



# Program Evaluation

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## Ottawa County Gatekeeper Program

June 2006



## **2006 County Board of Commissioners**

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## **EXECUTIVE SUMMARY**

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The Gatekeeper Program was created in 2004 to develop in-jail and post-jail programs (community-based and cognitive behavioral therapy) and personalized discharge plans for jail inmates and probationers. It was also designed to provide a means for identifying and diverting inmates with serious mental health illnesses. Lastly, the Program was to provide assessments and subsequent treatment recommendations for OWI III (Operating While Intoxicated Third Offense) offenders.

A first-year evaluation of the Gatekeeper Program was completed in September 2005. The evaluation revealed an assortment of operational issues that adversely affected the implementation of the program's components. Because it was recognized that it is difficult to implement any new program, especially in a jail environment, it was recommended that the program continue for an additional year to provide an opportunity to resolve the operational problems.

After publication of the 2005 evaluation, a Steering Committee began meeting on a monthly basis to ensure program goals and objectives were being accomplished. Although much work went into the Gatekeeper Program, the overall effectiveness of the second year of the program is still inadequate. The factors affecting the program's effectiveness include the following: low program completion rates, low percentages of offenders following-through on referrals and discharge plans, and a unique and complex jail environment which makes in-jail programming difficult to implement. Additionally, it was discovered that State reimbursements being paid to the County to conduct assessments on OWI III offenders do not offset the actual cost of conducting the assessments. Lastly, the recommended treatment (i.e. outpatient, intensive outpatient, residential) resulting from the assessments was usually not obtained by OWI III offenders.

Due to limited performance, an inability to achieve program goals, and the overall cost of administering the program, it is recommended that the Gatekeeper Program be discontinued. It should be possible to re-assign several in-jail administrative responsibilities (i.e. conducting assessments, coordinating community-based in-jail programming, and coordinating alternative transportation for inmates) previously administered by other staff. Additionally, because the Cognitive Behavioral Therapy (CBT) Program, a component of the Gatekeeper Program, still has potential benefits that have not yet been measured due to operational issues, and because it can be provided more efficiently by local treatment providers, it is recommended that a post-jail CBT program remain operational (on a contractual basis) and that its performance be re-evaluated in 36 months.

## INTRODUCTION

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In 1999, an Addiction Program Therapy (APT) Program was developed with the intent of providing therapeutic treatment for Ottawa County jail inmates. A thorough analysis of the APT Program determined the program had exceptionally high treatment costs, low program completion rates, and high recidivism rates. The program was subsequently suspended and a strategic planning process was initiated in an effort to develop a replacement program.

The replacement was called the Gatekeeper Program. It was created in 2004 primarily to develop in-jail and post-jail programs (community-based and cognitive behavioral therapy) and personalized discharge plans for jail inmates and probationers. It was also intended to provide a means for identifying and diverting inmates with serious mental health illnesses. Lastly, it was designed to provide assessments for OWI III (Operating While Intoxicated Third Offense) offenders and subsequent recommendations for treatment.

The Gatekeeper Program was designed as a "systems-based model" to ensure a structured and systematic implementation of the program components. The program components are clearly depicted in tables and diagrams including a *Strategic Outline, Program and Data Flow Analysis, and an Administrative Organizational Chart (Attachments A-C)*.

A first-year evaluation of the Gatekeeper Program was completed in September 2005. This evaluation revealed that the Gatekeeper Program had been successful in creating several new in-jail and post-jail programs. It also revealed that an assortment of administrative and operational issues affected the overall implementation and success of the program components. It was recommended that the Gatekeeper Program continue for another year, but under the condition that its administrative and operational problems be addressed and the program's performance be re-evaluated in another year.

The recommendations included in the 2005 Evaluation emphasized the need to follow the program's systems-based model and to implement all three phases of the Cognitive Behavioral Therapy (CBT) Program (**Attachment D**). It also suggested that the Gatekeeper Coordinator promote, educate, and inform jail employees, judges, probation officers, and nurses about all available program options to increase program participation. Another recommendation was for these same individuals to be educated about the program limitations to reduce the number of extraneous (i.e. outside the program scope) administrative duties that the Gatekeeper Coordinator was being asked to perform.

After the 2005 Evaluation was published, the Gatekeeper Steering Committee (**Attachment E**) began meeting on a monthly basis to provide general oversight of the Gatekeeper Program.

# EVALUATION

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This section of the report analyzes data management and the overall effectiveness of the program components.

## Data Management

The data collection tools developed for this evaluation include a *Gatekeeper Data Collection Superform*; *Community-Based Program Data Collection Form*; *Participant Surveys*; and a *Post-Jail Discharge Plan Tracking Form (Attachments F-I)*.

Because data management was a noted problem in the first evaluation, and due to several program changes, the primary data collection tool (i.e. Gatekeeper Superform) underwent several revisions to improve data collection efforts. Nonetheless, the program data provided for this evaluation were still incomplete when they were received. Despite this limitation, it was still possible to complete an adequate evaluation from which to draw conclusions about the program.

The data used for this report were collected between July 1, 2005 and April 30, 2006 (10 months). Additional input was obtained through interviews and focus groups conducted with personnel, community-based program providers, and program participants. Demographic data about program participants are included in **Attachment J**.

## Administrative & Operational Effectiveness

The primary responsibilities of the Gatekeeper Program are to conduct alcohol assessments on all offenders charged with an OWI III offense, develop and maintain community-based programs for inmates and probationers, administer a CBT Program, and divert inmates with serious mental health illnesses from jail.

The number of offenders directly assessed, referred, or enrolled by the Gatekeeper for the above mentioned programs during the past ten months are listed in **Table 1**.

### *OWI III Offenders*

One responsibility of the Gatekeeper Coordinator is to identify OWI III offenders who are booked into the jail. The Gatekeeper assesses these offenders to determine their level of alcohol abuse and provides guidelines for treatment. A state reimbursement (PA 154) is paid to the County for each alcohol assessment (i.e. Needs Assessment) completed on OWI III offenders. The Gatekeeper conducted assessments on 35 (67.3%) of the 52 OWI III offenders (**See Table 2**) who were booked into jail during the evaluation period. Three of the 52 offenders had previously received a Needs Assessment and 14 offenders were not assessed. It is likely these individuals bonded-out of jail before an assessment could be conducted.

**Table 1**

**Offenders Assessed, Referred, Diverted, or Enrolled for Programs Resulting from Direct Gatekeeper Involvement (July 1, 2005 to April 30, 2006)**

	<u>Total</u>
OWI III Offenders	38
Community Based Programs	26 <sup>1</sup>
CBT Program	133 <sup>2</sup>
Serious Mental Health Cases	5
<b>Total Offenders Participating</b>	<b>179<sup>3</sup></b>

<sup>1</sup> In-jail community-based programs developed by the Gatekeeper

<sup>2</sup> 3 of the 133 offenders participated in the in-jail and post-jail CBT programs

<sup>3</sup> This number is lower than the total participants listed in each program because participants can be enrolled in more than one program

Source: Criminal justice system database and Gatekeeper Program data collection forms

**Table 2**

The results of the alcohol assessment are provided to the offender’s attorney and pre-sentence investigator if they are convicted. Thirty-five (92.1%) offenders received a recommendation regarding the type of treatment (i.e. outpatient, intensive outpatient, residential) they should obtain. Sixteen<sup>1</sup> (45.7%) of these 35 OWI III offenders obtained the recommended level of treatment after their release from jail.

<b>Alcohol Assessments Conducted On OWI III Offenders</b>		
	<u>Number</u>	<u>Percent of Total</u>
Received Assessment	35 <sup>1</sup>	67.3 %
Previously Assessed	3	5.8 %
No Assessment (bonded out of jail early)	14	26.9 %
<b>Total</b>	<b>52</b>	<b>100.0%</b>

<sup>1</sup> After being released from jail, 16 (45.7%) of the 35 participants received the recommended substance abuse treatment that was based on the alcohol assessment

Source: Gatekeeper Program data collection form

In addition to conducting a Needs Assessment, the Gatekeeper also refers OWI III offenders to agencies and community-based organizations which provide services/assistance to meet the social, physical, mental, and spiritual needs of the offender after they are discharged from jail. Nine (17.3%) of the 52 offenders received referrals (See Table 3).

**Table 3**

***Community-Based Programming***

Another responsibility of the Gatekeeper is developing community-based programs. These programs are designed to provide holistic (spiritual, physical, emotional, and psychological) programming to inmates and probationers.

<b>Post-Jail Service Referrals Provided To OWI III Offenders</b>		
	<u>Number</u>	<u>Percent of Total</u>
Received Referral	9	17.3%
Did Not Receive Referral	15	28.8%
Still Incarcerated	10	19.3%
Data Not Available	18	34.6%
<b>Total</b>	<b>52</b>	<b>100.0%</b>

Source: Gatekeeper Program data collection form

In 2005, there were a total of 15 community-based programs available to inmates and probationers (See Table 4). Seven of those programs were created as a result of the Gatekeeper Program. However, as of June 2006, only 3 of the 7 programs created by the Gatekeeper are currently operating.

The Gatekeeper Coordinator recently began assisting the Ottawa County Chaplain’s Office by enrolling participants in 3 of the 8 non-Gatekeeper related community-based programs (Alcoholics Anonymous, Alcoholics Anonymous (Spanish), and GED). Based on discussions with the Chaplain, his office may be willing to re-assume this responsibility without the assistance of the Gatekeeper Coordinator.

Based on interviews conducted with providers of the four discontinued Gatekeeper programs, there were several different reasons the programs did not last. The reasons included a lack of volunteers to conduct the programs, funding shortfalls, and a lack of participant referrals. However, all of the long-standing community-based jail programs continue to be successful.

