

# Ohio's 1976 Comprehensive Criminal Justice Plan

5/11/82



STATE OF OHIO  
OFFICE OF THE GOVERNOR  
COLUMBUS 43215

JAMES A. RHODES  
GOVERNOR

September 11, 1975



Mr. V. Allen Adams  
Regional Administrator  
Law Enforcement Assistance Administration  
Department of Justice  
3166 Des Plaines Avenue  
Des Plaines, Illinois 60018

Dear Mr. Adams:

I am pleased to submit to you the 1976 Comprehensive Criminal Justice Plan and an application for the 1976 LEAA block grant for the State of Ohio.

This plan, the eighth of its kind to be submitted to LEAA under the block grant program, has been prepared with the guidance of the Ohio Criminal Justice Supervisory Commission by the staff of the Ohio Department of Economic and Community Development's Administration of Justice Division.

As in prior years, the Ohio Plan documents the state's continuing efforts to strive for a reduction in crime and improvement of criminal justice services for the citizens of Ohio.

With the recent Congressional passage of the Juvenile Justice and Delinquency Prevention Act, Ohio has directed its attention to meeting the challenge and requirements of the new law. A significant portion of this plan is devoted to the new responsibilities of the state in the area of juvenile justice. Ohio is currently in the process of selecting and appointing a new advisory body, the Ohio Juvenile Justice Advisory Commission, which will be responsible for recommendations in all areas of juvenile justice planning and dollar allocations.

This report also contains both a crime profile of Ohio and an evaluation of Ohio's existing criminal justice system. The entire scope of Ohio's future criminal justice needs has been considered by the State Planning Agency and Supervisory Board and an extensive criminal justice program has been outlined for both the present and future.

The five task forces of the Ohio Criminal Justice Supervisory Commission have been active in the consideration and approval of the standards and goals for criminal justice. Ohio this year published its first round of standards for statewide implementation and work is continuing for the gathering of citizen commentary and approval of the second round.

We plan to again follow the procedure initiated in 1973 of distributing a substantial portion of the federal money allotted to us through Ohio's innovative mini-block grant program. With the amount of the funding being determined by a

Mr. V. Allen Adams

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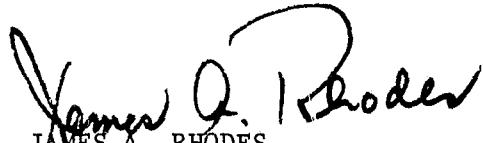
September 11, 1975

crime/population ratio, the state's six high-crime metropolitan areas will again receive a large portion of the money to fund local projects. Ohio has found that this particular method of funding has been extremely successful in the past and we will continue our support for utilization of local criminal justice leadership in successfully dealing with crime in our urban areas.

The Ohio Criminal Justice Supervisory Commission and its chairman, the Honorable Alvin I. Krenzler, are to be commended for their leadership in the development of the 1976 Ohio Plan. I am sure their efforts in improving the criminal justice system will have far-reaching effects in Ohio in future years.

Thank you for your past assistance and Ohio looks forward to your continuing support in the future.

Sincerely,

  
JAMES A. RHODES  
Governor



# CRIMINAL JUSTICE SUPERVISORY COMMISSION

P.O. BOX 1001 • COLUMBUS, OHIO • 43216

STATE OF OHIO

JAMES A. RHODES, GOVERNOR  
ALVIN I. KRENZLER, CHAIRMAN



The Honorable James A. Rhodes  
Governor  
The State House  
Columbus, Ohio 43215

Dear Governor Rhodes:

I am pleased to forward Ohio's 1976 Comprehensive Criminal Justice Plan for submission to the Law Enforcement Assistance Administration.

The plan allocates more than \$20 million under the Crime Control Act. These funds, together with State and local matching funds, will provide for approximately 500 action projects to reduce crime and continue our effort to effect systemic improvement within the criminal justice system and modernize Ohio's adult and juvenile justice systems at both State and local levels.

A significant amount is devoted to juvenile delinquency. Recent congressional passage of the Juvenile Justice and Delinquency Prevention Act assigns important new responsibilities to the states in this area which this plan addresses. We feel that the new juvenile measure will help strengthen this critical component of long-term crime reduction.

This plan also sees a continuation of Ohio's leadership among the states in implementation of standards and goals for criminal justice. After lengthy commission and staff review, we have published the first round of state standards.

This plan, as with others before it, is a product of many contributors, including hundreds of Supervisory Commission member-days of deliberation and review and countless hours of work by the Administration of Justice Division staff under the able leadership of Bennett J. Cooper. Moreover, under the nationally acclaimed and widely copied Ohio Plan, this effort has also included the hard work of the supervisory boards and staffs of the six Regional Planning Units. This insures full attention to, and local involvement in, meeting the particular needs of the state's high-crime areas.

As important as the product, however, is the process it involves. Through the State and local supervisory boards, citizens as well as justice system officials have determined their criminal justice needs. Continued

James A. Rhodes  
Page 2

citizen involvement and evaluation of projects will help insure that this relatively small sum will be used to demonstrate new and better utilization of the total annual expenditure of State and local governments for criminal justice.

Only in such a fashion can Ohio maintain its leadership in mounting a cogent, comprehensive and constitutional thrust against crime and eventually reach its goal of a safer, more just society.

Sincerely yours,

  
Alvin I. Krenzler  
Chairman



James A. Duerk, Director  
Department of Economic  
and Community Development



Bennett J. Cooper, Deputy Director  
Administration of Justice Division

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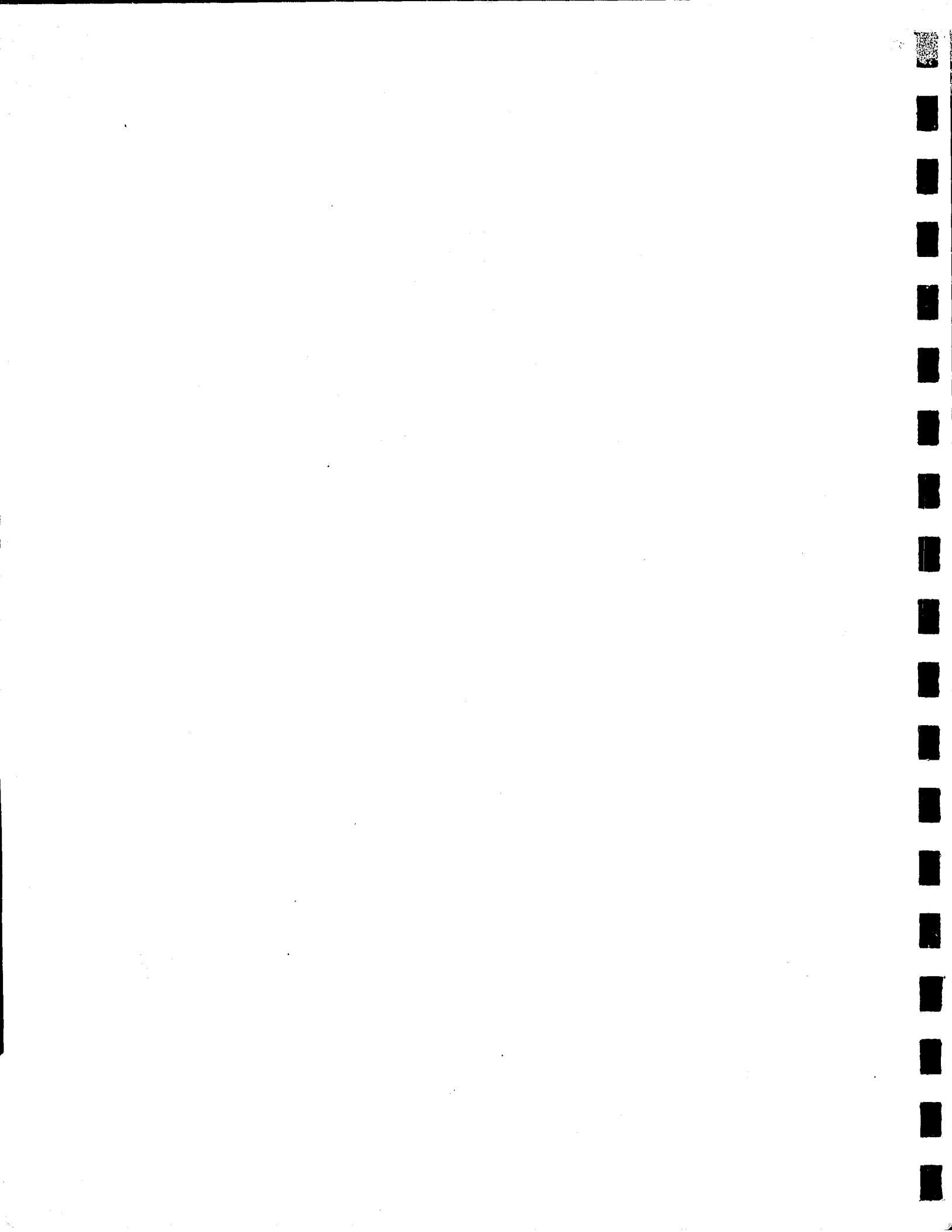
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# Overview

## THE OHIO PLAN - ADMINISTRATION

### OFFICE OF THE GOVERNOR

In Ohio, the ultimate authority and responsibility for the State's block grant rests with Governor James A. Rhodes. The policy board is the Ohio Criminal Justice Supervisory Commission (OCJSC), a 39 member body whose membership structure reflects the goals and objectives of the Ohio Plan. The commission is charged with "exercising leadership in reducing the incidence of crime and in improving the quality of criminal justice," and "overseeing and reviewing preparation of a comprehensive criminal justice plan" governing Ohio's multimillion dollar grant. The Board is comprised of members whose leadership and cooperation are considered essential to the achievement of that goal. Representation is drawn not only from those who work directly within the criminal justice system, but also from social and educational agencies, groups with direct interests in the problems of crime and delinquency in Ohio, and from those who are most heavily affected by those problems, such as minority groups and the poor.

By executive order of the governor, implementation and administration of the crime control program in Ohio is placed with the Department of Economic and Community Development's Administration of Justice Division (AJD).

### DEPARTMENT OF ECONOMIC AND COMMUNITY DEVELOPMENT

The Ohio Department of Economic and Community Development is in the service business. The department provides technical and financial assistance and information to help groups and individuals in Ohio meet a series of economic and community problems and opportunities. The department takes the lead for State govern-

ment in community planning and development, industrial retention-expansion, housing and community assistance, human resources development, comprehensive manpower planning and criminal justice planning services.

The department is composed of four operating divisions: (1) Community Development; (2) Economic Development; (3) Human Resources; and (4) Administration of Justice; with an Administrative Services Division for internal operations. The operating divisions relate the identified complex urban problems which are contributing forces to local crime rates. Together the divisions strive to carry out the department's goal to make Ohio communities better places to which to live and work by helping assure that community development and economic development are properly coordinated and balanced.

Development Director James A. Duerk holds a cabinet-level position in Governor Rhodes' cabinet, thus effecting a close working relationship between the governor and the administrative and supervisory levels of program operation.

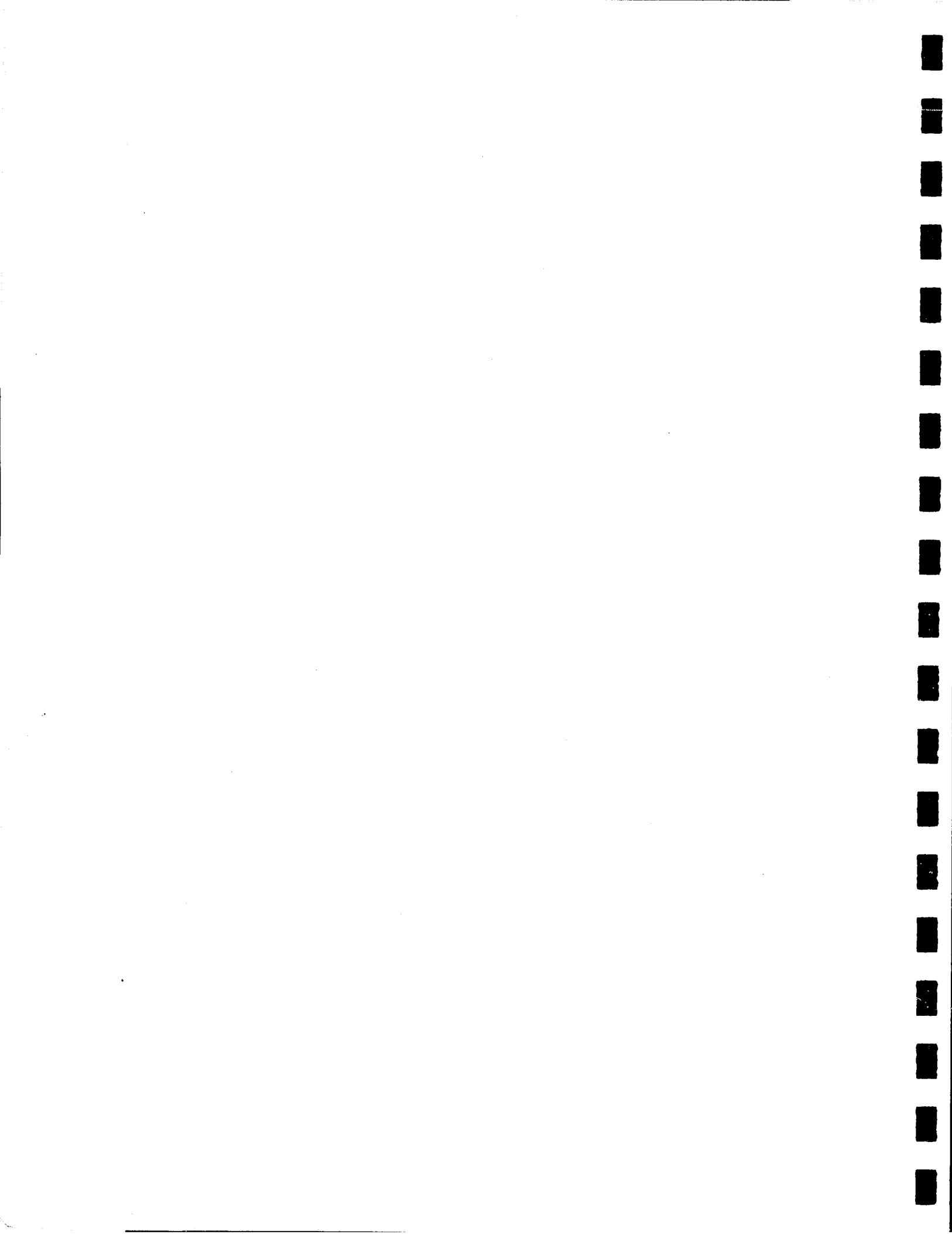
#### ADMINISTRATION OF JUSTICE DIVISION

Management of funds awarded to the State of Ohio in a block grant by the Law Enforcement Assistance Administration (LEAA) is conducted by the Administration of Justice Division, the State Planning Agency under the Crime Control Act.

Primary functions of the SPA include directing more of Ohio's share of LEAA money to areas with higher crime rates, finding ways to get it there faster and streamlining the planning process to bring about proportional participation by the three elements of the criminal justice system--law enforcement, the courts and corrections.

The division has drastically reduced the length of time involved in applying for crime funds through implementation of the Ohio Plan, which saw the state reorganized into six metropolitan planning districts and four non-metropolitan planning quadrants.

# **THE OHIO PLAN**



Planning Process. An annual comprehensive criminal justice plan, demonstrating Ohio's approach to a "determined effort" in improving the quality of law enforcement and criminal justice, is prepared for submission to LEAA's Region V office in Des Plaines, Illinois. This plan carefully analyzes the State's criminal justice structure and outlines the Part C action grant and Part E special corrections supplement programs designed to meet local needs and problems in a head-on manner.

In establishing AJD funding policies, the SPA has drawn clear-cut parameters around "fundable" versus "not fundable" projects. This is accomplished each year through a series of workshop planning sessions involving AJD planning and field staff. Separate meetings are held for non-metropolitan planning regions and State administrative agencies. Regional Planning Units in the six metropolitan areas conduct planning sessions with their constituent members.

Eligible project applicants submit their program proposals in the form of "pre-applications" to their respective planning coordinators in the planning districts, Regional Planning Units and State agencies. Projects are then reviewed and selected for funding on the basis of the needs and problems of the State's criminal justice systems and the general quality of those proposals submitted for consideration.

Funding Restrictions. Ohio's block grants for Part C and Part E funding are always overshadowed by the immense needs and problems illustrated by local governments in the pre-application process. For the past four planning cycles AJD has received program requests with a dollar value more than double that of the annual block grant. The issue of project rejection is more crucial during the current planning cycle as Ohio's total block grant is less than FY 1975.

Further constraints in planning are established by LEAA guidelines relating to a funding balance among law enforcement, courts and adult and juvenile corrections agencies. To achieve this balance, the SPA has allocated minimum and maximum percentages for the four major program categories: (1) law enforcement; (2) courts, prosecution and defense; (3) adult corrections; and (4) juvenile delinquency.

Ohio's FY 1976 Part C allocation is distributed among State agencies and local units of government on a 25-75 distribution ratio. State agencies receive 25 percent of the block grant, \$300,000 is used for special incentive projects, and the remainder goes to local units, under a crime/population formula. In this formula, index crime is weighted twice as heavily as population. Twice the index crime percentage, plus the percentage of total state population, divided by a factor of three, equals the Part C allocation for an APD or RPU.

Operating Structure. AJD's internal operating structure is organized around functional responsibilities below the administrative and management level. Three fully staffed and experienced operational bureaus perform the three basic functions of the SPA: (1) planning and research, (2) project review and (3) grants management. The activities and responsibilities of each bureau are outlined below:

- (1) Bureau of Planning and Research. Here the annual Comprehensive Criminal Justice Plan is prepared through the guidance of the Ohio Criminal Justice Supervisory Commission. The bureau also formulates formal guidelines for local and State agency planning, prepares periodic reports and is responsible for developing program evaluation techniques to measure past progress. The Standards and Goals Group, assigned the two-year job of evaluating standards and goals advocated by the national commission, is headquartered in this bureau.
- (2) Bureau of Project Review. Assistance to the six RPUs is provided by the Metropolitan Section staff which acts as liaison between the SPA and local government agencies within the RPU. The Non-Metropolitan Section has four teams consisting of a team leader and two program specialists for each of the State's four APDs. Each team has the responsibility for plan development, technical assistance, project implementation and overall program monitoring in its respective quadrant. State agencies are served by the State Projects Specialist.

(3) Bureau of Grants Management. Fiscal assistance in establishing programs at the local level and in monitoring monthly fund flow is the responsibility of the Fiscal Section. Project auditing requirements, as specified in the Crime Control Act, are undertaken by the Auditing Section. While the fiscal staffs of each RPU are responsible for individual fiscal assistance to subgrantees, the SPA does have a monitoring and final audit responsibility over the RPUs.

#### THE OHIO CRIMINAL JUSTICE SUPERVISORY COMMISSION

Behind the successful implementation of the Ohio Plan is the Ohio Criminal Justice Supervisory Commission (OCJSC), a 39-member policy-making body whose function is to participate in the improvement of law enforcement and criminal justice in Ohio. The commission oversees and supervises the work of the SPA and is the recognized policy-making authority for the operation of the crime control program in Ohio.

This group of men and women meet at monthly intervals to review and approve the work of State criminal justice administrators. These work sessions, in the form of discussion groups or special task forces, are most often concerned with actions regarding amending and approving the State's annual Comprehensive Criminal Justice Plan, developing priorities for future years and preparing guidelines for the operation of the annual work program. A recent addition to the commission's activity is the three-year program to develop criminal justice standards and goals for Ohio.

Membership. Commission members serve staggered terms ranging from one to three years for most members. In addition, several ex officio and RPU representatives serve indefinite terms by executive order. Commission members were chosen with the aim of establishing a dynamic body composed of individuals who, by both their positions and personal qualities, would actively strive to improve criminal justice in Ohio.

Eight positions are filled by government officials; six by Regional Planning Unit appointment; and the remaining 26 are appointed by the governor to represent local agencies both within and outside the criminal justice system.

Operation. OCJSC members meet in full session once a month, but are also divided into task forces for specialized work between plenary sessions. The task forces are established to deal with particular fields of criminal justice work. There are separate task forces to deal with the areas of courts, corrections, juvenile delinquency, and law enforcement.

A prime function of the commission is the annual review and approval of Ohio's Comprehensive Criminal Justice Plan. Both the Ohio Plan and the annual planning directives are important documents for the formulation of planning objectives vis-a-vis the impact and effect projects may have on improving the criminal justice system.

Through its directives, the commission has taken positive steps to encourage program planners to develop projects addressing crime-specific and crime-oriented planning, system development and/or the achievement of objective standards of performance. Its efforts have led to commitments for correcting minority imbalance in the criminal justice system, developing a statewide public defender program and formulating a criminal justice information system.

Policies on Plan Development. The commission's intent to obtain better quality projects through a more uniform, systematic planning process is reflected in the planning directives project applicants utilized in preparing their proposals this past planning cycle. Several guidelines were upgraded by the commission at their monthly plenary sessions. These changes have refined the ever-changing planning process and have assisted the user-applicant in following a logical sequence of preparatory steps in project development.

## Ohio Criminal Justice Supervisory Commission Membership

## State Criminal Justice Agencies: Indefinite Terms

William J. Brown  
Attorney General  
State of Ohio

Frank R. Blackstone  
Superintendent  
Ohio State Highway Patrol

George F. Denton  
Director  
Department of Rehabilitation  
and Correction

C. William O'Neill  
Chief Justice  
Ohio Supreme Court

William K. Willis  
Director  
Ohio Youth Commission

State Agencies Outside Criminal  
Justice:  
Indefinite Terms

Thomas E. Ferguson  
Auditor of State

Ellis L. Ross  
Director  
Ohio Civil Rights Commission

Dr. Timothy B. Moritz  
Director  
Department of Mental Health  
and Mental Retardation

Members-at-Large:      Representation  
One-Year Term

Donald Barrett  
Mayor  
Athens

William G. Batchelder  
State Representative  
93rd District  
Medina

Paul E. Gillmor  
State Senator  
2nd District  
Tiffin

Frank Witt  
Mayor  
Hamilton

Members-at-Large:      Representation  
Two-Year Terms

Robert O. Greer  
Assistant Superintendent  
for Urban Education  
Department of Education  
State of Ohio

Harry Meshel  
State Senator  
33rd District  
Youngstown

John Palermo  
Mahoning County  
Commissioner  
Youngstown

APD II

Franklin Radeloff  
Wood County  
Commissioner  
Bowling Green

APD I

Members-at-Large:      Representation  
Three-Year Terms

Leona Bevis  
Executive Director  
Federation for  
Community  
Planning  
Cleveland

Cuyahoga County

Doris Brown  
Executive Director  
Residential Neighbor-  
hood Community  
Association, Inc.  
Cincinnati

Hamilton County

Jarret C. Chavous, Jr.  
Planner  
Ohio Association  
of Community  
Action Agencies  
Columbus

Franklin County

Karl S. Hay  
Attorney  
Brouse and McDowell  
Akron

Summit County

C. Lyonel Jones  
Executive Director  
Legal Aid Society  
of Cleveland  
Cleveland

Cuyahoga County

Dr. Alberta B. Turner  
Retired Psychologist  
Columbus

Local Criminal  
Justice Officials:  
One-Year Term

Max B. Marston  
Sheriff  
Licking County  
Newark

Representation

APD IV

Fred F. Drenkhan  
Chief of Police  
Bay Village

Cuyahoga County

Roy Wallace  
Sheriff  
Warren County  
Lebanon

APD III

Local Criminal  
Justice Officials:  
Two-Year Terms

Charles W. Carter, Sr.  
Associate Professor  
The University of  
Toledo  
Toledo

Lucas County

Joseph R. Grunda  
Prosecuting Attorney  
Lorain County  
Elyria

APD II

Grover W. O'Connor  
Chief of Police  
Dayton

Montgomery County

Local Criminal            Representation  
Justice Officials:  
Three-Year Terms

Alvin I. Krenzler  
Chairman  
Presiding Judge  
Eighth Appellate  
District Court  
of Appeals  
Cleveland                Cuyahoga County

Andy Devine  
Judge, Court of  
Common Pleas  
Toledo                   Lucas County

Regional Planning            Representation  
District (RPU)  
Representatives:  
Indefinite Terms

William R. Baird  
Law Director  
City of Akron            Summit County

Nelson Grace  
Executive Director  
Board of Community  
Relations  
Toledo                   Lucas County

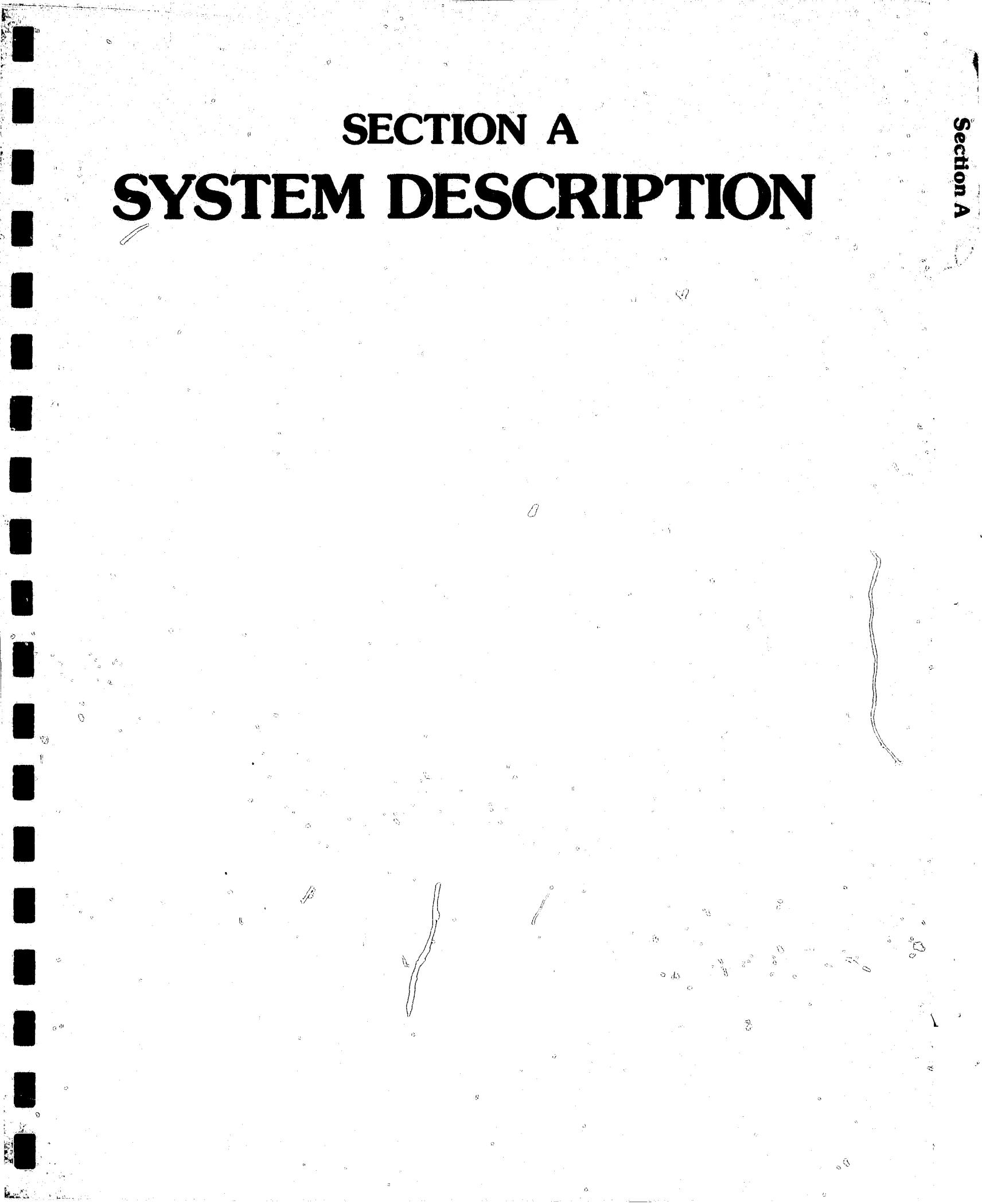
Wayne D. Rugh  
Deputy Chief of  
Police  
Columbus                Franklin County

Michael V. Schaffer  
Executive Director  
Criminal Justice  
Coordinating  
Council of Greater  
Cleveland  
Cleveland                Cuyahoga County

# **SECTION A**

# **SYSTEM DESCRIPTION**

Section A



# **Section A. System Description**

## **SYSTEM DESCRIPTION**

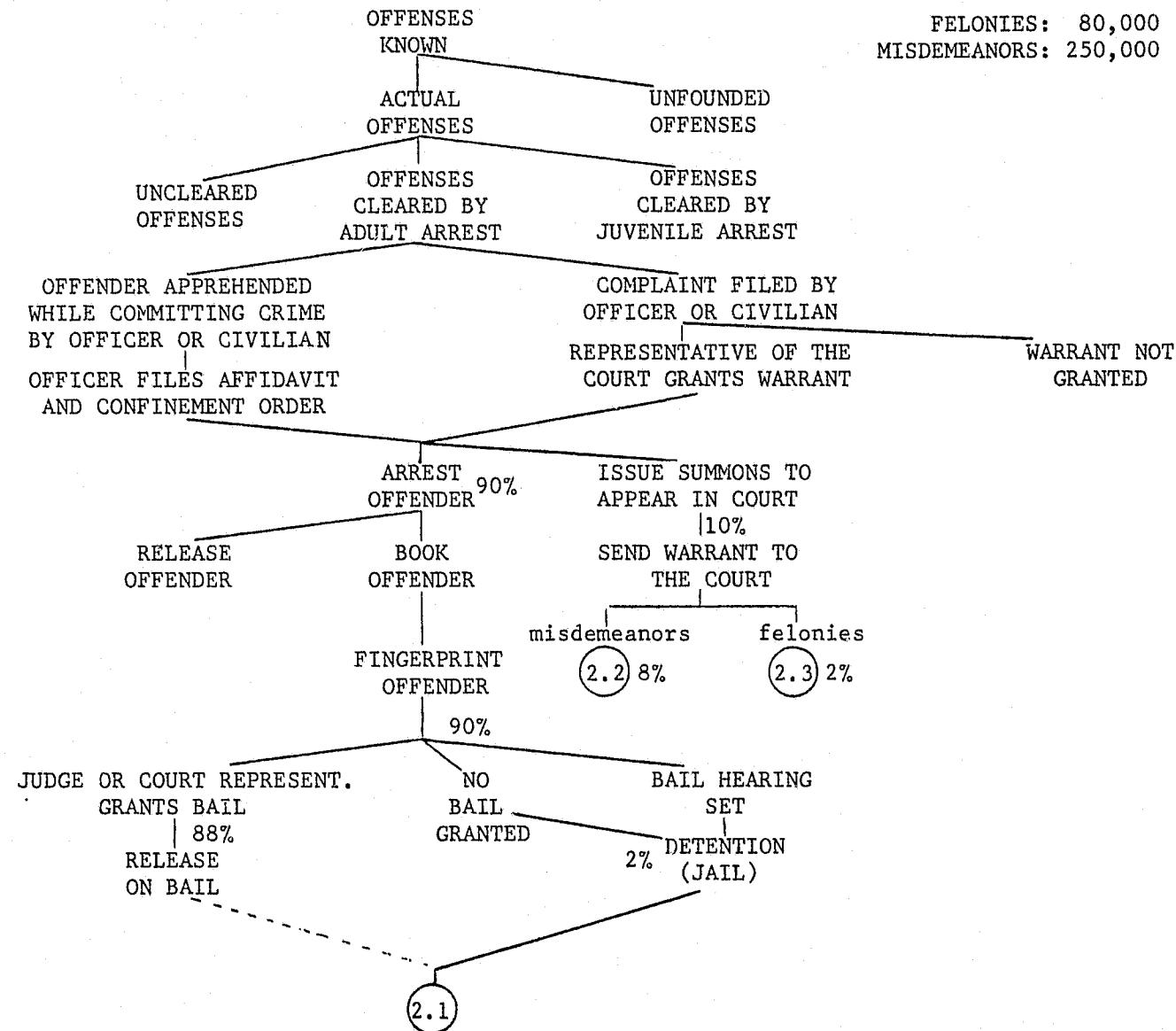
A comprehensive plan for the improvement of criminal justice must begin with an analysis of existing systems and the resources available in the form of personnel, facilities and equipment. Without such an analysis, planning has no foundation and the development of system improvements is a shadowy pursuit.

