCH COUNTY JAIL (PROPOSED SECOND FLOOR- LIMITED RENOVATION)

lity for law enforcement operations. This renovation would include the conversion of all of the space used for law enforcement operations in the current facility and the provision of barrier-free design requirements. Additional space totalling 2,760 square feet is needed to meet the current and future space needs of law enforcement operations. The option would also involve renovation of 8,126 square feet of the existing facility for detention/corrections functions. Additional space totalling 11,374 square feet is required to meet the current and future space needs of detention/corrections.

In order to determine a construction cost estimate per square foot for renovation work, the consultant assumed that the existing facility would be brought into compliance with the Michigan Jail Rules and the applicable State building, fire and safety codes. The most extensive and expensive changes would occur in converting current congregate cell areas to single cells as required by the Jail Rules. Converting the residential area and congregate cells to single cells would produce 30-34 cells within the existing space on the second floor used for residential areas. Assuming that renovation of the existing area would produce 34 beds, the area per bed for the residential section would be:

$$\frac{\text{second floor area of 6,531 sq. ft.*}}{34 \text{ projected bedspaces}} = 192 \text{ square feet per bed}$$

*This square footage figure represents total second floor detention/corrections space and includes wall and corridor widths, mechanical space, security and safety provisions, guard stations and part of the proposed control center area.

In determining a preliminary total cost estimate for option b., the consultant also assumed that the total usable areas for this option would be identical to those areas constructed as part of a new facility. This assumption will not be entirely correct because in renovating the existing facility, it will not be possible to design all space for optimal use and efficiency. For example, in remodeling congregate cell areas to create single cells there may be some wasted or extra space because of the necessity of working within fixed, existing perimeter walls. Differences in usable space would also occur between new construction and renovated existing areas if a new addition was constructed on a single floor and no space was required for stairways.

The total building cost of this option would amount to \$1,238,224. The following charts present the space needs and projected renovation and construction costs for this option.

CURRENT AND NEEDED SPACE

<u>Total Needed Detention/Corrections Space</u>	19,500 sq. ft.
Current Detention/Corrections Space in Existing Jail	<u>8,126 sq. ft.</u>
Additional Needed Space	11,374 sq. ft.
 <u>Total Needed Law Enforcement Space</u>	 10,500 sq. ft.
Current Law Enforcement Space in Existing Jail	<u>7,740 sq. ft.</u>
Additional Needed Space	2,260 sq. ft.
 <u>TOTAL NEEDED SPACE</u>	 30,000 sq. ft.
Current Space in Existing Jail	<u>15,866 sq. ft.</u>
TOTAL ADDITIONAL NEEDED SPACE	14,134 sq. ft.

OPTION b. COST ESTIMATES

Detention/Corrections Areas

Renovate 8,126 sq. ft. at \$40/sq. ft.	\$325,040
Construct 11,374 sq. ft. at \$56/sq. ft.	<u>636,944</u>
<u>SUB TOTAL</u>	\$961,984

Law Enforcement Areas

Renovate 7,740 sq. ft. at \$20/sq. ft.	\$154,800
Construct 2,260 sq. ft. at \$44/sq. ft.	<u>121,440</u>
<u>SUB TOTAL</u>	\$276,240

<u>TOTAL ESTIMATED COST</u>	\$1,238,224
-----------------------------	-------------

The cost estimates which the consultant has used may be high. It is projected that these costs would be maximum facility costs if construction were completed by 1980. By using good design principles and recent innovations in materials and fixtures for detention/corrections construction, it is possible that these costs could be reduced. The average bedspace cost in recent years for new jail construction has ranged from \$13,000 to \$40,000, depending on the materials, design and security provisions included in the construction. The average cost per bedspace of option b. based on the total renovation and construction costs of the detention/corrections areas is \$16,000.

Option b. may be accomplished as a single construction project or may be planned as part of a phased development of Sheriff Department facilities over a number of years. With a phased plan it is important that a master improvement plan be developed so that initial remodeling work on the existing jail is compatible with future development.

c. Replacement of the Facility on the Current Site

As indicated earlier, this option addresses all of the facility problems identified in the Summary of Problems. It is easier to estimate costs for option c., the construction of a new facility, than for option a. or option b. Replacement of the detention and corrections areas on the current site would cost \$1,053,000. Replacement of the law enforcement areas on the current site would cost \$441,000. Total construction costs for replacement and construction of a new facility on the current site would be \$1,494,000. The following chart represents the estimated construction costs for this option:

OPTION c. COST ESTIMATES

Detention/Correction Areas

Construct 19,500 sq. ft. at \$54/sq. ft.	\$1,053,000
--	-------------

Law Enforcement Areas

Construct 10,500 sq. ft. at \$42/sq. ft.	\$441,000
--	-----------

TOTAL ESTIMATED COST \$1,494,000

Replacement costs using the current site do not include the costs of demolition of the current jail facility. The consultant has estimated that demolition of the current facility would cost approximately \$50,000.

d. Replacement and Relocation of the Facility

The basic construction costs of this option would be identical to the preceding option. Additional costs would include site acquisition and

development and utility service development costs. The consultant has not estimated the additional costs which would be incurred in these areas but these costs could be substantial depending on the location of an alternative site. Costs for furnishing a new facility would be approximately \$80,000 - \$100,000 (office equipment, furnishings, lockers, kitchen, etc.). It is not possible at this time to calculate additional operational costs which could be incurred by relocation. These costs would include increased staff time and other expenses for transportation (primarily to the courts). Selection of option d. as a long-range goal would not preclude some remodeling of the existing jail as an immediate interim solution to certain critical problems, but would definitely limit the extent and cost of remodeling. Site criteria which should be considered in the selection of a location for a Sheriff Department facility are described in Appendix G.

Alternative funding methods for any of the options outlined here include: creation of a Building Authority, millage/bond issue, use of federal funds (Revenue Sharing), and application for construction monies from the Law Enforcement Assistance Administration (LEAA) through the Office of Criminal Justice Programs. There is very little money currently available from LEAA for the construction of local jail facilities. If federal funds are used, approval of the architectural design and facility plan must be obtained from the National Clearinghouse for Criminal Justice Planning and Architecture. Recent federal legislation has also made available money for "public works" and Economic Development Administration construction projects in high unemployment areas. Action on the part of the Board might qualify Branch County for these funds. The County should consult with its State and Congressional representatives and the staff of the Region III Crime Commission and the Southcentral Michigan Planning Council to determine the application procedures and availability of these funds.

The consultant does not have a strong recommendation about which of the previous options the County should choose to correct facility problems and deficiencies. Problems with the physical setting which houses detention, corrections and law enforcement services hinder the safe, effective and efficient operation of those services. It is important that the long-range implications of each of the options be carefully considered and that the choice of either a., b., c., or d. be made before any renovation or new construction is initiated. The scope of renovation and the arrangement of spaces may be different, depending on which option the County selects.

The consultant recommends that the County choose one of the options which are presented in this section to address facility problems, and take action to address operational and program problems which were presented earlier.

SUMMARY

A summary of all recommendations follows:

1. Detention and corrections areas of the jail must be adequately staffed and supervised. The County should authorize one additional correctional officer position and should maintain a minimum of five correctional officers and five matrons. (Cost: \$10,000 - \$12,000)
2. All jail staff should be provided with adequate training. The County should allocate \$200/year for each regular jail staff member for training. (Cost: \$2,000 per year)
3. The County should establish the position of "corrections specialist" within the jail. Corrections specialists should be provided with adequate training in all areas of jail operations. The County should attempt to eliminate the pay differential between regular Sheriff Department deputies and the proposed corrections specialists.
4. A formal, written procedural manual should be developed for use by jail staff.
5. A formal security classification plan should be developed.
6. The commissary operation should be expanded and upgraded.
7. Inmate food service assistants should shower daily.
8. New non-detentional and diversion programs and alternatives should be explored by the Courts.
9. The jail and jail staff should increase communication and cooperation with other criminal justice and human service agencies.
10. Jail programming should be established as soon as possible.
11. A jail program coordinator should be hired. (Total cost of the program: \$15,000 - \$25,000)
12. A citizen's committee should be established to serve in an advisory role to the jail program.
13. Volunteer programs which would serve agencies of the criminal justice system should be considered for establishment in Branch County.
14. A regular health screening examination and education program should be established.
15. Indoor and outdoor exercise and recreation activities should be initiated.
16. Alternative detoxification and treatment programs for substance abuse offenders should be developed in Branch County.

17. Visiting procedures should be revised.

18. A Detention/Corrections Citizen's Advisory Committee should be established to work with the Sheriff and other officials and agencies of the criminal justice system.

19. Action should be taken on one of the options presented to address facility problems and deficiencies.

Many of the operational and program recommendations can be implemented by the County without additional cost.

APPENDICES

- A. BRANCH COUNTY CRIME DATA
- B. JAIL RESEARCH
- C. COURT RESEARCH
- D. COMMUNITY RESOURCE AGENCIES
- E. PROJECTIONS AND DIVERSION
- F. FACILITIES ANALYSIS AND SPACE NEEDS
- G. DETAILED PROPOSALS
- H. METHODS

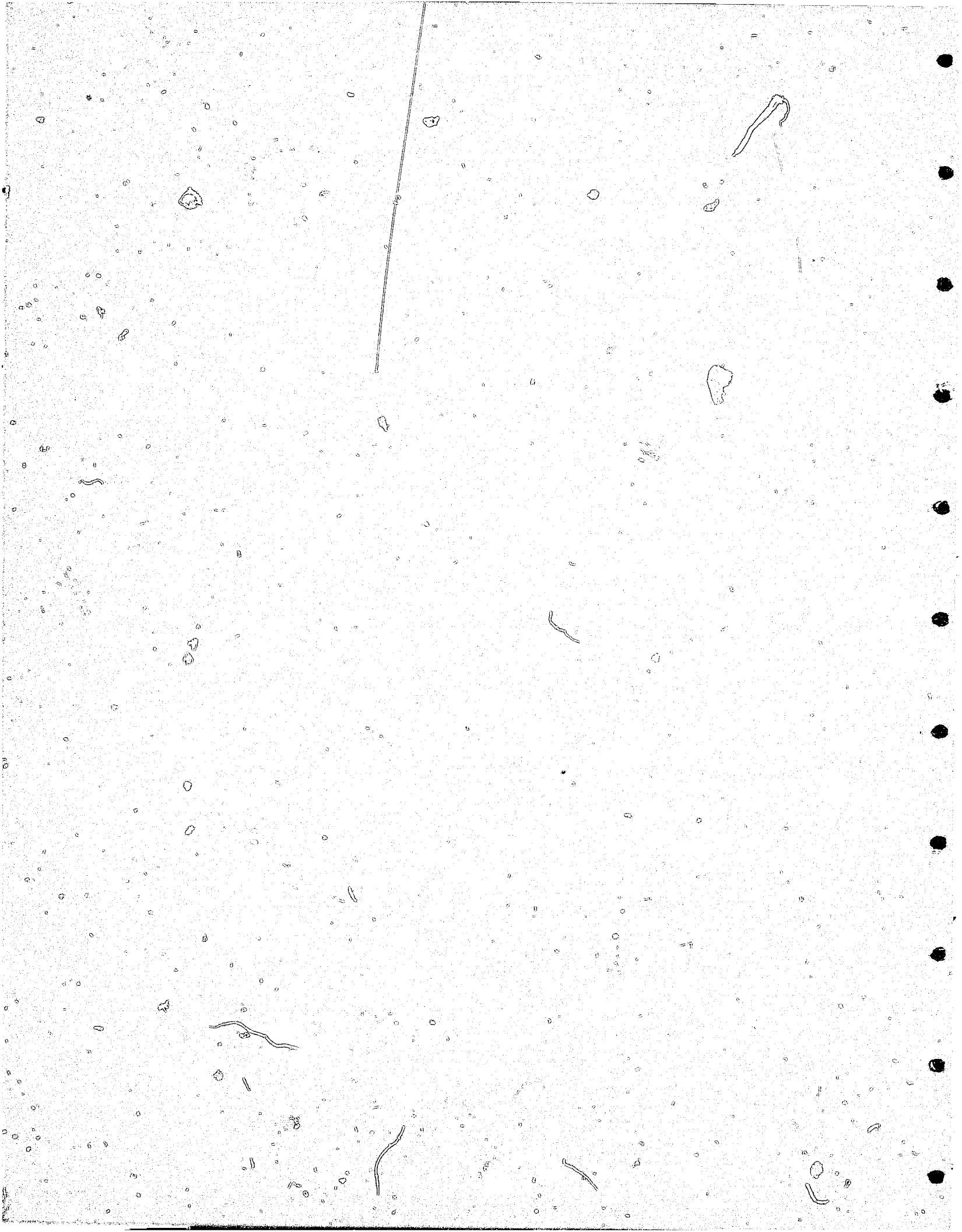
APPENDIX A

BRANCH COUNTY CRIME DATA

The consultant reviewed data from the Region III Crime Commission, the Region III 1977-1978 Comprehensive Criminal Justice Plan, and the Uniform Crime Reports concerning crime in Branch County. This Appendix presents the findings from the review of crime statistics.

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II. SUMMARY.	A-14



APPENDIX A

BRANCH COUNTY CRIME DATA

Consultant staff contacted the staff of the Region III Crime Commission to obtain most of the data on crime in Branch County which is presented in this section. The consultant especially wishes to thank Mr. Duke Hynek and Mr. Robert Neff for their time, assistance, and complete cooperation in providing data and answering questions concerning crime and the criminal justice system in Branch County.

OVERVIEW OF CRIME IN BRANCH COUNTY¹

I. INTRODUCTION

Crime is defined as *an act or commission of an act that is forbidden or the omission of a duty that is commanded by a public law and that makes the offender liable to punishment by that law.* Caution should be taken in the interpretation of the statistics presented here. It must be remembered that the statistics used throughout this Crime Analysis relate to offenses and persons known to the Criminal Justice System. Although the analysis uses the statement "actual offenses" this can be misleading. The Michigan Office of Criminal Justice Program's study, the Law Enforcement Assistance Administration study of 1973-74, and the 1973-75 Victimization Analyses indicate that actual crime may be as much as two to three times greater than that which is actually known and reported. Corporate crime, for example, extends far beyond that which is actually known. The purpose of this Appendix is to express a simple and direct explanation of: (1) what has taken place within Branch County and each of the major jurisdictions; (2) to use other statistical information, particularly that of the other jurisdictions within Region III, for comparison; and (3) highlight the extent of serious crime.

Numerous surveys, opinion polls, and personal interviews illustrate the fundamental fact that crime, as a societal phenomena, is a priority concern of the citizenry. It literally pervades our entire society. While all crime should be perceived as serious, society has placed values upon certain acts that make specific crimes more serious and, therefore, subject to greater punishment.

Crime statistics are often confusing to those who do not use them in their daily lives. In order that the reader of this Appendix may better understand the statistical groupings used, the following explanation is offered:

¹ 1977-1978 Region III Comprehensive Criminal Justice Plan

INDEX AND NON-INDEX CRIMES

<u>Index Crimes</u>	<u>Non-Index Crimes</u>
1. Murder & Non-Negligent Manslaughter	1. Negligent Manslaughter
2. All Rape	2. Assault (other aggravated)
3. All Robbery	3. Arson
4. Aggravated Assaults	4. Forgery & Counterfeiting
5. All Burglary	5. Fraud
6. Larceny	6. Embezzlement
7. Auto Theft	7. Stolen Property
	8. Vandalism
	9. Weapons (carry, possession, etc.)
	10. Prostitution & Common Law Vice
	11. Sex Offenses (except rape & prostitution)
	12. Drug Laws
	13. Gambling
	14. Family & Children
	15. Driving under Influence of Alcohol or Narcotics
	16. Liquor Laws
	17. Drunkenness
	18. Disorderly Conduct
	19. Vagrancy
	20. All Other

The Index Crime classifications are those crimes which are reported by the Federal Bureau of Investigation, normally made public through the community media and are generally considered more serious crimes.

Because the index crime totals are the normal statistics utilized for public reporting purposes, this Appendix principally uses the index crime grouping for statistical comparison.

REGIONAL INDEX CRIME RATES PER 1,000 POPULATION

Index crimes include Murder and Non-Negligent Manslaughter, Rape, Robbery, Assault, Burglary, Larceny, and Auto Theft. The following table shows the index crime rates per 1,000 population within each of the counties and selected major incorporated jurisdictions in Region III. Instead of the normal expression per 100,000 population rate, it was decided that a better grasp of the victimization rate could be realized by projecting the rate per 1,000 population. Therefore, in interpreting the following tables it is appropriate to say that in 1975 the potentiality of being a victim of an index crime in the City of Battle Creek was 91.55; or 91.55 people for every 1,000 population were victims of an index offense.

The rank order of governmental jurisdictions by index crime rate per 1,000 population in Region III is as follows:

RANKING BY INDEX CRIMES IN REGION, 1974-1975

<u>Jurisdiction</u>	<u>1974 Rate/1,000</u>	<u>1975 Rate/1,000</u>
1. Kalamazoo City	102.99	110.02
2. Albion City	89.66	93.38
3. Battle Creek City	113.82	91.55
4. Kalamazoo County	60.79	62.73
5. Portage City	60.23	58.86
6. St. Joseph County	48.15	46.94
7. Calhoun County	42.25	42.25
8. Barry County	40.51	41.11
9. <u>Branch County</u>	39.76	31.16

Note: County statistics depict all jurisdictions not otherwise shown.

REGIONAL INDEX CRIME RATES AGAINST PERSONS AND PROPERTY

National experts and study commissions have recommended that crime should be defined in two segments: crimes against persons and crimes against property. By definition, index offenses against persons include murder and non-negligent manslaughter, rape, robbery, and aggravated assaults. Index crimes against property are burglary, larceny, and auto theft. The following table geographically depicts the index crime rate against persons and property per 1,000 population, respectively.

The rank order of index crime rates against persons and property per 1,000 population are as follows:

INDEX CRIME RATE FOR CRIMES AGAINST PERSONS AND PROPERTY, 1975

<u>Against Persons</u>		<u>Against Property</u>	
<u>Jurisdiction</u>	<u>Rate/1,000</u>	<u>Jurisdiction</u>	<u>Rate/1,000</u>
1. Kalamazoo City	12.93	1. Kalamazoo City	97.10
2. Battle Creek City	9.02	2. Albion City	85.62
3. Albion City	7.76	3. Battle Creek City	82.53
4. Portage City	4.20	4. Kalamazoo County	60.99
5. Calhoun County	2.64	5. Portage City	54.70
6. St. Joseph County	1.84	6. Calhoun County	40.49
7. Kalamazoo County	1.74	7. St. Joseph County	40.09
8. Barry County	1.31	8. Barry County	39.80
9. <u>Branch County</u>	.95	9. <u>Branch County</u>	30.21

Note: County statistics depict all jurisdictions not otherwise shown.

REGIONAL NON-INDEX CRIME RATES PER 1,000 POPULATION

Non-index crimes are most frequent in number of occurrences and the major classifications of non-index crime should not be overlooked nor considered lightly. The non-index offense types follow:

NON-INDEX CRIME CLASSIFICATIONS

- | | |
|-----------------------------------|---|
| 1. Negligent Manslaughter | 11. Sex Offenses |
| 2. Assault (non-aggravated) | 12. Drug Laws |
| 3. Arson | 13. Gambling |
| 4. Forgery and Counterfeiting | 14. Family and Children |
| 5. Fraud | 15. Driving Under Influence
of Alcohol |
| 6. Embezzlement | 16. Liquor Laws |
| 7. Stolen Property | 17. Drunkenness |
| 8. Vandalism | 18. Disorderly Conduct |
| 9. Weapons (carrying, possession) | 19. Vagrancy |
| 10. Prostitution | 20. All others |

Non-index offenses have an economic impact of millions of dollars; hundreds of thousands of dollars are expended annually within the Criminal Justice System, and thousands of hours are involved by staff of the Criminal Justice System in combating these acts. The following table shows the total non-index crime rate per 1,000 population in Region III.

Victimization likelihood and economic cost factors assert themselves in comparative analyses of non-index crimes by ranking the actual rate and the actual number of offenses. The table expresses the jurisdictional rank by rate and by actual number of offenses:

REGIONAL NON-INDEX JURISDICTIONAL CRIME RANKING BY RATE AND NUMBER, 1975

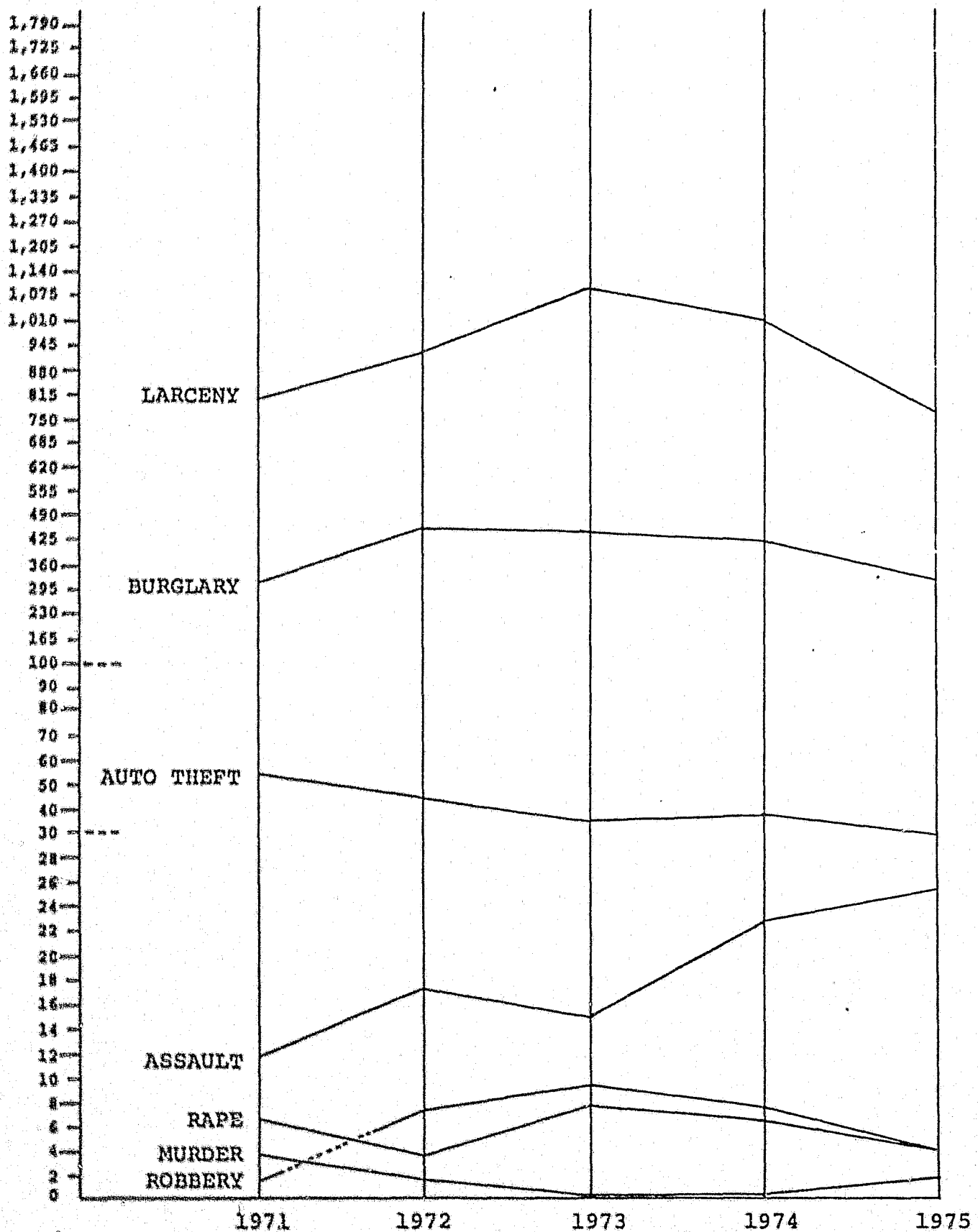
1. Albion City	101.06	1. Kalamazoo City	8,565
2. Kalamazoo City	100.00	2. Calhoun County	6,732
3. St. Joseph County	76.26	3. Kalamazoo County	5,170
4. Calhoun County	74.04	4. St. Joseph County	3,614
5. Barry County	65.35	5. Barry County	2,494
6. Kalamazoo County	62.74	6. Battle Creek City	2,072
7. Battle Creek City	58.22	7. Portage City	1,753
8. Portage City	52.19	8. Albion City	1,224
9. <u>Branch County</u>	27.78	9. <u>Branch County</u>	1,053
Total:		32,677	

Note: County statistics depict all jurisdictions not otherwise shown.

The preceding Regional Overview has focused on the crime problem by aggregate statistical compilation of data; it has afforded comparisons by county. In order to provide a local perspective for Branch County officials and citizens, the following charts and tables are provided.

Branch County aggregate totals reflect both a five (5) year (1971-1975) graphic display of the crime trend and supportive statistical computations. Subsequently, the jurisdictions within the County are displayed. It is hoped that the information depicted will aid in interpretation more easily than it would if it was presented in narrative form.

BRANCH COUNTY ALL JURISDICTIONS CRIME STATISTICS

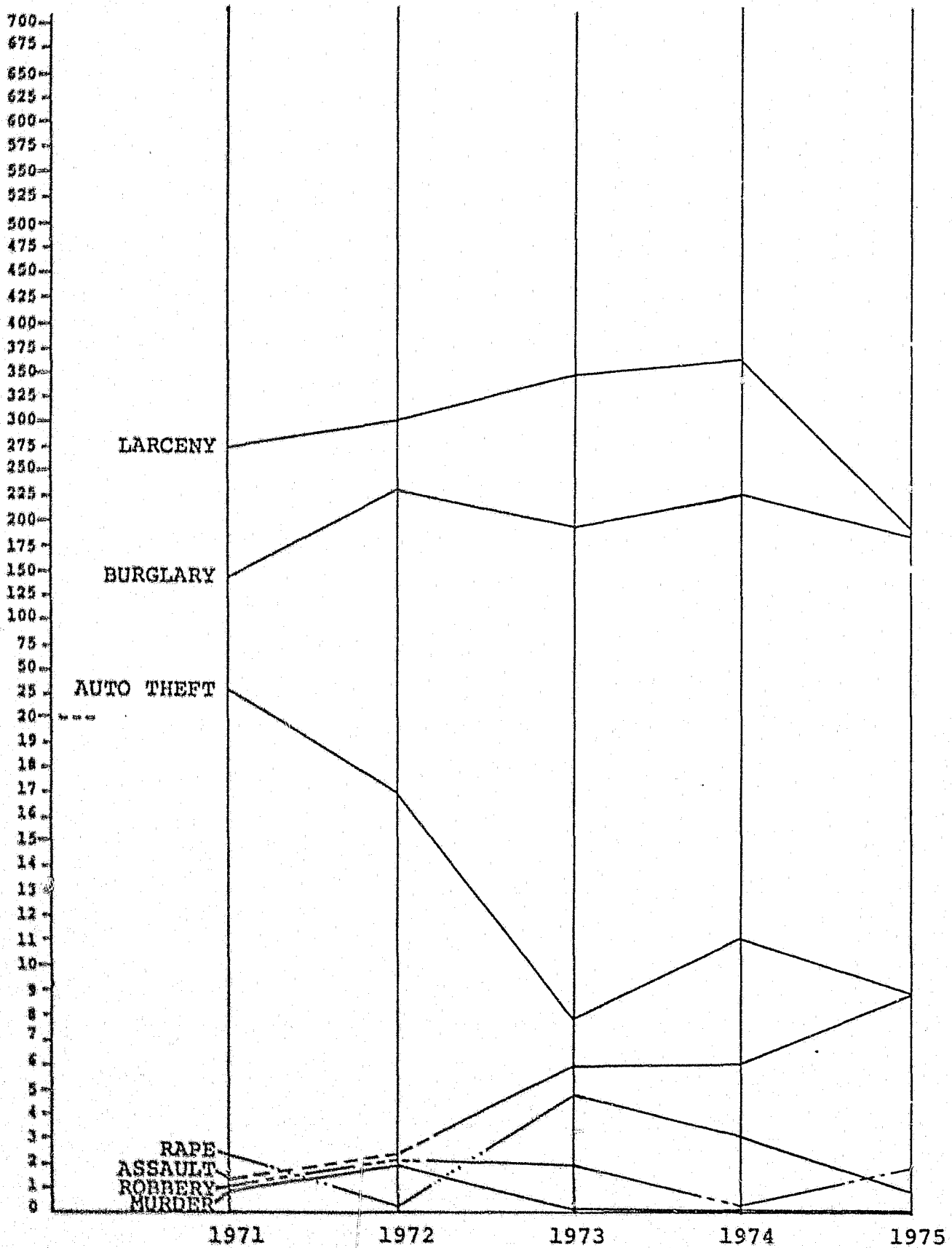


BRANCH COUNTY

ALL JURISDICTIONS CRIME STATISTICS

INDEX CRIMES	1971	PERCENT CHANGE OVER PREVIOUS YEAR	1972	PERCENT CHANGE OVER PREVIOUS YEAR	1973	PERCENT CHANGE OVER PREVIOUS YEAR	1974	PERCENT CHANGE OVER PREVIOUS YEAR	1975	PERCENT CHANGE OVER PREVIOUS YEAR
MURDER & NON-NEGLIGENT MANSLAUGHTER	4		2	-50%	0	-100%	0	0%	2	+100%
RAPE										
By Force	6		2	-67%	7	+250%	4	-43%	4	0%
Attempted	1		2	+100%	1	-50%	3	+200%	0	+100%
Total Rape	7		4	-43%	8	+100%	7	-13%	4	-43%
ROBBERY										
Armed	2		6	+200%	4	-33%	5	+25%	3	-40%
Strong Arm	0		2	+100%	6	+200%	3	-50%	1	-67%
Total Robbery	2		8	+300%	10	+25%	8	-20%	4	-50%
ASSAULT										
Gun	6		6	0%	8	+33%	9	+13%	7	-22%
Knife	2		2	0%	2	0%	5	+150%	6	+20%
Other Weapon	1		7	+600%	3	-57%	5	+67%	5	0%
Other Aggravated	3		3	0%	3	0%	4	+33%	8	+100%
Total Assault	12		18	+50%	16	-11%	23	+44%	26	+13%
BURGLARY										
Forcible	262		390	+49%	360	-8%	345	-4%	294	-15%
Unlawful	15		26	+73%	34	+31%	49	+44%	30	-39%
Attempted	21		33	+57%	39	+18%	29	-26%	20	-31%
Total Burglary	298		449	+51%	433	-4%	423	-2%	344	-19%
LARCENY										
Over \$50	216		239	+11%	245	+3%	433	+77%	356	-18%
Under \$50	586		683	+17%	832	+22%	572	-31%	414	-28%
Total Larceny	802		922	+15%	1,077	+17%	1,005	-7%	770	-23%
AUTO THEFT	55		49	-11%	40	-18%	41	+3%	31	-24%
TOTAL INDEX CRIMES	1,180		1,452	+23%	1,584	+9%	1,507	-5%	1,181	-22%
TOTAL NON-INDEX CRIMES	1,950		1,858	-5%	1,370	-26%	1,087	-21%	1,053	-3%
GRAND TOTAL	3,130		3,310	+6%	2,954	-11%	2,594	-12%	2,234	-14%

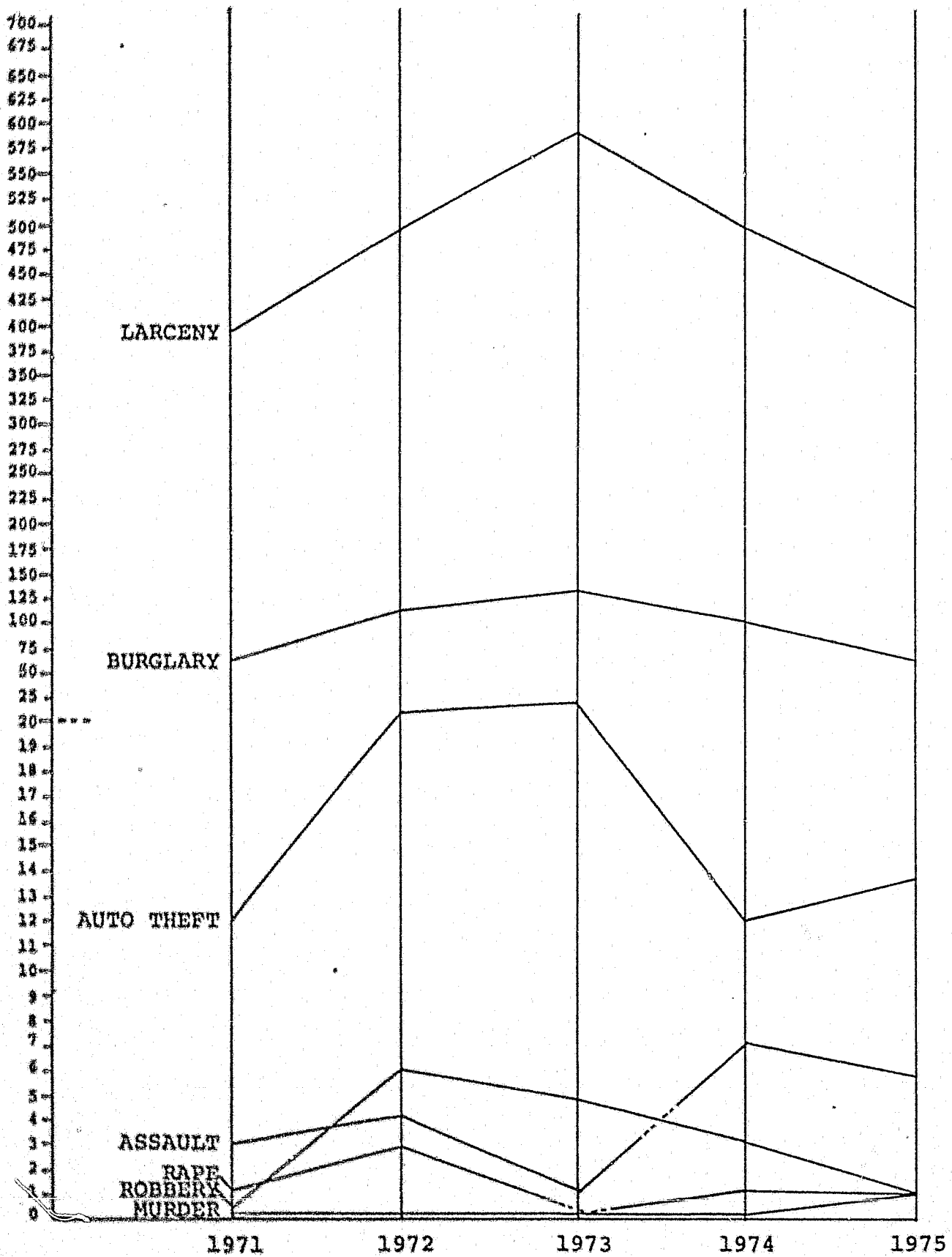
BRANCH COUNTY SHERIFF'S CRIME STATISTICS



SHERIFF'S
BRANCH COUNTY CRIME STATISTICS

INDEX CRIMES	1971	PERCENT CHANGE OVER PREVIOUS YEAR	1972	PERCENT CHANGE OVER PREVIOUS YEAR	1973	PERCENT CHANGE OVER PREVIOUS YEAR	1974	PERCENT CHANGE OVER PREVIOUS YEAR	1975	PERCENT CHANGE OVER PREVIOUS YEAR
MURDER & NON-NEGLIGENT MANSLAUGHTER	1		2	+100%	0	-100%	0	0%	0	0%
RAPE										
By Force	2		0	-100%	4	+100%	1	-75%	1	0%
Attempted	0		0	0%	1	+100%	2	+100%	0	-100%
Total Rape	2		0	-100%	5	+100%	3	-40%	1	-67%
ROBBERY										
Armed	1		1	0%	0	-100%	0	0%	1	+100%
Strong Arm	0		1	+100%	2	+100%	0	-100%	1	+100%
Total Robbery	1		2	+100%	2	0%	0	-100%	2	+100%
ASSAULT										
Gun	0		0	0%	3	+100%	3	0%	3	0%
Knife	1		0	-100%	0	0%	0	0%	2	+100%
Other Weapon	0		2	+100%	2	0%	1	-50%	1	0%
Other Aggravated	0		0	0%	1	+100%	2	+100%	3	+50%
Total Assault	1		2	+100%	6	+200%	6	0%	9	+50%
BURGLARY										
Forcible	138		218	+58%	155	-29%	177	+14%	157	-11%
Unlawful	3		7	+133%	19	+171%	31	+63%	22	-29%
Attempted	7		9	+29%	24	+167%	19	-21%	10	-47%
Total Burglary	148		234	+58%	198	-15%	227	+15%	189	-17%
LARCENY										
Over \$50	105		122	+16%	126	+3%	136	+8%	63	-54%
Under \$50	172		178	+3%	222	+25%	226	+2%	130	-42%
Total Larceny	277		300	+8%	348	+16%	362	+4%	193	-47%
AUTO THEFT	35		17	-51%	8	-53%	11	+38%	9	-18%
TOTAL INDEX CRIMES	465		557	+20%	567	+2%	609	+7%	403	-34%
TOTAL NON-INDEX CRIMES	1,162		1,100	-5%	675	-39%	435	-36%	400	-8%
GRAND TOTAL	1,627		1,657	+2%	1,242	-25%	1,044	-16%	803	-23%