1. Data provided by the Department of Probation and Community Corrections

**Table 4**

<b>Current Status of Community-Based Programs</b>					
	<b>Program Type</b>			<b>Program Status</b>	
	Program Available To Males And/Or Females	In-Jail Program Only	Post-Jail Program Only	Program Status	Comments
<b>Gatekeeper Programs</b>					
Anger Management	M	X		Inactive (Oct 05)	Lack of referrals
A Time To Heal	F	X		Inactive (Mar 06)	Instructor on maternity leave
Coping With Confinement	F	X		Active	
Freedom For Women	F		X	Active	
Life Strategies	M/F		X	Inactive (Mar 06)	Grant funding ended
Living Consciously	F	X		Inactive (Mar 06)	No instructor available
Substance Abuse (Non-Religious)	M/F	X		Active	<i>One-on-One counseling only</i>
<b>Non-Gatekeeper Programs<sup>1</sup></b>					
Alcoholics Anonymous	M/F	X		Active	
Alcoholics Anonymous (Spanish Speaking)	M/F	X		Active	<i>New as of November 2005</i>
Bible Study	M/F		X	Active	
Church (Catholic)	M/F		X	Active	
Church (Protestant)	M/F		X	Active	
GED (Education)	M/F		X	Active	
Mental Health Therapy	M/F	X		Active	
Substance Abuse (Religious)	M		X	Active	

<sup>1</sup> The Gatekeeper Coordinator currently manages the attendance lists for both alcoholics anonymous programs and GED. These lists were previously administered by the jail chaplain.

Source: Gatekeeper Coordinator and program providers

Participants in the community-based programs learn about the programs from materials they receive in the jail, the Chaplain’s Office, jail staff, mental health staff, or the Gatekeeper Coordinator. Because the Gatekeeper Coordinator started spending a large percentage of time administering the CBT Program (See Table 5) in March 2006, a small percentage of the program referrals made over the past ten months originated as a direct result of the Gatekeeper Program.

Although data collection tools were developed to obtain data about each of the Gatekeeper community-based programs, one of the 7 program providers completed the form. This information was not made available to the Planning and Grants Department for this evaluation.

*One of the 7 gatekeeper community-based program providers completed a participant data collection form*

**Table 5**

<b>Community-Based Program Participation (July 1, 2005 to April 30, 2006)</b>							
	Program Participation <sup>1</sup>	Participants Enrolled <sup>2</sup> As A Result of Direct Gatekeeper Involvement	Gatekeeper Enrollment Between 07/01/05 and 08/30/05	Gatekeeper Enrollment Between 09/01/05 and 10/31/05	Gatekeeper Enrollment Between 11/01/05 and 12/31/05	Gatekeeper Enrollment Between 01/01/06 and 02/28/06	Gatekeeper Enrollment Between 03/01/06 and 04/30/06
<b>Gatekeeper Programs</b>							
Anger Management	2	2	n/a	n/a	n/a	n/a	n/a
A Time To Heal	15	6	2	3	1	0	0
Coping With Confinement	30	3	1	1	0	1	0
Freedom For Women	110	9	2	3	0	1	3
Life Strategies	55	14	4	3	2	5	0
Living Consciously	15	6	0	5	1	0	0
Substance Abuse (Non-Religious)	2	2	n/a	n/a	n/a	n/a	n/a
<b>Total</b>	<b>n/a</b>	<b>26</b> <sup>3</sup>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>
<b>Non-Gatekeeper Programs</b>							
Alcoholics Anonymous	300	45	n/a	n/a	n/a	n/a	n/a
Alcoholics Anonymous (Spanish)	15	0	n/a	n/a	n/a	n/a	n/a
Bible Study	n/a <sup>4</sup>	n/a	n/a	n/a	n/a	n/a	n/a
Church (Catholic)	n/a <sup>4</sup>	n/a	n/a	n/a	n/a	n/a	n/a
Church (Protestant)	n/a <sup>4</sup>	n/a	n/a	n/a	n/a	n/a	n/a
GED (Education)	150	0	n/a	n/a	n/a	n/a	n/a
Mental Health Therapy	4	4	n/a	n/a	n/a	n/a	n/a
Substance Abuse (Religious)	280	35	n/a	n/a	n/a	n/a	n/a
<b>Total</b>	<b>n/a</b>	<b>63</b> <sup>3</sup>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>
<b>Red denotes program is inactive</b>							

<sup>1</sup> Based on program attendance lists from the criminal justice system database.

<sup>2</sup> Based on data collection forms provided by the Gatekeeper and by cross-referencing with program attendance lists

<sup>3</sup> Because participants can enroll in more than one program this total is smaller than the sum of all program participants in this column

<sup>4</sup> Program attendance lists are not available

Source: Criminal Justice System Database and Gatekeeper Program data collection form

### ***Cognitive Behavioral Therapy (CBT) Program***

Because the CBT program is designed to include three phases, and the County's program had previously implemented only one phase, the 2005 Evaluation recommended that participants enroll in all three phases of CBT in order to achieve the full-potential of the program. All three phases of the CBT Program were implemented in March 2006 – 6 months after the 2005 Evaluation.

***All 3 phases of the CBT Program were implemented March 2006 – 6 months after the 2005 Evaluation***

The in-jail CBT program was initially developed for inmates who had received a court sentence; however, because that provision limited the number of participants who were eligible for the program, the in-jail CBT program was opened to inmate volunteer participants. Additionally, because of logistics within the jail environment, the in-jail CBT program is limited to female inmates. The post-jail CBT

program is available to male and female probationers and is held at the Family Independence Agency building in Holland.

The CBT Program was created under the assumption that probation officers would instruct the program. Three probation officers were initially trained to instruct the program; however, one of the officers did not enjoy teaching the program and subsequently asked to be removed from this duty. Because another probation officer was rarely available to help instruct the program, the Gatekeeper Coordinator began instructing the program in December 2005. At the time, the Steering Committee was informed by the Gatekeeper Coordinator that there was enough available time to complete this task and still accomplish all of the other administrative responsibilities associated with the Gatekeeper Program. However, in March 2006 the Gatekeeper assumed the additional responsibility for instructing CBT because another probation officer involved in CBT ended her employment with the County.

To complicate matters further, the remaining probation officer who is presently instructing CBT will be retiring in July 2006. Due to the assortment of administrative difficulties (i.e. retirements, new jobs, vacations, illness, training, other) affecting the program, it became a struggle to provide a consistent CBT program. As a result, the Steering Committee distributed a Request-for-Proposal (RFP) in April 2006 to determine the feasibility of hiring a local treatment provider to teach the CBT program.

Over the last year, the target population for CBT was expanded from offenders who had been arrested four or more times within 12 months to offenders who had been arrested two or more times within 12 months (i.e. TwoPlus Offenders). This modification expanded the number of offenders who would be eligible for Gatekeeper programming options.

The average number of TwoPlus offenders booked in the jail during the evaluation period was 232 per month. The average number of eligible TwoPlus offenders screened by the Gatekeeper Coordinator for CBT programming was 8.2 per month. The low number of TwoPlus offenders screened by the Gatekeeper Coordinator helped to demonstrate that there were not enough eligible inmates to participate in the program. In order to improve participation rates, the eligibility criteria for the in-jail program were relaxed to allow inmates who had not yet been sentenced. Additionally, the Steering Committee also directed the Gatekeeper to spend more time promoting the availability of the CBT Program to Judges, Probation and Community Corrections Staff and District, Circuit Court Staff in the City of Holland, and community-based program providers.

The CBT program is designed to be completed in 14 weeks (Phase I: 8 weeks; Phase II: 3 weeks; Phase III: 3 weeks). As of June 2006, 9 (6.8%) of the 133 total participants have completed all three phases; 40 (30.1%) failed to complete all three phases; 36 (27.1%) are still active; and 48 (36.1%) had participated in the program prior to the implementation of all three phases (See Table 6).

**Table 6**

<b>CBT Program Completion by Gender</b>			
	Number and Percent of Male	Number and Percent of Female	Number and Percent of Total
Completed Three Phases	5 (5.4%)	4 (9.8%)	9 (6.8%)
Failed to Complete Three Phases	28 (30.4%)	12 (29.3%)	40 (30.1%)
Still Active	23 (25.0%)	13 (31.7%)	36 (27.1%)
Enrolled Prior To Three Phase Program	36 (39.1%)	12 (29.3%)	48 (36.1%)
<b>Total</b>	<b>92 (100%)</b>	<b>41 (100%)</b>	<b>133 (100%)</b>

Source: Gatekeeper Program data collection forms

Sixty-one (82.4%) of the 74 in-jail participants voluntarily requested to participate in the CBT Program and 13 (17.6%) were court ordered (See Table 7). Three (5.1%) of the 59 post-jail CBT participants voluntarily requested to participate and 56 (94.9%) were court ordered.