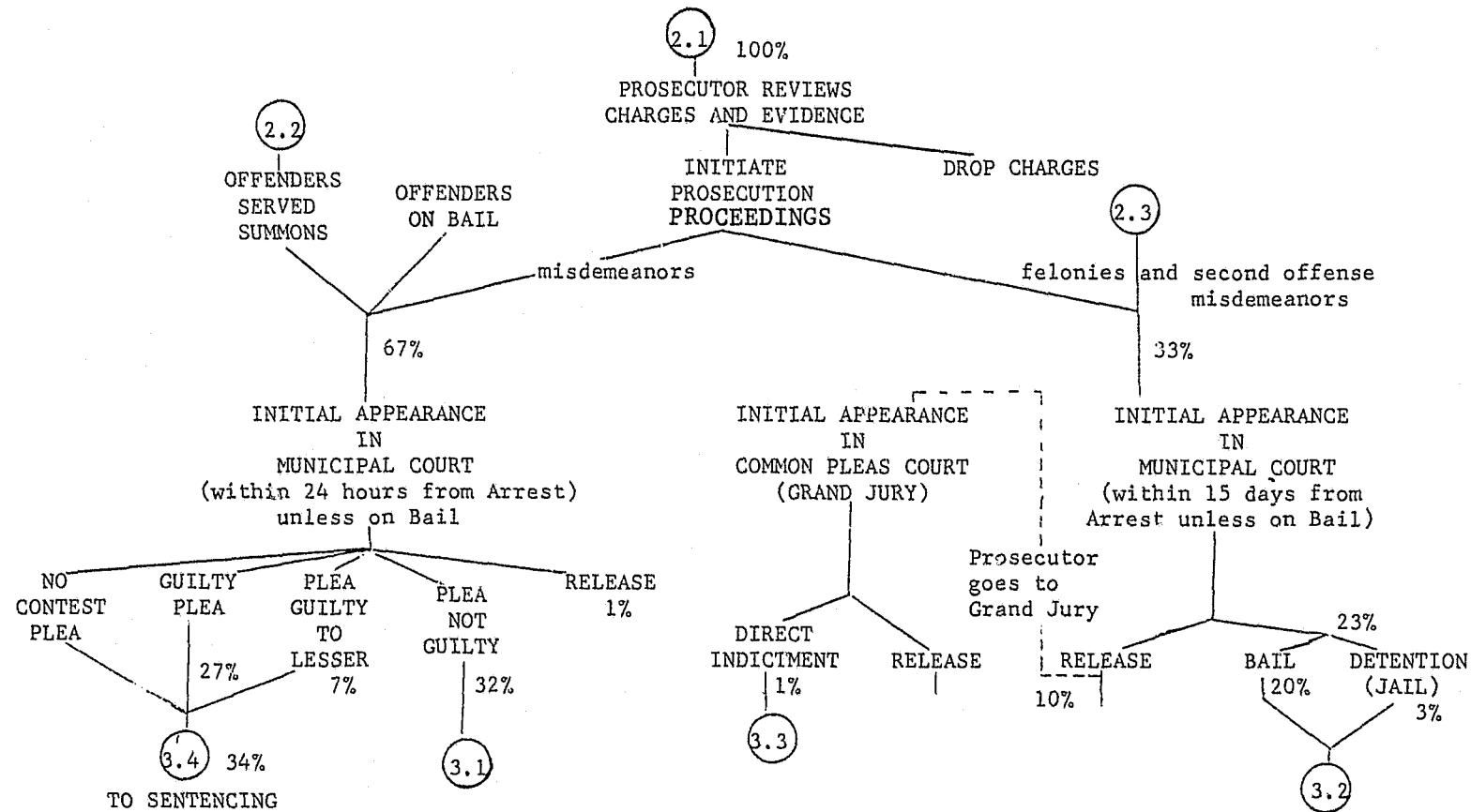
Thus, the following section presents a systematic overview of the state's resources which can be utilized to improve the operation of the system and ultimately bring about crime reduction.

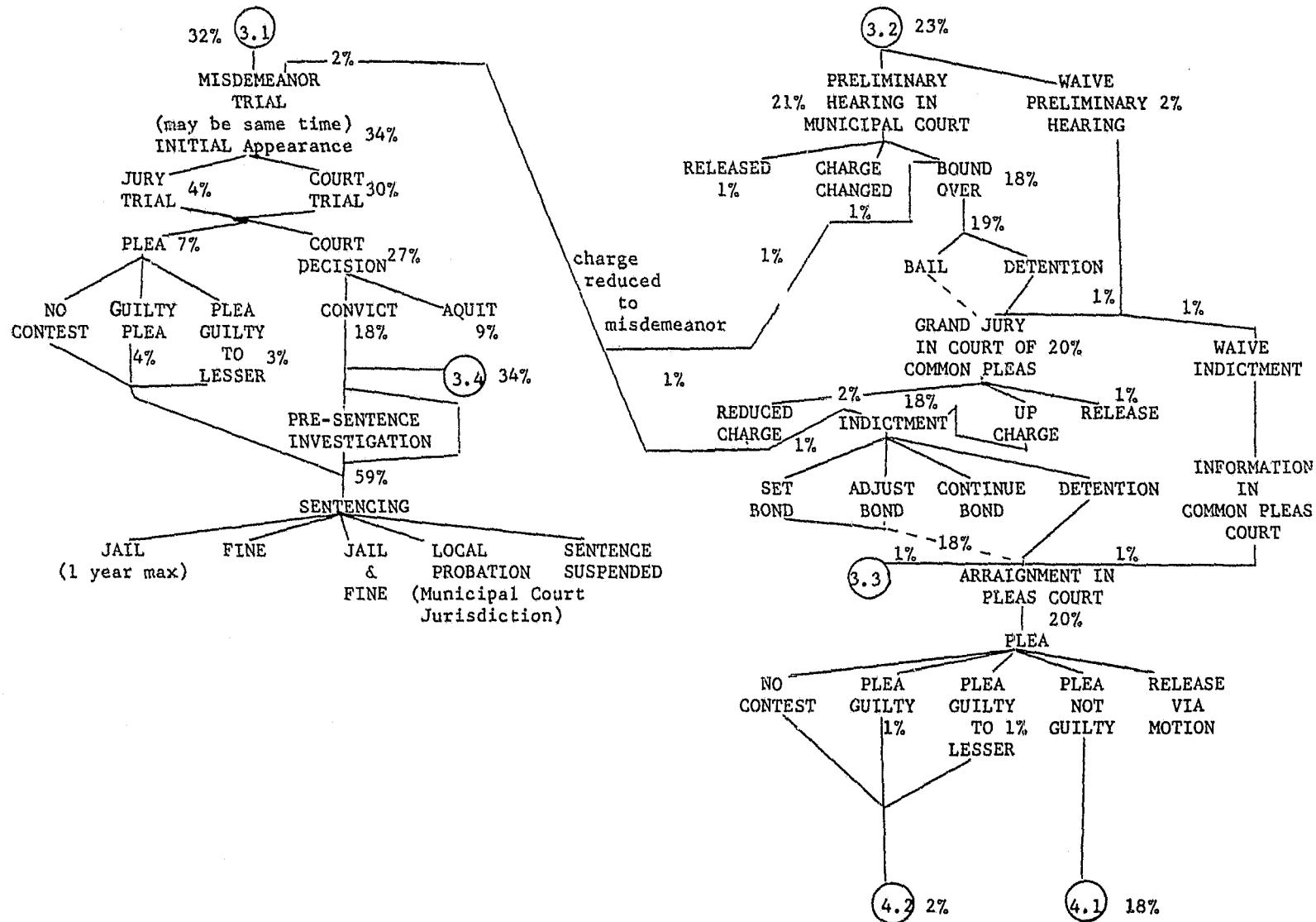
This section is organized to correspond with the subsequent sections relating to annual action programs and the multi-year plan, in order to facilitate reader comprehension and transition.

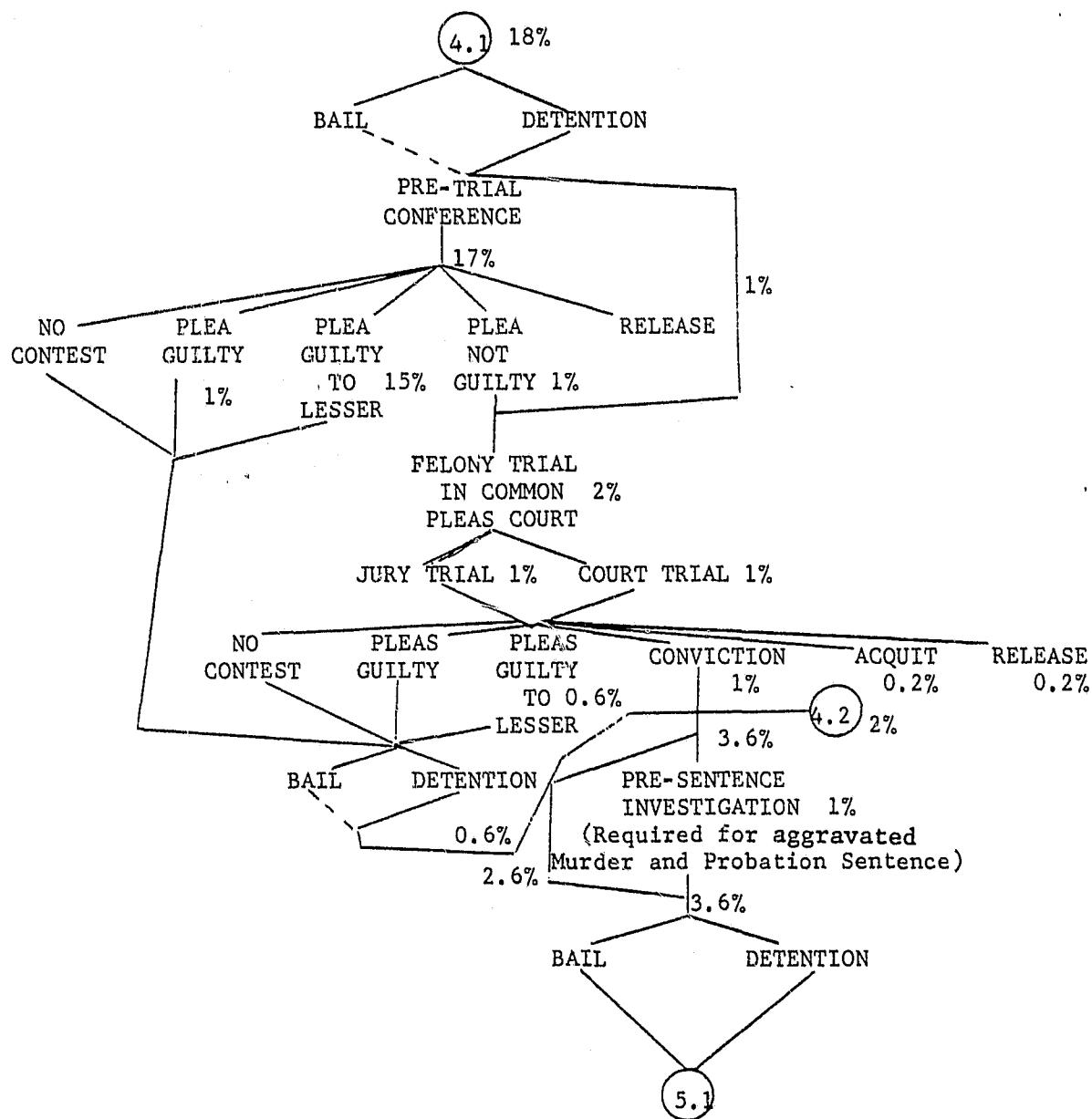
The following illustration depicts the flow of cases through the criminal justice system, from offenses known to disposition.

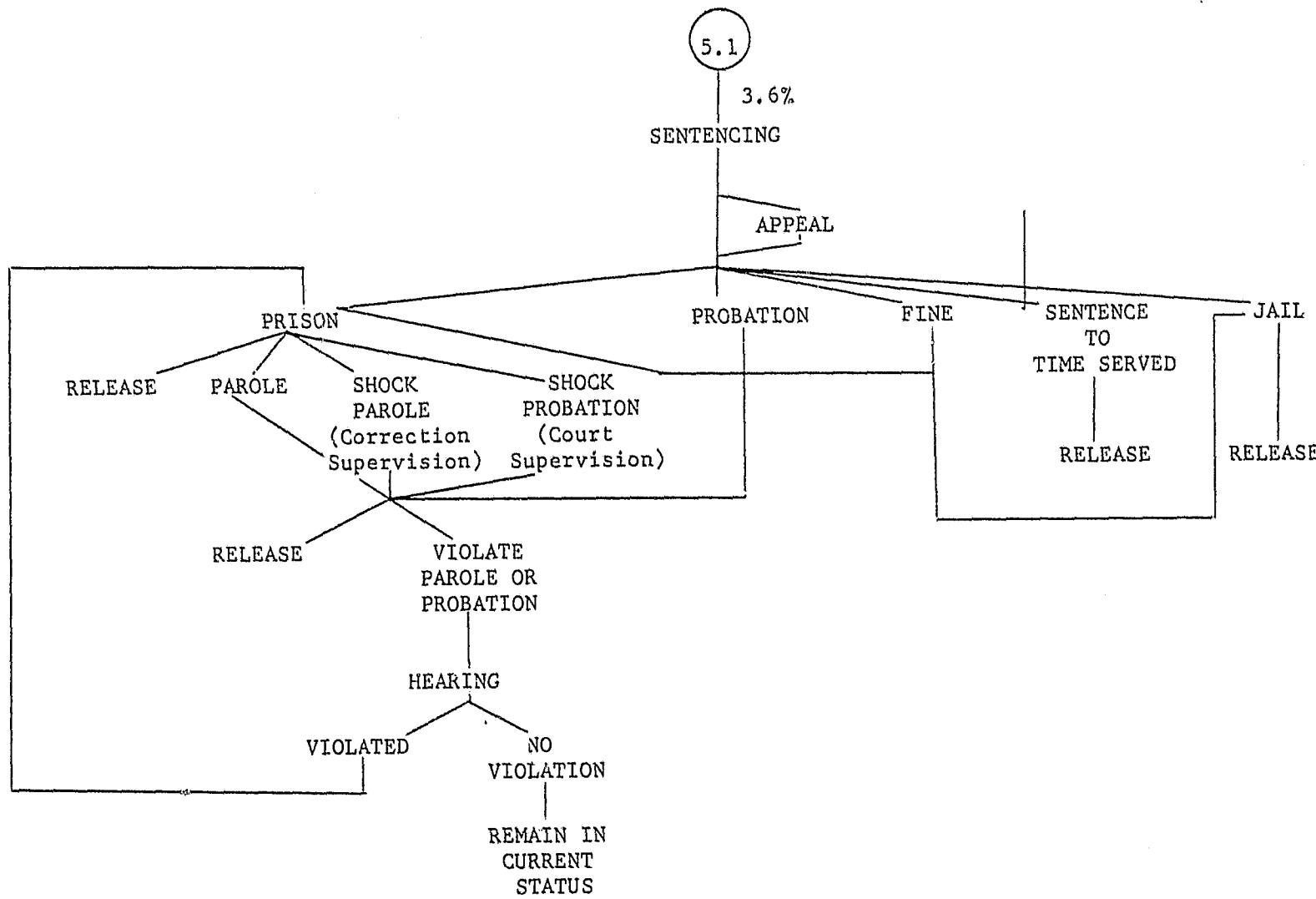
### CRIMINAL JUSTICE SYSTEM FLOW











## EXPENDITURES FOR CRIMINAL JUSTICE

Ohio statutes require the financial officer of each political entity in the state to file an annual report with the State Auditor of its receipts and expenditures. From this data, it is possible to extract expenditures for elements of the criminal justice system for each political entity or any geographical combination of entities including the entire state.

This data is subject to machine audit by computer, which also prepares the copy for the official publication of the data. Because of the large number of political entities, the publication of final data is delayed. The most recent data available is for the year 1972 and the following tables and discussion, therefore, were generated from 1972 data.

### MUNICIPALITIES

In 1972, Ohio had 231 cities, of which nine had more than 100,000 population; twenty had more than 50,000; twenty-eight ranged from 25,000 to 50,000; ninety-five from 10,000 to 25,000; and eighty-eight ranged from 5,000 (minimum statutory size) to 10,000. Three cities spent less than \$100,000 for the Security of Persons and Property.

Total expenditures of 231 cities were \$2,950,159,614, of which 12 percent or \$359,496,446 was spent for Security of Persons and Property:

Police Law Enforcement	\$157,500,151	43.8%
Traffic Safety	10,828,600	3.0%
Fire Prevention and Control	107,787,542	29.9%
Police Fire Communications	5,479,991	1.5%
Street Lighting	17,236,911	4.7%
Administrative Support	2,780,348	.8%
Other	<u>57,882,919</u>	<u>16.1%</u>
<b>TOTAL</b>	<b>\$359,496,446</b>	<b>100.0%</b>

## VILLAGES

In 1972, Ohio had 704 villages, i.e., incorporated communities with less than 5,000 population. These villages spent a total of \$130,937,620 of which 15.9 percent or \$19,052,365 was spent for the Security of Persons and Property, which included police, fire and civil defense. The data was not published in a format which permitted further analysis of these expenditures for Security of Persons and Property.

## TOWNSHIPS

The State Auditor stated for 1972 that 5,081,177 persons of a total population of 10,656,483 lived in 1319 townships.

A township is a political entity without a charter or articles of incorporation, governed by a board of trustees. All or part of a township may also be within a city or village. This political oddity is apparent in the cumulative real estate valuation for the state of Ohio:

88 counties' valuation	=	\$42,380 billion
Representing all real estate in the state but-		
231 cities' valuation	=	\$25.400 billion
704 villages' valuation	=	\$ 2.980 billion
1319 townships' valuation	=	<u>\$18.576 billion</u>
 TOTAL		 \$46.956 billion

Therefore, the total of the parts exceeds the whole by \$4.576 billion, because townships overlap other political entities.

The townships expended \$90,403,792 for all purposes, of which 21 percent or \$19,052,365 was spent for police (\$5,294,773) and fire protection (\$13,757,592). Police protection was only 5.8 percent of total township expenditures, while fire protection was 15.2 percent of total township expenditures.

The data analyzed indicated the 88 counties in Ohio, when the expenditures of the cities, villages and townships enumerated above are included, spent a total of \$494,372,088 for identifiable elements of the criminal justice system. Total county expenditures for county purposes totaled \$1,080,131,678, but this total does not include any expenditures for other political subdivisions.

## TOTAL EXPENDITURES

231 Cities Security	\$359,496,446	72.7%
704 Villages Security	20,947,525	4.2%
1319 Township Police and Fire	19,052,365	3.8%
*88 Sheriffs' Departments	29,227,816	5.9%
*88 Prosecutors' Offices	6,815,266	1.4%
*88 Courts, etc.	58,262,653	11.7%
County Workhouse expense	<u>570,017</u>	.3%
 Total	 <b>\$494,372,088</b>	 <b>100.0%</b>

\*These agencies also have duties and responsibilities in non-criminal matters but the relative amount for civil matters could not be estimated or otherwise determined.

Limited data was available for court expenditures. Of a total of \$58,262,653, the following portions were spent on various court functions:

Court of Appeal	.7%
Common Pleas	27.7%
Domestic Relations/	
Juvenile Court	31.4%
Probate Court	11.0%
Clerk of Court	17.8%
Coroner	4.1%
County/Municipal Court	7.3%
	<u>100.0%</u>

Additional "criminal justice" expenditures are listed for the 231 Cities:

### Program II

Public Health & Welfare (Corrective Institutions)	\$13,384,885
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### Program V

Transportation Facilities (Parking Meters)	\$11,207,786
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### Program VI

General Municipal Government (Judicial)	\$17,557,468
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For ready reference the expenditure data has been assembled in two tables: (1) 1972 Expenditures for Security of Persons and Property in alphabetical order of municipalities and (2) 1972 County Expenditures.

The municipality table contains all of the 231 cities, which are identified by a number 001 to 231 indicating their population rank in 1970. To make the data useful the table includes villages (headed "v") and townships (headed "twp") which spent more than \$100,000 in 1972 for the Security of Persons and Property. However, the table does include all county seats, which are identified by underlining and all municipalities receiving AJD funds in 1974 or 1975 which are identified by an asterisk.

Because AJD administrative field units are counties or combinations of counties, the county is named in which each municipality is located. This also positively identifies the municipality, as there is some duplication of names.

County expenditures for 1972 are depicted in three tables. Table A-2 is presented alphabetically by county, showing reported county expenditures for the sheriff, prosecutor, all the courts and coroner and the county workhouse as reported by the counties to the State Auditor.

Table A-3 reports the expenditures for Security of Persons and Property for all cities, villages and townships within the county as reported by these political entities to the State Auditor, but not limited to those listed in the municipality table.

Table A-4 includes the tax valuation of real estate in the county as reported by the county, the total expenditures for the county and the total index crimes for the county in 1972, obtained from the FBI.

LEAA and the Bureau of Census also compiled statistics, shown in Tables A-5 through A-10. This data is comparable to the State Auditor data enumerated above, but differs in period covered and definition of terms. Tables have been generated from the LEAA which pertain to the entire State, 19 large counties and 20 large cities in Ohio. The dollar amounts in these tables (shown in thousands) vary from previous tables because of time period covered and definition of terms.

Collection of data was made from: all state governments (50); all county governments (3,044); all municipalities more than 10,000 population (5,992); and a sample of municipalities under 10,000.

General expenditures includes:

Current operation  
Capital outlay  
    construction  
    equipment  
    purchase of land

But excludes:

debt interest  
assistance to subsidies  
insurance benefits

inter-governmental expenditures:

one government to another, such as:  
    grants in aid  
    shared revenues  
    payments in lieu of taxes  
    services in reimbursable or cost  
    sharing basis

Police includes:

Maintenance of buildings and on county level, coroners  
and medical examiners

Prosecution includes:

Civil duties

Defense includes:

Fees paid by court for defense

Corrections includes:

Pardon boards  
Parole and probation

Table A-1  
Security of Persons & Property, by Municipality

Rank	Municipality	County	1972 Expenditures
1970			
005	Akron*	Summit	14,237,625
046	Alliance	Stark	1,074,604
v	Amberly	Hamilton	276,357
144	Amherst	Lorain	226,006
063	Ashland*	Ashland	742,198
050	Ashtabula*	Ashtabula	1,308,534
051	Athens	Athens	651,470
186	Aurora	Portage	248,102
twp	Austintown	Mahoning	253,093
175	Avon	Lorain	184,507
123	Avon Lake	Lorain	602,838
v	Baltimore	Fairfield	35,027
033	Barberton	Summit	1,447,471
v	Batavia	Clermont	92,253
twp	Bath	Summit	147,550
071	Bay Village	Cuyahoga	930,575
148	Beachwood	Cuyahoga	524,524
twp	Beavercreek	Greene	214,195
072	Bedford	Cuyahoga	895,877
112	Bedford Heights	Cuyahoga	825,679
147	Bellaire	Belmont	281,078
131	Bellefontaine	Logan	475,872
154	Bellevue	Huron	350,710
v	Bellville	Richland	25,649
177	Belpre	Washington	131,515
053	Berea	Cuyahoga	899,336
094	Bexley	Franklin	593,146
158	Blue Ash	Hamilton	245,060
v	Bluffton	Allen	112,579
twp	Boardman	Mahoning	548,604
055	Bowling Green	Wood	663,790
V	Bratenahl	Cuyahoga	214,503
150	Brecksville	Cuyahoga	346,418
v	Brewster	Stark	121,243
129	Broadview Heights	Cuyahoga	305,572
twp	Brookfield	Trumbull	48,067
039	Brook Park	Cuyahoga	1,644,858
108	Brooklyn	Cuyahoga	872,823
v	Brooklyn Heights	Cuyahoga	121,428
039	Brookville	Montgomery	135,809
083	Brunswick	Medina	289,320
180	Bryan	Williams	260,968
111	Bucyrus	Crawford	481,436
twp	Butler	Montgomery	178,672
v	Butlerville	Warren	909
v	Cadiz	Harrison	55,408
v	Caldwell	Noble	24,117
104	Cambridge*	Guernsey	600,903
115	Campbell	Mahoning	419,710
230	Canfield	Mahoning	249,706

Table A-1 (Cont'd.)

Rank	Municipality	County	1972 Expenditures
1970			
008	Canton*	Stark	5,828,252
v	Carey	Wyandot	100,375
v	Carrollton	Carroll	56,119
165	Celina*	Mercer	321,625
140	Centerville	Montgomery	205,376
v	Chagrin Falls	Cuyahoga	281,922
v	Chardon	Geauga	248,743
twp	Chester	Geauga	162,373
133	Cheviot	Hamilton	258,636
049	Chillicothe	Ross	1,035,690
003	Cincinnati*	Hamilton	37,836,545
126	Circleville	Pickaway	391,939
001	Cleveland*	Cuyahoga	60,228,603
017	Cleveland Heights*	Cuyahoga	2,848,005
twp	Clinton	Franklin	255,703
v	Coalton*	Jackson	6,405
v	Coldwater	Mercer	118,563
twp	Colerain	Hamilton	151,307
v	Columbiana	Columbiana	111,090
002	Columbus*	Franklin	31,386,537
097	Conneaut	Ashtabula	402,635
103	Coshcocton	Coshcocton	397,895
201	Crestline	Crawford	194,973
021	Cuyahoga Falls*	Summit	2,170,562
v	Cuyahoga Heights	Cuyahoga	729,841
006	Dayton*	Montgomery	14,539,903
172	Deer Park	Hamilton	195,108
079	Defiance	Defiance	666,942
093	Delaware	Delaware	668,058
twp	Delhi	Hamilton	284,212
169	Delphos	Allen	201,104
v	Dennison	Tuscarawas	111,322
128	Dover	Tuscarawas	447,981
025	East Cleveland	Cuyahoga	2,104,827
062	East Liverpool	Columbiana	772,013
211	East Palestine	Columbiana	105,202
066	Eastlake	Lake	483,147
200	Eaton*	Preble	157,331
v	Elmwood	Hamilton	155,573
020	Elyria	Lorain	2,421,056
163	Englewood	Montgomery	162,214
013	Euclid	Cuyahoga	3,708,728
v	Evendale	Hamilton	556,841
038	Fairborn*	Greene	1,137,702
v	Fairfax	Hamilton	136,174
096	Fairfield	Butler	488,127
196	Fairlawn	Summit	209,208
056	Fairview Park	Cuyahoga	1,030,169

Table A-1 (Cont'd.)