CITY OF COLDWATER CRIME STATISTICS



CITY OF COLDWATER CRIME STATISTICS

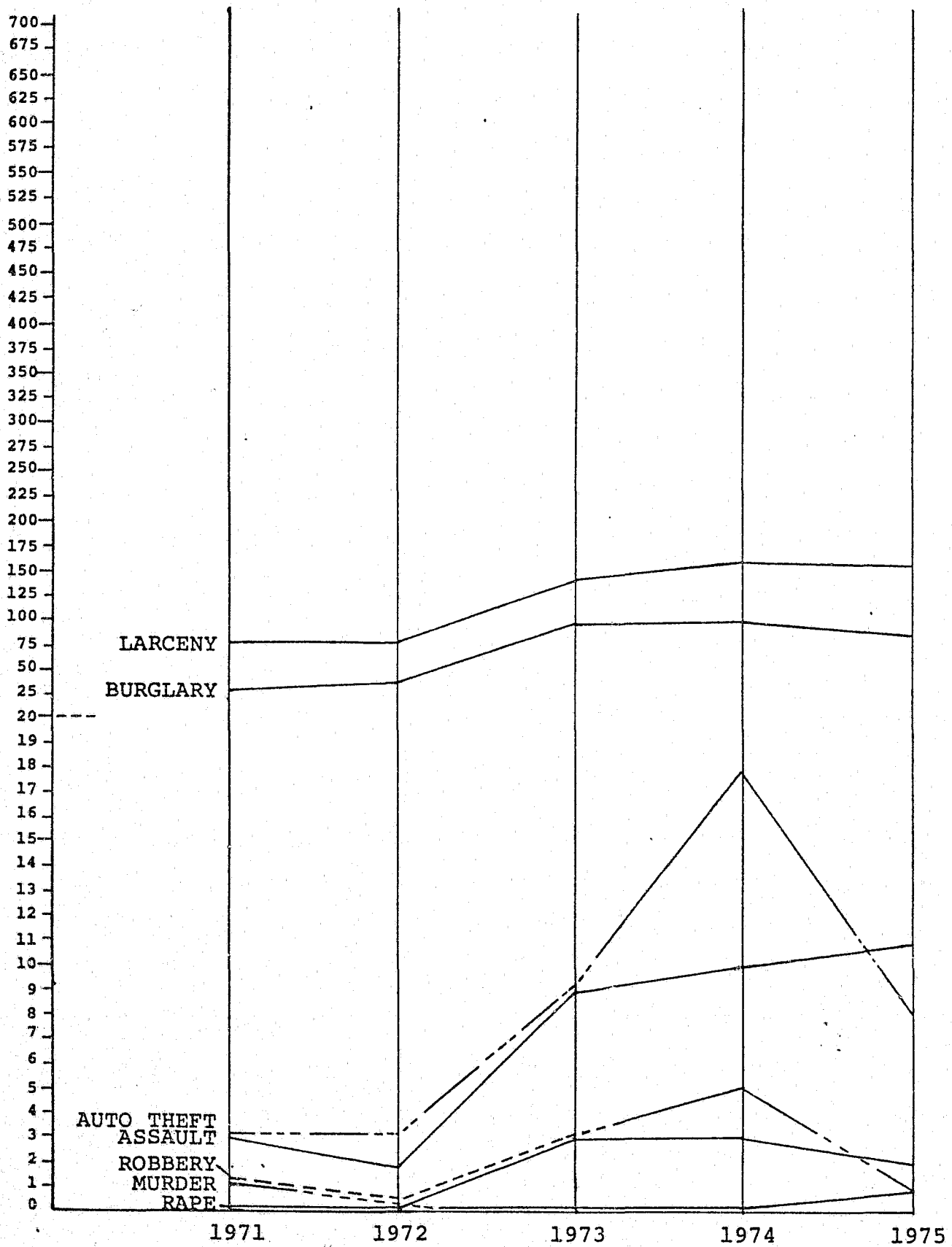
INDEX CRIMES	1971	PERCENT CHANGE OVER PREVIOUS YEAR	1972	PERCENT CHANGE OVER PREVIOUS YEAR	1973	PERCENT CHANGE OVER PREVIOUS YEAR	1974	PERCENT CHANGE OVER PREVIOUS YEAR	1975	PERCENT CHANGE OVER PREVIOUS YEAR
MURDER & NON-NEGLIGENT MANSLAUGHTER	0		0	0%	0	0%	0	0%	1	+100%
RAPE										
By Force	0		1	+100%	0	-100%	0	0%	1	+100%
Attempted	1		2	+100%	0	-100%	1	+100%	0	-100%
Total Rape	1		3	+200%	0	-100%	1	+100%	1	0%
ROBBERY										
Armed	0		5	+100%	2	-60%	2	0%	1	-50%
Strong Arm	0		1	+100%	3	+200%	1	-67%	0	-100%
Total Robbery	0		6	+100%	5	-17%	3	-40%	1	-67%
ASSAULT										
Gun	0		2	+100%	0	-100%	2	+100%	3	+50%
Knife	0		0	0%	0	0%	2	+100%	1	-50%
Other Weapon	0		0	0%	0	0%	3	+100%	0	-100%
Other Aggravated	3		2	-33%	1	-50%	0	-100%	2	+100%
Total Assault	3		4	+33%	1	-75%	7	+600%	6	-14%
BURGLARY										
Forcible	53		89	+68%	120	+35%	84	-30%	62	-26%
Unlawful	5		10	+100%	3	-70%	3	0%	0	-100%
Attempted	5		16	+220%	11	-31%	5	-55%	7	+40%
Total Burglary	63		115	+83%	134	+17%	92	-31%	69	-25%
LARCENY										
Over \$50	56		59	+5%	47	-20%	199	+323%	191	-4%
Under \$50	342		432	+26%	536	+24%	292	-46%	228	-22%
Total Larceny	398		491	+23%	583	+19%	491	-16%	419	-15%
AUTO THEFT	12		22	+83%	23	+5%	12	-48%	14	+17%
TOTAL INDEX CRIMES	477		641	+34%	746	+16%	606	-19%	511	-16%
TOTAL NON-INDEX CRIMES	361		383	+6%	307	-20%	245	-20%	212	-13%
GRAND TOTAL	838		1,024	+22%	1,053	+3%	851	-19%	723	-15%

CONTINUED

1 OF 3

BRANCH COUNTY

ALL OTHERS CRIME STATISTICS



BRANCH COUNTY

ALL OTHERS* CRIME STATISTICS

*Bronson, Quincy,
State Police,
Union City

INDEX CRIMES	1971	PERCENT CHANGE OVER PREVIOUS YEAR	1972	PERCENT CHANGE OVER PREVIOUS YEAR	1973	PERCENT CHANGE OVER PREVIOUS YEAR	1974	PERCENT CHANGE OVER PREVIOUS YEAR	1975	PERCENT CHANGE OVER PREVIOUS YEAR
MURDER & NON-NEGLIGENT MANSLAUGHTER	1		0	-100%	0	0%	0	0%	1	+100%
RAPE										
By Force	0		0	0%	3	+100%	3	0%	2	-33%
Attempted	0		0	0%	0	0%	0	0%	0	0%
Total Rape	0		0	0%	3	+100%	3	0%	2	-33%
ROBBERY										
Armed	1		0	-100%	2	+100%	3	+50%	1	-67%
Strong Arm	0		0	0%	1	+100%	2	+100%	0	-100%
Total Robbery	1		0	-100%	3	+100%	5	+66%	1	-80%
ASSAULT										
Gun	1		0	-100%	5	+100%	4	-20%	1	-75%
Knife	1		1	0%	2	+100%	3	+50%	3	0%
Other Weapon	1		0	-100%	1	+100%	1	0%	4	+300%
Other Aggravated	0		1	+100%	1	0%	2	+100%	3	+50%
Total Assault	3		2	-33%	9	+350%	10	+11%	11	+10%
BURGLARY										
Forcible	25		20	-20%	85	+325%	84	-1%	75	-11%
Unlawful	1		5	+400%	12	+140%	15	+25%	8	-47%
Attempted	4		8	+100%	4	-50%	5	+25%	3	-40%
Total Burglary	30		33	+10%	101	+206%	104	+3%	86	-17%
LARCENY										
Over \$50	29		21	-28%	72	+243%	98	+36%	102	+4%
Under \$50	51		59	+16%	74	+25%	54	-27%	56	+4%
Total Larceny	80		80	0%	146	+83%	152	+4%	158	+4%
AUTO THEFT	3		3	0%	9	+200%	18	+100%	8	-56%
TOTAL INDEX CRIMES	118		118	0%	271	+130%	292	+8%	267	-9%
TOTAL NON-INDEX CRIMES	135		122	-10%	388	+218%	407	+5%	441	+8%
GRAND TOTAL	253		240	-5%	659	+175%	699	+6%	708	+1%

II. SUMMARY

The preceding section of Appendix A presents crime data for Branch County for the years 1971-1975. This data was compiled from Uniform Crime Reports and other reports by the Region III Crime Commission and was originally reported in the 1977-1978 Comprehensive Criminal Justice Plan - Region III. CCRP staff excerpted and summarized significant sections for inclusion in this report.

The most significant findings from this data suggest that overall, reported crime has decreased in Branch County. Preliminary findings from the, as yet unpublished, 1978-1979 Comprehensive Criminal Justice Plan - Region III confirm this trend in the overall decrease in reported crime. These findings indicate an 8% decrease in reported index crimes (from 1,181 to 1,083), a 15% decrease in reported non-index crimes (from 1,053 to 900) and an overall decrease in total crimes of 11% (from 2,234 to 1,983). This trend began in 1973. The average decrease in reported crime for each year from 1973 through 1976 has been 12%.

The consultant can only speculate on the reasons why reported crime has decreased in Branch County. The decrease could be due to a number of factors acting singly or in combination.

It is interesting to note that while reported crime in Branch County has decreased, arrests and the use of the jail for detention has not. Appendix B presents findings from research conducted by the consultant concerning the jail population and the use of the jail.

APPENDIX BJAIL RESEARCH

One of the most important sources of data for planning detention/corrections facilities and programs is the information describing the residents and operations of the jail. CCRP staff spend more than 800 hours during the summer of 1977 analyzing the jail population and jail operations.

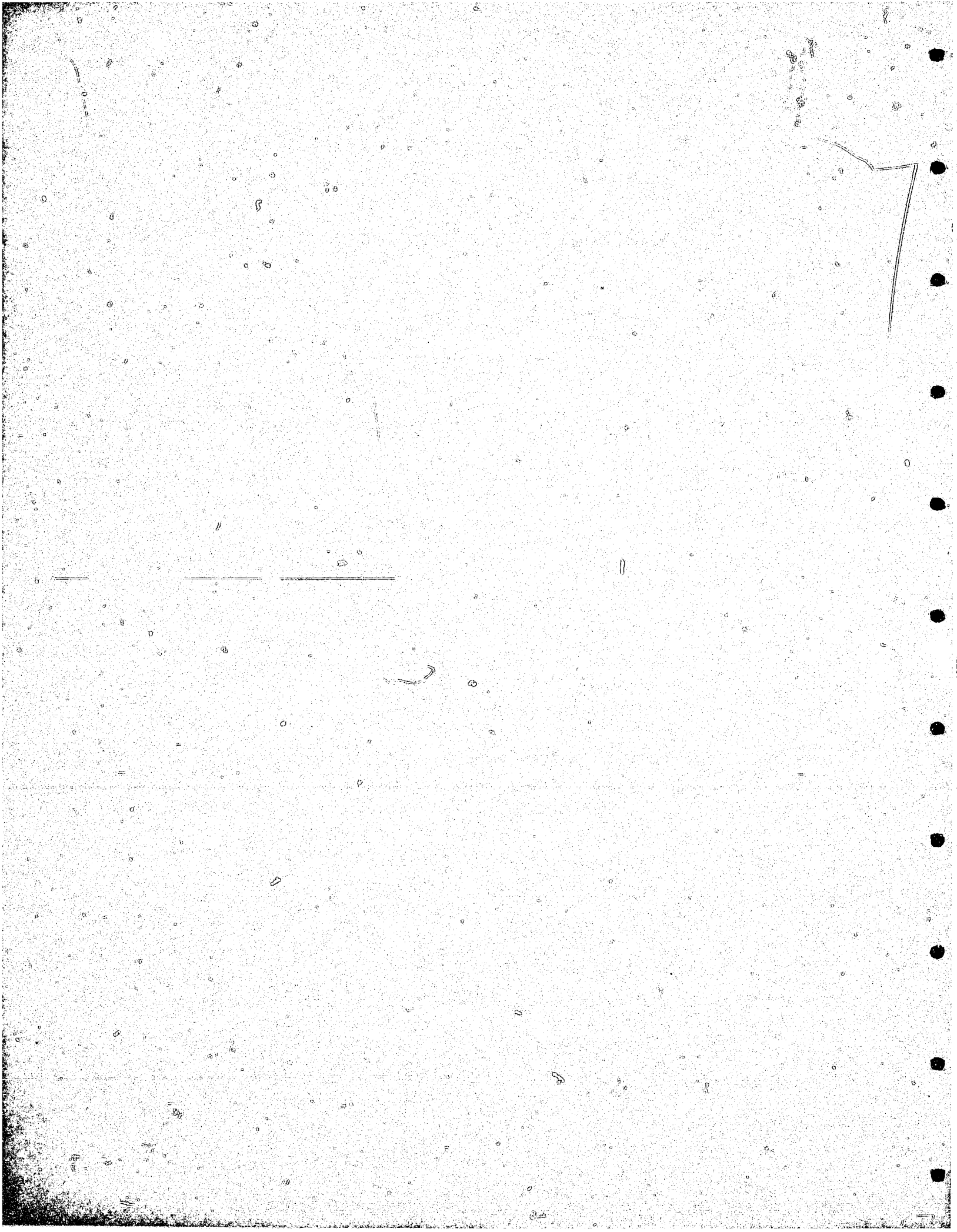
Our information came from four distinct sources:

- Michigan Department of Corrections, Office of Facilities Services (monthly and annual jail summaries)
- Resident files from persons incarcerated during 1974, 1975, and 1976.
- Jail Daily Counts showing the dynamics of the jail
- Jail inmate interviews

The findings of the research using these four sources are presented here. More than 200 pages of data and information were condensed to prepare this Appendix.

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APPENDIX B

JAIL RESEARCH

I. MICHIGAN DEPARTMENT OF CORRECTIONS - OFFICE OF FACILITIES SERVICES

SUMMARY STATISTICS

The staff of the Branch County Sheriff Department collect information concerning the number of jail admissions, the average daily headcount, the 3 highest and 3 lowest daily headcounts, and the number of detention days by month for each calendar year. This information provides an indication of the monthly and yearly dynamics of the jail population. It is collected, tabulated and summarized by the staff of the Michigan Department of Corrections - Office of Facilities Services (formerly Office of Jail Services), for use by the Sheriff, the Board of Commissioners, and the other officials of the criminal justice system. This information is especially important as a tool for the planning of future needs of detention and corrections operations at the local level. It indicates trends in the jail population and also reflects peak periods of jail usage.

The following table summarizes the activity at the Branch County Jail for the past ten years:

YEARLY JAIL REPORT SUMMARY 1968-1977¹

<u>YEAR</u>	<u>COUNTY POPULATION²</u>	<u>ANNUAL ADMIS- SIONS</u>	<u>TOTAL DETENTION DAYS</u>	<u>AVERAGE DAILY HEADCOUNT</u>		
				<u>LOW</u>	<u>MIDDLE</u>	<u>HIGH</u>
1968	37,141	664		9.3	18	28.3
1969	37,523	647	4,425	3	12	22
1970	37,906	750	5,345	5	15	28
1971	38,288	784	6,250	7.3	17	32
1972	38,671	762	4,290	5.3	11	21.7
1973	39,054	830	5,239	6.3	15	28
1974	39,437	1,113	10,124	22	28	34.4
1975	39,820	1,196	11,272	22	31	40
1976	40,202	1,163			35	
1977	40,504				31 ³	

1. SOURCE: Michigan Department of Corrections - Office of Facilities Services. Monthly Jail Report Summaries.
2. SOURCE: Southcentral Michigan Planning Council - Branch County Population Projections. State of Michigan Population Projections.
3. SOURCE: Review of Inmate Log through August, 1977.

It is easy to see that annual admissions, average daily headcounts, and total detention days followed no distinct pattern - either upward or downward. The table is interesting in that it indicates no major changes or trends throughout the ten year period. Perhaps most importantly it illustrates that annual jail admissions and average headcounts are gradually but steadily increasing each year. Another important fact is illustrated in the large increase in average daily headcount between the years 1973 and 1974. The marked increase in average headcount between these two years has continued through the present time.

The information presented in this table is also important because, together with data from the jail file research and other sources, it provided the consultant with much of the basic data from which projected jail admissions, bedspace needs and types, and diversion program impact were calculated.

II. JAIL FILE DATA - 1974-1976

During the months of June and July, 1977, CCRP staff collected numerous pieces of information from jail records and inmate files. This information was collected in order to gain insights into the types of persons booked into the jail, their backgrounds, and the circumstances surrounding their arrests and detention in the jail (see Appendix H on Methods for the data collection forms used in the collection of this information).

The information presented in this section was drawn from an analysis of a random sample of approximately 10% of all jail admissions for the years 1974, 1975, and 1976. Information was extracted from the inmate files and computer analyzed. Consultant staff examined 353 files for this three year period. The following tables present the most important findings from the research conducted in the jail files. Additional information was collected and computer analyzed which is not presented in this summary report. Some of the additional information was presented in interim reports throughout the study period. Persons who wish to examine the data not presented here should contact the consultant.

The number of files reviewed from each year was:

<u>YEAR</u>	<u># OF CASES</u>	<u>% OF TOTAL SAMPLE</u>	<u>ACTUAL # OF ADMISSIONS FOR YEAR</u>	<u>% OF TOTAL ADMISSIONS FOR YEAR</u>
1974	104	29.7%	1,113	9.3%
1975	131	37.4%	1,196	11.0%
1976	118	32.3%	1,163	10.3%

TOTAL: 353

A. CHARACTERISTICS OF THE JAIL POPULATION - 1974-1976

For each variable a histogram was tabulated. A histogram indicates the number of cases within each category for a particular variable. The histo-

gram function of the computer provides information on frequency and relative frequency distributions for the sample of cases under study. It is a basic counting function of the computer.

1. Race/Ethnic Group

The persons in the sample of cases under study identified themselves as being members of the following racial or ethnic groups at the time of booking into the jail:

<u>RACE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Caucasian	324	91.8%
Black	28	8.0%
Spanish American	1	.3%

2. Sex

Many criminal justice officials feel that women are becoming increasingly more involved with the criminal justice system as arrestees, detainees, defendants, and convicted offenders. Whether this is due, in fact, to a greater incidence of crime committed by women, to tougher practices and policies toward women by law enforcement agencies and the courts, or to other factors, is not known.

The analysis for the sample period of time spent in jail by women indicated that the percentage of female admissions increased over each year of the sample period. The trend indicated by the research was confirmed by the law enforcement officials and judges interviewed in the County.

Part of the increase in admissions of women may be accounted for by the practice of boarding women inmates for the Michigan Department of Corrections on a contracted per diem basis. Throughout the first eight months of 1977 an average of 4 women per day were being held for the State in the Branch County Jail. These women were being held because of overcrowding at the only State corrections facility for women. The Department of Corrections discontinued the practice of boarding women at the Branch County Jail in September, 1977 because of a lack of adequate supervision due to a shortage of jail correctional officers and because of a lack of adequate segregation capabilities to separate state inmates.

The breakdown by sex for all persons in the sample was:

323 of the individuals booked were male (91.5%)
30 of the individuals booked were female (8.5%)

3. Home Address

At the time of booking, individuals gave their home address as follows:

<u>TOWNSHIP</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Algansee	--	--
Batavia	--	--
Bethel	--	--
Bronson	4	1.5

<u>TOWNSHIPS (cont.)</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Butler	1	.4%
California	1	.4%
Coldwater	1	.4%
Gilead	--	--
Girard	--	--
Kinderhook	--	--
Matteson	--	--
Noble	--	--
Ovid	--	--
Quincy	--	--
Sherwood	--	--
Union	--	--
Branch County (not specified)	2	.8%
<u>VILLAGES AND CITIES</u>		
Bronson	12	4.5%
Coldwater	89	33.6%
Quincy	8	3.0%
Sherwood	9	3.4%
Union City	19	7.2%
<u>ADJACENT COUNTIES</u>		
Calhoun	2	.8%
Hillsdale	2	.8%
Jackson	4	1.5%
<u>OTHER AREAS</u>		
Michigan - Lower Peninsula (none of the above)	72	27.2%
Indiana	20	7.5%
Other States	14	5.3%

From the preceding table it is clear that over 55% of persons arrested are residents of Branch County. These rates of in-county residence compare quite closely with other rural counties in Michigan of approximately Branch County's population. The fact that 57% of the persons booked into jail are County residents illustrates that treatment of the pre-trial detainee and the convicted offender must be done at the local jail level. As the State prison system grows increasingly overcrowded and more difficult to manage, counties will find that responsibility for handling offenders will increasingly reside at the local jail level.

Forty-three (43%) percent of the persons booked were not residents of Branch County. There are many reasons for the number of admissions of persons who live outside the County. One possible explanation which may deserve further consideration, but which cannot be exclusively supported by our data, is Branch County's location and access to major transportation routes.

The County is located in southcentral Michigan and is crossed by 2 main

highways - I-69 running north to south and U.S. 12 running east to west. These major highways create a heavy flow of traffic through the County. Many of these persons are merely passing through the County enroute to some other destination. Our analysis indicated that a high number of persons who gave their addresses outside of the County were booked for traffic-related offenses. This may account for the number of persons booked who lived outside of the County. Other factors may also account for this situation.

4. Age

The data revealed some important facts about the age of the persons in the jail. The individuals ages at the time of booking were as follows:

<u>AGE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
17	32	9.1%
18-21	127	36.1%
22-25	61	17.3%
26-35	64	18.2%
36-45	32	9.1%
46-55	19	5.4%
56-65	15	4.3%
66 and over	2	0.6%

A large proportion of the persons booked were under 25 years of age (62.5%). National statistics indicate that most crime is committed by persons between the age of 12 and 20. Data from Branch County is consistent with this finding. Our analysis indicated that most of the persons booked on drug offenses were under 25 (95%). In addition, many of the persons booked on traffic offenses were under 25, as were most of the probation violators. The young age of many jail residents may point toward the need to establish delinquency prevention programs at the adolescent level through schools, law enforcement agencies, and/or the County juvenile officer.

5. Employment Status

When questioned at the time of booking, individuals responded as follows concerning their employment status. This data must be interpreted cautiously as verification was not possible. (Data missing for 40 cases, total sample size 313.)

<u>EMPLOYMENT STATUS</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Employed	162	51.8%
Unemployed	121	38.7%
Student	17	5.4%
Homemaker	7	2.2%
Resident of Correctional Institution	4	1.3%

High unemployment has been cited as a major cause of increased criminal activity. Although this has not been proven, it seems that a person's em-

employment status and level of employment skills may be a factor affecting crime. The relatively high number of unemployed persons in the jail may point to the importance of referring jail residents to employment and vocational training services that will assist them in overcoming employment difficulties. These services are available from existing agencies within Branch County or may be established directly at the jail.

6. Literacy

When questioned at booking, 92.4% of the individuals said they could both read and write, while 2.8% indicated that they could neither read nor write. This data was not possible to verify.

7. Marital Status

Residents indicated their marital status at the time of booking as follows:

<u>MARITAL STATUS</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Single	160	46.8%
Married	114	33.3%
Divorced	51	14.9%
Separated	13	3.8%
Widowed	4	1.2%

8. Children

One hundred and fifty-one (151) of the 353 persons in the sample cases were known to have children. Of the 151 persons who indicated that they had children, the number of children was indicated as follows:

<u># OF CHILDREN</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
1	57	37.7%
2	36	23.8%
3	22	14.6%
4	16	10.6%
5	6	4.0%
6	3	2.0%
7	4	2.6%
8	4	2.6%
9	3	2.0%

9. Medical Care

When questioned at booking, 12.7% of the persons responded that they were under a doctor's care at the time. This figure is high when compared with other jails of the size and type of Branch County. It indicates the need for adequate medical facilities within a jail.

10. Drug Use.

The percentage of persons who admitted to using drugs, when questioned at the booking, was 5.5%. Conservatively, it is estimated that at least twice that number use drugs of some type (excluding cigarettes and alcohol).

11. Previous Arrests and Previous Incarcerations

a. Previous Arrests

Data was missing on prior arrest history for 45% of the original 353 cases. Of the remaining 194 cases, 70% indicated at the time of booking that they had previously been arrested in Branch County, and 10% indicated that they had been arrested previously elsewhere in lower Michigan. Also, 8% indicated they had been previously arrested but the location of the arrest was not specified on the booking card. At least 55% of the original sample admitted that they had been previously arrested. This data must be interpreted cautiously. Except for bookings at the Branch County Jail, there is no way to confirm this information with any degree of consistency.

b. Previous Incarcerations in County

Research conducted in the jail files indicated that some of the residents in the jail had had prior incarcerations there. Each time a person is admitted to the jail a new booking card is completed for that incarceration. CCRP staff tabulated the previous booking cards on each individual included in the sample. From this information we were able to determine a number of things about an individual's prior criminal history and relationship to the Branch County Jail. The following data provides information about a person's previous incarcerations at the jail, previous sentenced incarcerations at the jail, previous incarcerations in one year prior to the current offense, and previous number of incarcerations, either sentenced or unsentenced, which were a result of an alcohol or alcohol-related charge (Drunk and Disorderly, DUIL, Violation of Liquor Laws, etc.).

c. Previous Incarcerations in County (sentenced or unsentenced)

<u># OF PREVIOUS INCARCERATIONS</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
No Previous Incarcerations	204	57.8%
1	64	18.1%
2	26	7.3%
3	10	2.8%
4	9	2.5%
5	12	3.4%
6	9	2.5%
7	7	1.9%
9 or more	12	3.4%

It is interesting to note that almost 60% of the cases in the

sample had no previous incarcerations in the Branch County Jail. This does not necessarily mean that these persons might not have been incarcerated in some other jail. It is also interesting that more than 3% of the persons in the sample had been admitted to the jail 9 or more times prior to the current booking.

d. Sentenced Incarcerations

The following table indicates the number of sentenced incarcerations in jail previous to the current incarceration (which may or may not be sentenced):

<u>SENTENCED INCARCERATIONS</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
1	39	11.0%
2	14	3.9%
3	7	1.9%
4	6	1.7%
5	1	.3%
6	3	.9%
7	1	.3%
8	1	.3%
9 or more	3	.9%

<u>NO Sentenced Incarcerations</u>	278	78.7%
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The percentage of persons who had never been in the Branch County Jail under sentence was 79%.

e. Incarcerations in One Year Prior to Current Incarceration

The jail population's booking history at the Branch County Jail in the one year prior to the current offense was as follows:

<u>INCARCERATIONS IN ONE YEAR PREVIOUS</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
<u>None in One Year Previous</u>	271	76.7%
1	58	16.4%
2	17	4.8%
3	3	.9%
4	4	1.2%

f. Alcohol Incarcerations

Persons in the sample were booked on direct alcohol or alcohol-related offenses prior to the current booking as follows:

<u>ALCOHOL OFFENSE ADMISSIONS</u> <u>(# of Bookings)</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
No Previous Alcohol Offenses	287	81.3%
1	37	10.5%
2	12	3.4%
3	8	2.3%
4	4	1.2%
5	2	.6%
6	1	.3%
7	1	.3%
8	1	.3%

Almost 20% of the persons in the sample had been booked on an alcohol or alcohol-related offense prior to their current booking. This figure does include persons charged with other criminal offenses, including DUIL, Public Consumption and Open Receptacle. It does not include those persons who were under the influence of alcohol but were charged with other (usually more serious) criminal offenses.

g. Charges on Previous Incarcerations

Of those individuals who had previously been incarcerated in the Branch County Jail (149 cases, 43% of the original sample) charges were distributed as follows (partial listing, charges on most recent incarceration):

<u>CHARGE ON MOST RECENT</u> <u>PREVIOUS INCARCERATION</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Drunk and Disorderly	27	18.0%
DUIL	23	15.3%
Breaking and Entering	11	7.3%
Simple Larceny	7	4.7%
Possession of Marijuana	7	4.7%
Non-support	7	4.7%
Traffic Offenses	7	4.7%

The fact that 43% of the residents of the jail had been previously incarcerated there at least once before the current incarceration indicates that for some persons arrest and detention has become a pattern. The "revolving door" situation of arrest-conviction-incarceration burdens the County with continued expense for offender maintenance and housing. The youthfulness of many jail residents indicates a serious problem of recurrent criminal activity and incarceration for young persons who may need educational, employment, or vocational assistance to enable them to acquire necessary skills and break the pattern of continued confinement in jail.

B. INTAKE

There are many reasons why a person may be brought to the jail. Typically a person is arrested by a law enforcement officer because he was observed committing an illegal act or is suspected of having committed an illegal act. The person may then be brought to the jail where he is "booked" and charged with the commission (or omission) of a criminal (and occasionally civil) offense. Depending on his ability to post bond, he may be housed in jail until he appears in court for formal notice of charges.

There are also ways in which jail can be avoided: persons can be arrested without being brought to the jail and booked; they can be given a citation or summons to appear in court or pay a fine; they can be reprimanded without being arrested. These practices are currently being used in Branch County with traffic offenders and some misdemeanor offenders to a limited extent. Also, persons can be arrested and held in the lock-up facilities of another law enforcement agency until arraignment in court or before a magistrate and never be booked into the county jail.

The following section describes elements of the jail research data which concern the intake process.

1. Arresting Authority

Law enforcement agencies responsible for arresting the persons in the sample and bringing them to jail were:

<u>ARRESTING AUTHORITY</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Sheriff's Department	129	39.4%
Coldwater Police Department	65	19.9%
Michigan State Police	46	14.1%
Other Police Departments	34	10.4%
Union City Police Department	22	6.7%
Bronson Police Department	14	4.3%
Quincy Police Department	7	2.1%
Sherwood Township Police Department	5	1.5%
Sherwood Police Department	4	1.2%

The fairly high percentage of OTHER law enforcement agencies responsible for arrests is due to the large number of inmates who were held in the jail on a contract basis for other counties and the State of Michigan because of overcrowding in the jail facilities in the other counties. Most of the inmates held for other jurisdictions were arrested in and transferred from Washtenaw County. Some of these persons were women inmates transferred from the Detroit House of Corrections.

2. Booking Time

The time of booking indicates the peak hours of jail activity and those times where sufficient staff coverage is necessary to handle booking and normal law enforcement activities.

Twenty per cent (20%) of all jail bookings occurred between the hours of 7 A.M. - 3 P.M. Forty per cent (40%) of all bookings occurred between

11 P.M. and 7 A.M. These figures reflect the greater use of the jail during the evening and night hours. They also indicate that period of the day when greatest staff coverage is necessary to handle the increased number of bookings, and the increased time for inmate processing, classification and cell assignment. Correctional officer staff should be provided to handle the increased work load during the evening period, and to insure adequate security of the facility, staff, and inmates. Twenty-four (24) hour coverage of inmate-occupied areas by correctional staff is required by the State Code governing jails, lock-ups, and security camps.

3. Location of Crime and Location of Arrest

The persons in the sample were arrested in the following locations and charged with committing crimes in the following locations. A crime may have been committed in one location and the suspect arrested in a different location, or (more commonly) a crime may have been committed and the suspect arrested in the same location.

<u>LOCATION</u>	<u>PLACE OF CRIME % OF CASES</u>	<u>PLACE OF ARREST % OF CASES</u>
<u>Townships</u>		
Algansee	--	--
Batavia	1.7%	1.6%
Bethel	--	--
Bronson	6.0%	6.1%
Butler	2.0%	1.6%
California	1.7%	--
Coldwater	10.7%	8.7%
Gilead	--	--
Girard	1.0%	1.3%
Kinderhook	--	--
Matteson	--	--
Noble	--	--
Ovid	4.4%	4.5%
Quincy	1.3%	--
Sherwood	1.3%	--
Union	--	--
Branch County (not specified)	8.7%	6.4%
<u>Villages & Cities</u>		
Bronson	3.0%	2.9%
Coldwater	26.2%	29.9%
Quincy	3.0%	2.9%
Sherwood	4.0%	3.5%
Union City	8.1%	8.4%
<u>Adjacent Counties</u>		
Calhoun	--	--

<u>LOCATION</u>	<u>PLACE OF CRIME % OF CASES</u>	<u>PLACE OF ARREST % OF CASES</u>
<u>Adjacent Counties (cont.)</u>		
Hillsdale	--	1.6%
Jackson	--	--
<u>Other Areas</u>		
Michigan - Lower Peninsula (none of the above)	12.8%	9.3%
Indiana	--	--
Other States	--	--

As might be expected, the majority of crimes for which arrests and bookings occurred, took place in the more densely populated cities and villages and their adjacent or surrounding townships. The largest number of arrests occurred in the city of Coldwater and Coldwater Township.

4. Charge

The information concerning criminal charge is one of the most important pieces of data from the jail research. It provides insights into the types of crimes for which persons are being detained in Branch County. It can be analyzed, along with other data, to project how many persons may be handled through other, less costly, non-detentional methods, based on the seriousness of their offense and their risk or threat to the community.

When the jail file data was collected, all charges were recorded for each case. From a list of the charges found in the files, a master list of 99 possible charges was assembled.

Sometimes persons are charged with more than one offense; for these cases only the most serious charge has been listed. At least 5% of the cases in the sample were charged with an additional charge. In addition, charges are sometimes changed at a later date. This list contains the original charges on which persons were admitted to the jail. The persons in the sample were originally charged with the following offenses:

<u>CHARGES (partial list)</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Drunk & Disorderly (D&D)	44	12.6%
Driving Under the Influence of Liquor (DUIL)	44	12.6%
Traffic Offenses (Driving While License Suspended, Reckless Driving, No Operator's License, Other Traffic Offenses)	31	9.0%
Drug Offenses (VCSA, Possession of Marijuana, Use or Sale of Controlled Substance)	21	6.0%
Breaking and Entering	20	5.7%

<u>CHARGES (partial list)</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Open Receptacle	19	5.4%
Forgery, Uttering and Publishing, Insufficient Funds, Fraud	13	3.7%
Offenses against Child & Family (Non-support, Contributing to Delinquency, Cruelty)	13	3.7%
Bench Warrant, FTA, Court Violation	12	3.4%
Larceny - Over \$100, - From a Building, - By Conversion	11	3.2%
Parole Violation	11	3.2%
Receive, Possess, Conceal, Sell Stolen Property	10	2.9%
Probation Violation	10	2.9%
Robbery	9	2.6%
Felonious Assaults	7	2.0%
Alcohol Offenses (Public Consumption, Furnishing to a Minor, Drunkenness)	7	2.0%
Disorderly Conduct	6	1.7%
Malicious Destruction of Property	5	1.4%
Carrying a Concealed Weapon	5	1.4%
Rape	4	1.1%
Assault and Battery	4	1.1%
Simple Larceny	4	1.1%
Escape	4	1.1%
Attempted Criminal Sexual Conduct	2	.6%
Homicide	1	.3%

As indicated by the preceding table, almost 39% of all jail bookings were for substance abuse related charges (Drunk & Disorderly, DUIL, possession or sale of drugs). 9% of all bookings were for traffic-related charges. The number of cases booked on other charges are much lower than the preceding two charge types. The high incidence of substance abuse-related charges provides important information for planning facilities and programs.

5. Total Time Held in Jail

Individuals booked at the jail were held varying amounts of time. Much of the data presented up to this point has focussed on the number of cases involved rather than the number of days spent per case. While the booking process is time consuming, the most expensive aspect of jail operations is the feeding and housing of residents for extended periods of time. The following table compares the number of cases with the amount of time spent per case.

<u>TIME SPENT</u>	<u># OF CASES</u>	<u>% OF CASES</u>	<u># OF INMATE DAYS</u>	<u>% OF TOTAL INMATE DAYS</u>
4 Hours or less	83	24.1%	14	.4%
5-8 Hours	47	13.5%	16	.4%
9-24 Hours	77	22.3%	77	2.0%
Total Held Less Than 24 Hours	207	59.9%	107	2.9%
- - - - -				
25-48 Hours	20	5.9%	40	1.0%
49-72 Hours	14	4.0%	42	1.1%
3-5 Days	8	2.3%	35	.9%
6-10 Days	24	7.0%	195	5.3%
11-15 Days	13	3.8%	181	4.9%
16-20 Days	9	2.6%	172	4.6%
21-30 Days	15	4.5%	347	9.4%
31-40 Days	9	2.7%	311	8.4%
41-50 Days	5	1.5%	243	6.6%
51-70 Days	5	1.5%	289	7.8%
71-90 Days	5	1.5%	372	10.0%
91-120 Days	6	1.8%	631	17.0%
121-150 Days	4	1.2%	558	15.1%
150 or more Days	1	0.3%	180	4.9%
<u>TOTAL:</u>			3,703	

As indicated, 70% of jail admissions accounted for only 5% of actual inmate days. All those persons who were held for less than 72 hours (241 persons, 69.8% of all cases) accounted for only 189 actual inmate days (5% of the total number of inmate days).

By comparison, those persons who spent more than 90 days in jail (11 persons, 3.3% of the total sample) accounted for more than 37% of the total number of inmate days.

These facts are particularly important when planning for future detention and corrections bedspace needs. Our analysis of file data, coupled with the information obtained from jail daily counts which is presented in the next section of this appendix, indicates that the majority of jail beds are not being taken up by new jail admissions but by long-term defendants awaiting trial or by persons who were sentenced to serve time at the jail. The table further indicates that 59.9% of all persons were released within 24 hours. These cases include those which paid an immediate bond at the jail or were bonded or released on recognizance after court arraignment.

6. Reason for Release

The information concerning reason for release is important because it indicates the reason why an individual is being held in jail (i.e., pre-arraignment, pre-trial, pre-sentence, under sentence, awaiting transfer, etc.). This information is not completely conclusive concerning the exact

reason for housing each jail resident but provides some explanation for the current reason for incarceration for each case.

<u>REASON FOR RELEASE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Immediate Bond	158	46.6%
Released on Recognizance (Individual released on own recognizance by the court)	30	8.8%
Court Bond (Paid bond set by court at arraignment)	10	2.9%
Time Served	47	13.9%
Fine Paid	11	3.2%
Time Served & Fine Paid	2	.6%
Released to Another Authority (Transferred to Prison, another jail, hospital, another law enforcement agency, released to Probation Dept., etc.)*	74	21.8%
Case Dismissed by Court or Prosecution	7	2.1%

*The high percentage of persons released to another authority can be partially explained by the large number of people confined in the jail on a contract (per diem) basis for other counties.