**Table 7**

<b>CBT Program Completion by Type of Participation</b>			
	Number and Percent of In-Jail <u>Participants</u>	Number and Percent of Post-Jail <u>Participants</u>	Number and Percent of Total <u>Participants</u>
<b>Voluntary</b>			
Completed Three Phases	1 (1.6%)	1 (33.3%)	2 (3.1%)
Failed to Complete Three Phases	30 (49.2%)	0 (0.0%)	30 (46.9%)
Still Active	6 (9.8%)	2 (66.7%)	8 (12.5%)
Enrolled Prior To Three Phases	24 (39.3%)	0 (0.0%)	24 (37.5%)
<b>Total Voluntary</b>	<b>61 (100.0%)</b>	<b>3 (100.0%)</b>	<b>64 (100.0%)</b>
<b>Court Ordered</b>			
Completed Three Phases	0 (0.0%)	7 (12.5%)	7 (10.1%)
Failed to Complete Three Phases	2 (15.4%)	8 (14.3%)	10 (14.5%)
Still Active	2 (15.4%)	26 (46.4%)	28 (40.6%)
Enrolled Prior To Three Phases	9 (69.2%)	15 (26.8%)	24 (34.8%)
<b>Total Court Ordered</b>	<b>13 (100.0%)</b>	<b>56 (100.0%)</b>	<b>69 (100.0%)</b>
<b>Total</b>	<b>74 (100.0%)</b>	<b>59 (100.0%)</b>	<b>133 (100.0%)</b>

Source: Gatekeeper Program data collection form

Furthermore, of the 61 in-jail participants who volunteered to participate, 1 (1.6%) completed all three phases; 30 (49.2%) failed to complete all three phases; 6 (9.8%) are still active in the program; and 24 (39.3%) were enrolled in the program prior to all three phases being available (See Table 7).

Of the 13 in-jail participants that were court ordered to participate, 2 (15.4%) failed to complete all three phases, 2 (15.4%) are still active, and 9 (69.2%) enrolled prior to the implementation of all three phases of the program.

If a court-ordered participant does not complete the program, the Gatekeeper Coordinator is responsible for informing the participant’s probation officer. Sanctions for not completing the program are typically imposed on a case-by-case basis at the discretion of the probation officer or sentencing judge. Data related to the types of sanctions imposed were not available.

Of the 3 post-jail participants who volunteered to participate, 1 (33.3%) has completed all three phases and 2 (66.7%) are still active (See Table 7). Additionally, of the 56 post-jail participants that were court ordered to participate, 7 (12.5%) completed all three phases; 8 (14.3%) failed to complete all three phases; 26 (46.4%) are still actively participating in the program; and 15 (26.8%) were enrolled in the program prior to the implementation of all three phases.

All CBT participants are supposed to receive a behavioral risk assessment called the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS). The results of the assessment are provided to the probation officers to help develop probation requirements based on a participant’s overall needs (i.e. behavioral, social, educational, and health). Ninety-eight (73.7%) of the 133 total CBT participants received an assessment (See Table 8).

The Gatekeeper Coordinator is also involved in developing individualized discharge plans for in-jail CBT participants prior to their release from jail. The plan includes a list of agencies, organizations, and service providers that can be contacted by the offender for different types of assistance to improve their chance of successfully transitioning back into the community. A copy of the discharge plan is also provided to the offender’s probation officer in order to identify which services should be mandatory for the offender to complete as part of their probation sentence.

Twenty-four (47.1%) of the 51 CBT participants who had been discharged from jail received a discharge plan (See Table 9). Of those, 3 are known to have completed at least one of the services included in the discharge plan – one of which was a mandatory action (attending Harbor House for substance abuse treatment).

A complete list of the services and agencies used in the Gatekeeper referrals is provided in Attachment K.

One of the primary measures that was to be used to determine the effectiveness of the CBT program is recidivism<sup>1</sup>. Because the complete CBT program was not implemented until March 2006, there is no recidivism data.

In lieu of recidivism data, focus group sessions and interviews were conducted to obtain self-reported data about program benefits. Graduates indicated that the programs provided them with methods by which to reflect on their offenses and the consequences of their actions. They also learned to recognize situations or “triggers” that typically precipitate poor choices on their part. Overall, they believed the program would help them avoid recidivating in the future.

### ***Diversion of Offenders with a Serious Mental Health Illness***

The Gatekeeper’s involvement with offenders who had serious mental health illnesses was designed to identify cases which had not been previously discovered by jail staff or Community Mental Health workers. If inmates displayed signs of serious mental illness, the Gatekeeper would evaluate them for potential deferral from jail. The Gatekeeper did identify five new mental health cases, but none of them were diverted from jail. However, four of them were placed in Mental Health Therapy.

### ***Program Cost***

The total annual cost to administer the Gatekeeper Program was \$134,902 (See Table 10). The cost per-participant was \$625. One of the Gatekeepers duties, as previously mentioned, is to conduct assessments on OWI III offenders in order to obtain PA 154 reimbursements from the State. Interestingly, it was discovered that it actually cost the county \$14 more per person to conduct the assessment than the amount being reimbursed through PA 154.

Because of the difficulties associated with probation officers administering the CBT Program, the

**Table 8**

<b>Assessments Conducted On CBT Participants</b>		
	<u>Number</u>	<u>Percent of Total</u>
NEEDS Assessment	6 <sup>1</sup>	4.5%
COMPAS Assessment	98	73.7%
No Formal Assessment	29 <sup>2</sup>	21.8%
<b>Total</b>	<b>133</b>	<b>100.0%</b>

<sup>1</sup> 6 (4.5%) of the 133 participants were OWI III offenders that received the NEEDS Assessment (i.e. alcohol assessment)

<sup>2</sup> 19 (65.5%) of the 29 participants who did not receive a formal assessment did receive a non-standard assessment (i.e. face-to-face interview). A face-to-face interview was conducted by the Gatekeeper Coordinator primarily to obtain demographic data from the participant

Source: Gatekeeper Program data collection form

**Table 9**

<b>Discharge Plans Provided To In-Jail CBT Participants</b>		
	<u>Number</u>	<u>Percent of Total</u>
Discharge Plan	24	32.4%
No Discharge Plan and/or Referral	27 <sup>1</sup>	36.4%
Still Incarcerated	23	31.2%
<b>Total</b>	<b>74</b>	<b>100.0%</b>

<sup>1</sup> 12 (44.4%) of the 27 participants that did not receive a discharge plan did receive a referral(s) that was not provided as part of a formal discharge plan.

Source: Gatekeeper Program data collection form

1. Recidivism is defined as any new conviction, not including technical violations (i.e. fishing without a license, littering), which occurs after program completion

Steering Committee members issued an RFP in April 2006 to determine the cost of using local treatment providers to conduct the CBT Program. Based on the submitted bids, the preferred service provider's bid would result in a charge of about \$150 per person to conduct a CBT Program. The cost through the Gatekeeper Program is presently \$543. That is a cost-savings of \$393 per person to the County.

**Table 10**

**Annual Gatekeeper Program Cost <sup>1</sup>**

	OWI III	Community- Based Programming	CBT	Other <sup>2</sup>	Total
<b>Salaries and Fringes</b>					
Sherri Cole <sup>3</sup>	\$11,143.03	\$18,571.72	\$37,143.44	\$7,428.69	\$74,286.88
Norm Williams <sup>4</sup>	n/a	n/a	\$36,772.02	n/a	\$36,772.02
Sue Buist <sup>5</sup>	n/a	n/a	n/a	n/a	\$2,303.40
<b>Total Salaries and Fringes (Annually)</b>	<b>\$11,143.03</b>	<b>\$18,571.72</b>	<b>\$73,915.46</b>	<b>\$7,428.69</b>	<b>\$113,362.30</b>
<b>Overhead Expenses <sup>6</sup></b>					
Supplies	\$840.86	\$1,401.43	\$2,802.87	\$560.58	\$5,605.74
Administrative Indirect Cost <sup>7</sup>	\$1,614.82	\$2,691.36	\$5,382.72	\$1,076.54	\$10,765.44
Data Processing	\$576.04	\$906.07	\$1,920.14	\$384.04	\$3,840.29
Other Expenses	\$199.34	\$332.23	\$664.47	\$132.90	\$1,328.94
<b>Total Overhead Expenses</b>	<b>\$3,231.06</b>	<b>\$5,331.09</b>	<b>\$10,770.20</b>	<b>\$2,154.06</b>	<b>\$21,540.41</b>
<b>Total Program Cost (Annually)</b>	<b>\$14,374</b>	<b>\$23,903</b>	<b>\$84,686</b>	<b>\$9,583</b>	<b>\$134,902</b>
<b>Sources of Program Funding</b>					
PA 511 (Community Corrections Grant)	\$0.00	n/a	n/a	n/a	\$42,715.20
PA 154 (OWI III/Alcohol Assessment)	\$13,712.40	n/a	n/a	n/a	\$13,712.40
PA 2	\$0.00	n/a	n/a	n/a	\$33,379.20
County General Fund	\$0.00	n/a	n/a	n/a	\$45,096.00
<b>Total Grant Funding and Reimbursed Expenses</b>	<b>\$13,712</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$0.00</b>	<b>\$134,902</b>
Gatekeeper Participants (10-months)	38	26	133	n/a	183
Gatekeeper Participants (per month)	4	3	13	n/a	18
Gatekeeper Participants (12-months)	48	36	156	n/a	216
<b>Total Cost Per Participant <sup>8</sup></b>	<b>\$14</b>	<b>\$664</b>	<b>\$543</b>	<b>n/a</b>	<b>\$625</b>

<sup>1</sup> The program evaluation period was 10 months. Therefore, monthly cost data was used to project annual cost

<sup>2</sup> Other cost includes mental health screenings and diversion, coordinating alternative transportation for inmates, administration, meetings

<sup>3</sup> 15% of time spent on OWI III offenders; 25% spent on community-based programming; 50% spent on CBT program; and 10% spent other duties

<sup>4</sup> 50% of time (i.e. salary) is spent teaching the CBT program

<sup>5</sup> 2% of time (i.e. salary) is devoted to overseeing the Gatekeeper Program

<sup>6</sup> The total overhead includes expenses for Sherri Cole and Norm Williams and is based on a percentage of the Department of Community Correction's budget which is used to administer the Gatekeeper and CBT Programs

<sup>7</sup> Annual cost for maintenance, building, and County services

<sup>8</sup> Calculation is determined by dividing the total program cost by the projected number of Gatekeeper program participants during 12-months

Source: Community Corrections and Gatekeeper Program Data Collection Forms

## CONCLUSIONS & RECOMMENDATIONS

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The first year evaluation of the Gatekeeper Program identified several administrative and operational issues that needed to be addressed to make the program operate more effectively. Although some of those issues were resolved, the primary objectives of the Gatekeeper Program are still not being accomplished.