Rank 1970	Municipality	County	1972 Expenditures
030	Findlay	Hancock	1,466,360
091	Forest Park	Hamilton	271,879
080	Fostoria	Seneca	780,584
142	Franklin	Warren	350,432
twp	Franklin*	Franklin	565,318
v	Frazeborg*	Muskingum	15,460
070	Fremont	Sandusky	875,302
188	Gahanna	Franklin	246,144
110	Galion	Crawford	505,334
170	Gallipolis	Gallia	138,474
024	Garfield Heights	Cuyahoga	1,523,597
v	Gates Mills	Cuyahoga	146,423
189	Geneva	Ashtabula	210,431
v	Georgetown	Brown	46,236
v	Germantown*	Montgomery	99,648
100	Girard	Trumbull	635,193
v	Glendale	Hamilton	111,735
225	Golf Manor	Hamilton	130,876
156	Grandview Heights	Franklin	570,588
v	Granville	Licking	146,953
224	Greenfield	Highland	104,723
198	Greenhills	Hamilton	140,145
119	Greenville	Darke	418,202
102	Grove City	Franklin	296,019
015	Hamilton*	Butler	3,999,159
twp	Hamilton	Franklin	127,841
184	Heath*	Licking	285,714
203	Highland Heights	Cuyahoga	278,487
157	Hilliard	Franklin	154,571
212	Hillsboro	Highland	203,317
v	Holland*	Lucas	27,774
twp	Howland	Trumbull	269,862
155	Hubbard	Trumbull	159,104
v	Hudson	Summit	113,045
v	Hunting Valley	Cuyahoga	128,301
182	Huron*	Erie	295,068
179	Independence	Cuyahoga	464,821
209	Indian Hill	Hamilton	413,440
092	Ironton	Lawrence	668,368
183	Jackson	Jackson	148,317
v	Jefferson*	Ashtabula	32,245
twp	Jefferson	Montgomery	142,210
043	Kent	Portage	728,831
159	Kenton	Hardin	230,903
012	Kettering	Montgomery	1,847,173
213	Kirtland	Lake	72,727
014	Lakewood	Cuyahoga	2,806,358
035	Lancaster	Fairfield	1,108,738

Table A-1 (Cont'd.)

Rank	Municipality	County	1972 Expenditures
162	Lebanon	Warren	301,887
v	Lexington	Richland	28,837
019	Lima*	Allen	2,642,245
twp	Liberty*	Trumbull	294,486
197	Lincoln Heights	Hamilton	146,841
v	Lisbon	Columbiana	37,463
219	Lockland	Hamilton	319,209
194	Logan	Hocking	234,633
188	London	Madison	219,447
011	Lorain	Lorain	3,004,767
193	Louisville	Stark	181,240
178	Loveland	Hamilton	139,514
065	Lyndhurst	Cuyahoga	763,502
191	Macedonia	Summit	172,931
139	Madeira	Hamilton	228,992
twp	Madison	Franklin	204,110
twp	Madison*	Lake	122,803
twp	Madison	Montgomery	290,521
twp	Mad River	Montgomery	243,472
v	Maineville*	Warren	10,473
v	Manchester*	Adams	22,465
018	Mansfield*	Richland	3,190,856
032	Maple Heights	Cuyahoga	1,897,118
v	Mariemont	Hamilton	233,055
075	Marietta*	Washington	1,008,889
026	Marion	Marion	1,736,688
v	Marshallville	Wayne	5,919
137	Martins Ferry	Belmont	236,413
205	Marysville*	Union	181,977
208	Mason	Warren	122,436
037	Massillon	Stark	1,245,921
081	Maumee	Lucas	695,577
v	Mayfield	Cuyahoga	182,366
054	Mayfield Heights	Cuyahoga	861,636
v	McArthur	Vinton	30,650
v	McConnelsville	Morgan	35,576
v	McDonald	Trumbull	148,174
135	Medina	Medina	387,566
028	Mentor	Lake	1,276,637
187	Mentor on the Lake	Lake	108,531
twp	Miami	Clermont	102,931
twp	Miami	Montgomery	176,053
095	Miamisburg	Montgomery	661,405
120	Middleburgh Heights	Cuyahoga	538,626
022	Middletown*	Butler	3,241,663
twp	Mifflin	Franklin	122,841
v	Milan	Erie	35,598
v	Millersburg*	Holmes	64,376
v	Millersport	Fairfield	20,417

Table A-1 (Cont'd.)

Rank	Municipality 1970	County	1972 Expenditures
v	Minerva	Stark	120,064
220	Mingo Junction	Jefferson	194,038
v	Mogadore	Summit	128,755
207	Montgomery	Hamilton	138,189
v	Moreland Hills	Cuyahoga	132,275
227	Moraine	Montgomery	511,137
v	Mount Gilead	Morrow	72,003
171	Mount Healthy	Hamilton	162,458
v	Mt. Sterling	Madison	62,924
106	Mount Vernon*	Knox	584,147
164	Napoleon	Henry	274,811
222	Nelsonville*	Athens	127,273
v	New Boston	Scioto	239,150
195	New Carlisle	Clark	163,925
v	New Concord*	Muskingum	25,101
v	New Lexington	Perry	108,518
089	New Philadelphia	Tuscarawas	491,979
v	New Richmond	Clermont	116,904
023	Newark*	Licking	1,878,290
v	Newburgh Heights	Cuyahoga	123,218
217	Newton Falls	Trumbull	137,805
058	Niles	Trumbull	883,051
088	North Canton	Stark	376,254
121	North College Hill	Hamilton	234,502
031	North Olmsted	Cuyahoga	1,352,508
v	North Randall	Cuyahoga	132,152
107	North Ridgeville	Lorain	321,369
113	North Royalton	Cuyahoga	434,043
v	Northfield	Summit	111,699
twp	Northhampton	Summit	129,202
v	Northwood*	Wood	182,945
122	Norton*	Summit	222,255
105	Norwalk	Huron	583,959
041	Norwood	Hamilton	2,184,798
v	Oakwood	Cuyahoga	159,472
141	Oakwood	Montgomery	674,888
152	Oberlin*	Lorain	274,397
twp	Olmsted	Cuyahoga	106,406
231	Olmsted Falls	Cuyahoga	180,373
v	Ontario	Richland	195,410
076	Oregon	Lucas	529,239
173	Orrville	Wayne	241,004
v	Ottawa	Putnam	78,758
082	Oxford	Butler	225,994
077	Painesville*	Lake	819,851
009	Parma	Cuyahoga	3,665,559

Table A-1 (Cont'd.)

Rank 1970	Municipality	County	1972 Expenditures
045	Parma Heights	Cuyahoga	910,415
v	<u>Paulding</u>	<u>Paulding</u>	72,832
202	Pepper Pike	Cuyahoga	258,891
twp	Perkins	Erie	247,766
twp	Perry	Franklin	120,591
twp	Perry	Stark	55,561
168	Perrysburg*	Wood	353,235
twp	Perrysburg	Wood	86,482
v	Pickerington*	Fairfield	25,616
061	Piqua	Miami	872,718
v	Pleasantville	Fairfield	5,297
v	Pomeroy	Meigs	84,412
176	<u>Port Clinton*</u>	<u>Ottawa</u>	264,300
044	Portsmouth	Scioto	1,226,214
twp	Randolph	Montgomery	167,358
125	Ravenna	Portage	343,955
098	Reading	Hamilton	526,434
101	Reynoldsburg*	Franklin	252,042
v	Richfield	Summit	208,340
149	Richmond Heights	Cuyahoga	426,337
192	Rittman	Wayne	317,696
052	Rocky River	Cuyahoga	1,124,462
v	Roseville*	Muskingum	49,945
218	Rossford	Wood	228,351
199	Saint Bernard	Hamilton	789,317
167	Saint Marys	Auglaize	301,362
099	Salem	Columbiana	553,498
036	<u>Sandusky</u>	<u>Erie</u>	1,798,026
v	Sebring	Mahoning	111,909
114	Seven Hills	Cuyahoga	232,087
229	Shadyside	Belmont	76,615
029	Shaker Heights	Cuyahoga	3,762,115
134	Sharonville	Hamilton	428,047
twp	Shawnee	Allen	276,850
153	Sheffield Lake	Lorain	231,607
146	Shelby	Richland	381,416
078	<u>Sidney</u>	<u>Shelby</u>	730,299
v	Silver Lake	Summit	133,155
185	Silverton	Hamilton	213,193
127	Solon	Cuyahoga	858,685
v	South Amherst	Lorain	21,257
042	South Euclid	Cuyahoga	1,515,136
160	Springdale	Hamilton	362,189
010	<u>Springfield*</u>	<u>Clark</u>	4,426,597
twp	Springfield	Hamilton	415,413
twp	Springfield	Summit	215,470
v	St. Clairsville	Belmont	10,499
040	<u>Steubenville*</u>	<u>Jefferson</u>	1,424,651

Table A-1 (Cont'd.)

Rank	Municipality 1970	County	1972 Expenditures
064	Stow	Summit	736,796
161	Streetsboro*	Portage	151,235
090	Strongsville	Cuyahoga	645,059
085	Struthers	Mahoning	400,327
v	Sugarcreek*	Tuscarawas	57,548
124	Sylvania	Lucas	433,303
twp	Sylvania	Lucas	350,125
v	Syracuse*	Meigs	33,925
087	Tallmadge	Summit	304,610
057	Tiffin	Seneca	903,975
226	Tipp City	Miami	159,860
004	Toledo*	Lucas	28,810,923
166	Toronto	Jefferson	355,433
221	Trenton	Butler	76,354
181	Trotwood	Montgomery	255,922
073	Troy	Miami	754,211
190	Twinsburg	Summit	355,376
206	Uhrichsville*	Tuscarawas	172,438
twp	Union	Butler	114,423
twp	Union	Clermont	122,527
074	University Heights	Cuyahoga	988,747
027	Upper Arlington	Franklin	1,609,529
210	Upper Sandusky	Wyandot	120,019
132	Urbana	Champaign	489,563
v	Valley View	Cuyahoga	174,439
130	Van Wert	Van Wert	485,329
136	Vandalia	Montgomery	546,131
145	Vermillion	Lorain	362,634
109	Wadsworth	Medina	305,391
v	Walbridge*	Wood	79,353
v	Walton Hills	Cuyahoga	189,703
174	Wapakoneta	Auglaize	251,568
016	Warren*	Trumbull	2,571,102
067	Warrensville Heights	Cuyahoga	1,764,166
117	Washington C.H.	Fayette	379,357
v	Wauseon	Fulton	117,441
228	Waverly	Pike	196,686
216	Wellston	Jackson	166,253
204	Wellsville	Columbiana	210,749
138	West Carrollton	Montgomery	328,544
v	West Lafayette*	Coshocton	28,805
v	West Union	Adams	17,313
116	Westerville	Franklin	395,299
084	Westlake	Cuyahoga	842,360

Table A-1 (Cont'd.)

Rank 1970	Municipality	County	1972 Expenditures
048	Whitehall	Franklin	1,003,075
058	Wickliffe	Lake	803,035
214	Willard	Huron	181,986
069	Willoughby*	Lake	890,411
223	Willoughby Hills	Lake	165,325
060	Willowick	Lake	487,033
143	<u>Wilmington</u>	<u>Clinton</u>	340,618
v	Woodlawn	Hamilton	198,789
v	Woodsfield	Monroe	30,127
068	Wooster*	Wayne	933,805
086	Worthington	Franklin	472,356
151	Wyoming	Hamilton	278,237
047	Xenia*	Greene	1,154,626
v	Yellow Springs	Greene	139,901
007	Youngstown*	Mahoning	7,446,014
034	Zanesville	Muskingum	1,238,720

Table A-2  
1972 County Expenditures

County	Sheriff	Prosecutor	Courts	Workhouse
Adams	60,320	13,327	75,923	525
Allen	398,753	73,198	486,129	12,530
Ashland	147,416	29,508	198,914	14,529
Ashtabula	339,776	62,496	388,391	---
Athens	117,770	31,404	147,571	---
Auglaize	115,021	24,466	157,012	1,334
Belmont	166,581	60,427	309,705	---
Brown	69,603	18,153	108,200	---
Butler	622,399	103,711	1,395,725	285
Carroll	50,716	16,262	85,373	---
Champaign	105,600	17,363	139,480	---
Clark	358,974	65,416	459,525	---
Clermont	218,674	43,339	405,565	---
Clinton	93,660	19,897	134,218	1,820
Columbiana	241,808	77,715	499,594	---
Coshcocton	136,394	38,928	137,640	1,120
Crawford	116,094	22,086	229,788	1,059
Guyahoga	2,805,940	1,103,109	12,679,220	---
Darke	108,937	36,485	174,358	2,645
Defiance	122,312	19,030	132,011	---
Delaware	191,799	24,601	172,170	1,365
Erie	222,304	43,510	457,642	---
Fairfield	166,193	39,090	294,005	---
Fayette	116,725	10,600	90,574	---
Franklin	1,658,228	524,037	3,941,340	132,979
Fulton	112,528	24,920	172,167	---
Gallia	91,718	16,548	118,784	2,085
Geauga	285,043	41,794	232,166	---
Greene	480,075	74,800	588,654	---
Guernsey	144,613	21,033	143,128	---
Hamilton	4,141,582	433,848	6,193,466	178,805
Hancock	171,765	39,927	242,441	---
Hardin	109,356	17,964	117,204	1,562
Harrison	79,581	12,879	63,304	---
Henry	115,988	20,169	153,955	---
Highland	77,833	14,928	128,779	6,895
Hocking	75,217	15,946	99,291	207
Holmes	54,554	12,628	76,552	---
Huron	164,223	24,288	217,444	---
Jackson	87,740	15,505	115,663	1,775
Jefferson	251,294	70,039	360,365	2,410
Knox	183,282	24,718	155,408	---
Lake	502,733	146,125	971,715	---
Lawrence	164,305	50,948	213,144	---

Table A-2 (Continued)

<u>County</u>	<u>Sheriff</u>	<u>Prosecutor</u>	<u>Courts</u>	<u>Workhouse</u>
Licking	284,521	67,420	514,855	---
Logan	78,943	28,858	255,815	1,360
Lorain	439,381	226,871	1,364,012	---
Lucas	1,128,051	220,532	3,593,498	72,918
Madison	81,815	27,214	221,707	12,959
Mahoning	531,359	210,200	1,373,515	---
Marion	179,848	50,865	263,477	1,473
Medina	284,421	46,661	393,750	---
Meigs	49,572	12,669	65,270	360
Mercer	125,451	34,152	111,571	867
Miami	240,503	38,836	370,462	---
Monroe	80,938	12,591	69,829	---
Montgomery	1,944,696	556,123	4,672,959	---
Morgan	59,208	13,445	59,432	---
Morrow	76,671	16,604	86,765	---
Muskingum	211,748	61,761	365,327	---
Noble	28,558	11,003	51,874	---
Ottawa	139,456	21,158	153,173	---
Paulding	55,926	13,246	76,996	---
Perry	63,937	20,295	113,111	---
Pickaway	177,837	19,764	156,113	---
Pike	77,116	14,797	122,054	1,865
Portage	417,141	106,002	634,847	---
Preble	89,081	22,514	105,387	2,790
Putnam	69,861	18,944	80,735	---
Richland	436,229	100,385	646,616	40,255
Ross	194,710	26,266	220,567	3,625
Sandusky	172,041	51,421	285,395	9,720
Scioto	129,133	65,817	300,434	---
Seneca	155,512	55,410	285,699	4,473
Shelby	98,769	25,500	149,144	---
Stark	1,256,704	220,282	1,512,356	20,369
Summit	1,826,664	349,146	3,454,561	20,668
Trumbull	524,172	109,448	925,478	---
Tuscarawas	186,218	60,909	330,527	---
Union	82,086	21,826	117,139	1,172
Van Wert	99,832	15,803	126,082	3,599
Vinton	49,599	12,607	59,458	700
Warren	229,582	60,985	360,659	---
Washington	191,746	29,963	156,005	---
Wayne	177,741	36,988	334,402	---
Williams	138,348	21,329	118,076	---
Wood	238,134	65,188	303,263	6,914
Wyandot	80,130	13,393	84,708	---
<b>TOTAL</b>	<b>\$29,227,816</b>	<b>\$6,815,266</b>	<b>\$58,262,653</b>	<b>\$570,017</b>

Table A-3  
1972 Expenditures for Security of Persons and Property

Population Rank	County	Cities		Villages		Townships	
		\$	#	\$	#	\$	#
83	Adams		(0)	62,955	(7)	9,186	(15)
17	Allen	2,843,349	(2)	253,163	(8)	422,153	(12)
46	Ashland	742,198	(1)	126,061	(8)	94,427	(15)
20	Ashtabula	1,921,600	(3)	234,896	(6)	355,305	(27)
42	Athens	778,743	(2)	66,599	(8)	40,638	(14)
50	Auglaize	552,930	(2)	166,575	(7)	51,306	(14)
28	Belmont	594,106	(3)	225,734	(10)	52,764	(16)
71	Brown		(0)	213,142	(6)	29,178*	(16)
11	Butler	7,954,943	(4)	158,498	(6)	305,171	(13)
77	Carroll		(0)	85,490	(5)	24,000*	(14)
64	Champaign	489,563	(1)	89,020	(6)	45,504	(12)
13	Clarke	4,590,522	(2)	64,987	(8)	249,884*	(10)
22	Clermont		(0)	523,888	(12)	355,672	(14)
61	Clinton	340,618	(1)	154,623	(7)	25,306*	(13)
18	Columbiana	1,641,426	(4)	256,531	(9)	123,206	(18)
59	Coshocton	397,895	(1)	53,893	(5)	37,290*	(22)
43	Crawford	1,181,743	(3)	36,284	(4)	57,348*	(16)
01	Cuyahoga	105,261,082	(38)	2,972,586	(18)	179,270	(4)
45	Darke	418,202	(1)	211,557	(17)	61,794	(20)
54	Defiance	666,942	(1)	110,013	(3)	149,759	(12)
47	Delaware	668,058	(1)	81,091	(6)	155,687*	(18)
32	Erie	2,093,094	(2)	100,193	(5)	389,533	(9)
33	Fairfield	1,108,738	(1)	128,704	(13)	118,936	(13)
72	Fayette	379,357	(1)	23,525	(4)	45,703*	(10)
03	Franklin	36,979,306	(11)	277,712	(15)	2,398,127	(17)
60	Fulton		(0)	419,244	(7)	61,040	(12)
73	Gallia	138,474	(1)	36,644	(5)	12,581*	(15)
35	Geauga		(0)	430,168	(5)	396,521	(16)
16	Greene	2,292,328	(2)	324,322	(7)	663,345	(12)
52	Guernsey	600,903	(1)	89,076	(10)	36,511*	(19)
02	Hamilton	45,643,609	(22)	2,129,942	(14)	1,259,175	(12)
36	Hancock	1,466,360	(1)	57,628	(10)	52,842*	(17)
63	Hardin	230,903	(1)	118,948	(8)	201,858*	(15)
84	Harrison		(0)	102,143	(9)	46,971*	(15)
70	Henry	274,811	(1)	84,209	(8)	72,380	(13)
66	Highland	308,040	(2)	71,825	(5)	34,642	(17)
79	Hocking	234,633	(1)	15,458	(2)	19,054*	(13)
75	Holmes		(0)	83,454	(5)	37,172	(14)
44	Huron	1,116,655	(3)	184,202	(5)	53,142*	(19)
69	Jackson	314,570	(2)	38,916	(2)	19,967*	(12)
21	Jefferson	1,974,122	(3)	348,297	(17)	104,085	(14)
48	Knox	584,147	(1)	78,123	(6)	85,102	(22)
12	Lake	5,237,287	(9)	311,896	(9)	327,123	(5)
41	Lawrence	668,368	(1)	96,334	(6)	38,331	(14)

\*No police department

Table A-3 (Continued)

Population Rank	County	Cities		Villages		Townships	
		\$	#	\$	#	\$	#
19	Licking	2,163,404	(2)	328,531	(11)	184,891	(26)
56	Logan	,475,872	(1)	187,450	(11)	49,620	(17)
09	Lorain	7,629,181	(9)	223,654	(7)	158,463*	(18)
06	Lucas	30,469,042	(4)	490,143	(6)	486,420	(11)
67	Madison	219,447	(1)	168,305	(5)	58,088*	(14)
08	Mahoning	8,515,756	(4)	269,663	(6)	1,061,597	(14)
34	Marion	1,736,688	(1)	81,125	(7)	271,065*	(15)
27	Medina	982,267	(3)	105,584	(7)	165,038	(17)
80	Meigs		(0)	250,164	(5)	8,270*	(12)
55	Mercer	321,625	(1)	193,972	(8)	35,414*	(14)
26	Miami	1,786,789	(3)	208,954	(9)	83,504	(12)
85	Monroe		(0)	38,034	(10)	11,780*	(18)
04	Montgomery	19,732,623	(10)	459,155	(8)	2,225,138	(13)
86	Morgan		(0)	63,460	(4)	24,478*	(14)
78	Morrow		(0)	113,370	(7)	23,800*	(16)
29	Muskingum	1,238,720	(1)	148,654	(9)	52,444*	(25)
87	Noble		(0)	33,683	(6)	4,084*	(15)
53	Ottawa	264,300	(1)	263,151	(7)	75,752	(12)
81	Paunder		(0)	193,843	(10)	44,334*	(12)
68	Perry		(0)	245,087	(11)	43,026	(14)
49	Pickaway	391,939	(1)	69,229	(8)	75,214*	(15)
82	Pike	196,686	(1)	30,744	(2)	12,287*	(14)
15	Portage	1,472,123	(4)	273,295	(6)	190,957	(18)
57	Preble	157,331	(1)	189,164	(10)	60,776	(12)
62	Putnam		(0)	236,888	(15)	37,905	(15)
14	Richland	3,572,272	(2)	322,310	(7)	282,915*	(18)
37	Ross	1,035,690	(2)	46,040	(6)	112,540*	(16)
38	Sandusky	1,095,032	(2)	131,794	(5)	106,341	(12)
31	Scioto	1,226,214	(1)	252,713	(4)	155,006	(16)
39	Seneca	1,684,559	(2)	82,164	(6)	66,551*	(15)
51	Shelby	730,299	(1)	64,610	(8)	39,169*	(14)
07	Stark	8,330,017	(4)	460,594	(14)	488,756	(17)
05	Summit	19,856,834	(9)	957,886	(11)	1,020,774	(13)
10	Trumbull	4,762,509	(6)	207,486	(5)	1,131,309	(26)
30	Tuscarawas	1,112,398	(3)	397,431	(16)	113,805*	(22)
74	Union	181,977	(1)	48,679	(4)	34,757*	(14)
65	Van Wert	485,329	(1)	95,208	(8)	40,642*	(12)
88	Vinton		(0)	45,084	(4)	8,726*	(12)
25	Warren	774,755	(3)	295,752	(10)	175,176	(11)
40	Washington	1,140,404	(2)	50,265	(5)	61,929*	(22)
24	Wayne	1,492,505	(3)	168,864	(12)	119,548	(16)
58	Williams	260,968	(1)	176,581	(8)	40,679*	(12)
23	Wood	1,245,376	(3)	484,549	(22)	282,033	(19)
76	Wyandot	120,019	(1)	131,664	(7)	20,088*	(13)
TOTAL		359,496,446	(231)	20,947,525	(704)	19,052,365	(1319)

\*No police department

Table A-4

## 1972 County Totals

<u>County</u>	<u>Tax Value Billion \$</u>	<u>Total Expenditures County &amp; Local</u>	<u>1972 Index Crimes</u>
Adams	.089	222,236	181
Allen	.522	4,489,275	2,752
Ashland	.171	1,353,053	481
Ashtabula	.397	3,302,464	1,894
Athens	.133	1,182,725	668
Auglaize	.140	1,068,644	411
Belmont	.279	1,409,317	877
Brown	.077	438,276	284
Butler	.965	10,540,732	5,084
Carroll	.077	261,841	236
Champaign	.103	886,530	418
Clarke	.495	5,789,308	3,008
Clermont	.284	1,547,138	856
Clinton	.111	770,142	104
Columbiana	.300	2,840,280	995
Coshocton	.165	803,160	298
Crawford	.225	1,644,402	689
Cuyahoga	7.289	125,001,207	56,607
Darke	.170	1,013,978	448
Defiance	.154	1,200,067	518
Delaware	.170	1,294,771	439
Erie	.345	3,306,276	1,114
Fairfield	.270	1,855,666	1,122
Fayette	.105	666,484	319
Franklin	3.003	45,911,729	29,630
Fulton	.156	789,899	257
Gallia	.124	416,834	222
Geauga	.215	1,385,692	655
Greene	.339	4,423,524	2,261
Guernsey	.122	1,035,264	397
Hamilton	4.032	59,980,427	28,367
Hancock	.269	2,030,963	936
Hardin	.102	797,795	512
Harrison	.081	304,878	203
Henry	.137	721,512	359
Highland	.085	642,942	270
Hocking	.067	459,806	329
Holmes	.072	264,360	98
Huron	.186	1,759,954	460
Jackson	.075	594,136	517
Jefferson	.621	3,110,612	1,221
Knox	.159	1,110,780	787
Lake	.810	7,496,879	2,765
Lawrence	.136	1,231,430	769

Table A-4 (Continued)

<u>County</u>	<u>Tax Value Billion \$</u>	<u>Total Expenditures County &amp; Local</u>	<u>1972 Index Crimes</u>
Licking	.363	3,543,622	2,114
Logan	.140	1,077,918	400
Lorain	1.075	10,041,562	5,096
Lucas	1.954	36,460,604	16,487
Madison	.104	789,535	396
Mahoning	1.091	11,962,090	5,869
Marion	.257	2,584,541	1,054
Medina	.325	1,977,721	1,383
Meigs	.041	386,305	201
Mercer	.141	823,052	351
Miami	.334	2,729,048	1,148
Monroe	.120	213,172	76
Montgomery	2.621	29,590,694	21,111
Morgan	.099	220,023	118
Morrow	.064	317,210	214
Muskingum	.274	2,078,654	1,158
Noble	.042	129,202	64
Ottawa	.172	916,990	503
Paunder	.078	384,345	139
Perry	.060	485,456	302
Pickaway	.177	890,096	582
Pike	.048	455,549	173
Portage	.405	3,094,365	2,518
Preble	.097	627,043	272
Putnam	.122	444,333	224
Richland	.537	5,400,982	2,392
Ross	.195	1,639,438	895
Sandusky	.250	1,851,744	699
Scioto	.255	2,129,317	1,313
Seneca	.255	2,234,368	651
Shelby	.161	1,107,491	431
Stark	1.419	12,289,078	8,225
Summit	2.138	27,486,533	16,240
Trumbull	1.088	7,660,402	5,251
Tuscarawas	.283	2,201,288	652
Union	.101	487,636	176
Van Wert	.130	866,495	365
Vinton	.027	176,174	96
Warren	.221	1,860,909	1,474
Washington	.273	1,630,312	470
Wayne	.343	2,330,048	788
Williams	.147	755,981	444
Wood	.426	2,625,457	983
Wyandot	.088	450,002	273
<b>TOTAL</b>	<b>42.380</b>	<b>494,372,088</b>	<b>254,590</b>

Table A-5  
Expenditure Data For The Criminal Justice System, 1972-1973

	Total \$ General Expenditures	Criminal Justice \$	Criminal Justice %	Police \$	Police %	Judicial \$	Judicial %	Prosecution \$	Prosecution %	Defense \$	Defense %	Corrections \$	Corrections %	Other \$	Other %
Ohio	5,011,047	462,609	9.2	256,433	55.4	64,812	14.0	19,838	4.3	2,181	0.5	117,295	25.4	2,050	0.4
State	4,133,697	169,000	4.1	41,750	24.7	8,259	4.9	5,169	3.1	--	--	87,361	51.7	26,461	15.7
Local	2,409,771	521,135	13.3	214,709	66.9	58,298	18.2	14,669	4.6	2,181	0.7	30,671	9.6	609	0.2
Counties	908,674	104,457	11.5	29,965	28.7	41,251	39.5	7,019	6.7	2,073	2.0	24,011	23.0	139	0.1
Municipal	1,533,735	220,289	14.4	186,521	84.7	17,629	8.0	7,659	3.5	114	0.1	7,877	3.6	489	0.2

Table A-6  
Employment Data For The Criminal Justice System, 1972-1973

	Total # Employees	Criminal Justice #	Criminal Justice %	Police #	Police %	Judicial #	Judicial %	Prosecution #	Prosecution %	Defense #	Defense %	Corrections #	Corrections %	Other #	Other %
Ohio	247,368	38,595	15.6	20,592	53.4	6,833	17.7	1,915	5.0	15	--	9,155	23.7	85	0.2
State	97,878	10,070	10.3	2,774	27.5	332	3.3	468	4.6	--	--	6,427	63.8	69	0.7
Local	149,490	28,525	19.1	17,818	62.4	6,501	22.8	1,447	5.0	15	0.1	2,728	9.6	16	0.1
County	58,356	10,230	17.5	2,607	25.5	4,719	46.1	756	7.4	13	0.1	2,126	20.8	9	0.1
Municipal.	91,134	18,295	20.1	15,211	83.1	1,782	9.7	691	3.8	2	--	602	3.3	7	--

Source: Expenditure and Employment Data for the Criminal Justice System, 1973. LEAA, National Criminal Justice Information and Statistics Service, SD-EE No. 5., February, 1975.