This table indicates that 14.5% of persons in the sample were actually serving a sentence at the jail prior to their final release. Release on bond and personal recognizance prior to trial and disposition of the case (legal guilt or innocence) accounted for the release of almost 60% of the individuals included in the sample. Almost 60% of the persons held in the jail, then, were persons awaiting trial or sentence. These persons, by law, must be considered innocent until disposition of their cases in the courts.

7. Type of Time in Jail

As a further check to determine the reasons why persons were held in the jail, CCRP staff tabulated the number of persons held in jail by type of jail time. The following table indicates the type of jail time for which persons in the sample were being held:

<u>TYPE OF TIME IN JAIL</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Pre-Bond	166	51.4%
Pre-Arraignment	23	7.1%
Pre-Trial	9	2.8%
Pre-Sentence	3	.9%

<u>TYPE OF TIME IN JAIL (cont.)</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Pre-Arraignment & Sentenced	15	4.6%
Sentenced	29	9.0%
Holding for Another Authority (usually as part of sentence)	64	19.8%

This data generally confirms the data obtained under the Reason for Release category. It again indicates that between 50% and 60% of persons housed in jail were held prior to final disposition of the case and final determination of guilt or innocence.

C. COURT PROCESSING

The jail files provided some information on further processing of jail residents. For many persons further processing included court processing and disposition and sentencing. The information concerning court processing is presented here to supplement the following Appendix (C) on Court Research. The information collected from jail files concerning court process is consistent with that presented in the following appendix. Information on bond, disposition, and sentence is important because the practices and policies of the courts are, to a large extent, responsible for the jail population. When judges alter their policies on bond amounts, bond types and sentencing, the population of the jail changes. More specific information regarding court processes is presented in the following appendix.

1. Arraignment Information

For many of the individuals booked into the jail, the next phase of the criminal justice process is the arraignment at District Court. Where the information was available (229 cases) the outcome of the arraignment proceeding appeared as follows (229 cases, 65% of the original sample):

<u>DISPOSITION (Outcome)</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Plead Guilty	168	73.4%
Case Dismissed	35	15.3%
Nolle Prosequi	11	4.8%
Stood Mute	7	3.1%
Nolo Contendere	4	1.7%
Plead Not Guilty	4	1.7%

For those cases not disposed at arraignment (48 for which data was available) the dispositions were as follows:

<u>DISPOSITION</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Convicted	22	45.8%
Plead Guilty	11	22.9%
Case Dismissed	10	20.8%
Nolle Prosequi	4	8.3%

The high incidence of guilty pleas at arraignment is particularly striking; however, these rates are comparable to other areas in Michigan in which the consultant has worked.

2. Type of Bond

The following bonds were set for the cases in the sample (information available for 222 cases, 63% of the original sample):

<u>BOND TYPE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Undetermined Cash or Cash through Use of Bondsman	143	64.4%
Cash	64	28.8%
Personal Recognizance	11	5.0%

It is interesting to note the predominance of cash bonds set by the courts. Similarly, the infrequency of Release on Own Recognizance should be noted. Other jurisdictions have discovered that recognizance bonds can be used effectively to assure the appearance of some qualified defendants for further court processing and provide for the protection of the public.

3. Sentence

Information about the sentence imposed on cases in the sample was available for 175 of the original 353 cases (50%). The primary types of sentence which the judges imposed were:

<u>SENTENCE TYPE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Fine and Costs	72	34.1%
Jail	38	18.0%
Probation, Fine & Costs	26	12.3%
Probation	9	4.3%
Costs	8	3.8%
Fine, Costs, Suspended Sentence and Probation	7	3.3%
Jail, Fine & Costs	6	2.8%
Jail or Fine & Costs	5	2.4%
Prison	4	1.9%

Combinations of fines and probation terms predominate in the types of sentences imposed by the County's judges. In addition, a large number of persons were sentenced to pay a fine or serve time in jail. Our analysis of the daily population of the jail indicates that on most days one or two

persons are housed in the jail who are unable to pay fines which were originally imposed and must serve time as a result. Services and programs could be implemented at the jail which would offer these persons the opportunity to work to pay their fines.

As a sentencing option, the jail is used somewhat more frequently by the judges in Branch County than in counties of similar population size and composition elsewhere in Michigan.

4. Jail Time Sentenced (65 cases)

The data on jail time sentenced includes all cases for which any jail time was sentenced, including suspended sentences, and is not a reliable indicator of actual jail time served.

<u># OF DAYS SENTENCED</u>	<u># OF CASES</u>	<u>% OF CASES</u>
1 Day	2	3.1%
2 Days	2	3.1%
3 Days	7	10.8%
4 Days	1	1.5%
5 Days	2	3.1%
6-9 Days	4	6.2%
10-14 Days	8	12.2%
15-19 Days	1	1.5%
20-24 Days	1	1.5%
25-29 Days	2	3.1%
30-59 Days	7	10.8%
60-89 Days	8	12.3%
90-119 Days	16	24.6%
4-5 Months	-	-
6 Months	2	3.1%
7-12 Months	2	3.1%

The preceding data begins to reveal some of the characteristics of the population of the jail. From this information a profile of the types of individuals housed in the jail begins to emerge. Because of the random nature employed in selecting the sample, the information is generalizable to the jail population as a whole for the period between 1974 and 1976. The percentages given are, then, percentages which may be used to generalize to the entire jail population. The statistical method used to develop and summarize this information is called a histogram and is basically a counting function of the computer.

III. JAIL DAILY COUNTS

A. METHODS

The data from the jail files does not contain any information about the daily dynamics of the jail and the jail population. In order to gain information about the population of the jail on a recent, average day, the consultant initiated a "daily count" survey.

In collecting data for a daily count, CCRP staff listed the age, sex, court, bonds, and offense for each person in the jail at the time of the count. We also noted whether the person had a detainer or hold from some other authority (police, military, probation, parole). Most importantly, we noted the number of days the individual was in jail awaiting trial, awaiting sentence, or serving a sentence. (See Appendix H on Methods for an example of the Daily Count Form.)

CCRP staff conducted 17 daily counts between June 13, 1977 and September 22, 1977. Counts were taken on a random basis at different times of the day and on different days of the week. We analyzed the data and summarized it for presentation in this report. The analysis tested the daily count format for future use and examined the possibility of on-going local computer analysis.

Seventeen (17) daily counts proved to be enough to provide information about several important variables. It will be necessary to take daily counts for an extended period of time in order to gain a current and accurate picture of the daily jail population. The seventeen counts provided the consultant with adequate data to analyze current trends and patterns.

B. DAILY PROFILE

The daily count analysis provided a measure of the types of persons in jail on a particular day. The table on the following page summarizes the information analyzed concerning the reasons for a person being held in jail. It indicates the legal status of the inmates at the time of the counts.

It is interesting that 20% of the persons in jail during our counts were awaiting arraignment, trial, or sentence. As legally innocent individuals (the majority of persons were awaiting trial) the Constitution of the United States guarantees these persons the rights and privileges of all citizens.

Many persons in the Branch County Jail are detained there prior to trial; they are not convicted or sentenced individuals and cannot be legally punished in any way.

Another interesting factor which emerged from the jail daily counts is the District Court judge's use of Work/Study Release and Weekend Sentencing options. On an average day approximately 5-9 persons may be sentenced to the jail who are allowed to leave for work, educational, or other treatment reasons and return to the jail at the end of the day. Work/Study/Treatment Release sentencing options are a necessary and important part of judicial sentencing discretion. Modern judicial and correctional practices recognize the significant benefit which both the offender and the community may gain from the use of these options. The offender who is able to work reduces the necessity of providing public assistance benefits to himself and

JAIL DAILY COUNTS

<u>DATE</u>	<u>TOTAL</u>	<u>PRE- TRIAL</u>	<u>PRE- SENTENCE</u>	<u>SENTENCED</u>	<u>INMATES HOUSED FOR STATE DEPT. OF CORRECTIONS</u>	<u>INMATES WITH HOLDS OR WARRANTS FOR ANOTHER AUTHORITY</u>
6/13-Mon.	44	8	1	30	4	9
6/15-Wed.	39	6	1	29	3	1
6/22-Wed.	39	4	1	31	3	-
6/29-Wed.	39	6	0	30	3	-
7/1-Fri.	39	6	0	29	4	-
7/5-Tues.	37	8	0	25	4	6
7/11-Mon.	37	6	0	28	3	6
7/13-Wed.	38	4	0	31	3	6
7/18-Mon.	45	7	0	35	3	6
7/20-Wed.	43	7	0	33	3	7
7/25-Mon.	44	6	0	35	3	8
8/1-Mon.	45	9	0	33	3	8
8/8-Mon.	49	10	0	36	3	7
8/15-Mon.	45	12	0	30	3	5
8/22-Mon.	43	10	0	30	3	5
8/29-Mon.	42	8	0	32	2	4
9/22-Thurs.	35	13	0	22	0	1
<u>TOTAL:</u>	665	130	3	519	50	79
<u>AVERAGE:</u>	39	7.6	.2	30.5	2.9	4.6
<u>% OF AVERAGE:</u>		20%		80%		

TOTAL AVERAGE NON-SENTENCED INMATES = 20%

TOTAL AVERAGE SENTENCED INMATES = 80%

his family. Additionally, some money which the offender earns through work/release programming may be repaid to the jail to help pay the room and board costs which he incurs. Also important is the sense of self-worth which the offender may retain and the fact that he is likely to appreciate the equity of the judicial and correctional systems.

The use of weekend sentences for some offenders also parallels modern correctional practice and policy. The goals of corrections may be accomplished as effectively as traditional incarceration without unnecessary expense to the taxpayer nor further social, familial or psychological harm to the offender. Consultant daily counts indicated that on an average weekend four (4) persons may be housed at the jail serving a "weekends only" sentence.

The District Court Judge should be commended for his use of Work/Study/

Treatment Release and Weekend sentencing options. He is providing a service to both citizens and the offender by eliminating unnecessary and costly incarceration. The major obstacle to increased use of these options is the lack of adequate housing for persons who qualify for these programs and the inability to separate work/study release and weekend inmates from other inmates.

C. OFFENSE

The information on offense for which a person was booked that was derived from the daily counts was not completely consistent with data from the jail files. While the charges of "drunk and disorderly" and driving under the influence of liquor were predominant in the file data, the daily counts indicated that persons who were detained for long periods of time (more than 12 hours) were held on a more serious charge. The majority of charges for which persons were detained during the sample period (June 13-September 22) were charges of larceny (including felonious larceny, larceny in a building) and breaking and entering. Also included in the counts (in decreasing order of their frequency) were probation violation, receiving and concealing stolen property, driving under the influence of liquor, possession or sale of a controlled substance and malicious destruction of property charges. Other charges from the counts included UDAA (auto theft), traffic warrants and failure to appear in court, warrants, driving while license suspended, drunk and disorderly, assault, reckless driving, fleeing and eluding, open intoxicants in automobile, and one case each of armed robbery, criminal sexual conduct, escape from jail, carrying a concealed weapon, and assaulting a police officer. On at least two occasions juveniles (under age 17) were held in the jail as runaways awaiting transfer to another authority.

It should be remembered that while they are good methods for determining the daily dynamics of the jail population, these counts do not consistently identify those persons who are booked but spend only a few hours in jail. These cases generally include the less serious misdemeanor cases. The relatively short period during which this information was collected also poses problems of whether it represents an accurate sample of daily jail dynamics. However, as a relatively simple measure of daily activity at the jail and a mechanism for determining the type of cases which spend longer periods of time in jail, the method is valid and necessary.

The County and Sheriff Department staff might consider implementing such a daily count system to provide information for custodial staff and for court personnel. With an expanded data base, further analysis of charges would reveal the average number of days that persons spend pre-trial, pre-sentence, and sentenced for specific charges. The daily count provides quick access to information about the jail population for the jail staff or others who need it.

D. OTHER CHARACTERISTICS

Information on race, sex and age of the individuals housed for extended periods during the sample days was analyzed. The daily counts were generally consistent with the jail file data in these demographic areas.

Over 98% of the persons in jail on the days of the counts were white.

Approximately 90% of the persons in the counts were males and 10% were females, which is consistent with jail file data. This can be partially accounted by the fact that the Branch County Jail frequently (until September 15, 1977) held women inmates for the Michigan Department of Corrections because of overcrowded conditions at the Women's Division of the Detroit House of Corrections. Our analysis of the age of persons in the counts was consistent with the jail file data; between 55% and 60% of the persons included in the counts were under the age of 25.

E. SUMMARY

The daily count analysis provides a good monitor of the daily composition of the jail population. Counts conducted by CCRP staff showed that 20% of the population had not been sentenced to serve time in jail, that 55% of the population was under the age of 25, and that many persons were sentenced to jail on relatively serious charges for extended periods of time. Juveniles were occasionally detained at the jail awaiting transfer to another authority. Many of the persons in the counts who were detained awaiting trial and who were sentenced to jail also had warrants with other law enforcement agencies. Women inmates represented 8% - 10% of the jail population at any one time.

A daily count system linked to a computer terminal or daily counts conducted by jail staff could provide an accurate tabulation of the characteristics of the jail population. The system could expand to examine home address, employment status, program needs, follow-up reports, and other elements. On a daily basis, such a system would give the jail staff a basis to analyze the types of persons in the jail, the program needs of the population, and the segregation capabilities needed to assume safe and humane housing for both pre-trial detainees and sentenced persons.

IV. JAIL INMATE INTERVIEWS

Insights about the functions and problems of the jail and its population may be obtained from first-hand interviews with residents of the jail. CCRP conducted numerous interviews with inmates on an individual basis. One major focus of these interviews was to determine the personal characteristics of the residents, their backgrounds, and the process that brought them to the jail. A second important focus was to receive their suggestions for improving programs, facilities, services and the operations of the jail.

The information from the interviews is presented in sections: first, personal and background information from the individuals who were interviewed and, second, problems and suggestions concerning the jail as discussed by the residents.

A. PERSONAL CHARACTERISTICS

Although the persons interviewed were not selected on a strictly random basis, many of their personal characteristics reflected the trends indicated in the survey of past jail files: 90% were Caucasian; 90% were male, 70% were under the age of 23, and the oldest resident was 46.

The jail data presented earlier in this Appendix provides information concerning residents marital status, educational level, and employment history. During the interviews CCRP staff found that 90% of the residents were single and 10% were divorced.

The residents were questioned about their educational background and the results were as follows:

<u>EDUCATIONAL LEVEL</u>	<u>% OF SAMPLE</u>
Less than 9th grade	20%
Between 9th & 12th grades	60%
Completed high school	20%

This table indicates that 80% of the residents interviewed did not complete high school. These residents would be eligible for programs in high school completion or G.E.D. testing. Many of the residents interviewed would take advantage of remedial education opportunities. Nearly all residents interviewed expressed a strong interest in pursuing their education in the jail setting.

We found 50% of the residents interviewed were unemployed when they entered jail. Of those residents interviewed 60% expected to have employment upon their release. The interviews also showed that 30% of the residents had no employment history whatsoever. This fact indicates that the need for job placements, attitudinal development, vocational training, and job skill development opportunities for jail residents is great.

Interestingly enough, there seems to be a relationship between education and employment for the persons interviewed. Among those interviewed there was a correlation between current educational level and past employment. Those residents who had a high school diploma or had two or more years of high school indicated they had worked in at least one job and currently have some specific work skills. With the apparent correlation between education and employment, the chance to improve his educational level may be critical to an inmate finding employment after release.

Many studies of prison populations indicate that employment difficulty seems to be a major factor leading to repeated criminal behavior. Programs increasing the employment skills and employability of jail residents might help to deter recurrent criminal behavior.

Other areas of discussion during the interviews included: 1) current status, 2) length of stay, 3) previous arrest and incarceration and, 4) current charges. In these 4 areas, the information obtained supported the jail data collected from a review of a sample of 3 years of inmate files.

B. PROBLEMS AND SUGGESTIONS

The persons interviewed expressed a number of ideas concerning problems with the facility, operation of the jail, and suggestions for improvement. The areas that were discussed included: education, recreation, counseling, training and work programs, visiting or outside contacts, and spiritual programs. The discussion areas parallel the order on the interview form included in Appendix H (Methods).

1. Education

On this topic most of the people interviewed felt that there should be some type of program for the residents who are interested in completing, or who would like to continue their education while incarcerated. The most frequently mentioned program was G.E.D. high school completion preparation and testing.

The only program currently operating in the jail which is related to this topic is the jail library. The residents complained that the selection of books is very limited and that the availability of the books and magazines is limited. Residents may request library materials only twice weekly at dinner. Most of the residents feel that it should be at least three or four times a week. The limitation on library access apparently exists because the administration feels that more frequent use of the library could constitute a fire hazard.

2. Recreation

The residents discussed this topic with more enthusiasm than any other topic. They all feel very strongly that there is a great need for activities and outlets in which idle time can be used meaningfully. Currently there is no form of recreational activity available to the inmates at the jail. Suggestions were made that residents need some outdoor activities. They expressed a need for physical exercise, sports activities, hobbycraft activities, and group activities. Almost all the residents suggested that there is a need for a recreation room with such equipment as a television, radio, pool and ping pong tables, and other things. One inmate stated that the only form of exercise available is walking around the table in the cell.

Many inmates complained that the lack of exercise causes them to become weak and unhealthy. One inmate said that in the two months that he had been incarcerated he had lost 30 pounds. The State code governing jails mandates the provision of recreational activities for jail residents.

3. Counseling

Nearly all the residents interviewed felt that counseling service is needed. The residents felt that the provision of counseling would help them greatly. Some of the suggestions made by the inmates for such services included: alcohol abuse, drug abuse, psychiatric assistance, and "rap sessions" where personal problems could be discussed. Residents feel that some of the people who could provide these services are: jail staff (correctional officers), personnel, professional volunteers, psychiatrists, and ex-offenders.

4. Vocational Training/Work Programs

Most residents felt that there is some need for vocational training and work programs. Many felt that a work or training program would give them a better chance for employment upon their release from the jail. Some also felt that a work-release program should be granted to those people who have met the work-release requirement and not be only based on the sentencing of the judge.

5. Visiting

Visiting issues were some of the most criticized areas in jail policy. The residents felt that there was not enough time to talk with the few visitors that they have. At present the visiting policy is: one visit every Tuesday night to be conducted between 6 P.M. and 9 P.M.. Male inmates are allowed visits from 6 P.M. to 8 P.M. and women from 8 P.M. to 9 P.M. Each resident is allowed one fifteen minute visit during that period. The residents indicate that frequency and duration of visits is inadequate and that visits should be increased to at least two or three times a week with a minimum of twenty minutes per visit. Residents also say that the present visiting area allows no privacy when there is more than one person in the booth at one time.

The area which is used for visiting is very inadequate. The visiting booths are located next to the attorney's room. They consist of four windows of unbreakable glass and a very poorly designed mesh screen through which visits are conducted.

6. Spiritual

Most residents felt that the religious services are good as they are presently conducted. Most are happy with the service and would like to see it continued.

Religious services are held once a week (every Tuesday). The service is provided by volunteers who lead singing and recitation from the Bible in which the resident can also participate.

7. Operational Suggestions

Residents had many suggestions for improving jail operations; many of them concerned the jail staff. They felt that the limited number of staff seriously hamper jail operations. They felt that the inmates cannot have any adequate activities because of the lack of staff. They also felt that because of lack of staff, the staff cannot provide the proper response to requests for services.

Other areas of high concern were the medical and food services. The residents say that it frequently takes two or three days for an inmate to get any medical assistance if it is needed. Some feel that it would take a very serious injury to get any medical attention at all.

Again, the lack of jail staff is cited as a contributing factor to the inadequacy of medical services. The jail file data indicated that 12% of persons entering jail are under a doctor's care. The State jail code requires the provision of medical services to jail inmates.

Food was next biggest complaint. Residents feel that it could be improved both in quality and quantity. They all indicated that they are served the same thing week after week. They say more variety could and should be added. Specialists from the Department of Corrections - Office of Facility Services are available to assist the cook in menu planning and food purchasing.

V. SUMMARY

The research conducted in the jail files, the jail daily counts, and the inmate interviews, together with the data from the Office of Facility Services, provide important information about the population, facilities, operations, and programs of the jail. This information is useful in determining problems and needs of the County in its detention and corrections operations for the safe, effective, and efficient provision of those functions.

A. JAIL POPULATION

A number of important findings surfaced from the jail research. The majority of persons admitted to the jail are young, booked on less serious misdemeanor charges, and normally spend less than 24 hours in jail. Some, however, spend longer periods of time and have been charged with more serious offenses. A majority of those who spend longer periods of time are "under-educated" and "under-employed". Many have substance abuse problems. Many have been previously incarcerated in the jail. Only 30% were actually serving a sentence in jail according to our research, although on a daily basis, between 50% and 60% of persons in jail are there under sentence.

B. OPERATIONAL

One of the most important operational issues is the need to provide consistent policies and practices regarding the operation and administration of the jail. This is necessary for adequate supervision and security.

As this report is being prepared, staffing of the jail is inadequate. There is no provision of 24-hour security coverage as required by law. The detention areas of the facility are generally unsupervised between 9 P.M. and 7 A.M. Branch County is fortunate that the lack of adequate staffing has not resulted in serious assault or suicide and substantial legal action being initiated against the County. Escapes have occurred, at least partly due to the lack of staff.

By providing adequate staff coverage, implementing consistent policy, providing adequate training, and clearly defining the role of the Correctional Officer, the County can insure safe and effective detention/corrections services for its citizens.

C. PROGRAMS

Jail programming is not currently in operation in Branch County. The provision of programs for jail inmates is required by State law. Programs should be established which can address some of the personal needs and deficiencies of jail residents. It has been proven in other areas that jail programming can result in more efficient and safer management and administration of jail facilities and may impact upon the offender and break the cycle of rearrest and return to jail. Jail programs might include: education, counseling, vocational, recreation, medical, referral and other services. Jail programming should attempt to utilize already existing services from

within the community rather than creating and duplicating available services. Jail staff (Correctional Officers) should coordinate the use of existing services and resources to meet the needs of the residents of the facility.

APPENDIX CCOURT RESEARCH

It is important that planning for detention and corrections needs consider the impact of the Courts. The Courts are the principal determinant of the use of jail facilities. Court procedures, policies, and practices affect the size and characteristics of the jail population.

CCRP staff spent more than 300 hours during the study period collecting and analyzing information from the Courts and related agencies. The information came from a number of important sources:

- criminal case files from the District and Circuit Courts
- interviews with the District, Circuit, and Probate Court judges
- interviews with the Prosecutor, the District and Circuit Court Probation Officers, the Juvenile Officer, and the Friend of the Court

The findings of the research from these sources are presented here. More than 100 pages of data and information were summarized in the preparation and presentation of this Appendix.

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APPENDIX C

COURT RESEARCH

I. DISTRICT COURT FILE DATA - 1974-1976

The District Court is the court of original jurisdiction. Most persons who are arrested are arraigned in District Court. The Court has jurisdiction in traffic, general civil, small claims and misdemeanor cases involving both statute (State law) and ordinance (municipal code) cases. The arraignment process involves the formal filing of charges and a determination of bond for persons charged as defendants in criminal cases. Misdemeanor cases are processed entirely in the District Court (with the exception of "high court" misdemeanors). The Court also conducts preliminary examinations for persons charged with felony offenses.

The 3rd Judicial District of Branch County is comprised of the District Court in Coldwater. Judge Earl Warren Bennett presides over the Court. Ms. Betty J. Walkup acts as Magistrate for the District Court. The Magistrate is responsible for overseeing the operations of the Court and for general court-reporting. In addition, the Magistrate conducts some arraignments for the Court.

During the months of July and August, 1977, CCRP staff surveyed 10% of the criminal cases of the District Court for the years 1974, 1975, and 1976. A random sample of 440 case files were reviewed and data was collected and computer-analyzed.

The computer analysis provided two basic forms of data. Histograms indicate the number of individuals within each category for a certain variable. Cross tabulations compare one variable with another. More than 40 histograms and cross tabulations were examined. The information which is most useful in the planning process is presented here.

The information taken from the case files was collected to yield data about the frequency of charges, case dispositions, bonding practices, sentences, use of the jail, and court process time. A complete list of the information collected in the District Court research can be found on the data collection form used by our staff. The data collection form is presented in Appendix H on Methods.

A. CRIMINAL CASES

The following table indicates the number of cases included in the sample for each year. The total of 440 cases amounts to 10% of all criminal cases for the three year period. Because data was collected on a random basis, the information presented is generalizable to all criminal cases for the three year period.

<u>YEAR</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
1974	138	33.8%
1975	139	34.1%
1976	131	32.1%
Missing Date	32	

B. CHARGE

From a list of the charges found in the court and jail research a master listing of 99 possible charges was compiled. This list was further collapsed into a number of sub-categories to facilitate the interpretation of the data.

The research format allowed our staff to record two charges for each person in the sample. In most cases the second charge (Count II) was a related charge that carried a lesser penalty. In many cases an individual plead guilty to Count II and Count I was dismissed. The most common example of this occurrence was in cases where a Count I - Reckless Driving was reduced to Careless Driving.

The following table includes only Count I charges. It reflects the most serious charge filed against a defendant at arraignment. The most frequent charges filed at arraignment in the District Court were:

<u>CHARGE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
DUIL (Driving under Influence of Liquor)	56	12.7%
Open Receptacle	55	12.6%
Drunk and Disorderly	41	9.3%
Reckless/Careless driving	36	8.2%
Possession of Marijuana	23	5.2%
Breaking and Entering	23	5.2%
Disorderly Conduct	21	4.8%
Other (Miscellaneous)	19	4.3%
Other (Traffic)	15	3.4%
Simple Larceny	14	3.2%
Obstructing, Interfering with Police Officer/Resist and Elude Arrest	11	2.5%
Assault and Battery	11	2.5%
Receiving Stolen Property (Possess, Conceal, Sell)	10	2.3%
Malicious Destruction of Property	9	2.0%
Insufficient Funds Checks	9	2.0%
Carrying Concealed Weapon	8	1.8%
Larceny From a Building	6	1.4%
U.D.A.A. (Auto Theft)	4	.9%
Larceny From a Vehicle	4	.9%
Felonious Assault	4	.9%
Contributing to Delinquency of Minor	4	.9%
Transportation of Beer or Liquor	4	.9%
Public Consumption	4	.9%
No Operator License/Revoked License	4	.9%

<u>CHARGE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Assault With Intent to do Great Bodily Harm less than Murder	3	.7%
Aggravated Assault	3	.7%
VCSA With Intent to Sell	3	.7%
VCSA (Possess or Use)	3	.7%
MIP (Public Consumption Minor)	3	.7%
Driving While License Suspended	3	.7%
Larceny over \$100	2	.5%
Uttering and Publishing	2	.5%
Use of Marijuana	2	.5%
Sale of Marijuana	2	.5%
Furnishing to a Minor	2	.5%
Negligent Homicide	1	.2%
Rape	1	.2%
Statutory Rape	1	.2%
Armed Robbery	1	.2%
Assault with Intent to Commit Murder	1	.2%
Assault a Police Officer	1	.2%
Attempted Criminal Sexual Conduct	1	.2%
Gross Indecencies	1	.2%
Indecent Liberties	1	.2%
Fire Arm Violation	1	.2%
Forgery	1	.2%
Other Arson	1	.2%
Non-Support	1	.2%
Cruelty to Children	1	.2%
Court Violation (Contempt)	1	.2%
Runaway	1	.2%
Escape	1	.2%

This table reflects the high number of substance abuse and traffic related offenses. The data is consistent with findings from the jail research. Direct alcohol-related offenses account for almost 40% of cases arraigned in District Court during the sample period. Traffic related offenses account for more than 12% of criminal arraignments (the figures for traffic offenses represent only cases for which an arraignment was held; the majority of traffic cases simply pay a pre-determined fine and are diverted from a formal arraignment; the data does not include these cases). Larceny charges account for 6.0% of District Court criminal case arraignments. Breaking and Entering charges account for 5.2%.

The following tables provide a more specific breakdown of offense types under broader general categories.

<u>CRIMES AGAINST PERSONS</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Assault and Battery	11	2.5%
Felonious Assault	4	.9%
Contributing to Delinquency of Minor	4	.9%

<u>CRIMES AGAINST PERSONS (Cont.)</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Assault With Intent to do Great Bodily Harm less than Murder	3	.7%
Aggravated Assault	3	.7%
Negligent Homicide	1	.2%
Rape	1	.2%
Statutory Rape	1	.2%
Assault With Intent to Murder	1	.2%
Assault a Police Officer	1	.2%
Attempted Criminal Sexual Conduct	1	.2%
Non-Support	1	.2%
Cruelty to Children	1	.2%

TOTAL:	33	7.3%
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<u>PROPERTY CRIMES</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Breaking and Entering	23	5.2%
Receive and Conceal Stolen Property	10	2.3%
Malicious Destruction	9	2.0%
Larceny from a Building	6	1.4%
Larceny From a Vehicle	4	.9%
U.D.A.A.	4	.9%
Other Arson	1	.2%

TOTAL:	57	12.9%
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<u>SEX CRIMES</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Rape	1	.2%
Statutory Rape	1	.2%
Attempted Criminal Sexual Conduct	1	.2%
Gross Indecencies	1	.2%
Indecent Liberties	1	.2%

TOTAL:	5	1.0%
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<u>DRUG CRIMES</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Possession of Marijuana	23	5.2%
VCSA With Intent to Sell	3	.7%
VCSA (Possess or Use)	3	.7%
Use of Marijuana	2	.5%
Sale of Marijuana	2	.5%

TOTAL:	33	7.6%
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<u>ALCOHOL CRIMES</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
D.U.I.L.	56	12.7%
Open Receptacle	55	12.6%
Drunk and Disorderly	41	9.3%
Transport of Beer or Liquor	4	.9%
Public Consumption	4	.9%
MIP	4	.7%
Furnishing to a Minor	2	.5%
TOTAL:	165	37.6%
<u>PUBLIC ORDER CRIMES</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Reckless/Careless Driving	36	8.2%
Disorderly Conduct	21	4.8%
Other Traffic	15	3.4%
Obstruct, Interfere With Police Officer; Resisting & Eluding Arrest	11	2.5%
Carrying a Concealed Weapon	8	1.8%
No Operators/Revoked License	4	.9%
DWLS	3	.7%
Court Violation	1	.2%
TOTAL:	99	22.5%
<u>OTHER CRIMES</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Other	19	4.3%
Simple Larceny	14	3.2%
Insufficient Funds	9	2.0%
Larceny over \$100	2	.5%
Uttering and Publishing	2	.5%
Armed Robbery	1	.2%
Fire Arms Violation	1	.2%
Forgery	1	.2%
Runaway	1	.2%
Escape	1	.2%
TOTAL:	51	11.5%

C. DEFENDANT CHARACTERISTICS

Data from the District Court is generally consistent with the jail data regarding the personal characteristics of defendants.

1. Sex

<u>SEX</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Male	375	91.9%
Female	33	8.1%

2. Age

Again, following a pattern indicated in the jail data, the majority of defendants in the sample cases were under the age of 25. The breakdown of cases by age is as follows:

<u>AGE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
16	4	10.3%
17	1	2.6%
18-21	12	30.8%
22-25	5	12.8%
26-35	4	10.3%
36-45	5	12.8%
46-55	5	12.8%
56-65	2	5.0%
Over 65	1	2.6%

D. COURT PROCESS

The following section presents information on the judicial process and its outcome for defendants included in the sample. This type of data is important because of the direct impact of the courts on the jail population. The policies and practices of the courts, to a very great extent, determine the composition of the jail population.

1. Bond Type

Information on bond type was available for 80% of the sample. Many of the cases for which bond type information was not available were cases that were disposed at arraignment. Consequently, no bond was required. Most of these cases were not jailed prior to arraignment, or were in jail overnight until their arraignment the following day. The types of bonds set for defendants in the sample were:

<u>BOND TYPE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Recognizance (R.O.R.)	97	27.4%
Cash	90	25.4%
Either Cash or Cash Bondsman (undetermined)	90	25.4%
No Information	47	13.3%
Surety	27	7.6%
Cash Bondsman	1	.3%

The preceding table indicates the frequency of the use of both cash bonds and personal recognizance. The use of personal recognizance has been found to be a cost-efficient method of assuring a defendant's appearance for trial. Costly and sometimes unnecessary pre-trial detention is eliminated by the use of release on personal recognizance. The appearance rate for recognizance bond is comparable to that for traditional cash bond. The District Court judge has implemented an important pre-trial bonding option which undoubtedly saves tax dollars which would have been spent on pre-trial housing and maintenance in the jail. This practice parallels modern judicial theory on the use of alternative, less drastic pre-trial bonding options. Release on recognizance should be continued and increased where possible.

2. Bond Amount

Bond (or bail) is designed to assure that an accused person will appear for judicial proceedings (trial). It is set by the judge and is usually posted with the court clerk. (For some offenses, at the discretion of the judge, it may be posted at the jail with the Sheriff's Department.) Such bonds may be redeemed upon completion of formal judicial proceedings. In some cases defendants use the services of a bondsman who provides the bond for a fee (usually 10%). Bond was not designed to detain a person in jail, but to assure his appearance in Court. The bond amounts were available for 263 cases (60% of the sample). Of course, an additional 20% of the sample cases were released on recognizance bond, and required no monetary amounts.

<u>BOND AMOUNT</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
\$1 - \$25	21	8.0%
\$26 - \$50	82	31.2%
\$51 - \$100	74	28.1%
\$101 - \$300	26	9.9%
\$301 - \$1,000	17	6.5%
\$1,001 - \$5,000	19	7.2%
\$5,001 - \$10,000	4	1.5%
Over \$10,000	7	2.7%

3. Committed to Jail

Court files did not consistently indicate whether an individual was detained in jail prior to disposition. It must be assumed (our review of jail daily counts and reasons for detention confirm this) that there are a significant number of persons detained prior to disposition which are not shown in the District Court data. (Jail daily counts indicate that as many as 30% of the persons in jail at any one time may be pre-trial detainees.) Pre-trial detainees are, of course, presumed innocent and must be afforded all the rights and privileges of other citizens.

4. Disposition at Arraignment

Though it is commonly assumed that the judicial process is a definite series of stages in which all defendants participate (arraignment, pre-trial, trial, sentencing), in fact, most defendants do not complete all stages of the process. This fact becomes clearer when the results of each stage of the process are examined.

If charged with a misdemeanor, a defendant can plead guilty at arraignment and be sentenced, or plead not guilty and demand a trial where guilt or innocence is determined. If a defendant is charged with a felony, he/she may demand or waive a preliminary examination. At the preliminary examination (held in District Court) the prosecutor must show that a crime has been committed and that there is sufficient cause to believe that the defendant committed the crime. The examination may result in the dismissal of the case or in the case being "bound over" for final disposition in Circuit Court. Persons may not plead guilty to felony charges in District Court.

For misdemeanor cases, a final disposition may occur at arraignment, a pre-trial hearing, or at trial.

The dispositions at arraignment for the cases in the sample were (364 cases):

<u>DISPOSITION</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Plead Not Guilty	133	36.5%
Plead Guilty	111	30.5%
Exam Date Set	49	13.5%
Stand Mute	25	6.9%
Continued	16	4.4%
No!e Contendere	10	2.7%
Dismissed	6	1.6%
No!le Prosequi	5	1.4%
Bound Over to Circuit Court	5	1.4%
Convicted	2	.5%
Defendant No Show	1	.3%
Plead Guilty to Count II	1	.3%

It is interesting that almost 35% of the cases for which data was available plead guilty to an original charge or plead no contest to the charge filed against them.

5. Pre-Trial/Preliminary Hearings

Defendants may become involved in a pre-trial hearing (misdemeanors) or a preliminary examination (for felony cases which will be tried in Circuit Court) if they do not plead guilty or "no contest" at arraignment. A total of 198 of the 440 cases in the sample were involved in some pre-trial function. 60% of these cases were involved in pre-trial hearings; 40% demanded preliminary examinations on felony charges. The disposition results for all pre-trial functions were:

<u>DISPOSITION</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Dismissed	46	26.1%
Bound Over to Circuit Court	34	19.3%
Plead Guilty to Lesser Offense	24	13.6%
Plead Guilty	19	10.8%
Continued	19	10.8%
Nolle Prosequi	13	7.4%
Nolo Contendere	6	3.4%
Convicted	3	1.7%
No Show (Defendant)	2	1.1%
Plead Not Guilty	2	1.1%
Found Guilty of Lesser Offense	2	1.1%
Prosecutor Reduced Charges	1	.6%

6. Trial

A total of 107 cases (24% of the original sample) were not disposed until trial. Of those cases 74% were tried by the judge and 26% by a jury. The disposition of those cases at trial was:

<u>DISPOSITION</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Convicted	37	34.6%
Dismissed	29	27.1%
Plead Guilty to Lesser Offense	17	15.9%
Plead Guilty	6	5.6%
Nolle Prosequi	5	4.7%
Acquitted	3	2.8%
Nolo Contendere	3	2.8%
Prosecutor Reduced Charges	2	1.9%
Found Guilty of Lesser Offense	2	1.9%

It is interesting that by the end of the judicial process 64% of the original 440 cases in the sample had pleaded guilty to an original charge, pleaded guilty to a reduced charge or Count II of an original charge, pleaded no contest, or had been convicted of the original charge. 24% of the cases initiated at arraignment were dismissed by the Court or prosecutor or not prosecuted. 8% of the cases were bound over for disposition in Circuit Court.

7. Plea/Sentence Negotiation

Plea negotiation and sentence negotiation is that informal part of the judicial process which usually consists of a defendant pleading guilty in exchange for a reduction in charge, the dismissal of charges, or an assurance of a more lenient sentence than might otherwise be imposed subsequent to trial and conviction.

There is considerable discussion concerning the desirability of engaging in plea negotiation. Some critics feel that the practice inhibits the certainty that "justice" in the judicial process is achieved. Proponents contend that negotiation is a necessary part of the "adversary" system

of criminal justice.