There are a number of reasons the program objectives are not being accomplished. First, is the unique and complex environment of the jail which makes in-jail programming difficult to implement. These environmental factors include the following: unpredictability of jail time that will be served prior to bonding out; varying jail sentences for any given charge; unpredictability of discharge dates; unregulated movement of inmates within the jail; and irregular sleeping patterns. Additionally, interviews with participants revealed that inmates were sometimes only involved in a jail program because they were bored or wanted a change in their routine. The above mentioned factors increase the amount of time that is required to administer tests, assessments, and programs to inmates in a jail-setting. This, in turn, reduces the number of inmates being directly impacted by the program and diminishes the ability of the Gatekeeper to ensure program requirements are being fulfilled (i.e. completion and implementation of assessments, referrals, discharge plans).

Although much work has been invested in the Gatekeeper Program, there are a number of factors which have impacted the effectiveness of the program since its inception. These factors include: low program completion rates, low percentages of offenders following-through on referrals and discharge plans, a unique and complex jail environment which make in-jail programming difficult to implement, and administrative problems related to the CBT Program. It was also discovered that PA 154 reimbursements being paid to the County to assess OWI III offenders do not offset the actual cost of conducting the assessments. The process cost the county \$14 more per offender than the reimbursement rate. Furthermore, in most cases the recommended treatment resulting from the assessments was not obtained by the offender.

Lastly, many of the programs created in 2005 by the Gatekeeper have been discontinued for a variety of reasons. The established, long-standing, community-based programs being administered in the jail have continued to be successful and have operated in the past without a Gatekeeper Program. A large percentage of the program participation in community-based programs is generated by sources other than the Gatekeeper.

Based on these factors, and others identified in the previous evaluation, it does not appear the program can perform as originally envisioned, or in an effective manner. To that point, the following recommendations are suggested:

**Recommendation 1: Discontinue the Gatekeeper Program on September 31, 2006. This will provide the Gatekeeper with adequate time to obtain alternative employment and close-out the existing program.**

**Recommendation 2: Provide post-jail Cognitive Behavioral Therapy (CBT) Programming on a contractual basis. Conduct an administrative evaluation (i.e. evaluation of data management, enrollment rates, completion rates) 6 months after commencement of the new CBT Program and an outcome-based evaluation in 36 months (if contract is extended beyond the first year). Thirty-six months will allow for an adequate number of participants to graduate who can be evaluated (See Attachment L).**

**Recommendation 3:** Discontinue assessments for OWI III offenders and filing for PA 154 reimbursements due to loss on investment and because most of the resulting treatment recommendations from the assessment are not completed. However, this could be a cost effective assessment tool if the results were consistently utilized to determine treatment and programming for OWI III offenders.

**Recommendation 4:** Reassign the following duties to the probation officer who was previously responsible for teaching CBT:

1. Coordinate CBT contract and provide logistical support for the agency hired to provide the post-jail CBT Program
2. Complete the duties suggested by District Court Judges<sup>1</sup> as being extremely valuable in a December 21, 2005 communication (See Attachment M).
3. Probation Office staff should assume the responsibility of conducting COMPAS assessments for probationers involved in the post-jail CBT program if these will be used by probation officers.

**Recommendation 5:** Include the names of all in-jail, community-based programs on the existing program sign-up sheet (used by jail-inmates to enroll in programs) that is maintained by the Chaplain's Office. This task had formerly been completed by the Chaplain's Office prior to the creation of the Gatekeeper Program.

**Recommendation 6:** Develop, if necessary, a new, proposed strategic plan (with cost estimates and logistical solutions) to clearly define specific needs and services that the jail administrator, judges, and Community Corrections Department believe are necessary to adequately process criminal offenders.

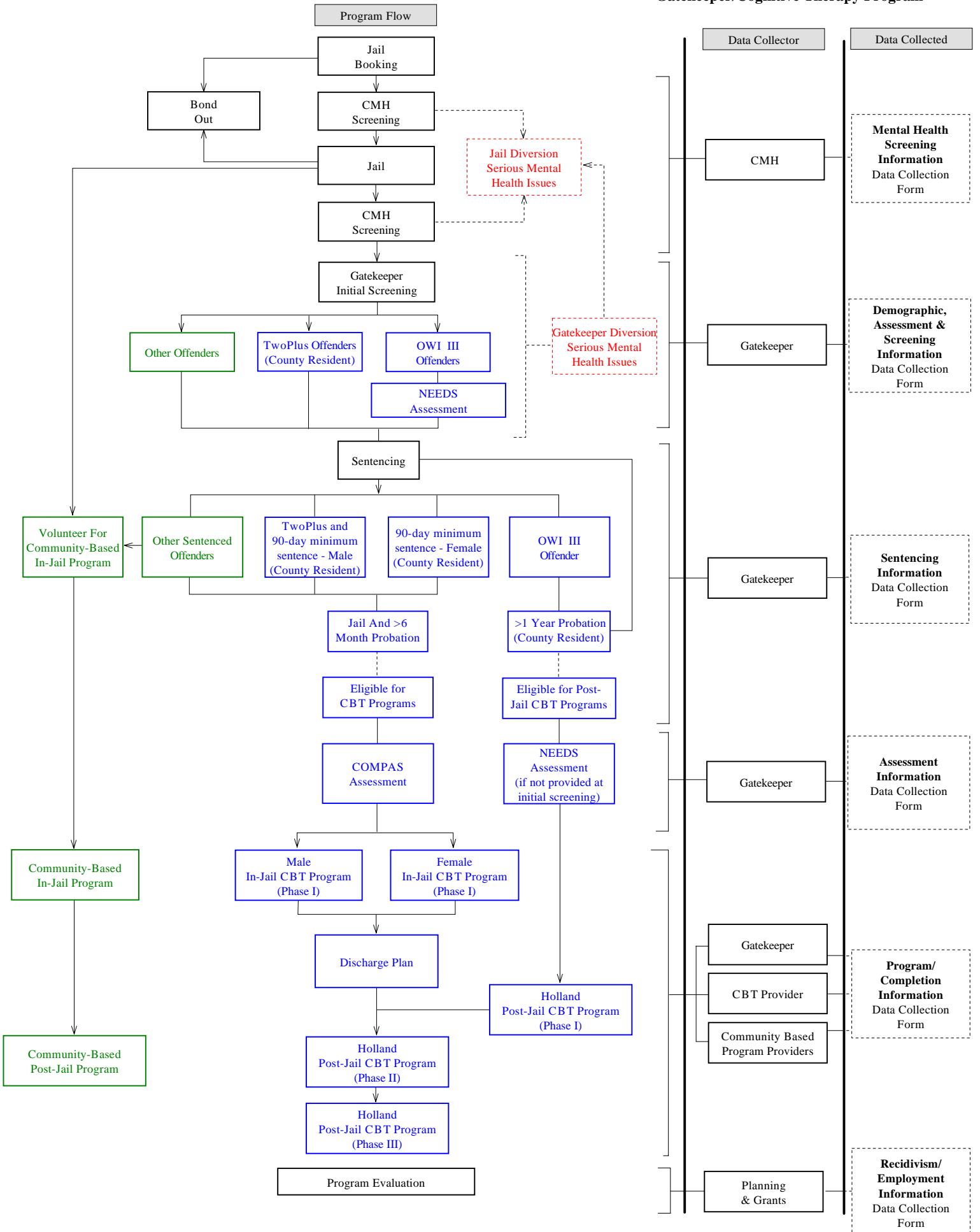
1. During the first year of the program, the Gatekeeper Coordinator assumed additional administrative duties that included coordinating alternative transportation for incarcerated offenders who were ordered to attend residential treatment. As part of the 2005 Evaluation, a recommendation was made to eliminate extraneous duties, including the coordination of alternative transportation because the core program objectives were not being performed. However, in a letter dated December 21, 2005, each of the 58th District Court judges listed several functions previously performed by the Gatekeeper as "valuable".

