

STATE OF MICHIGAN  
 OFFICE OF CRIMINAL JUSTICE PROGRAMS  
 Second Floor, Lewis Cass Building  
 Lansing, Michigan 48913

*Not for grant files*

FORM 136

**SUBGRANT  
 FINAL EVALUATION REPORT**

SUBGRANTEE (name & address)

Michigan Department of Corrections  
 Stevens T. Mason Building  
 Lansing, Michigan 48909

SUBGRANT AMOUNT  
 885,150

CONTROL NUMBER  
 75-ED05-0013

PROJECT NAME

*19339-1D75*

Goals and Standards for Corrections

PERIOD OF FUNDING

7-1-75 to 8-31-77

FEDERAL FUNDS EXPENDED

INSTRUCTIONS

The final evaluation report is due 60 days after the termination of the subgrant. Please submit two copies of the report (using this form as a cover sheet) and structure it according to the following format:

Abstract: Restate the goals originally set forth in the project. A goal is a desired result based on current knowledge and values. It is timeless in the sense that as its achievement approaches, it tends to be restated at a higher level of aspiration or a new goal is projected. If the goals of your project have changed since implementation describe them in this abstract.

Achievement: This section should reflect activity of the fourth (4th) quarter of the project period, and project achievement in relation to the goals as stated in the abstract. If goals were not achieved, state the reasons. It is important that failures as well as successes be objectively reported. If the project has achieved or exceeded its goals, specifically state the method used. Quantitative documentation (e.g. reduction in crime statistics, number of clients enrolled, man hours expended, cost analyses, recidivism rate comparisons, etc.) should be utilized whenever possible. Be specific, but do not submit irrelevant material or voluminous statistics that you have not analyzed.

Evaluation: You are required to evaluate the impact of your project on the criminal justice system. This can be done by the use of impact indicators. An impact indicator is a measure of the effect your project has on the environment or individual. For example, an impact indicator might be the effect your activity has on recidivism; the effect it has on improving the efficiency of any segment of the criminal justice system; the effect your project has on crime statistics; or its effect on community attitudes toward the criminal justice system. You can develop your own impact indicators which expand on the foregoing and give validity to your evaluation. If possible, this evaluation should be supported by statistical data.

Technology Transfer Potential: If your project and its results have potential to be used by other similar agencies, state the way you feel it could be used, by whom, and the benefits other agencies could derive by implementing it.

*[Stamp]*

CERTIFICATION

Submitted herewith is the sub-grantee's Final Evaluation Report for the project shown above.

*[Signature]* Date *1/31/78*  
 Signature of Project Director

Richard K. Nelson, Deputy Director, Bureau of  
 Type name and title Field Services

47043

## PROJECT OBJECTIVES

This project was designed to implement selected goals and standards which have been developed by the State of Michigan in the area of Corrections Reform. The project consists of four components as follows:

### I. Classification

Objective - Improve the relevance of classification recommendations to each prisoner's actual program needs and to involve the prisoner in the determination of these needs.

Staff - (3) Performance Contract Coordinator 09's  
(1) Steno 05

### II. Probation Improvement

Objective - To upgrade total operations of the Bureau of Field Services through improvements in organization and management and strengthening program planning capabilities.

Staff - (8) Senior Probation/Parole Agent 12's (converted to the newly created position of Area Manager 13)  
(8) Steno 05's  
(1) Senior Program Planner 14

### III. Community Development Services Unit

Objective - To provide a unified system of linkages between existing community resources and offenders, and expanded use of a successful program.

Staff - (2) Senior Probation/Parole Agent 12's  
(1) Probation/Parole Agent 11  
(1) Steno 05  
(1) Clerk Typist 04

### IV. Due Process

Objective - Development and implementation of policies and procedures relating to due process safeguards of offenders and to insure uniformity and efficiency in the conduct of all administrative hearings affecting them.

Staff - (1) Hearing Examiner 13

For organizational clarity, this final evaluation report will be presented in four parts identifying achievements for each component separately.

## Classification Component - Goals and Standards Grant

Abstract: The program which this grant helps implement is the Performance Contract Program. The original goal set forth in this project was to improve the relevance of prisoner program recommendations. Historically, program recommendations in Corrections: (1) Have not involved the individual in the determination of actual program needs; (2) were made with little regard for aptitude and other diagnostic data; (3) have not been relevant to the actual programming delivered; (4) were often times quite vague and unstructured; (5) lacked personal commitment since they were usually imposed upon the prison resident.

It is believed the Performance Contract Program remedies these deficiencies in the following ways:

1. The individual is involved in determining specific Contract objectives through a collaborative effort with the clinician in the Reception and Guidance Center.
2. Contract objectives are matched to individual needs based on social history and diagnostic test results.
3. Contracts are monitored to determine whether programs are delivered and objectives completed.
4. Contract terms and objectives are specific rather than vague.
5. Individual involvement is assured because of the legally binding nature of the Contract and that parole is contingent upon successful program completion.

The evaluation was not intended to establish that the program itself was relevant to improved program recommendations; this is regarded as self-evident from the grounds listed. Instead, the question for evaluation was whether and to what extent the Contract Program was instituted in the Michigan prison system. The measures to determine this were the following:

1. Number of Performance Contracts written at each institution - to determine the volume of Contract activity.
2. Number of Contract renegotiations - to test the program flexibility.
3. Number and percent of Contracts terminated unsuccessfully - to provide a meaningful performance test measure (if the program is to be a meaningful test measure, some individuals will fail).
4. Number of persons leaving the prison institutions prior to Contract completion - measure to provide an "accounting trail" for the Contract Program.
5. Number and percent of persons completing Contracts successfully - final measure of the program activity and volume.

An evaluation was also undertaken to determine the relevance of Contract completion to later behavior while on parole. The specific hypothesis tested was that successful completion of Contract terms would correlate positively with later completion of successful parole. Likewise, it was felt that failure to complete a Performance Contract may signify later failure on parole.

Achievement:

1. Number of Performance Contracts Written: At the end of the fourth quarter of the project period (September, 1977), 5,877 tentative Contracts have been issued. This number represents all of the tentative Contracts issued in the Reception and Guidance Center since March, 1973. (The number of Contracts reported here is not congruent with the statistics reported for the period ending June, 1976. The numbers provided for that period were inaccurate due to a coding error which has recently been corrected.) Of this number, the Parole Board denied 1,973 (33.6%) and 294 (5%) residents declined program involvement. And, 3,446 (59%) Contracts were formalized.

It should be noted that the category of offenders permitted entry into the program varied during the term of this project. Initially, residents with minimum sentences of five (5) years or less were eligible. The criteria was temporarily reduced to include only those with minimums of no less than three (3) years and no more than five (5) years for the 12-month period from May, 1976 through May, 1977. This decision was necessitated by the increase in the Department's population and the inability of the Parole Board to keep up with the added intake. In June, 1977, program criteria was expanded to those residents with minimum sentences of four (4) years or more (excluding individuals with life sentences) and to those residents with no more than two prior prison sentences. The decision to allow repeaters and long-termers eligibility stems from the belief that those with long sentences should have the opportunity to Contract for needed programs early within their term and, thereby, making them eligible for early release review.

Early projected estimates indicated that perhaps half of the cases coming to prison would be eligible for Contract consideration. This has not been the case. Initially (under the 5-year and less standards), roughly 60% of the incoming cases received tentative Contracts. The eligibility restriction to minimums between three (3) and five (5) years resulted in a 75% decrease in tentative Contracts. Chart No. 1 reflects this trend over a two-year period.

The number of active Contracts has decreased corresponding to the eligibility standards. There were 753 active cases in April, 1976. This number dropped to 680 active cases in December, 1976, 402 cases in March, 1977 and 334 cases in September, 1977. Chart No. 2 reflects the 19-month trend of active cases at institutions with Contract Coordinators funded under this project (in addition to the trend in the Camp Program).

Therefore, the latest program eligibility criteria have drastically reduced program implementation within the Department. The major obstacle has been the increase in the resident population which placed a premium on the time the Parole Board could spend screening and negotiating prospective cases.

2. Number of Contract Renegotiations: The percentage of renegotiations has been approximately 2.5% per month. This would seem to indicate the program has flexibility in amending Contracts when special circumstances arise. However, the number of renegotiations does not indicate changes are made for frivolous reasons.
  
3. Number of Contracts Terminated Unsuccessfully: Of the 3,446 Contracts which were formalized, 1,356 (39%) were unsuccessfully terminated. Virtually all of these terminations were for behavior problems which constituted a

violation under the Contract Agreement. Very few of the cases were terminated for objective nonperformance (i.e., failure to complete an academic program objective). If the individual was not a disciplinary problem, as stipulated under the terms of the Agreement, the Parole Board seemed willing to grant parole even if all conditions of the Contract were not completed.

Almost two-fifths of the active Contracts were unsuccessfully terminated. This seems to be a fairly high termination rate. However, if performance on parole for those who complete Contracts successfully is better, than for those who fail, this would be a valid performance test indicator and the conditions of the Contract would not be viewed as unrealistically high.

4. Incomplete Contract Transfers: The number of persons transferred to other institutions with Contract objectives not completed averaged less than 4% of the cases on a monthly basis. The cumulative affect, however, would have been greater. That is, persons staying for longer periods of time at any given institution would have had greater possibility of being transferred. These institutional transfers generally resulted in disruption of the Contract programs and with many of the receiving institutions unable to meet the continuing Contract needs. There is no data available as to how many of these transfers eventually completed their Contracts.
  
5. Successful Contract Completion: Through the end of this quarter, 1,218 cases were successfully paroled. This number represents 35% of the finalized Contracts or 21% of all those initially offered a Contract. This data indicates that approximately 20% of all those who were initially offered a Contract ended up successfully completing the program (see table 1).

The number of Contract paroles accounts for a small percentage of the total paroles. The number of Contract cases paroled from March, 1973 through September, 1977 represents only 6.8% of the total number of cases issued a parole during this time period. It should be noted, however, the first Contracts were written in early 1973 and, these cases would not have been eligible for parole until approximately one year later, at the earliest. A more useful measurement might be to compare all Contract paroles with the total number of paroles from March, 1974 onward; thus giving the Contract paroles a chance to be more fully represented in the sample. In this measure, Contract paroles accounted for 9.4% of all paroles. In either case, the activity and volume of this program, relative to all Department paroles, was not high.

6. Contract Program as a Screening Measure: The final evaluation measure was the hypothesis that successful Contract completion will correlate positively with successful parole. A study described in the quarterly report for July through September, 1976 supports this hypothesis. In this study, it was found that 62% of those who successfully completed their Contracts committed no illegal acts. This compared to only 47% for those who did not complete their Contracts. This 15% difference between the two groups was not statistically significant (possibly because of the small sample size). However, there was a significant difference between the two groups in the parole violation return rate. Those who successfully completed their Contracts violated parole significantly fewer times than those who did not.

Evaluation: Two impact indicators were established for this project. The first dealt with the extent to which this program was established throughout the Department. The expanding resident population, along with the administrative difficulties this

caused, limited the scope of program operations. As described in the Achievement section of this report, the program has not involved the majority of the residents committed to prison.

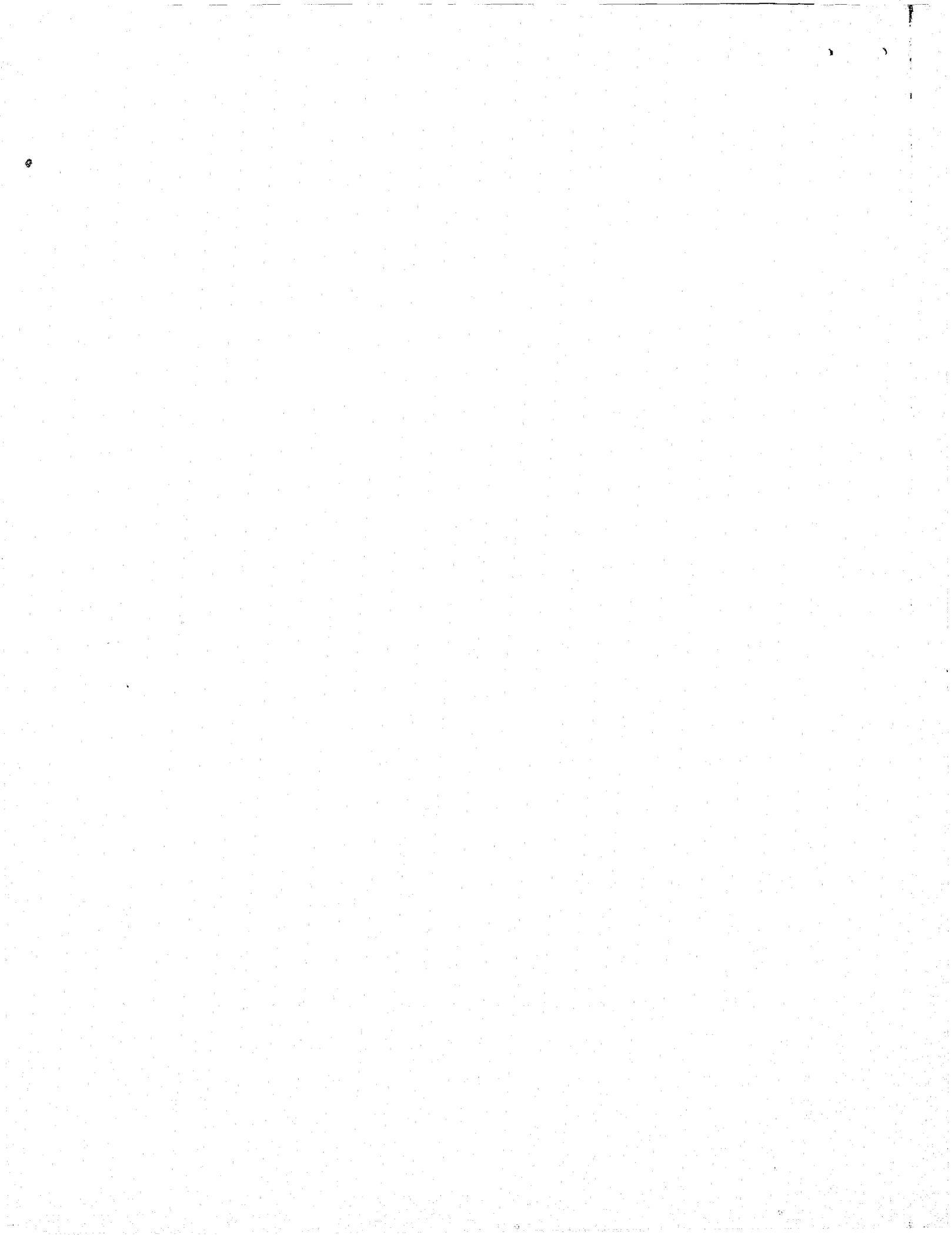
The second impact indicator dealt with adjustment on parole of those persons who completed their Contracts. Results have been encouraging and there is some indication those who complete their Contracts have a better chance of remaining crime free upon release from prison than those who do not (results are more fully discussed in the Achievement section of this report).