CCRP staff carefully examined the District Court files to determine the extent of negotiation which took place in determining a case verdict and criminal sentence. The results of this examination were:

<u>EXTENT OF NEGOTIATION</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
No Plea or Sentence Negotiation	224	59.9%
No Information	158	35.9%
Some Plea or Sentence Negotiation	59	15.8%

For those cases in which a negotiated plea or negotiated sentence resulted, the reasons for the negotiation were as follows:

<u>RESULT OF NEGOTIATION</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Plead Guilty Lesser Offense	32	55.2%
Nolle Prosequi	7	12.1%
Dismissed	5	8.6%
Found Guilty Lesser Offense	4	6.9%
Sentence Bargain	4	6.9%
Plead Guilty Count II	3	5.2%
Prosecutor Reduced Charges	2	3.4%
Plead Not Guilty	1	1.7%

8. Sentence

Information concerning sentence is important because of its impact on the jail and the jail population.

The District Court judge used a variety of sentence options as correctional measures. Many of these options were used both individually and in various combinations. The sentences which convicted offenders received are described in the following section.

a. Jail (72 cases)

<u># OF DAYS JAIL SENTENCE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
1	1	1.4%
2	3	4.2%
3	3	4.2%
4	1	1.4%
5	10	13.9%
7	3	4.2%
10	9	12.7%
14	1	1.4%
20	1	1.4%
28	1	1.4%
30	3	4.2%
45	2	2.8%
60	2	2.8%
90	28	38.9%
365	3	4.2%

The broad range of sentenced days indicates the variety of cases handled by the District Court. Persons convicted of traffic offenses, if sentenced to jail, often received sentences of 5 days. Alcohol offenders sentenced to jail usually received sentences between 5 and 30 days. More serious offenses, such as larceny, breaking and entering, drug possession charges and DUIL often received sentences between 30 and 90 days when jail was part of a sentence.

b. Fine

The use of a fine (usually fine and costs) as a sentencing option is one of the most popular. The amounts of fines imposed were (172 cases):

<u>AMOUNT OF FINE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
\$1 - \$25	88	51.2%
\$26 - \$50	31	18.0%
\$51 - \$75	26	15.1%
\$76 - \$100	25	14.5%
\$101 - \$200	2	1.2%

c. Probation

67 of the original 440 cases (15%) in the sample were known to have been sentenced to probation. Of those persons who were convicted or plead guilty and received a sentence (237 cases) at the District Court level, this figure represents 28%.

<u>LENGTH OF PROBATION</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
6 months	9	13.4%
7-12 months	32	47.8%
12-34 months	26	38.8%

d. Program

A number of different types of programs were used as sentencing options. Often a sentence which ordered participation in a program was used in conjunction with another sentencing option, usually probation. 10 cases were known to have been sentenced to some type of program. The types of programs and the distribution of each type were:

<u>PROGRAM</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Driver's School	5	50.0%
Work Program	2	20.0%
Drug Abuse Treatment	1	10.0%
Alcohol Abuse Treatment	1	10.0%

Some cases which received probation as a sentence participated in programs as part of probation. Data was not available for those cases.

The preceding list includes only those cases where program participation was ordered as a specific condition of the sentence.

9. Pre-Sentence Investigation

The data indicated that fourteen cases in the sample were known to have had a pre-sentence investigation conducted by the District Court probation department prior to sentencing. The actual number of pre-sentence investigations is probably higher than this figure.

10. Representation by Counsel

The data indicated that 73 cases (29.8%) were represented at arraignment by court-appointed counsel, 69 cases (28.2%) were represented by private counsel, 54 persons were not represented at arraignment and 46 persons (18.8%) were represented by a public defender (who was appointed by the court from the law firm of Cherry and Cherry).

11. District Court Process Time

Court process time was calculated for the cases in the sample. The mean (average) process time for District Court proceedings was determined by calculating the length of time between the various stages (arraignment, pre-trial, trial, sentence) of the judicial process for all cases in the sample. Consequently those cases which completed all stages of the process (and necessarily required a longer period of time) or any combination thereof (e.g. arraignment at which a guilty plea was entered directly to sentence at a later date), were averaged with those which required only one day (those cases completely disposed at arraignment). Average process time for District Court cases was calculated to be 36 days. This average process time compares favorably with other District Court jurisdictions in which the consultant has worked. As might be expected, more serious offenses, on the average, required longer process time until final disposition. On the average, less serious offenses required shorter process time (especially for drunk and disorderly and traffic offense cases).

One factor which may contribute to the average process time in the court is the implementation of a regular calendar to handle specific stages of the judicial process. Arraignments are always held on the same day or the day following an arrest. Pre-trial hearings and preliminary examinations are usually held no later than 10 working days after arraignment unless a delay is requested by a defendant's counsel. Trials, if requested, are held no later than 10 working days after pre-trial hearings. District Court proceedings do not exhibit unusually long delays; they have been made both efficient for the court and staff and more "just" for the defendant. Unusually long delays, unless requested by the defendant, appear to be rare. The District Court judge and staff and the Prosecutor's staff should be commended for their significant attempts to insure efficient judicial proceedings and speedy justice for the defendant and the public.

II. CIRCUIT COURT SURVEY

The Branch County Circuit Court is located in the County Courthouse in Coldwater. The Circuit Court handles criminal felony, civil, divorce, and non-support cases. Felony cases may be brought to Circuit Court only after arraignment in District Court and preliminary examination in the lower court has been held or waived by the defendant.

The Branch County Circuit Court comprises the 15th Judicial Circuit in Michigan. The Honorable Thomas Megargle is the presiding Judge of the Circuit.

The survey of the Branch County Circuit Court was conducted in August, 1977 by CCRP staff. Information collected from past Circuit Court case files was similar to that collected in the District Court survey. A complete listing of the information collected in the survey is on the original form used by our staff (Appendix H - Methods).

The format of the computer output was described earlier in this Appendix. The Circuit Court survey involved an analysis of 50 histograms.

A. CRIMINAL CASES

Consultant staff examined 139 Circuit Court case files for the years 1974-1976 (approximately 50% of all cases for the three year period). These cases were distributed by year as follows (136 cases for which the arraignment year was available):

<u>YEAR</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
1974	29	21.3%
1975	45	33.1%
1976	62	45.6%

B. CHARGE

Cases heard by the Circuit Court are either felonies, divorce cases, non-support cases, or misdemeanors which could result in prison sentences. The primary focus of our research was on felony cases. The charges were coded into a listing of 99 possible offenses, as in the District Court survey. The following table indicates the charges which were filed against defendants at Circuit Court arraignment. In cases where two or more charges were filed only the most serious is listed. The charges were not collapsed into sub-categories and specific charges are listed here.

<u>CHARGE (Specific)</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Breaking and Entering	26	18.7%
Sale of Synthetic Narcotics	10	7.2%
Receiving and Concealing Stolen Property	6	4.3%
Other Offenses	6	4.3%
Carrying a Concealed Weapon	6	4.3%
Larceny from a Building	5	3.6%

<u>CHARGE. (Specific) (Cont.)</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Assault with Intent to do Great		
Bodily Harm Less than Murder	5	3.6%
Felonious Assault	5	3.6%
U.D.A.A. (Auto Theft)	5	3.6%
Fraud - Insufficient Funds Checks	5	3.6%
Delivery or Possession With Intent		
to Sell Marijuana	5	3.6%
Resisting and Obstructing a		
Police Officer	4	2.9%
Sale of Marijuana	3	2.2%
Criminal Sexual Conduct	3	2.2%
Attempted Criminal Sexual Conduct	3	2.2%
Assault	3	2.2%
Larceny from an Auto	3	2.2%
Forgery	3	2.2%
Uttering and Publishing	3	2.2%
Robbery - Armed	2	1.4%
Robbery	2	1.4%
Fraud	2	1.4%
Malicious Destruction of		
Property over \$100	2	1.4%
Violation of Controlled Substance Act	2	1.4%
Indecent Exposure	2	1.4%
D.U.I.L. (Third Offense)	2	1.4%
Homocide	2	1.4%
Sexual Assault - Sodomy	1	.7%
Robbery - Unarmed	1	.7%
Aggravated Assault	1	.7%
Fraud - Illegal Use of Credit Cards	1	.7%
Stolen Property	1	.7%
Incest with an Adult	1	.7%
Non-Support of Child	1	.7%
Resisting an Officer	1	.7%
Making a False Police Report	1	.7%
Traffic Offense (Felonious Driving)	1	.7%
Illegal Distribution of		
Prescription Drugs	1	.7%

As indicated, breaking and entering is the single most frequent criminal charge in the Circuit Court. The offenses of sale, possession and delivery of narcotics, marijuana and controlled substances, and receiving, concealing, and possessing stolen property also rank high in frequency of appearance.

In addition, 41% of persons in the sample were charged with another offense or Count II of the original offense. For those persons charged with another offense or Count II, larceny from a building was the single most prevalent offense.

C. COURT PROCESS

The following section presents information on the judicial process and

its outcome for defendants included in the sample. This data is important because of the direct impact of Circuit Court policies and practices on the jail population and its composition. These policies and practices determine, to a great extent, the use of the jail and the types of persons who are housed there.

1. Bond Type

Information concerning the type of bond ordered by the court was available for 130 cases in the sample. The initial bond for a felony charge is set in the District Court. It is reviewed by the Circuit Court at the second arraignment in that Court. The types of bonds for the cases in the sample were:

<u>BOND TYPE</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Surety Bond	52	40.0%
Personal Recognizance	23	17.7%
10% Cash Bond	15	11.5%
Cash Bond	14	10.8%
No Information	14	10.8%
Court Surety	8	6.2%
Either Cash Bond or Court Surety	2	1.5%
No Bond Set	2	1.5%

Considerable use has been made of both surety and personal recognizance bonds. By minimizing the use of cash bonds fewer persons are retained in jail for long periods of time before going to trial. This results in considerable tax dollar savings and reduces overcrowding in the jail. Extensive use of cash bonds frequently means that persons are detained in jail for long periods of time awaiting trial because they are unable to post bond.

Some of the persons brought before the Court may be eligible for conditional release supervised by court staff or probation staff. Supervised release of eligible defendants could save the County money presently spent on pre-trial detention. The jail daily counts indicated that on an average day 25% of persons in jail were awaiting trial. Other court jurisdictions have demonstrated that persons released on recognizance or supervised release, after careful screening, were as likely to appear for trial as persons released on cash bond.

The Circuit Court judge should be commended for his use of personal recognizance bonds in almost 20% of the cases before the Court. Continued and increased use of this modern judicial practice will result in savings of costly pre-trial detention and reduce the potential for serious jail overcrowding.

2. Bond Amount

Information on the amount of bond was available for 109 cases. The amount of bond for these cases was:

<u>BOND AMOUNT</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
\$1 - \$300	12	11.0%
\$301 - \$500	22	20.0%
\$501 - \$1,000	38	34.9%
\$1,001 - \$5,000	23	21.1%
\$5,001 - \$10,000	3	2.8%
Over \$10,000	13	11.9%

Bond amounts in Circuit Court are significantly higher than those in District Court. This is due primarily to the more serious nature of the charges. As indicated, 36% of Circuit Court bonds were over \$1,000. Most of these bonds were between \$1,000 and \$5,000 or over \$10,000.

3. Disposition of Arraignment

At arraignment in Circuit Court a person can plead guilty, not guilty, nolo contendere ("no contest") to the charge, or stand mute. The judge may also return or remand the case to the District Court. The results at arraignment for the cases in the sample were:

<u>RESULT</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Stood Mute	86	66.7%
Plead Guilty	12	9.3%
Case Dismissed	7	5.4%
Remand to District Court	7	5.4%
Plead Not Guilty	5	3.9%
Nolle Prosequi	2	1.6%
Nolo Contendere	1	.8%
Plead Guilty to Lesser Charge	1	.8%

4. Pre-Trial Hearings

Data was available on the results of pre-trial hearings for 76 cases. The results at pre-trial hearing for the cases in the sample were:

<u>RESULT</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Nolle Prosequi	20	26.3%
Plead Guilty	13	17.1%
Plead Guilty to Count II	10	13.2%
Stood Mute	7	9.2%
Case Dismissed	7	9.2%
Remand to District Court	5	6.6%
Nolo Contendere	4	5.3%
Plead Not Guilty	4	5.3%
Plead Guilty to a Lesser Charge	2	2.6%
Convicted	2	2.6%

The disposition at arraignment and pre-trial hearing can be misleading when examining only Count I. In many cases negotiation occurs at arraign-

ment or pre-trial between the defendant (or his/her attorney) and the prosecutor. Often a Count I charge is dismissed in exchange for a guilty plea on a Count II charge. It is interesting to note that of those persons charged with an additional charge (Count II) 58% (23 out of 40 cases for which data was available) plead guilty or "no contest".

5. Trial

Only 15% of the cases (21 cases) in the sample actually had trials. The results of the cases at trial were:

<u>RESULT</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Convicted	8	40.0%
Acquitted	4	20.0%
Plead Guilty	2	10.0%
Nolle Prosequi	2	10.0%
Nolo Contendere	1	5.0%
Plead Guilty to Lesser Charge	1	5.0%
Dismissed	1	5.0%

6. Final Disposition

The final result of each case could occur at arraignment, pre-trial, or trial. By combining the three sections on disposition an accurate indication of the final disposition of cases handled in the Circuit Court results (data available for 121 of the original 139 cases in the sample):

<u>FINAL DISPOSITION</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
Plead Guilty	27	22.3%
Nolle Prosequi	24	19.8%
Plead Guilty to Count II or Count III (Count I dismissed)	18	14.9%
Case Dismissed	15	12.4%
Convicted	11	9.1%
Nolo Contendere	6	5.0%
Plead Guilty to a Lesser Charge	4	3.3%
Acquitted	4	3.3%

7. Sentence

Information on the sentence imposed was available for some of the cases in the original sample. As in the District Court a variety of sentencing options were used by the court as correctional measures for offenders. The options presented below were used both separately and in different combinations.

a. Jail

Of the original 139 cases reviewed in the Circuit Court research, 12% (17 cases) were sentenced to serve time in jail. The number of

jail days sentenced was:

<u># OF DAYS SENTENCED</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
10-15	4	23.6%
30	2	11.8%
31-90	5	29.4%
180	1	5.9%
240	1	5.9%
365	4	23.5%

b. Jail-Credit for Time Served

28 cases were given credit for time already spent in jail. These cases indicate that at least 20% of defendants were incarcerated prior to conviction or guilty plea. The amount of time credited, which often corresponds to the time spent in jail pre-trial was:

<u># OF DAYS CREDIT</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
1-5	6	21.4%
6-10	1	3.6%
11-16	1	3.6%
17-24	5	17.9%
25-30	2	7.1%
31-60	6	21.4%
2-4 Months	5	17.9%
5-9 Months	2	7.1%

c. Prison

39 persons (28% of the entire sample) in the sample were sentenced to prison terms. The minimum term included in those sentences was:

<u>MINIMUM TERM</u>	<u># OF CASES</u>	<u>% OF SAMPLE</u>
2 years	14	35.9%
3 years	2	5.1%
4 years	13	33.3%
5 years	3	7.7%
10 years	5	12.8%
15 years	2	5.1%

Overall, 40% of the original 139 cases were sentenced to serve time in jail or prison.

d. Probation

30 cases in the sample were known to have been sentenced to probation. The length of probation was:

LENGTH OF PROBATION

OF CASES

% OF SAMPLE

1 - 12 months	1	3.2%
13 - 24 months	28	90.3%
25 - 36 months	1	3.2%

e. Program

Only one person was ordered to participate in some type of program as part of his sentence. He was sentenced to serve time on weekends at the jail.

The Circuit Court judge's feeling that there are a lack of adequate program alternatives in the County may be the reason for the minor use of programs as part of the judge's sentencing options.

9. Representation by Counsel

Most defendants in Circuit Court were represented by counsel. The more serious nature of offenses tried in Circuit Court accounts for this fact. 55 persons were represented by a court-appointed attorney; in 52 cases defendants were represented by a public defender and 30 defendants were represented by private attorneys. Only one person was known not to have been represented by counsel.

10. Circuit Court Process Time

The mean process time for Circuit Court proceedings was determined by calculating the length of time between the various stages (arraignment, pre-trial, trial, sentence) of the judicial process for all cases in the sample. Consequently those cases which completed all stages of the process, or any combination thereof (and necessarily required a longer period of time), were averaged with those which required only a short period of time.

Average process time for Circuit Court cases was calculated to be 60 days. This average process time compares favorably with other Circuit Court jurisdictions in which the consultant has worked. Unusually long delays, unless requested by the defendant, are rare. The County should be commended for the work of the Circuit Court.

III. PROBATE COURT

The Probate Court (Juvenile Division) has original and exclusive jurisdiction over persons under the age of 17 who are found to be delinquent, abused/neglected, or eligible for adoption. In addition, Probate Court handles wills, trusts, estates and other matters of probate. The Court is located in the County Court Building in Coldwater. The Honorable Edward DeVito is the presiding Judge.

The main focus of this study of the Probate Court was the juvenile division.

The Branch County Juvenile Office works closely with the Probate Court

on cases involving juvenile delinquency, neglect and adoption. Mr. David Storrs is the County Juvenile Court Director.

The Juvenile Court Division oversees a number of programs for juveniles. These programs range from probation casework to community treatment to residential alternatives. The office is responsible for all foster home licensing in the County and has a number of residential placement options available. The County has no institutional detention facilities (Youth Home) for juveniles. Juveniles requiring detention currently must be housed in detention facilities in other counties. When detention of a juvenile is indicated, most frequent use is made of facilities in Kalamazoo, Jackson, and Calhoun Counties. The Court also uses a Shelter Home in Hillsdale County.

The stated policy of the Juvenile Division of the Court is to avoid detention of youthful (under 17) offenders whenever possible. This policy reflects both the philosophy of the Court and the fact that adequate, local detention capabilities are not available. Use of the jail for short-term detention of juveniles does occur but is not considered by the Judge and the Court Director to be appropriate for many of the cases which are under the Court's jurisdiction. The jail is not considered to be an adequate facility for the detention of juveniles because of the absence of segregation capabilities to allow separation of juveniles from other detainees and offenders housed in the jail. The only single occupancy cells are not appropriate to house juveniles. Consequently, when juveniles are detained in jail they are housed in the holding cells on the first floor of the facility or in one of the 6-person multiple occupancy cells on the second floor. When a juvenile is housed in one of the multiple occupancy cells, the remaining five beds within that cell are not able to be used. State law prohibits the detention of any person under the age of 15 in the jail.

The following table indicates the number of juveniles who were housed in the jail during the past 3 years and the total number of days spent by these persons.

<u>YEAR</u>	<u># OF JUVENILES HELD IN JAIL</u>	<u>TOTAL # OF DAYS SPENT IN JAIL BY ALL JUVENILES</u>
1974	24	68
1975	19	46
1976	25	55

The Juvenile Division works closely with a number of agencies in the community including the Department of Social Services, Community Mental Health and the Big Brother/Big Sisters organization. Delinquency caseworkers work directly for the Juvenile Division.

The Juvenile Division operates a Volunteer Probation Officer Program which allows selected juvenile offenders to work with citizen volunteers from the community. Volunteers offer support, guidance and supervision to the youths. Currently 10 volunteers are active in the program. It has been very successful.

The Probate Court Juvenile Division serves an extremely important function in the County criminal justice system. The lack of adequate detention space for juveniles charged with serious offenses and temporary holding

space for runaways has created problems. The needs of the Probate Court Juvenile Division to adequately provide the County with juvenile services should be considered in the overall detention/corrections plan for Branch County.

IV. INTERVIEWS WITH COURT JUDGES/PROSECUTOR

The consultant interviewed all three judges in the Branch County courts during the course of the study. The judges were questioned about their practices and policies and about their perceptions of the problems and needs of the jail.

Both Judge Bennett and Judge Megargle indicated that, wherever possible, they used the sentencing option of probation. The Judges felt that if an offender has not demonstrated that he/she is a threat to the security of the community, probation provides a cost-effective method of both punishing the offender and offering the opportunity for treatment. However, where an offender has demonstrated by his behavior or criminal history that he/she is a threat to the public safety, both judges have used the jail as a necessary sentencing option.

Both judges stated that first offenders usually receive probation, depending on the seriousness of the offense. If individuals on probation violate the terms of that probation or are involved in another offense, they will frequently receive jail time in an attempt to "shock" them. Both judges indicated that reconvictions and convictions on serious offenses will usually result in jail or prison (for felonies) sentences. Persons who abscond from probation and are apprehended are likely to receive a jail sentence. Persons who have been offered the opportunity to reform and "rehabilitate" themselves by being sentenced to probation, and who violate probation, are also given jail sentences. Both judges felt that they were fair in their sentencing practices but acknowledged their reputations of being "tough" in sentencing. Because of the deteriorating conditions, the lack of adequate security and segregation capabilities, and the lack of constructive activities to occupy the idle time of offenders, neither judge felt that the current jail facility provides an adequate sentencing option for jailing offenders.

The judges were questioned about their evaluation of the needs for jail treatment programming. Both judges feel there is a need for some type of treatment activity within the jail facility. When questioned, both responded that educational programming, medical services, substance abuse counselling, recreation programs, library services, and referral services would be acceptable areas for in-jail treatment programming. They pointed out that the benefits of treatment programming would be at least four fold. Inmates would have the opportunity to address and correct some of their personal problems, deficiencies, and difficulties in an effort to "rehabilitate" themselves. Inmate idle time, which is currently wasted, could be put to some productive use. A well-conceived and operated set of treatment programs would result in easier management of the inmate population and the security areas of the facility. The current cycle of re-arrest and reincarceration might be broken for some individuals, thus allowing them to stay out of jail and saving money for the taxpayer. Both judges felt that if treatment programs were initiated at the jail they should be conducted by existing outside

groups and agencies who would operate within the jail under the direct control of the Sheriff. They felt that the Jail Administrator or Correctional Officer staff could act as "brokers" or "facilitators" of service. Given proper and necessary training, they could identify inmate problems and seek the assistance of qualified and specialized persons from existing community agencies to provide services to inmates with particular problems or needs.

Judge Bennett indicated that if adequate programming does become available in the jail he may increase his use of the facility by sentencing persons directly for participation in treatment programming. Judge Megargle was uncertain whether his use of the jail as a sentencing option would increase if treatment programming were initiated.

Judge Bennett makes frequent use of work-release, study-release, and weekend sentences to jail for certain carefully screened offenders. The judge feels there is a definite need for these types of "jail programs". The judge's rationale for his use of these options is that persons who are sentenced to jail on misdemeanors and whose jobs and family situation are disrupted because of the jail sentence, invariably reappear before him at some later date on more serious felony charges. By using work and study release and weekend sentences the judge attempts to maintain a balance between punishment and treatment and save the County money by reducing the necessity of the offender's family joining the welfare rolls. Judge Megargle does not use work or study release options and stated that he is generally opposed to them. He stated that if he sentences a person to jail it is usually only as a last resort and he wants to ensure that they "get the message" that a jail sentence is a serious consequence for the offender's actions. Judge Megargle stated that if a formal work-release program is established at the jail he might sentence some case of non-support for participation in such a program.

Neither judge objected to the possibility of implementing a formal pre-trial diversion program to assure that only those persons are detained in jail prior to disposition who absolutely belong there. Both judges make use of release or personal recognizance bond (ROR) in a substantial number of cases. This progressive practice saves the County money by eliminating unnecessary maintenance and upkeep costs incurred in housing persons prior to trial. The consultant encourages the continuation of this practice and urges that it be expanded to include more pre-trial detainees if possible.

Judge DeVito discussed the need for adequate short-term juvenile detention facilities in the County. He was most concerned about the lack of short-term detention space which could be used to provide temporary housing for runaways and the occasional juvenile who is charged with a serious felony offense. He indicated that such a detention option is unavailable to him at the present time. He pointed out that Branch County's use of juvenile detention facilities outside the County costs approximately \$40 per day per child. Judge DeVito felt that 2 to 4 beds for short-term juvenile detention should be available and, if located in a jail facility, should be separate from the adult detention population.

The three judges had some comments about the location of the courts and their present facilities. The judges felt that the location in Coldwater was important from a geographical and population standpoint and they did not foresee a locational shift in the future. Construction of the new Court Building probably precludes any movement of the courts from Coldwater. The Court Building is new, well-maintained, modern, and would appear to be able to meet the needs of the courts for a number of years.

The three judges all had comments about some of the needs of the jail facility to assure adequate detention and corrections capabilities. Judge Megargle feels that there is a need for more activities to occupy inmate time. He feels that the current segregation capabilities of the facility are inadequate and that cell areas should be renovated to allow segregation of youthful offenders from more serious felony offenders and pre-trial detainees from sentenced persons. He also feels some inmate housing should be provided which is of minimum security construction for youthful offenders and possibly some work-release offenders.

Judge Bennett feels that the jail should be equipped with video and audio taping capabilities located in a private interview or interrogation room so that the court may conduct hearings or take depositions from inmates in jail who cannot be moved from the facility or who refuse to testify in the open courtroom. These capabilities would also allow for the review and observation of interrogations conducted by law enforcement officers and for jury review during trials.

Judge DeVito feels that the jail needs two additional interview rooms for probation officer and attorney use. He also indicated the need for secure, short-term detention rooms for juveniles which would be equipped with 2 bunk beds and lavatory and could be easily observed by jail staff. He stressed that these rooms must be segregated from adult offenders. He also pointed out the need for recreation and exercise areas and the need for some type of in-jail treatment programming. He was particularly disturbed about the poor observation and security capabilities of the present facility.

Each judge with whom the consultant spoke was very cooperative and enthusiastic about the jail study. They were particularly interested in the impact which an improved jail setting would have on the operation of their respective courts. Each judge expressed the problems and strengths of his particular court and its relationship to the jail. There is no question that the courts will support and use new or renovated facilities and programs for detention and corrections.

B. PROSECUTION

The responsibility for prosecution rests with the Prosecuting Attorney of Branch County, an elected official. John Livesay, the current prosecutor, heads a staff of one full-time assistant prosecutor and two clerical assistants. The prosecutor serves the people of Branch County, acting on their behalf in the prosecution of defendants in the District, Circuit, and Probate Courts. The prosecutor's office is located in the Court Building in Coldwater.

The prosecutor indicated the frequent use of "appearance tickets" or citations for non-serious misdemeanor cases by all law enforcement agencies operating in Branch County. Appearance tickets are issued for cases involving open intoxicants in automobiles, shoplifting, traffic offenses, and drunk and disorderly charges. The office initiates approximately 60 felony case warrants each year. During 1976 the prosecutor's office was involved in 6 jury trials. These trials resulted in four convictions, one hung jury, and one acquittal. In addition the office is involved in approximately 6 jury trials annually in District Court. The prosecutor stated that

his office generally has little involvement in bond recommendations or sentence recommendations; these matters are left almost entirely to the judges.

The prosecutor indicated a number of areas in the jail which he felt needed improvement. He indicated a need for: a more secure and less congested control room/dispatch area, facilities for line-up and private interrogation, a private conference area, and more private secure evidence storage areas. Mr. Livesay stated that inmates should be allowed involvement in some in-jail activities including library services and recreational programs.

Mr. Livesay commented that, in general, the operations of the jail were very good. He feels that with the addition of the previously mentioned areas within the jail, detention and corrections operations and facilities within Branch County will be adequate for current and future needs.

V. FRIEND OF THE COURT

The office of Friend of the Court was created by statute. The office is charged with the protection of dependent children in divorce cases and serves in an adjunct capacity to the Circuit Court. Mr. Thomas Harmon currently holds the office of Friend of the Court.

The Friend of the Court is primarily an enforcement agency. It enforces court orders of support payments, custody provisions and requirements, and visitation rights for divorced or separated parents. The Friend of the Court is not a social service agency. Persons in need of specialized social services are referred to a number of agencies in the community. These agencies include: the Department of Social Services, Branch County Community Mental Health, the County Probate Court Juvenile Division, Better Branch County Living, and area schools and clergy. The office is not staffed to handle social service or counseling related functions.

Two types of cases bring the Friend of the Court into contact with the jail. These are non-support cases and contempt of court cases. Mr. Harmon indicated that jail sentences are used only as a last resort sentencing option by the judge, to force individuals who are delinquent in support payments to pay. Every alternative available to the office is used before a person is jailed for failure to make support payments. This situation can create extreme hardship for the children who depend on support payments.

Generally, the jail is only used when an individual is able to work, or is working, and simply will not make support payments. This response is not optimal for handling these types of cases. A person who is in jail, and deprived of the ability to work, may find it difficult to make support payments while incarcerated. In addition, he may lose his job, making payment of support even more difficult.

Mr. Harmon and Judge Megargle explained that the jail facility, in its current state, is not adequate as a sentencing option for many of their clients. They cite the lack of work-release programming for non-support offenders as the primary problem. If facilities to house non-support offenders as part of a work-release program were available, Judge Megargle has indicated that he would probably increase his use of the jail as a sentencing option for persons delinquent in support payments. This increase could amount to the sentencing of between 10 and 30 persons per year for work-release program participation.

VI. PROBATION

A. DISTRICT COURT PROBATION

The District Court Probation Office is currently staffed by three full-time probation officers; it is located in the County Court Building in Coldwater. Paul Odin is the Chief Probation Officer for the 3rd District Court.

The Probation Office currently supervises between 250 and 300 probationers each month. The Office also prepares an average of 10 to 20 pre-sentence investigations each month. A pre-sentence investigation in the Branch County District Court usually consists of an interview with the offender and a check of his/her prior arrest record. The investigation is normally more extensive for more serious felony offenses.

Supervisory functions of the Office include direct supervision of probationers. They are required to report to the Probation Office monthly and complete reports detailing their employment or educational status and residence. Those persons requiring more supervision meet directly with Mr. Odin or members of his staff; some persons are required to report on a weekly or bi-weekly basis.

"The 1976 total caseload was held to the unmanageable 1975 level of 495 by reducing the input flow by 5.67 defendants each month during the last half of the year.

This reduced probation disposition by Judge Bennett avoided the Department being totally overcome but did result in alternate dispositions of less effectiveness (i.e., simple fines) or more expense to the public (jail).

Persons who were originally charged with felonies which were reduced to misdemeanors accounted for 12% of new clients (37 cases out of 302 new cases).

Alcohol abuse or use continued to lead all circumstances at the time of arrest. 69% of new clients were convicted of direct alcohol offenses (210 out of 302).

Persons convicted of violation of controlled substance statutes (VCSA) accounted for 12% of new clients (37 out of 302).

According to police reports, 81% of all new clients were intoxicated or under the influence of a controlled substance at the time of their arrest."*

The staff of the Probation Department have used a number of special programs or facilities to assist in treatment efforts directed at probationers. These programs are primarily aimed at the substance abuser. They include:

- Myrtle House - detoxification and 21 day recovery/rehabilitation
- Our Hope - 90 day recovery/rehabilitation
- Jellema - 90 day recovery/rehabilitation
- January House (Veteran's Administration Hospital) - 30 day recovery/rehabilitation
- Listening Ear - out-patient substance abuse clients

* District Court Probation Department - Annual Report, 1976.

Battle Creek Mental Health Clinic - out-patient
Battle Creek Sanitarium - out-patient
Alcohol Counter - Measures I - group supervision, counseling and education
Alcohol Counter - Measures II - group supervision, counseling and education
Drug Awareness - group supervision, counseling and education
Personal Counseling - one-to-one counseling
Autabuse Maintenance

The Chief Probation Officer is extremely concerned about the large number of probationers who are brought before the Court on substance abuse charges and/or who have a history of substance abuse. He is attempting to develop alternative residential programs for these persons which would offer extensive substance abuse programming and allow probation staff to maintain residential supervision capabilities.

The implementation of Public Act 339 - Decriminalization of Public Intoxication, which is scheduled to become law on Feb. 1, 1978, is expected to have a substantial impact on law enforcement agencies and detention/corrections operations in counties throughout the State of Michigan. As the law currently reads, persons who are intoxicated in public may no longer be charged with a crime and detained in jail. These persons may be taken to alternative facilities such as hospitals for a period of detoxification ("drying out"). Proponents of this legislation state that the law properly shifts the emphasis on alcohol abuse from a criminal to a medical problem. One thing is certain if the legislation takes effect. Counties must provide alternative facilities for detoxification and treatment of persons with alcohol problems. The jail can no longer be used as a repository for persons who have been, in the past, habitually arrested and detained on charges of public drunkenness and drunk and disorderly.

The Probation Department is investigating the development of alternative detoxification facilities. One plan under consideration includes the establishment of a residential treatment facility which would provide both short-term detoxification and longer term residential programming for substance abusers, many of whom currently are sentenced to jail and receive no treatment programming. A facility of this type might be housed in a converted home or school building and could provide residential space for 10 to 25 persons. The establishment of a program of this type could save the County money by reducing the number of persons sentenced to jail on less-serious substance abuse misdemeanor offenses and could reduce over crowding in the jail by freeing bedspace needed for more serious offenders. The program could also offer a form of treatment that is not currently available in the County. This type of treatment programming might prove to be an effective and efficient way to aid in substance abuse offender rehabilitation and reduce the recidivism rate of these persons.

Other alternative substance abuse offender treatment programs are also being considered by Probation Department staff. The staff of the Department has been very enthusiastic and cooperative throughout the jail study and is interested in seeing a comprehensive plan for detention and corrections evolve which will provide these services to Branch County citizens in a safe, effective and efficient manner.

B. CIRCUIT COURT PROBATION

The Circuit Court Probation Department currently operates with one full-time probation officer who handles probation supervision for the Circuit Court and parole supervision for the Michigan Department of Corrections. The Chief Probation Officer is Mr. Warner Reed; the office is located in the County Court building in Coldwater. Mr. Reed supervises a caseload of approximately 45 probation clients each month. In addition, he supervises approximately 25 parolees in Branch County. Pre-sentence investigations for the Circuit Court average 7 or 8 each month. Pre-sentence investigations are normally very extensive because of the more serious nature of the offenses.

During 1976 the Circuit Court sentenced 82 offenders to some form of correctional sanction. 44% of the persons received probation; 34% were sentenced to prison, and 22% were sentenced to jail, fine, and/or costs. Mr. Reed indicated that the jail is used primarily to "shock" persons who violate probation or commit a new offense while on probation. Many of the persons who are placed on probation have been convicted of breaking and entering or violation of check or fraud laws. Violent, assaultive and sex offenders are likely to receive prison sentences. Mr. Reed indicates that less than 5% of the persons who appear before the court receive a straight jail sentence. Jail sentences of a short duration or of 30 days are used for probation violators depending on the circumstances of the probationer. Persons who abscond from probation and are reapprehended are likely to receive some time in jail.

Mr. Reed pointed out a number of deficiencies in the current jail facility which he feels should be improved. He feels that more secure conference rooms should be provided for individual conferences with offenders. All persons who are booked at the jail should be fingerprinted and photographed according to Mr. Reed. He indicated that the radio room/control center is too congested and should be more effectively secured. Mr. Reed feels that the creation of day rooms for jail inmates to allow them out of their cells would increase the supervision and security capabilities of the facility and would create a more easily managed facility. The Probation Officer also feels that if more comprehensive programs and adequate facilities were available, the judges would increase their use of the jail as a sentencing option.

Circuit Court Probation uses a number of community resources and services. These resources include: Department of Public Health, Community Mental Health, Alcoholics Anonymous, Listening Ear, Bullock House, and the CETA program.

VII. SUMMARY

The court research and interviews with the judges highlight the role of the courts in the criminal justice system in Branch County. This information illustrates the extent to which the practices and policies of the courts and the other divisions of the judicial process determine the size and characteristics of the jail population.

Interviews with the Judges, the Prosecutor, the Friend of the Court, and the District and Circuit Court Probation Officers produced a number of ideas and suggestions concerning the detention/corrections facilities and operations in the County.

The area most frequently cited for improvement was the need for in-jail treatment programming for offenders. Those persons who were interviewed were interested in seeing jail staff act as "brokers" for services who could identify inmate problems and needs and contact appropriate specialists from existing agencies to provide services in the jail and upon an inmate's release.

All of the persons interviewed had considerable contact with the jail and were familiar with its operations and facilities. They commented on the need for physical and operational improvements. Some of these comments included:

- 1) the need for additional private interview rooms for probation, parole, prosecutor, law enforcement and juvenile office staff.
- 2) the need for a secure meeting or conference room for parole and probation violation hearings and juvenile/family conferences.
- 3) more complete and careful classification and segregation of inmates to assure effective and safe assignment to cells and programs including adequate separation of young, first offenders from repeat or serious offenders.
- 4) the establishment of jail programs which would include medical services, educational programs, vocational training and information, personal and family counseling, substance abuse counseling, credit and financial counseling, employment placement and referral services at minimum.
- 5) the provision of adequate space so that jail programming could be conducted within the jail facility.
- 6) the development of alternative programs for substance abusers to respond to the issues raised by Public Act 339. One alternative program might be the establishment of a residential treatment facility for substance abuse offenders as an alternative to jail.
- 7) the need for adequate short-term holding for juvenile detainees.
- 8) the need for video and audio taping equipment in the jail to allow interrogations to be taped and depositions to be taken in jail.
- 9) the need for more adequate security and observation capabilities, more security staff (especially at night) and better training for staff.
- 10) the need for more secure evidence storage space.
- 11) the need for providing line-up and interrogation facilities.

The need for revised and improved detention and corrections facilities and programs has been identified and vocalized by Judges and staff of the Courts. The Judges and the staff of all the courts and their adjunct agencies and offices will support and join in the development of a safer, more effective and more efficient system of detention and corrections in Branch County.