Table A-7  
Expenditure Data for the Criminal Justice System, 1972-1973

County	Total \$ General Expenditures	Criminal Justice \$ %		Police \$ %		Judicial \$ %		Prosecution \$ %		Defense \$ %		Corrections \$ %		Other \$ %	
17 Allen	9,293	1,089	11.7	359	33.0	509	46.7	79	7.3	22	2.0	120	11.0		
11 Butler	13,552	1,853	13.7	562	30.3	889	48.0	103	5.6	36	1.9	263	14.2		
13 Clark	9,814	914	9.3	345	37.7	366	40.0	65	7.1	9	1.0	129	14.1		
18 Columbiana	5,781	796	13.8	189	23.7	401	50.4	77	9.7	10	1.3	119	14.9		
1 Cuyahoga	170,205	19,704	11.6	3,734	19.0	8,007	40.6	1,170	5.9	877	4.5	5,916	30.0		
3 Franklin	60,809	8,840	14.5	2,401	27.2	2,567	29.0	524	5.9	162	1.8	3,186	36.0		
16 Greene	11,165	1,212	10.9	522	43.1	487	40.2	75	6.2	23	1.9	105	8.7		
2 Hamilton	84,886	11,692	13.8	4,057	34.7	3,935	33.7	429	3.7	275	2.4	2,931	25.1	65	0.6
12 Lake	24,293	1,861	7.7	552	29.7	732	39.3	146	7.8	16	0.9	415	22.3		
19 Licking	6,649	947	14.2	234	24.7	501	52.9	67	7.1	14	1.5	131	13.8		
9 Lorain	19,547	2,245	11.5	562	25.0	919	40.9	227	10.1	26	1.2	511	22.8		
6 Lucas	46,916	6,007	12.8	622	10.4	2,829	47.1	270	4.5	118	2.0	2,150	35.8	18	0.3
8 Mahoning	24,458	2,156	8.8	509	23.6	1,045	48.5	210	9.7	--	--	392	18.2		
4 Montgomery	59,709	7,104	11.9	1,656	23.3	2,389	33.6	559	7.9	110	1.5	2,390	33.6		
15 Portage	17,091	1,159	6.8	364	31.4	539	46.5	106	9.1	22	1.9	128	11.0		
14 Richland	7,758	1,239	16.0	345	27.8	557	45.0	104	8.4	12	1.0	221	17.8		
7 Stark	22,978	3,047	13.3	1,131	37.1	1,073	35.2	220	7.2	60	2.0	563	18.5		
5 Summit	40,214	5,732	14.3	1,458	25.4	2,579	45.0	349	6.1	--	--	1,346	23.5		
10 Trumbull	16,238	1,902	11.7	618	32.5	857	45.1	141	7.4	30	1.6	256	13.5		

Table A-8  
Employment Data for the Criminal Justice System, 1972-1973

County	Total # Employees	Criminal Justice %		Police %		Judicial %		Prosecution %		Defense %		Corrections %		Other %	
Allen	541	117	21.6	40	34.2	50	42.7	11	9.4	--	--	16	13.7		
Butler	905	188	20.8	51	27.1	105	55.9	10	5.3	--	--	22	11.7		
Clark	531	117	22.0	42	35.9	55	47.0	9	7.7	--	--	11	9.4		
Columbiana	458	116	25.3	18	15.5	72	62.1	9	7.8	4	3.4	13	11.2		
Cuyahoga	11,121	1,636	14.7	250	15.3	831	50.8	102	6.2	--	--	453	27.7		
Franklin	3,081	644	20.9	107	16.6	321	49.8	55	8.5	--	--	161	25.0		
Greene	784	132	16.8	52	39.4	61	46.2	10	7.6	--	--	9	6.8		
Hamilton	3,897	950	24.4	254	26.7	394	41.5	40	4.2	--	--	262	27.6		
Lake	1,588	189	11.9	53	28.0	85	45.0	18	9.5	--	--	33	17.5		
Licking	294	98	33.3	28	28.6	51	52.0	8	8.2	--	--	11	11.2		
Lorain	916	239	26.1	50	20.9	111	46.4	25	10.5	--	--	53	22.2		
Lucas	2,521	531	21.1	56	10.5	279	52.5	25	4.7	--	--	171	32.2		
Mahoning	1,401	249	17.8	53	21.3	126	50.6	21	8.4	--	--	49	19.7		
Montgomery	3,144	687	21.6	148	21.8	218	32.2	47	6.9	--	--	265	39.1		
Portage	1,268	115	9.1	40	34.8	50	43.5	11	9.6	--	--	14	12.2		
Richland	476	120	25.2	38	31.7	59	49.2	9	7.5	--	--	14	11.7		
Stark	1,595	334	20.9	79	23.7	151	45.2	22	6.6	--	--	82	24.5		
Summit	2,725	587	21.5	150	25.6	257	43.8	44	7.5	--	--	136	23.2		
Trumbull	940	184	19.6	66	35.9	89	48.4	11	6.0	--	--	18	9.8		

Table A-9

Employment Data for the Criminal Justice System, 1972-1973

Large Cities	Total # Employees	Criminal Justice #	Criminal Justice %	Police #	Police %	Judicial #	Judicial %	Prosecution #	Prosecution %	Defense #	Defense %	Corrections #	Corrections %	Other #	Other %
5 Akron	2,479	637	25.7	518	81.3	84	13.2	15	2.4	--	--	20	3.1	--	--
8 Canton	987	271	27.5	221	81.5	34	12.5	16	5.9	--	--	--	--	--	--
3 Cincinnati	14,391	1,853	12.9	1,457	78.6	161	8.7	92	5.0	--	--	143	7.7	--	--
1 Cleveland	9,712	3,174	32.7	2,678	84.4	255	8.0	49	1.5	--	--	192	6.0	--	--
17 Cleveland Hts	394	102	25.9	90	88.2	8	7.8	4	3.9	--	--	--	--	--	--
2 Columbus	5,587	1,669	29.9	1,352	81.0	190	11.4	60	3.6	--	--	67	4.0	--	--
6 Dayton	2,499	648	25.9	495	76.4	66	10.2	22	3.4	--	--	65	10.0	--	--
20 Elyria	466	90	19.3	67	74.4	17	18.9	6	6.7	--	--	--	--	--	--
13 Euclid	587	133	22.7	115	86.5	12	9.0	5	3.8	--	--	1	0.8	--	--
15 Hamilton	565	143	25.3	126	88.1	14	9.8	3	2.1	--	--	--	--	--	--
12 Kettering	275	92	33.5	74	80.4	11	12.0	7	7.6	--	--	--	--	--	--
14 Lakewood	1,348	105	7.8	89	84.8	11	10.5	4	3.8	--	--	1	1.0	--	--
19 Lima	384	143	37.2	103	72.0	25	17.5	9	6.3	--	--	5	3.5	1	0.7
11 Lorain	600	113	18.8	85	75.2	15	13.3	9	8.0	--	--	4	3.5	--	--
18 Mansfield	498	135	27.1	104	77.0	22	16.3	5	3.7	--	--	4	3.0	--	--
9 Parma	530	145	27.4	110	75.9	27	18.6	7	4.8	--	--	1	0.7	--	--
10 Springfield	683	182	26.6	151	83.0	25	13.7	3	1.6	2	1.1	1	0.5	--	--
4 Toledo	3,684	1,027	27.9	849	82.7	102	9.9	23	2.2	--	--	53	5.2	--	--
16 Warren	503	133	26.4	98	73.7	28	21.1	7	5.3	--	--	--	--	--	--
7 Youngstown	1,443	388	26.9	308	79.4	50	12.9	18	4.6	--	--	12	3.1	--	--

Table A-10  
Expenditure Data for the Criminal Justice System, 1972-1973

Large Cities	Total \$ General Expenditures	Criminal Justice		Police		Judicial		Prosecution		Defense		Corrections		Other	
		\$	%	\$	%	\$	%	\$	%	\$	%	\$	%	\$	%
Akron	65,796	8,587	13.1	7,148	83.2	739	8.6	220	2.6	--	--	381	4.4	99	1.2
Canton	20,484	2,480	12.1	2,029	81.8	313	12.6	126	5.1	--	--	12	0.5	--	--
Cincinnati	286,475	20,679	7.2	16,704	80.8	2,101	10.2	693	3.4	--	--	1,181	5.7	--	--
Cleveland	175,495	40,500	23.1	34,421	85.0	2,618	6.5	577	1.4	--	--	2,884	7.1	--	--
Cleveland Hts	7,636	1,294	16.9	1,149	88.8	76	5.9	69	5.3	--	--	--	--	--	--
Columbus	109,397	19,573	17.9	15,948	81.5	1,877	9.6	761	3.9	61	0.3	926	4.7	--	--
Dayton	70,285	10,257	14.6	8,148	79.4	784	7.6	423	4.1	--	--	902	8.8	--	--
Elyria	8,040	919	11.4	684	74.4	157	17.1	50	5.4	--	--	28	3.0	--	--
Euclid	20,302	1,659	8.2	1,454	87.6	108	6.5	79	4.8	--	--	18	1.1	--	--
Hamilton	10,344	1,650	16.0	1,490	90.3	112	6.8	19	1.2	2	0.1	27	1.6	--	--
Kettering	5,907	1,560	26.4	1,287	82.5	171	11.0	102	6.5	--	--	--	--	--	--
Lakewood	21,593	1,235	5.7	1,039	84.1	114	9.2	55	4.5	--	--	27	2.2	--	--
Lima	7,300	1,495	20.5	1,162	77.7	187	12.5	52	3.5	--	--	70	4.7	24	1.6
Lorain	14,728	1,157	7.9	920	79.5	117	10.1	69	6.0	--	--	51	4.4	--	--
Mansfield	8,192	1,255	15.3	922	73.5	222	17.7	47	3.7	2	0.2	62	4.9	--	--
Parma	8,315	1,879	22.6	1,522	81.0	252	13.4	91	4.8	--	--	14	0.7	--	--
Springfield	10,342	2,045	19.8	1,632	79.8	270	13.2	80	3.9	32	1.6	31	1.5	--	--
Toledo	82,796	12,475	15.1	10,725	86.0	831	6.7	216	1.7	--	--	703	5.6	--	--
Warren	9,472	1,321	13.9	1,022	77.4	242	18.3	57	4.3	--	--	--	--	--	--
Youngstown	23,318	3,775	16.2	3,046	80.7	402	10.6	214	5.7	--	--	113	3.0	--	--

## LAW ENFORCEMENT

### JURISDICTION

Law enforcement in Ohio is primarily a function of local government, since the State Highway Patrol is not authorized to enforce all laws in all areas of the State. Police officers, marshals and constables provide enforcement for their own jurisdictions which may include other political entities by contract or agreement. County sheriffs have countywide jurisdiction and in some counties provide law enforcement for most of the county, due to the absence of local police or by contract with local authorities. In other counties the sheriff operates the county jail, serves the county court processes and has very few law enforcement duties.

When a businessman, citizen or administrator believes that the public law enforcement activity does not meet the needs of his business or his personal and organizational security he often turns to private police officers, who are hired to address the problems he has identified.

A Director of Public Safety of a city may commission private policemen under such rules and regulations as the legislative authority of the city prescribes. Sheriffs may appoint deputies and judges constables, who may work for hire.

The governor is authorized to commission police officers employed by financial institutions, railroads and companies having contracts with AEC. This authority is used to commission state employees of the Department of Natural Resources and the Department of Mental Health and Mental Retardation. Governor John J. Gilligan granted 1506 such commissions during his term January 11, 1971 through January 9, 1975. Governor James A. Rhodes has issued 84 such commissions as of April 7, 1975. Applicants other than state employees pay a fee of \$5 for such a commission which is in force for three years.

The Division of Licenses of the Department of Commerce licenses private investigators for a period of one year for an initial fee of \$125, renewable annually for \$100. Each employee of a private investigator must also register with the Division of Taxation, which maintains a file of names, addresses, photographs and fingerprints of all private investigators and their employees. This file is for reference purposes and has not been subject to statistical analysis, but about 400 private investigators are registered each year with 15,000 to 20,000 employees.

A wide variety of other public agencies such as public schools, universities, colleges, park districts, airports, libraries, housing and transportation authorities employ persons who are engaged in law enforcement. The relationships of these employees to the law enforcement element of the criminal justice system is dependent upon the conditions of their employment, the bearing of weapons and the scope and nature of their commission. Armed officers are subject to mandatory police training.

Police: A police manpower survey funded by AJD in 1972 reported a total of 13,318 full-time personnel employed in the 935 cities, villages and townships reporting. Those municipalities within the six large counties (RPUs) employed 9,067 full-time people or 68% of the full-time personnel in the State. Comparison of the 1972 figures with FBI reports and RPU Plans, shows:

	1972 Survey	1973 FBI/UCR	1974 RPU Plans
Akron	477	484	484
Cincinnati	975	1125	1124
Cleveland	2438	2437	2405
Columbus	898	1106	1148
Dayton	422	358	379
Toledo	711	762	758
TOTAL	5921	6272	6298

One other source available to estimate current police manpower is the Police and Firemen's Disability and Pension Fund, which covers most of the municipal police officers in the state. Sheriffs, deputy sheriffs and some municipal police officers are covered by Public Employers Retirement System (PERS). The Ohio State Highway Patrol also has its own retirement system.

POLICE AND FIREMEN'S  
Pension and Disability Fund

<u>1973</u>	<u>1974</u>	
13,139	Active Members - December 31	13,369
169	Retired - past year	219
492	Withdrew (and died on duty)	505
<u>13,800</u> <sup>1</sup>	<u>TOTALS</u>	<u>14,093</u> <sup>2</sup>

<sup>1</sup>13,800 = 97.82% of 14,107 estimated police strength - 1973

<sup>2</sup>14,093 = 99.49% of 14,167 estimated police strength - 1974

On December 31, 1974, on the Police Pension rolls were 2,656 Retired police officers; 2,098 Widows; and 589 Dependent children.

Sheriffs. A sheriff in Ohio is an elected official, who has the authority to make any individual a deputy sheriff. The survey completed in 1972 indicated each of the 88 counties in Ohio had a sheriff and that the total number of sheriffs and full-time deputies was 2,033. The official financial report for 1972 reports that sheriffs departments in the State expended a total of \$29,227,816.

Data for the six large counties (RPUs) in 1972 shows they had close to 40 percent of the personnel and 46 percent of the expenditures in the State.

<u>County</u>	<u>Personnel</u>	<u>Expenditures</u>
Cuyahoga	213	2,805,940
Franklin	122	1,658,228
Hamilton	186	4,141,582
Lucas	56	1,128,051
Montgomery	103	1,944,696
Summit	<u>131</u>	<u>1,826,664</u>
<u>TOTALS</u>	<u>811</u>	<u>\$13,505,161</u>

Limited data available for these counties show the following, with respect to service and personnel in 1974.

	<u>Calls for Service</u>	<u>County Jail Personnel</u>
*Cuyahoga	206	not reported
*Franklin	143	6,342
*Hamilton	241	59,000
*Lucas	67	1,350 (Part I offenses)
Montgomery	133	not reported
*Summit	125	26,124
TOTALS	915	92,816
		332

\*Also have workhouse or correctional facility other than county jail reporting expenses of \$5,019,347 (no data for Akron/Summit County).

State. The Highway Patrol is a separate law enforcement agency which operates in nine districts and also patrols the Ohio Turnpike. The following indicates the personnel data for the year 1974.

Uniform personnel (Average for year)	1,347
Uniformed personnel - January, 1974	1,370
- December, 1974	1,317
Resignations	40
Retired	27
Died	4

Recruitment activity during 1974 shows the following:

	Minority	Non-minority	Total
Applicants called for Written Examinations	193	51	244
Number Reported	135	46	181
Number passed	82	11	93
Applicants called for Physical Examinations	67	8	75
Number reported	67	8	75
Number passed	54	6	60

52 cadets began training October 9, 1974 but only 38 graduated on February 7, 1975.

In addition to the State Highway Patrol, other State agencies perform police functions.

The Bureau of Criminal Identification and Investigation (BCI&I) under the Attorney General has six divisions: Investigative; Laboratory; Identification; Administrative; Data Systems; and Law Enforcement Emergency Radio Network (LEERN). The nature of the investigations conducted, the laboratory services provided and the participation in the statewide data systems are described elsewhere in this plan. The Identification Division is the official collection agency and repository for criminal records and the action of courts of record. The Ohio Peace Officers Training Council (OPOTC) also reports to the Attorney General.

The Department of Natural Resources has park rangers and wildlife officers who enforce the law in State parks and game preserves.

The Enforcement Division of the Department of Liquor Control has statewide authority to enforce State laws and regulations pertaining to the sale, production and transportation of liquor, wine and beer.

The Investigative Section of the Department of Taxation has statewide authority to investigate violations of the cigarette tax laws and arrest violators.

The Bureau of Motor Vehicles of the Department of Highway Safety maintains computer files of motor vehicle registration, driver's license files, driver's license status and has begun collection of the mandatory "Ohio Crash Report", a traffic accident record.

The Highway Patrol has management responsibility for these files and provides license information to law enforcement agencies over the Law Enforcement Automated Data System (LEADS).

## TRAINING

Sections 109.71 to 109.77 of the Ohio Code, effective September 6, 1965 provided for the nine member Ohio Peace Officer's Training Council (OPOTC) appointed by the governor consisting of:

- 1 public representative
- 2 incumbent sheriffs
- 2 incumbent chiefs of police
- 1 representative, BCI&I
- 1 representative, Highway Patrol
- 1 special agent in charge, FBI
- 1 representative, Ohio Department of Education, Trade and Industrial Services

The OPOTC may recommend to the Attorney General rules and regulations with respect to:

certification of training schools,  
minimum courses of study,  
minimum qualifications of instructions,  
requirements of training for probationary officers,  
time within which training must be completed, and  
categories of advanced in-service training.

Chapter 119, Ohio Code, empowers the Attorney General to publish and enforce these recommended rules under the provisions of the Administrative Procedures Act.

Rules and Regulations, effective January 1, 1966, require probationary officers, within one year of appointment, to complete a prescribed course of 120 hours length. The course was expanded to 240 hours on March 1, 1971, and to 280 hours on April 1, 1975.

Persons enjoying peace officer status on January 1, 1966, were exempted from the basic training course. However, the Revised Rules of OPOTC, effective April 1, 1975, require that peace officers who terminate their employment as peace officers will have their training eligibility reviewed upon reappointment as a peace officer, by the Executive Director of the Council:

"Peace officers previously exempted from training shall take the mandatory training or provide documentation of training equal to or exceeding the minimum basic requirement. No credit shall be given toward certification based only upon experience."

Persons who have not been employed as a peace officer for three years or more shall, upon re-entry into employment as a peace officer, attend a refresher of 40 hours as prescribed upon the equivalency of training prior to his termination. Further, said person shall take any mandatory specialized training that was instituted during the time he was not employed as a peace officer."

When the State of Ohio adopted a new Criminal Code, a mandatory 40-hour course was prescribed by the legislature for peace officers and prosecutors. Approximately 25,000 persons have taken this course in Ohio and an additional 2500 completed the mandatory code training in the year 1974.

OPOTC has certified about 30 Type A schools (those which have operated more than one year) and other Type B schools (which operated less than one year). The State is divided into 14 zones, with two coordinators in charge, a chief of police and a sheriff. For each county within a training zone, a chief of police and a sheriff will be sub-coordinators. The zone coordinators are responsible, with the assistance of their sub-coordinators, for determining the training needs of their zones and for guaranteeing school to each newly-appointed peace officer, within the prescribed time limits.

Basic Training Program. The Statement of Purpose states that: "It shall be clearly understood that the basic program described is designed as an absolute minimum program. Law enforcement agencies are encouraged to exceed this minimum program wherever possible. Regular in-service training beyond the basic program is strongly recommended for all peace officers."

"Nothing in these regulations shall limit or be construed as limiting the power of the civil service commission, police department or other agency or department of any township, county or municipal corporation, to enact rules and regulations which establish a higher standard of training above the minimum required by this regulation or which provide for the termination of the services of unsatisfactory employees during or upon completion of the prescribed probationary period."

"No person shall receive permanent appointment as a peace officer who has not satisfactorily completed the program of training required by the appropriate authorities of the township, county or municipal corporation provided further that such program of training shall not be less than the minimum training requirements established under Sections 109.79 inclusive, of the Revised Code."

"As provided in Section 109.78 (B) of the Revised Code of Ohio, such persons employed by a public or private educational institution shall complete the basic peace officer training course as outlined in Section PC-1-16 of the Rules, Regulations and Procedures."

Basic Course

	Old Hours	New Hours
Orientation/Registration	1	1
Role of Law Enforcement	2	2
Police Canons and Ethics	6	6
Laws of Arrest	12	12
Criminal Law and Procedure	10	24*
Techniques and Mechanics of Arrest	6	6
Lineups	2	2
Rules of Evidence	8	8
Search and Seizure	8	8
Physical Evidence	6	6
Coroner's Office	-	4*
Court Structures in Ohio	6	6
Federal Civil Rights	4	4
Civil Liabilities	2	2
Interviews	2	2
Legal Terms and Definitions	3	3
Surveillance	2	2
Confidential Informants	2	2
Report Writing	4	4
Testifying in Court	2	2
Firearms Training	26	26
First Aid (Emergency Childbirth)	14	14
Defensive Tactics	16	16
Human Relations	8	16*
Preparing and Making Speeches	-	4*
Techniques of Patrol	6	6
Sex Offenders	6	4*
Mental Illness and Alcohol Abuse	4	6*
Narcotics	8	8
Gambling and Vice	4	4
Liquor Law Enforcement	2	2
Mob and Riot Control	16	16

Basic Course (Continued)

	Old Hours	New Hours
Domestic Disputes	3	3
Police Communications	4	4
Prisoner Booking and Handling	4	4
Prowler Calls	-	4*
Auto Theft Investigation	-	4*
Service Calls	-	2*
 Juvenile Procedures	 6	 6
 Traffic Control	 5	 5
Accident Investigation	16	16
Examinations	4	4
 TOTAL HOURS	 240	 280

\*Changes

Note: Added 40 hours is not solely for new Criminal Code but for added subjects and greater emphasis on Human Relations.

OPOTC also plans to modify the mandatory basic course for Private Police officers, now established at 118 hours, but these rules and regulations have not been adopted.

To support its function to require basic training for all peace officers, OPOTC adopted a new procedure: "Every political subdivision in the State of Ohio which employs a peace officer, shall, within five days after such employment, forward a "Notice of Employment" to the Ohio Peace Officer Training Council.

Further, within five days after termination of employment of a peace officer, said political subdivision of the State of Ohio, shall send to the Council a "Notice of Termination". Said notice shall state the reason for the termination of employment.

Said forms shall be furnished by the Council."

This new reporting procedure will permit OPOTC to make mandatory basic training requirements meaningful. In addition, it will provide a source of information about the status of law enforcement throughout the State, especially in the area of recruitment and attrition.

OPOTC has begun construction of a training facility at London, Ohio, which will be completed in January, 1976. In the year January through December 31, 1974, 166 basic training classes were completed with 51 more in session at the end of the year. A total of 3,422 students were certified, with 1048 representing the private sector.

Hearings have been held on Senate Bill 1312, which would add recommendations for minimum physical, mental and moral fitness standards and qualifications for peace officers of Ohio to the responsibilities of OPOTC as suggested in Ohio's Police Standards and Goals. House Bill 1312 has been introduced to provide special pension rights under the Public Employees Retirement System (PERS) for sheriffs and deputy sheriffs. PERS would then have statistical data on this element of local law enforcement. At present, PERS cannot identify individuals who are employed as police officers and covered by PERS rather than the Police and Firearms Pension and Disability Fund.

At this writing, neither of these statutes has been enacted or debated upon the floor of the Ohio Legislature.

Analysis of OPOTC 1974 Annual Report, which contained Table A-11, revealed that one or more peace officers from every county received basic mandatory training except for Harrison, Knox, Monroe and Vinton Counties.

A check of the school and student records of OPOTC from January, 1966, through April 7, 1975, produced the data incorporated in Table A-11. It was discovered that schools have been conducted in all Ohio counties except 12: Carroll, Hocking, Holmes, Huron, Meigs, Mercer, Morgan, Ottawa, Perry, Union, Vinton and Washington counties.

In both cases, regional schools were available to all counties and it was noted that only 9% of the peace officers attending school in 1974, had been appointed prior to 1966, and would be exempt from mandatory training.

OPOTC also recognizes basic training derived from a program initiated, supported and operated by the Trade and Industrial Education Services, Division of Vocational Training, State Department of Education. This course requires 284 hours but differs in emphasis and content from the OPOTC prescribed course. However, the State assists in financing these courses, and has instructors manuals and lessons manuals for the course. Therefore, it is an economical way for an agency to meet mandatory training requirements.

## LAW ENFORCEMENT OFFICER TRAINING

Ohio Trade and Industrial Education Service  
 Division of Vocational Education  
 State Department of Education

Time Allotted (hours)	TRAINING PROCEDURES
8	1. Orientation - Including Acquiring and Maintaining a Uniform . . . . .
15	2. Patrolling on Foot - Daytime - Nighttime . . . . .
15	3. Patrolling In A Patrol Vehicle - Daytime - Nighttime . . . . .
5	4. Handling Misdemeanors Witnessed by Officer . . . . .
5	5. Handling Misdemeanors Not Witnessed By Officer . . . . .
14	6. Handling Felonies . . . . .
5	7. Handling Traffic Violations . . . . .
5	8. Handling Traffic Accidents. . . . .
10	9. Arresting . . . . .
3	10. Testifying In Court . . . . .
8	11. Firearms Safety and Nomenclature. . . . .
28	12. Revolver Shooting - Target - Combat . . . . .
4	13. Shotgun and Rifle Shooting. . . . .
2	14. Dealing With Civil and Domestic Complaints. . . . .
2	15. Handling Fire Scenes. . . . .
4	16. Handling Disaster Scene . . . . .
14	17. Handling Unlawful Gathering . . . . .
3	18. Handling Traffic Congestion . . . . .
2	19. Public Inquiries. . . . .
6	20. Handling Mentally Ill Persons and Alcoholics. . . . .
2	21. Handling The Service and Return of Court Documents . . . . .
2	22. Handling Crime Prevention Procedures. . . . .
2	23. Handling Suspicious Persons . . . . .
2	24. Handling Dead On Arrival Cases. . . . .
24	25. Emergency Care - First Aid, Standard Red Cross, Child Birth . . . . .
4	26. Handling Special Events . . . . .
3	27. Gambling and Vice, Sex Offenses, Bookmaking . . . . .
8	28. Report Writing. . . . .
2	29. Handling Line-Up. . . . .
2	30. Informants. . . . .
3	31. Prisoner Booking and Handling . . . . .
3	32. Criminal Justice System . . . . .
4	33. Handling Juveniles. . . . .
3	34. Liquor Law Enforcement. . . . .
4	35. Narcotics . . . . .
8	36. Human Relations . . . . .
6	37. Law Enforcement Liability . . . . .
<hr/> 240	
40	Hours Criminal Code Training
+ 4	Review and Examinations
<hr/> 284	Hours TOTAL

In-Service Advanced Training. The major training effort for in-service/advanced courses is carried on by the Highway Patrol, the major cities and other affluent local communities. Two grants to statewide professional police organizations have enabled smaller communities to provide advanced training to individuals. The regional training schools and criminal justice center provide training for their area and are discussed in detail in the Past Progress Section of this Plan.

Outside of the RPUs, AJD has no capacity for collecting information about the amount of in-service/advanced training received at local expense. Data about in-service training in RPUs appears elsewhere.

Individual officers attend the FBI National Academy, Northwestern, Southern Police Institute, University of Louisville (crime prevention) and special schools conducted by federal agencies for bomb disposal, narcotics, riot control. There is no statewide census of these students who attended such courses at local expense. Participating in this training at AJD expense is also described in the Past Progress Section of this Plan.