Another possible impact indicator deals with the issue of accountability and service delivery. Due to the legal nature of the Contract, prison institutions are bound to provide the contracted services. A specific example involved establishing a Group Psychotherapy Program for residents having a psychotherapy objective on their Contract at the Michigan Training Unit and Camp Waterloo. If these individuals were not involved in the Contract Program, they would not have received psychotherapeutic involvement.

Technology Transfer Potential: This type of program may have merit for other adult or juvenile correctional settings, halfway houses, or correctional communities. In fact, this type of program would have merit for any type of correctional agency where specific objectives are set for individuals and program accountability is in order.

One major effective measure of this program is that it guarantees to both the individual and the agency that certain agreed upon conditions are met. Accountability extends beyond just the evaluation at intake, but must also assure

that recommended programs are provided in a meaningful fashion. The effectiveness of services provided can then be measured. If services are provided in the prescribed manner (which the Contract system can ensure), and there is little documented affect on criminality; then the efficacy of the services can be questioned.



tentative contracts offered as a percentage of total new intake

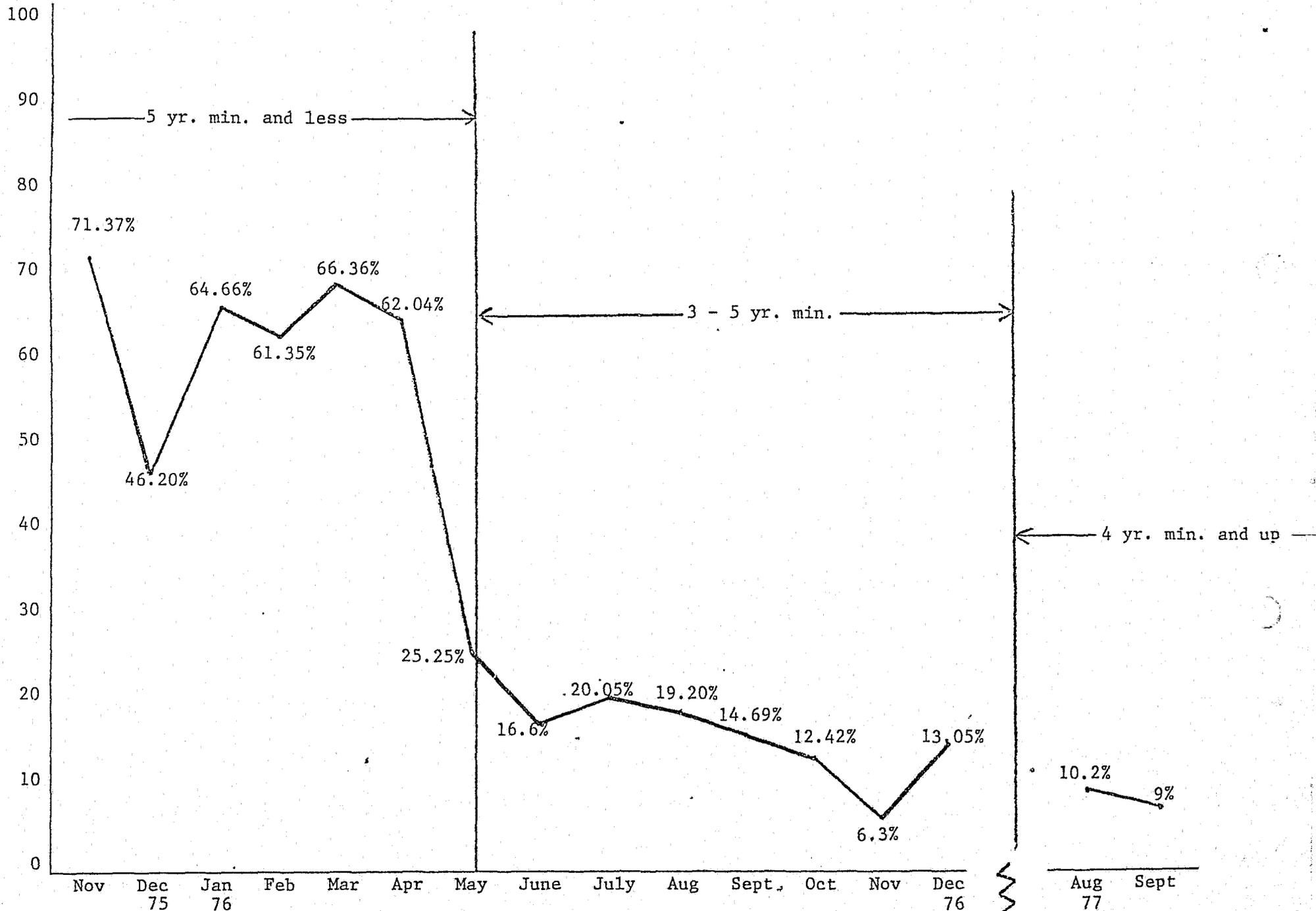
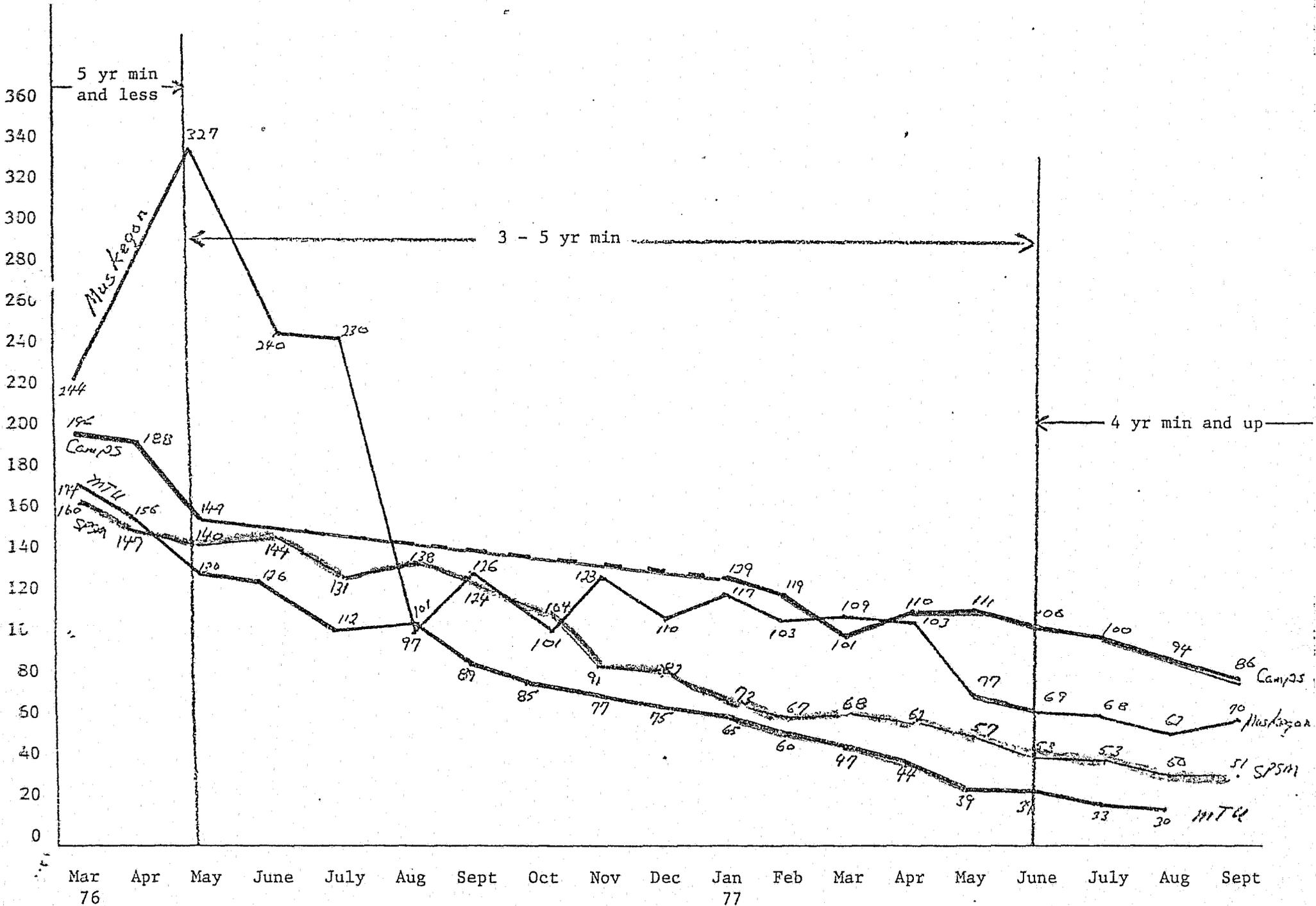


CHART 1

Number of active contracts in Muskegon, Camp Program, SPSM, MTU.



Total Contracts Issued	5,877	
Denied by Board	1,973	33.6%
Rejected by Resident	294	5.0%
Voluntary Terminations	538	9.1%
Unsuccessful Terminations	1,356	23.0%
Contract Paroles	1,218	20.7%
Currently Proposed	164	2.8%
Currently Active	334	5.7%

TABLE 1

PROBATION IMPROVEMENT COMPONENT

Objective

To upgrade the total operations of the Department of Corrections, Bureau of Field Services through improvements in organization and management and strengthening program planning capabilities.

I. Achievement - Fourth Quarter

A. Provisions for additional middle management staff and the relationship and importance to organizational change.

Regionalization of the Bureau of Field Services was explained in detail in preceding progress reports. The objectives of regionalization: geographic composition of the regions and staffing patterns were explained. This grant provides funding for the area managers and secretarial support which are essential components of regionalization. New developments during the last quarter include:

1. The fiscal 77/78 budget for the Bureau of Field Services was finalized and included support for all positions included in the regional management structure created as part of this grant.
2. The fiscal 77/78 budget will provide for an increase of 42 Probation Agents, 23 Parole Agents, 12 Probation Senior Agents, 2 Parole Senior Agents, 12 Probation clerical positions, and 5 Parole clerical positions. These staff increases reflect projected workload increase of 7.2% in Probation and 33% in Parole. The legislature has accepted the standard of 75 work units per agent per month.
3. The Bureau continued to improve training programs for field staff. In April, all regional administrators, area managers, and most central office staff attended a three-day workshop on administrative and management techniques. This was a follow-up of the January Management Seminar. The second 40-hour training session for new Probation and Parole Agents began in July with completion scheduled for September.
4. A field agent performance evaluation system was implemented in June with all agents to be evaluated on standard performance factors by January 1, 1978. The form encompasses a thorough review of all phases of an agent's work.
5. Management continues to sort our various responsibilities that must be assigned to the various supervising levels under our regionalization effort. At the April Management Workshop, staff completed a process known as "responsibility charting" which helped considerably in establishing proper authority and responsibility channels. Bureau policy and procedure statements are being revised to conform with the new regional management concept.