APPENDIX D

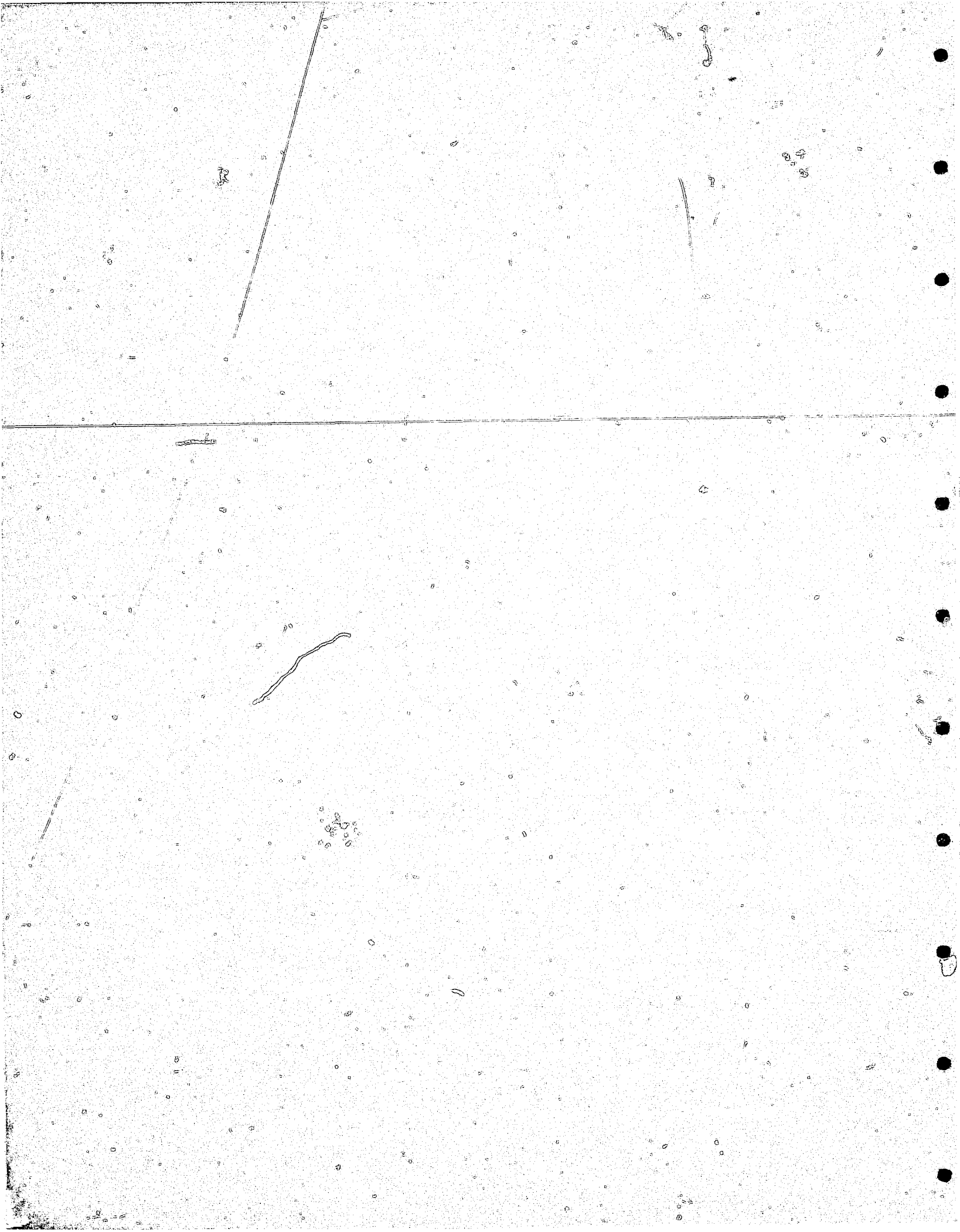
COMMUNITY RESOURCE AGENCIES

Many segments of the community - its agencies, organizations, institutions and citizens - may be able to provide services and input into the local detention and corrections process. This Appendix summarizes the findings of the community agency survey.

Consultant staff assessed the potential for the support of jail programs and identified possible community resources for detention and corrections. Branch County has many potential resources for detention and corrections programming. These resources seem to be of high quality; community agency staff are interested in being involved. Some of the many resources, and examples of their potential involvement, are presented in this Appendix.

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APPENDIX D

COMMUNITY RESOURCE AGENCIES

I. SURVEY FORMAT

In order to define the potential involvement of community resources serving Branch County with the detention and corrections system, consultant staff surveyed community agencies and organizations. The value of involving community resources in the detention/corrections process has been demonstrated in many localities. It is generally most effective and cost/beneficial to use existing resources rather than to create new positions and service divisions within a jail. This appendix outlines existing community resources that could serve a major role in providing jail services and programming. Some agencies already provide services in the jail.

In his role as project director, the Sheriff sent an introductory letter to more than 80 agencies serving Branch County citizens. In this letter he explained our role as consultants for the study and explained the purpose of the inventory of agencies. Accompanying the letter was a survey form to be completed and returned by the agency. This form provided us with basic information about the function of the agency, its funding sources, sources of referral, staff, and client characteristics (see the Appendix H (Methods) for a copy of the survey form and introductory letter).

Consultant staff contacted many of the agencies whom we felt might offer potential involvement with program development in the jail. After an agency received the introductory letter and survey form, we arranged an interview with a representative of that agency. At the interview, the scope of the study, the role of community agencies in detention and corrections, and the potential involvement of that agency with jail programming were discussed. Of the 52 agencies which completed and returned the survey form, 20 comprehensive interviews were conducted.

All of the information gathered during the community agency survey will be available to the persons assigned with the task of generating and developing jail programs and making community contacts. These persons should also be involved in contacting additional agencies that were not reached. It was not possible to cover all of the human service resources in this area, and, unfortunately, some agencies that have valuable services to provide were not identified. These agencies might offer their services as jail programming grows and they become aware of their potential involvement.

Following is a list of all agencies that were contacted as part of the community resource survey. The list of potential contacts was compiled from Department of Social Service directories, interviews with

Social Services staff, telephone directories, and referrals from various agencies contacted during the course of the survey. Other resources exist in the County which the consultant was unaware of at the time of the survey. Those agencies should be contacted and their potential for involvement in the detention/corrections system assessed.

<u>AGENCY NAME</u>	<u>MAILED INITIAL SURVEY FORM</u>	<u>RETURNED COMPLETED SURVEY FORM</u>	<u>INTERVIEWED</u>
AARP	X	X	
Adult-Out Reach	X		
Aerie-Oaks Lodge Counseling Center			
American Association of University Women	X	X	
American Legion - Bronson			
American Legion - Coldwater	X		
American Legion - Reading			
Bar Association of Branch County	X	X	
Barry-Branch-St. Joseph Manpower Consortium	X	X	X
Beta Sigma Phi - Coldwater			
Big Brothers and Sisters of Branch County	X	X	X
Better Branch County Living	X	X	
Branch-Hillsdale-St. Joseph District Health Dept.	X	X	X
Branch-Hillsdale-St. Joseph District Health Center - Hillsdale	X		
Branch-Hillsdale-St. Joseph District Health Center - St. Joseph	X		
Branch County Chapter of Re- tired School Personnel	X	X	
Branch County Community Development Program	X		
Branch County Department of Social Services	X	X	X
Branch County Extension Homemakers	X		
Branch County Farm Bureau Women	X	X	
Branch County Friend of the Court	X		X

<u>AGENCY NAME</u>	<u>MAILED INITIAL SURVEY FORM</u>	<u>RETURNED COMPLETED SURVEY FORM</u>	<u>INTERVIEWED</u>
Branch County Housing Commission	X	X	
Branch County Medical Assistance Society	X		
Branch County Community Mental Health Center	X	X	X
Branch County Public Library	X	X	X
Branch County React			
Branch County Red Cross	X		
Branch County Service for the Aged			
Branch County Volunteer Service	X	X	X
Branch Intermediate School District	X	X	X
Bronson Home for the Aged			
Bronson Public Library	X		
Business and Professional Women	X		
Calhoun Community Action Agency	X		
Christian Business and Professional Women's Club	X		
Citizens Drug Abuse Com- mittee of Branch County	X		
City of Hillsdale Housing Commission	X	X	
Coldwater Area Senior Citizens Council	X		
Coldwater Art Club	X	X	
Coldwater Bible Chapel			
Coldwater Chamber of Commerce	X	X	
Coldwater Child Care Center			
Coldwater Christian Ser- vice Commission	X	X	
Coldwater Community Schools	X	X	X

<u>AGENCY NAME</u>	<u>MAILED INITIAL SURVEY FORM</u>	<u>RETURNED COMPLETED SURVEY FORM</u>	<u>INTERVIEWED</u>
Coldwater Jr. Achievement of South Central Michigan			
Coldwater Housing Commission	X	X	
Coldwater Heals on Wheels			
Coldwater Mission	X	X	
Coldwater Newcomers Club	X	X	
Coldwater Pastor's Council	X		
Coldwater Public Library	X	X	X
Coldwater Recreation Department	X		
Coldwater State Home and Training School	X	X	X
Community Health Center of Branch County	X	X	X
Continuing Education for Young Women	X	X	
Cooperative Extension Service	X	X	
Delphian Club			
Department of Cemeteries, Parks, Forests & Recreation	X	X	
Disabled Veterans	X	X	
District Nurses Association	X	X	
Downtown Business Association	X		
Elks Temple	X	X	
Family Service & Children's Aid of Jackson	X	X	
Federal Housing Commission			
Fraternal Order of Eagles	X	X	X
Foster Grandparent Program	X	X	X
Heart Information Center	X		
Hospital (American Legion)			
Jaycees	X		
Jaycees Auxiliary			
Kiwanis Club			
Knights of Columbus			
Kountry Squires			

<u>AGENCY NAME</u>	<u>MAILED INITIAL SURVEY FORM</u>	<u>RETURNED COMPLETED SURVEY FORM</u>	<u>INTERVIEWED</u>
Lawyer's Wives of Branch County	X	X	
Lions Club			
Listening Ear of Branch County	X	X	X
Little People Day Care, Inc.	X	X	
Maccabee Lodge			
Maple Lawn Medical Care Facility	X	X	X
Masonic Lodge			
Medical Society of Branch County	X		
MESC - Coldwater	X	X	X
MESC - Hillsdale	X		
Michigan Children's Aid Society	X		
Michigan Civil Rights Commission			
Michigan Heart Association	X	X	
Mobile Meals	X	X	
Moose Lodge			
Optimist Club of Coldwater			
Order of Eastern Star - Coldwater			
Order of Eastern Star - Quincy			
Parents Without Partners	X		
Pharmacist Association of Branch County	X		
Pre-School Nursery			
Quincy Business and Pro- fessional Womans Club	X		
Quincy Golden Asters			
Quincy Lions Club			
Quincy Nika Club			
Quincy Public Library	X	X	
Rebekah's Lodge			
Reading Community Library			
Rotary Club - Coldwater	X	X	
Salvation Army	X		
Senior Nutrition Program of Branch County	X	X	
Seventh Day Adventist Community Service	X	X	

<u>AGENCY NAME</u>	<u>MAILED INITIAL SURVEY FORM</u>	<u>RETURNED COMPLETED SURVEY FORM</u>	<u>INTERVIEWED</u>
Social Security Adminis- tration - Battle Creek	X	X	
St. Charles Church			
St. Vincent de Paul			
T. B. Association	X	X	
Tibbits Theatre Foundation			
United Fund	X		
Veterans Administration Sub- stance Abuse Unit	X	X	
Office of Veterans Affairs	X	X	
White Shrine			
WIN Program (M.E.S.C.)	X	X	X
900 Mytle House	X	X	

II. TYPES OF INVOLVEMENT

Before describing the agencies that we found and how they might cooperate with detention and corrections functions, it is important to understand the types of involvement that these agencies might have in jail programming. We have divided these types of involvement into four groups:

1. Services for persons in the jail
2. Services for persons housed in the jail, but eligible for release
3. Services for persons when they are released from jail
4. Supportive services

A. Services in the Jail

A wide range of services can be brought into the jail from the community. Many of the agencies interviewed were ready to come to the jail immediately to provide specific services, but current space limitations and the lack of a comprehensive jail program plan make this difficult. Several agencies - the Coldwater Public Library, Branch County Library, Community Mental Health - presently provide services to jail residents. Other examples of community resource agencies providing services in the jail could be:

- Members of Alcoholics Anonymous coming into the jail and holding meetings
- Volunteers from the Branch County Volunteer Service providing individual tutoring

- Staff from the Department of Social Services providing information on their programs
- Staff from Listening Ear or Community Mental Health providing substance abuse counseling or education classes

B. Day-Release Services

A number of services are available in the community that a resident could use while on day-release status before returning to the jail at night. Work-release, study-release, and other day-treatment-release programs have been successful in many of the jails and prisons in the state and around the country. Examples of resources that could be utilized by residents on day-release are:

- Taking classes at high schools in the area
- Continuing work at the place of employment of the resident before his/her incarceration
- Securing employment at a new job
- Working for the County Parks and Recreation Commission or County Road Commission as part of a work detail

C. Services after Release

Ex-residents may be eligible for services after release from the jail. They can be directed to these services upon release, or can be sent to these services before their incarceration as part of a pre-trial diversion program. Examples of these resources are:

- A volunteer from the community working with an ex-resident on probation, or with an offender diverted before formal court adjudication
- Entering the Concentrated Employment Program at the C.E.T.A. office
- Working towards high school completion at one of the high school completion programs in the County
- Joining a group such as Alcoholics Anonymous

D. Supportive Services

There are a number of services that may not be in direct contact with jail residents and ex-residents, but which can service an important role in the detention and corrections process. These resources can provide planning, training, funding, consultation or referrals.

Organizations can provide supportive services to both jail residents and to those persons who have left the jail. Some examples of these services are:

- Using the services of the Branch Intermediate School District for program development and training
- Obtaining funds from the United Fund for jail programs
- Sending staff to other jail programs in the state for training in correctional programming
- Providing vocational, financial, personal and other types of counseling for the families of offenders through various local agencies.

III. RESOURCE AREAS

The information on community resources that was collected is divided into topical areas such as education, health care, counseling and employment. Many of the agencies contacted are included in more than one of these areas, and many resources do not fit into any of the categories. It was necessary to divide the resources into general categories in order to discuss the 52 agencies in an organized manner.

Under each topical area, examples of the types of resources that we found are presented. All of the agencies that we found that could be legitimately included in the category are then listed. After each listing we indicate the type of service that we project these agencies can provide. Some of the agencies are listed under all four types of services and some are listed under only one.

Because agencies offer a broad range of service, it does not follow that their services are better or more efficient than those agencies that are only listed under one of our categories. Again, it must be stressed that it was not possible to contact all community agencies and organizations. There are other agencies which should be contacted and potential involvement explored. Their potential involvement with detention/corrections may also be considerable.

A. Education

Interviews with jail residents documented a low educational level for many of them (see Appendix B). Often, personal problems such as difficulty in obtaining employment are correlated with a lack of formal education. These problems, in turn, may encourage the individual to become involved in criminal activity. There is great potential in Branch County to help jail residents gain remedial training, high school completion, skills training or college-level skills by using existing community resources.

Coldwater Community Schools-Community Service may be the best educational resource available to jail residents. The potential exists for establishing a G.E.D. preparatory course for jail residents, as well as one-to-one tutoring. It is possible that a teacher could be available to inmates 3 or 4 times a week within the jail to conduct classes. Also,

correctional officers could easily be trained to administer reading mastery and G.E.D. tests to inmates. High school completion and college extension courses are also a possibility. The potential of this agency should be fully explored.

Branch Intermediate School District will serve confined students on referral from the jail. This program is a potential resource for any inmate under the age of 18. Those over that age may be best served by the Coldwater Community Schools-Community Services.

Library Services

The Branch County Library already provides library services, including some legal materials, to the County Jail. The library staff have also expressed a willingness to develop a basic education skills course aimed at the G.E.D. test for inmates. If facilities are available, a recreational film program is also a possibility.

The Quincy Public Library and Coldwater Public Library can also be considered potential resources for library services to jail inmates.

The MESC WIN Program has indicated a willingness to provide G.E.D. courses for eligible inmates if security is provided.

The Barry-Branch-St. Joseph Employment and Training Consortium is a potential resource for Basic Adult and G.E.D. education classes.

Considering the fact that four agencies appear to be resources for inmate G.E.D. classes, it seems to be a possibility that this particular need can be adequately met as part of comprehensive educational programming.

The American Association of University Women has expressed a willingness to provide tutoring for inmates. This could be a valuable addition to the G.E.D. courses and other educational programs.

Cooperative Extension Services is a potential resource for providing inmates with educational counseling on such matters as nutrition, finance, and child guidance, which are not usually covered in high school courses.

<u>EDUCATIONAL RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
American Association of University Women	X		X	X
Barry-Branch-St. Joseph Manpower Consortium	X	X	X	X
Branch County Chapter of Retired School Personnel	X		X	X
Branch County Public Library	X		X	X
Branch Intermediate School District	X	X	X	X

<u>EDUCATIONAL RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
Bronson Public Library	X		X	X
Coldwater Area Senior Citizens	X		X	X
Coldwater Art Club	X			X
Coldwater Public Library	X		X	X
Continuing Education for Young Women	X	X	X	X
Coldwater Community Schools-Community Services	X	X	X	X
Jaycees				X
Quincy Public Library	X		X	X
United Fund/United Way				X
WIN Program (M.E.S.C.)	X	X	X	X

B. Mental Health Services

When inmate problems require resources that cannot be provided in the jail, the jail staff should find the best resource for the individual with a mental health or personal problem. Jail staff can coordinate on-going programs in the jail as well as make referrals for those persons who are released.

Branch County Community Mental Health Center has some contacts with the jail. Diagnostic services are provided upon request of the Court, Prosecutor, Sheriff or probation officer. The Sheriff refers mental health cases to the Center that are not criminal in nature. There is also a program, sponsored and administered by the Mental Health Center, dealing with education and training of correctional officers in identifying the mentally ill and how to treat them.

The Mental Health Center may be the best potential resource for mental health services for jail residents. Diagnostic and evaluation services might include:

1. Diagnostic evaluations for mental, emotional and social problems
2. Short-term counseling and treatment
3. Group therapy
4. Marital evaluation and counseling

Coldwater State Home and Training School has expressed a willingness to make diagnostic exams to establish whether an inmate is mentally retarded or developmentally disabled and/or meets the criteria for admission to that facility.

Other resources that might be available to inmates for general family counseling are the Department of Social Services and the Co-operative Extension Services.

<u>MENTAL HEALTH RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
Adult-Outreach	X		X	X
Branch County Community Mental Health Center	X	X	X	X
Branch County Department of Social Services	X		X	X
Coldwater State Home and Training School	X		X	X
Listening Ear of Branch County	X	X	X	X
Myrtle House (Sturgis)			X	X
Family Service and Children's Aid (Jackson)			X	X
Cooperative Extension Service	X			X

C. Health Care

Recent legislation has mandated that jail residents must be provided with adequate medical service and care.

The Branch-Hillsdale-St. Joseph District Health Department occasionally provides services for jail residents through referrals, mainly in the area of communicable disease. The Health Department has indicated a willingness to make routine examinations of inmates if funds become available. Presently, the Department can provide educational booklets and occasional talks to inmates on the subjects of communicable disease, family planning and home health.

Maplelawn Medical Care Facility could provide valuable dietary planning for the jail, as well as emergency meals and temporary housing for sick inmates. The possibility of dietary planning, however, would appear to be the most consistent and effective service this facility can offer the jail.

The Community Health Center of Branch County has provided valuable emergency medical training for deputies in the past and has expressed a willingness to consistently provide this service. The Center will treat inmates on referral from the jail. Contact between the Center and the jail should be increased so that the health problems or potential problems of jail residents can be effectively and more efficiently identified and treated.

The need for routine medical examinations is especially great to prevent the spread of communicable disease within the jail and to other persons when an inmate is released.

<u>HEALTH CARE RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
Branch-Hillsdale-St. Joseph District Health Department	X		X	X
Branch-Hillsdale-St. Joseph District Health Center	X		X	X
Branch County Department of Social Services	X		X	X
Branch County Medical Assistance Society				X
Branch County Red Cross	X			X
Community Health Center for Branch County				
District Nurses Association	X			X
Heart Information Center				X
Maple Lawn Medical Care Facility	X		X	X
Medical Society of Branch County				X
Michigan Heart Association				X
Pharmacists Association of Branch County	X			X
Senior Nutrition Program of Branch County				X
T.B. Association				X
United Fund				X

D. Housing

Releasees could be made aware of the services provided by the Branch County Housing Commission. This agency provides housing assistance through home rehabilitation for homeowners of low or moderate income, or mortgage assistance for those in need of financing information and assistance. The Commission also provides low rent public housing for families

and senior citizens in the Coldwater area. The Farmer's Home Administration provides farm and rural loans to moderate income persons.

The Department of Social Services often provides temporary emergency housing and makes referrals to these and other agencies.

<u>HOUSING RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
Better Branch County Living	X		X	X
Branch County Department of Social Services	X		X	X
Branch County Housing Commission			X	X
Coldwater Christian Service Commission				X
Coldwater Housing Commission			X	X
Coldwater Mission			X	X
Coldwater Newcomer's Club				X
Farmer's Home Administration				X
Seventh Day Adventist Community Services			X	X
U.S. Housing Commission (H.E.W.)				X
Salvation Army			X	X
St. Vincent de Paul			X	X

E. Substance Abuse Services

The Office of Substance Abuse Services regional office in Kalamazoo is responsible for coordinating substance abuse services in the county. This agency assists in securing funds for programs and personnel and is responsible for licensing local substance abuse treatment facilities.

The Community Mental Health Clinic provides alcohol and drug abuse counseling. This agency has had contact with the jail. Its services could be utilized to provide after-care and follow-up counseling for jail residents.

Alcoholics Anonymous is another important organization which could assist in providing alcohol programs for jail residents, both in jail and on a temporary release basis. The findings from the jail research document the high number of alcohol related offenses charged to persons in jail and indicate the need for alcohol treatment programs.

Listening Ear of Branch County has the potential to provide the jail inmates with counseling (drug and alcohol), and substance abuse education in the form of workshops and speakers. Counseling services could possibly be provided for the families of abusers, which can be extremely important to an individual's rehabilitation.

This organization has, on occasion, provided services to the jail, but the Director stresses that there are no restrictions that prevent them from serving the jail on a regular basis.

If the jail provides the facilities for counseling, workshops and other programs, Listening Ear could prove to be a very valuable resource in the rehabilitation of inmate substance abusers.

900 Myrtle House runs a residential treatment program for adults dealing solely with alcohol detoxification. Treatment takes the forms of both group and individual alcoholism therapy. This program might be a source of treatment for work/study releasees who have a history of alcohol abuse. It has been used in the past for jail residents.

The Veterans Administration Substance Abuse Unit offers drug and alcohol counseling and rehabilitation. It is limited, however, to veterans eligible for VA benefits and their families. This program might prove to be a valuable resource for those inmates who are eligible.

<u>SUBSTANCE ABUSE RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
Branch County Community Mental Health Center	X	X	X	X
Citizens Drug Abuse Committee of Branch County				X
Alcoholics Anonymous	X	X	X	X
Office of Substance Abuse Services				X
Listening Ear of Branch County	X	X	X	X
Veterans Administration Substance Abuse Unit		X	X	X
900 Myrtle House		X	X	X
Probation Department - 3rd District Court	X	X	X	X
Veterans Affairs Office			X	X

F. Family Services

The Department of Social Services provides a wide range of services. These services include: general assistance, public assistance, aid to dependent children, food stamps, housing placements, alternate care, protective services, adoption assistance, child welfare, employment assistance

and others. This agency also refers clients to other supportive community agencies. Department of Social Services works with day care centers in the area to place children; this service would be of value to families where only one parent has been incarcerated and the other must work, or where the only parent is incarcerated. Family Services and Children's Aid of Jackson offers counseling, adoption and foster care services to children and families. The agency also provides counseling for problem pregnancies.

The Big Brothers/Big Sisters organization of Branch County assigns a volunteer adult, on a one-to-one basis, to youths from one parent homes who are between the ages of 7 and 17. Persons in this agency could serve as a referral source or communication linkage between juveniles, law enforcement, courts, and community agencies.

A number of agencies serving Branch County provide emergency assistance and support to needy families and those in crisis situations. These agencies include: Better Branch County Living, Branch County React, Branch County Red Cross, Branch County Service for the Aged, Branch County Volunteer's Service, Coldwater Christian Service Commission, Coldwater Meals on Wheels, Coldwater Mission, Coldwater Newcomer's Club, Cooperative Extension Service, Jaycees, Jaycees Auxiliary, Michigan Children's Aid Society, Coldwater Child Care Center, Salvation Army, Seventh Day Adventist Community Services, St. Vincent de Paul.

<u>CHILD, FAMILY, DAY CARE RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
Big Brothers/Big Sisters of Branch County	X		X	X
Better Branch County Living	X		X	X
Branch County Department of Social Services	X		X	X
Branch County Extension Homemakers			X	X
Branch County Farm Bureau Women			X	X
Branch County React				X
Branch County Red Cross			X	X
Branch County Service for the Aged				X
Branch County Volunteer's Service	X		X	X
Coldwater Child Care Center		X	X	X

<u>CHILD, FAMILY, DAY CARE RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
Coldwater Christian Service Commis- sion	X		X	X
Coldwater Meals on Wheels			X	X
Coldwater Mission	X		X	X
Coldwater Newcom- er's Club			X	X
Family Services and Children's Aid (Jackson)			X	X
Jaycees	X		X	X
Jaycees Auxiliary	X		X	X
Little People Day Care Center		X	X	X
Michigan Children's Aid Society			X	X
Salvation Army				
Seventh Day Adven- tist Community Services	X		X	X
St. Vincent de Paul	X		X	X

G. Employment Services

Providing employment opportunities for some of the sentenced offenders in the jail could be helpful in preventing their future criminal behavior. The unemployment rate for residents of the jail was found to be high from data collected in the jail file research. (The files indicated a 38.7% unemployment rate.) Interviews with inmates indicated that the rate of unemployment was even higher. Resources that locate or provide employment opportunities do exist in the County. Two agencies which provide career education and related services through an educational training format are the Branch Intermediate School District and the Barry-Branch-St. Joseph Manpower Consortium.

Various organizations exist to provide job training for specific groups of people. The Comprehensive Employment Training Act (CETA) allows low-income, under-employed, unemployed, handicapped persons and ex-offenders to learn job skills through placement in temporary employment or work experience situations. The Office of Veterans Affairs assists veterans and their dependents in locating employment. A third agency active in employment and vocational services is the Vocational Rehabilitation Service, Michigan Department of Education. If a person has a physical, mental or emotional disability, or a handicap which limits full employment, and a reasonable

expectation that training will lead to employment, he/she is eligible for services.

Vocational Rehabilitation Service accepts referrals from a variety of resources in the community, including general and psychiatric hospitals, rehabilitation centers, mental health clinics, educational facilities, the Michigan Employment Security Commission, the Department of Social Services, and correctional institutions. The Department operates local offices in Battle Creek, Jackson and Kalamazoo. Branch County residents may seek assistance at any of these offices.

The Michigan Employment Security Commission's primary function is to place persons in jobs. The agency also provides job counseling, employment placement testing, and unemployment insurance compensation. This agency could be instrumental in accepting referrals of persons needing employment from the jail and in offering employment counseling and job preparation services.

The Barry-Branch-St. Joseph Employment and Training Consortium could be a good resource for releasees and work/study inmates. Through classroom training this program provides Basic Adult, G.E.D. and vocational education necessary for obtaining and keeping employment. It has federally funded employment programs utilizing CETA and various other programs. Such programs are potentially valuable resources in decreasing recidivism among ex-inmates which may result from unemployment.

The MESC WIN Program could possibly aid work/release people in finding work or training. Participants must be eligible for ADC or ADCU, however. Overall, most inmates might best be served by CETA through the Employment and Training Consortium.

<u>EMPLOYMENT RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
Barry-Branch-St. Joseph Manpower Consortium	X	X	X	X
Branch Intermediate School District	X	X	X	X
Association of Business and Professional Women			X	X
Coldwater Junior Achievement of South Central Michigan				X
M.E.S.C.	X		X	X
M.E.S.C. (WIN Program)	X		X	X
Office of Veterans Affairs	X		X	X
Vocational Rehabilitation Service - Michigan Department of Education			X	X
Private Employers	X	X	X	X

II. Physical Activities

No outdoor or indoor exercise is currently being provided for jail residents. These activities are required by the state jail code and are not a discretionary option of the County. Our physical proposals for jail facilities suggest ways to offer exercise space in the secure areas of the jail. Space for this type of program activity is required by State jail regulations.

The community can help in the effort to provide residents of the jail with structured exercise. The public schools have facilities available that could be used for residents on day-release, and have physical education instructors who could come into the jail and instruct the residents in proper exercise techniques. The County Parks and Recreation Department and the Coldwater Recreation Department might also assist in coordinating physical activities for jail residents. As well as being required by State law, physical exercise activities for inmates can create a more manageable and efficient detention and corrections operation.

I. Other Services

There are a number of agencies that provide a variety of services. Special mention should be made of these agencies because they do not easily fit under the singular topical categories used in this appendix. The Department of Social Services, Community Mental Health, Branch Intermediate School District, and Vocational Rehabilitation Services are examples of these kinds of agencies. These agencies, like many others described here, have a great deal to offer to jail programming and contact with them in the planning and implementation of programs is important and necessary.

There also exists a set of services that could be of value to the families of persons who are in jail. For example, the Salvation Army could provide emergency food, used clothing and transportation for needy persons. The Seventh-Day Adventist Church operates organizations that distribute clothing and assist with finances and food for needy families. Both organizations could help residents and their families during incarceration and after release. Michigan Civil Rights Commission provides assistance and information regarding civil liberties and civil rights to persons and/or institutions upon request.

The Social Security Administration has indicated a willingness to provide in jail services and to send a representative to the jail if an inmate needs services. The SSA provides the following services:

1. Process claims for retirement, disability or survivors benefits
2. Provides Social Security, Medicare and SSI information
3. Processes claims for (SSI) Supplemental Security Income

The Office of Veterans Affairs might provide aid to those inmates who are eligible veterans and their dependents in securing VA benefits.

Branch County Department of Social Services could provide releasees with valuable aid in securing any needed public assistance such as food stamps or ADC. This agency could also provide information on other community services a releasee might need to utilize.

Branch County Volunteer Services has expressed a willingness to make a needs assessment of the jail in relation to the services they provide, such as clothing and volunteer visits. They are also a potential source of clothing and furniture for releasees and inmate dependents.

Seventh-Day Adventist Community Services (Coldwater) currently provides clothing and counseling for jail residents. They have also expressed an interest in providing visits and reading material for the inmates.

Other agencies can provide valuable services to the residents of the jail and their families. Their involvement can be through direct contact in a supportive role. Some may be able to provide placements for work-release inmates. Others could be involved by providing educational functions or serving as forums for the dissemination and discussion of information about the criminal justice system and the jail.

<u>OTHER RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
American Association of University Women	X		X	X
Bar Association of Branch County	X			X
Branch County Farm Bureau Women	X		X	X
Branch County React Social Security Administration	X		X	X
Branch County Volunteer Service	X		X	X
Christian Business and Professional Women's Club	X		X	X
Coldwater Christian Service Commission				X
Coldwater Art Club	X		X	X
Coldwater Chamber of Commerce				X
Coldwater Mission	X		X	X

<u>OTHER RESOURCES</u>	<u>IN JAIL SERVICES</u>	<u>DAY RELEASE</u>	<u>POST RELEASE</u>	<u>SUPPORTIVE SERVICES</u>
Coldwater Pastor's Council	X		X	X
Coldwater Recreation Department	X	X	X	X
Cooperative Extension Service				
Branch County Department of Cemeteries, Parks, Forests and Recreation	X	X	X	X
Downtown Business Association				X
Lawyer's Wives of Branch County	X		X	X
Michigan Civil Rights Commission	X		X	X
Salvation Army	X	X	X	X
Seventh Day Adventist Community Services	X	X	X	X
St Vincent dePaul	X	X	X	X
Tibbits Theatre Foundation				X
Office of Veteran's Affairs	X		X	X
United Fund				X

J. Support Services

There are other types of services that provide training, funding, referrals and planning in all of the categories that are reviewed in the preceding sections of this Appendix.

The use of volunteers is a valuable tool in all of the resource areas that are presented here. Volunteers are useful because they can provide economical services, and they are a good way to involve the community and increase the awareness of the detention/corrections process. They can provide services in the jail (for example, tutoring) or for day release inmates (providing rides to work or providing work-release placements), or outside the jail setting (volunteer probation officers or employment placement positions).

Service clubs such as the Optimists, Jaycees, Kiwanis, Lions, Rotary, Exchange Club, American Legion, Masons and various others can participate in jail programming or provide financial support. Similarly Big Brothers/Big Sisters of Branch County have volunteers that could provide services.

Students at area community colleges might also be a potential source for volunteers (perhaps as counselors or recreational leaders). Colleges

and universities are normally very interested in providing this type of "experiential learning situation" for students.

Funding

There are supportive services in the County that are involved with funding worthwhile programs. The United Way might be a possible future funding source for jail programs. The Department of Social Services receives federal and state funds which could help support jail programs if the activity fits Department guidelines. Other agencies and/or foundations exist in the County (or nearby counties) that could be approached for the funding of programs that are not funded by the local, state, or federal government.

Information and Referral

Many agencies offer referral services. As mentioned before, the Department of Social Services and the Michigan Employment Security Commission are two such agencies. Listening Ear and the Community Mental Health Center are others. The League of Women Voters could serve a unique function in making the community at large aware of jail programs by holding public meetings on community issues concerning the detention/corrections process in Branch County. Seventh Day Adventist Community Services is another agency which offers many services and can also act as a referral to organizations that provide services it does not offer. Jail programs should use the referral services of these agencies to locate agencies which can most effectively and efficiently provide services for jail residents.

Planning and Training

This final list of support services includes groups that can aid in the initiation of programs, training of staff and evaluation of programs:

a. Michigan Department of Corrections, Office of Facility Services

This office is staffed by experts in many areas of jail operations; they assist with the planning and implementation of programs, the operations of jails, and several other areas. Staff members include an architect, a food service expert, a statistician, training specialists, jail inspectors, and others.

b. Community Corrections Resource Programs, Inc.

CCRP, Inc. is a non-profit corporation concerned with the development of community correctional programs. CCRP staff will provide the County with at least six staff work days after the completion of the project during 1978. Staff will assist citizens and officials in implementing project proposals and in presenting the findings of the study to interested citizens and governmental groups. After the follow-up period, CCRP staff will be available for further consultation and will be able to offer additional services to the County.

c. Michigan Jail Rehabilitation Services Association

This organization consists of staff members from the various jail treatment programs in Michigan. The association provides a necessary clearinghouse function for the sharing of ideas concerning jail programs, jail staff training, and involvement of the community with the detention/corrections system. It can serve as a valuable resource in the development of jail programs and services.

IV. SUMMARY

The community resources of Branch County are extensive and varied. There are certain areas where resource availability could be improved, but the overall capability of the County to provide services in the detention and corrections process is excellent.

Involvement of community resources in detention and corrections is not always easy. Many citizens and agencies are unaware of the role of the jail, and of their potential involvement with jail residents and jail programs. It is important that citizens be provided with adequate information concerning the jail and the detention/corrections process and be made aware of ways in which they can become involved.

The State jail code requires that counties provide jail programming for their jail populations. In addition, construction of new jail facilities must provide space for jail programming activities. The provision of jail programs is no longer a discretionary option on the part of Branch County. The County must act to provide some formal treatment and/or referral services for jail residents with problems and needs. The goals of jail treatment programming are at least twofold: 1) to create an atmosphere within the jail which contributes to greater security and better facility and inmate management, and 2) to intervene in the offender's life to prevent recurrent criminal behavior, thereby avoiding further incarceration and reducing costs to the taxpayer.

Few agencies and individuals in Branch County have been involved with jail programs. The potential exists for greater involvement by resources not already involved. The response by groups and agencies in the community to our survey of resources has been excellent. Many groups are anxious to become involved immediately. Space limitations and lack of jail staff at the present jail facility are the primary constraints to immediate involvement. Some agencies can become involved in the near future, however. Jail staff should be encouraged to tap the resources of the community to provide services for residents. The information collected in our community agency survey will be available to jail staff for use in further exploration and development of jail programs.

To facilitate the use of community resources and the development of a full range of jail programs with community awareness and support, a Citizen's Advisory Committee for jail operations could be established.

The community agency survey presented in this Appendix provides a starting point in the identification and assessment of community resources which are currently involved or could be involved in jail programs. These resources

have proven effective and cost-beneficial in the delivery of services to jail residents and their families in other counties. County officials, citizens, and jail staff should continue to explore and develop the provision of services to the jail through the extensive existing resources of Branch County.

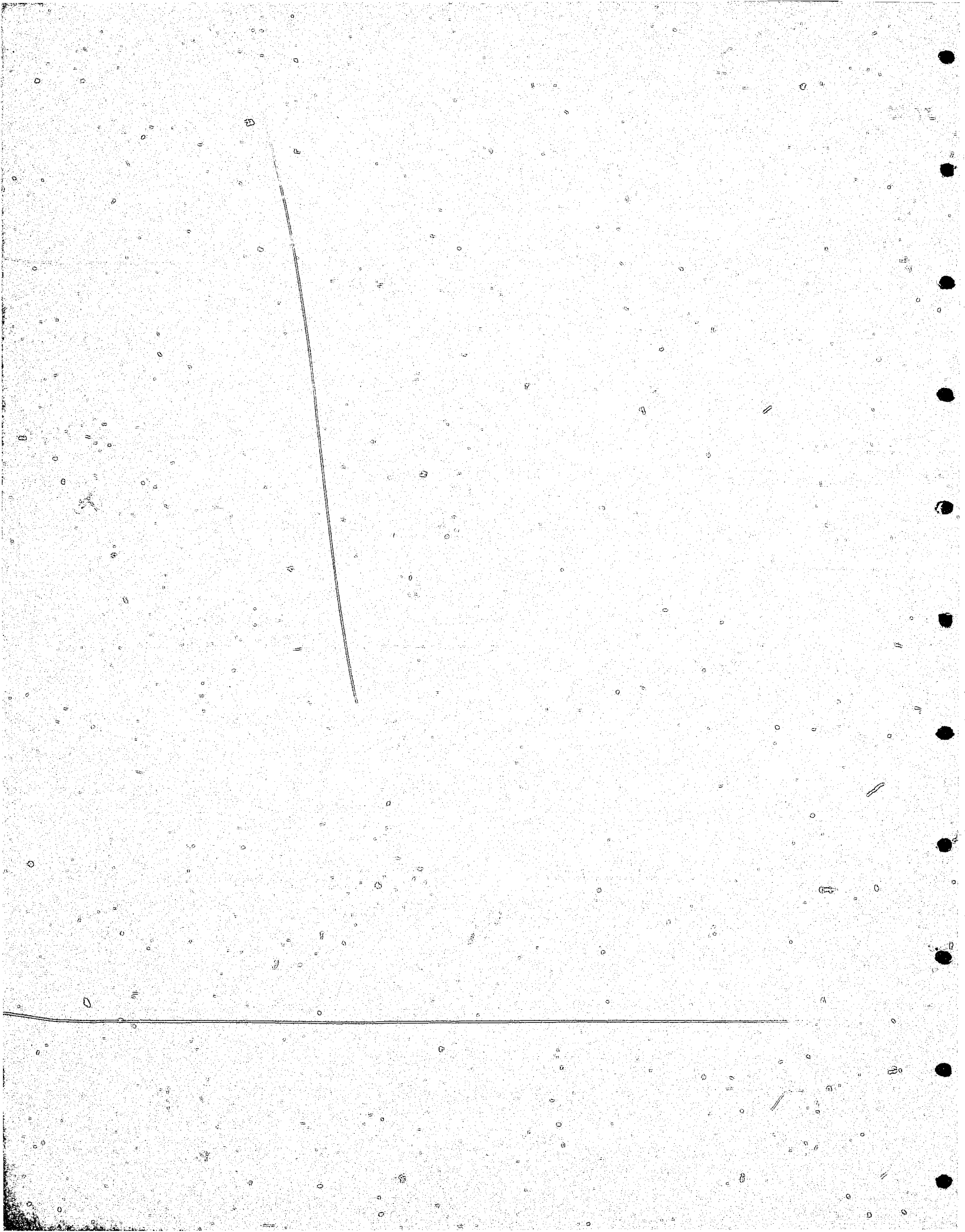
APPENDIX E

PROJECTIONS AND DIVERSION

This Appendix presents information on the projectional processes which were used to predict the future jail population and the number of bedspaces needed to house that population. The projections process also provides information on the types of beds necessary to meet future population needs and the effect of non-detentional (diversion) programs on the jail population and on future bedspace needs. More than 100 hours of consultant staff effort were spent in the preparation of detention population projections, bedspace needs and diversion program impacts.