Table A-11

## Peace Officers Taught By OPOTC Certified Schools

	Place	County	Year							
			68	69	70	71	72	73	74	75
	Ada	Hardin	18	25	--	--	--	--	--	--
	(County School)	Adams		30	13	--	21	--	--	--
(A)	Akron	Summit	63	54	84	62	67	--	--	--
		Allen	--	--	--	11	16	10	--	--
	Alliance	Stark	--	24						
		Ashland	--	--	--	--	--	--	15	
		Ashtabula	--	--	--	--	--	18	49	
		Athens	--	25	--	--	--	--	21	
	Athens	Athens	--	--	21	--	22			
		Auglaize	16	--	23	--	24			
	Batavia	Clermont	--	--	--	--	--	--	34	
	Beach City	Tuscarawas	--	--	--	--	--	--	18	
(A)	Bedford/ Twinsburg	Cuyahoga/ Summit	16	14	23	29				
		Belmont	*	--	--	--	--	--		
	Bowling Green	Wood						14	9	14
	Bryan	Williams	18	19	31	32				
	Bucyrus	Crawford	*	--	--	--	--	--	--	
		Butler	--	53	--	--	--	31		
	Caldwell	Noble	--	--	--	14				
	Cambridge	Guernsey	*							
	Canton	Stark	36	60	101	66	80	22	68	
	(A) Case Western Reserve Univ.	Cuyahoga	119	108	103	58	28	84	53	
(A)	Cedarville	Greene	24							
	Centerville		--	--	--	7				
	Chagrin Falls	Cuyahoga	--	--	--	26	16			
		Champaign	--	--	--	30	--	--	20	
	Chardon	Geauga	*							
	Chillicothe	Ross		23	13	12	--	19		
	(A) Cincinnati	Hamilton		50	37	51	86	149	--	63
		Clark	23	--	--	--	--	--		
	(A) Cleveland	Cuyahoga	137	194	214	--	182	--	--	--
	(A) Cleveland Hts.	Cuyahoga		12	6	24	9	51	18	
(A)	Cleveland Metro Park	Cuyahoga	--	--	--	55	48	31	34	
	Clinton	*								
		Columbiana	*							
	Columbus	Franklin	59	95	50	153	168	86	106	
	Conneaut	Ashtabula	18	--	--	--	--	--		
		Coshocton					15	12	8	14
		Crawford	--	14						

Table A-11 (Cont'd)

## Peace Officers Taught by OPOTC Certified Schools

Place	County	Year	68	69	70	71	72	73	74	75
			68	69	70	71	72	73	74	75
(A) Cuyahoga Falls	Cuyahoga	81	72	99	79	29	55	55		
Darbydale	Summit	--	--	--	--	--	14			
Darke	Franklin	--	--	--	--	--	--	13		
(A) Dayton	Montgomery	--	24	20	17	8	--	41		
Defiance	Defiance	--	--	--	--	--	23			
Delaware	Delaware	46	--	--	--	--	28			
Delphos/Lima	Allen	--	--	--	--	--	--	23		
Dover	Tuscarawas	*								
Dublin	Franklin	(formerly Perry twp)						70		
East Cleveland	Cuyahoga	--	--	--	10	--	--	--		
Englewood	Montgomery	26	33	62	62	20	--	--		
Fairborn	Erie			16	16	15	35	61		
Fairfield	Green	48	--	--	--	--	10			
Fayette	Butler	*		36						
(A) Findlay	Hancock	*	11	--	10	29	27	29	18	
Fort Shawnee	Allen	*								
(A) Fostoria	Seneca	6	15	19	--	12				
Gahanna	Franklin	*		19						
Galion	Crawford	*	31	31	--	--	31	24	9	
Gallipolis	Gallia	*	--	--	12					
Garfield Hts	Cuyahoga	--	--	--	10					
Geneva-on-the-Lake	Geauga	--	--	--	--	--	--	29		
Georgetown	Ashtabula	*								
Gibsonburg	Brown	--	--	29						
Greenville	Sandusky	26								
Grove City	Greene		19	23	39	26	17	19		
Groveport	Licking	--	--	14	--	--	--	13		
(A) Hamilton	Franklin	--	--	14						
(A) Hamilton	Butler	*	10	34	61	20	12	11	15	
Hockings Tech	Hamilton	*	125	81	131	131	71	76	39	
Tri-county Tech	Athens									
Indian Hill	Hamilton	--	--	--	24					
Ironton	Lawrence	*	17	13	--	27	--	--	10	
	Jackson			13	20	11	10	6	--	

Table A-11 (Cont'd)

## Peace Officers Taught by OPOTC Certified Schools

Place	County		Year							
			68	69	70	71	72	73	74	75
	Jefferson	*		17	19	25	22	42	22	
Kent State U	Portage	*	--	--	--	5	1	11	--	
Kettering	Montgomery		--	7	5	--	2	7	7	
	Knox		--	--	15	20	--	27	--	
Lakeland Com-										
munity College	Lake		--	--	--	17	51	44	34	13
(A) Lakeview	Logan		--	--	--	19	--	--	--	
Lancaster	Fairfield		--	--	30	30	25	29	14	
Laurel Oaks			--	--	--	--	--	12	15	22
	Lawrence	*								
(A) Liberty Twp	Trumbull		--	--	--	--	--	--	--	16
(A) Lima	Allen		--	--	--	26	--	13	43	
(A) Linndale	Cuyahoga		--	--	--	--	29	22	23	
(A) Tri-county	Logan		--	17	--	--	--	24	--	18
(A) Lorain			--	--	45	67	20	19	63	
Louisville	Stark		15							
	Lucas		--	48						
	Madison	*	23	--	--	--	16			
(A) Mansfield	Mahoning		--	--	93	79	--	100	74	32
(A) Mansfield	Richland		28	--	23	34	--	46	34	
Mansfield	School of Tech	Richland		--	13					
Maple Heights	Cuyahoga		--	14	--	14				
	Marion		--	--	--	--	--	26	--	5
Marion	Marion	*		14						
Martins Ferry	Belmont		--	--	--	--	28	6		
Massillon	Stark	*								
	Medina	*	31	46	18	26	25	22	31	
Mentor	Lake	*	--	--	32					
	Miami	*	28	--	10	--	13	--	29	
Middletown	Butler		--	--	--	16	11	5		
Mingo Junction	Jefferson	*								
Mogadore	Summit		--	19						
	Monroe		--	--	--	--	24			
(A) Moraine	Montgomery		25	--	38	62	--	19	--	27
Mt. Vernon	Montgomery		37	8	--	--	--	--	--	
	Knox		--	--	--	15				
	Morrow		--	--	--	--	--	--	--	22
	Muskingum		--	--	--	--	--	--	33	
(A) Napoleon	Henry	*	14	--	--	--	--	--	15	23
Newark	Licking	*	47	34	27	23	12	33	8	
New Boston	Scioto	*								
(A) Newcomerstown	Coshocton		10	9	24	18	8	30		
Newton Falls	Trumbull	*								
North Bend	Hamilton		--	--	--	22				

Table A-11 (Cont'd)

## Peace Officers Taught by OPOTC Certified Schools

Place	County		Year						
			68	69	70	71	72	73	74
<b>North Central Regional (see Mansfield/Richland Cty)</b>									
North Central Tech			--	--	--	--	--	8	
North Kingsville	Ashtabula		--	11					
Northwestern			--	--	--	--	19		
(A) Northwood	Wood		--	--	--	--	24		
Norwood	Hamilton		--	--	31	45	37	63	75
Oakwood	Montgomery	*							
Oakwood Village	Cuyahoga	*							
Ohio State U	Franklin		--	--	--	--	--	9	11
Ontario	Richland		--	--	--	19			
(A) Painesville Tri-County	Lake	*	70	54	33	43			
Paulding	Paulding		11						
Perkins Twp	Erie		24						
	Pickaway		7	--	--	--	10	--	15
Piqua	Miami		13	20	15				
Plain City	Madison	*							
	Portage		36	34	59	29	--	13	
Portsmouth	Scioto	*	--	--	--	--	--	--	21
	Preble	*	9	5	6	--	14	30	
	Putnam		--	23	--	--	--	--	23
Randolph Twp	Montgomery		--	--	--	--	--	16	10
	Richland	*	87						
Richmond Hts.	Cuyahoga		8						
Rio Grande			--	--	--	--	--	25	13
(A) Ross Enright	5 counties	*	9	18	69	37	18	29	16
Russells Point	Logan		--	--	--	17			
Sabina	Clinton		--	--	--	--	17	20	
St.Clairsville	Belmont		11	--	17	13			
Salem	Columbiana		--	--	--	--	--	19	18
Sandusky	Erie	*							
	Scioto		--	16	17	20	21	24	--
	Seneca	*							
Shelby	Richland		--	--	--	--	--	6	10
Spencerville	Allen		--	--	21				
(A) Springfield	Clark		11	120	53	21	20	17	4
	Stark	*	--	--	--	--	--	--	
(A) State Highway Patrol			93	125	133	181	55	75	64
Strasburg	Tuscarawas		--	--	--	39	18	22	16
(A) Sylvania Twp.	Wood		--	--	--	--	--	18	33
Tallmadge	Summit		--	--	--	--	--	26	23
Terra Tech	(Vanguard)		--	--	--	--	--	--	55
Tiffin	Seneca	*	8	3	--	--	--	--	
Tipp City	Miami		--	--	--	--	--	21	--

Table A-11 (Cont'd)

## Peace Officers Taught by OPOTC Certified Schools

Place	County		Year							
			68	69	70	71	72	73	74	75
(A) Toledo	Lucas	126	--	--	--	45	58	61	--	
(A) Tri-County Tech										
Nelsonville	Athens	--	--	--	27					
	Trumbull	*	30							
	Tuscarawas	*	--	--	18					
U of Akron	Summit	--	--	11	10	7	--	14		
U of Dayton	Montgomery	--	--	--	--	--	15	24		
Upper Sandusky	Wyandot	--	--	--	19	--	--	--		
Vandalia	Montgomery	*	7	--	--	--	37	42	78	
Vanguard Tech										
Fremont	Sandusky	--	--	--	--	8	10			
	Van Wert	--	--	--	20					
Van Wert	Van Wert	--	--	--	20					
Wadsworth	Medina	*								
	Warren	69	54	43	43	39				
Waterville	Lucas	36								
Wauseon	Fulton	--	23							
	Wayne	--	--	--	--	--	22			
Waverly	Pike	--	--	--	--	--	--	19		
Wayne Twp		12								
West Carrollton	Montgomery	--	--	--	--	--	--	7		
Westview		--	--	23						
Wickliff	Lake	5	--	4						
Willoughby	Lake	--	45	23	--	32				
Windham	Portage	*	17							
Wintersville	Jefferson	--	32							
Wooster	Wayne	--	--	--	32					
Worthington	Franklin	15	10	40	51	29	17	20		
Wright Patterson										
Air Force Base	Montgomery	--	--	--	--	--	--	9		
Youngstown	Mahoning	*								
Xenia	Greene	--	--	7						
Zanesville	Muskingum	--	34	22	14	16	17	19		

(A) Class A (permanently certified school) (30)

\* School in 1966 or 1967

## SCIENCE AND LAW ENFORCEMENT

Crime Laboratories. A survey of the State indicates the addition of six new crime laboratories beyond the 13 major complete laboratories reported in the 1974 plan. A complete crime laboratory is defined as one equipped to make technical examinations and analysis in all, or substantially all, of the following fields: physiological fluids (blood, hair, semen, fibers and other trace evidence); comparison microscopy; wet chemistry; instrumental analysis; document examinations; and general criminalistic services. In addition to the 19 complete laboratories, there are 140 other laboratories supplying various types of assistance to law enforcement, such as photography and latent fingerprint developments and some hospital laboratories offering limited services to local law enforcement agencies.

The 19 complete crime laboratories are well distributed over the populated areas of Ohio and are balanced among city, county and State agencies. Of these, six are located in city police departments; two county laboratories are located in the coroner's offices in Cuyahoga County and Hamilton County. The BCI&I operates four laboratories: a central facility near London, a northeast regional laboratory at Richfield, a northwest regional laboratory at Fremont and an east central regional laboratory at Cambridge. The Ohio State Highway Patrol operates a crime laboratory in its headquarters in Columbus. In 1973, the State Fire Marshal's Office established a crime laboratory in the State Arson Bureau in Columbus.

Regional crime labs are located at four colleges or universities. Complete crime laboratories have been funded by AJD and are operating in Lorain Community College, Lake-land Community College, Hocking Technical Institute and Youngstown State University.

While physically housed in the Dayton Police Department, the Miami Valley Regional Crime Laboratory is unique in that it supplies criminalistic services not only to Dayton but also to Montgomery, Darke, Miami, Preble and Greene Counties. Through the assistance of LEAA funds, the city of Dayton and each of the five counties has been furnished with mobile crime laboratories, fully equipped and supplied. While each of these agencies operates its own independent mobile unit, 150 evidence technicians have been trained at Sinclair Community College in Dayton and are dependent upon the Miami Valley Regional Crime laboratory for technical assistance and supervision.

The increased use of evidence technicians has been a major improvement in criminalistic services in Ohio in recent years. The Cleveland Police Department has 108 evidence technicians operating around-the-clock. The two vehicles assigned to each district are operated by uniformed personnel. Assistance from

LEAA funds allowed the Columbus Police Department to implement a long-planned evidence technician service. Evidence technician units and/or mobile crime laboratories have been funded at the State Arson Bureau, the Marion, Fulton, Paulding and Fayette County Sheriff's Departments, and in the Marietta, Springfield, Mansfield, Delaware, Mount Vernon, Ashland and Warren Police Departments.

The use of evidence technicians has produced three effects on the collection, preservation and examination of physical evidence: (1) the use of evidence technicians for crime scene searches has reduced the necessity for using highly trained laboratory criminalists to process crime scenes; (2) even though crime scene searches by criminalists have been reduced, the total number of crime scene searches has been greatly increased because of the ready availability of evidence technicians; (3) while increasing the number of crime scene searches, the use of evidence technicians for screening out irrelevant and immaterial physical evidence has had the effect of presenting to the criminalist more meaningful evidence, thus allowing more adequate, in-depth examination of the physical evidence received.

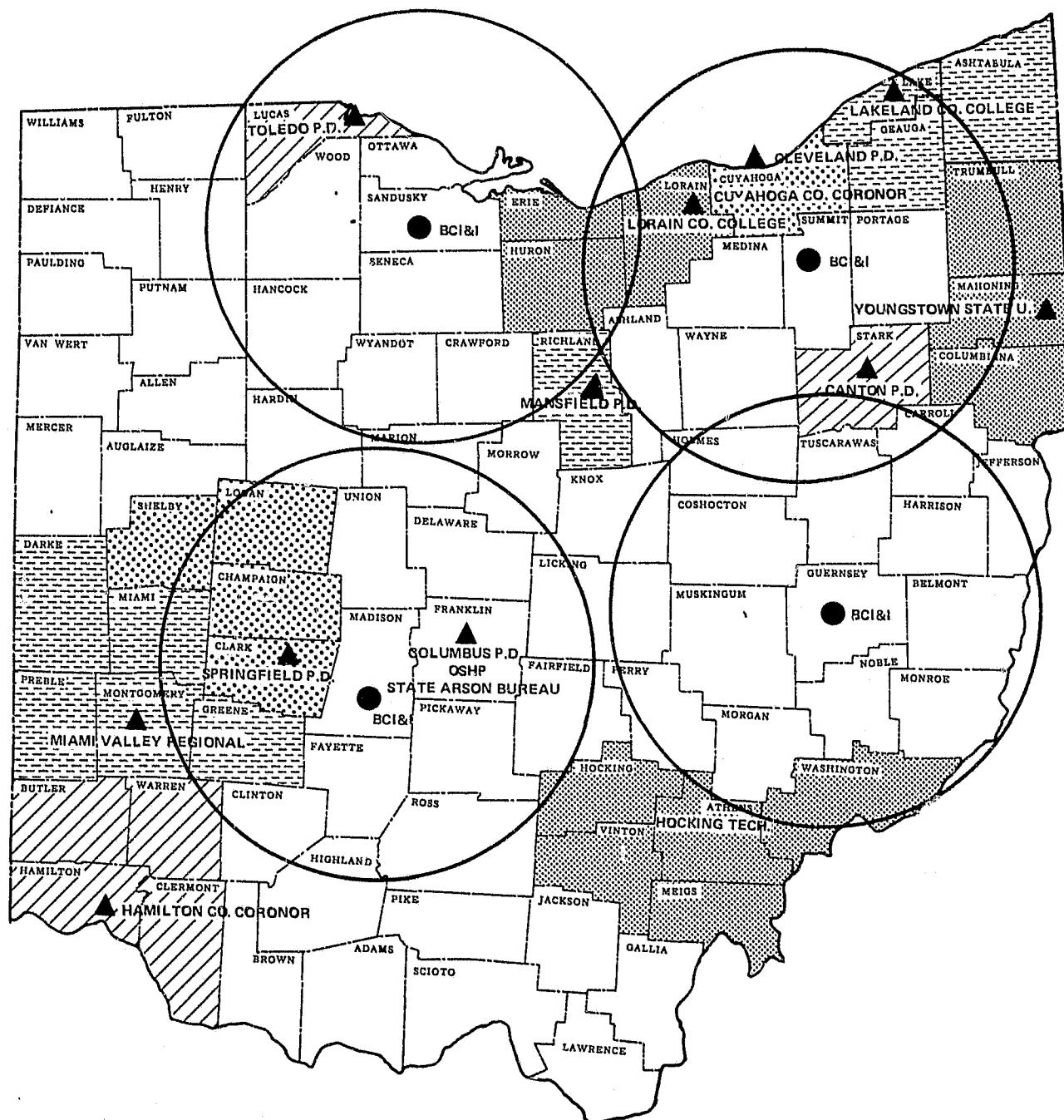
TABLE A-12  
Existing Crime Laboratories In Ohio

	Sq. Ft.	Prof. Staff	Support Staff	Cases	Evidence Items	Examinations	Narc. Cases	Evidence Techs.	Police Served	Remarks
BCI&I (4 labs)	18,000	37+0	13+0	15,107	60,125	74,000	8,348		Statewide	
State Patrol	907	2+0	1+0	1,550	2,948	2,150	225		1,347	
Cleveland PD	3,044	6+1	1+0	10,825	16,410	25,000	2,353	42	2,405	
Toledo PD	802	4	share	2,970	8,519	12,000	1,397	2	950	Metro narcotics analysis
Columbus PD	2,100	6	1	6,965	17,086	30,325	1,870	9	1,195	
Miami Valley	1,300	10+0	3+0	6,736	14,440	28,000	1,661	25	1,273	Serves five counties
Hamilton County	9,000	8+1	2+2	4,146	7,099	14,736	2,142		1,818	
Cuyahoga Co.*	1,840	4+1	1+1	4,228	4,962	5,473	7,372		1,638	Served 62 agencies
State Arson	720	2+0	share	327	1,040	2,000	5	10	Statewide	Any fire or police
Springfield	567	1+0	2+1	1,009	2,770	4,206	718	6	210	Served 19 agencies
Canton PD	225	1	1	1,240	3,111	7,689	892	8	440	Served 24 agencies
Lorain CC	1,236	1+1	1+0	30	150	245	22		345	3 months operation
Lakeland CC	1,208	1+0	share	19	398	598	0	1	376	Partial operation
Eastern OH Regional	500	1+0	1+0	18	56	54	17		759	2 months operation
Southeast Regional	890	0+1	0+4	24	240	240	15	12	368	Served 5 counties
TOTAL	42,339	84+5	27+8	55,194	139,354	206,770	27,037	115	13,124	

\*Cuyahoga County Coroner's Laboratory is divided into four branches, Trace Evidence, Toxicology, Histology & Photography. Narcotics cases are from Toxicology. Remaining information from Trace Evidence Laboratory.

FIGURE A-1

Existing Crime Laboratories and Area of Coverage, July, 1975



▲ Local/Regional Crime Laboratories  
● Bureau of Criminal Identification & Investigation

## RADIO COMMUNICATIONS

Ohio, the sixth largest state in the nation, has over 1,000 police agencies using land mobile radio communications. A majority of these law enforcement agencies are relatively small in terms of vehicle resources. (See Figure A-2.)

Mobile radio-equipped vehicles in the State total more than 7,000. However, the majority of police agencies serve less than 10,000 citizens and have one or two mobile radio-equipped vehicles. (See Figure A-3.)

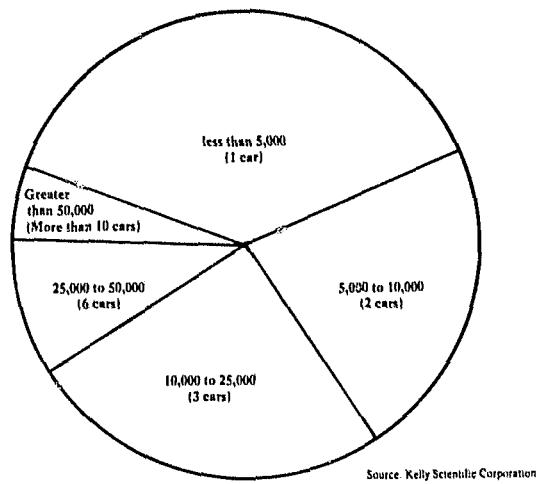
The use of radio for police communications in Ohio has registered phenomenal growth since its experimental beginning more than 40 years ago in Cleveland. During this 40-year period, little thought was given to design and frequency plan, with the result that interference or channel overloading was widely experienced in the law enforcement community. Spectrum congestion existed throughout the State. At the same time, some available police frequencies were not even being used. Lack of interagency communication, largely caused by a mix of radio channels in low and high bands, was the rule rather than the exception. In addition, many agencies reported old and obsolete equipment requiring frequent service and repair.

In 1971, AJD contracted with the Kelly Scientific Corporation to develop the "Ohio Plan for Improving the Effectiveness of Police Communications." The task of the consultant firm was divided into three phases: 1) a survey of available resources and requirements; 2) development of alternatives and selection of desired systems design; and 3) development of a frequency plan. As this contract was being completed, Ohio began placing special conditions on all police radio communications grants, requiring that any radio communications being purchased must comply with the requirements of the Ohio Plan for design and frequency.

AJD's approach to improvement includes a more equitable distribution of law enforcement agencies across the available police radio frequencies and, for areawide coordination, implementation of a mobile radio district (MRD) concept. Frequencies are generally distributed as follows. UHF is confined to the six major counties. Because of a large investment in LF and minimum local resources, continued use of LF is made in 33 eastern and southern counties and a five-county existing low band area in North Central Ohio along the shores of Lake Erie. The remaining western and north-eastern counties constitute a high band group. To improve

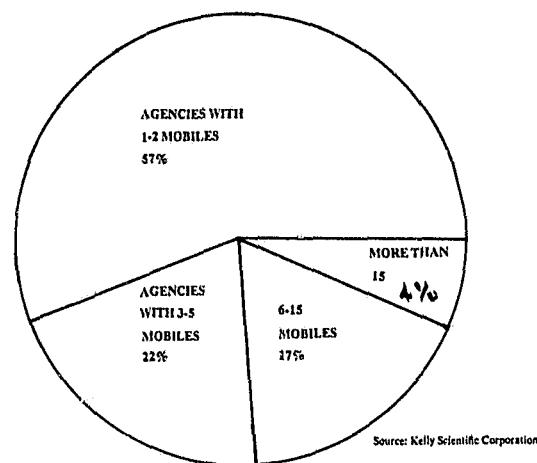
**FIGURE A-2**

**Population Distribution of Local Police Agencies Performing Dispatching in Ohio**



**FIGURE A-3**

**Distribution of Police Agencies by Number of Vehicles Used**



efficiency, an attempt was made to reduce the number of dispatching locations.

The approaches to improvement and design in frequency plan developed around the concept of mobile radio districts (MRD). A mobile radio district refers to a geographic area within which a coordinated communications network is established for use by all police agencies within that geographic area. The criteria for establishing the MRD are basically: (1) proximity of departments; (2) present coordination activity; (3) projected coordination requirements; (4) expected population and crime growth; (5) political boundaries and patrol activity; (6) physical geography and highway distribution; and (7) number of mobile units in each department and total number of mobile units in the MRD. Ohio is divided into 49 MRDs.

The communications frequencies of police agencies within an MRD must be made sufficiently compatible that, when larger than normal forces are required, these forces can readily establish areawide communications in the field. The approach is compatible with cooperative operations such as centralized dispatching. The approach is sufficiently flexible in design that, within reasonable constraints, local agencies may organize and operate in a manner most responsive to local requirements.

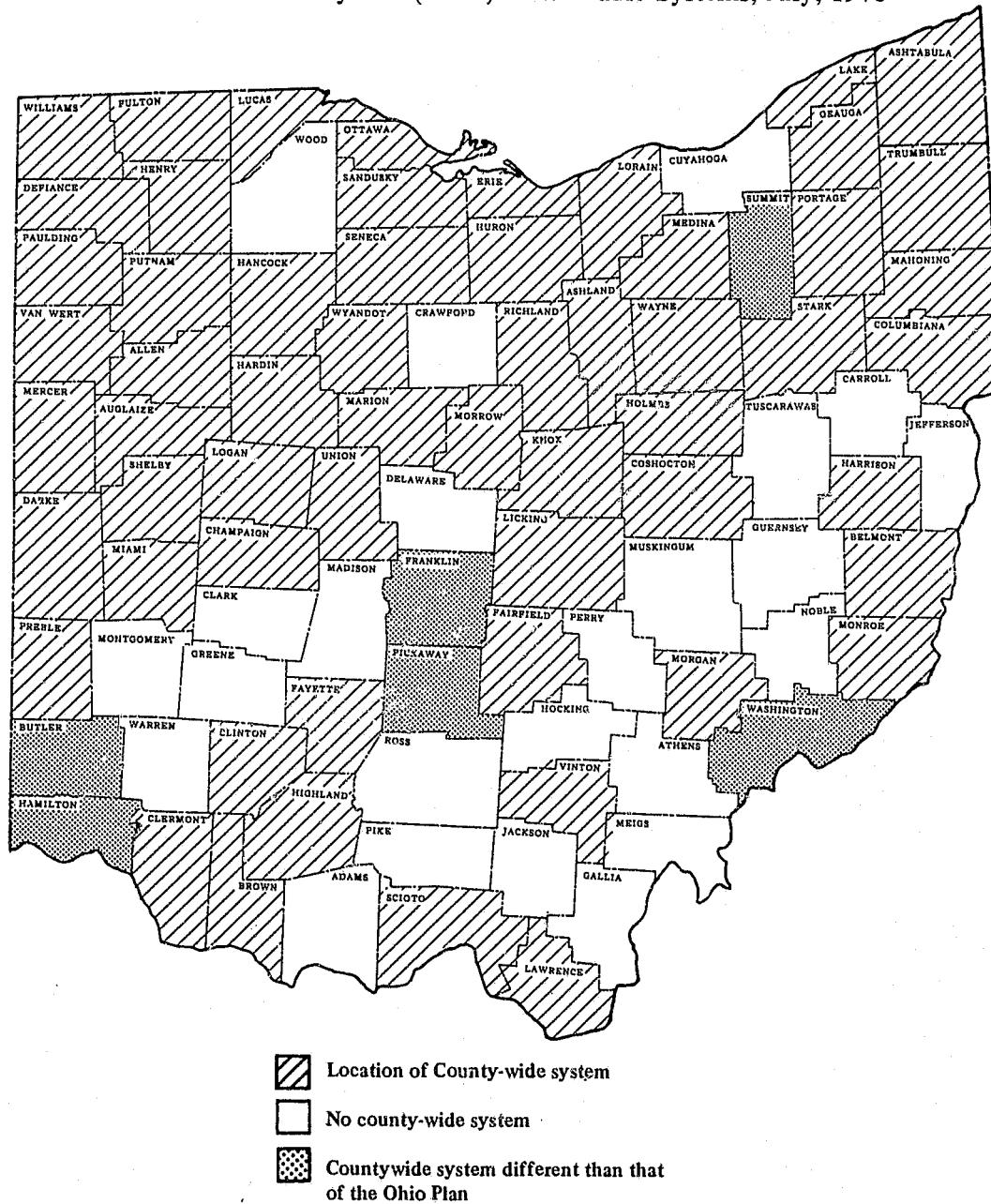
An MRD not only has an areawide frequency, but may have one or more working frequencies for purely local law enforcement activities. Generally, the number of working frequencies will depend upon: (1) population and political boundaries; (2) crime rate and crime-fighting forces; and (3) minimal channel loading with sufficient room for growth. Generally, no more than 35 mobiles are assigned to a given frequency to provide lightly loaded channels for all agencies. Interagency sharing of a frequency is required among smaller agencies. A more desirable approach is to establish a common centralized dispatching center. Since the implementation of the Ohio plan began, the state has been moving towards interagency channel sharing, multichannel radio capabilities, the development of areawide channels to provide coordination capability within the MRD, the development of car-to-car communications capability and a redistribution of mobile radios from widely used frequencies onto more lightly loaded frequencies. Among the 59 grant applications reviewed by AJD in FY 1975, 13 involve countywide communications. These grant applications are the result of several years' planning at the local level and most require major expenditure of funds. Presently 59 Counties have implemented or are implementing countywide (MRD) coordinated radio communications systems capable of local operation, areawide operation, and statewide operation

**CONTINUED**

**1 OF 10**

(See Figure A-4.) Those seven counties which have previously established interagency communications systems, though differing from those set forth in the Ohio plan, are also shown.

FIGURE A-4  
Locations of Countywide (MRD) Police Radio Systems, July, 1975



## ORGANIZED CRIME

Law enforcement resources, which can, to some degree, be effectively used to fight organized crime are located at the federal, State and local levels. At the Federal level in Ohio is the Cleveland strike force. At the State level are several State agencies with police type powers, a group of regulatory agencies with appropriate investigative powers, and the state's chief legal officer, the Attorney General. At the local level are city police, county sheriffs, village and township police and municipal and county prosecutors.

Local. In analyzing the findings of a recent survey of the largest 47 cities and 48 counties, of those responding, it was found that 440 of 8575 police officers and 85 of 2110 sheriffs' personnel are assigned to some type of specialized investigative function. Of these 525 with specialized functions, 390 work only in narcotics and vice, leaving only 135 to concentrate on all other organized crime activities, including general intelligence work. Fourteen of 42 county prosecutors have staff specializing in organized crime-related cases.