B. Provisions for a Senior Program Planner in the Bureau of Field Services.

The duties and responsibilities of the Senior Program Planner were outlined in preceding progress reports. Major activities and accomplishments during the quarter ending 8-31-77 include:

1. Continued preparation of Bureau of Field Services budget estimates for 1977/78.
2. Screen selected federal prisoners for placement in Bureau of Field Services corrections centers and monitor provisions of the contract.
3. Screen state prisoners with substance abuse problems and coordinate placement in state-wide therapeutic communities. Monitor provisions of our contract with seven therapeutic communities. During this quarter we have placed a high of nearly fifty prisoners in such facilities.
4. Continued coordination of the revised Bureau of Field Services reporting system to provide information required by the legislature, Bureau of Management and Budget, and the Federal government.
5. Monitor and fulfill reporting requirements of federal and state grants including Goals and Standards, Comprehensive Offender Program Effort, CETA Employment Specialist Program and Substance Abuse Plan. Includes attendance at legislative hearings supporting expansion and state assumption of programs and budgets.
6. Monitor Bureau of Field Services urine screening program for parolees and corrections center residents.
7. Act as liaison between the Office of Substance Abuse Services and Bureau of Field Services to ensure that field staff are aware of and make use of licensed substance abuse programs and services in the community. Assisted in placing ten field agents in substance abuse in outstate training programs thru scholarship awards.
8. Respond to inquiries and requests for information made by governmental agencies, universities, students, consulting firms and the public.

II. Evaluation

The objective of upgrading the total operations of the Department of Corrections, Bureau of Field Services, through improvements in organization and management and strengthening program planning capabilities has been fully achieved as a result of this grant program.

Specific evaluative improvements can be stated as follows:

- A. Management and Organizational improvements achieved through regionalization:
1. Clarification of case decision making chain of responsibility and review.
  2. Greater dissemination of management information between county offices.

3. More efficient financial and personnel organization through regional control of these functions.
  4. Better response to staff training by structuring sessions to mix staff of different regions.
  5. Increased ability to react quickly to changes in workload in various counties, thereby keeping most staff at the 75 workunit per month level.
  6. Establishment of better defined administrative responsibilities in the central office.
- B. Improvements as a result of having a Senior Program Planner in the Bureau of Field Services:
1. A uniform workload reporting system now allows staff to adequately monitor workload changes throughout the state.
  2. Bureau of Field Services budget preparation is now zero or workload based allowing better administrative control.
  3. Grant writing, reviewing, and evaluating is centralized for Bureau of Field Services.
  4. Contracts with community therapeutic agencies have allowed for treatment of drug dependent residents.
  5. Senior Planner position has allowed Bureau of Field Services to begin evaluating Field Services practices in an organized manner.
  6. Performance evaluations of field staff have been instituted.

As noted previously, the Department of Management and Budget and the legislature have both accepted the regional structure and the Senior Planner's position as being cost and management effective and have funded those positions in the FY 77/78 budget.

### III. Technology Transfer Potential

Other criminal justice agencies that supervise clients under organizational constraints similar to the Michigan Department of Corrections, Bureau of Field Services, could possibly be helped by the insertion of a regional management structure. The three regions created in Michigan supervise about 140-180 staff, and 6500 to 13,000 clients. Regional management requires clear definition of administrative and supervisory responsibility to forestall staff confusion with changes in the chain of responsibility.

The position of Senior Planner would assist agencies that monitor their own workload, staff and budget. Evaluation of existing programs is important and possible with a planning position. The planning position requires open channels of communication and directed project activities to be of utmost use to the administration.

## \*SUBGRANT FINAL EVALUATION REPORT\*

### GOALS AND OBJECTIVES

- I. To provide a unified system of linkages between existing community resources and offenders; and expanded use of successful programs.
- II. To upgrade employee inter-personal skills and improve staff communication in Detroit/Wayne County.
- III. To educate the public with regard to Corrections, to encourage support for expansion of community based corrections and to solicit additional services for offenders.

### Achievements - (Fourth Quarter)

OBJECTIVE I. - To provide a unified system of linkages between existing community resources and offenders; and expand use of successful programs.

The following activities were directed at achieving the above objective:

- CETA - Office of Manpower

The Community Services Unit coordinated the referral of 37 offenders for Title VI Public Works jobs. These clients were referred to CETA Office of Manpower for testing and evaluation in preparation for city jobs.

CETA, Office of Manpower, funded two positions (Employment Developers) for the fiscal years 1977 - 78. A total of 64,637 was appropriated for these positions. This is the second consecutive year, the city has funded then two positions in the Community Services Unit.

- Community Resource Bulletins

The Community Liaison representative of C.S.U., published seven community resource bulletins during this quarter. These bulletins assist agents in making client referrals to community resources. Updated information regarding services, times, locations, and contact persons were provided in the bulletins. The Community Services Liaison periodically visits resources in Wayne County to research this information.

The following bulletins were distributed to Region I Staff:

1. U.S. Veterans Benefits
2. Vocational Rehabilitation
3. Michigan Soldiers Relief Commission
4. Communities for Action
5. Michigan Veterans Trust Fund
6. Operation: HOPE
7. Midwest Mental Health Clinic

- Community College Program  
P.A 254 (1976)

The Community Services Unit coordinated the orientation/registration of 14 corrections center clients into Wayne County Community College. The tuition and books are paid for by the State through the appropriation of Public Act 254 (1976). Inmates under this act can attend community college through a state grant.

- Employment Related Resources

The Community Services Employment Developers maintained the following relationships with Employment resources for the purposes of creating jobs for the offender and sensitizing the business community to employment needs of the offender:

- Project: HIRE (Two community Services staff persons chair this organization)
- National Alliance of Businessman
- Ministerial Alliance
- Greater Opportunities Industrialization Center

EMPLOYMENT ADVISORY BOARD

The Employment Developers began investigating the feasibility of a Community Employers Advisory Board. This Board would assist the Community Services Unit in its efforts to create employment for the offenders. The Board would be made up of various small and large businesses. This idea has been received positively by those businessmen contacted.

Lowell Baker, Employment Development and Berkley Watterson, Director of Community Services Division of the U.A.W. are assisting us in establishing an advisory board.

C.S.U. - Employment Services

During this quarter, the three employment developers were successful in creating 72 jobs for offenders under the supervision of Department of Corrections. In addition, the following activities were achieved:

- 200 - New employer contacts
- 320 - Employer follow-ups
- 202 - Clients were added to our caseloads,  
all receiving a general intake orientation
- 58 - Clients obtained their own jobs
- 72 - Clients were placed on jobs by C.S.U. staff

OBJECTIVE II. - To upgrade employees' inter-personal skills and improve staff communication in Detroit/Wayne County.

The following activities have been directed at achieving the above objective:

- In-Service Training

The Community Services Unit planned and coordinated the following In-Service Training sessions for 98 Region I Staff persons:

- Structure and overview of the Civil Service System September 28, 1977, presented by Biff Elliot, Director of Detroit Civil Service.
- "Coping with Stress" presented by Roger Thomas, Director of Consultation and Education of Operation: Hope Mental Health facility.

#### Professional Bulletins

Monthly the Community Services Unit publishes bulletins to probation/parole agents in Region I, regarding information for personal or professional growth.

During this quarter, the following bulletins were distributed:

- The learning Community
- Corrections journals
- Educational opportunities and grants in the area of Criminal Justice.

OBJECTIVE III. - To educate the public with regards to Corrections, to encourage support for expansion of community based corrections, and to solicit additional service for offenders.

#### Public Presentation

- National Congress of Black Women Windsor Canada - Denise Quarles
- Detroit Police Department - Crime Prevention Meeting - Denise Quarles
- Project: START Annual Conference - Michele Hunt

#### FILM PRESENTATION

- September 15, 1977 - Wayne County Community College - Film "Burdens for Change"
- September 19, 1977 - Wayne County Community College - Film "Burdens for Change"
- September 27, 1977 - University of Detroit - "Burdens for Change"
- September 28, 1977 - Region I Staff "Burdens for Change"

#### Volunteering

Denise Quarles, Community Liaison Representative, coordinated the following volunteer activities at the Women's Corrections Center and Pingree Male Center.

- July 5, 1977 - Personal Grooming presented by Vicki McCrary, representative of Fashion Fair Cosmetics. This session involved grooming the appropriate use of cosmetics.
- July 6, 1977 - Presentation on Male - Sex Education presented by George Evans, Counselor at Planned Parenthood. Mr. Evans presented information regarding venereal disease to the male residents at the Pingree Corrections Center.

August 3, 1977 - Drug Abuse Presentation  
presented by Leslie Carroll, Executive Director, Metro East  
Drug Clinic. This session provided the male residents at the  
Pingree Center with information on Drug Abuse.

August 4, 1977 - Drug Abuse Presentation  
presented by Lesslie Carroll, Executive Director of Metro East  
Clinic Information on drug abuse give to the female residents  
at the Women's Center.

September 14, 1977 - Coping with Stress  
September 15, 1977 - Coping with Stress

presented by Operation:HOPE - Mental Health Facility staff per-  
sons. These presentations were given at the Women's and Men's  
Centers.

\*EVALUATION\*

The Community Services Unit has been successful in many ways that effect the total Criminal Justice System.

### Community Education

C.S.U. has helped bridge the communication gap between Corrections and the community. Historically, the community has felt alienated from the workings of the Criminal Justice System. Lack of communication has resulted in community resistance and ignorance. Conversely, Corrections has not benefited from community input.

The Community Services Unit has been involved in many public education endeavors. In the year 1976 - 77, C.S.U. has made a TOTAL of 47 public presentations to schools, block clubs, community organizations, businesses, and colleges.

In addition, we have been called on to plan three (3) major community conferences on Criminal Justice at which more than 1,000 community people attended.

Our efforts have resulted in a drastic increase of request for speakers by the community. This increase has been so drastic, that we are now forced to establish a Speaker's Bureau, comprised of 40 probation/parole agents, to assist us in meeting these requests.

Our public exposure has also generated community involvement. More volunteers than we can use are asking to participate in the rehabilitation of the offenders. These volunteers range from persons wanting to get involved on a personal level, to professionals volunteering their time and expertise. Colleges and universities have asked to become involved. Wayne State University has requested field placement positions. This is a direct result of the Community Services Unit contacts with this institutions. The University of Detroit Graduate Sociology Department has embarked on a study to correlate "Employment and the Offender", this again, is a direct result of this Unit's contact with that institution. The Unit has received 32 letters of appreciation from the community due to our involvement. We have received television and radio coverage, which expands the number of persons exposed to Corrections.

This Community Education effort has resulted in other agencies joining us in a collaborative effort communicate the concerns of the Criminal Justice System to the public and gain community involvement. These agencies include:

- New Detroit Inc.
- Detroit Police Department
- University of Detroit
- Project: START
- NorthWest Inter-agency Council  
(including 120 different human services agencies)
- Equal Justice Council

### Employment

The Community Services Unit was responsible for planning 315 offenders in jobs. Because employment is a requirement for inmates housed in Community Corrections Centers to be released into the community, the Unit assisted them in this adjustment and achievement. Once a client is employed and proves a satisfactory adjustment he moves out of the Corrections Center, allowing another prisoner to move into this Center. Therefore, the C.S.U. not only helped these offenders reach community status or parole but also, contributed to making openings for

other prisoners to reach the community corrections center status.

The Department of Corrections studies and experience have proved that when a person is employed they are less likely to become involved in criminal activities. Therefore, this unit may have an indirect impact on the drop in the City of Detroit's crime rate by employing 315 clients.

1976 - 1977  
EMPLOYMENT SERVICES CENTER  
YEARLY STATISTICAL REPT.

- Total yearly Referrals - 1,445
- Total # clients enrolled - 775
- Total # clients placed on jobs by CSU staff - 315 - 40.7% of all enrollees were placed on jobs by CSU
- Total # of clients - enrolled in program who found their own jobs - 214 - 27.6% of all enrollees found their own jobs
- Total # closed unemployed - 176 - 22.7%
- Total Active unemployed currently being serviced by Unit - 70 - 9.0%

YEARLY STATISTICAL BREAKDOWN

	#Clients Referred	# of clients enrolled	# clients placed on jobs by CSU staff
Correction Center clients	695	405	156
Parole clients	750	370	159
<b>TOTAL</b>	<b>1,445</b>	<b>775</b>	<b>315</b>

Hourly wage breakdown of jobs created by CSU Employment Developers  
September, 1976 - September, 1977

under 2.01 hrly	= 5
2.01 - 2.50	= 112
2.51 - 3.00	= 106
3.01 - 3.50	= 33
3.51 - 4.00	= 23
4.01 - 4.50	= 6
4.51 - 5.00	= 16
5.01 - 5.50	= 4
5.51 - 6.00	= 2
over 6.00	= 6
Commission only	= 2
	<u>315 Total</u>

RETENTION RATE

Of the 315 clients placed on jobs by CSU staff, the retention rate is reported as follows:

	Number	Percentile
#clients closed employed less than 30 days	148	47%
#clients (still working) employed under 30 days	23	7.3%
#clients employed 30 - 90 days	50	15.9%
#clients employed over 90 days	94	29.8%
Totals	<u>315</u>	<u>100%</u>

Note: of the 315 clients placed on jobs by CSU staff 94(29.8%) retained those over 90 days. In view of the population we service and the many factors that influence our retention rate, such as return to institutions, misconducts, and drugs, etc., this 29.8% is an exceptional accomplishment. It reflects a tremendous amount of work on the part of the Employment Developer in mediating conflicts between employers and clients, and maintaining a positive rapport with employers, as well as effective job counseling of clients.