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APPENDIX E

PROJECTIONS AND DIVERSION

I. DETENTION POPULATION PROJECTIONS

One of the most important factors to consider when planning for Branch County detention and corrections needs is the size and composition of future jail populations. It is crucial to be able to project facilities and programs that will be necessary to meet the future needs of the jail population.

The projections process attempts to give a strong indication of detention needs, utilizing a number of key factors related to the jail population. It is necessary to determine future projections for the following areas:

- number of jail admissions projected by year for the next 15-25 years.
- total number of detention days per year.
- average length of stay for members of the jail population.
- types of detainees who may be housed and the housing needs required by each type.
- average daily headcounts and high and low headcounts for each year in order to determine bedspace needs during peak periods.

Projecting detention needs for future jail populations is one of the most difficult processes of criminal justice planning. The criminal justice system is complex, and changing interactions between law enforcement agencies, the judicial system and detention/corrections agencies complicate the projections process. Perhaps the only universally accepted assumption regarding projections in criminal justice planning is that, "The more information available about the past and current practices of the various components of the system, the more credible the projections process becomes." A substantial amount of data has been collected concerning detention trends and practices in Branch County. It provides the County with the basis for a credible and realistic assessment of future detention needs.

The initial stage of the projections process is the identification of past and current detention operations and trends, and their relationship to general county population growth. An assessment of these trends will yield a projection of detention needs - assuming that future criminal justice system practices continue to be reasonably similar to past and current practices. The extent to which future criminal justice system practices will parallel current practices is difficult to project. Changes in key personalities and processes within the system can dramatically affect future system practices. Changes in laws, such as the current attempt to implement Public Act 339 - Decriminalization of Public Intoxication - can also influence the detention and corrections needs of a county. Public attitudes concerning

CONTINUED

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crime and corrections may also be a major influence.

After analyzing current practices and projecting detention population trends, the impact of changes in laws, changes in judicial or other system practices, and sentencing practices can be determined. The base projection of detention needs can then be modified by calculating the impact of expected and desired changes. An adjusted assessment of detention needs can then be made. The following formula expresses this process:

- a. Current and recent trends extended over time = base projections.
- b. Base projections + expected and desired changes = adjusted projections.

A number of projectional methods have been used in determining projections for Branch County. The National Clearinghouse for Criminal Justice Planning and Architecture (NCCJPA) in Champaign-Urbana, Illinois has developed projectional methods which have been used in the preparation of detention population projections for this final report. NCCJPA is under contract to the United States Department of Justice, Law Enforcement Assistance Administration, and is responsible for reviewing criminal justice planning projects in which federal funds are used. In addition, methods used by the Michigan Office of Facilities Services are included.

NCCJPA has developed a comprehensive set of guidelines for the planning of local detention and corrections facilities. Projections methods included in the original guidelines published in 1972 were revised during 1976 by NCCJPA staff. The revised projectional methods are included in this report.

The three methods of projection are:

- a. Ratio - using file data
- b. Ratio - using headcount data
- c. Best Fit Line - using headcount data

The following sections of this Appendix describe each of the methods used and present the results obtained from each method. The following table presents the basic data used in all of the projectional methods.

BASE DATA USED IN PROJECTIONAL METHODS

<u>YEAR</u>	<u>POPULATION¹</u>	<u>ADMISSIONS</u>	<u>DETENTION DAYS</u>	<u>ANNUAL AVERAGE DAILY HEADCOUNT²</u>		
				<u>low</u>	<u>middle</u>	<u>high</u>
1968	37,141	664		9.3	18	28.3
1969	37,523	647	4,425	3	12	22
1970	37,906	750	5,345	5	15	28
1971	38,288	784	6,250	7.3	17	32
1972	38,671	728	4,290	5.3	11	21.7
1973	39,054	830	5,239	6.3	15	28
1974	39,437	1,113	10,124	22	28	34.4
1975	39,820	1,196	11,272	22	31	40
1976	40,202	1,163			35	
1977	40,504				313	

1. SOURCE: Branch County Population Projections
Southcentral Michigan Planning Council
State of Michigan Population Projections
2. SOURCE: Michigan Department of Corrections,
Office of Facilities Services
3. SOURCE: Review of Inmate Log through August, 1977

A. RATIO METHOD - FILE DATA

This projectional method is based on an assumption that there is a reasonable correlation between past levels of detention activity and the population of the county. This assumption has been tested and the relationship between these two variables was not found to be significantly strong for Branch County. If a strong relationship exists between jail admissions, total detention days, and county population trends, it is generally felt that this method is of considerable value. Because no significant relationship was discovered for these factors in Branch County, the consultant feels that less emphasis should be placed on this method.

A comparison of the outcomes of the projectional methods presented in the summary illustrates that more realistic projections were provided by other methods. The steps of this method are presented here, for comparison with the other methods. The first step of this method is to develop a ratio of:

$$\frac{\text{jail admissions}}{\text{county population}}$$

for each year in which data is available. This ratio was calculated for each of the years 1968-1975. The calculations produced a set of values with no obvious trends. From the set of values the following figures were drawn:

lowest ratio	(1969)	.017243
average ratio	(1968-1976)	.022517
highest ratio	(1976)	.030039

The second stage of this method is the calculation of a ratio for:

$$\frac{\text{detention days}}{\text{county population}}$$

Again, these calculations produced a set of ratios with no decisive trends. Significant ratios drawn from this set were:

lowest ratio	(1972)	.110936
average ratio	(1969-1975)	.197005
highest ratio	(1975)	.283074

Using a formula employing these ratios, detention days for a number of future years were calculated:

projected total annual detention days = projected county population x low, average, high ratios.

The results of these calculations were:

YEAR	COUNTY POPULATION	PROJECTED TOTAL ANNUAL DETENTION DAYS		
		low (.110936)	middle (.97005)	high (.283074)
1980	42,021	4662 days	8278	11,895
1985	44,438	4930	8755	12,579
1990	46,839	5119	9233	13,267
1995	49,323	5472	9717	13,962
2000	51,795	5746	10,204	14,662

The projected average daily headcount was calculated by dividing the number of detention days by 365:

YEAR	PROJECTED AVERAGE DAILY HEADCOUNT		
	low	middle	high
1980	12.77	22.68	32.59
1985	13.51	23.99	34.46
1990	14.24	25.30	36.35
1995	14.99	26.62	38.25
2000	15.74	27.96	40.17

The projectional outcomes of this method are not considered entirely reliable, primarily because they have been forecast based on the assumption of a strong correlation between jail admissions, total detention days, and county population, as determined by examining recent relationships between these factors. No such significant relationship exists in Branch County, and the correlation cannot be considered strong. An examination of the table on page two indicates no clear pattern of recent past trends, either for annual admissions, total detention days, or average daily headcount, even though county population statistics indicated a gradual increase in the population of the county.

B. RATIO METHOD - DAILY HEADCOUNT DATA

This projectional method is identical to Method A except that it uses data taken from daily headcounts rather than file data. The data used in this projectional method was presented in the table on page E-2. By using high and low headcount data from recent years, the resulting projected headcount data is more sensitive to peak periods of jail activity. It takes into account those instances in which numbers of inmates are above the daily average.

This method takes the three highest and three lowest headcounts for each month of the year and calculates the arithmetic average of each set; an

average high headcount and average low headcount results for each year. Calculations were made for the period from 1968-1977. A set of ratios of high average daily headcounts and low average daily headcounts similar to those derived in Method A was then calculated. These ratios are used to project annual average daily headcounts. This method is more responsive to the dynamics of daily jail activity because it is sensitive to the peak periods of operation.

The results from this method are:

ANNUAL AVERAGE DAILY HEADCOUNT

<u>YEAR</u>	<u>LOW/LOW(1)</u>	<u>HIGH/LOW(2)</u>	<u>LOW/HIGH (3)</u>	<u>HIGH/HIGH(4)</u>
1980	3.36	23.4	23.6	42.2
1985	3.55	24.8	24.9	44.6
1990	3.74	26.1	26.3	47.1
1995	3.94	27.5	27.7	49.5
2000	4.14	28.9	29.1	52.0

- (1) low ratio applied to low average headcount.
- (2) High ratio applied to low average headcount.
- (3) Low ratio applied to high average headcount.
- (4) High ratio applied to high average headcount.

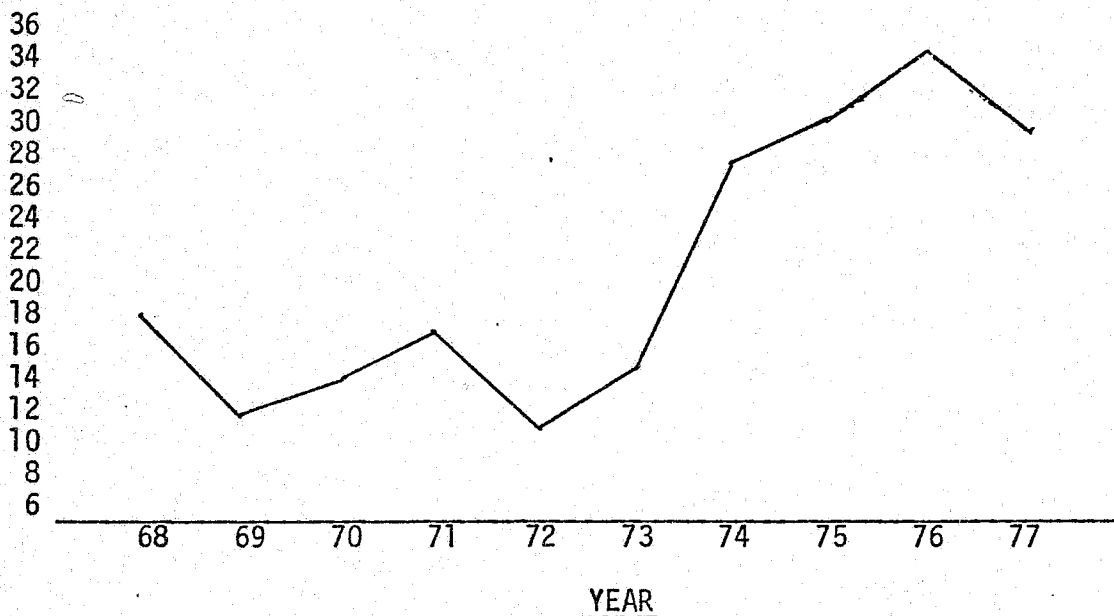
An adjustment of the projected average daily headcount should be made for peak jail populations. For inmate populations of the size of that projected for Branch County, peaks typically exceed the overall annual average by approximately 30 percent. Assuming a peak factor of 1.3 during the projected period, the peak jail populations can be projected as follows:

<u>YEAR</u>	<u>HIGH AVERAGE DAILY HEADCOUNT</u>	<u>PEAK JAIL POPULATION</u>
1980	42.2	54.9
1985	44.6	58
1990	47.1	61.2
1995	49.5	64.4
2000	52	67.6

C. BEST FIT LINE - DAILY HEADCOUNT DATA

The "best-fit" method of projection calculation is a more complicated process. It has certain advantages, especially in Branch County, where past jail activity figures indicated no decisive trends. In cases where there are no strong trends in growth or decline, this process uses the various random events of previous years to predict future trends. By charting the average daily headcount for the past eight years, no decisive pattern of growth emerges:

ANNUAL
AVERAGE DAILY
HEADCOUNT



There is no clear pattern of any kind shown on this graph. There appears to be an increase in average daily headcount, which then falls off and rises again.

A "best-fit" line is one which passes through the set of points on the graph in a way in which the sum of the squares of the distances between each point and the line is minimal. The "best-fit line" method of projection minimizes the distance of all points in the set to the line. This line is then extended into subsequent years to indicate future population projections.

To project future populations using this method, an equation for the line is derived. Points and real values for future populations are then calculated and plotted along the line. The results of this method, using daily headcount data, are:

<u>YEAR</u>	<u>PROJECTED ANNUAL AVERAGE DAILY HEADCOUNT</u>
1980	42.7
1985	59.1
1990	76.1
1995	92.5
2000	109.6

SUMMARY OF PROJECTIONS

A. RATIO - FILE DATA

<u>YEAR</u>	<u>BRANCH COUNTY POPULATION PROJECTION</u>	<u>ADMISSIONS</u>			<u>DETENTION DAYS</u>			<u>AVERAGE HEADCOUNT (Detention Days Divided by 365)</u>		
		<u>low</u>	<u>mid</u>	<u>high</u>	<u>low</u>	<u>mid</u>	<u>high</u>	<u>low</u>	<u>mid</u>	<u>high</u>
1980	42,021	725	946	1,262	4,662	8,278	11,895	12.8	22.7	32.6
1985	44,438	766	1,001	1,325	4,930	8,755	12,579	13.5	24	34.5
1990	46,839	808	1,055	1,407	5,199	9,233	13,267	14.2	25.3	36.4
1995	49,323	850	1,111	1,482	5,472	9,717	13,962	15	26.6	38.3
2000	51,795	893	1,166	1,556	5,746	10,204	14,662	15.8	28	40.1

B. RATIO - HEADCOUNT DATA

<u>YEAR</u>	<u>AVERAGE HEADCOUNT</u>			<u>PEAK FACTOR</u>
	<u>low</u>	<u>mid</u>	<u>high</u>	
1980	3.4	23.6	42.2	54.9
1985	3.6	29.9	44.6	58
1990	3.7	26.3	47.1	61.2
1995	3.9	27.7	49.5	64.4
2000	4.1	29.1	52	67.6

C. BEST FIT LINE - HEADCOUNT DATA

<u>AVERAGE HEADCOUNT</u>
<u>mid</u>
42.7
59.1
76.1
92.5
109.6

D. SUMMARY OF FINDINGS

The table on page E-7 summarizes the projections developed by the three methods.

There are some strengths and weaknesses with each of the methods employed in projecting the jail population for Branch County. Some depend upon a strong relationship between County population trends and jail admissions for their accuracy, and others upon the changing dynamics of the daily jail population. The consultant feels that the most accurate and useful figures for present purposes are the high range figures for the ratio method using high average daily headcount data (Method B), which have been adjusted to account for peak periods of jail activity.

This projectional outcome is recommended for present use for a number of reasons:

- 1) It most accurately responds to the above average and peak periods of jail occupancy.
- 2) It most accurately reflects the recent and current trends (since 1974) of an increase in the average daily jail population.
- 3) It offers a strong base population projection for the potential addition or subtraction of certain offender types from the population through changes in detention/corrections policy and practices.
- 4) It provides a moderate but accurate increase in the projected number of needed bed spaces.
- 5) It may most accurately coincide with the current decrease in index crimes as reported in the Uniform Crime Report for the state of Michigan, and the Region Three Crime Commission Comprehensive Criminal Justice Plan, 1977-78.
- 6) The consultant recognizes current correctional theory which indicates that crime and offender populations may decrease because of the general population decrease of persons in the crime-prone years of ages 12-20.

For these reasons, the ratio method using high average daily headcount data is used as a base to determine bed space projections, types of bed spaces, and projection of the jail population by various offense types.

The outcome of the projectional methods presented in this final report was carefully analyzed to determine its significance for detention/corrections needs for the future of Branch County. These projections have been used for the evaluation of expected and desired changes in policies and practices and resultant impacts, the determination of bed space needs and types of bed spaces, and the determination of program needs for future jail populations.

II. PROJECTED IMPACT OF NON-DETENTIONAL PROGRAMS

Before final jail bedspace and program projections were determined, the potential impact of non-detentional alternatives was evaluated. The use of non-detentional programs and alternatives (diversion), some of which may be administered by other components of the criminal justice system (courts, prosecutor, law enforcement, probation, etc.) has proven to be generally less costly than the use of detention.

"Diversion" is a term which has been broadly applied to the juvenile and criminal justice system. In the context of this study, the consultant has defined it as:

The process which moves the suspect, defendant, or offender out of the criminal or juvenile justice system, or which bypasses certain functions or facilities in either system.

Diversion efforts in the criminal justice system represent a variety of methods used by the police, prosecutor, courts, and corrections. The concept of diversion is not new; practice of certain types of diversion locally is common.

The most important goals of the criminal justice system are the reduction of crime and the protection of the public in the most cost-effective manner possible. The implementation of diversion programs in other localities have furthered these goals and have saved local funds by minimizing the necessity for oversized, costly detention facilities. When administered and implemented carefully by responsible agencies, diversion programs have proven to be safe, effective, and cost-efficient.

This section presents the findings of an extensive effort to project the impact of diversion efforts on the projected future detention population. Jail file data for 1974-1976 collected during the study period have been used in calculating the impact of diversion alternatives. From this analysis bedspace needs for future jail populations have been calculated.

The inclusion of the information on diversion is not intended as an endorsement of all types of diversion efforts. The information is presented to indicate the maximum number of persons who may be diverted from detention if all diversion efforts were to be initiated or increased. Diversion information is presented here so that bed space needs may be calculated. The number of beds needed is important in determining the space requirements for detention/corrections facilities. A bed space figure is presented from which space requirements included in the next appendix of this report have been calculated.

A. CLASSIFICATION OF DIVERSION TYPES

The consultant has classified the various types of diversion efforts into the following categories, based upon the experiences which the suspect, defendant, or offender has after he/she has been diverted:

1. No further processing in the criminal or juvenile justice system.

- a. Diverted out of system without referral to other systems or program (simple release).
- b. Diverted out of system into alternative program(s).

2. Processing continues -- incarceration avoided.

- a. Diverted from detention (incarceration) prior to disposition.
- b. Treatment without incarceration after disposition.
- c. By-pass process or system components.

These five types of results basically cover the impact of all diversion efforts on suspects, defendants or offenders. Although the five diversion types which have been described have many things in common, the reasons for which they may be used vary greatly. Some brief examples of some reasons for using the five types of diversion are:

- 1a. (Diverted - no program) There are no grounds to pursue the case; justice would not be served by further processing; deterrence from future crimes may have already been accomplished; system may be overloaded.
- 1b. (Divert to program) Alternative programs may be more effective, less costly, and therefore serve the purposes of the system better; the system may be too flooded with cases for regular processing.
- 2a. (Diverted from detention) To insure that only persons who absolutely require security detention are housed; less costly; less disruptive to the defendant's life; facilities may be full.
- 2b. (Treatment without incarceration) Alternatives may be more effective, less costly, less disruptive and therefore serve the community better; facilities may be full.
- 2c. (By-pass) Complete processing too costly; system is overloaded and cannot fully process; results may be similar with less cost and time expended.

These reasons are by no means the only reasons why diversion can be used, but they are examples. It should be noted that the rationale for diversion can, and does, range from "best, most effective action" to "due to crowding or overloads there is no other choice". In some instances, diversion is used by choice as the best alternative; in many other instances, diversion is the only choice. In general, it is recommended that diversion be more than a set of alternative actions, so that it may be used selectively for the overall protection of the public.

The following narrative outlines the specific program models discussed as being most feasible and desirable for implementation and/or continuation in the County and the projected impact of the programs on the jail population.

The potential numbers of persons involved in each program has been estimated based on:

- jail data
- jail daily count data
- Branch County crime and arrest data
- projected jail population trends
- interviews with local criminal justice officials
- review of national standards for criminal justice diversion programs

Based on projectional METHOD B presented in Section I of this Appendix and the sources listed above, the consultant has made the following projections:

Year 2000 projected average daily headcount: 68

The projections have been modified by the diversion program alternatives which follow. The alternative programs presented are suggestions of program types which could be implemented by agencies both inside and outside of the criminal justice system. Discussions with officials and citizens have modified early estimates of potential involvement with certain programs and have eliminated some program types. Further modification or elimination of some diversion program alternatives may be desired and appropriate.

1. Pre-Arrests

a) Diversion of Public Intoxicants

This diversion effort has been mandated by recent legislation in Michigan. Public Act 339, which decriminalizes the offense of public intoxication, is scheduled to take effect on February 1, 1978. There has been considerable debate about the costs, feasibility, and impact of this legislation. Many persons booked are charged with drunkenness or drunk and disorderly offenses and spend only a short period of time in jail. P.A. 339 should have only a minor impact on the number of beds needed to adequately meet future detention/corrections needs. The jail daily counts conducted by the consultant indicated that few persons charged with drunkenness or drunk and disorderly offenses spend long periods of time in jail.

Jail Impact

Maximum impact would be the subtraction of two short-term holding bed spaces from the jail in a detoxification area.

b) Refer Suspects to Other Resources

The most likely candidates for this type of diversion effort would include acute substance abuse offenders, those persons suffering from extreme emotional or mental problems, and non-serious misdemeanor offenders. It would require additional training for law enforcement

officers in the use of community resources for referrals.

Jail Impact

Subtract less than one bed short-term holding.

c) Reprimand

This option is currently used by most law enforcement agencies. It is unlikely that use of this option would increase significantly. If its use were increased it would be primarily with juveniles, traffic offenders and non-serious misdemeanor offenders.

Jail Impact

Subtract less than one bed short-term holding.

d) Juvenile Diversion

Juveniles are presently being diverted from detention. However, the County should expect an increase in the number of juveniles who may require detention. The Sheriff, Judges, and the Juvenile Court Director perceive a definite need for adequate short-term detention for juvenile suspects or offenders. Though all feel that over-use of detention for juveniles is undesirable, they indicate that occasionally the need arises for available space for detention facilities for juveniles within the County. With adequate detention facilities, it is expected that detention of juveniles may increase.

Jail Impact

Increase in holding beds for short-term needs; detention space should be provided for two persons - short-term.

2. Pre-Arrestment

a) Citation, Summons Release

This option is presently in use in Branch County to a limited extent. It could be used for traffic offenses, some DWI and drug offenses, and non-serious misdemeanors. For the most part, short-term, non-serious cases are already spending relatively short periods of time in jail.

Jail Impact

Subtract 1/2 bed or less short-term holding.

b) Immediate Bond

Immediate Bond (sometimes known as Sheriff's Bond) is already used in 47% of all cases of persons who have been booked into the jail. Pre-

sently the County is using this diversion option well.

Jail Impact

Subtract 1/2 bed or less short-term holding.

c) Drop Charges

This option is unlikely to occur to any greater degree. It would be most feasible with juveniles and misdemeanor offenders. The only improvement which could be made over current practices is that cases could be dropped sooner.

Jail Impact

Subtract less than 1/4 bed short-term holding.

3. Pre-Trial

a) Pre-Trial Screening

A program of pre-trial screening merits review. All cases would be screened which have been remanded to jail after arraignment, by personnel from the courts. Screening would involve a review of the defendant's personal family history, verification of this information, and a decision on the defendant's eligibility for a different type or amount of bond from that set at arraignment. Bonding options such as third party custody, personal recognizance, and conditional release could be increased, and court staff could supervise a number of conditional release cases. The potential exists to divert 200-300 cases per year through pre-trial screening. Some long and costly pre-trial waits in jail would be eliminated. A quarter-time or half-time pre-trial screener could spend approximately 500 hours per year screening cases. The potential exists to save up to 5000 meals per year plus bed space construction costs. A pre-trial screening person could function in other court-related positions as well, possibly as an arm of the Probation Department. The Courts currently use pre-trial screening and personal recognizance bonds in many cases.

Jail Impact

Subtract 3-4 regular beds long-term detention.

b) Deferred Prosecution

This option could be used for non-patterned offenders. It can provide more efficient and effective handling by the courts. It applies primarily to felony cases in which the defendant admits guilt and is likely to receive probation as a sentence. Presently, 25% of Circuit Court cases in the County receive probation. The County should expect 200-300 Circuit Court criminal arraignments per year by 1990.

Perhaps 100 of these cases would be non-patterned and eligible for screening for deferred prosecution. All felony cases would be reviewed prior to arraignment in the Circuit Court, and those which qualify could participate in a voluntary probation program for up to one year, during which time the charges are deferred. If the program is successfully completed, the charges are dropped.

Jail Impact

Of 60-70 persons on the program per year, probably 15 would involve jail residents. Subtract four regular long-term detention beds.

4. Pre-Sentence

a) Suspended, Deferred, Delayed Sentence

These options are currently in use in Branch County. They would have little potential effect on jail bed space needs. Persons eligible would be likely to receive probation, anyway. Many of the options discussed under pre-arraignment and pre-trial would also apply here.

5. Sentence

a) Fine, Restitution, or Probation

These options are currently being used to a great extent in Branch County. The best potential for increased use is for cases involving drug use or possession, bad checks, fraud, non-support, liquor laws, and other misdemeanor cases. There does not appear to be much likelihood of a significant increase in the use of these options.

b) Residential Corrections

The use of residential, non-jail treatment facilities in lieu of incarceration in the jail is possible in the near future. The offenders who would be involved would be classified as low-security risks, and would be drawn from that segment of the jail population. Some community resources exist for the potential use of this option at the present time. District Court Probation Department personnel are currently exploring the possibility of establishing a residential corrections treatment facility for use for minimum security correctional inmates. Treatment programming could be provided within the facility. Offenders who might be eligible for residential corrections treatment would be those offenders who were convicted of non-serious misdemeanor charges, primarily alcohol and other substance abuse offenders. It is difficult to project the potential impact of this option on the bed space needs of the jail. Limited use of this option could be made as facilities become available in the community.

Jail Impact

The potential exists to utilize a 10-bed residential facility. Subtract 10 regular long-term detention beds.

c) Work and Study Release Programs, Jail Treatment Programs

The courts have indicated, to a great extent, the jail does not meet their needs as a correctional setting and, because of this, their sentencing patterns cannot be used as a strictly reliable projectional base. After extensive review of the jail and court data, and discussions with judges and other court staff, it has been determined that the provision of adequate programs and facilities will continue to have an effect on the jail population. The County should expect a diversion of 10 persons into the jail setting on a long-term basis (up to one year). When adequate facilities and programs become available, increased use of the jail will be made for non-support cases, drug cases, and less serious felonies presently receiving probation. Provision of adequate space and staff for programs is required by the State jail rules, and is not a discretionary option of the County.

The District Court judge currently makes use of work release, study release, and weekend sentencing options. The judge should be commended for his use of these modern sentencing options. It is doubtful that a significant increase of these options will result. They appear to be utilized at a high rate at the present time.

Jail Impact

It is estimated that an additional 10 long-term regular beds will be required to house jail commitments when adequate programs and facilities become available.

III. BED SPACE NEEDS

The overall impact of the diversion alternatives presented is:

- Subtract five spaces short-term holding.
- Subtract 18 regular beds long-term detention (implementation of diversion options).
- Add up to 10 regular long-term detention beds for increase in jail commitments as a result of changes in sentencing practices.
- Provide space for short-term detention of juveniles.

The projections presented earlier in this Appendix indicate that the County should expect an average daily jail population in the year 2000 of 68. The consultant feels that general planning should be geared toward that year to discourage over-building for the County's needs. The County should plan for its needs without encouraging over-usage of the jail for detention. Bed spaces can be constructed by the use of flexible design principles to allow for expansion and addition if necessary. For these reasons, projections are for the year 2000.

An analysis of the actual daily practices has shown that the use of

the holding area of the jail is sporadic. These areas tend to be used during the evening and early morning hours but rarely during weekdays. Their use is greatest during weekend evenings. The jail data indicates that an average of 4-5 persons will be in the holding area at any one time by the year 2000. This excludes provisions for juveniles and does not account for peak periods of usage.

An important consideration when planning for detention needs is that the holding areas of the jail are always located towards the center of the facility, close to the control center and processing area. It is difficult to expand holding areas in renovated or new jail facilities if they prove to be inadequate. These areas must be adequate for the long-term needs of a facility. For these reasons, the following bed space projections consider long-range holding needs at peak period usage, while regular bed space projections (for long-term detention and corrections) are based on year 2000 needs. The high, medium, and low under regular beds refer to security classifications. The security classifications determine the construction and materials used. Low security construction is the least costly type of jail construction.

2000 BEDSPACE NEEDS

Holding Areas - these areas are described in number of rooms or cell areas rather than bedspaces, based on Office of Jail Services standards and regulations.

	<u>NEEDED</u> - long range	<u>CURRENT</u>
Booking	1 cell	none
Observation	1 cell	none
Detoxification	1 cell	none
General Holding	2 cells	2 cells
Solitary	1 cell	none

Regular Beds - (number of beds needed)

<u>Female</u>	<u>NEEDED</u> - 2000	<u>CURRENT</u>
high single occupancy	1	0
high congregate occupancy	0	6
medium single occupancy	2	0
medium single special use	2	0
low single occupancy	<u>4</u>	<u>0</u>
TOTAL:	9	6

<u>Male</u>	<u>NEEDED - 2000</u>	<u>CURRENT</u>
high single occupancy	6	9
high congregate occupancy	0	36
medium single occupancy	25	0
medium congregate occupancy	0	0
medium single special use	4	0
low single occupancy	8	0
TRUSTY/WORK RELEASE	<u>8</u>	<u>0</u>
TOTAL:	51	45
<u>TOTAL RATED BEDS</u>	<u>NEEDED:</u> 60	<u>CURRENT:</u> 51

IV. SUMMARY

Projections are a difficult and extensive task. They are crucial to the planning process to adequately identify the detention and corrections needs of a local criminal justice system. A number of projectional methods were performed on data available for Branch County. It is the opinion of the consultant that Projectional Method B (ratio method using high average daily headcount data) has produced the most realistic set of projections. This set of projections has been modified by considering diversion programs for possible implementation. The projectional process produced a projected average daily headcount of 68. The consideration of various diversion alternatives and changes in sentencing practices produced a revised projection of 60 bedspaces needed. Based on the frequencies of offense types analyzed from the jail data, the numbers of projected bedspaces needed for high, medium and low security classifications were calculated. These projections provide a realistic indication of future bedspace needs for Branch County detention/corrections functions.

APPENDIX F

FACILITIES ANALYSIS AND SPACE NEEDS

One of the most important areas of concern in this study has been to determine if the present facilities are adequate for current and future detention, corrections and law enforcement needs. This Appendix presents the findings of an extensive architectural analysis of the current facilities and the assessment of space needs requirements for current and future detention, corrections and law enforcement services.

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APPENDIX F

FACILITIES ANALYSIS AND SPACE NEEDS

I. FACILITIES ANALYSIS

During the month of July 1977, Robert Cain of Cain Associates, Architects, inspected the Branch County Jail. This inspection was performed with the intent of evaluating the basic structural soundness and present mechanical and security systems adequacy of the facility. The visual inspection of the facility was conducted and architectural plans and drawings of the jail have been examined.

A. USE OF FACILITIES

The Branch County Jail consists of a single building serving law enforcement, detention and corrections functions. The jail facility was constructed in 1957 to house detention and correction and a staff of approximately 10 persons (the present Sheriff Department staff totals 37 full and part-time employees). The jail was designed and constructed consistent with the prevailing community and official attitudes about detention and corrections, and within the building and code requirements at the time of construction.

The present jail facility is used as follows:

--The first floor of the jail facility (approximately 8,597 square feet) is used for law enforcement activities. A radio/communications room, inmate booking areas and holding cells, evidence and records storage, Sheriff's office, detective office, kitchen, conference room, ambulance service office, deputy locker room, marine division storage, and Sheriff's apartment (vacant) are included on the first floor.

--The second floor of the jail facility (approximately 6,531 square feet) is used for detention areas for unsentenced and sentenced inmates, trusty rooms, women's cell area, visiting area, interview room and guard station.

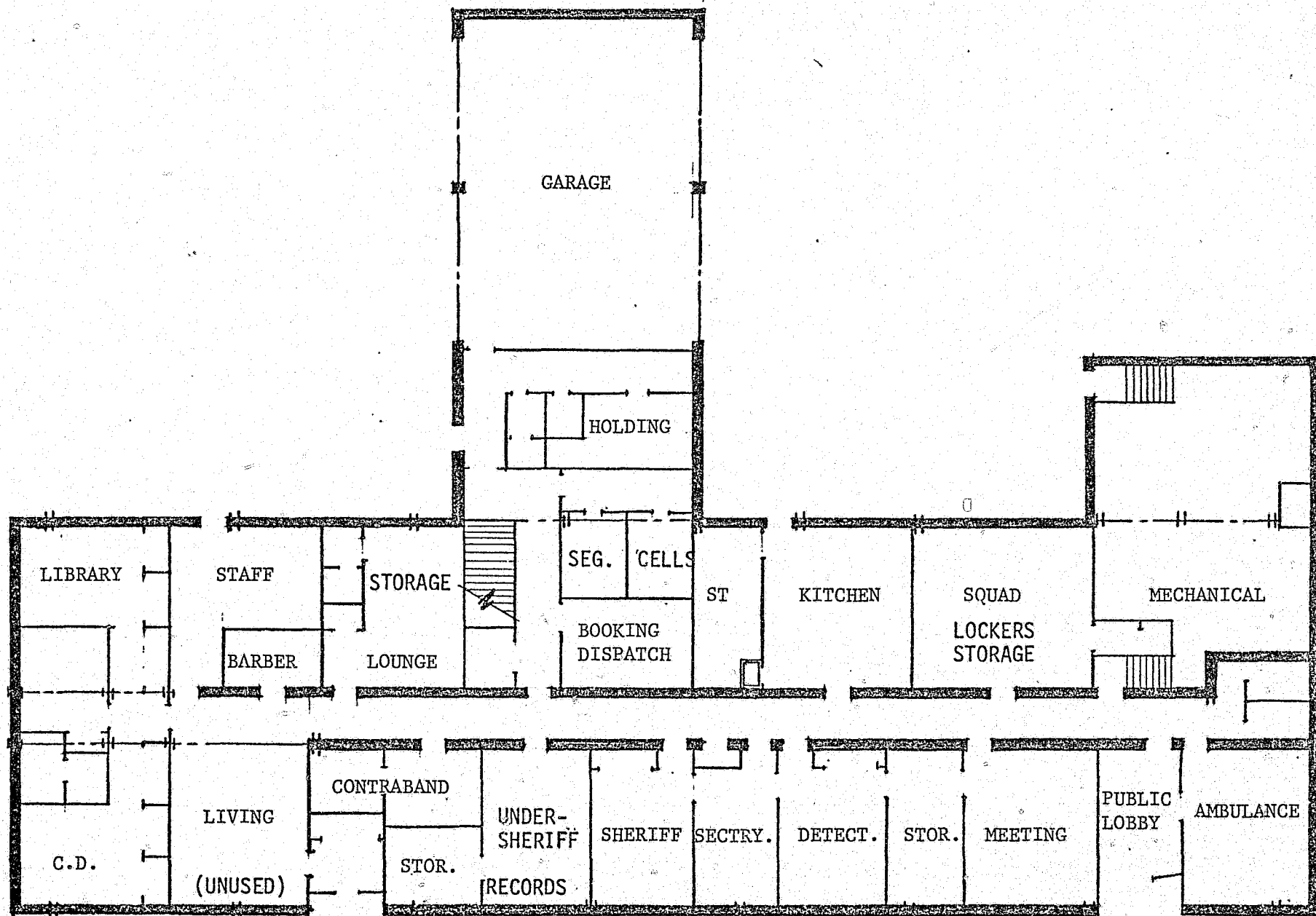
--Storage areas, laundry area, and mechanical equipment occupy the basement of the jail.

In addition a separate garage building located next to the jail is used to house marine division boats, confiscated automobiles and other large items of evidence in pending or disposed criminal cases.

B. ANALYSIS OF FACILITIES

Considering the growing demands on the facility, the requirements of the building, health, safety and fire codes, and the requirements of the state jail regulations, it is necessary and important to review the physical condition of the facilities and their mechanical support systems.

In the last several years there has occurred what amounts to a revolution in the design of correctional facilities. Principal objectives



F-2

EXISTING FIRST FLOOR - BRANCH COUNTY JAIL

of the change are to provide better security for inmates and staff, better segregation of the various classifications of inmates, and space and facilities for rehabilitation programs. Many of the new concepts in jail design are included in the recently enacted "Rules for Jails, Lockups and Security Camps" which are administered by the Michigan Department of Corrections.

The Branch County Jail was designed in 1957 and does not comply with many of the new rules. In addition, there are other deficiencies in layout and in physical condition of the structure that warrant careful examination.