State. State agencies having investigative powers are:

- a. Attorney General (BCI&I)
- b. Department of Highway Safety
  - (1) Bureau of Motor Vehicles
  - (2) Ohio State Highway Patrol
- c. Department of Liquor Control
- d. Department of Taxation
- e. Department of Agriculture
- f. Department of Commerce
- g. Department of Insurance

The (BCI&I) has a staff of approximately 200 persons which includes forensic science experts, intelligence experts and investigators. In the areas of organized crime, it has a narcotics unit, organized crime investigation unit, crime scene investigative unit and an intelligence coordinating unit. The organized crime investigative unit has 25 personnel, which works mostly in conjunction with law enforcement agencies. For a six month period, this unit opened 20 cases involving 75 subjects. The cases resulted in 57 arrests with a 95% conviction rate. Expectations for a one-year period should be double this number of cases, subjects and arrests. Cases primarily were in the fields of gambling, liquor, narcotics and pornography.

The Department of Highway Safety, Bureau of Motor Vehicles, has 60 Investigators for the department to investigate both civil and criminal violations regarding stolen vehicles, automobile registrations, title laws and dealers licenses and practices.

The State Highway Patrol has an investigations section which has jurisdiction on State-owned or-leased property, which includes highways, universities, office and governmental buildings.

The Department of Liquor Control has police power within places where liquor is dispensed for sale and where other violations of the liquor law may occur. One-hundred-thirty liquor agents work closely with local, State and federal agencies. During 1974, 2107 citations were served. This is a 9% increase over 1973. 1216 were issued by the Investigative Service Division; 560 were as a result of local police action and 331 were a result of joint action. Investigative Services personnel made 1,359 liquor-related arrests and conducted 189 raids. Sixty transporters were apprehended; 19 vehicles confiscated and 1,556 gallons of whiskey, 353 gallons of malt liquor and 29 gallons of wine were seized. Sixteen stills were seized as compared to 9 in 1973. The ODLC conducted 1451 hours of training for 3656 persons.

The Department of Taxation inspection unit consists of eight agents covering the entire state. Their purpose is to conduct investigations in cases where violations of the Ohio cigarette laws are suspected or reported. During 1974, 196 investigations were conducted, which resulted in 97 arrests and confiscation of 192,496 packages of cigarettes. Sales of the confiscated cigarettes amounted to \$29,326 and assessments resulting from audits totaled \$213,101.

The Department of Agriculture has 370 inspectors and a small number of special investigators, whose duty is to investigate theft of food stuffs, hijacking of meat trucks, cattle and other livestock rustling, etc.

The Department of Commerce has jurisdiction in financial and commercial areas having to do with Real Estate Commission, Securities Division, Banks Division, Savings and Loan Division and State Fire Marshal.

The Department of Insurance has 25 examiners and investigators who examine and audit the activities and financial records of insurance companies who do business in Ohio.

Federal. The federal response to organized crime is sited in the Cleveland Strike Force which covers Ohio, Kentucky and a part of Indiana. From five to eight attorneys assist the federal agencies in developing cases which lead to prosecution of organized crime figures. The federal agencies participating are:

Federal Bureau of Investigation  
Postal Department  
Secret Service  
Alcohol, Tobacco and Firearms  
Internal Revenue Service  
Department of Labor  
Department of Customs  
Department of Immigration  
Drug Enforcement Agency

These agencies develop their own cases and keep their own intelligence files. The Justice Department attorneys assist them in developing cases. The strike force works with and exchanges information with state agencies. BCI&I representatives attend the meetings of the strike force.

It is concluded that there are not enough specialized personnel from local and State agencies to show a significant impact on organized crime. This is mainly due to financial necessity. Only those large police department and sheriffs offices within the highly populated counties can afford the luxury of intelligence and special organized crime personnel. The State agencies have a sufficient number of personnel to handle the day-to-day routine activities but are not sufficiently staffed to concentrate on organized crime activities alone.

## SUBSTANCE ABUSE

The problems of alcohol and drug abuse affect the criminal justice system of Ohio at all levels. They are generated by laws prohibiting drunkenness, disorderly conduct, driving while under the influence of alcohol, liquor control laws and those related to the abuse of narcotics and dangerous drugs.

Records from the larger police departments and larger municipal court systems indicate that almost two-thirds of the charges filed and accused persons processed are related to offenses against these laws. One police agency estimated that almost 75% of the man hours of that agency are spent dealing with the problems of alcohol and drug abuse. This expenditure of manpower saps the strength of the agency in attacking the problems of serious crimes and in particular stranger-to-stranger street crimes and burglaries. One study of the analysis of the concentration of alcohol found in persons arrested, during or immediately after the commission of a felony, concluded that almost two-thirds of the persons arrested were under the influence of alcohol. ("Alcohol and Crime", Shupe, L. M., Journal of Criminal Law Criminology and Police Science, 1954.)

## ALCOHOL ABUSE

Alcohol, man's oldest anesthetic, is still man's principle drug of abuse. Records from large police departments and large municipal courts indicate that 60% of the charges filed are related to alcohol and alcoholism. The use and misuse of alcoholic beverages is a major subject of concern and controversy in the U.S.A. Efforts to control drinking have ranged from religious sermons and physicians' advice to judgments by the courts.

Today it is generally accepted that those adults who wish to drink have a right to do so, limited only by local customs and their interference with the rights of their neighbors, as defined by written laws. But legal rights are not the only factors involved. Social rights and social pressures are also concerned and these may vary widely in different groups of people and in different regions of the state. Under these circumstances, there is no one national attitude or even statewide attitude toward moderate or social drinking that is acceptable to everyone. But there is developing a common attitude concerning the excessive drinker, the problem drinker and the alcoholic. This is based, in part, on the growing awareness that the problems of excessive drinking and alcoholism are in serious proportions. It is based also on the growing recognition that alcoholism and excessive drinking represent not simply moral issues but medical, social, and legal problems with complicated and interrelated chemical, physiological and psychological aspects. Such serious and complex problems, utilizing such large proportions of the time of the criminal justice system, require careful examination.

Treatment. The major sources of reference of subjects requiring treatment of alcoholism in Ohio are the police, municipal courts, workhouses and county jails. While local agencies are responsible for writing a regional plan, the single agency in Ohio responsible for coordinating the distribution of treatment and control funds is the Ohio Department of Health. The alcoholism program of the ODH was established in 1959. This program is charged with planning for alcoholism programs, coordinating all departments involved with alcoholism and developing sound educational programs on the prevention of alcoholism.

In 1971, the Ohio Department of Health was designated "the single agency", to administer and implement the State's comprehensive alcoholism plan, as required under P. L. 91-616. As such, the ODH, in FY 1974 operated with a budget of \$3,500,000. This budget is composed of funds from both federal grants and the general fund of the State of Ohio. The budget includes funds from a special State law, referred to as the Norris Act. These funds are set aside to establish regional alcoholism councils in the State's 12 planning districts.

At present, all 12 districts have established councils. The councils are designed to make planning more responsive to local needs by moving the planning process closer to the citizen. Local agencies are responsible for a regional plan for submission to the Department of Health to obtain a proportional share of the regional treatment and control funds.

The alcoholism program currently monitors and/or funds 146 local projects, as follows: 41 county alcoholism centers; 27 subacute detoxification and rehabilitation projects; 33 counseling/outpatient clinics; 38 halfway houses; two drop in centers; and five court projects. These projects address five service categories: (1) emergency services, (2) in-patient services, (3) out-patient services, (4) intermediate care, and (5) consultation and education.

LEAA funds are also used to support activities in this area. AJD currently supports 21 alcoholism projects as follows: 4 diversion; 6 detoxification; 2 treatment and rehabilitation; 4 counseling; 4 halfway houses; and 1 court program. The total AJD funding for the 18 projects using FY 1974 funds amounted to \$1,011,355, an increase of \$41,605 over FY 1973.

#### DRUG ABUSE

The principal drugs of abuse are opium and its derivatives (including synthetics), cocoa leaves and its derivatives, stimulants, hypnotics, analgesics, tranquilizers, hallucinogens and other psychotropic drugs.

The use of opium and its derivatives including the synthetic narcotics heroin, dionine and dilaudid, (in the past the principal problem in Ohio) have taken a minor role in relation to the abuse of stimulants, tranquilizers, hallucinogens and Cannabis. Both in quantity of drug seized and number of arrests, Cannabis (marijuana) outshines all others. Total of marijuana seizures in 1975 are represented in terms of tons. A major increase has been seen in cocaine seizures and arrests. During the past year, major cities of Ohio have recorded a string of cocaine seizures.

While LSD and other hallucinogenic drugs seem to be holding their own, the seizure of amphetamines and barbiturates continues to rise. Like alcohol, there is no one statewide attitude or statewide use of a particular narcotic or dangerous drug. Local custom and locally available drugs may be responsible for the varied intensity of abuse of particular drugs in particular areas.

Table A-13 shows a comparison of laboratory examination in narcotics cases to total caseload, by the State BCI&I.

Table A-13

Laboratory Examination of Narcotics Cases as Compared to Total Cases from the Ohio Bureau of Criminal Investigation and Identification, 1968 through 1974

Cases	1968	1969	1970	1971	1972	1973	1974
Total	4,301	5,346	6,817	8,976	9,346	12,434	15,107
Narcotics	320	1,440	2,762	4,193	4,486	6,797	8,348
% of Narcotics	7%	27%	41%	47%	48%	55%	55%

Treatment, Rehabilitation and Education. Major responsibility in the field of narcotics and dangerous drugs rests with two State agencies in Ohio: The Bureau of Drug Abuse (BuDA) within the Ohio Department of Mental Health and Mental Retardation and the Division of Drug Education within the Department of Education. BuDA is designated as the "single state agency" for the coordination of all drug abuse efforts in Ohio at the state and local levels. This responsibility includes the coordination of treatment, education, rehabilitation and counseling services. Consequently BuDA has developed and implemented a comprehensive statewide drug plan coordinated with national goals and priorities

In its role as state drug abuse coordinator, BuDA has established six categories. These categories are: (1) medical (some including approved methadone programs); (2) educational; (3) rehabilitation and counseling; (4) information; (5) diversion; and (6) referral.

BuDA coordinates the operation of 241 recognized drug abuse programs in Ohio which offer one or more of the above six services. The services rendered and the number of agencies rendering those services are listed as follows:

Medical	86
Approved Methadone Program	24
Education	171
Rehabilitation and Counseling	192
Information	3
Diversion	3
Referral	3

BuDA also acts as a consultant to existing agencies wishing to strengthen their existing programs or to agencies wishing to establish a new one. BuDA acts as the state clearinghouse for all drug abuse projects. Other responsibilities include training, research and evaluation.

BuDA has developed and sponsors a yearly Ohio Drug Studies Institute, a week-long conference which brings together representatives of the drug abuse community and the criminal justice system to discuss methods of drug treatment and differences between the two groups. The third annual Ohio Drug Institute, held in 1974, was attended by 300 individuals involved in all areas of the drug field or in related fields.

BuDA also performs the following duties: (1) Maintain a register of all drug programs annually within Ohio; (2) Compile and publish drug related statistics; and (3) Review and approve methadone treatment programs.

The Ohio Department of Education has developed a curriculum for use in Ohio's schools dealing with alcohol and dangerous drugs. Local Boards of Education must include in the graded course of study the subject Health and Physical Education which includes instruction on the harmful effects and legal restrictions against the use of alcohol, dangerous drugs and tobacco. The division of drug education provides technical assistance to local boards of education in the effective utilization of the curriculum and also conducts teacher training workshops.

The Ohio Department of Rehabilitation and Correction has had a position on the Governor's Advisory Council on Drug Abuse since August, 1974. In-patient treatment and therapeutic services are part of the rehabilitation programs in the state correctional institutions and in some city workhouses.

At the local level in Ohio the primary responsibility for comprehensive mental health planning and service, of which drug abuse program is a part, falls to the community Mental Health and Mental Retardation Boards (648 Boards). The Boards are responsible for the direct and effective development, operation or implementation of programs and they provide services and facilities including some to alcohol and drug abusers.

Drug Enforcement. The enforcement of drug laws in Ohio is a function shared by federal, State and local authorities. Within the State the statutory responsibility is vested with the BCI&I. This responsibility is hampered in effectiveness because BCI&I cannot act, except on rare occasions, without the request of local agencies.

Ohio is within the Detroit Region of the federal Drug Enforcement Administration (DEA) which has field offices in Cleveland and Cincinnati. DEA, BCI&I and local Metropolitan Enforcement Groups (MEG) have continued to cooperate by sharing intelligence, money and manpower. BCI&I and MEG units have taken advantage of the DEA training programs offered in Washington, D. C. Local agencies also cooperate with the Internal Revenue Service, in making cases on tax violations which might not otherwise be successful, if based upon illicit drug traffic.

BCI&I's narcotics force operates out of headquarters in London, Ohio, using personnel throughout the State as requested by local forces. Its main purpose is to assist local forces and to furnish intelligence data. Another department of BCI&I operates four crime laboratories within the State which analyze the evidence for the various units and local agencies.

Since 1974, BCI&I has operated an intelligence/information clearinghouse, which was funded by AJD through the Ohio Organized Crime Prevention Council and which assists local agencies in sharing and coordinating data. This enables local agencies to obtain information from national information systems.

The Ohio State Highway Patrol may normally investigate illicit drug usage and traffic only on State-owned or-leased property. Under special conditions, when requested, it may operate within local jurisdictions. The Patrol does, however, operate a crime laboratory which is available to local agencies.

In the six RPU counties, narcotics units exist in the major city police departments. In addition, a number of suburban agencies have special units. The Franklin County Sheriff, Columbus Police Department and suburban police departments have joined to form a narcotics unit composed of officers from each unit. Similar units exist in Hamilton, Butler and Montgomery counties. The units are supported by local funds.

Since 1969, Ohio has supported the establishment and operation of Metropolitan Enforcement Groups (MEG Units), which function as multijurisdictional enforcement units to combat particular crimes, primarily narcotics traffic, sometimes branching into organized crime, burglary rings, stolen car rings, etc. There are 15 units which concentrate primarily on drug use and traffic and four units which are generally organized crime or felony oriented. (See Figure A-5.) The 15 drug units serve 31 counties and the four others serve six counties. BCI&I has both a narcotics and an organized crime unit which serve the entire State. Units are as follows:

	<u>Unit</u>	<u>Counties Covered</u>
(1)	Lake-Geauga	Lake and Geauga counties
(2)	MAT	Mahoning, Ashtabula, Trumbull & Portage
(3)	Stark	Stark County
(4)	Tuscarawas	Tuscarawas, Carroll, Harrison, Guernsey, Choshocton & Holmes counties
(5)	Allen-Auglaize	Allen & Auglaize counties
(6)	Lorain	Lorain
(7)	Southwest Shore	Cuyahoga
(8)	Cleveland	Cuyahoga
(9)	Richland County	Richland
(10)	Midway	Wayne-Medina (not yet operational)
(11)	Toledo Metro	Lucas, Wood, Ohio & Monroe County, Michigan
(12)	N. Star COG	Ottawa, Sandusky, Erie, Seneca and Huron counties
(13)	RENU	Hamilton
(14)	JAB	Jefferson & Belmont
(15)	WEB	Cuyahoga

The felony/organized crime units are:

(1)	SPAN	Cuyahoga
(2)	Greene County	Greene (not yet operational)
(3)	Multi County	Darke, Miami, & Preble (not yet operational)
(4)	Cleveland	Cuyahoga

The narcotics units have established an organization known as Narcotics Association of Regional Coordinating Officers (NARCO). NARCO includes membership from the narcotics units, police departments, State and federal agencies. The organization holds training sessions, monthly meetings to discuss mutual problems and coordinates the exchange of information and agents.

A number of MEG units are reaching the five year level where they can no longer be funded by AJD. Some are hopeful of obtaining local funds for continuation, others are in doubt of being continued for lack of local funding.

**FIGURE A-5**



## JUVENILE DELINQUENCY

Juvenile justice, as a part of the larger system of criminal justice, is receiving increasing attention on a national level. There are many reasons for this public concern, not the least of which relates to the ever increasing incidence of juvenile delinquency throughout the country. The FBI's Uniform Crime Reports and the Department of Health, Education and Welfare's Juvenile Court Statistical Reports show not only spiralling rates of delinquency, but also increasing involvement of youth in more serious crimes.

During the past decade, the volume of police arrests of persons under 18, for all offenses except traffic violations, has increased almost four times the percentage rate of increase in the national population. While the number of young people aged 10 to 17 increased approximately 27 percent during this period, the arrest rate of persons under 18 years doubled. When only the Crime Index offenses are considered in computing this long-term trend, the rate of increase registers a startling 90 percent for the decade.

Juvenile delinquency is expensive, both in terms of human resources and money. In terms of human resources, the cost is incalculable. In monetary terms, it is estimated that the cost of a single juvenile career of crime costs the governmental system \$11,000. Juvenile crime costs this nation an estimated \$16 billion annually, not including the inestimable cost to the victims of delinquent acts of violence against their persons or property.

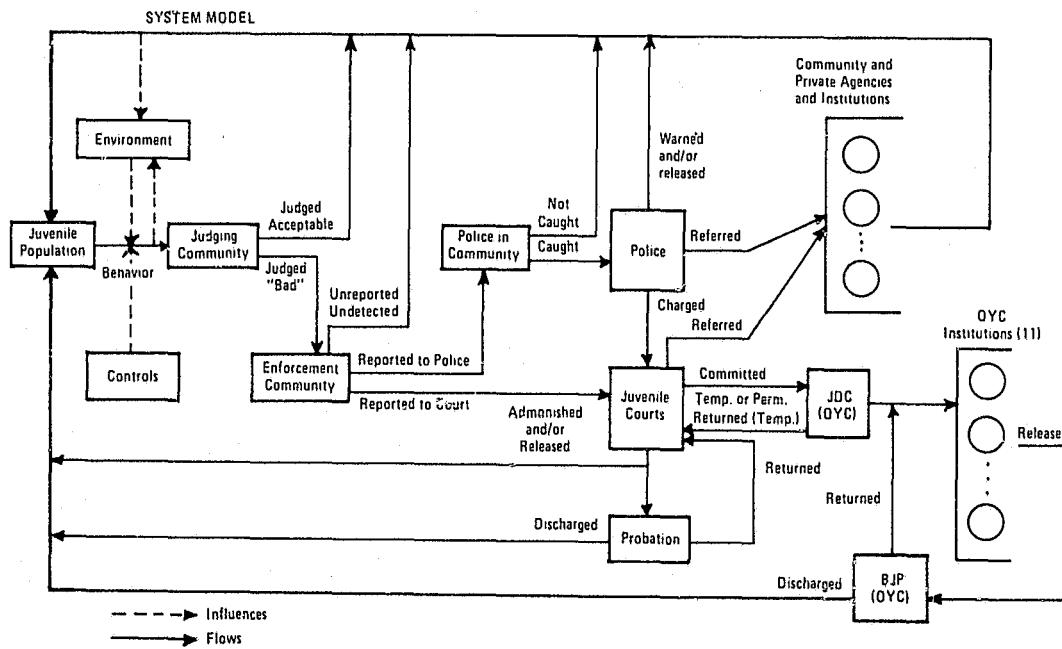
Alarming though these juvenile delinquency statistics may be, it is sensible to view them in proper perspective. In part, the increases are the result of better statistical reporting and better record-keeping systems adopted by police departments and other official agencies. In part, they may stem from increased formal actions on the part of law enforcement agencies. Also, they are the product of a phenomenal

increase in the youth population in recent years--a rate of increase which is significantly higher than for the adult population. And, in part, they are the consequence of an increasing urbanization which has exacerbated conditions in which delinquency rates have traditionally been high.

In Ohio, the facts and issues surrounding juvenile delinquency and the juvenile justice system are no less complex and problematic. The prevention, treatment and control of juvenile delinquency is a responsibility of State, county, local and private agencies. Likewise, the authority and jurisdiction over the juvenile offender is a shared responsibility among the various elements of the juvenile justice system. This includes law enforcement agencies, courts and corrections agencies and interested and involved community service groups.

The diagram in Figure A-6 is designed to trace the various stages through which a youth might go during his contact with the juvenile justice system in Ohio. Of particular importance is the nature of the relationship and functions of the police, the courts and the Ohio Youth Commission, as well as other community agencies, both private and public.

**FIGURE A-6**  
**Ohio Juvenile System**



## POLICE FUNCTION

The day-to-day operations of law enforcement agencies are of major importance in determining if, how, and when a juvenile enters into the juvenile justice system. In Ohio, the majority of police juvenile arrests are a result of citizen complaints. This means that the community plays a large part in deciding what behavior will be tolerated and what behavior will result in some degree of official notice. Thus, whether a juvenile is eventually labeled delinquent is often determined by the method of handling his case when he initially comes in contact with the juvenile system and when he first encounters the police.

To a degree, the specific organization and operation of law enforcement agencies in Ohio varies from jurisdiction to jurisdiction.

Some large city police departments have special divisions which deal exclusively with juveniles, while most law enforcement agencies have little or no special provision for handling juveniles differently from adults. AJD is currently funding 19 police juvenile bureaus in Ohio. Regardless of differences, there are certain basic procedures involved in dealing with juvenile offenders that are common to all law enforcement agencies.

Decisions made within the various agencies affect the movement or treatment of the juvenile. Following receipt of the juvenile by the personnel at the police station, the decision must be made among four major choices:

1. release juvenile to parents or guardian (no record);
2. make office investigation and release;
3. release and file affidavit next day;
4. transfer juvenile to detention center or other court detention facility.

It is obvious that the decision made at this point is important not only for the present handling of the juvenile, but also for his subsequent interactions with the police, since the presence of a police record has been found to be a strong influencing factor when the choice is made among the above

alternatives. The result of decisions 1 and 2 may vary widely among law enforcement agencies, but they may include referrals to local agencies (when available) or "police probation."

Action by the policeman in the community should be distinguished from police agency action, because the former often exercises a good deal of discretion. While his actions are supposedly guided by central policy, he still operates autonomously in many ways. In terms of the decisions he must make, after observing an offense or responding to a complaint or call, the patrolman's decision determines the quantity and nature of the inputs to the official police agency. After apprehending an offender, the officer must choose from among the following major categories of action:

1. warn and reprimand, then release with no record;
2. question and fill out field interrogation card;
3. transport juvenile to parents (radio approval);
4. transport juvenile to police department (arrest form).

Subsequent to decisions 1, 2 and 3, the officer can request that an investigative agency of the police department investigate the case further. In the event that the offender is not apprehended, the officer has the option of officially reporting the details of the incident to an investigative bureau. From this list of alternatives, it becomes apparent that there are many possible paths an offender may take which do not lead to the police department or the juvenile court.

The officer in the field has been separated from the central police function to enable separate analysis of the effects of policies and organizations in both of these areas. Two police departments may be quite similar in official structure and organization, but have vastly different policies for patrolmen. Since the policeman in the community can have important effects on the attitudes of the population toward the entire legal system (including deterrence of crime), it is desirable to understand his activities, options and attitudes.

## JUVENILE COURTS

While the juvenile court is viewed as the major institution in dealing with juvenile problems in Ohio, it would be erroneous to assume that all juvenile crimes and related issues undergo the scrutiny of the juvenile court. There are many cases which may be within the scope of the juvenile court that never reach the courts because of resolution by some other agency or institution, such as the school or police, or simply because of non-detection.

The juvenile court system in Ohio includes those courts which have legal jurisdiction in children's cases and in adult cases which specifically involve juveniles.

Two of Ohio's largest counties, Cuyahoga and Hamilton, have separate and independent juvenile courts, eleven counties have juvenile court divisions of the domestic relations court, and the rest of the 75 county juvenile courts are divisions of the probate court.

Since the traditional goal of the juvenile court is the care and reformation of the young offender rather than his punishment, both the juvenile court itself and the correctional system which serves it tend to be more flexible and less dependent upon the use of highly codified law and procedures than the judiciary and institutions which handle adults.

A new juvenile court law became effective in Ohio on November 19, 1969, which created a new type of case, namely the unruly child, more commonly known nationally as the status offender. This law was intended to separate from juvenile delinquency those cases of children who had committed acts which offended society, but were not necessarily crimes. Thus, under this law, actual delinquency cases include only those acts of children which would be crimes if committed by adults. The unruly cases include incidences of truancy, being ungovernable, running away, consent for early marriage, conditions injurious to morals and various other law violations applicable only to children.

The intended significance of the division between the delinquent and the unruly child is in the area of disposition of the child after his hearing before the juvenile court. Theoretically, an unruly child may not be sent to prison or to the Ohio Youth Commission unless lesser measures have been tried with him and found wanting or that the child is not amenable to treatment or rehabilitation under such disposition.

However, the fact is that approximately 20 percent of the institutional population within the OYC are children who have committed unruly offenses, or who have violated the rules of their probation. In terms of the latter, it is possible for an unruly offender who violates his probation to be institutionalized for the subsequent incident (probation violation), an act which is not considered a status offense. Thus, there exists a loophole in the Ohio Statutes, which does permit institutional incarceration of some status offenders.

Recently, a great deal of discussion within the juvenile justice community in Ohio is centering on the handling of the unruly offender. Such discussions focus on the removal of status offender jurisdiction from the juvenile court, the total separation of status and juvenile offenders, the deinstitutionalization of status offenders and the various alternatives and services that may be required by such changes.

These issues are of great concern to both the juvenile courts and the Ohio Youth Commission. These agencies clearly would be affected by any changes in the handling of status offenders and would also impact upon their handling of adjudicated delinquent youth.

The juvenile court has jurisdiction over six broad categories of cases: delinquency cases, unruly cases, dependency and neglect cases, traffic cases, adult cases, and special services cases.

Table A-14

Cases Disposed by Ohio Juvenile Courts,  
by Type of Cases, 1972 and 1973

Type of Case	Number of Cases		Percent	
	1972	1973	1972	1973
Traffic	68,476	79,005	45.82	48.20
Delinquency	42,952	44,301	28.73	27.03
Unruly	19,126	20,784	13.79	12.68
Adult	9,062	9,315	6.06	5.68
Dependency and Neglect	7,221	7,467	4.83	4.56
Special Service	2,652	3,031	1.77	1.85
Total	149,489	163,903	100.00	100.00

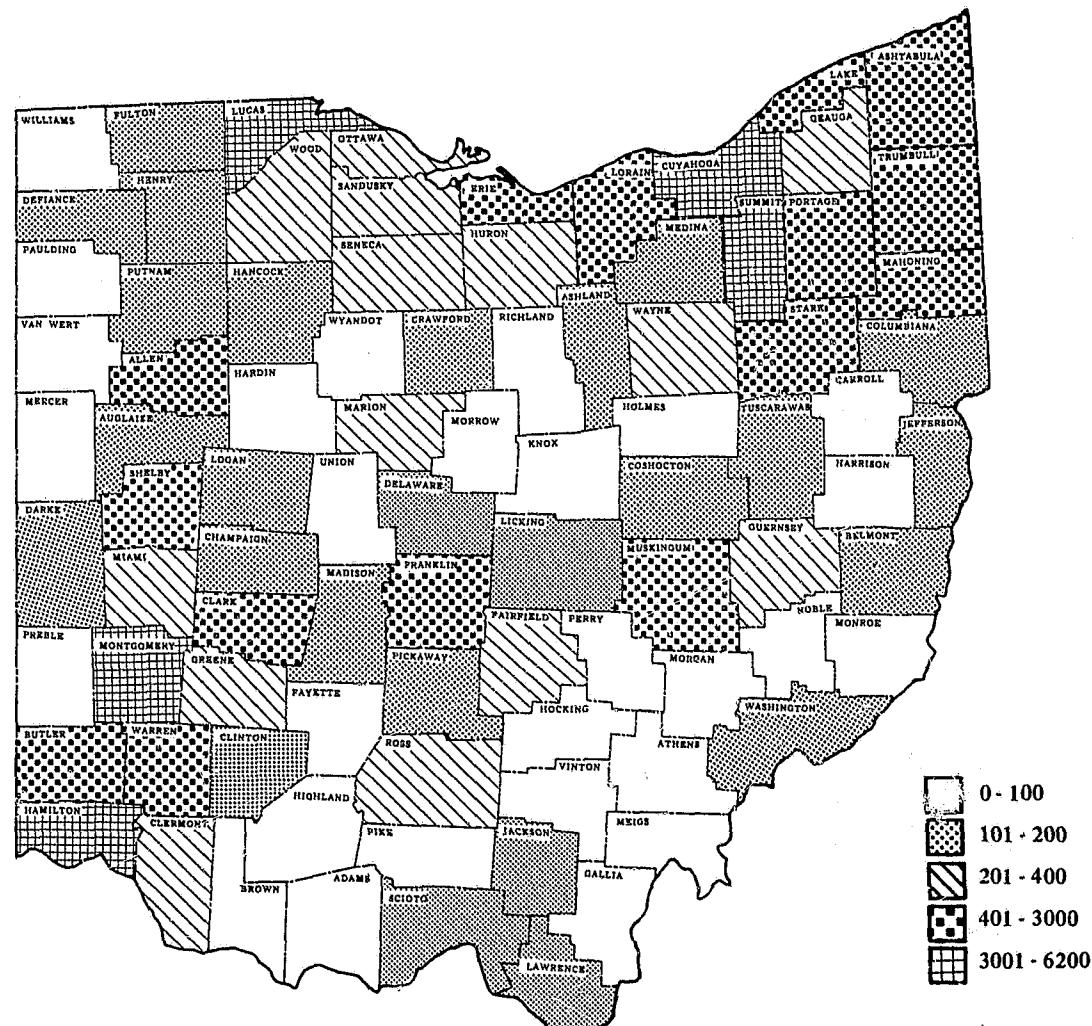
Source: Ohio Juvenile Court Statistics, 1973.

In 1972, the total number of cases disposed of in all six categories by the Ohio juvenile courts was 149,489. In 1973, this figure grew to 163,903 for an overall increase of 9.6 percent. (See Table A-14).