176 clients were closed without completing program due to various reasons - including:

discharge from Parole, return to prison, lack of cooperation, transfer to another city or state, entering school or death.

List of Employers who cooperated with CSU Staff in hiring our clients

Detroit Non-Ferrous Foundry	Lafayette Radio Electronics
Sure-Coat Enameling	Lamar's Service Center
General Motor-Fisher Body Plant #2	T & T Industries
Uni-Systems	Presstron Industries
Ferndale Automotive Center	Schreiber Manufacturing
Chevrolet Detroit Forge Plant	Mid-West Waste Co.
Chevrolet Gear & Axle	Zapton Manufacturing
Independant Postal Service of America	Budd Company
Downtown Garage, Inc.	Gilson-Ayes, Inc.
League-Goodwill	Pine Lumber
Total Service Station	Mika Industries
Sunoco Service Station	Barkman Trucking
South-8 Shell Service	AMS Sanitation, Inc.
Cadet Cleaners	Canvas Products, Company
Banner Linen	Eppert & Son Oil & Chemical
Steele Construction Co.	Park Community Hospital
Central Sanitation Service	Knight Enterprises
By-Rite Oil Co.	Kelly Services
Sun Service Station	Northend Auto Service
Chrysler Corporation - Van Dyke	Dallape Roofing Co.
Danken Company	Contractor's Fence
Charleston Bros. Big Boy	New City Services, Inc.
Everfresh Juice	Carnel Hall
Total-Leonard, Inc.	Martin Oil Service Station
Framecrest, Inc.	Callagher Industrial Laundry
City-Towel Service	Automatic Tool & Can
Otto Auto Wash	United Fish Distributors
New Grace Baptist Church	Vinson Sunoco
Kramer Waste Material	Hoover Chemical Products
Dave & Tom's Packing House	FOAM Company
Bloomfield Hills - 76 Serv. Sta.	Push Cart Care
American Piston Ring	Original Beef Buffet
Eucteltic Engineering	Quali-Care Nursing Home
Central Metal Products	Project Pinto
Consolidated Stations (Speedway)	Red Lobster
Automotive Replacement Parts	American Linen Supply
Frederick-Herrud Packing Co.	L & M Steel
M-N Metal Products	F & L Steel
Tri-Fab, Inc.	Eddystone Hotel
John W. Murphy Co.	King Ward Polishing Co.
Albright's Alright Express Service	Weiss Industrial Laundry
Etca Co.	CETA Supported Work
Prudential Bldg. Maintainance	St. Clair Convalescent Center
Medi-Cab	Apex Foundry, Inc.
Admiral Service	White Tower Industrial Laundry
Boron Oil	Blue Cross Blue Shield
Gulf Service Station	
Stanley's Advertising and Distribution Co.	
Stafford Restaurant	
Rouwell Catering	
A & S Laundry Co.	TOTAL <u>100</u>
Maul Manufacturing Co.	
Dearborn Steel Shoring	
Jerry's Pizza & Bar-B-Q	

The City of Detroit, Office of Manpower felt this unit's efforts satisfied their requirements to gain a \$64,000 grant for two additional positions. These positions have been funded for two consecutive years. In addition, City Office of Manpower has attributed this unit to being the most successful offender service contract they have in the area of employment development and services for the offender.

Our greatest indication of success, however, is seen in the Department of Corrections absorbing this unit into the Corrections System, recognizing the need for such a unit and the effect the unit has had in Wayne County.

(Please refer to detailed yearly report dated 10-26-77)

#### Technology Transfer Potential

It is my opinion as coordinator of this Unit that all government agencies should have a community services division. This brings the citizens closer to government agencies resulting in cooperation and collaboration. I, strongly, believe this type of unit is not only need but agencies have a responsibility to provide the public with information and assistance. Without a specialized unit to handle this critical component, employees must take time from their normal duties to respond to the public. There is a growing awareness in private and public business that community education is a much needed service.

MICHIGAN  
DEPARTMENT  
of  
CORRECTIONS

TO: Tom Patten, Program Planner

DATE: 12/7/77

FROM: Penelope D. Clute, Hearings Administrator

SUBJECT: Subgrant Final Evaluation Report

MEMORANDUM

The purpose of this component of the Goals and Standards Grant is the "development and implementation of policies and procedures relating to due process safeguards of offenders and to ensure uniformity and efficiency in the conduct of all administrative hearings affecting them." Three primary areas of activity are involved in furthering the above objectives: (1) Staff training, (2) oversight of hearing process, and (3) development of policies and procedures, including analysis of court decisions and clarification of issues.

I. Staff Training

Numerous training sessions were conducted throughout the grant year, in several areas: Disciplinary hearings for both field and institution staff, parole violation hearings, and new probation officer training which concentrated on the legal aspects of pre-sentence reports and probation conditions. A consultant was also contracted with under the grant to conduct two days of interview training for the hearing investigators assigned to institutional disciplinary hearings.

Several training tools were developed during the grant year which have been integrated into the Department's training program, and are adaptable to use in other similar agencies. (1) The Hearings Handbook - a specific guide to the responsibilities of nonlawyer Corrections personnel in the disciplinary hearing process. This includes explanation of the legal requirements as well as specific guidelines for their implementation. Policies and forms were also developed and are included. (A copy of the Handbook is attached) (2) A Corrections Law Training Program - a video tape was made concerning the constitutional rights of prisoners and additional training materials were developed for the use of trainers. A copy of the outline and problem situations is attached. (3) From April through June, the Hearings Administrator directed research in the legal aspects of parole administration for the preparation of a legal manual on parole. This manual is nearing completion, and will be used by all parole agents in the Department of Corrections and by the Training Division. This document is readily adaptable for use in similar agencies. (4) A checklist of standards applicable to jail disciplinary hearings was developed for the Office of Jail Service to use throughout the state.

II. Oversight

Regular monitoring of the hearing process continued throughout the grant year, with regular on-site visits to all major institutions. By the end of the grant year, regular hearing officers had replaced the traditional three-person committees at all institutions except the Camp Program.

The new appeal procedure for challenging violations of rights in the hearing process, noted in the quarterly report for January through March, has greatly facilitated the oversight of the hearings process.

### III. Development and Clarification of Policies and Procedures

The training materials developed under I and the appeals process implemented under II both greatly further clarification of policy and procedure. The numerous statements and explanations of policy contained in earlier memos were integrated into the Hearings Handbook.

The analysis of court decisions led to the development of the Corrections Law video tape mentioned under I.

### IV. Evaluation

The efforts to improve the prisoner disciplinary system made in conjunction with the change to hearing officers have reportedly greatly reduced the number of law suits challenging disciplinary hearings and the number of complaints to the Inmate Paralegal Program at SPSM. The monitoring of the process also indicates very little error in the conduct of the hearings. In addition, the change to single hearing officers resulted in a great savings of employee time in that it released two persons from the duty of sitting on disciplinary committee; that is, the work that had formerly been done by three persons is now done by one.

Much of the work under this subgrant was designed to explain and refine the policies. This appears to have been successful and has resulted in employees who more fully understand why they are performing the functions which are required of them. It also makes them more capable of making their own decisions when new twists develop.

PDC:evb

Attachments

## OUTLINE - CONSTITUTIONAL RIGHTS IN PRISON

### I. Introduction

- A. Corrections law is constitutional law. Prisoners have the same rights that all of us have; we are just discussing their application in a prison setting.
- B. Meaning and origin of constitutional rights. The basic human rights which were retained when the colonists gave up much of their freedom to create an organized society. The constitution is the document by which the people draw the lines on government intervention in their lives. Constitutional rights are not something that the government has given to us but, rather, something we have kept and prohibit the government from taking away.
- C. Rights are not an all or nothing situation, neither in the free society nor in prisons. It is not correct to say that prisoners have no rights nor do they have absolute rights.
- D. Some constitutional rights are considered more fundamental than others. These generally relate to the First Amendment and when their infringement is involved, greater reason must be given by the government for interfering.
- E. The basic guidelines for applying constitutional rights in prison are:
  1. Prisoners do have constitutional rights.
  2. Even fundamental constitutional rights may be restricted, but only to the degree justified by "important or substantial government interest." These are security, order and rehabilitation. In restricting rights, the government cannot merely claim that the restriction is justified, but must show a specific justification. This will vary depending upon the facts and circumstances of the particular situation.
- F. Questions to be answered in analyzing prisoner rights complaints:
  1. Is a constitutional right involved (not everything is a right).
  2. Can or should the exercise of that right be restricted?
  3. What is a proper reason for restricting the exercise of the right?

### II. Liability for Violating Prisoners' Rights

- A. Section 1983: Most suits against prison officials are brought in Federal court under a Federal statute called Section 1983. This allows any person to sue any other person who acts "under color of law," for a claimed violation of rights. Anyone can bring a lawsuit and it will automatically be filed with the court. This does not mean that the person will win or even that there will be a trial. A great many suits are thrown out of court, dismissed.

B. If the suit goes to trial, after answering the above three questions (at I.F.), the court will decide:

1. Were the prisoner's rights violated?
2. If so, what should the remedy be?
  - a. Most likely an injunction to stop the illegal practice or an order to start doing something that is required by law.
  - b. Money damages are very rare and only awarded where there is bad faith. If the employee acted reasonably and within the Department policies and procedures, his or her actions will be protected and the employee will not be required to pay money damages.

C. Two broad categories of employee action:

1. Duties - There are many actions taken by employees which they have a duty to perform. If these are done in good faith and follow Department requirements, the employee will not be liable even if the requirement was wrong (shakedown).
2. Discretionary acts - There is no duty, but there is authority to exercise discretion under the circumstances. If the employee actually has this authority, acts in good faith and has reasonable grounds for the action, the action will be protected against liability.

Note: Only where there is bad faith will a court award money damages. Bad faith will be found by the court if the employee really knew that the action was not proper or knew that the prisoner's rights were being violated.

### III. Constitutional Rights in Prison

- A. Background - These rights are incorporated in our Department policies and are directly related to the daily actions that employees have to take and especially pertinent to the filing and answering of grievances. It must be remembered at all times that the general principal is that prisoners do have constitutional rights. They can be restricted, but only when the administration shows specific reason why the exercise of the rights would interfere with the Department's interests in security, order or rehabilitation. How or why the exercise of the rights would interfere must be specifically shown. Even when the exercise of rights is regulated, this should be done in the least restrictive way that would still protect the Department's interests in security, order and rehabilitation. In brief, rights cannot be completely prohibited. They can be regulated, but in the least intrusive way compatible with the Department interests.
- B. The First Amendment: "Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or the right of the people peaceably to assemble, and to petition the government for a redress of grievances."

1. Religion

- a. Establishment or belief in a religion.
- b. Exercise or practice of a religion.

Problems

- 1) A number of prisoners state they are members of the Metropolitan Community Church, whose avowed ministry is to homosexuals. Many of the prisoners who state that they are members are known homosexuals. They ask permission to hold weekly religious services with an outside minister and you have determined that it is a legitimate religion. Will you approve their request? Why or why not?
- 2) Religious diets:
  - a. Twenty-five Jewish and Black Muslim prisoners file a joint grievance stating that their religions prohibit them from eating pork and are requesting pork-free meals. How will you answer them?
  - b. Members of the Universal Church request pizza and beer as sacraments at their monthly services. They present to you the bylaws of the church which do say that pizza and beer are the sacraments of that church. Will you allow them pizza and beer?

In answering these, remember that rights are not an all or nothing proposition; are there middle grounds in these two problems? What is the least restrictive method of regulation?

2. Speech

- a. Mail - The First Amendment rights of free citizens who wish to correspond with prisoners are protected; therefore, censorship must be independent of the First Amendment guaranteed freedom of expression and it also must further one of the interests of security, order or rehabilitation. In addition, minimal procedural safeguards of notice and opportunity to object to someone other than the person making the decision must be allowed when a letter is either censored or rejected.

- 1) Personal letters
- 2) Publications
- 3) Attorney mail

Wolff v McDonnell requires that special treatment be given to mail to and from attorneys since not only are First Amendment rights involved, but also right of access to courts and right to counsel.

## Problems

### 1) Personal Letters/Writings

When can the institution actually censor or refuse to deliver personal mail?

- a. The letter is from a segregated prisoner to a reporter and falsely represents the conditions in the institution?
- b. The letter is to a former prisoner and discusses a desire to escape?
- c. Incoming mail to a particular prisoner contains cards and pamphlets from an organization advocating racial supremacy? Only one such card?
- d. A prisoner keeps a notebook in his cell in which he writes. The material is seized during shakedown and found to be very racist and inflammatory. Can the institution legally confiscate the notebook?

### 2) Publications

- a. The magazine is a reputable hunting and fishing publication; the February issue has a feature which diagrams and breaks down a gun. Should it be delivered to the resident? The rest of the magazine is unobjectionable. There is no such article in the March or April issues, but there is one in June; should the institution prohibit all future issues of the magazine? What must the institution do if it is not going to deliver the magazine to the resident?
- b. A particular magazine has many pictures showing homosexual acts. This is banned by policy; therefore, there is no liability for an employee to withhold delivery, but what is the justification for the policy's prohibition?