## Attachment A

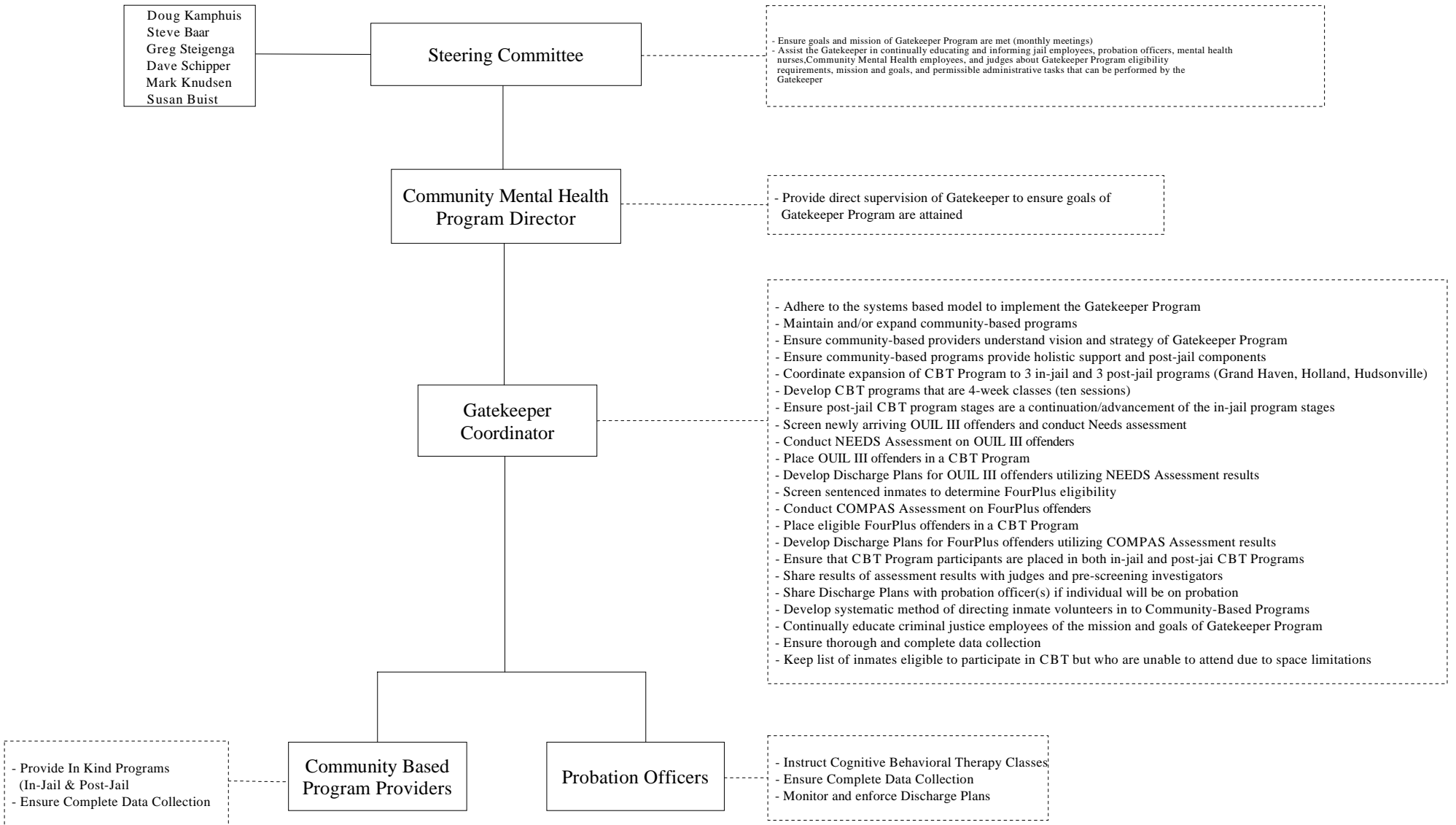
### STRATEGIC OUTLINE Gatekeeper/Cognitive Therapy Program

Vision: To provide holistic Community Based and Cognitive Behavioral Therapy programs (in-jail and post-jail) for inmates.

TARGET POPULATION	<b>Individuals With Serious Mental Illness Not Diverted By CMH Staff</b>	<b>OWI III Offenders</b>	<b>TwoPlus Offenders (booked in jail at least two prior times in 12 months and Ottawa County Resident)</b>	<b>Volunteers Who Can Benefit From Programming</b>
GOALS & OBJECTIVES	<ul style="list-style-type: none"> <li>• Reduce Recidivism</li> <li>• Divert Mentally Ill from Jail</li> <li>• Treat Mental Illness</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce Recidivism</li> <li>• Reduce Substance Abuse</li> <li>• Reduce Jail-Bed Days Used</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce Recidivism</li> <li>• Reduce Jail-Bed Days Used</li> </ul>	<ul style="list-style-type: none"> <li>• Reduce Recidivism</li> <li>• Reduce Jail-Bed Days Used</li> </ul>
ACTIONS & PROGRAM COMPONENTS	<ul style="list-style-type: none"> <li>• Referrals to Community Mental Health Programming</li> </ul>	<ul style="list-style-type: none"> <li>• Holistic In-jail and Post-jail Cognitive Behavioral Therapy (CBT) Programming</li> <li>• Discharge Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Holistic In-jail and Post-jail Cognitive Behavioral Therapy (CBT) Programming</li> <li>• Discharge Plans</li> </ul>	<ul style="list-style-type: none"> <li>• Holistic Community Based In-jail and Post-jail Programming</li> </ul>
SELF-REPORTED AND OUTPUT BASED MEASURES	<ul style="list-style-type: none"> <li>• Demographics</li> <li>• In-Jail Sanctions (dates, type, number, duration) per individual</li> <li>• Jail Diversions (number)</li> </ul>	<ul style="list-style-type: none"> <li>• Demographics</li> <li>• Programming (hours, dates, attendance, completion, incentives to participate)</li> <li>• Screening (type, number, dates, probation violations, bonds, charges, mental health severity )</li> <li>• Assessments (dates, scores)</li> <li>• Discharge Plans (jail-bed days saved, referral agency, referral services)</li> <li>• Jail Diversions (number)</li> </ul>	<ul style="list-style-type: none"> <li>• Demographics</li> <li>• Programming (hours, dates, attendance, completion, incentives to participate)</li> <li>• Screening (type, number, dates, probation violations, bonds, charges, mental health severity )</li> <li>• Assessments (dates, scores)</li> <li>• Discharge Plans (jail-bed days saved, referral agency, referral services)</li> <li>• Jail Diversions (number)</li> </ul>	<ul style="list-style-type: none"> <li>• Demographics</li> <li>• Programming (type, hours, dates, attendance, completion)</li> </ul>
OUTCOME BASED MEASURES	<ul style="list-style-type: none"> <li>• Recidivism (type of offense, date, number)</li> <li>• Cost (administrative, overhead, program)</li> </ul>	<ul style="list-style-type: none"> <li>• Recidivism (type of offense, date, number)</li> <li>• Cost (administrative, overhead, program)</li> </ul>	<ul style="list-style-type: none"> <li>• Recidivism (type of offense, date, number)</li> <li>• Cost (administrative, overhead, program)</li> </ul>	<ul style="list-style-type: none"> <li>• Recidivism (type of offense, date, number)</li> <li>• Cost (administrative, overhead, program)</li> </ul>



**ADMINISTRATIVE ORGANIZATION CHART**  
**Gatekeeper/Cognitive Therapy Program**



## Attachment D

### Cognitive Behavioral Therapy Commitment to Change Program

The Commitment to Change Series is a widely popular, comprehensive learning program featuring Dr. Stanton E. Samenow, Ph.D. The series is comprised of 3 volumes, each consisting of 3 full-length parts, which can be shown separately, or used together to maximize the power of the program. Also includes daily learning plans with worksheets and assignments you can reproduce. Dr. Samenow skillfully interacts with convicted felons in a state correctional facility; these men and women become the heart of the program.

The focus of the program lies in correcting errors in thinking, subsequent behavior modification, and considering consequences *before* acting, so that lasting and positive change is possible.

#### **Phase I: Overcoming Errors in Thinking**

##### **Part 1: What are Errors in Thinking?**

Provides a vivid introduction to the basic concept: *The way we think has powerful influence on our lives*. The opening captures viewer interest as it portrays the "high" of crime and drug abuse, followed by the inevitable, painful consequences. Part 1 consists of three segments: "Why Change?" "I'm a Victim of Others," and "I'm a Victim of My Own Substance Abuse."

##### **Part 2: Two Crucial Errors**

Explores a common, destructive error: "I want it fast and easy." Long-term consequences are exposed in "Where does this thinking lead?", as incarcerated offenders compare their own painful experience to a different option: constant, honest effort over time. Men and women serving time reveal another crucial error: "No one was hurt." The errors and correctives are fully explored. The summary presents a responsible alternative: to become aware of consequences - and begin to work toward change.

##### **Part 3: Overcoming Errors in Thinking**

One final error demonstrates how change can begin. "It's okay to shut off fear," is the error examined. Shutting out fear can allow us to ignore the consequences of our destructive acts. A brief role play dramatizes a typical prison incident as we further explore the process of change. The summary includes realistic, practical ways to change our thinking.

#### **Phase II: Tactics - Habits that Block Change**

Correcting errors in thinking is basic. The other half is the behavior that results from these thoughts. Tactics are habitual ways of acting that keep people stuck in destructive lives. Tactics are ways to take control and build walls to shut out those who would help us. They block the most crucial step in change: Looking at ourselves. When clients become aware of Tactics and how they use them, change becomes possible. For staff, the leader's guide provides a fuller understanding of these tactics and opens the way for greater effectiveness.

##### **Part 4: Crucial Tactics Revealed**

Includes these Tactics: Attack: "You're the problem, not me." Diversion: "I'll change the subject." Minimizing: "It's no big deal."

## Attachment D

### **Parts 5: More Tactics**

Includes: Casing People Out : "I'll feed you what you want to hear." Generalizing: "Everybody does it. Why not me?" Silence: "I don't feel safe-I'll shut down (I'll take control)."

### **Part 6: Ways to Overcome Tactics**

In this section, the group takes a hard look at practical, step-by-step ways to move beyond Tactics and open the way toward a life that is truly free.