In comparing these figures with the 1972 statistics, it can be seen that unruly cases increased from 19,126 to 20,784. Likewise, the total number of delinquency cases increased from 42,952 to 44,301. The largest portion of dispositions clearly are concentrated in the larger urban centers of the State. (See Figure A-7).

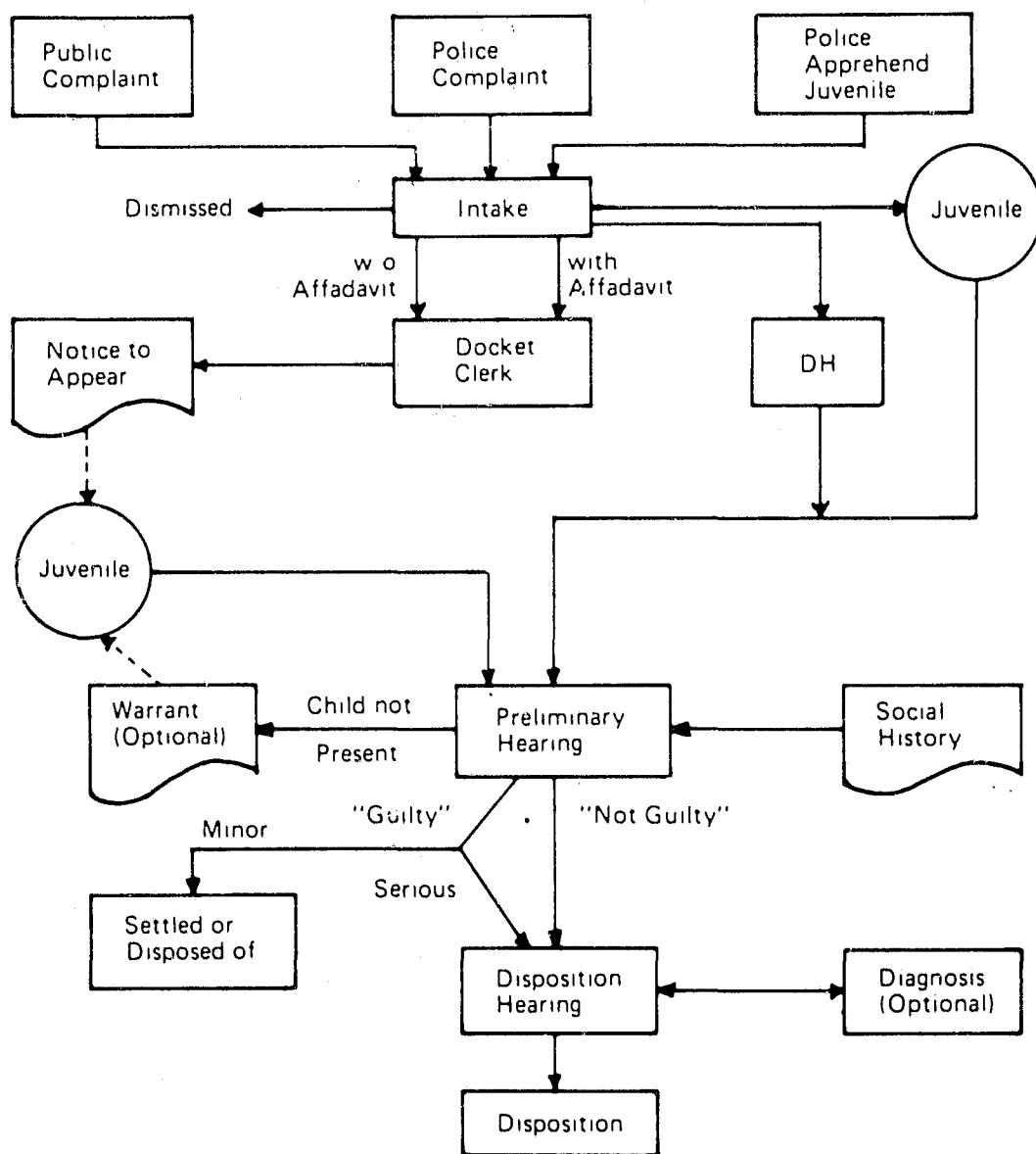
**FIGURE A-7**

### **Delinquency Cases Disposed of by Ohio Juvenile Courts, by County, 1973**



While the juvenile courts throughout Ohio vary from county to county in terms of administrative operation and philosophy of individual judges, there are basic elements and procedures common to all in their handling of delinquent youths. As illustrated, inputs to the court are typically screened by an intake department or intake procedure. (See Figure A-8).

**FIGURE A-8**  
Court Operation



Although the screening duties performed by intake workers are often not differentiated from other aspects of the court's work, these tasks require special skills, sometimes not available to the court. The larger counties in Ohio have intake departments or specifically designated and trained personnel. However, in many counties these duties are the responsibility of clerks or clerical personnel, due to limited financial resources for additional staff members.

In a normal intake process, a decision is made whether or not the complaint will be heard by the court. If the decision is made that the case will not be further handled by the court, the juvenile may simply be released or released with a reprimand. If the decision is made that the case is of sufficient severity to be heard by the court, the intake department will issue a notice to the youth to appear at a specific time. In the event that the police have apprehended a youth and brought him to the court, the intake department may determine that he should be detained for his own protection or the protection of society. In this case, he may be moved to a detention facility and, sometimes, the county jail.

Shortly after his intake interview, the youth is given a preliminary hearing. In Ohio's larger counties, this hearing is usually administered by a referee rather than a judge. The policies concerning hearing personnel vary widely among counties. The preliminary hearing involves the presentation by a probation officer of the home background of the youth and a presentation of the facts of the case. The presiding official may decide to dismiss the case or make a disposition, if the youth admits his guilt (for lesser offenses). In the case of serious offenses, or when the youth does not admit guilt, a disposition hearing is held. The presiding official may again dismiss the case, or determine a disposition appropriate for the youth. In small courts, there is often only one hearing by the presiding judge.

Juvenile courts receive their inputs or referrals basically from two sources: law enforcement agencies and the community at-large. These inputs are in the form of referrals or complaints which may be filed by the police, parents, relatives, school truant officers or other citizens. (See Table A-15). The vast majority of cases (34,090 out of 44,301) were referred to the courts by law enforcement officers. This gives an indication as to the amount of contact that takes place between juveniles and the police, both on the street, as well as within the juvenile justice system.

Table A-15

Delinquency Cases Disposed by Ohio Juvenile Courts by Source of Referral,  
Reason for Referral and Sex, 1973

Reason For Referral And Sex	Total	SOURCE OF REFERRAL						Source Not Speci- fied	
		Parent or Relative	Proba- tion Officer	Law Enforce- ment Officer	Other Court	School Depart- ment	Social Agency		
BOYS AND GIRLS TOTAL	44,301	842	1,710	34,090	474	832	226	6,097	30
Boys Total	35,823	501	1,068	28,816	370	636	130	4,378	24
Injury to person	2,358	47	14	1,234	9	55	5	994	--
Robbery	949	4	8	854	17	4	1	60	1
Burglary or entry	5,915	14	47	5,501	52	46	8	245	2
Automobile theft	2,142	32	23	1,934	30	3	5	115	--
Other theft	8,181	57	47	6,600	96	55	5	1,316	5
Sex offense	281	4	2	216	1	2	1	55	--
Ungovernable	443	123	45	190	4	34	7	38	2
Carelessness or mischief	3,946	21	26	3,163	40	100	10	583	3
School truancy	302	8	42	48	1	195	4	4	--
Running away	246	32	68	121	4	2	15	4	--
Traffic violation	139	2	4	129	2	--	--	2	--
Other delinquent behavior	10,921	157	742	8,826	114	140	69	862	11

Table A-15 (Continued)

Reason For Referral And Sex	Total	SOURCE OF REFERRAL							Source Not Speci- fied
		Parent or Relative	Proba- tion Officer	Law Enforce- ment Officer	Other Court	School Depart- ment	Social Agency	Other Source	
Girls Total	8,478	341	642	5,274	104	196	96	1,819	6
Injury to person	689	20	--	205	--	14	6	444	--
Robbery	54	--	--	51	1	--	--	2	--
Burglary or entry	233	1	1	213	4	5	--	9	--
Automobile theft	106	11	4	79	1	--	--	11	--
Other theft	3,673	21	11	2,601	70	10	3	956	1
Sex offense	26	2	1	22	--	--	--	1	--
Ungovernable	290	123	47	83	1	15	4	17	--
Carelessness or mischief	389	1	8	305	6	15	--	61	2
School truancy	149	8	37	10	--	92	1	1	--
Running away	398	72	74	204	2	6	32	7	1
Traffic violation	6	--	--	5	--	--	--	1	--
Other delinquent behavior	2,456	82	459	1,496	19	39	50	309	2

A breakout of delinquency cases disposed by age and sex is shown in Table A-16. As indicated by the data, the peak age for delinquency cases of girls is age 15, while the peak age for boys is 17. Considering both sexes, over two-thirds of all offenses occur at ages 15, 16 and 17.

Table A-16

Delinquency Cases Disposed by Ohio  
Juvenile Courts by Age and Sex, 1973

Age	Total	Number of Cases	
		Boys	Girls
<b>Boys and Girls</b>			
Total	44,301	35,823	8,478
Under 7	30	24	6
7	56	46	10
8	160	138	22
9	296	254	32
10	600	517	83
11	1,081	909	172
12	2,011	1,551	450
13	3,763	2,847	916
14	6,423	4,847	1,576
15	8,844	7,024	1,820
16	10,288	8,459	1,819
17	10,476	8,946	1,530
18 and over	188	172	16
Age not specified	55	59	26

Table A-17 provides data by age and sex on unruly cases disposed of by juvenile courts in 1973. As can be seen, the peak age for unruly boys is 16, while the peak age for unruly girls is 15. However, for both boys and girls, over 50 percent of the unruly cases disposed of by Ohio's juvenile courts occurred at ages 15 and 16.

Table A-17  
Unruly Cases Disposed by Ohio Juvenile Courts  
by Age and Sex, 1973

Age	Number of Cases		
	Boys	Girls	Total
Boys and Girls Total	11,417	9,367	20,784
Under 7	15	6	21
7	16	5	21
8	25	7	32
9	47	15	62
10	101	37	138
11	212	88	300
12	466	299	765
13	923	961	1,884
14	1,635	1,961	3,596
15	2,626	2,535	5,161
16	2,967	2,218	5,185
17	2,322	1,200	3,522
18 and over	27	11	38
Age not specified	35	24	59

The juvenile courts have a variety of dispositional options when dealing with juvenile cases. A close look at this information indicates that out of a total of 44,301 cases, 4,910 were dismissed, 9,929 were adjusted or admonished, 2,564 were still held open, 11,541 were given probation, 2,831 were committed to public institutions, 1,382 went to other courts, 414 were referred to private agencies or institutions, 3,415 were given fines, and 6,750 were given other dispositions or dispositions were not specified. (See Table A-18.)

Table A-18

Delinquency Cases Disposed by Ohio Juvenile Courts,  
by Type of Disposition, by County, 1973

## TYPE OF DISPOSITION

County	Total	Dis-	Ad-	Public						Pri-	Fine	Other	Dispo-	Dispo-	
				missed	or	Case Held	Pro- Open	bation	Institu- tion for De- linquent	Other Public Insti- tution	Other Court	Depart- ment	Agency or Institu- tion	and/or Costs	Not Speci- fied
Adams	31	8	1	---		17		4	---	1	---	---	---	---	---
Allen	721	38	39	26		345		35	---	51	2	---	67	118	---
Ashland	190	18	6	35		39		13	---	12	1	2	63	1	---
Ashtabula	450	70	25	3		45		33	1	5	---	1	44	223	---
Athens	77	12	---	---		47		12	---	---	---	---	5	1	---
Auglaize	111	8	---	14		55		9	---	3	---	1	21	---	---
Belmont	147	53	1	5		49		8	7	1	5	---	6	12	---
Brown	62	19	---	---		---		4	1	7	1	---	3	27	---
Butler	1,356	113	14	---		553		29	13	12	26	1	214	381	---
Carroll	44	4	---	5		8		2	---	9	---	---	13	3	---
Champaign	151	12	1	41		68		10	---	1	1	---	8	9	---
Clark	998	71	280	203		214		19	5	1	3	2	31	167	2
Clermont	299	99	1	2		87		10	---	4	1	1	---	93	1
Clinton	135	16	---	19		14		18	---	13	---	---	13	42	---

Table A-18 (Continued)

County	Total	Dis-	Ad-	Public					Pri-	Fine	Other	Dispo-	Dispo-	
				missed	or	justed	Case Held	Pro-	Institu-	Other	Public	Depart-	Agency or	Speci-
				Open			for De-	Public	Other	Court	or	and/or	Dispo-	tion
							linquent	Insti-	Chil-				Dispo-	
							dren	tution	dren				Speci-	
Columbiana	123	2	----	44	----		2	2	21	----	----	42	19	----
Coshocton	136	5	57	2	44		6	1	6	----	----	15	---	----
Crawford	126	7	2	15	65		19	1	----	1	----	10	6	----
Cuyahoga	6,100	797	2,042	11	1,356		427	1	57	137	144	9	1,115	3
Darke	117	2	8	13	14		6	2	----	----	2	40	21	9
Defiance	103	44	----	----	28		6	----	21	----	----	1	3	----
Delaware	226	25	7	22	126		7	4	7	----	----	5	23	----
Erie	452	61	49	4	79		19	5	13	1	----	185	36	----
Fairfield	327	43	143	8	64		15	----	25	2	----	----	27	----
Fayette	79	5	----	21	38		5	----	8	----	----	----	2	----
Franklin	1,424	24	153	159	436		298	74	1	69	8	17	168	17
Fulton	119	1	30	----	23		4	----	12	----	----	16	33	----
Gallia	83	31	----	2	28		5	----	----	----	1	12	4	----
Geauga	328	25	22	23	161		7	----	10	8	7	13	52	----
Greene	366	53	74	----	28		18	1	14	----	----	63	115	----
Guernsey	251	6	1	61	141		22	1	12	----	1	4	2	----
Hamilton	4,209	713	239	----	1,633		140	----	77	60	27	371	949	----
Hancock	142	8	14	7	35		1	1	39	----	4	31	2	----
Hardin	18	3	----	3	9		1	----	----	----	----	----	2	----
Harrison	27	3	----	1	9	----	----	----	7	----	----	2	5	----
Henry	156	4	17	51	5		9	----	18	----	----	51	----	1
Highland	97	11	2	----	44		21	----	14	----	----	2	3	----

Table A-18 (Continued)

County	Total	Dis- missed	Ad- justed or Admon- ished	Case Held Open	Pro- bation	Public Institu- tion			Other Public Insti- tution	Other Court	Public Depart- ment	Pri- vate Agency or Institu- tion	Fine and/or Costs	Other Dispo- sition	Dispo- sition Not Speci- fied
						for De- linquent Chil- dren									
Hocking	54	4	5	----		21	11	----	3	----	----	----	----	10	----
Holmes	29	---	---	1	19	6	1	----	----	----	----	----	2	----	----
Huron	281	18	1	58	32	11	----	40	----	1	6	114	----	----	----
Jackson	110	44	4	----	23	----	3	4	1	1	10	20	----	----	----
Jefferson	113	7	1	2	105	10	6	----	----	----	----	2	----	----	----
Knox	86	19	---	---	19	5	2	6	----	----	4	31	----	----	----
Lake	1,350	115	282	320	315	10	1	30	7	10	203	57	----	----	----
Lawrence	184	51	6	14	56	9	1	3	3	----	3	14	27	----	----
Licking	104	14	26	----	26	12	----	8	7	1	----	10	----	----	----
Logan	101	20	7	14	29	2	----	10	----	----	1	18	----	----	----
Lorain	781	105	17	----	376	92	3	18	5	6	83	76	----	----	----
Lucas	3,362	176	1,461	121	968	143	----	5	33	48	326	81	----	----	----
Madison	191	73	2	24	43	11	1	22	1	----	----	14	----	----	----
Mahoning	880	17	483	65	196	28	20	10	47	1	----	13	----	----	----
Marion	309	31	3	----	47	26	1	6	5	----	91	99	----	----	----
Medina	182	23	----	----	58	19	2	16	1	----	55	8	----	----	----
Meigs	86	14	3	13	34	8	----	2	----	----	6	6	----	----	----
Mercer	62	4	4	----	24	6	3	9	1	----	2	9	----	----	----
Miami	389	43	20	----	142	55	1	58	2	----	27	41	----	----	----
Monroe	33	1	----	10	----	5	----	----	----	----	5	12	----	----	----
Montgomery	3,735	564	1,734	16	418	128	20	192	37	31	254	341	----	----	----
Morgan	22	3	----	----	11	----	2	4	----	1	1	----	----	----	----

Table A-18 (Continued)

County	Total	Dis-	Ad-	Public					Pri-	Fine	Other	Dispo-	
				missed	justed	Case Held Open	Pro- bation	Institu- tion for De- linquent Chil- dren	Other Public Insti- tution	Other Court	Depart- ment	Agency or Institu- tion	Disp- osition
Morrow	88	2	---		8	23	7	---	19	2	---	14	13
Muskingum	457	16	17		147	187	14	---	26	15	---	32	3
Noble	18	---	---		1	---	---	---	1	---	---	1	15
Ottawa	218	7	16		88	23	7	3	22	---	4	46	2
Paulding	53	7	1		22	5	4	---	---	---	---	14	---
Perry	79	24	---		4	26	3	1	7	---	---	5	9
Pickaway	118	6	---		---	79	23	---	5	---	---	2	3
Pike	83	15	4		---	11	9	---	18	---	---	26	---
Portage	701	66	---		6	237	73	22	4	---	---	149	144
Preble	94	14	6		1	30	4	1	21	---	---	2	15
Putnam	177	36	---		---	3	2	---	---	---	---	16	120
Ross	558	31	15		122	154	69	---	2	4	2	99	60
Richland	325	59	35		72	62	44	1	10	---	---	29	13
Sandusky	212	29	20		1	85	5	17	7	1	2	8	37
Scioto	163	15	5		3	47	17	1	---	1	7	40	27
Seneca	318	17	4		74	133	30	12	22	1	1	7	80
Shelby	419	31	84		180	61	16	1	26	---	3	8	9
Stark	1,838	201	578		11	374	96	8	109	9	17	108	327
Summit	3,676	355	1,442		1	453	106	45	25	31	69	71	1,076
Trumbull	528	16	211		29	123	58	1	---	2	---	86	2
Tuscarawas	186	22	---		---	91	2	---	18	---	---	13	12
Union	55	14	---		---	21	3	---	5	---	---	10	2

Table A-18 (Continued)

County	Total	Dis- missed	Ad- justed or Admon- ished	Case Held Open	Pro- bation	Public Institu- tion				Other Public Insti- tution	Other Court	Public Depart- ment	Pri- vate Agency or Institu- tion	Fine and/or Costs	Other Dispo- sition	Dispo- sition Not Speci- fied
						for De- linquent Chi- l- dren	Other Insti- tution	Public Court	Other Depart- ment							
Van Wert	92	1	1	----		64	6	---	3	---	---	---	---	10	7	----
Vinton	15	---	---	---		14	---	---	---	---	---	---	---	---	1	----
Warren	743	39	131	308		84	24	5	63	18	2	38	31	31	31	----
Washington	160	57	---	---		49	6	---	6	---	1	41	41	41	41	----
Wayne	257	30	2	26		78	23	10	18	8	1	52	9	9	9	----
Williams	81	---	24	2		20	10	1	5	---	1	8	10	10	10	----
Wood	224	31	46	----		109	9	1	14	2	---	10	2	2	2	----
Wyandot	48	9	---	---		26	5	---	---	2	---	3	3	3	3	----
Total	44,301	4,910	9,929	2,564	11,541	2,516	315	1,382	565	414	3,415	6,687	63			

Probation is clearly a widely used disposition among the judges of Ohio's juvenile courts. This fact gives credence to the concern that the problems of juvenile delinquency ought to be dealt with, insofar as possible, at the local level where the problems originated.

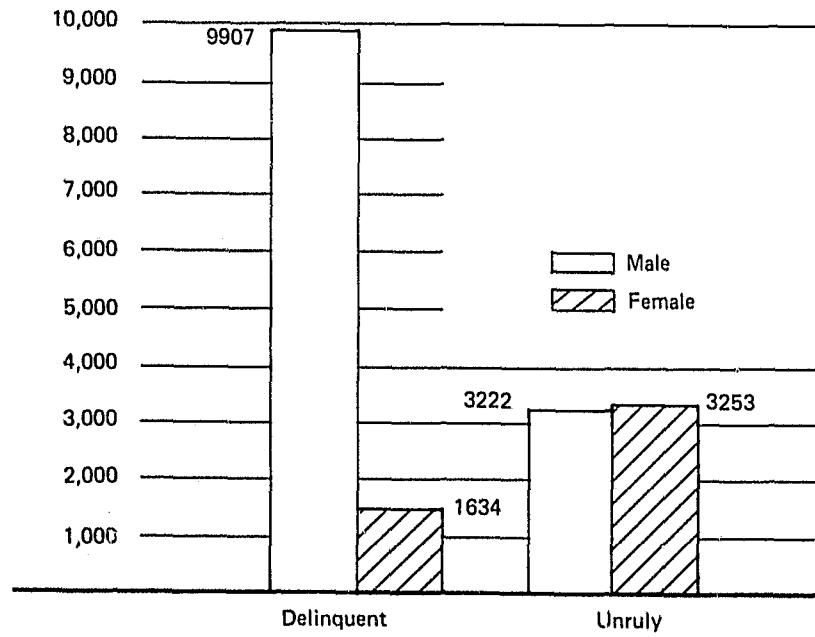
Juvenile probation in Ohio is administered and operated by local, individual courts. The staffs of individual probation departments are responsible for carrying out pre-sentence investigations, supervision of probationers, the collecting of social and family information and other related duties, generally at the request of the juvenile judge.

In 1973, the juvenile courts provided the following staff in administering and supervising probation services to delinquent and unruly youth in Ohio's 88 counties:

15 Court Directors  
56 Probation Supervisors  
30 Chief Probation Officers  
422 Probation Officers (full time)  
    277 Male  
    145 Female  
60 Probation Officers (part time)

These personnel were responsible for services to the 18,016 juveniles under probation supervision in 1973. It is interesting to note that while nearly 86 percent (9,907) of the delinquent probationers were male, slightly more than 50 percent (3,253) of the unruly probationers were female. (See Figure A-9.)

FIGURE A-9  
Delinquency and Unruly Youth on Probation, by Sex, 1973



While the Ohio Youth Commission does not provide staffs to county probation departments, they do administer a probation development program which offers a monetary subsidy to interested counties. This subsidy permits participating counties to hire needed or additional staff members to carry out effective probation services to the juvenile offender of that county. There are now 55 counties taking advantage of this program.

#### JUVENILE DETENTION SERVICES

No matter the source of referral, the initial phase of juvenile incarceration, however brief, usually takes place in a detention center or shelter. The juvenile detention center is the analog of the local jail in the adult system. Like its adult counterpart, the juvenile detention center is the most common type of residential facility for youth.

The responsibility for local juvenile detention facilities in Ohio rests with the juvenile court. However, not all counties maintain or operate a juvenile detention center. In some parts of the State, both delinquent and dependent children are detained in the same facility and in some counties delinquent youth are detained in a portion of the local county jail.

The most recent information available indicates there are currently 24 facilities in Ohio which are used strictly as juvenile detention centers. Several of these centers serve more than one county and some counties utilize private homes, local agencies and county or city jails in some cases. (See Table A-19.)

Table A-19  
Juvenile Detention Facilities in Ohio - 1974

County	Capacity			Daily Average	Child Population 10 - 17 1970 Census	Use of Volunteers		Staff
	Male	Female	Total			In Detention	In Custody	
Cuyahoga	64	34	98	91	271,341	----	148	
Franklin	51	44	95	82	129,789	----	37	
Hamilton	69	37	106	79	148,541	yes	80	
Lucas	47	29	76	73	78,812	yes	33	
Montgomery	44	22	66	57	98,078	yes	49	
Summit	44	30	74	11	91,794	yes	40	
Ashtabula	3	2	5	1	16,868	----	1	
Belmont/ Harrison	10	5	15	14	14,472	yes	11	
Butler	12	6	18	16	37,164	----	7	
Clark	12	9	21	7	25,853	yes	3	
Erie	6	6	12	5	13,113	yes	2	
Lake	24	12	36	16	35,179	yes	12	
Lorain	9	3	12	3	45,221	yes	12	
Mahoning	24	10	34	25	50,719	yes	21	
Muskingum	9	5	14	5	12,524	yes	4	
Portage/Geauga	18	12	30	24	32,915	yes	15	
Sandusky	12	9	21	2	11,701	----	2	
Seneca	20	20	40	11	10,767	----	3	
Stark	12	8	20	4	61,506	yes	16	
Trumbull	--	6	6	5	91,794	yes	3	
Tuscarawas	8	2	10	1	12,808	----	2	
Union*	12	8	20	18	27,328	yes	8	
Warren	8	4	12	7	15,639	yes	9	
Marion	14	9	22	8	64,724	----	4	
Average and Totals	532	331	863	566	1,398,650	67%	522	

\*Serves Union, Delaware, Logan, Champaign, and Madison Counties.

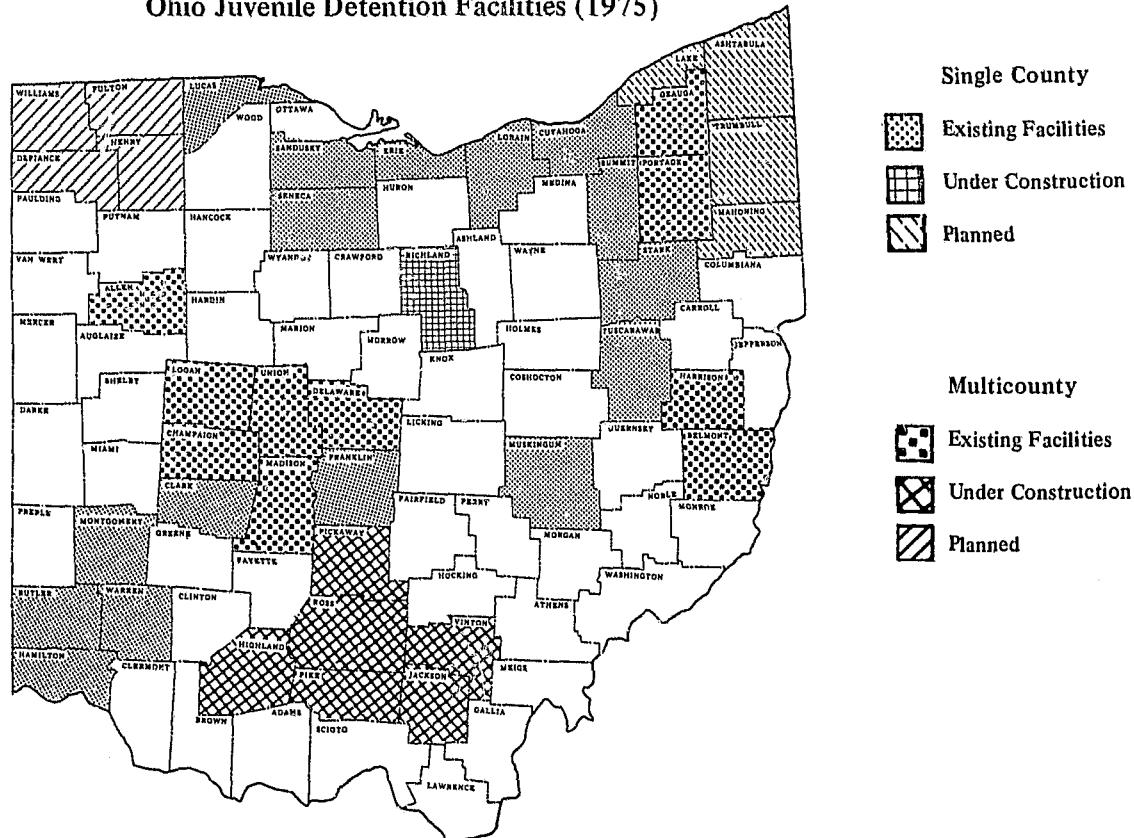
Movement towards eradicating some of the inadequacies of detention facilities has been initiated in several areas of the state, both through support from the Ohio Youth Commission and from AJD.

The Ohio Youth Commission has, with little success, promoted the construction of regional detention centers for rural county complexes to cut the costs of construction and operation and to increase detention facility holding centers for juveniles. Many of the complexes planned were halted due to difficulty in funding. The influx of LEAA funding sources has created renewed interest in such construction over the past several years.

In several cases, grants have been awarded to determine the feasibility of constructing juvenile detention and rehabilitation facilities on a regional basis. In other areas, grants have been made to support the actual construction of detention facilities. (See Figure A-10.)

**FIGURE A-10**

## **Ohio Juvenile Detention Facilities (1975)**



## OHIO YOUTH COMMISSION

The Ohio Youth Commission (OYC) is currently in its twelfth year of operation as a department of State government. The basic charge of the OYC is to provide for the care, custody and treatment of delinquent youth aged 11 to 17, committed to it by Ohio's juvenile courts. This responsibility is carried out by three major branches of the OYC: The Division of Correctional Services, the Division of Administrative Services and the Division of Community Services.