### 3) Attorney Mail

Generally uncensored. If the resident requests, it must be opened in his or her presence and only to inspect for contraband. Department policy allows outgoing mail to attorneys to be sealed by the resident.

- a. A resident in segregation sends a sealed letter to a person and writes "attorney mail" on the envelope. Should the staff send it out without opening it?
- b. A resident is known to be representing himself on appeal, but sends letters to attorneys. Must these letters be specially handled as attorney mail?

### 4) Personal Appearance

Personal appearance as symbolic expression: This is not a clear-cut right but the issue of appearance is one that is frequently raised and the Department policy is quite liberal on this.

- a. Men's hair length is limited to no longer than the collar or three inches out from the head. Does not this regulation interfere with the prisoner's personal freedom? What is the rationale for the regulation? Is it the least restrictive means to achieve that purpose? Do not the same arguments apply to women?
- b. Is the prohibition on "clothing of the opposite sex" related to security?

3. Association-Visits

This is closer to a privilege than a right, but it still cannot be arbitrarily or discriminatorily denied. Visits with religious leaders and attorneys have extra protection since they involve additional rights than that of association. Personal visits, however, can be regulated.

- a. Can the Department prohibit residents from visiting with former residents? On what basis? Even if the former resident is a member of the immediate family?
- b. Can the Department prohibit contact visits? Under what circumstances?

C. Fourth Amendment: "The right of the people to be secure in their persons, houses, papers and effects against unreasonable searches and seizures shall not be violated, and no warrants shall issue, but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized."

1. Is it a search?
2. Is it unreasonable?
  - a. The legal question here is: Was there a reasonable expectation of privacy in the place being searched? If not, no warrant is necessary; therefore, generally no warrants are necessary in prison searches.
  - b. Was the manner of the search so abusive that it is unreasonable and, therefore, a violation of rights?
3. There are several effects to violating this amendment. Even material illegally seized can be used in an administrative hearing, such as a misconduct hearing. However, it will be excluded from a criminal prosecution. Further, an unreasonable search is a violation of rights and the employee can be sued, as discussed earlier.

Problems

- a. Assume it is the policy to strip-search all residents returning from visits; are the residents' rights violated if there are six employees in the room watching?
  - b. If a resident refuses to cooperate in the search, can the employee use force to accomplish the search?
  - c. If no contraband is found during the search, did the search violate the prisoner's rights?
- D. Eighth Amendment: "Excessive bail shall not be required, nor excessive fines imposed, nor cruel and unusual punishment inflicted." The standards used by the court are, were the "conditions so barbarous" as to "shock the conscience" or was there "an unnecessary and wanton infliction of pain?"
1. Conditions of confinement - The prisoner has the right to a decent and humane living environment; one that is not health- or life-threatening.
  2. Use of force and failure to protect.
  3. Medical care
    - a. Denial of medical care.
    - b. Inadequate or erroneous medical treatment.

Problems

- 1) Conditions of Confinement:
  - a. There was a disturbance three weeks ago in the yard and since then all outdoor recreation has been stopped. The general population residents are suing, stating that the deprivation of their "right to fresh air and exercise" is cruel and unusual punishment. Is it?
  - b. The conditions in the segregation block are being challenged because (1) rats and roaches are frequently in the cells and (2) the windows are frequently broken by inmates and, since it is winter, this brings a lot of cold air into cells near the windows causing constant colds on the part of those inmates. Do these conditions make it cruel and unusual? Does it make a difference if the Department has regularly brought in exterminators and tries to keep the windows repaired?
  - c. Resident Smith is in segregation; he set fire to his mattress, burned his clothes and broke the plumbing in his cell. He did the same thing last month when he was in detention for five days. The Deputy ordered that the destroyed items not be replaced for resident Smith. Is this subjecting Mr. Smith to cruel and unusual punishment?
- 2) Use of force and failure to protect:
  - a. The tower officer sees two residents striking another resident with his fist. May he shoot at him?
  - b. A resident refuses to move to another cell as ordered. His resistance is limited to refusing to get up and walk. How should he be moved? He is striking at the block officer with his fist. How should he be moved this time?

- c. Resident Smith asks to be locked up for his own protection; he states that "they" are after him, but will not give names or any other information. There are no cells left in segregation. Two days later resident Smith is beaten in his own room by two unknown residents. Are the employees liable for failing to protect Mr. Smith? What factors should be considered?

3) Medical care:

- a. Resident Jones was on sick call 28 times in two months, each time complaining of headache, dizziness and "eye trouble." The medical staff gives him aspirin each time and, after the first 10 times, also puts Visine in his eyes. His complaints persist. After several months an eye doctor finally examines him and diagnosis glaucoma. It can be arrested, but he has already lost 90 per cent of his vision in one eye and 40 per cent in the other. He sues, claiming that the inadequate medical treatment violated his eighth amendment right to be free from cruel and unusual punishment. Is the medical staff liable?
- b. Resident Brown is in administrative segregation. He complains to the block officer that his head hurts and he needs to see a doctor. The officer ignores Brown's complaints, since he is always complaining about something. Brown sues the officer for violating his eighth amendment rights. How would you decide the case?

E. Fourteenth Amendment: ". . . nor shall any State deprive any person of life, liberty or property without due process of law; nor deny to any person within its jurisdiction the equal protection of the laws."

1. Equal protection is nondiscrimination.
2. Due process
  - a. Access to courts - the Department may not interfere with the resident's right of access to the court; therefore, it cannot place severe burdens on the resident seeking judicial relief. This applies to legal mail and legal visits, although reasonable regulations can be made.
    - 1) Jailhouse lawyers - The Department must allow residents access to the assistance of other residents unless a reasonable and viable alternative is available.
    - 2) Law libraries - The Department of Corrections has a constitutional duty to provide law libraries for the use of prisoners' access to the courts.

Problems

- a. Can the prison take a survey to determine the population's interest in the law library and then not provide a library if it finds that less than 5 percent of the prisoners are interested in using one?
  - b. Can legal mail be to anyone other than an attorney?
  - c. The Supreme Court has said that Departments must allow jailhouse lawyers to assist others if no reasonable alternative is available. However, can the institution regulate when the two can meet, for how long and prohibit payments, etc.? Must mail between jailhouse lawyers and their "clients" be treated as legal mail?
- b. Disciplinary Hearings - Constitutional protection before earned good time may be forfeited.

Problems

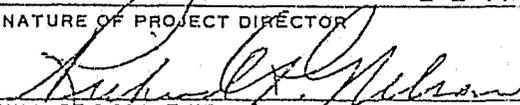
- 1) Resident Smith is caught assaulting another resident. He has a misconduct hearing and loses three months good time. Can he still be prosecuted downtown for the assault?
- 2) At the misconduct hearing resident Jones demands that the officer who wrote the report be present for questioning. The hearing officer denies this. Is this proper?

PDC/pb

September, 1977  
Penelope D. Clute  
Hearings Administrator

Forwarded to  
LEAA

MBT

 <p>U. S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION</p> <p>APR 27 1977</p>	<p>4/28/77 DISCRETIONARY GRANT 193391 djm PROGRESS REPORT</p>		
<p>GRANTEE Michigan Office of Criminal Justice Programs Lewis Cass Building Lansing, Michigan 48913</p>	<p>LEAA GRANT NO. 75-ED05-0013</p>	<p>DATE OF REPORT 4-20-77</p>	<p>REPORT NO. 7</p>
<p>IMPLEMENTING SUBGRANTEE Michigan Department of Corrections Stevens T. Mason Bldg. Lansing, Michigan 48909</p>	<p>TYPE OF REPORT <input checked="" type="checkbox"/> REGULAR QUARTERLY <input type="checkbox"/> SPECIAL REQUEST <input type="checkbox"/> FINAL REPORT</p>		
<p>SHORT TITLE OF PROJECT Goals and Standards for Corrections</p>	<p>GRANT AMOUNT \$885,150</p>		
<p>REPORT IS SUBMITTED FOR THE PERIOD 1-1-77</p>	<p>THROUGH 3-31-77</p>		
<p>SIGNATURE OF PROJECT DIRECTOR </p>	<p>TYPED NAME &amp; TITLE OF PROJECT DIRECTOR Mr. Richard K. Nelson, Deputy Director Michigan Department of Corrections</p>		
<p>COMMENCE REPORT HERE (Add continuation pages as required.)</p>			
<p>This project is designed to implement selected goals and standards which have been developed by the State of Michigan in the area of Corrections Reform. The project consists of four components as follows:</p> <p>I. Classification</p> <p>Objective - Improve the relevance of classification recommendations to each prisoner's actual program needs and to involve the prisoner in the determination of these needs.</p> <p>Staff - (3) Performance Contract Coordinator 09's (1) Steno 05</p> <p>II. Probation Improvement</p> <p>Objective - To upgrade total operations of the Bureau of Field Services through improvements in organization and management and strengthening program planning capabilities.</p> <p>Staff - (8) Senior Probation/Parole Agent 12's (converted to the newly created position of Area Manager 13) (8) Steno 05's (1) Senior Program Planner 14</p> <p>III. Community Development Services Unit</p> <p>Objective - To provide a unified system of linkages between existing community resources and offenders, and expanded use of a successful program.</p> <p>Staff - (2) Senior Probation/Parole Agent 12's (1) Probation/Parole Agent 11 (1) Steno 05 (1) Clerk Typist 04</p> <p>IV. Due Process</p> <p>Objective - Development and implementation of policies and procedures relating to due process safeguards of offenders and to insure uniformity and efficiency in the conduct of all administrative hearings affecting them.</p> <p>Staff - (1) Hearing Examiner 13</p>			
<p>RECEIVED BY GRANTEE STATE PLANNING AGENCY (Official)</p>			<p>DATE</p>

## II. Probation Improvement

### Objective

To upgrade the total operations of the Department of Corrections, Bureau of Field Services through improvements in organization and management and strengthening program planning capabilities.

### Evaluation

1. Provisions for additional middle management staff and the relationship and importance to organizational change.

Regionalization of the Bureau of Field Services was explained in detail in preceding progress reports. The objectives of regionalization: geographic composition of the regions and staffing patterns were explained. This grant provides funding for the area managers and secretarial support which are essential components of regionalization. New developments during this quarter include:

- A. The eight area manager positions provided by this grant are in place.
- B. The expansion of field services provided through legislative appropriations for Fiscal Year 1976/77 is now essentially complete. This consisted of the additional 201 new positions including field agents, senior agents and secretarial support. This has been a tremendous undertaking requiring considerable time on the part of a great many.
- C. Training has been an important accomplishment during the quarter. In January senior agents received a two day training experience on techniques of supervision. In February all regional administrators, area managers and most central office staff received a three day seminar on administrative and management techniques and goals. April will mark the completion of a forty hour basic training program for each new agent.

Several sessions were held. In conjunction with this we have developed a performance assessment process and will start with the new agents prior to their scheduled second forty hour session of specialized training.

- D. Management continues to sort out various responsibilities that must be assigned to the various supervising levels under our regionalization effort. We have scheduled a three day session for field managers during which time this sorting will occur. This will lead to development of specific job descriptions that more adequately reflect the kind of decisions each level of supervision will be responsible for. It will then be necessary to adjust the appropriate Bureau of Field Services procedures to reflect the assignment of the various responsibilities.

The significant changes and improvements within Bureau of Field Services procedures and programs created thru Goals and Standards, regionalization and staff expansion (which are all interrelated) will be evaluated and reported in the final progress report.

2. Provisions for a Senior Program Planner in the Bureau of Field Services.

The duties and responsibilities of the Senior Program Planner were outlined in preceding progress reports. Major activities and accomplishments during the quarter ending 3-31-77 include:

- A. Implementation of a revised Bureau of Field Services reporting system to provide information required by the Legislature, Bureau of Management and Budget and the Federal Government.
- B. Monitor and fulfill reporting requirements of federal and state grants including Goals and Standards, Comprehensive Offender Program Effort, CETA Employment Specialist Program and Substance Abuse Plan. Includes attendance at legislative hearings supporting expansion and state assumption of programs and budgets.
- C. Preparation of Bureau of Field Services budget estimates for 1977/78.
- D. Monitor Bureau of Field Services urine screening program for parolees and correction center residents. Included preparation of contracts with (3) laboratories for pick up, analysis and reporting results. Executed policy directive to govern the urine screening program in the field.
- E. Screen selected federal prisoners for placement in Bureau of Field Services correction centers and monitor provisions of the contract.
- F. Screen state prisoners with substance abuse problems and coordinate placement in state-wide therapeutic communities. Monitor provisions of our contract with seven therapeutic communities. During this quarter we have placed a high of nearly fifty prisoners in such facilities.
- G. Act as liaison between the Office of Substance Abuse Services and Bureau of Field Services to ensure that field staff are aware of and make use of licensed substance abuse programs and services in the community. Assisted in placing ten field agents in substance abuse in outstate training programs thru scholarship awards.
- H. Monitor additional Bureau of Field Services contracts.
- I. Respond to inquiries and requests for information made by governmental agencies, universities, students, consulting firms and the public.

## GOALS AND STANDARDS QUARTERLY REPORT

### COMPONENT - CLASSIFICATION

This quarterly progress report for the classification component covers the three month period from January 1, 1977, through March 31, 1977. The program this grant helps implement is the Parole Contract Program.