## **Phase III: The Power of Consequences**

The *Commitment to Change* Series continues with the newest addition, Volume III. In the tradition of the first two volumes, *The Power of Consequences* deals squarely with cognitive and behavioral change, for incarcerated individuals and/or substance abusers. This volume teaches viewers how to use the *Power of Consequences* as compelling motivation to stick with the difficult, day-by-day work of changing lifelong patterns. The group looks at the consequences of their past actions and comes to realize that before they acted there was, indeed, a moment of decision. In the end, viewers learn to draw upon mental images of impending consequences when faced with temptation, instead of shutting them out. Such skills are profound, and life-changing, especially for those incarcerated and/or with chemical dependencies.

### **Part 7: Facing Consequences**

It takes courage to face the pain our actions have caused. In a powerful role play, an offender and recovering addict looks squarely at the consequences of his actions: to victims, to his wife, his children, his community and others. He looks at the awful loss in his own life. He discovers that his pain can give him a *reason* to change - compelling motivation to stick with the difficult day-by-day work of changing life-long patterns.

### **Part 8: Moment of Decision**

People who stay clean and free *consider consequences* before acting; repeat offenders find a way to *shut them out*. The group at first resists that truth: "*I didn't think; I just acted.*" Yet, with a closer look, each person discovers that before destructive acts there was a moment of decision- *time* to make a choice. Each person found their own way to shut out thoughts of consequences: "I won't get caught," "I'll deal with it later," or "I'll just have one." Many discover that same "go-ahead" thought has been a lifelong pattern. That awareness opens a new opportunity for change.

### **Part 9: Remembering Consequences**

The group develops practical skills and effective tools. Noticing how we shut out consequences-what we say to ourselves to "go-ahead" and commit the crime or get high-provides a warning sign: an alarm that can tell us to slow down, and consider the consequences. Each person develops a potent reminder: a powerful image of negative consequences to call on when facing temptation. They explore the crucial tool of planning ahead. And they discover the value of using positive consequences, as they think through, "*What kind of person do I want to be-for myself and as a role model for my children?*"

**Attachment E**

**Ottawa County Gatekeeper Program**  
**Steering Committee**

**Lieutenant Steve Baar, Jail Administrator**  
Sheriff's Office

**Susan Buist, Program Director (Gatekeeper Direct Supervisor)**  
Community Mental Health

**Doug Kampuis, Adult Probation/Parole Supervisor**  
20th Circuit Court

**Mark Knudsen, Director**  
Planning and Grants Department

**David Schipper, Director of Probation and Community Corrections**  
58th District Court

**Greg Steigenga, Undersheriff**  
Sheriff's Office

**DEMOGRAPHICS**

Name: \_\_\_\_\_

Jail ID No: \_\_\_\_\_

DOB: \_\_\_\_\_

SSN: \_\_\_\_\_

County of Residence: \_\_\_\_\_

Gender:  Male  Female

**Ethnicity:**

- Caucasian  African American  Hispanic/Latino  
 Asian  Native American  Other

**Marital Status:**

- Married  Separated  Divorced  Single

Number of Dependant Children: \_\_\_\_\_

Highest Grade Completed: \_\_\_\_\_  GED

Still In School:  Yes  No

Literate (English):  Yes  No

**Employment:**

- Full Time  Part Time  Unemployed  Disability

**SCREENING**

Most Recent Booking Date: \_\_\_\_\_

**Participant Status:**

- OUIL III  TwoPlus  Mental Health

Number of Bookings in Last Year: \_\_\_\_\_

**Mental Health Diversions**

Diverted:  Yes  No

If Yes, Diverted To: \_\_\_\_\_

Date Diverted: \_\_\_\_\_

Number of Days Diverted: \_\_\_\_\_

Number of Jail Infractions: \_\_\_\_\_

Type of Infraction(s): \_\_\_\_\_

Duration of Sanctions: \_\_\_\_\_

Date of Sanctions: \_\_\_\_\_

**Bond Information**

Bond-Set:  Yes  No

If Yes, Please Provide Date: \_\_\_\_\_

Bond-Posted:  Yes  No

If Yes, Please Provide Date: \_\_\_\_\_

**SCREENING (continued)**

Current Charge 1: \_\_\_\_\_

Date of Charge/PV: \_\_\_\_\_

- Felony  Misdemeanor  Probation Violation

Current Charge 2: \_\_\_\_\_

Date of Charge/PV: \_\_\_\_\_

- Felony  Misdemeanor  Probation Violation

Current Charge 3: \_\_\_\_\_

Date of Charge/PV: \_\_\_\_\_

- Felony  Misdemeanor  Probation Violation

**ASSESSMENT**

Initial Interview (non-standard assessment):  Yes  No

If Yes, Please Provide Date: \_\_\_\_\_

How open is individual to receiving help through CBT?

On a Scale of 0 to 10: \_\_\_\_\_

OWI III Assessment:  Yes  No

	None	Mild	Moderate	Severe
Inappropriateness	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Problem Solving Status	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Emotional Health Status	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Substance Abuse Status	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Employment Status	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Relationship Status	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Physical Health Status	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Educational Status	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Criminal Record Status	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Overall Needs Summary	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

COMPAS Assessment:  Yes  No

	Mild	Moderate	Severe
Violence	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recidivism	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Community Non-Compliance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Substance Abuse	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Financial Problems/Poverty	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Vocation/Education Problems	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Criminal Thinking	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Socialization Failure	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**IN-JAIL COMMUNITY-BASED PROGRAMMING**

- AA  Anger Management  
 AA (Spanish)  Coping With Confinement  
 A Time To Heal  Life Strategies  
 Freedom For Women  Mental Health Therapy  
 Living Consciously  
 Substance Abuse (Non-Religious)  
 Substance Abuse (Religious)

**IN-JAIL CBT PROGRAMMING**

CBT Participation:  Voluntary  Court Order

Requested to Participate But Class Was Full:  Yes

**Phase I:**

- Successful Completion  
 Unsuccessful Completion  
 Released from Jail  Dropout  
 Moved to Maximum Security  Other: \_\_\_\_\_

Sentenced (start of program):  Yes  No

Sentenced (end of program):  Yes  No

**Phase II:**

- Successful Completion  
 Unsuccessful Completion  
 Released from Jail  Dropout  
 Moved to Maximum Security  Other: \_\_\_\_\_

Sentenced (start of program):  Yes  No

Sentenced (end of program):  Yes  No

**Phase III:**

- Successful Completion  
 Unsuccessful Completion  
 Released from Jail  Dropout  
 Moved to Maximum Security  Other: \_\_\_\_\_

Sentenced (start of program):  Yes  No

Sentenced (end of program):  Yes  No

Follow-Up Letter Sent:  Date: \_\_\_\_\_

**Incentive(s) to Participate:**

- None  Reduced Jail-Time  Other: \_\_\_\_\_

Number of Jail Days reduced because of participation in In-Jail CBT Program: \_\_\_\_\_

**DISCHARGE PLAN**

Discharge Plan Prepared:  Yes  No

If Yes, Please Provide Date: \_\_\_\_\_

Date of Sentencing: \_\_\_\_\_

Number of Days Sentenced to Jail: \_\_\_\_\_

Anticipated Discharge Date: \_\_\_\_\_

Actual Discharge Date: \_\_\_\_\_



Attachment G

COMMUNITY-BASED PROGRAM DATA COLLECTION FORM

Person Completing Form: \_\_\_\_\_

DEMOGRAPHIC INFORMATION

(To Be Completed By Program Participant)

Name: \_\_\_\_\_

Street Address: \_\_\_\_\_

City: \_\_\_\_\_

Contact Number: ( ) - \_\_\_\_\_

Date of Birth: \_\_\_\_\_

Gender:  Male  Female

Ethnicity:
 Caucasian  African American
 Hispanic/Latino  Asian
 Native American  Other

Marital Status:
 Married  Separated
 Divorced  Single

Number of Dependant Children: \_\_\_\_\_

Employment:
 Full Time  Part Time
 Unemployed  Disability

Highest Grade Completed: \_\_\_\_\_  GED

Are You Still In School?  Yes  No

IN-JAIL COMMUNITY-BASED PROGRAMMING

Name of Program: \_\_\_\_\_

Program Attendance Record:

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

POST-JAIL COMMUNITY-BASED PROGRAMMING

Name of Program: \_\_\_\_\_

Program Attendance Record:

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

POST-JAIL COMMUNITY-BASED PROGRAMMING (continued)

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

Date: \_\_\_\_\_

Comments: \_\_\_\_\_

POST-PROGRAM REFERRALS

Referral(s) Provided:  Yes  No

If Yes, Please Provide Date: \_\_\_\_\_

Agency Referred to: \_\_\_\_\_

Service Referred: \_\_\_\_\_

Agency Referred to: \_\_\_\_\_

Service Referred: \_\_\_\_\_

Agency Referred to: \_\_\_\_\_

Service Referred: \_\_\_\_\_

Agency Referred to: \_\_\_\_\_

Service Referred: \_\_\_\_\_

Upon Completion of Form, Please return to:

Ottawa County Gatekeeper Coordinator
12130 Fillmore Street
West Olive, Michigan 49460
(o) 616.738.4083
(f) 616.738.4688

**Attachment H-1**

**IN-JAIL PROGRAM  
SELF-EVALUATION SURVEY**  
(To Be Completed By Participant)

Participant Name: \_\_\_\_\_

Participant Jail I.D. Number: \_\_\_\_\_ Today's Date \_\_\_\_\_

Program Name: \_\_\_\_\_

**Your assistance in completing this survey is greatly appreciated and will help our efforts to improve the program.**

1. **List two (2) major benefits of being involved in this program. (please print)**

A. \_\_\_\_\_  
\_\_\_\_\_

B. \_\_\_\_\_  
\_\_\_\_\_

2. **List two (2) major drawbacks of being involved in this program. (please print)**