The most critical deficiencies are:

1. A lack of certain facilities
2. Structural impediment to good supervision
3. Security violations
4. Inability to properly segregate inmates
5. Malfunctioning or inadequate mechanical systems

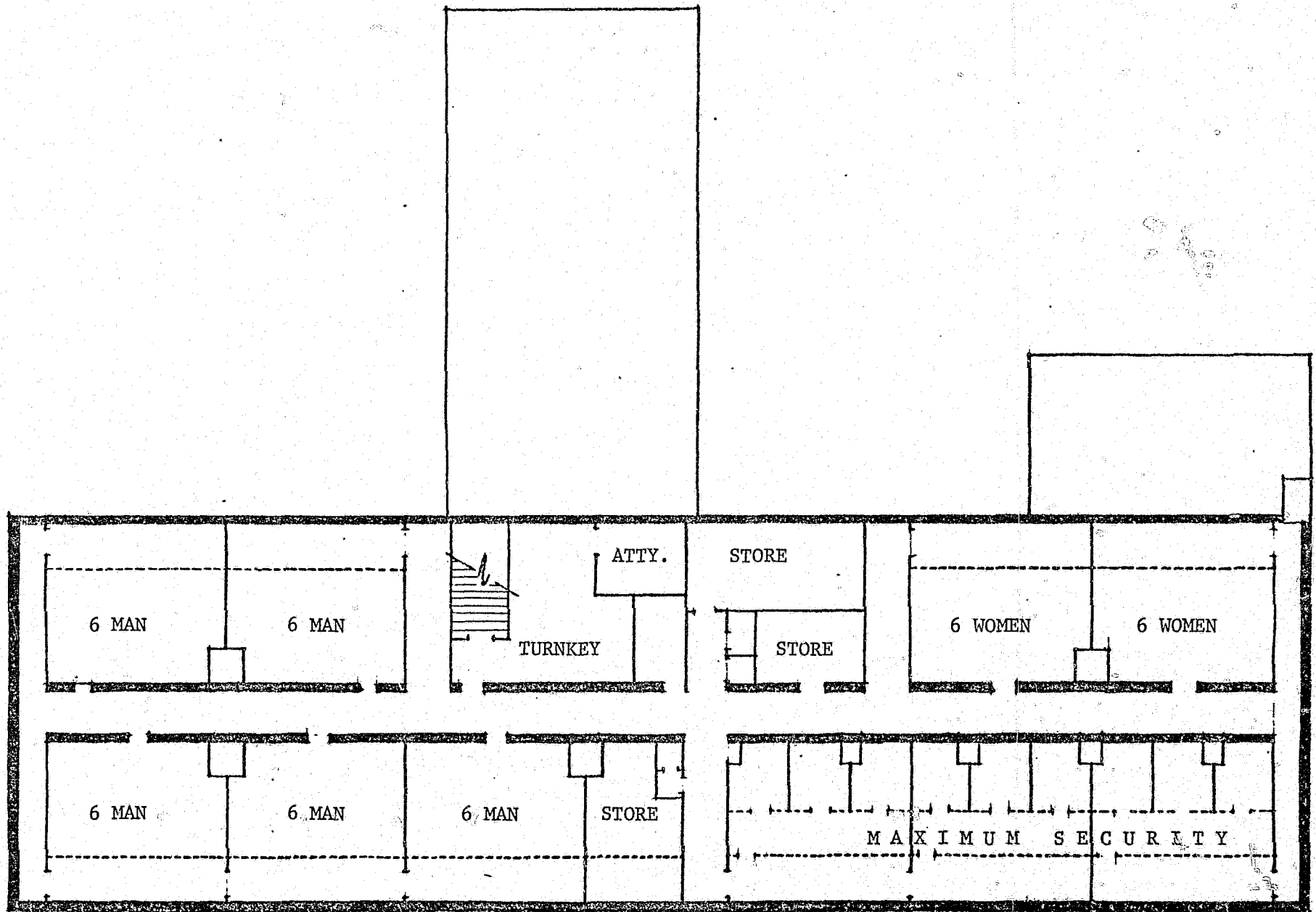
The following analysis of the jail is presented in several categories.

1. Facilities provided and not provided
2. Security
3. Segregation
4. Mechanical Systems, Fire Safety and Code Compliance

1. Facilities

Below is a list of facilities needed in a contemporary jail compared with those provided in the Branch County Jail with comments on the existing facilities.

<u>CONTEMPORARY JAIL</u>	<u>BRANCH COUNTY JAIL</u>
<u>Processing</u>	
Security Garage	No - could easily be provided by adding a partition.
Security Vestibule	No - could be added.
Gun Deposit	No - easy to add.
Holding Cells	Yes - but not properly located for easy supervision. No toilet.
Detoxification Cells	Yes - but not located for supervision. Do not comply with rules.
Booking Room	No - booking is done in dispatch room. Area is too small and procedure constitutes serious breach of security.
I.D. Room	Yes - tiny closet under stair - inadequate
Attorney Conference	No.
Waiting Area	No.
Shower and Clothing Storage	Shower, but no clothes storage. Can't change clothes in intake area.
Medical Exam Room	No.



EXISTING SECOND FLOOR - BRANCH COUNTY JAIL

Interrogation Room

No.

Inmate Areas

Control or Guard Station

Yes - but does not provide any visual supervision of cells.

High Security Cells

Yes - all cells are high security. Includes 5 six bed male dorms, 2 six bed female dorms, and 9 individual cells. None comply with code requirements in terms of area per person. Dorms do not comply with one man per cell rule. Original design capacity is 51. Capacity as rated by rules would be 30.

Medium Security Cells

No.

Low Security Cells

No.

Work or Education Release Rooms

No.

Women's Cells

Yes - see High Security

Segregation Cell

No.

Security Vestibule to Cells

Yes - manual operation. No outside visual control.

Attorney Conference Room

Yes - location in guard station is a security violation.

Mattress Storage

Yes - storage is adequate.

Program

Indoor Exercise

No.

Outdoor Exercise

No.

Space for Classes, Counseling, Screening, Commissary, Barber, Library

Yes - very limited. Some space available in secure area such as Capias Room. Some space used in Sheriff's residence, but extensive use would constitute a security problem.

Visiting

Secure

Yes.

Non-secure

No.

Waiting Area

No.

Infirmery

No.

Inmate Dining Area

No.

Sheriff's Department Areas

Public Lobby

Yes - not properly located. Poor control. Small.

Complaint Area

No - use corridor. Poor location.

Dispatch and Control Center

Yes - poor location, too small, poor security.

Administration Offices

Squad Room/Locker Room

Reports

Conference Room

Briefing/Instruction Room

Contraband and Storage

Evidence

Patrol Garage

Breathalyzer Room

Interview Room

Arsenal

Marine Division Storage

Yes - additional space available in Sheriff's residence.

Yes.

No - use other areas.

Yes.

No - use conference room or squad room.

Yes - use garage - poor security

Yes - poorly organized

Yes.

No.

No - use offices.

No.

Yes.

Service Areas

Kitchen

Yes - needs new equipment - no toilet.

Laundry

Yes - in basement.

2. Security

Good security provisions in a jail are a result of an adequate, alert, and well trained staff, and a building that facilitates security operations. Objectives are: to prevent inmates from escaping, protect the staff and the public from assault by other inmates, and secure the jail from attack from the outside. The design of this building makes good security impossible except with a very large staff which would be prohibitively expensive.

Inmates are brought into the intake area from either the patrol garage or an outside door. Neither area has a security vestibule or a weapons deposit, so that officers must carry weapons into the intake area. This renders them vulnerable to attack with their own weapons. There is no observation of the intake area from a protected control center. The intake area is also open to the public at night and, thus, vulnerable to attack from the outside. Persons placed in the holding cell cannot be continually supervised so that inmates may not harm each other or themselves. Booking is performed inside the dispatch/control center. These situations constitute serious breaches of security.

As the jail is presently operated there is a single staff person in the building at night, in the dispatch room. This room serves as both complaint room and booking room. The entire jail is extremely vulnerable to attack from the outside or from within.

In addition to the dispatcher, the public is subject to assault by detainees by virtue of having to enter an inmate occupied area in order to file a complaint.

Because of poor security in the intake area, the correctional officer on the second floor, if present, is also subject to attack from the outside.

The single stair in the building passes through the correctional officers' "control" center or "guard station" on the second floor and,

thus, he is subject to assault from the intake area, from anyone going to the inmate occupied area, from persons visiting the inmates and from inmates conferring with attorneys. During the daytime the public entrance is open but not under observation, and the public can enter the jail and wander about at will. The control center has the capability of being protected from the main corridor but, in fact, is not presently a secure area because this would create an impediment to its operation. It is subject to attack both night and day.

While the primary vulnerability to the second floor guard station may be from the first floor or from inmates passing through, it is also vulnerable from the cell area because of the lack of visibility into the cell area. That is, if inmates escape from their cells, and they have, they could assault the correctional officer either by forcing the door or by ambushing him as he left the control center. The dispatch center is also susceptible to attack from the second floor, especially when there is no officer present.

The design of the cells presents a critical security problem in two ways. First, there is very poor visibility into the cell area. Until the officer has actually entered the guards' corridor he could not detect a breakout. By that time, it could be too late. A real problem with this type of design is that the inmates are hidden from view. The facility design requires a lot of walking around, peering through peep-holes, and locking and unlocking doors to observe what is going on. This results in very poor surveillance capabilities. As the jail is presently operated there is one 8 hour shift during which there is no inspection at all. This illustrates the second security problem which is protection of the inmates from each other. When six men are placed in a cramped and largely unsupervised cell with absolutely nothing to do, there are often problems of assault, sexual abuse, and "jail house government." It must be remembered that many of the inmates are not convicted offenders and are by law presumed innocent. Also, sentenced inmates in county jails with sentences averaging less than 90 days (with a maximum of one year) are not usually the hardened criminals more likely to be found in the state prisons. While these persons may need to be incarcerated, they must not be subjected to conditions that foster dangerous or degrading assault.

3. Segregation

Two kinds of segregation are important in a jail. They are: segregation of secure areas from non-secure areas and separation of inmates within the secure area.

The non-secure administration and service areas should be physically separate from the secure area for security reasons, that is, to prevent escape and protect staff and public, and because the operation of the facility is much more efficient. In general, the Branch County Jail is not badly arranged in terms of secure/non-secure separation. The most serious problem is in the intake/dispatch area. Within the secure area, however, proper inmate segregation is more difficult to achieve.

It is desirable to be able to separate inmates according to certain classifications. These include:

- a) men - women

- b) adults - juveniles (both male and female)
- c) pre-trial (sentenced)
- d) first offenders - patterned offenders
- e) violent offenders - non-offenders
- f) according to security level - from low to maximum security
- g) any kind of work/education release inmates from others
- h) individual segregation because of disruptive behavior or illness

Combinations of the above produce a large number of different types of bedspace needs. As a result, most criminal justice officials are now recommending, and state law requires, that there be only one inmate per cell and that the cells be arranged in groups of maximum, medium and low security units for both males and females. If the facility is large enough, a further separation should be made between pre-trial and sentenced inmates. It is not recommended that juveniles be placed in county jails. But unless juvenile facilities are available, they may be placed in county jails out of necessity. Separate cells should be provided for detoxification of inebriants and for incorrigible inmates who disrupt the operations and activities of the facility.

There are several reasons for classifying and separating inmates aside from such obvious classes as males and females. First offenders should be kept away from repeat offenders so that they will not be influenced by a criminal philosophy. Assaultive inmates should not be permitted to harm or intimidate others. Sexual deviates, especially if they are assaultive, should be isolated. There is no need to keep inmates classified as low security risks in maximum security cells. It is counter-productive to any rehabilitation efforts and it costs much more to construct high security cells. Also, the smaller the maximum security area is, the easier it is to supervise.

Any type of work or study release program presents the problem of contraband being introduced into the jail and, thus, participants should be housed in facilities that are entirely separate from other inmates.

The Branch County Jail provides for 6 males/females per cell - all of which are essentially maximum security cells. Some segregation is possible by placing compatible persons within the same cell area but individual separation is limited to the 9 maximum security single cells. In terms of segregation only, the 5-6 man dorms might be adequate if they were easily supervised and provided for individual security at night. The current practice of housing 6 men in a cell without good supervision is, however, a serious problem.

4. Mechanical Systems, Fire Safety, and Code Compliance

Heating is provided by a hot water baseboard system. Inspection was made in warm weather but staff indicated that the system is too hot in some areas and too cold in others. A detailed evaluation should be made to determine if controls are adequate and if the system is in need of maintenance or repair.

Ventilation is not adequate. Exhaust fans are supplied but no preheated make-up air is provided so the system is not very effective. Electric fans, purchased at the expense of the Jail Administrator, are placed in the cell corridors during hot weather. Though an improvement, the fans are not an adequate ventilation system.

The plumbing system needs maintenance and/or repair. Some fixtures are not functioning, and other create flooding, leaking or seepage, and water pressure problems.

All locks and lock systems should be inspected and repaired as necessary. The nine individual cells are unusable because of defective lock systems.

The building is constructed of masonry and concrete. The structure itself is not a fire hazard but, of course, the contents could be - as recently demonstrated by a jail fire in Kentucky. In the event of a fire, the second floor would be extremely hazardous. Access to the second floor is by a single open stairway. If that stairway were blocked, locked, or filled with flames or smoke, there would be no way out. The hazard is currently compounded by the absence of a correctional officer in the area at night. Both structural and operational changes are needed to correct this problem. In addition to improved exiting, it is necessary to install an early warning smoke detector system and fire suppression systems.

The construction of a jail is governed principally by two codes. These codes are State or local building code and the rules issued by the Michigan Department of Corrections. It is recognized that a detention facility cannot comply with all requirements of the building code and variances have been agreed upon between the Department of Corrections and State Building Code officials. The Department of Corrections is the primary reviewing authority and enforcement office for renovations and additions to jail facilities.

There are major areas of non-compliance in the Branch County Jail with the "Rules for Jails" that have been described above. Major areas of non-compliance are congregate cells and security violations. The primary violations of the building code involve fire safety and barrier-free provisions. For example, it would be impossible for a person in a wheelchair to visit an inmate on his own. State officials realize that an existing building cannot be renovated to meet all requirements, but major potential hazards involving security and safety should be eliminated. Among other liabilities that County officials must be aware of is the potential for very large legal judgements against the County in cases of injury or death to staff, inmates, or the public, resulting from the physical condition or operation of the jail. Recently, courts have been awarding large sums of money in damage suits where it was found that the sheriff or county officials were negligent in their operations or maintenance of a jail.

In general, the existing Branch County Jail is characteristic and typical of jails built before the advent, in the early 1970's, of an entirely new approach to jail design.

Some of the problems could be solved by minor renovations of the building, some by changing operational procedures and some will require major changes and/or additions to the physical plant. The Branch County Jail will require repair, upgrading and reallocation of space to function in a safe, legal and efficient manner to meet the future needs of the County in the areas of law enforcement and detention/corrections services.

II. SPACE NEEDS

During the month of August, 1977, Robert Cain of Cain Associates evaluated the current and future space needs of detention, corrections, and law enforcement functions for the Sheriff's Department. Many staff persons were interviewed to determine space needs for adequate operations of detention and corrections services. In addition, the state jail regulations were thoroughly reviewed to determine minimum space requirements for detention and corrections areas, as specified in the statutes.

Staff from the Michigan Department of Corrections - Office of Facilities Services visited the current facility in July, 1976 and performed a thorough inspection of facilities, mechanical systems, operations and procedures with regard to their compliance with current jail regulations.

Mr. Cain's space needs determination and the inspection report prepared by the Office of Facilities Services have been carefully reviewed for the preparation of this space needs assessment.

The architectural program (space requirements) for the jail can be considered based on the inclusion of two distinct functions:

Detention/Corrections

The pre-architectural study has indicated a need for a detention/corrections facility with a capacity for 60 inmates. Beginning with the requirement of 60 bed spaces, all components of the detention/corrections facility are designed or proportioned to accommodate this number of inmates. These components include the intake area, support areas such as kitchen, laundry and storage, visitors' area, program areas such as classroom, recreation spaces, and offices, the complete residential area including day-room space, inmate personal storage, and a control center for correctional officers. The projected number of bed spaces, state jail code requirements, special requirements of the Sheriff's Department, and findings from the research conducted by the consultant during the course of this study define the program for the detention/corrections area of the jail and determine its design. Existing construction and important site considerations are also design factors.

Law Enforcement

A program for the law enforcement section of the jail has been determined primarily by interviews with the Sheriff and many members of his staff, and other criminal justice and law enforcement personnel throughout the criminal justice system in Branch County. The detention/corrections section of various jails may be quite similar from one county to another, due to various state and federal codes and recommended standards for detention/corrections facilities. The law enforcement section may vary considerably from county to county. Each Sheriff's Department operation is unique and has different facility, operations, and program requirements.

Some of the functions that may or may not be included in the Sheriff's Department operations are: ambulance service, drivers' license bureau, animal control area, laboratory work, emergency operations, marine patrol, indoor weapons range, youth services bureau, and in some cases, even such activities as detective work and road patrol.

While detention/corrections design is determined, to a great extent, by the number of necessary bedspaces, by research about the inmate population, and by state and federal codes and recommended standards, law enforcement facility design is determined by each agency's individual needs. The

architectural program and space requirements which are presented here are given in terms of specific spaces and net areas which are required. Net space areas do not include corridors, wall thickness, and miscellaneous non-occupied areas. Total space required, or gross area, is calculated by adding a percentage factor to the net area. The spaces which are presented here for each of the various functions of the Sheriff's Department have been calculated based on careful interviews and research into the Department's activities and operations. These are preliminary space requirements that may be modified as additional information and review is considered.

A. DETENTION AND CORRECTIONS

1. Bedspace Needs

Bedspace needs were calculated and are presented in Appendix E. The consultant has determined that based on year 2000 projections of jail admissions, total detention days, and average daily headcounts, the number of bedspaces needed to meet future detention and corrections needs is only slightly higher than the current number of bedspaces available at the jail. However, the types of beds necessary to provide adequate detention/corrections functions within legal requirements is markedly different than the current bed types. A total of 60 regular beds are needed to meet year 2000 bedspace projections. They should be distributed as follows:

<u>Bedspace Needs</u>	
<u>Female</u>	
high single occupancy	1
medium single occupancy	2
medium single female/special use	2
low single occupancy	4
<u>Male</u>	
high single occupancy	6
medium single occupancy	25
medium single male/special use	4
low single occupancy	16

2. Support Areas

A number of support areas are essential for the efficient and safe operation of a detention/corrections facility. These areas include booking and intake areas, food service areas, exercise areas, activities and program areas, a medical treatment area, security vestibules, a control center, laundry areas, interview rooms, and adequate storage areas. Each type of space is described and evaluated for future adequacy in the following section of this appendix.

a. Booking

The current booking area is inadequate for long-term future use. It does not provide maximum safety for staff performing booking functions, or transporting officers who are bringing persons into the jail.

b. Intake and I.D.

Intake functions take place in a closet beneath the stairway to the second floor and adjacent to a corridor passing by the radio/dispatch area. This area does not provide adequate safety for staff during the intake process nor sufficient space for all intake functions. Intake functions should include: dressing-in and dressing-out, fingerprinting, photo-I.D., search, shower, fumigation, physical examination, short personal history interview and rules explanation by correctional officer, and cell assignment.

c. Food Service

The food preparation area is fairly large and well-equipped. Some equipment may need replacement soon. Storage areas are almost full and additional storage space may be needed soon.

d. Storage

There is a need for additional storage areas for files, records, equipment and food service. Present areas are inadequate in the jail facility and are located in areas which interfere with other Department operations.

e. Exercise

The present facility provides no areas for indoor or outdoor exercise activity. An indoor exercise area designed for multi-purpose use should be developed in the jail. This area should be large enough to provide a setting for physical fitness activities. This area might also be used by staff as an exercise and training area. A lack of available space restricts the development of outdoor exercise facilities. Outdoor exercise space should be provided in future facility plans.

f. Program Space

A major deficiency of the present facility is the lack of program space for educational, vocational and counseling activities. Adequate program space of a multi-purpose nature must be provided within the facility. A diverse set of spaces should be developed including one large area for group activities (capacity 30), and a smaller area for classes and counseling. These areas must not necessarily be individual rooms but should have the capacity of being partitioned or divided into smaller spaces for individual or small group activities.

g. Interviews

One interview room is presently provided in the jail. There is a need for two additional rooms to be used for court and jail-related interviews, interrogation, meetings with attorneys, private visiting, and other private interview functions.

h. Medical

A secure, adequately equipped space for medical and dental examinations is necessary for current and future needs. The District Health Department should begin providing medical services in the jail. Adequate space is necessary for these services. The provision of disease and injury diagnosis and detection can save the County costly medical treatment expenses.

i. Security

Security vestibules are necessary and required by state regulations. They contribute to the safe, secure operation of a facility.

A control center also contributes to the safety and security of a facility. It should be located to provide maximum observation of booking, intake and holding areas, and minimum distance to cell area.

j. Visiting

Resident visits are held within the security perimeter of the facility in crowded, inadequate areas. This is a potentially dangerous situation. The area is too small and the noise level is too high for adequate visiting. There is a great need for a better non-contact visiting area with soundproofing. A contact visiting area should also be provided.

k. Administration

Little space is currently provided for correctional officers and the jail administration. It is necessary to provide office space, file storage and other areas for correctional officers and jail program staff to support jail programs which are required by law. These offices should be located near program and activity areas and have easy access to cell areas and public areas.

The following chart indicates the areas needed for future detention/corrections functions. These areas were carefully calculated by consultant staff to provide maximum safety, security, effectiveness and efficiency for future needs. These are realistic assessments of space needs. There are no provisions for unnecessary areas.

Many of these areas, including cell areas, activity spaces, security vestibules, holding areas, and multipurpose areas are required by the State jail regulations and minimum space requirements of these areas have been calculated in the space needs projections presented here.

DETENTION/CORRECTIONS FACILITIES

Intake - (Secure)

Estimated Net Area Needed in Square Feet

Security garage
Security vestibule

400
40

Holding cells (2)	180
Detoxification cell	100
Booking and I.D.	200
Attorney Conference & Interrogation	80
Medical exam	90
Shower and clothing	100
Open waiting	50
Correctional office	80
Breathalyzer	80
Polygraph	80

Sub Total 1,480

Residential - (Secure)

Control room	150
60 cells including day rooms	8,640
Segregation cell	80
Attorney visit	80
Mattress and miscellaneous storage	160
Security vestibules	160

Sub Total 9,270

Visiting - (Secure)

Waiting area	500
Security visiting	100
Open visiting (Multi-use other areas)	-

Sub Total 600

Program Areas - (Secure)

Dining	280
Multi-purpose room/classrooms	600
Program office	200
Indoor exercise	1,200
Outdoor exercise	-

Sub Total 2,280

Sub Total Secure Areas 13,630

Mechanical, walls, toilets, etc.	5,870
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<u>DETENTION/CORRECTIONS FACILITIES</u>	<u>TOTAL AREAS</u>	<u>19,500</u>
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<u>CURRENT DETENTION/CORRECTIONS AREAS</u>	<u>8,126</u>
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The total area required for adequate current and long term needs for detention and corrections functions is 19,500 square feet. This amount is approximately 2.4 times the current amount available for these functions.

The projected space needs represent an area per bed space of 325 square feet. Consultant experience in work in other jail facilities, and

comparison with facilities throughout the country indicates that the average area per bed in jails of approximately this capacity is 375 square feet.

B. LAW ENFORCEMENT

Many staff from the Sheriff's Department were interviewed to determine the space needs of law enforcement operations. It should be noted that the study grant and contract did not require that the consultant plan for law enforcement services for Branch County. A planning effort of that nature is not appropriate under a study whose primary objective is to plan for detention and corrections system needs. The complex and diverse nature of the functions of the Sheriff's Department and the fact that detention, corrections and law enforcement are currently provided in a single facility makes it necessary to evaluate the existing law enforcement areas and their adequacy for current and future needs. It was difficult to calculate the space needs of the Sheriff's Department law enforcement operations in Branch County because of the lack of information about the future size, functions and role of the Department in providing law enforcement services.

Certain areas are necessary for the effective and efficient operation of law enforcement activities. These areas include: work areas and training for road patrol deputies; office areas for administrative, command, clerical, and support personnel; a conference/briefing area; communications/radio room; storage areas for weapons, evidence, vehicles and files; and lockers, showers and toilet facilities for all personnel.

A composite of the minimum space needs for the Sheriff's Department for law enforcement operations has been prepared. These spaces are presented in the following chart:

LAW ENFORCEMENT FACILITIES

	Estimated Net Area Needed in Square Feet
Public lobby/toilets	300
Dispatch & Control Center (secure)	240
Records and copy machine	200
Sheriff's Office	200
Secretary and waiting	180
Under Sheriff	150
Patrol Sergeant's Office	120
Patrol report rooms (space for 4 deputies)	150
Complaint interview room	80
Squad briefing room, arsenal	300
Detective offices (2)	240
Detective Interview Room	80
Ambulance office - clerical	100
Ambulance drivers and equipment (4)	250
Conference and training room	400
Marine storage	100
Posse uniform storage	50
Contraband and evidence	300
Office supplies	50
Staff lounge	120

Emergency operations room (4 operators)	250
Small Lab	80
Sub Total	<u>3,940</u>

Service Areas - (Non-secure)

Kitchen and storage	500
Laundry	100
General storage and custodial	800
Ambulance and patrol car garage	<u>2,000</u>
Sub Total	3,400

Sub Total Non-secure Areas 7,340

Mechanical, walls, toilets, etc. 3,160

LAW ENFORCEMENT FACILITIES TOTAL AREAS 10,500

CURRENT LAW ENFORCEMENT AREAS 7,740

As indicated by the preceding chart, 10,500 square feet has been calculated as the minimum current basic area needed to meet space requirements for law enforcement operations. This amount is approximately 1.35 times the current space available for these functions.

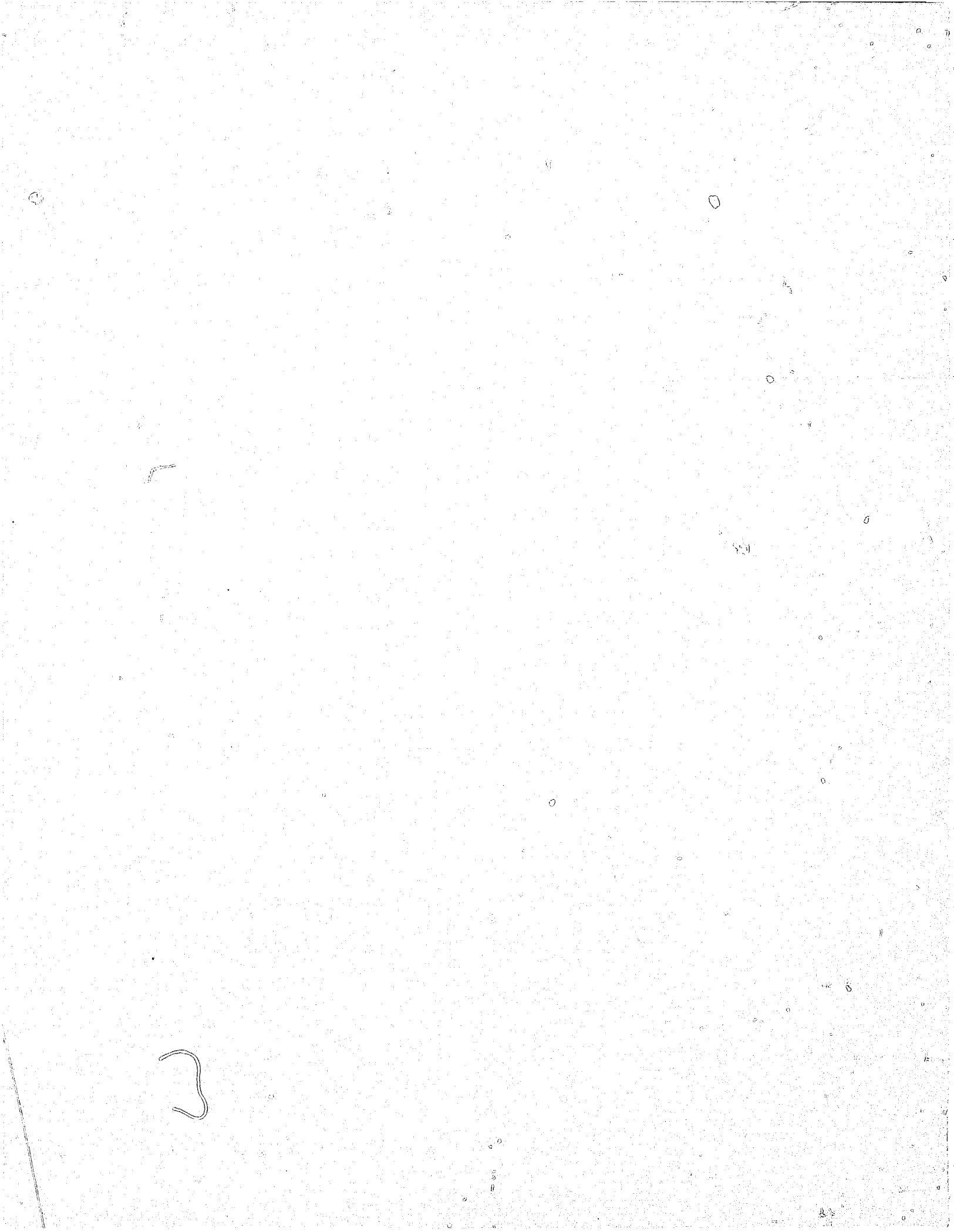
C. TOTAL FACILITIES NEEDS

Gross area of Non-secure space	= 10,500 square feet (LAW ENFORCEMENT)
Gross area of Secure spaces	= 19,500 square feet (DETENTION/CORRECTIONS)
Total gross area	= 30,000 square feet (FACILITY SIZE)

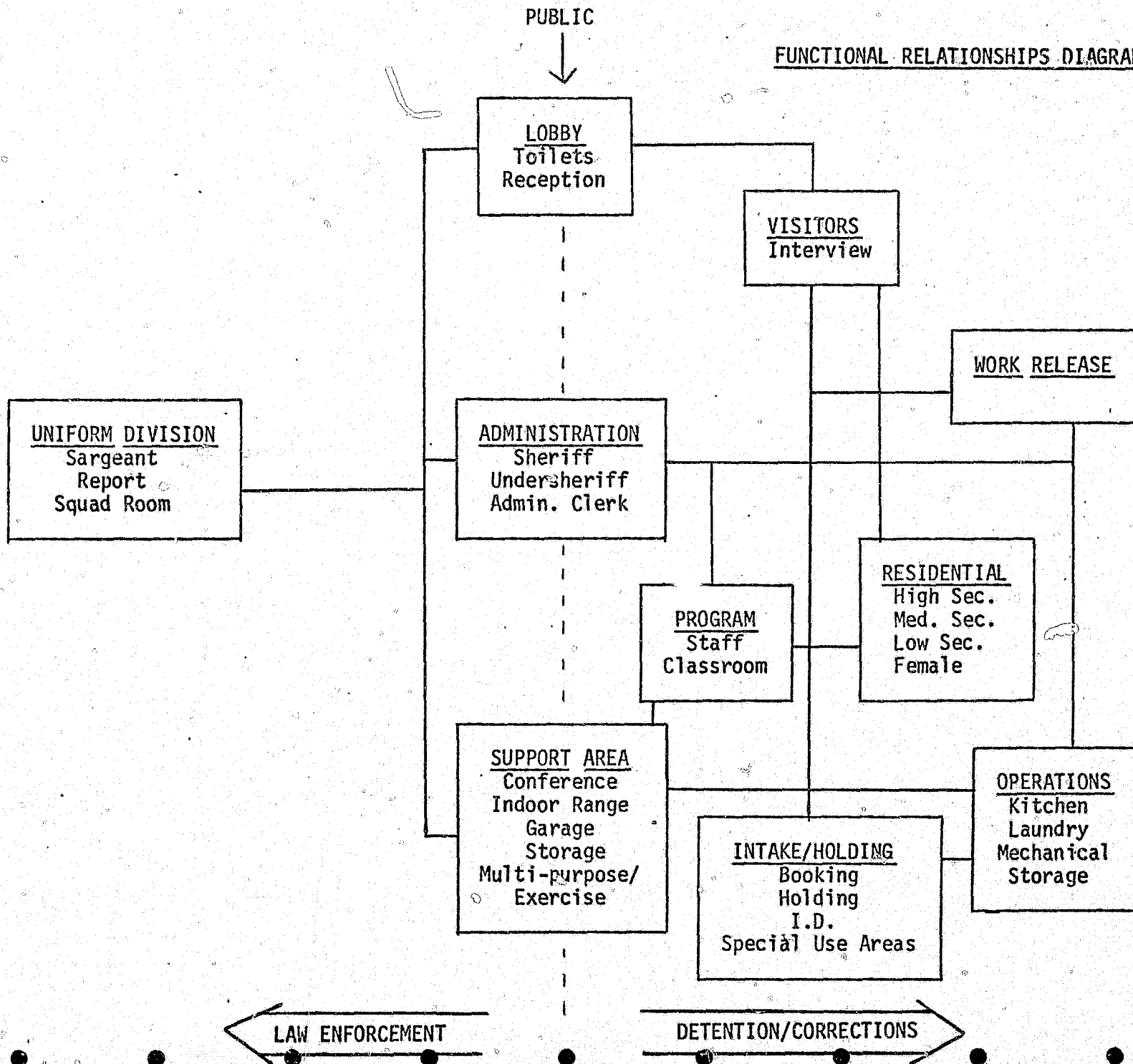
The preceding space requirements compare with a present area of 15,866 square feet in the existing facility. The existing space does not include a separate marine storage garage located east of the jail facility.

D. PRELIMINARY FUNCTIONAL RELATIONSHIPS

The spaces identified in the previous section have distinct relationships to each other. The diagram on Page F-17 presents the basic relationships between the identified spaces and their functions. The diagram is a simple illustration of the actual set of relationships. The relationships indicated in the diagram are not the only ones between the identified spaces and functions. They are not necessarily the most important ones. The diagram is included to indicate the complex set of inter-relationships of detention, corrections, and law enforcement functions. They give an indication of the types of linkages that should exist for efficient functioning of detention, corrections, and law enforcement services. Detailed functional relationship diagrams are normally developed prior to architectural drawings for facility design.



FUNCTIONAL RELATIONSHIPS DIAGRAM



SUMMARY

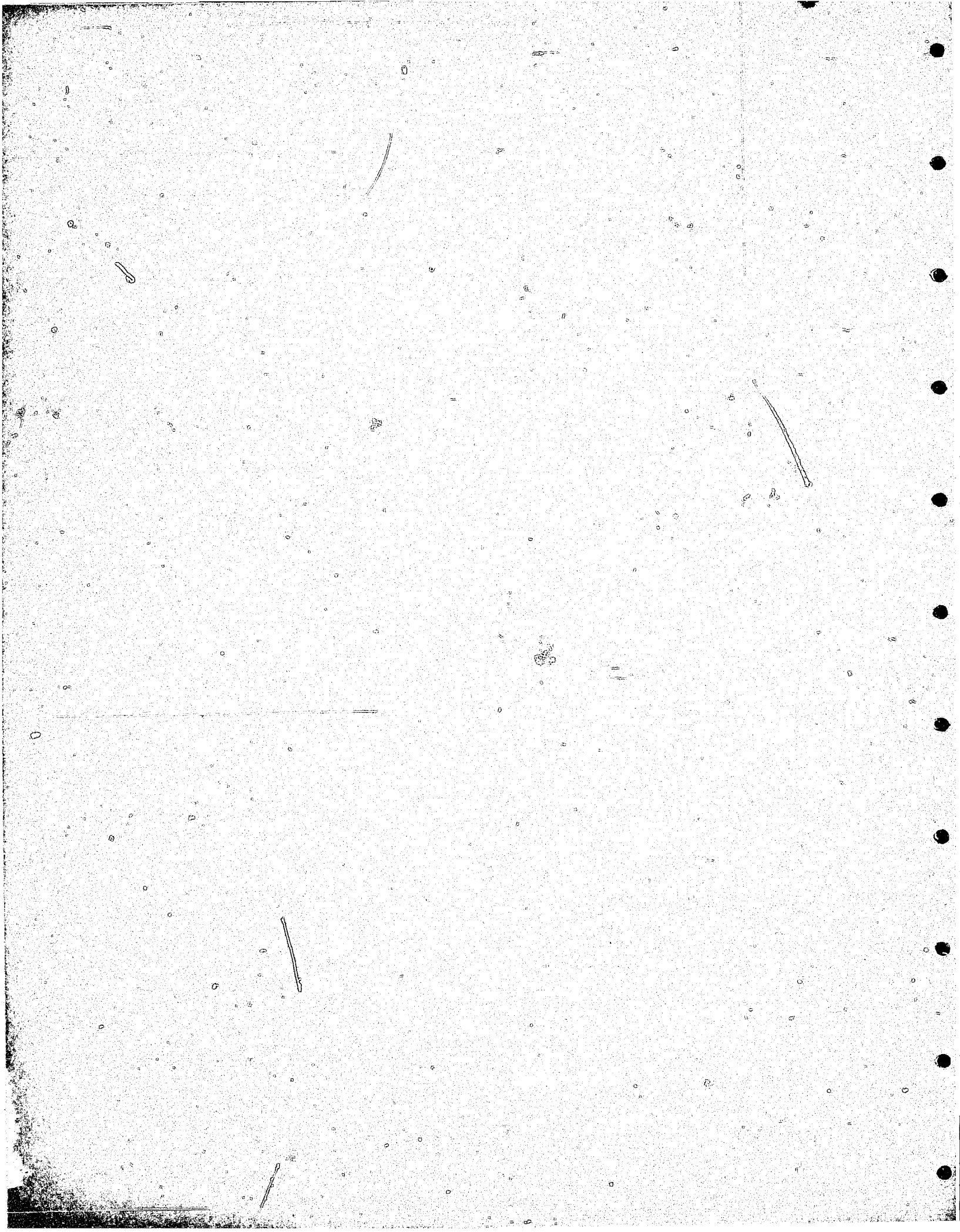
The current and projected space needs for detention, corrections and law enforcement operations are not being met in the present Branch County Jail facility. Additional space is necessary to provide safe, efficient, and legal facilities for all of the operations of the Sheriff's Department.

APPENDIX GDETAILED PROPOSALS

Several proposals which address operational and program problems require more detailed explanation. The proposals which are presented here are included in the Appendix only because they need further elaboration. Proposals which are presented in Section IV of the Summary Report, but which are not presented here, are equally important.