The classification component of this grant supports the three parole contract positions at the Michigan Training Unit, the State Prison of Southern Michigan and the Muskegon Correctional Facility. Table 1 shows the monthly contract totals (proposed and active) for these three institutions.

At the end of this quarter, there were 402 active contracts. Table 2 shows an institution by institution listing of contract numbers.

The Department is still experiencing a tremendous intake of new residents. This is causing problems for the program because of the large number of interinstitutional transfers. These transfers are needed to make room for the incoming residents, but the result is the transfers sometimes disrupt individual contracts. Numerous transfers have also caused problems locating individuals possessing contracts. We are still working with the Office of Management Services and the Systems Development Division in developing a computerized operation to deal with this situation. In the meantime, a centralized file card system has been developed in which all contract transfers are recorded. This procedure seems to be operating satisfactorily.

A recent check of parole contracts at several institutions revealed that many of the individuals were placed in the designated programs considerably after the required starting date. The new card filing system should help in monitoring whether individuals are being properly placed before major problems develop.

A new contract form has been developed to comply with the January 20, 1977 Director's Office Memorandum redefining misconducts within three categories; (1) assaultive or violent; (2) acts of serious insubordination; (3) threats to the good order and security of the institution (memorandum attached). Part 5, Paragraph 2 of the old form does not define an "act of serious insubordination" as established by this new procedure. The old form is being attached for review and the new form will be provided when available from the printers.

Two new Parole Board members have begun serving on the Board. Consequently, a meeting was held March 10, 1977 to discuss program expansion. The Director, Deputy Director, Parole Board members, Deputy Director in Charge of Treatment, Administrator of Psychological Services at Reception, and the Contract Coordinator attended the meeting. The Director addressed the group and: outlined historical developments within the program; suggested a method of negotiating contracts; proposed a method of expansion, based on the Department's risk

study (risk information was included with the September 30, 1976 quarter report). The decision was made to expand the program to include prison repeaters and long termers. Given overall limitations placed on the Parole Board by the increasing prison population, it was agreed the contract program will not expand beyond 25% of the total R&GC intake. In actual terms, only those with a minimum of four years or more, excluding individuals with life sentences, and those who have no more than two prior prison commitments, will be eligible. This policy will become effective June 1, 1977.

Information has been gathered which, although not being handled directly by the Contract Coordinators funded under this grant, is relevant to the purposes of the grant. Therefore, the conclusion of a brief study concerning contract terminations (3-3-77 memo to Leonard R. McConnell, Chairman of the Parole Board) is being included with this report.

ZT:evb

Attachments

TABLE I

Number of contracts per institution (institutions with contract coordinators)

	ACTIVE	PROPOSED	ACTIVE	PROPOSED	ACTIVE	PROPOSED
MTU	65	77	60	76	47	28
MUSKEGON	117	29	103	29	94	29
SPSM	73	39	67	27	60	20
	Jan. 1977		Feb. 1977		March 1977	

TABLE II  
INSTITUTIONAL CONTRACT TOTALS

Correction Centers	64
Michigan Training Unit	47
Michigan Reformatory	11
Camps	95
Muskegon	94
Cassidy Lake	20
Jackson	60
Riverside Correctional Facility	4
Marquette	1
Detroit House of Corrections	6
TOTAL	402

STATE OF MICHIGAN



WILLIAM G. MILLIKEN, GOVERNOR

CORRECTIONS COMMISSION

DEPARTMENT OF CORRECTIONS

STEVENS T. MASON BUILDING, LANSING, MICHIGAN 48913

Florence R. Crane, Chairperson  
G. Robert Cotton, Ph.D., Vice Chairperson  
Thomas K. Eardley, Jr.  
B. James George, Jr.  
Duane L. Waters, M.D.

PERRY JOHNSON, DIRECTOR

January 20, 1977

DIRECTOR'S OFFICE MEMORANDUM 1977 - 2

TO: Wardens and Superintendents

FROM: Perry M. Johnson, Director 

SUBJECT: Major and Minor Misconduct - Personal Bond

Attached is the listing of major and minor misconduct violations which were sent to you on October 22, 1976. Only misconducts appearing on this list, or specific rules contained in the Resident Guidebook or posted on housing unit bulletin boards, etc., can be charged.

This memo also defines which violations are nonbondable and thus supersedes the separate institutional lists. The mandatory nonbondable charges are indicated with an asterisk (\*) on the attached list and are:

1. Escape; attempt to escape
2. Homicide
3. Assault
4. Intimidating or threatening behavior
5. Sexual assault
6. Fighting
7. Incite to riot or strike; participation
8. Dangerous contraband



*Perry*  
*2013*

All other violations are normally bondable. However, the reviewing officer has the authority to place a resident in segregation or on top lock pending a major misconduct whenever placing the resident on bond would present a threat to other persons, or to the good order and security of the facility. In order to do this, the reviewing officer must provide a complete written statement on the misconduct report explaining why it would present a threat to place the resident on bond. All minor misconduct violations remain bondable.

If you have any questions about this matter, please feel free to contact my office.

PMJ:cjr

Attachment

## MAJOR AND MINOR MISCONDUCT

Following are descriptions of resident behavior which is prohibited and subject to disciplinary sanctions. The left-hand column lists and defines the violations—any behavior that fits the definition is misconduct. In the right-hand column are specific common examples of behavior fitting under the rule violation. These are just examples; other actions that fit the violation definition are also misconduct even though they are not mentioned in the right-hand column. The violations are divided into major and minor misconduct. However, repeated misconduct will always be handled as major.

In addition to the violations which follow, three other kinds of charges are possible: accomplice, attempt, or conspiracy to commit a specific violation.

- 1) ACCOMPLICE - A resident who assists another to commit a specific misconduct or, after it is committed, conceals the violation from the authorities. The charge should be "accomplice to assault," etc. then describe what the resident allegedly did. Examples of this include: "jiggaring," lookout, holding down a victim, allowing use of cell/room for commission of a violation.
- 2) ATTEMPT - A resident intends to commit a specific rule violation and does something towards committing it, even though he or she may not have succeeded.
- 3) CONSPIRACY - A resident intends to commit a specific violation and agrees with at least one other person to commit the violation. No action is necessary.

Many rule violations necessarily include other less serious violations. This is where the violations are similar and have common facts or elements. For example, the "lesser included" violations of escape are: attempted escape, out of place, missing count and late furlough return. Being insolent to an officer is a lesser included violation of threatening an officer; fighting may be a "lesser included" of assault. When a resident is charged with misconduct and the evidence does not support the particular violation charged but does establish a lesser included violation, the hearing officer or committee does have the authority to find the resident guilty of the lesser included violation.

MAJOR RULE VIOLATIONS

COMMON EXAMPLES

- \* Escape; Attempt to Escape  
Leaving or failing to return to lawful custody without authorization. Failure to return within two hours after designated time from furlough or pass will be charged as ESCAPE. ESCAPE is a felony and will always be referred to the prosecutor.

Leaving from hospital trip or while housed at hospital; hiding from authorities even if still on prison property.

Any act that would be a felony if prosecuted under Michigan law is also a major misconduct violation.

Extortion; receiving stolen property; fraud.

ASSAULTIVE OR VIOLENT VIOLATION

- \* Homicide  
Causing the death of another person by any means.
- \* Assault  
Physical confrontation where one party is the victim and the other is the assailant. Injury is not necessary, but contact is.
- \* Intimidating or threatening behavior  
Words, actions, or other behavior expressing an intent to injure, which place another in fear of being physically harmed or assaulted. Includes attempted assault.
- \* Sexual Assault  
Physical confrontation for sexual purposes, where one party is the victim and the other is the assailant. Non-consensual physical contact for sexual purposes.

Attack by one or more persons; striking with feces or other objects; physical resistance of, or interference with, an employee.

- \* Fighting  
Mutual physical confrontation, including a swing and miss, even where not done in anger.

Fight between residents, whether with fists, broom handles or other weapons

ACTS OF SERIOUS INSUBORDINATION

Disobey a direct order  
Refusal or failure to follow a valid, reasonable order.

Refusal to obey an order or instruction; failure to answer call; failure to report to assignment.

Possession of Forged Documents; Forgery

Knowingly possessing a falsified document; altering or falsifying a document with the intent to deceive or defraud.

A fake pass, application, furlough papers, etc. which is represented to be true.

\*Incite to Riot or Strike; Rioting or Striking

Encouragement of action to disrupt or endanger the institution, persons or property. Participation in such action.

Interference with the Administration of Rules.

Acts intending to impede, disrupt or mislead the institutional disciplinary processes.

Intimidating or tampering with an informant or witness; tampering with evidence; destroying or discarding a disciplinary action (flimsey); interfering with an employee writing a misconduct report.

Bribery of an Employee

Offering to give or withhold anything to persuade an employee to neglect duties or perform favors.

Lying to an Employee

Providing false information to an employee under any circumstances.

Insolence

Behavior, including touching, gestures and language, which intends to harass, annoy, show disrespect, or cause alarm in an employee.

Cursing; abusive language, writing or gesture directed at an employee

Destruction or Misuse of State Property

Any destruction, removal, alteration tampering, or other misuse of state property, including state clothing and food.

Alteration of earphones; tampering with locking device; door plug; throwing brakes; burning mattress.

THREATS TO THE GOOD ORDER AND SECURITY OF THE INSTITUTION

\*Dangerous contraband

Possession of weapon, explosives, acids, caustics, materials for incendiary devices, escape materials. Possession of "critical" tools.

Gasoline, sulphuric acid, lye, prison-made knives, pipe bomb, rope and grappling hook.

Possession of money

Any money other than 50 pennies is contraband

Creating a Disturbance

Actions of a resident resulting in disruption or disturbance, but not endangering persons or property

Excessive noise.

Sexual Misconduct

Consensual touching of the sexual or other intimate parts of another person, done for the purpose of gratifying the sexual desire of either party. ALSO, imitating the appearance of the opposite sex. (NOTE: the embrace authorized at the beginning of a visit is not misconduct.)

Kissing, hugging, intercourse, sodomy. Clothing of the opposite sex; men wearing make-up.

Substance Abuse

Possession, selling or providing to others, or under the influence of any intoxicant, inhalant, controlled substance or marijuana.

Two in a Cell/Room

No resident may be another's cell or room unless specifically authorized.

Out of place or bounds/AMOL

Being anywhere without the proper authorization; being absent from where required to be. ("Skating" in own housing unit during the day is a minor.)

"Skating" in another block; no pass or I.D. card; misuse of pass; missing count failure to return on time from furlough, but returned within two hours of deadline.

Theft

Any unauthorized taking of another person's property.

Cell theft

Gambling; Possession of Gambling

Paraphernalia

Playing games or making bets for money or anything of value

Betting slips

## MINOR RULE VIOLATIONS <sup>1</sup>

## COMMON EXAMPLES

### Misdemeanor

Any act that would be a misdemeanor if prosecuted under Michigan law is also a minor misconduct violation, unless specified elsewhere as a major.

### Abuse of privileges

Intentional violation of any department or institutional regulation dealing with resident privileges, unless it is specified elsewhere as a major.

Violations of rules or regulations, regarding visits, mail or telephone; improper fund transfer; unauthorized legal assistance.

### Contraband

Possession or use of non-dangerous property which a resident has no authorization to have, where there is no suspicion of theft or fraud.

Unauthorized items; anything with someone else's name or number on it; Excessive store items

### Health, Safety or Fire Hazard

Creating one of the above dangers by act or omission.

Dirty cell; smoking in unauthorized areas; lack of personal hygiene.

### Temporary out of place/bounds.

In own housing unit, during the day. Out of place for a brief time or adjacent to where supposed to be.

Tardy for count or assignment; on gallery outside own cell.

### Unauthorized Communications

Any contact, by letter, gesture or verbally, with an unauthorized person or in an unauthorized manner.

Love letters to another resident; passing property on a visit either directly or through a third person.

### Violation of Posted Rules

For example, of housing unit, dining room, work or school assignment which are not covered elsewhere.

Violation of kitchen sanitary regulations wasting food; excessive noise in housing, unit, playing TV or radio without earphone.

<sup>1</sup> The second violation within 30 days or 4th within a year's time (from the 3rd preceding violation, no calendar year) shall be charged and processed as a MAJOR.

# CONTRACT SERVICE PROGRAM AGREEMENT

CSO-250A REV.10/74

This agreement made this day between \_\_\_\_\_, no. \_\_\_\_\_, the Bureau of Correctional Facilities, the Bureau of Field Services and the Michigan Parole Board, upon all parties hereto being fully and completely informed in the particulars, the parties do hereby contract and agree as follows:

## PART I — RESIDENT

I, \_\_\_\_\_, no. \_\_\_\_\_, understand and agree to successfully complete\* the objectives as they are specifically outlined in Part IV below in consideration for a specific date of parole. I understand that programs offered at Bureau of Correctional Facilities institutions outlined in Part IV must be completed before I may take part in programming offered by the Bureau of Field Services. I understand that, at any time, I may submit a request to my assigned counselor for renegotiation of this contract. I will to the best of my ability carry out the objectives of this contract, and realize that failure to do so will cancel and negate the contract.