A. \_\_\_\_\_  
\_\_\_\_\_

B. \_\_\_\_\_  
\_\_\_\_\_

3. **How do you feel the program you attended helped you? (please check one)**

Very Helpful    Somewhat Helpful    Don't Know    Not Very Helpful    Not At All Helpful

4. **Rate your satisfaction with the program provider's skill in leading the program. (please check one)**

Very Satisfied    Somewhat Satisfied    Don't Know    Not Very Unsatisfied    Not At All Satisfied

5. **Why did you attend? (Please check all that apply)**

Recommended By Someone Else    Nothing Else To Do    Wanted To Get Out Of Cell  
 Judge Ordered Me To Attend    Thought It Would Help Me    Other: \_\_\_\_\_

**Return to:** Gatekeeper Coordinator  
Ottawa County Jail Facility  
12130 Fillmore Street  
West Olive, MI 49460  
(o) (616) 738-4083

**Attachment H-2**

**POST-JAIL PROGRAM  
SELF-EVALUATION SURVEY**

(To Be Completed By Participant)

Participant Name: \_\_\_\_\_

Participant Jail I.D. Number: \_\_\_\_\_ Today's Date \_\_\_\_\_

Program Name: \_\_\_\_\_

**Your assistance in completing this survey is greatly appreciated and will help our efforts to improve the program.**

1. **List two (2) major benefits of being involved in this program. (please print)**

C. \_\_\_\_\_  
\_\_\_\_\_

D. \_\_\_\_\_  
\_\_\_\_\_

6. **List two (2) major drawbacks of being involved in this program. (please print)**

A. \_\_\_\_\_  
\_\_\_\_\_

B. \_\_\_\_\_  
\_\_\_\_\_

7. **How do you feel the program you attended helped you? (please check one)**

Very Helpful    Somewhat Helpful    Don't Know    Not Very Helpful    Not At All Helpful

8. **Rate your satisfaction with the program provider's skill in leading the program. (please check one)**

Very Satisfied    Somewhat Satisfied    Don't Know    Not Very Unsatisfied    Not At All Satisfied

9. **Why did you attend? (Please check all that apply)**

Recommended By Someone Else    Nothing Else To Do    Wanted To Avoid Jail

Judge Ordered Me To Attend    Thought It Would Help Me    Other: \_\_\_\_\_

**Return to:**

Gatekeeper Coordinator  
Ottawa County Jail Facility  
12130 Fillmore Street  
West Olive, MI 49460  
(f) (616) 738-4688

**Attachment I**  
**POST-JAIL TRACKING FORM – DISCHARGE PLAN**

Ottawa County Gatekeeper Program  
 (To Be Completed By Probation Officer)

Attendee Name: \_\_\_\_\_ Jail I.D. Number: \_\_\_\_\_

Date of Discharge Plan: \_\_\_\_\_

**Actions To Be Completed By Participant**  
*(Actions Listed By Gatekeeper)*

**1. Service:** \_\_\_\_\_  
**Agency:** \_\_\_\_\_  
 Address: \_\_\_\_\_  
 \_\_\_\_\_  
 Phone #: \_\_\_\_\_

**2. Service:** \_\_\_\_\_  
**Agency:** \_\_\_\_\_  
 Address: \_\_\_\_\_  
 \_\_\_\_\_  
 Phone #: \_\_\_\_\_

**3. Service:** \_\_\_\_\_  
**Agency:** \_\_\_\_\_  
 Address: \_\_\_\_\_  
 \_\_\_\_\_  
 Phone #: \_\_\_\_\_

**4. Service:** \_\_\_\_\_  
**Agency:** \_\_\_\_\_  
 Address: \_\_\_\_\_  
 \_\_\_\_\_  
 Phone #: \_\_\_\_\_

**5. Service:** \_\_\_\_\_  
**Agency:** \_\_\_\_\_  
 Address: \_\_\_\_\_  
 \_\_\_\_\_  
 Phone #: \_\_\_\_\_

FOR OFFICIAL USE ONLY			
Name of Probation Officer Completing this Portion of Form: _____			
Mandatory Action	Completed	Date Completed	If "No", List Reason
<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	_____	_____
<input type="checkbox"/> No	<input type="checkbox"/> No		
	<input type="checkbox"/> N/A		
Comments: _____			
-----			
<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	_____	_____
<input type="checkbox"/> No	<input type="checkbox"/> No		
	<input type="checkbox"/> N/A		
Comments: _____			
-----			
<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	_____	_____
<input type="checkbox"/> No	<input type="checkbox"/> No		
	<input type="checkbox"/> N/A		
Comments: _____			
-----			
<input type="checkbox"/> Yes	<input type="checkbox"/> Yes	_____	_____
<input type="checkbox"/> No	<input type="checkbox"/> No		
	<input type="checkbox"/> N/A		
Comments: _____			

Upon completion, please return form to:  
 Ottawa County Gatekeeper  
 (o) 738.4083 (f) 738.4688

## Attachment J

Overall Demographics					
	Total Participants	OWI III Offenders	Gatekeeper Community Based Program Participants	In-Jail CBT Participants	Post-Jail CBT Participants
<b>Gender</b>					
Male	135 (68.5%)	30 (57.7%)	12 (46.2%)	47 (63.5%)	45 (76.3%)
Female	46 (23.4%)	6 (11.5%)	14 (53.8%)	27 (36.5%)	14 (23.7%)
Not Available	16 (8.1%)	16 (30.8%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
<b>Total</b>	<b>197 (100.0%)</b>	<b>52 (100.0%)</b>	<b>26 (100.0%)</b>	<b>74 (100.0%)</b>	<b>59 (100.0%)</b>
<b>Age</b>					
18-29	92 (46.7%)	7 (13.5%)	14 (53.8%)	36 (48.6%)	45 (76.3%)
30-39	53 (26.9%)	17 (32.7%)	8 (30.8%)	27 (36.5%)	8 (13.6%)
40-49	22 (11.2%)	6 (11.5%)	3 (11.5%)	9 (12.2%)	5 (8.5%)
50+	14 (7.1%)	6 (11.5%)	1 (3.8%)	2 (2.7%)	1 (1.7%)
Not Available	16 (8.1%)	16 (30.8%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
<b>Total</b>	<b>197 (100.0%)</b>	<b>52 (100.0%)</b>	<b>26 (100.0%)</b>	<b>74 (100.0%)</b>	<b>59 (100.0%)</b>
<b>Average Age</b>	<b>n/a</b>	<b>n/a</b>	<b>30.0</b>	<b>30.5</b>	<b>25.9</b>
<b>Ethnicity</b>					
White	112 (56.9%)	27 (51.9%)	14 (53.8%)	49 (66.2%)	30 (50.8%)
Black	13 (6.6%)	2 (3.8%)	3 (11.5%)	5 (6.8%)	5 (8.5%)
Hispanic	43 (21.8%)	5 (9.6%)	8 (30.8%)	15 (20.3%)	20 (33.9%)
Asian	6 (3.0%)	0 (0.0%)	0 (0.0%)	3 (4.1%)	2 (3.4%)
Native American	3 (1.5%)	2 (3.8%)	0 (0.0%)	1 (1.4%)	0 (0.0%)
Other	4 (2.0%)	0 (0.0%)	1 (3.8%)	1 (1.4%)	2 (3.4%)
Not Available	16 (8.1%)	16 (30.8%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
<b>Total</b>	<b>197 (100.0%)</b>	<b>52 (100.0%)</b>	<b>26 (100.0%)</b>	<b>74 (100.0%)</b>	<b>59 (100.0%)</b>
<b>Marital Status</b>					
Married	23 (11.7%)	7 (13.5%)	0 (0.0%)	8 (10.8%)	4 (6.8%)
Divorced/Separated	33 (16.8%)	9 (17.3%)	5 (19.2%)	14 (18.9%)	10 (16.9%)
Single	115 (58.4%)	15 (28.8%)	20 (76.9%)	49 (66.2%)	44 (74.6%)
Not Available	26 (13.2%)	21 (40.4%)	1 (3.8%)	3 (4.1%)	1 (1.7%)
<b>Total</b>	<b>197 (100.0%)</b>	<b>52 (100.0%)</b>	<b>26 (100.0%)</b>	<b>74 (100.0%)</b>	<b>59 (100.0%)</b>
<b>Highest Grade Completed</b>					
Less than 12 <sup>th</sup> grade	67 (34.0%)	11 (21.2%)	11 (42.3%)	27 (36.5%)	23 (39.0%)
Received GED	39 (19.8%)	3 (5.8%)	7 (26.9%)	13 (17.6%)	19 (32.2%)
Completed 12 <sup>th</sup> grade	55 (27.9%)	12 (23.1%)	7 (26.9%)	29 (39.2%)	14 (23.7%)
More than 12 <sup>th</sup> grade	20 (10.2%)	10 (19.2%)	1 (3.8%)	5 (6.8%)	3 (5.1%)
Not Available	16 (8.1%)	16 (30.8%)	0 (0.0%)	0 (0.0%)	0 (0.0%)
<b>Total</b>	<b>197 (100.0%)</b>	<b>52 (100.0%)</b>	<b>26 (100.0%)</b>	<b>74 (100.0%)</b>	<b>59 (100.0%)</b>
<b>Employment</b>					
Full time	49 (24.9%)	16 (30.8%)	2 (7.7%)	10 (13.5%)	21 (35.6%)
Part time	20 (10.2%)	5 (9.6%)	2 (7.7%)	6 (8.1%)	10 (16.9%)
Unemployed	94 (47.7%)	12 (23.1%)	17 (65.4%)	52 (70.3%)	23 (39.0%)
Disabled	10 (5.1%)	1 (1.9%)	4 (15.4%)	3 (4.1%)	2 (3.4%)
Not Available	24 (12.1%)	18 (34.6%)	1 (3.8%)	3 (4.1%)	3 (5.1%)
<b>Total</b>	<b>197 (100.0%)</b>	<b>52 (100.0%)</b>	<b>26 (100.0%)</b>	<b>74 (100.0%)</b>	<b>59 (100.0%)</b>