The consultant hopes that these proposal descriptions will assist officials and interested citizens in implementing the proposed changes. If further details are needed, or if specific questions arise, please contact:

COMMUNITY CORRECTIONS RESOURCE PROGRAM, INC.
P.O. Box 7240
Ann Arbor, Michigan 48107
(313) 763-4276



APPENDIX G

DETAILED PROPOSALS

I. BASIC PROVISIONS FOR JAIL INMATES

Many recent court decisions have determined that the provision of certain basic activities and services - health care, exercise, visiting and access to legal materials are rights which must be extended to jail inmates. The courts have become increasingly active in "inmate rights" cases and the local county jail has increasingly become the target of this judicial activism. Courts in Michigan have been active in cases involving inmates in local county jails. Significant operational, procedural, program and facility changes have been ordered in the jails in Bay, Saginaw and Wayne Counties. Some jails in Michigan have been closed by the courts because of age, conditions, deterioration and other problems. Branch County should correct the deficiencies, problems and violations which exist in its detention/corrections system and take action to insure that basic services and activities are provided for inmates before the County and the Sheriff become the targets of litigation concerning the jail and detention/corrections services. The implementation of the proposed jail program could have a dramatic impact on increasing the health care, visiting, and exercise provisions of the jail.

II. JAIL PROGRAMMING

The State of Michigan "Rules for Jails, Lockups and Security Camps" require that each jail develop and implement programs. According to the Rules, each Sheriff was required to file a written plan for the development and implementation of jail programs by September, 1976. To date, Branch County has not submitted its plan to the Michigan Department of Corrections Office of Facilities Services.

There is a great need for jail programming in Branch County. Contrary to the conceptions of many citizens, jail programs are not exclusively for the "rehabilitation of convicted offenders". Rather, jail programs are a means of utilizing a broad range of resources in order to meet the needs of the detained and sentenced population, consistent with the overall goals and objectives of the jail setting (safety, security, and health). In many jails, programs are an integral component of all aspects of the jail operations, beginning with intake classification and screening, and extending through release and follow-up in the community.

The consultant urges the County to develop and implement jail programming as soon as possible. The consultant recommends that jail programming in Branch County be based on several concepts:

1. Jail programming must acknowledge and respect the constraints imposed by the jail setting (security, safety, etc.).

2. Services for the jail population should be delivered by outside agencies and resources wherever possible.
3. Jail staff should only deliver those services to residents which are not available from other agencies, and should generally function as "brokers" of services, matching inmate needs and desires to outside resources, and following-up referrals.
4. An extensive intake/screening function should be developed, concurrent with the operation of the program to assess the needs, skills, desires, and problems of all incoming inmates.
5. Jail programming should offer a wide range of activities and options to all jail residents on a voluntary basis; some aspects of the programming may be required for sentenced offenders.
6. Extensive use of volunteers should be developed to increase the effectiveness and cost-efficiency of jail programming and to offer the community more input in the handling and treatment of inmates.
7. Attempts should be made to follow-up on jail residents after release from jail, in order to provide support and evaluate the effectiveness of services.
8. An ongoing evaluation/feedback component should be implemented along with the program, to provide staff, inmates, administrators, officials, and the public with meaningful insights into the operations and impact of the program.

If Branch County were to develop and implement a program based on the preceding concepts, it would be an effective and cost-efficient approach to extending services to inmates. If the program were operated in a positive and sensitive manner, it would contribute to the security and safety of the jail setting, rather than posing additional demands and constraints. Further, the extensive use of community resources will assure that the program is efficient and cost-effective, and that the staff of the jail will not be duplicating services which could be secured in the community.

A viable program in the jail would probably include a wide range of programs and activities. The current counseling and release programs would be expanded through the use of additional resources in the community. Additional programs such as substance abuse counseling and treatment, vocational counseling and testing, employment counseling and assistance, recreation activities, and others could be offered using community resources.

The consultant proposes that one full-time program coordinator be hired. This person would report directly to the Jail Administrator, and would work closely with the proposed corrections specialists (see recommendation A. 1.c.). The coordinator would work closely with all jail staff, and with the staff of the courts, the probation officers, and with community agencies and resources in Branch County.

Primary responsibilities of the coordinator would include development of community resources and contacts, screening and testing of incoming inmates, matching of inmate needs to resources, training of jail staff and

corrections specialists, recruitment, training, and supervision of volunteers, and other functions. In special circumstances, the Coordinator would deliver services directly to jail inmates, probably in the areas of crisis intervention and counseling; however, most of the activities of the coordinator would involve the development and use of community resources to meet the needs of the jail population.

The Coordinator would be paid from \$12,000-\$15,000 annually, plus fringe benefits. Additional funds would be needed for supplies, equipment and office costs. It is recommended that funds also be allocated for regular evaluation by an outside agency or individual. Total annual costs of implementing the program would range from \$15,000 to \$25,000.

A. USE OF COMMUNITY RESOURCES IN JAIL PROGRAMMING

The consultant contacted more than 80 agencies, groups, organizations, and other community resources during this study. Twenty personal interviews were conducted with staff of the different agencies. The objective of the consultant was to survey the potential for community involvement with detention and corrections.

The survey of community resources indicated that the potential for increased community involvement with detention/corrections is excellent. Many of the persons and agencies contacted are willing to become involved in jail programming immediately.

The many unique and high-quality services available in Branch County can be used to increase the effectiveness of jail programming.

One role of jail program staff should be to coordinate services available in the community for jail residents. Program deficiencies include the lack of educational services, personal and mental health counseling, substance abuse counseling, vocational training and employment counseling, family and marriage counseling, financial and credit counseling, and consistent work-release programming. There are agencies in the County which provide these services and are willing to establish programs in the jail.

The Department of Social Services and Community Mental Health provide many services which could be helpful for jail residents and their families. The Salvation Army and the Seventh Day Adventist Community Services Organization can provide needed clothing, personal items, and other materials for indigent jail residents.

These are only a few examples of the types of involvement agencies and groups in the community can have with the jail. The agencies mentioned above have indicated that they are willing to provide services as soon as they are contacted by jail staff. Many other agencies in Branch County are also interested in involvement.

Citizens are important resources in jail programming efforts. Volunteers have worked effectively with jail residents in other areas. A prerequisite for citizen involvement is citizen awareness. Jail program staff have an obligation not only to encourage community and citizen involvement, but also citizen awareness of the jail program. Community education is an important component of jail operations and jail programming which has not been provided in Branch County. Jail staff should accept every opportunity to make the public aware of the need for jail programs and to educate the public about the diverse functions of the jail.

Jail programs can be an effective and cost-efficient part of jail operations. They should rely on the support and involvement of the community and its resources to insure their effectiveness and efficiency. The unique and diverse resources of Branch County should be used in the jail and efforts should be made to expand community involvement and provide consistent community education functions.

The consultant will provide jail program staff with the detailed information and insights collected during the survey of community agencies. It is recommended that program staff contact appropriate agencies whose services are desired and formally request their involvement.

III. VOLUNTEERS

Volunteers have been involved in many roles in the criminal and juvenile justice systems. They are valuable resources who can be tapped to provide many services which are costly or unavailable through other areas. Volunteers can deliver services to the jail such as tutoring, advocacy, peer counseling, job skills and training, and many others. They can serve as probation aides to assist regular Probation Department personnel and as pre-trial screening assistants. They can provide materials, donations, and other support services to detainees, defendants, offenders, and their families. One of the most important aspects of volunteer involvement is demonstrating community concern for their welfare and activities to offenders.

From the inventory of resources available in Branch County a large number of agencies and organizations were identified which could contribute valuable volunteer efforts to the criminal justice system. Citizens from many groups in the County, ranging from church groups, school groups and senior citizen clubs to professional and civic organizations, can offer volunteer services to clients of the criminal justice system. Many persons feel that by offering their services, they can address an important concern of their communities.

Potential volunteer services appear to be numerous in Branch County. A good example of volunteer service currently being provided in the County is the Big Brothers/Big Sisters program. This agency provides an excellent opportunity for citizens to become involved and demonstrate their concern for the problems of others.

A primary function of program staff who coordinate jail programs should be the identification of needs of the jail population and their families which could be met by the involvement of volunteers. Another responsibility of program staff should be identifying volunteer resources within the community and establishing linkages between resident needs and available volunteer resources. By using this approach, valuable resources may be mobilized at little or no cost to the County. A major role of jail program staff should be educating the community about detention/corrections needs and seeking their involvement. Like other programs in the criminal justice system, volunteers, when appropriately screened and used according to the necessary considerations of safety and security, can further the goals of public protection and appropriate handling of defendants, offenders, and their families.

A Volunteer Probation Aide Program could be established in Branch County. This program would match volunteers with offenders who have been sentenced to probation. Volunteers would provide necessary role models, advocacy, friendship, and other supportive services for probationers and would be especially beneficial to youthful and first-time offenders. Programs such as this have been established in many parts of the country and have worked extremely well. They have demonstrated, in many areas, a reduction in the number of repeat offenses for program participants, and have therefore resulted in substantial savings from reduced further processing costs in the criminal justice system. Approximate program costs for a volunteer program in Branch County would be \$8,000-\$12,000 per year for a volunteer coordinator for this program. Savings resulting from this type of program are difficult to measure. However, the use of volunteers frees regular probation personnel for work with more serious cases. Increased effectiveness of regular probation may result. A reduction of repeat offenses by program participants may also result. This type of program is a worthwhile adjunct to the criminal justice system. It might be worth exploring and considering for implementation in Branch County.

The Michigan Volunteers in Corrections Association can provide excellent technical assistance in establishing such a program. This organization is located in Flint; it has been instrumental in the development of many volunteer court programs throughout the state. Staff consultants, who are usually volunteer program directors, provide highly qualified assistance for program implementation.

IV. DIVERSION

A. PRE-TRIAL SCREENING

The primary rationale for pre-trial screening is to insure that only those defendants who absolutely require secure detention prior to trial are detained in the jail.

A major concern of criminal justice officials has been the number of persons who must remain in jail awaiting trial because of their inability to post money bond (bail) set by a judge at arraignment. A substantial number of persons in many jails are persons who are detained because they are not able to post bond. Jail daily counts conducted in Branch County indicated that 20% of the average daily population in the jail is awaiting trial; most of these persons are waiting in jail because they are not able to post bond set by the courts. These persons represent a substantial cost to the County. The average cost per resident per day is approximately \$10. Many persons are detained in jail prior to trial for periods of 30-60 days.

Pre-trial screening may take several forms. The purpose of screening is to identify detainees who may not require secure detention and provide them with alternatives to pre-trial detention. These alternatives may include the release of a defendant on his/her own recognizance, a surety or collateral bond, a bond which is 10% of the normal bond and payable to the Court, release to the custody of a third party, and a "conditional release"

system which includes supervision of the defendant by court personnel while awaiting trial. "Conditional release" programs operate much like probation programs used as sentencing options by most judges after conviction.

Most pre-trial screening programs operate in the following manner: information is obtained from defendants at, or following arraignment, concerning his/her background and a number of other characteristics, to determine the defendant's eligibility for release from detention prior to trial. Place of residence, employment status, family situation, previous criminal history, and other "community ties" are common criteria used to determine eligibility for pre-trial release. This information is rated on a point scale and eligibility for release is determined by the score achieved from the rating. Persons with a high rating may be eligible for release on recognizance. Persons who are not eligible for recognizance release may be eligible for "conditional release". Conditional release requires the defendant to report to a staff person from the court or probation department; the defendant is under the supervision of this person. In either case the pre-trial screening person (court or probation staff member) reviews the defendant's eligibility for pre-trial release and recommends an appropriate program to the judge hearing the case.

Pre-trial release programs have worked well in other communities. They must be administered by competent, professional staff and implemented with the overall goal of consistent, effective protection of the public in the most cost/beneficial manner. Pre-trial release programs have demonstrated that defendants are as likely to appear for trial as those released on money bond. These programs can be effective and efficient and can save County funds which are currently spent on costly pre-trial detention. They can further the goals of public protection and community safety.

A combined program of pre-trial screening merits review in Branch County. It would involve the screening of all cases remanded to jail after arraignment. The potential number of cases involved in such a program could reach 300-400 per year. If only 50 to 60 persons, who were carefully screened, were released each year, saving an average of only 20 pre-trial detention days per case, the savings to the County would amount to approximately \$12,000 per year. This savings would pay for the operation of such a program. Additional benefits would be the reduction of crowded conditions in the jail and the freeing of beds which could be used for persons who are sentenced to the jail.

Federal grants are available for the initial implementation of such programs. The first two years of operation would cost the County only 10% of the total costs. Application for federal money to establish a pre-trial screening program should be made through the Region III Crime Commission.

B. DEFERRED PROSECUTION

Deferred prosecution is one diversion option which has been considered by the consultant for possible implementation in Branch County. It is presented here because other jurisdictions have demonstrated that this diversion option can be used in an effective and efficient manner to further the goals of public protection and safety.

The focus of this effort is to identify first-time or non-patterned criminal defendants, and to offer the courts an effective means of handling them. It is primarily applied to felony cases in which the defendant admits

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guilt and is likely to receive probation as a sentence. All felony cases are reviewed prior to arraignment in the Circuit Court, and those which qualify are involved in a voluntary probation program for up to one year, during which time prosecution on the original charge is deferred. If the probationary period is successfully completed, the charge is dropped. Eligibility for defendant participation in this type of program is based primarily on previous criminal history. It is generally most effective with first-time offenders or those whose previous history does not indicate a pattern of offenses.

This program might be considered for implementation in Branch County. Using the services of the Probation Departments it could provide an effective and cost efficient method of handling offenders.

One of the primary savings to the County would be the reduction of Court process costs and the reduction of Court process time. It is projected that approximately 150 cases per year would be screened for the program in 1980; most of these cases would not involve persons incarcerated in the jail. Fifty persons per year would potentially be accepted for participation in the program. At an average cost of at least \$300 per case in the Circuit Court, the potential savings to the County would be \$15,000 per year. This savings would pay for the cost of implementing the program. Additional savings would probably be realized from jail meal costs and operations. Jail crowding might be reduced and jail beds could be used for more serious sentenced offenders.

Federal money for the implementation of a deferred prosecution program may be available. The County's share of such a program would amount to 10% of program costs for the first year. After the initial trial implementation period the program could be evaluated to determine its effectiveness. The County could then determine the desirability of continuing the program and fully funding it.

Some officials do not recommend implementation of such a program. Concerns were expressed over the potential violation of defendant rights, the diversification of the role of the Prosecutor, and the need to balance more severe punishment of offenders with appropriate treatment.

C. CITIZENS' PROBATION AUTHORITY*

In late 1965, the prosecuting attorney of Genesee County, Michigan, extended the functions of his office to counsel arrested persons and refer them to community services. But he felt that these new functions should be independent of the prosecutor's office. Consequently, the Citizens' Probation Authority (CPA) became a separate department of county government.

The prosecutor directed that all county residents accused of non-violent felonies who had not exhibited a pattern of anti-social acts be referred automatically to the Authority. At the Authority's Office, arrested persons learn their rights, and (if they choose) sign a waiver of their right to a speedy trial in order to participate in the program. All

*SOURCE: "Local Alternatives to Arrest, Incarceration, and Adjudication" -- National Association of Counties Research Foundation (1974).

clients begin the program with individual counseling. Counselors call on a range of community services to help clients: mental health, employment, family counseling, and treatment for drug addiction or alcoholism.

Assignment to the Authority is actually a form of probation without formal court processing. Before the Authority was instituted, most offenders convicted in court were assigned to traditional probation. Now a majority goes to prison. The Authority believes that the court sees only serious criminal cases. Those offenders who would have been assigned to probation are already reporting to the Authority.

The Authority receives about 100 referrals a month from a total county population of 444,341. Violations by the Authority's clients average about 5%, and many are technical violations of probation, rather than crimes.

The Citizens' Probation Authority model has been replicated in other localities including Kalamazoo County, Michigan. A program of this type could be considered for implementation in Branch County; it would require a part-time coordinator for administration. The volume of cases handled by the prosecutor's office may not be sufficiently large to warrant establishing a CPA program; however, the consultant feels that a combination of diversion programs such as those described here would warrant hiring an additional staff person.

The potential savings which could result from the implementation of formal diversion programs cannot be overemphasized. A well-run diversion program can save County funds, and has the potential to "pay for itself" by saving, in jail expenses, the operating cost it incurs. Technical assistance for the development and implementation of diversion programs is available from the Region III Crime Commission. The staff of that agency have indicated that they will assist the County in establishing diversion programs, if these programs are desired by the citizens and officials of Branch County.

V. LOCATION AND SITE CRITERIA

A. BRANCH COUNTY DETENTION CORRECTIONS AND LAW ENFORCEMENT

The following factors should be considered in the selection of a site if Branch County chooses to relocate detention, corrections, and law enforcement facilities:

1. Adequate size for current and future development (2-5 acres)
2. Topography
 - drainage
 - soil structure
 - shape: usable area, natural buffer zones
3. Central location relative to Courts, County offices and County services, and law enforcement service areas
4. Zoning

5. Availability of utilities services:
 - water
 - sewer
 - electrical
 - gas
 - telephone
6. Fire protection
 - insurance rates
7. Public transportation and accessibility
8. Cost considerations of the site should include:
 - purchase price
 - cost of development and installation of utilities and streets
9. Proximity to residential and public use areas (not desirable unless facility has buffer zone)
10. Good access to major roads
11. Proximity to proposed detoxification centers
12. Natural barriers
 - rivers
 - hills
 - water table
 - flood plain
13. Parking
 - public
 - secure, off-street parking of Sheriff Department vehicles
14. Radio and communications interference
15. Environmental impact
16. Future surrounding land use
 - capacity to expand
 - adjacent social environment
 - master transportation plan

It is important to remember that the locational needs of detention, corrections, and law enforcement functions are very different. The locational needs of detention and law enforcement functions are more similar. Detention and law enforcement have the closest relationship with the courts because of the frequent court appearances required for law enforcement officers and the need for officers to accompany detainees to court and to testify in court. Law enforcement facilities should also be located in a place which is convenient for transportation from the location of arrest; proximity to high demand patrol areas is also a major factor for location of law enforcement facilities.

Proximity to courts is not as important for corrections facilities. If one goal of a corrections system is to involve the community, the proximity of facilities to the family and community of the inmate is important. Easy access for visitors and access to public transportation, population centers, employment opportunities and community resources are also important criteria in the location of correctional facilities.

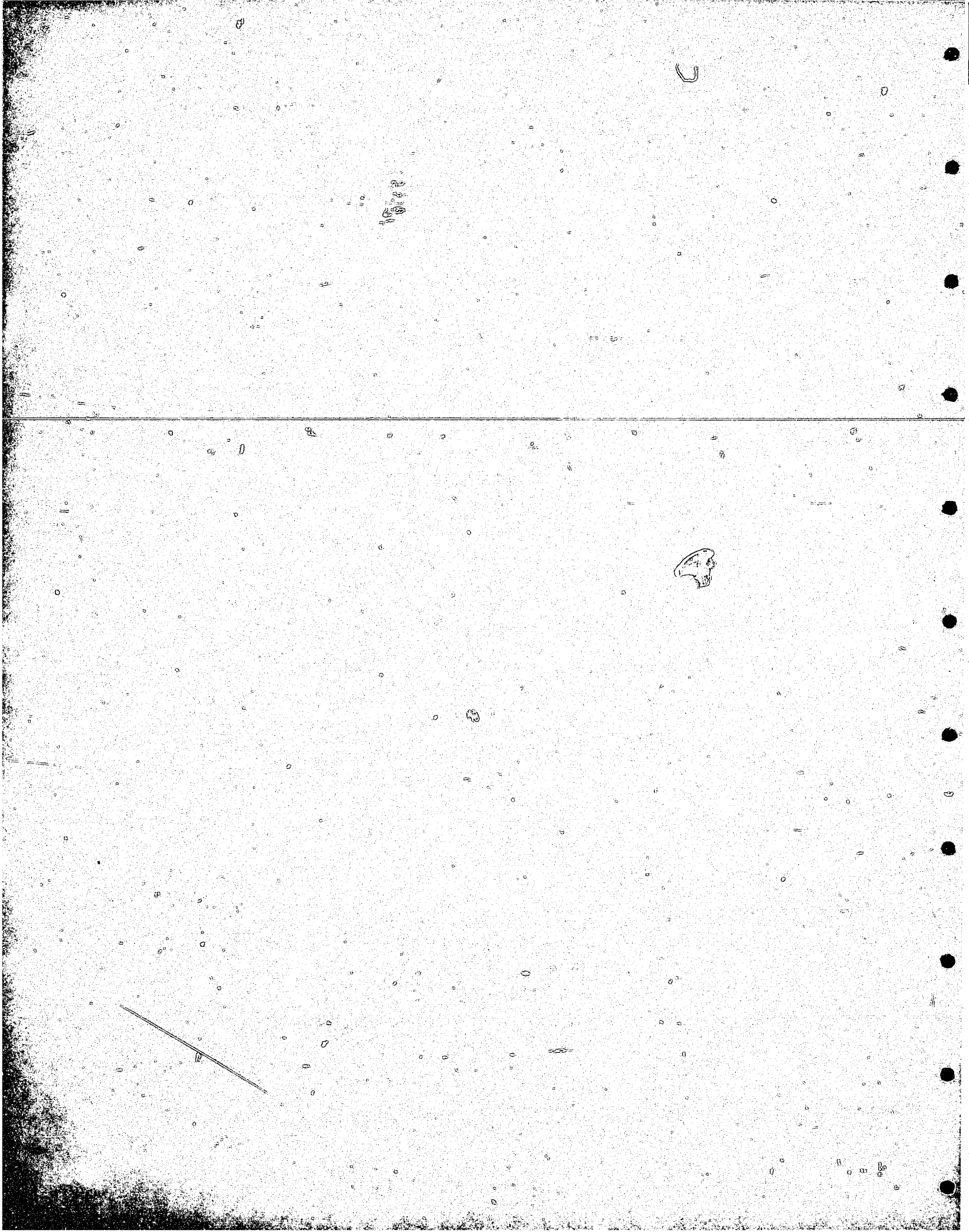
APPENDIX H

METHODS

This Appendix contains the forms used to gather data and information during the study. The findings and process components of each research method are presented in the preceding appendices.

The data collection forms included here are:

1. Jail File Research Forms - used to collect data from past inmate files
2. Jail Daily Count Form - used in the daily headcounts to determine the daily dynamics of the jail
3. Inmate Interview Form - used during the interviews to obtain information
4. District Court Criminal Case Inventory - used to collect data from past District Court criminal case files
5. Circuit Court Criminal Case Inventory - used to collect data from past Circuit Court criminal cases
6. Community Resource Inventory - used to identify and collect initial information from community agencies, groups, and organizations serving Branch County. An interview with the agency followed the completion and return of this survey form.



JAIL FILE RESEARCH FORM

File Number _____

Charge (most serious)*A _____

Charge (second most serious)*A _____

Location of Crime*B _____

Location of Arrest*B _____

Place of Birth

- (9) 1 - In-County
2 - Adjacent County
3 - Lower Michigan
4 - Upper Peninsula
5 - Indiana
6 - Other State

Previously Arrested

(same as place of birth)

- 7 - Both 1&2
8 - Other Combinations

Arresting Authority*C _____

/ / Date Booked

Time Booked (1-24 hours;
round-off; 24- midnight)

Race

- (20) 1 - Caucasian
3 - Black
5 - Spanish-American
7 - Other

Sex

- 1 Male
5 Female

Age

- 1 - 16 or under
2 - 17
3 - 18 -21
4 - 22 -25
5 - 26 -35
6 - 36 -45
7 - 46 -55
8 - 56 -65
9 - 66 or more

Literacy

- (3) 1 - Read
3 - Write
5 - Both
7 - Neither

Marital Status

- 1 - Single
3 - Married
5 - Divorced
6 - Separated
7 - Widowed

Number of Children
(9 - 9 or more)

Employed?

- (26) 1 - Employed
3 - Housewife
5 - Unemployed
7 - Student
9 - Institution Resident

Employer Location

(same as place of birth)

Doctor's Care?

- 1 - Yes
5 - No

Narcotics User?

(same as doctor's care)

Req. Spec. Medication

(same as doctor's care)

/ / Arraignment Date

Judge *D

Disposition

- (37) 1 - Dismissed
2 - Acquitted
3 - Nolle Prosequi
4 - Mute
5 - Plead Not Guilty
6 - Nolle Contendere
7 - Plead Guilty
8 - Convicted
9 - Guilty Count II
Count I Dropped

/ / Disposition Date (If not
disposed at arraignment)

Judge *D

Disposition (If not
at arraignment; same code)

Sentence Type *E

(46)

Jail Time Sentenced

- (47) 9 - 1-9 days
8 - 10-19 days
7 - 20-29 days
02-12-months

Prison Time (minimum)

- 1 - 5 years
- 6 - 6-10 years
- 7 - 11-15 years
- 8 - 16-20 years
- 9 - 20 years or more

Probation Time (months)

- 1 -1-3 5 - 25-36
- 2 - 4-6 6 - 37-48
- 3 - 7-12 7 - 49 -60
- 4 13-24 8 - 5 or more years

Fine (dollars)

- 1 -1-25 6 - 201-300
- 2 -26-50 7 - 301-400
- 3 -51-75 8 - 401-500
- 4 -76-100 9- 501-1000
- 5 -101-200

Bond Type

- 1 -cash
- 2 -cash/bondsman
- 3 -surety
- 4 -personal recog.
- 5 -3rd party
- 6 -none set
- 7 -disposed
- 8 -undetermined 1 or 2 above

Amount of Bond (dollars; if applicable)

- 1 -0-25
- 2 -26-50
- 3 -51-100
- 4 -101-300
- 5 -301-500
- 6 -501-1000
- 7 -1001-5000
- 8 -5001-10000
- 9 -10000 or more

Reason for release

- (54)
- 1 -immediate bond
 - 2 -court bond
 - 3 -personal recog./ROR
 - 4 -time served
 - 5 -fine payed
 - 6 -time & fine paid
 - 7 - charges dismissed
 - 8 - released at another authority (including probation and programs)
 - 9 - time served in lieu of fine

Total time held (includes hours up
(57) to 72-9 _____; otherwise enter
of days)

Release Date

(62)

Total Number Previous Incar-
cerations in County (Not In-
cluding instant offenses; 9 -
9 or more)

Total Number Sentenced Incar-
cerations in County (Not In-
cluding instant offense; 9 -
9 or more)

Total Number Previous Alcoho
Incarcerations (Not includin
offenses; 9 - 9 or more)

Number Incarcerations in 1 ye.
(66) previous (Not including insta
offense)

Charge - Most Recent Incar. A

Charge - Second Most Recent
Incarc. A*

Detainer/Hold
1 - misdemeanor
3 -- felony
5 - other

Number Contacts with Medical
Staff (During present incar-
ceration)

Medication?
1 - daily 6 - intrequent
3 - weekly 8 - none
5 - bi-weekly

Violation?
(74) 1 - more than 6 5 - 1 or 2
3 - 3-b 7 - none

Type of Jail Time
(76) 01 Pre-Arraigment
02 Pre-Trial
03 Pre-Sentence
04 Sentence
05 Combinations 1 & 2
06 1 & 3
07 1 & 4
08 2 & 3
09 2 & 4
10 3 & 4
11 1, 2 & 3
12 2, 3 & 4
13 1, 3 & 4
14 1, 2, 3, 4
04
Home Address

JAIL DAILY COURT FORM

Day of week _____
Date ____/____/____

Time of day _____
Taken by _____

No. of Days In

Pre- Pre- Pre-

Arrg Trail Sent

[illegible]

Arrg Trail Sent Sent Age Race Sex Bond Judge Hold Housing

A 26x12 grid of graph paper. The vertical axis on the left is labeled with numbers 1 through 26. A hand-drawn curve is plotted, starting at approximately (2, 20), rising to (3, 22), and then curving to the right, passing through (4, 24) and (5, 25).

JAIL INTERVIEW FORMAT

- A. Introduce Project - its scope and purpose, and emphasize the long-range planning aspects of it.
- B. Collect information and insights on the following areas (where space is not provided here, use back of sheet and additional pages, label with code number).

- 1.) Date _____ 2.) Name _____
3.) Age _____ 4.) Race _____ 5.) Sex _____
6.) Offense(s) _____
7.) Current status: pre-trial _____ pre-sent. _____ sentenced _____
8.) Number of days in to date _____ no. of days pre-trial _____
pre-sent. _____
sentenced _____
9.) Court information: bond (type and amount) _____
attorney _____
sentence (where appli.) _____
10.) Reason for incarceration _____
11.) Previous incarcerations: _____

12.) Employment History _____
Employed when incarcerated? yes no
Expect job when released? yes no uncertain
13.) Education: level, experiences _____

14.) Family: marital status _____ # children _____
Problems with family as a result of incarceration: yes no.
If yes, explain _____
15.) List types of programs and facilities desired in the following areas:
a.) education _____
b.) recreation _____
c.) counseling _____
d.) training/work programs _____
e.) visits _____
f.) spiritual _____
g.) other _____
16.) Use the back of the sheet to list any suggestions about the operation of the jail, its staff, or its facilities which may have come up during the interview.

- C. Close the interview with the reminder that the information will be confidential, and that changes will result from these and other insights, but will be implemented over the next few years.

DISTRICT COURT: CRIMINAL CASE INVENTORY

Case # _____

____ Attorney
____ Statute/Ordinance
____ ~~Subject~~
____ Judge
____ Offense - Count I
____ Offense - Count II

(3)

Arraignment

____/____/____ Date
____ Bond Type
____ Bond Amount
____ Result Count I
____ Result Count II
____ Judge

(20)

Pre-Trial/Prelim

Type
____/____/____ Date

____ Result Count I
____ Result Count II
____ Judge

(31)

Trial

Type
____/____/____ Date
____ Result Count I
____ Result Count II
____ Judge

(42)

Sentence

____/____/____ Date
____ Jail Days
____ Credit for Time Served
____ Fine
____ Fine or Days
____ ~~Fine or Days~~
____ Judgement Fee
____ Costs

____ Paid

____ Prison

____ Program

(50)

____ Probation

Misc.

____ Bond Change

____ Age

____ Sex

____ Bench Warrant

____ Psychiatric Referral

____ P.S.I.

____ Change of Attorney

CIRCUIT COURT CRIMINAL CARE INVENTORY FOR BRANCH COUNTY

Case # _____ (5)

___ Judge

___ Offense - Count I

___ Offense - Count II

Attorney

(13)

Arraignment

___/___/___ Date

___ Result Count I

___ Result Count II

Judge (if changed)

(25)

Pre-Trial/Pre-Time

Trial

___ Type

___ Type

___/___/___ Date

___/___/___ Date

___ Result Count I

___ Result Count I

___ Result Count II

___ Result Count II

Judge (if changed)

Judge (if changed)

(34)

Sentence

(45)

___/___/___ Date

___ Judge

___ Jail Time

___ Jail Suspended

___ Credit for Time Served

___ Prison

___ Probation

Program

(54)

___ Fine

___ Cost

___ Fine or days



Sheriff Norman L. Heinemann
BRANCH COUNTY

23 EAST PEARL STREET
COLDWATER, MICHIGAN 49036

PHONE (517) 278-2325

June 3, 1977

Branch County Officials
Branch County Court House
Coldwater, Michigan 49036

In re: Branch County Detention Facility Pre-Architectural Study

Dear Branch County Official:

On June 1, 1977, Community Corrections Resource Programs, Inc., (CCRP), and Cain Associates, Architects, were contracted by Branch County, to provide consultant services for the County Detention Facility Pre-Architectural Study.

CCRP is a non-profit firm, specializing in criminal justice research, evaluation, and planning. During the next five months of the contract period, the consultants will be conducting research activities into many aspects of Branch County, for the above mentioned study.

One major concern of the study will be to determine the relationship of the jail with the other agencies of the County criminal justice system, including District, Circuit, and Probate Courts, the Probation Departments, the Prosecutor's Office, the Friend of the Court, and the various law enforcement agencies operating within the County. It will be necessary to obtain the perceptions of the staff and officials of each of these agencies, concerning their experience with the jail and their impressions of its associated problems, needs, and resources. In order to carefully and accurately plan for criminal justice facility and program needs for the County's future growth, it is necessary to gain your perceptions and insight.

John Breitmeyer of CCRP and Robert Cain of Cain Associates, are the principal staff working on this study and may be contacting you in the near future.

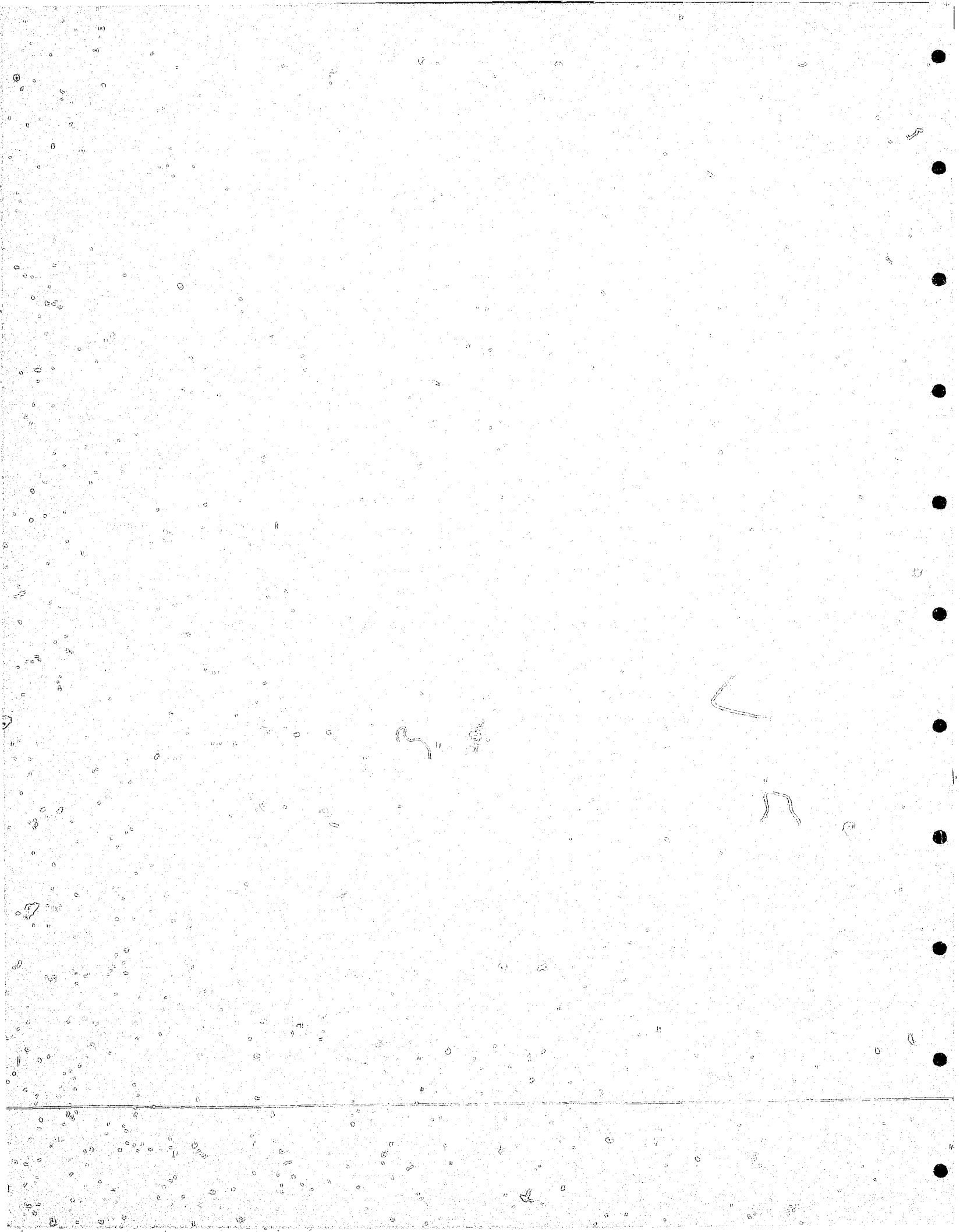
Thank you in advance for your cooperation on this important and necessary project. If you have questions or need further information, you may contact me, as Project Director, or the consultants through this office.

Yours truly,

Norman L. Heinemann
Sheriff

H-7

NLH/je



COMMUNITY RESOURCE INVENTORY

This brief form, when completed, will give us the necessary information to identify the various resources available to the County. Because of the broad range of services and agencies to be contacted, this form is very general. Please complete all appropriate sections, using additional pages if necessary, and return it in the enclosed envelope as soon as possible.

1. Name of Agency:
2. Agency Address:
3. Phone Number:
4. Director (or other person(s) to contact):
5. Services of Agency. Please indicate briefly the type of services which your agency renders (e.g. hospitalization, legal services, aid to the jobless, help for alcoholics, etc.).
6. Are the services of your agency restricted for the use of clients on the basis of age, sex, legal status or other restrictions? ☐ yes ☐ no
If yes, what are the requirements?
7. At present, does your agency receive clients on referral from other community and/or service agencies? ☐ yes ☐ no
If yes, which agencies?
8. Do you offer services to clients on referral from law enforcement agencies? ☐ from the courts? ☐ from correctional facilities? ☐
9. Funding. Please check the source(s) of your agency's funding:
☐ church affiliation
☐ private foundation
☐ federal funds
☐ state funds
☐ county funds
☐ municipal funds
☐ other (specify) _____
10. Staff. Please indicate, as best you can, the number of paid full-time staff members, paid part-time staff, professional volunteers and non-professional volunteers that work for your agency. The format on the back should be helpful in dividing the staff into categories as to their function (e.g. administrative personnel, psychologist, clerical, etc.).

FUNCTION

PAID PART-
TIME STAFF

NON-PROFESSIONAL
VOLUNTEERS

APPENDICES

- A. BRANCH COUNTY CRIME DATA
- B. JAIL RESEARCH
- C. COURT RESEARCH
- D. COMMUNITY RESOURCE AGENCIES
- E. PROJECTIONS AND DIVERSION
- F. FACILITIES ANALYSIS AND SPACE NEEDS
- G. DETAILED PROPOSALS
- H. METHODS

END