## PART II — BUREAU OF CORRECTIONAL FACILITIES/BUREAU OF FIELD SERVICES

I, \_\_\_\_\_, representing the Bureau of Correctional Facilities, agree to provide the necessary programs and services at institutions within the Bureau of Correctional Facilities as specified in Part IV below in sufficient time to enable \_\_\_\_\_, no. \_\_\_\_\_, to successfully perform and complete the objectives of this contract.

I, \_\_\_\_\_, representing the Bureau of Field Services, agree to provide the necessary programs and services associated with work release, work study and/or community residential placement as specified in Part IV below in sufficient time to enable \_\_\_\_\_, no. \_\_\_\_\_, to perform and successfully complete the objectives of this contract.

## PART III — PAROLE BOARD

We, \_\_\_\_\_ and \_\_\_\_\_, of the Michigan Parole Board agree to order a parole for the above named resident on or before \_\_\_\_\_, 19\_\_\_\_, contingent upon his successful completion of the objectives mentioned in Part IV below.

## PART IV — OBJECTIVES (List and number each separately.)

[Empty space for listing objectives]

PART IV .. CONTINUED

PART V — CONDITIONS UNDER WHICH THE CONTRACT MAY BE VOIDED

1. I understand that, during the course of this agreement, should I commit an act which, if dealt with in a court of law, could result in conviction for a criminal offense (felony or misdemeanor), this agreement is subject to renegotiation or termination.
2. I understand that if I commit more than one infraction of rules and regulations promulgated by the Department of Corrections regarding resident behavior in any thirty day period or any act of serious insubordination, attempt to escape or escape this contract is subject to review. The terms may be renegotiated or the agreement terminated.
3. I understand that it is my responsibility to protect that level of custody to which I am assigned after transfer from the Reception and Guidance Center. Should this agreement call for a reduction in custody, (for example, a transfer to a community residential placement), it is my responsibility to assure that I continue to be eligible for a transfer to that reduced custody status. I further understand that should I fail to progress to reduced custody status, or should I transfer to an increased custody status, this agreement is subject to review. The terms may be renegotiated or the agreement can be terminated.
4. I understand that should I commit an act which may be considered a breach of contract under paragraphs 1 thru 3 above, before the effective date of parole in Part III, the Parole Board may suspend the order of parole pending the outcome of an administrative hearing regarding the possible breach of contract.
5. If previously unknown information regarding pending felony prosecution or detainers from other jurisdictions become available, this agreement is subject to review and the terms may be renegotiated or the agreement may be declared null and void. I understand that should a detainer be lodged against me by another jurisdiction, the commitment to parole in Part III above shall be subject to that detainer.

SIGNATURE RESIDENT	DATE	MEMBER — PAROLE BOARD	DATE
CORR. FAC. REPRESENTATIVE	DATE	MEMBER — PAROLE BOARD	DATE
FIELD SERVICES REPRESENTATIVE	DATE	MEMBER — PAROLE BOARD	DATE

\*Successfully completed for the purpose of this contract means completed with a passing grade or evaluation of satisfactory within the reasonable capabilities of the resident, for the specific program or service objective being evaluated by the responsible staff member assigned to the individual program or service objective.

MICHIGAN  
DEPARTMENT  
of  
CORRECTIONS

FROM Zbigniew Tyszkiewicz

SUBJECT: Parole Contract Disciplinary Terminations

MEMORANDUM

This is a follow-up to the September 21, 1976 memo concerning Disciplinary Contract terminations (attached). You had originally requested information concerning any trends or relationships between types of offenders being terminated and reason for termination.

The original data was collected for a two month period (5/18/76 through 8/13/76), during which 84 cases were terminated. This memo covers an additional two month period during which time 81 Contracts were terminated for disciplinary violations.

#### ASSAULTIVE/NONASSAULTIVE OFFENSES

The initial study revealed a slightly greater number of offenders serving for an assaultive crime being terminated for disciplinary reasons compared to those serving a nonassaultive crime. This difference maintained for this follow-up. In fact, controlling for the fewer number of offenders with assaultive convictions within the program (37% as compared to 63% for nonassaultive) this difference is not only statistically significant, but also indicates that the assaultive offenders violate at a rate 33% greater than expected, whereas the nonassaultive violate at a rate 40% less than expected!

Furthermore, it would appear there is a difference in terms of the severity of the crime for which the assaultive cases are terminated. This is surprising as the initial study indicated there was no real difference as to the type of misconduct the assaultive offenders were generally terminated for. However, in October, 1976 the Department redefined major misconducts within three categories: (1) assaultive or violent; (2) acts of serious insubordination; (3) threats to the good order and security of the institution. Recoding the entire sample in terms of these three categories shows a statistically significant difference between assaultive and nonassaultive violators. Those violators with assaultive sentences had more misconducts in the first two categories (assault, insubordination) as compared to the nonassaultive group. The nonassaultive violators were generally terminated for misconducts in the third category (threat to good order).

#### SUBSTANCE ABUSE

In the latter sample, we did not have nearly as many Substance Abuse violations as in the original. This would indicate not nearly as many violate for this reason as originally believed. However, of all the contracts terminated for Substance Abuse violations, the percentage of those having an objective calling for Substance Abuse involvement

still remains high (84%). This reinforces earlier indications that we do seem to correctly identify those with potential problems in this area and we are placing these individuals in Substance Abuse Programming as part of the Contract agreement.

TZ:stf

cc: Robert A. Berles

TO: Leonard R. McConnell

DATE: 9-21-76

FROM: Zbigniew Tyszkiewicz

SUBJECT: Parole Contract Terminations

MEMORANDUM

This is in reference to the meeting of May 17 in which you suggested we collect and analyze data regarding Parole Contract terminations. At that time, you suggested we evaluate the process to see if there are any consistencies in terms of the terminations. You were curious as to who was being terminated, for what reason, if any relationship existed between the termination misconduct and the nature of the prison sentence and how soon into the system the terminations were occurring. The following is an attempt to answer these issues:

Data was collected for nearly a two-month period (5-18-76 through 8-13-76). During this period, 84 cases were terminated (given a Reason Code 30) for disciplinary action incurred at the receiving institution. Racial composition was 41 white and 43 nonwhite. Average length of time from entry into the Department until the signing of the Parole Contract was 4.32 months for these cases. Average length of time from signing to the termination date for the 84 cases was 9.6 months.

#### Assaultive/Nonassaultive Offenses

A larger number of those offenders who were serving for an assaultive sentence (actual sentence, not behavior during the crime) were terminated than offenders serving for a nonassaultive offense. The ratio was 47 to 37 respectively, but this difference was not statistically significant. However, if this difference holds for a larger number of terminations, then it is quite likely that it could be statistically significant. At any rate, we will continually follow up to see if, in fact, this is the situation.

There was also no real difference as to the type of misconducts the assaultive offenders were terminated for. One could expect assaultive offenses to be terminated for assaultive misconducts, but this did not prove to be the situation with our sample of terminations. In fact, no category of misconduct was particular to either the assaultive or nonassaultive groups.

The assaultive group did go for a longer period of time after signing the Contract before terminating, than the nonassaultive group. The average length of time for the assaultive group was 10.85 months, compared to 8.16 months for the nonassaultive. However, on closer inspection it was evident that, on the average, the assaultive group had a greater minimum sentence than the nonassaultive group. Controlling for this factor evidenced no difference between the two groups.

Substance Abuse

The greatest single category for which we terminated Contracts was in the area of Substance Abuse. Almost 43 per cent of the terminations were for some type of Substance Abuse violation. It is also interesting to note that of all the cases terminated for some type of Substance Abuse violation, over 69 per cent had a stipulated Substance Abuse objective on the Contract. This, at least, would seem to indicate that we are properly identifying those who do have potential problems in this area and we are placing a Substance Abuse objective on their Contract.

However, Substance Abuse offenders were not particular to any one group. That is, assaultive and nonassaultive offender groups had equal portions of those who violated for Substance Abuse reasons, as did groups of offenders lumped together according to their time element.

An interesting point is that those who eventually violate for Substance Abuse reasons go for a significantly longer period of time before being terminated, and terminate much closer to their SGT minimum than those who are terminated for non-Substance Abuse reasons.

Psychometric Scores

There was no difference or discernable pattern regarding time of termination (either after the signing of the Contract or prior to the SGT minimum) when charted against ACE scores. It does not appear those with low ACE scores terminated more often or sooner than those with higher ACE scores. Throughout the sample, the ACE scores seem to be widely distributed between both high and low.

Delayed Signing of the Parole Contract

As mentioned above, the average length of time from entry into the system to the signing of the Parole Contract seems to be in the neighborhood of four months. However, we are still processing terminations on offenders who came into the system in 1974 when signing of the Contract was initiated prior to the resident's transfer from the Reception Center. In the present sample, these residents have gone considerably longer periods of time before being terminated than some of the later cases. This causes one to wonder if early signing of the Contract somehow makes an individual a better risk in terms of completing his Parole Contract or, at least, going for a longer period of time and being a better institutional behavioral case than in those situations where there is a considerable delay in signing.

To further assess the situation, 50 cases were selected from 1974 (the average time before signing being 1.2 months) and compared to the 50 cases in 1975 (average time before signing being 3.96 months). The average length of time before termination for the 1974 cases was slightly over 10 months; whereas, the average length for the 1975 cases was roughly

6.5 months. This seems to suggest that the 1974 cases fared better than the 1975 cases, at least in the length of time prior to termination and possibly, even in the number that successfully completed their Parole Contract.

In checking the 1974 accumulative totals compared to what we have so far for 1975, we do have a greater number of successful Contract completions in 1974 (34.24 per cent), but the total verdict is not yet in on the 1975 cases. We still have 114 active 1974 cases, but this compares to 239 active 1975 cases which could go either way towards either being terminated or successfully completing the Contract. What is evident, however, is that in 1974, we did have, by far, a fewer amount of voluntary resident terminations of either proposed or active Contract (3.8 per cent) that is compared to the 1975 total which is already in excess of 13 per cent.

ZT:gch

cc: Bob Berles

Department of Correction

Community Sers. Unit

Region I

ACTIVITY REPORT

Jan. 1, 1977-March 31,77

Objective I

To provide a unified system of linkages between existing community resources and offenders, and expanded use of successful programs

Evaluation

The following activities have been directed towards achieving the above objective.

COMMUNITY LAISON COMPONENT

1. CETA-Office of Manpower  
The community liaison representative continues to utilize CETA-Training Programs for clients desiring to obtain a skill or in need of work experience; 6 - clients entered Chrysler Training program; 2 - clients were placed in stenographer training.  
Projected plans -  
Ms. Quarles met with CETA Representatives in March to promote more placements for our clientele. We have hopes that a sizeable number of clients will be considered for programs being established under Detroit Title 6 Public Service Employment programs. This program pays as much as \$10,000/year to its participants.
2. GOIC (Greater Opportunities Industrialization Center)  
During March, Ms. Quarles and Sandra Johnson met with GOIC representative to generate Auto Mechanic and Clerical training position for our Correction Center clients. Follow up meetings are scheduled for April at which time a firm commitment and financial stipends are hoped to be arranged.
3. Community Services Bulletins  
CSU has provided Region I staff with the following information on Community Resources during the quarter.
  - Resource Bulletin re: Licensing Information
  - Resource Bulletin re: Consumer Complaint Agencies
4. P.A. 244(1976) Community College Program  
Ms. Quarles arranged for the registration of Corrections clients at Wayne County Community College. Registration date is set for 4-20-77, and is at no cost to the clients under provision Public Act 244. The clients will receive a half day of special orientation given by the Assistant Registrar of that institution.

EMPLOYMENT SERVICES COMPONENT(ESC)

1. The Bonding  
CSU continues to arrange for bonding through MESC for corrections clients referred by Parole Offices and Correction Centers.
2. Project HIRE  
ESC continues to regularly and actively be involved with the organization Project HIRE (local organization whose objective is to generate employment for offenders substance abusers and alcoholics).
3. Northwest Business Alliance  
The entire ESU STAFF gave a presentation to the above organization in March. This organization has approximately 35 businesses located in the Northwest area of Detroit. The purpose of the presentation was to generate employment for the offender.
4. Cassidy Lake  
Mr. Kaplan held a vocational counseling session at Cassidy Lake during March. Three clients were serviced and interviews were arranged for them during their furlough time. One client did obtain employment from this opportunity.
5. Employment Statistics  
During this quarter the following employment related activities occurred  
- ESU Job Developers accomplished these activities:
  - New employer contacts = 372
  - Employer follow up = 487
  - New clients enrolled for ESC  
Services - intake and were provided  
employment counseling = 225
  - Clients placed in employment  
by ESU staff = 82
  - Clients who obtained their own job = 63
  - Clients active unemployed on ESC  
caseloads at end of this quarter = 103

## Objective II

To upgrade employee inter-personal skills and improve staff communication in Det/Wayne Cty.