Note: Because a participant can be an OWI III offender and participate in community-based programming and/or CBT, the total number of participants will be different than a sum of all OWI III offenders, community-based participants, and CBT participants

## Attachment K

### Discharge Plans and Post-Jail Referrals

#### Types of Referral Services

Therapy and Psychiatric	14.9% (24)	Medicaid Services	1.2% (2)
Residential Placement	13.0% (21)	Mental Health	1.2% (2)
Substance Abuse	11.8% (19)	Parenting	1.2% (2)
CBT	9.9% (16)	Support Group	1.2% (2)
Alcoholics/Narcotics Anonymous	7.5% (12)	Tax Preparation Assistance	1.2% (2)
Employment	6.8% (11)	Business Start-up Information	0.6% (1)
GED	5.6% (9)	Caregiver Support Group	0.6% (1)
Intensive Outpatient	4.3% (7)	Child Resources	0.6% (1)
Housing	3.1% (5)	Dental	0.6% (1)
Life Skills	3.1% (5)	Food	0.6% (1)
Drug Court	2.5% (4)	Kinship Program	0.6% (1)
Medical Assistance	2.5% (4)	Probationer Group	0.6% (1)
Medication Review	2.5% (4)	<b>Total</b>	<b>100.0% (161)</b>
Outpatient	1.9% (3)		

Note: 44 participants received a total of 161 referrals; participants may receive more than one referral

#### Types of Referral Agencies

Ottawa County	12.4% (20)	Heights of Hope	1.9% (3)
Child and Family Services	8.1% (13)	Primary Care Physician	1.9% (3)
Alcoholics/Narcotics Anonymous	7.5% (12)	Shoreline Services	1.9% (3)
Chester Ray	6.2% (10)	Cornerstone	1.2% (2)
Community Mental Health	6.2% (10)	Family Independence Agency	1.2% (2)
Core City	6.2% (10)	Job Connections	1.2% (2)
Holland Rescue Mission	6.2% (10)	Men's Resource Center	1.2% (2)
Michigan Works	5.6% (9)	Pine Rest	1.2% (2)
Community Connections	5.0% (8)	Veteran's Affairs	1.2% (2)
Ottagan Addictions Recovery	4.3% (7)	West Michigan Therapy	1.2% (2)
Harbor House	3.7% (6)	Arbor Circle	0.6% (1)
Health Department	3.7% (6)	Bethany Christian	0.6% (1)
Intercare Agency	3.7% (6)	Reality Counseling	0.6% (1)
Holland Behavioral Health	2.5% (4)	Salvation Army	0.6% (1)
Families Victorious	1.9% (3)	<b>Total</b>	<b>100.0% (161)</b>

Note: 44 participants received a total of 161 referrals; participants may receive more than one referral

# Attachment L

## Post-Jail CBT Program

### Estimated Time Necessary To Obtain Recidivism Data

	12-Months												12-Months												12-Months												12-Months												
	Jun 06	Jul 06	Aug 06	Sep 06	Oct 06	Nov 06	Dec 06	Jan 07	Feb 07	Mar 07	Apr 07	May 07	Jun 07	Jul 07	Aug 07	Sep 07	Oct 07	Nov 07	Dec 07	Jan 08	Feb 08	Mar 08	Apr 08	May 08	Jun 08	Jul 08	Aug 08	Sep 08	Oct 08	Nov 08	Dec 08	Jan 09	Feb 09	Mar 09	Apr 09	May 09	Jun 09	Jul 09	Aug 09	Sep 09	Oct 09	Nov 09	Dec 09	Jan 10	Feb 10	Mar 10	Apr 10	May 10	Avg (Pr Yr)
<b>Participants Enrolling<sup>1</sup></b> (By Month)	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	10	0	0	40.0
<b>Participants Discharged<sup>2</sup></b> (By Month)	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Remaining Participants after Discharges</b> (Cumulative Total)	10	10	10	20	20	20	30	30	30	40	40	40	50	50	50	60	60	60	70	70	70	80	80	80	90	90	90	100	100	100	110	110	110	120	120	120	130	130	130	140	140	140	150	150	150	160	160	160	160
<b>Likely Date of Graduation</b> (Minimum 3 months after enrollment)	Aug 06	Sep 06	Oct 06	Nov 06	Dec 06	Jan 07	Feb 07	Mar 07	Apr 07	May 07	Jun 07	Jul 07	Aug 07	Sep 07	Oct 07	Nov 07	Dec 07	Jan 08	Feb 08	Mar 08	Apr 08	May 08	Jun 08	Jul 08	Aug 08	Sep 08	Oct 08	Nov 08	Dec 08	Jan 09	Feb 09	Mar 09	Apr 09	May 09	Jun 09	Jul 09	Aug 09	Sep 09	Oct 09	Nov 09	Dec 09	Jan 10	Feb 10	Mar 10	Apr 10	May 10	Jun 10	Jul 10	
<b>Graduates That Can Be Evaluated By Month And Year<sup>3</sup></b> (Cumulative Total)	10	10	10	20	20	20	30	30	30	40	40	40	10	10	10	20	20	20	30	30	30	40	40	40	10	10	10	20	20	20	30	30	30	40	40	40	10	10	10	20	20	20	30	30	30	40	40	40	40.0
<b>Graduates That Can Be Evaluated<sup>3</sup></b> (Cumulative Total)	10	10	10	20	20	20	30	30	30	40	40	40	50	50	50	60	60	60	70	70	70	80	80	80	90	90	90	100	100	100	110	110	110	120	120	120	130	130	130	140	140	140	150	150	150	160	160	160	160

<sup>1</sup> This model is based on a formula for a single post-jail CBT program wherein a minimum of 10 participants enroll at the start of each 12-week program

<sup>2</sup> Because an accurate discharge rate has not been established, this model assumes a 100.0% graduation rate. An administrative evaluation prior to a recidivism analysis will provide an accurate discharge rate that will be incorporated in this model

<sup>3</sup> Based on a minimum time necessary to collect adequate program data (18 months after graduation); the number of individuals available for evaluation may be less if additional participants did not successfully complete the program



**The District Court**  
for the 58th Judicial District of Michigan

**HOLLAND COURT**  
57 WEST 8TH STREET  
HOLLAND, MI 49423  
(616) 392-6991  
(616) 392-5013 FAX

**SUSAN A. JONAS**  
CHIEF JUDGE  
**BRAD KNOLL**  
JUDGE  
**CINDY VANDERPEYL**  
CHIEF CLERK

**GRAND HAVEN COURT**  
414 WASHINGTON AVENUE  
GRAND HAVEN, MI 49417  
(616) 846-8280  
(616) 846-8291 FAX

**RICHARD J. KLOOTE**  
JUDGE  
**MAXINE BOLTON**  
CHIEF CLERK

**HUDSONVILLE COURT**  
3100 PORT SHELDON ROAD  
HUDSONVILLE, MI 49426  
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(616) 669-2950 FAX

**KENNETH POST**  
JUDGE  
**LINDA KLUNDER**  
CHIEF CLERK

**BARRY R. KANTZ,**  
M.S.A., J.D.  
DISTRICT COURT ADMINISTRATOR  
(616) 846-8037  
bkantz@co.ottawa.mi.us

**G. STEWART HICKS**  
MAGISTRATE

December 21, 2005

David Schipper  
Director of Probation and Community Corrections  
58<sup>th</sup> District Court  
57 West 8<sup>th</sup> St.  
Holland, MI 49423

Dear Mr. Schipper:

We understand that Community Corrections has a contract with Community Mental Health of Ottawa County to provide "gatekeeper" services in our jail. It has further come to our attention that Sherri Cole's duties as the in-jail "gatekeeper" have been curtailed. One of those duties that we as judges found extremely valuable was to have her find incarceration alternatives for offenders.

Sherri was able to arrange getting offenders into treatment programs such as OAR's Chester A. Ray Center or Harbor House for substance abusing offenders, to arrange mental health services or arrange auxiliary services such as employment, housing, parenting support services, etc. Often we would review jail sentences for release from jail upon arrangement of the service or Sherri's arrangements would become part of the offender's sentencing plan and the offender would be released from jail as part of his/her sentence. Either way, this function was definitely saving jail bed days for the County and getting offenders placed in appropriate programming to lessen the chance of recidivating and returning to jail.

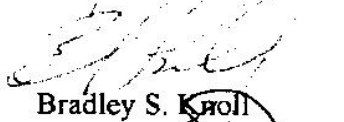
We consider arranging incarceration alternatives for our offenders to be a key function as it assists us in making the best decisions for both the offender and society. Sherri's abilities and her location at the jail make her uniquely positioned to perform this valuable function.

We are asking that you please reinstate this incarceration alternative function into the gatekeeper role.

Sincerely,



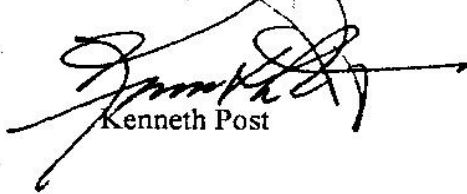
Susan A. Jonas



Bradley S. Knoll



Richard Kloote



Kenneth Post

cc Al Vanderberg  
Mark Knudsen