### Evaluation

The following activities have been directed at achieving the above objective

- In Service Training

MENTAL HEALTH on February 18, 1977, CSU planned and coordinated a seminar on Mental Health was held for Region I professional staff. The format included a 4-member panel of mental health professional who addressed the areas; Evaluation/Identification, Crises Intervention, Community Treatment and Adjudication. The panel participants were: Shirley Vaughn, Chief Clinical Psychologist, Detroit Psychiatric Clinic Recorders Court; Joseph Dulka M.D., Director - Crises Center, Detroit General Hospital; Jerry Willings, Deputy Director for Programs, Detroit Central Community Health Centers, and Wilbur Radar, Director; Wayne County Mental Health Div - Probate Ct. Barry Mintzes acted as moderator and provided Region I staff with an overview of Mental Health and Corrections.

### CASE MANAGEMENT BY OBJECTIVE

On March 31, CSU planned and coordinated a training session on Case Management by Objective. Geraldine Ellington, Director of Social Work University of Detroit presented the session. She dealt with Value clarification, self awareness, and self discipline and goal orientation. She emphasized the need for treatment plans and differential diagnosis of clients.

- New Employee Orientation

Howard Kaplan, participated in the New Employee Orientation, directed by Marvin May in Lansing on 2-18-77 and 3-25-77. The CSU will continue to provide this service when requested. The topic was "Employment and Community Resources".

- CSU Staff Training

Denise Quarles, the new community liaison representative has been attending Forums on Volunteerism to become familiar with this area.

Sandra Johnson toured DeHoCo Womens Division during March to become sensitized to the female offender. While there, she made a presentation to a group of inmates on Developing Employability Skills.

Jeffrey Staples met with Vocational Rehabilitation to improve his employer identification skills.

### Objective III

To educate the public with regard to corrections, to encourage support for expansion of community based correction and to solicit additional services for offenders.

### Evaluation

#### - Northwest Inter Agency Council

CSU continues to participate of this council, which represents 120 human services agencies(public and private) which service the Northwest area of Detroit. Michele Hunt was voted Vice President of the council, in January, 1977 and Denise Quarles, assumed the position as program chairperson, in February, 1977. On January 27, 1977, writer, was planning for a forum on "Trends in Northwest Detroit", given by the council. Mayor Coleman Young keynoted the forum, followed by panel participants: Judge Michael Connor - Records Ct., Dr. Lillian Bauder-Chairperson - University of Detroit, Rev. James Wadsworth - Ministerial Alliance and Darwin Harper - N.W. Business Council, Gerald Driggs - President Northwest Inter Agency Council and Michele Hunt, Vice president of the Council. The forum received local television coverage, and Department of Corrections was given credit for its success.

The next Council Forum will be on Criminal Justice. There was much activity by Program Chairperson, Denise Quarles in March in coordinating this forum. It should be noted that one workshop in the forum is planned to cover the topic "Hiring the Offender".

#### - Equal Justice Council

On January 15, 1977, Mr. Jeffrey Staples, Employment Developer and writer represented the Department on a Youth Forum on "The Criminal Justice System" given by the Equal Justice System. Mr. Staples address "Vocation on Careers" writer address "improving community/Criminal Justice System relations.

Writer received a significant amount of T.V. coverage on all local stations (2, 4, and 7) on the 6:00pm and 11:00pm News. The coverage was quite positive and identified the Department of Corrections. Corrections was the only participant to receive any coverage. It should be noted that we gained a great deal of positive milage from this experience, and since then have been called to address many community groups. In addition, the community people and agencies have begun to call on CSU in an advisory capacity for the planning of seminars and affairs dealing with criminal justice.

#### - Speaking Engagements

- Cass Technical High - January 15, 1977  
Topic = Criminal Justice System = Michele Hunt Williams
- Grosse Pointe North High - January 26, 1977  
Topic = Probation & Parole = Michele Hunt Williams
- Oakland University - February, 1977  
Topic = Vocational Opportunities for Inmates" - Showed Film  
"Freedom for Sale" = Sandra Johnson, Empl. Developer

- Gilcrest College - February 26, 1977  
Students came to Region I and were address on Corrections  
by Denise Quarles
- Schoolcraft College - March 24, 1977  
Topic = Michigan Department Corrections = Denise Quarles

Speaking Engagements - Organizations

- Ferndale Rotary Club - March 3, 1977  
Topic-Employment and the Offender = Howard Kaplan
- GOIC(Greater Opportunities Industrialization Center) - March 25, 1977  
Topic - Job Seeking Skills = Robert Clouston, Empl.Developer
- Equal Justice Council - March 17, 1977  
Topic - Job Skills = Jeffrey Staples, Empl. Developer

VOLUNTEERISM

Denise Quarles has began to formalize this area. She has spent a great deal of time learning about the various uses of the Volunteer, Using Volunteer Action Center, Director Maurice Wesson, as an consultant. The volunteer programming has now been expanded to the Pingree Male Correction Center - on an experimental basis. This means we will be using Volunteers in Pingree Center and continue to use them at DWCC(Women's Center). Ms. Quarles plans to expand the programming at DWCC. She is in the process of meeting with the Center Supervisor and making projections and plans.

VOLUNTEER AWARDS DINNER

Denise Quarles and writer attended the Project Start - Volunteers Recognition Dinner on 2-18-77, representing the Department. It was organized by Martha Wheeler and Judge Leenhouse was the guest speaker.

## CONCLUSION

The Community Services Unit's activities and responsibilities are growing rapidly. The Employment Services Center, has received a great deal of recognition from the community and business sector. Some vocational experts have credited CSU - ESC as the most successful offender placement program in Wayne County. The ESC Staff have penetrated the community and have earned a great deal of respect and credibility. One very important factor is, even when they are "off duty" or involved in their personal activities they continue to generate positive public relations act, example: Mr. Jeffrey Staples was involved in a Career Day program - Region 8, Detroit Public Schools. The affair received Television coverage and Mr. Staples took the opportunity while on T.V. to discuss crime and unemployments possible relationship.

The ESC staff are all aggressive and rapidly becoming more sophisticated in their field. Both Ms. Johnson and Mr. Staples have been nominated for President of "Project HIRE".

The community liaison activities sector has also greatly excelerated. The speaking and engagements and other community agency request for advise information and participation presently almost overwhelming. Ms. Quarles has contributed a great deal within the short time she has been a part of CSU.

Also - although we have been speaking of CSU in two separate components, we are now functioning as a team and our activities often overlap which attributes to staff cooperation, and understanding.

A great deal of appreciation and credit goes to Mr. Joseph Jereckos, previous supervisor, & the Regional Administrators have supported, cooperated and activated our efforts - without, we could not have accomplished our goals.

MH/11

TO: William Eardley, Program Planner

STATE DEPARTMENT OF CORRECTIONS

DATE: 4-19-77

APR 21 1977

FROM: Penelope Clute, Hearings Administrator

BUREAU OF FIELD SERVICES

SUBJECT: Quarterly Report for January 1, 1977 - March 31, 1977

MEMORANDUM

The purpose of this component of the Goals and Standards Grant is the "development and implementation of policies and procedures relating to due process safeguards of offenders and to insure uniformity and efficiency in the conduct of all administrative hearings affecting them." Three primary areas of activity are involved in furthering the above objectives: (1) staff training, (2) oversight of hearing process and (3) development of policies and procedures, including analysis of court decisions and clarification of issues.

I. Staff Training

- A. January 6, 1977 - 4 hour training session for hearing officers was held at the State Police Academy in Lansing. The meeting was concerned primarily with procedures, the elements of misconduct violations and guidelines for written misconduct decisions.
- B. February 1, 1977 - one day of training on the disciplinary process for nine new employees of the Detroit House of Corrections - Women's Division.
- C. February 15, 1977 - one-half day training for 29 new probation agents on the legal aspects of probation work.
- D. March 23, 1977 - one-half day training for 25 new probation agents on the legal aspects of probation work.
- E. March 29, 1976 - one-half day training for 20 new corrections officers on prisoners' rights.
- F. Written materials were also prepared on prisoners' rights for the training staff to use in the future (copy attached).

II. Oversight

Regular monitoring of the hearing process continued, with bi-weekly visits to SPSM, Reformatory and Training Unit, and monthly visits to DHC-Women's Division.

III. Development and Clarification of Policies and Procedures

A. Misconduct

1. A new procedure for appealing alleged violations of rights to the Director's Office was developed for implementation in the next quarter. The Hearings Administrator will most likely be the person answering these appeals.

2. Two "checklists" of major misconduct elements were developed. The first is to assist the reporting and reviewing officers in properly charging disciplinary violations. The second will help the hearing officers in determining guilt or innocence. These check lists are keyed to the misconduct categories and definitions developed during the July - September 1976 quarter (copies attached).

3. Consultations with the Management Services Division to amend the CMIS data base for misconduct reporting to reflect the changes made under this "due process" component.

4. Director's Office Memorandum 1977-2 defining the bondable/nonbondable misconduct violations. This will safeguard against unwarranted temporary segregation pending major misconduct hearings.

5. Revised Misconduct Report, CSO-240.

B. Parole

1. Consultations with parole board members regarding changes in the parole revocation process.

2. Drafting proposed statutory amendment to revocation legislation to provide fairer hearing process.

C. Miscellaneous

Revision of the following Policy Directives to provide clearer legal guidelines:

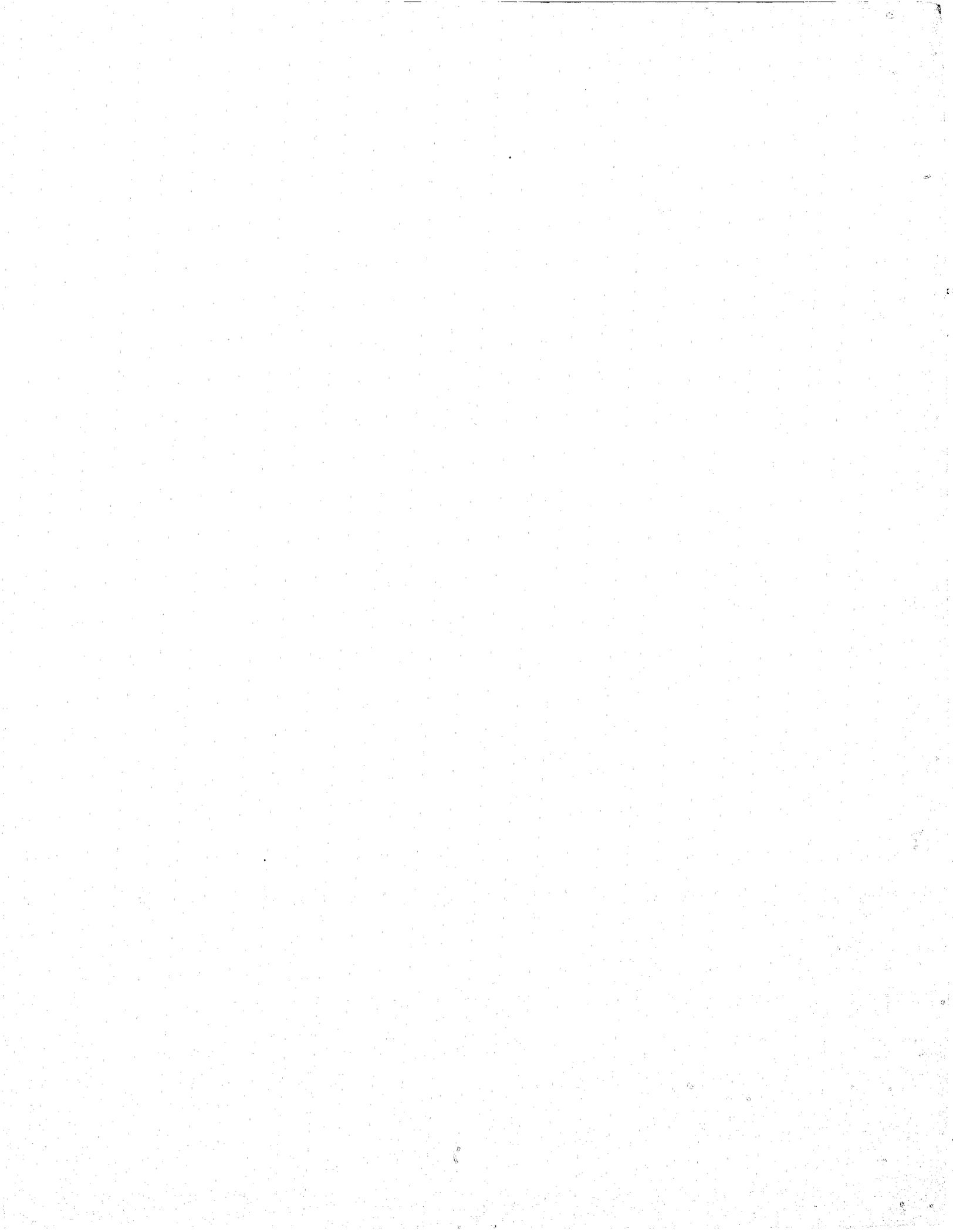
- (a) Use of Force PD-DWA-32.02
- (b) Physical Restraint and Use of Tear Gas PD-BCF-32.02
- (c) Arrest and Detention of Clients PD-BFS-76.01

IV. Other

The Hearings Administrator attended an LEAA funded workshop on Prisoner Grievance Mechanisms in Chicago February 2-4, 1977.

PDC:ln  
4/19/77

cc: Barry Mintzes  
File



**END**