The OYC, as a major youth serving agency in the State, is entrusted with the care and safety of nearly 2,400 children in its eleven institutions. Further, OYC provides direct prevention services and continued rehabilitation services to nearly 3,600 children through its seven regional offices.

Administrative Services. This Division, newly formed at the conclusion of the 1974 fiscal year, has emerged to provide support services for the program units within the divisions of correctional and community services. Forming the Division are the Offices of Personnel Services, Business Administration, Communication, Federal Projects, Data Processing, Staff Development and Classification and Assignment.

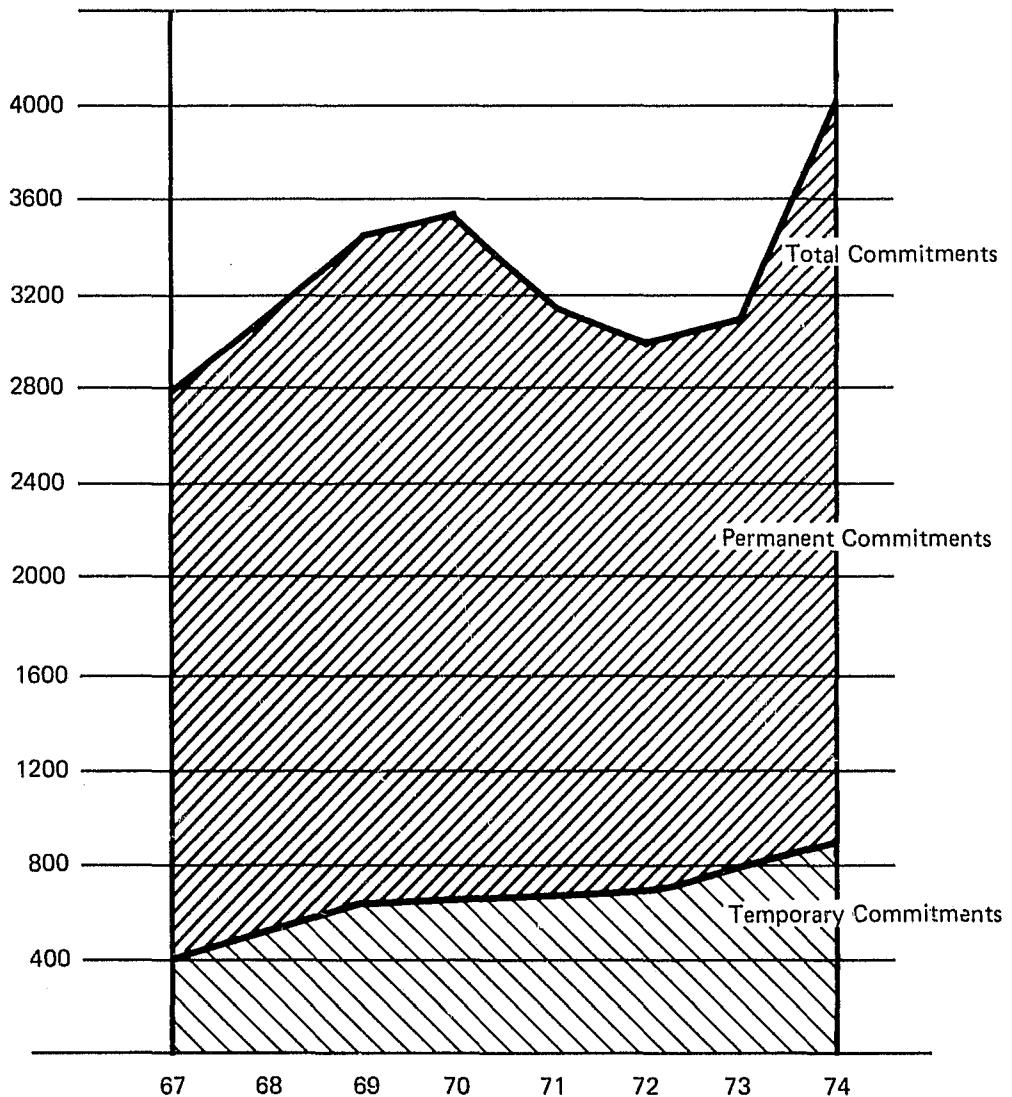
The OYC has an authorized table of organization of 2,671 positions, including 385 vacancies. These staff positions are broken down among the various divisions as follows: Central Administration: 209 positions; Community Services: 205 positions; Correctional Services: 1,872 positions. As a major component of the Division of Administration, the office of staff development has the responsibility for both pre-service and in-service staff training programs throughout the OYC, as well as periodic training seminars for community agencies and county juvenile courts.

During the past year, the staff development office has instituted 127 major training programs. This includes 802 separate training sessions, involving nearly 2,445 individual staff members, many of whom attended more than one training session. The total number of staff training hours provided in 1974 was approximately 14,832 hours.

Institutional Services. For fiscal year ending in July, 1974, Ohio's juvenile courts committed 3,466 delinquent and unruly youth to the OYC. Of this number, 810 (23.4%) were temporary

commitments for diagnostic evaluations as a service to local juvenile courts and 2,656 (76.6%) were permanent commitments to OYC facilities. (See Figure A-11.)

**FIGURE A-11**  
**Total Commitments to OYC by Type, 1967-1974**



It is interesting to note the fluctuating pattern of permanent commitments to OYC over the past several years. In 1967, there were 2,352 permanent commitments. This figure peaked in 1970 at 2,880, dropped to 2,290 in 1972 and 1974 shows a drastic increase up to 2,936.

The variation in permanent commitments by individual counties is due to many factors, such as size of the county or urban area population, philosophy and attitude of local judges and quantity and quality of services such as probation at the local level. (See Figure A-12.)

FIGURE A-12

Permanent Commitment to OYC by County, 1974



Traditionally, the Juvenile Diagnostic Center (JDC) has received all temporary commitments from local courts for evaluation and diagnostic workups. In September, 1973, this facility was reorganized into a coeducational treatment facility for 200 committed youths and is now known as the Buckeye Youth Center. The Child Study Center, established in a portion of the former JDC, continues to receive temporary commitments from various counties. In these cases, youths are tested, evaluated and returned, along with a comprehensive report, to their county court for final disposition.

OYC now has classification and assignment (C & A) teams in five of Ohio's largest metropolitan centers, who work directly with the courts. Once the court makes a permanent commitment to OYC, the C & A team involves the youth in a diagnostic and evaluation process which enables them to make the decision as to which OYC facility should receive the youth. This process has reduced considerably the time delay between the court and the receiving institution.

Currently, OYC is operating 11 institutions for delinquent youths.

Several institutions are near or over their rated bed capacity. (See Table A-20.)

Table A-20

Ohio Youth Commission Institutions by Capacity and Population, Devember 31, 1974.

Institution	Rated Capacity	Population Boys	Population Girls	Total
Buckeye Youth Center	200	149	56	205
Child Study Center	100	64	30	94
Fairfield School for Boys	400			868
Scioto Village for Girls	275			204
TICO	192			205
Cuyahoga Hills Boys School	200			185
Maumee Youth Camp	120			120
Riverview School for Girls	152			125
Mohican Youth Camp	120			120
Indian River School for Boys	200			114
Training Center for Youth	104			120
 Totals	 2,063			2,360

Between 1971 and 1974, three youth camps were phased out and one new facility was opened. Within this time frame, the average daily population in OYC institutions reduced from 2,763 to 2,256, while the average daily cost per child increased from \$17.59 in 1971 to \$26.79 in 1974. As expected, the lowest per child cost is in the largest institution, Fairfield School for Boys. (See Table A-21.)

Table A-22 lists the number of youths placed in OYC facilities and the average length of stay in each facility for calendar year 1974. As indicated, the temporary commitments placed at the Child Study Center are not included in the institution totals. Thus, children receiving permanent commitments to OYC by the courts stay an average of 7.6 months.

Table A-22

Ohio Youth Commission  
Average Length of Stay in Institution  
for Calendar 1974

Institution	Number of Youths Placed	Average Length of Stay (mo.)
Scioto Village	505	6.4
Riverview School for Girls	129	11.7
Fairfield School for Boys	1,232	6.3
Training Institute, Central Ohio	161	14.3
Cuyahoga Hills Boys School	292	8.0
Training Center for Youth	110	11.7
Maumee Youth Camp	174	7.4
Mohican Youth Camp	129	8.0
Zanesville Youth Camp	28	6.1
*Child Study Center		
Male	603	1.4
Female	260	1.6
*Indian River School	94	8.6
*Buckeye Youth Center		
Male	239	7.3
Female	81	7.8
Institutional Totals		
Male	2,459	7.6
Female	715	7.5

\*Number returned to court (temporary commitments). Not reflected in institutional totals.

Table A-21  
 AVERAGE DAILY POPULATION AND PER CAPITA COSTS  
 FOR INSTITUTIONS BY FISCAL YEAR

	Average Daily Population				Average Daily Cost Per Child			
	1971	1972	1973	1974	1971	1972	1973	1974
Fairfield School for Boys	834	731	626	714	\$14.53	\$17.36	\$24.14	\$20.67
Scioto Village	380	370	330	290	19.02	20.63	26.89	27.67
Buckeye Youth Center (JDC)*	619	571	527	408	19.65	22.85	27.04	34.14
T.I.C.O.	198	195	174	187	20.11	22.31	30.31	28.55
Mohican Youth Camp	123	115	102	115	16.76	19.14	25.64	22.29
Zaleski Youth Camp	54	57	50	-	13.34	12.63	18.08	-
Maumee Youth Camp	108	87	55	115	18.30	22.96	44.75	23.37
Riverview School for Girls	135	134	125	140	19.82	20.87	26.91	25.46
Zanesville Youth Camp	39	42	41	-	19.70	17.75	21.21	-
Cuyahoga Hills Boys School	191	192	151	187	19.83	20.90	31.38	28.26
Indian River School	-	-	-	100	-	-	-	35.08
H.F. Christian Youth Camp	82	77	50	-	15.23	16.57	14.90	-
ALL INSTITUTIONS	2,763	2,571	2,231	2,256	\$17.59	\$20.30	\$26.91	\$26.79

\*Includes old JDC, Buckeye Youth Center, Child Study Center and Training Center for Youth

Community Services. The Community Services Division of OYC has two primary operating units: the Bureau of Aftercare (parole) and the Bureau of Prevention. In addition to central administrative support staff, Community Services has seven regional offices from which both prevention and aftercare services are carried out.

The overall objective of the aftercare program is to keep youth from returning to delinquent behavior patterns after they are released from OYC institutions and facilities. Aftercare counselors working out of OYC's regional offices maintain contact with the youth and his family beginning with commitment, so that they have developed relationships conducive to assisting the youth in any way possible. This may entail personal and family counseling, placement resolution and employment guidance.

The field counselor is also responsible for monitoring the youth's behavior for a period of time (currently averaging 9 months) until he determines that the youth has readjusted sufficiently. If serious violations of parole conditions occur, the youth is liable for return to an institution. (See Table A-23.)

Table A-23

Ohio Youth Commission Community Services Placement  
Summary Data by Fiscal Year

	1971	1972	1973	1974
Number of Placements	3,663	3,505	3,275	2,889
Number of Returns	915	919	831	668
Number of Discharges	2,771	2,755	2,460	2,444
Average Daily Population	3,002	2,974	3,026	2,844
Number of Youth Counselors	82	82	85	85
Average Caseload per YC	70	66	60	57

Source: Ohio Youth Commission

The average daily aftercare population during 1973 fiscal year was 3,026, which reduced to 2,844 in fiscal year 1974. A corresponding reduction in Youth Commission-wide youth counselor caseload also occurred, from 60 to 57.

By the same token, the per capita daily cost of providing aftercare services has increased rather rapidly. In FY 1971, 3,002 youth were served on aftercare at a daily rate of \$2.67 per child. In FY 1974, 2,844 children were served at a daily per capita cost of \$5.46. Nevertheless, the cost of providing these community services are but a small fraction of the costs of institutional care.

A major concern of the OYC is the provision of residential services to those youths being released from the institutions. Last year, OYC provided placement services to over 1,800 youths in the form of boarding houses, group homes, relative homes, boarding schools or independent placements.

A great deal of emphasis is being placed on the use of group homes for aftercare placement. A total of 38 group homes were utilized in 1974 for the placement of OYC youths. (See Table A-24.) Many of these group homes are shared with other agencies, but all must conform to established standards and be approved by OYC.

Recognizing the need to assist local communities in dealing with their own problems, the OYC administers several subsidy programs. The direct probation subsidy program provides a subsidy of \$4,000 to a county for each juvenile case, below an established base rate, which is not committed to OYC. This allows the county to provide additional probation services in the community.

The foster care subsidy permits counties to apply for up to \$5.00 per day to maintain delinquent or unruly children, 10-17, in foster care, group homes or boarding schools. This growing program has served as a viable alternative to OYC institutionalization, especially for the unruly or status offender.

The youth facility maintenance subsidy program provides on a per diem basis up to \$200 a month for each resident in a county or multicounty treatment facility. Again, this subsidy effort is viewed as another means of precluding an OYC institutional commitment.

The probation development subsidy continues to provide financial assistance to local juvenile courts to help defray salaries of probation officers and clerical staff. More than 60 Ohio counties are participating in OYC administered subsidies, providing over 250 subsidized positions.

Table A-24

Name	Location	Region	Capacity	Age Range	Sex
New Life for Girls* (1)	Cincinnati	Cincinnati	12	14-18	Female
New Life for Girls (2)	Cincinnati	Cincinnati	7	14-18	Female
M/M James Simmons	Cincinnati	Cincinnati	6	15-18	Female
Talbert House	Cincinnati	Cincinnati	10	14-18	Both
Search*	Elyria	Cleveland	10	14-17	Female
West Side Group Home	Cleveland	Cleveland	10	15-18	Female
Mingus	Columbus	Columbus	8	15-18	Female
Aurora*	Swanton	Toledo	10	15-18	Female
VIA House*	Akron	Akron	10	15-18	Male
Joy School	Chesterhill	Athens	30	13-16	Male
Roweton Boys Ranch	Chillicothe	Athens	8	14-17	Male
Beacon*	Elyria	Cleveland	12	14-17	Male
Bridge*	Elyria	Cleveland	10	18-24	Male
Rivers (1)	Columbus	Columbus	10	14-18	Male
Rivers (2)	Columbus	Columbus	10	14-16	Male
Armstrong House	Toledo	Toledo	10	13-16	Male
Lima YMCA	Lima	Dayton	15	15-18	Male
Horizon House	Massillon	Akron	6	14-17	Male
Epheta, Inc.	Steubenville	Akron	7	14-16	Male
Pathway House, Inc.	Canton	Akron	10	14-17	Male
Carpenter House	Cincinnati	Cincinnati	6	14-16	Female
Emanuel Bridge Home*	Cincinnati	Cincinnati	18	14-17	Male
Augustine Group Home	Cleveland	Cleveland	10	15-18	Male
Looking Glass	Cleveland	Cleveland	12	14-17	Male
Helping Hands YMCA*	Columbus	Columbus	40	14-17	Male
Uhuru Treatment Center*	Columbus	Columbus	20	16-20	Male
Amber House*	Dayton	Dayton	15	16-20	Both
Hope House	Toledo	Toledo	8	14-17	Male
YMCA RIC*	Akron	Akron	12	14-17	Female
Adams-Brown Center*	Manchester	Athens	8	12-18	Both
Vedanta House*	Cincinnati	Cincinnati	30	17-over	Both
Fausnaugh	Carroll	Columbus	6	14-17	Male
Wright	Cincinnati	Cincinnati	6	14-17	Male
Integrity House*	Columbus	Columbus	10	17-over	Both
Shelby Co. Group Home	Sidney	Dayton	10	12-17	Male
Cummings	Monroeville	Toledo	7	14-17	Female
Zanesville YWCA	Zanesville	Athens	10	14-17	Female
Springfield YWCA	Springfield	Dayton	15	16-over	Female

\* Shared facilities

A recent initiated OYC program, funded with AJD monies, will further develop and expand the concept of direct community placement services for unruly youth who, it is felt, will not benefit from OYC institutional placement. Expanded group homes and foster care services will provide the juvenile court judges with additional alternatives to the institutional process and permit direct placement to these alternate facilities and services.

The OYC has become increasingly involved in delinquency prevention efforts through its Bureau of Prevention and the expanded use of federal monies. The staff and programs have developed rapidly over the past two years and the bureau now operates Offices of Educational Services, Volunteer and Community Organizations, Employment and Training Services and Neighborhood Youth Worker Projects. These services are established in all seven OYC Regional Offices.

## DATA SYSTEMS

For classification purposes data processing capabilities will be grouped by users. These groups could be the classic criminal justice functions: law enforcement, courts, corrections and probation and parole agencies. Since in most cases the development of local ADP criminal justice functions have been limited to city and/or county service areas, the following descriptions will name the geographic area covered, organizations served and the specific applications supported. The two major categories of ADP systems covered in this section will be state and local services.

### STATE SYSTEMS

Law Enforcement Automated Data System (LEADS). As the name implies, the primary user of LEADS is law enforcement. LEADS is comprised of a telecommunications network of 351 direct hook-up terminals and several software applications that support the law enforcement function. The following software applications names give some indication to the functions performed. Vehicle registration and driver license registration allows law enforcement personnel to obtain a possible partial ID upon a driver and probable ID upon an owner of a vehicle. The outstanding wants and warrants file enables law enforcement personnel to ascertain if there is a want or warrant on a specific subject individual in the Ohio file or National Crime Information Center (NCIC) file. The LEADS interface with the NCIC allows Ohio law enforcement agencies to query NCIC and other state files. Courts personnel also use LEADS data to help in making bond appearance decisions. Another software application that LEADS will make available in the future to municipal courts is integrated traffic record system (ITRS). This state-wide file of motor vehicles operator's offenses, accident reports and court dispositions will enable the hearing judge to have an on-line access of offenders' records of previous court appearances and dispositions for all courts in the State.

LEADS is administered by the Ohio State Highway Patrol (OSHP) and is supported by two Univac 1106-1s at the State Data Center in Columbus, Ohio.

LEADS interfaces: LEADS and NCIC are interfaced by two lines. This interface (Ohio-NCIC) has the highest volume of messages of any of the 50 states.

LEADS-ALECS (Automated Law Enforcement Communication System) is a computer-to-computer linkage with the following eight midwestern states: Indiana, Illinois, Iowa, Kansas, Michigan, Missouri, Ohio and Wisconsin.

LEADS-NLETS (Nation Law Enforcement Telecommunications System) is a large network of terminals encompassing the entire United States. There are approximately 5,000 terminals in the NLETS network. There is a human/mechanical interface between NLETS and the NCIC central control in Washington, D. C.

ACRS (Automated Criminal Record System) is a master name index of approximately 148,000 criminal histories and 190,000 names. The additional names are aliases or name changes of offenders. This master name index is the first search procedure at BCI&I when a criminal justice agency requests a record check. ACRS has the capability to produce computerized "rap sheets" on any of the 148,000 histories in the file. These "rap sheets" are disseminated by mail.

#### LOCAL SYSTEMS

Cincinnati. CLEAR (County Law Enforcement Applied Regionally) is the oldest computerized criminal justice application in Ohio. CLEAR is supporting law enforcement agencies in Cincinnati and Hamilton County. Also, CLEAR supports the courts' function in the Cincinnati municipal courts and provides overnight slating, docketing, and appearance listings. Pre-sentencing "rap sheets" and summary listings of court decisions and dispositions are also given to the court. The Cincinnati police division uses CLEAR facilities to support certain administrative applications and on-line enforcement operational service that enables police administrations to manage more efficiently.

The following is a partial listing of applications: activity reporting by district, shift, patrol and officer; administrative/finance function; Soundex search; arrests entry; assignment of attorneys; courtroom assignment; judge assignment; auto registration, OMV tapes; calendaring/scheduling for courts; case process control; case disposition reports; message switching; on-line inquiry; computer assisted dispatch; dispatch line check and clearance control; crime trend analysis; known criminal associates files; criminal history defendant control application for courts; docketing; driver registration ODR tape; field contact reports; missing persons files; police personnel functions; probation control; operation research and statistics; fund, personnel, equipment and facility allocation; stolen license, property files; subject in process control file; computer assisted training; Uniform Crime Reporting System; outstanding warrant control (Warrants/Wanted) file, witness control file; and a special work unit of measurement application.

Cleveland. The Police Department uses a city computer to support the following general administrative functions: manpower allocations and activity reporting, recording and reporting of arrests, recording and reporting notifications and collections of traffic citations, message switching to interface with NLETS and LEADS, crime trend analysis, docketing, performance evaluation of operation functions, general personnel functions, operation research and statistics support and resource allocation as per budget category.

Cuyahoga County Sheriff. This sheriff's system is designed to support the jail administration functions. The system enables the courts' personnel to use "an availability of all space report" in determining case scheduling or sentencing. This system will enable the sheriff to schedule prisoner transportation services for court appearance and intake services at the State institutions.

Cuyahoga County Courts. The common pleas courts in Cuyahoga County have a judicial information system (JIS) and a calendar management information system (CMIS). The JIS collects information on all civil and criminal cases from the point of filing

through final disposition. This application is a flow process control that should enable the courts administrators to better manage the judicial process. The specific applications are: Master alpha index, calendaring and scheduling, caseload control, case disposition reports, defendant control, docketing, fines, collateral and bail accounting, jury selection and control files, probation control, process service function, system operating statistics, labor, funds and facilities allocation, and summons issuance and control function.

The CMIS is a summarizing application that uses the files generated by the above described JIS and produce the following categories of reports: Case listings by attorney, dispositions by judge, monthly disposition report by court, frequency courts of case action by month, by court, by judge, monthly lists of number of cases pending by court and by judge, monthly lists of cases pending by case number and type and statistical listing of case status and ageing by time frame.

Columbus. The Columbus police department supports administrative operational and report functions with a city-operated computer. These functions are: automated slating, internal management report generation on a monthly, quarterly and yearly basis, UCR data, calls for service monitoring, general personnel functions, inventory control, vehicle maintenance, automated ID system and record search based upon local (Columbus) number, master name index, State BCIGI number, FBI number, SSN, driver license number, vehicle registration number, FBI (NCIC) fingerprint classification number and/or any combination of the previous identifier and a physical description.

Franklin County. The Franklin County sheriff's administrative system is the first pure mini-computer project in the State of Ohio. This administrative/operational system will initially perform the following: Uniform Crime Reports, shift scheduling, automatic slating, jail inventory and management, inventory control and service calls. This system will also interface with the State CJIS and support the suburban police departments' terminals in Franklin County.

Dayton. The police computer applications are batch applications that support administrative functions of arrest reports, service calls, wanted persons listings, parking ticket control, crime pattern/trend analysis, manpower, facilities and equipment allocation and generalized traffic citation accounting. The warrants/wanted listings are given to the Montgomery County Sheriff's Department and the suburban police departments for their use.

Toledo. The Toledo police administrative function is supported by a budgeting application that reports line items by encumbrances and expenditures by account number and department numbers. These monthly updates indicate the fund balance and the spending pattern of each department. This service is also available for corrections and courts. The data processing service is performed by the city auditor.

## COURTS

### SUPREME COURT

The Ohio Supreme Court is made up of the Chief Justice and six justices elected on a nonpartisan ballot for six year terms. The primary role of the Ohio Supreme Court is to decide legal issues in cases of great public interest. Some cases must be heard by the court as mandated by the Ohio Constitution, whereas the legislature authorizes other types of review. The Ohio Supreme Court has final review of decisions by the Board of Tax Appeals and the Ohio Public Utilities Commission. In other cases, the Court exercises discretion in selecting appeals to be heard and before an appeal will be granted it must first be established that the case is of sufficient interest to merit review.

Caseload. In 1974, 336 cases were filed with the Ohio Supreme Court, civil and criminal, the highest figure in five years, and a significant increase over the 1973 total of 274. Cases terminated also increased to 274 showing an increase of 44 over the preceding year.

## **Ohio Judicial Structure**

### **SUPREME COURT**

#### **Chief Justice and Six Justices**

Court of last resort on all constitutional questions and questions of public or great general interest. Appeals from Board of Tax Appeals and Public Utilities Commission of Ohio.

### **COURT OF APPEALS**

#### **Eleven Districts**

#### **Three Judge Courts**

General Appellate review of judgments of Common Pleas Courts, Municipal Courts, County Courts and appeals from Board of Tax Appeals.

### **COMMON PLEAS COURT**

#### **Probate Division**

Decedent's estates; mental illness problems.

#### **General Division**

In each of 88 counties. Trials in Civil and Criminal cases; appeals from most administrative agents.

#### **Domestic Relations Division**

Divorce and custody of children.

#### **Juvenile Courts**

Other matters concerning children.

#### **Municipal Courts**

Civil cases involving maximum amounts of \$10,000; criminal cases where sentence is one year or less.

#### **County Courts**

Traffic cases; minor offenses; civil cases up to \$500.

Source: The Ohio Court System

Ohio Supreme Court

General Docket

Year	Filed	Terminated
1974	366	274
1973	274	230
1972	254	289
1971	237	335
1970	316	240

Type of Cases Decided

Year	Appeals	Original Actions	Habeas Corpus	Total
1974	160	68	47	274
1973	150	56	24	230
1972	182	79	28	289
1971	237	77	21	335
1970	138	62	40	240

Source: Ohio Courts Summary, 1974.

Modern Courts Amendment. In 1968, the Ohio Constitution was modified with the Modern Courts Amendment, which expanded the powers of the entire judicial system. The purpose of that amendment was to establish the judiciary as a more independent branch of government and to vest in the Supreme Court both the power and responsibility to assure the swift, effective administration of justice throughout Ohio.

The Amendment provides that:

"The Supreme Court shall prescribe rules governing practice and procedure in all courts of the State, which rules shall not abridge, enlarge, or modify any substantive right."

Pursuant to this amendment, Ohio has enacted the rules of practice in the following areas:

- Rules of Civil Procedure (1970)
- Rules of Appellate Procedure (1971)
- Rules of Juvenile Procedure (1972)
- Rules of Criminal Procedure (1974)
- Rules of Traffic Offenses (1975)

Also, pursuant to this amendment, Ohio has enacted the:

- Code of Professional Conduct (1970)
- Code of Judicial Conduct (1973)

Rules of Superintendence. The Ohio Constitution provides that:

"...the Supreme Court shall have general superintendence over all courts in the State. Such general superintendence power shall be exercised by the chief justice in accordance with rules promulgated by the Supreme Court."

In 1971, the Ohio Supreme Court promulgated Rules of Superintendence for all common pleas courts which were designed:

"(1) to expedite the disposition of both criminal and civil cases in the trial courts of this state, while at the same time safeguarding the inalienable right of litigants to the just processing of their causes; and (2) to serve that public interest which mandates the prompt disposition of all cases before the courts."

Under these rules, judges of every common pleas court and division thereof (probate, domestic relations and juvenile) are responsible for sending monthly reports to the chief justice of the Supreme Court. Also, the chief justice may assign judges among counties where workloads are the heaviest.

As of January 1, 1975, Rules of Superintendence for municipal and county courts became effective, enacted pursuant to the superintendence and rule-making power of the Ohio Supreme Court. This effort is of major significance for two reasons. First, there is almost no statistical information available concerning the operations of these courts. Monthly reports are being transmitted by all courts that become public record when filed. Second, if there is ever to be major court reform, the collection of data is a vital first step.

#### COURTS OF APPEAL

Under the Ohio Constitution of 1851, courts of appeals were created as courts of general appellate jurisdiction. The courts of appeals are authorized by the Constitution and the General Assembly to review decisions of boards, commissions, officers and lower courts of record. They also have original jurisdiction in habeas corpus proceedings where a petitioner asserts that he has been wrongfully imprisoned.

There are presently 11 district courts of appeals, established according to population and caseload. All judges on this court are elected on a nonpartisan ballot to six-year terms. Three judges are elected to each district appellate court, except in the Eighth District (Cuyahoga County), which elects six judges and the Tenth District (Franklin County), which elects five judges. Where there are more than three judges provided, each case is decided by only three judges. There are 38 appellate court judges elected for staggered six-year terms. They have 190 court support personnel. In keeping with the original constitutional purpose of these courts, the judges are still required to hold sessions of court in each county included in its district.

There were 5,503 civil and criminal appeals filed in 1974, whereas 4,974 cases were decided. This continues the trend of massive increases which have occurred in Ohio's appellate courts. As a result there were 2,913 cases pending at the end of 1974, which evidences a 33% increase in the past two years. (See Table A-25.)

Table A-25

## Ohio Appellate Cases

District	Pending 12-31-72	Cases Filed 1973	Cases Terminated 1973	Pending 12-31-73	Cases Filed 1974	Cases Terminated 1974	Cases Pending 12-31-74
First	257	867	693	431	913	731	613
Second	239	485	497	227	553	460	320
Third	79	286	247	118	298	319	97
Fourth	111	207	187	131	242	177	196
Fifth	271	400	503	168	483	436	215
Sixth	122	362	346	138	436	424	150
Seventh	88	171	153	106	194	216	84
Eighth	504	939	958	485	1,035	926	594
Ninth	222	418	429	211	448	454	205
Tenth	155	507	445	217	606	572	251
Eleventh	143	267	258	152	295	259	188
TOTALS	2,191	4,909	4,716	2,384	5,503	4,974	2,913

Source: Ohio Courts Summary, 1974.

**FIGURE A-13**  
**Ohio Courts of Appeals by District and Population Distribution**



Courts of Original Jurisdiction. Courts in which cases are initially heard are referred to as courts of original jurisdiction. Included herein are common pleas, municipal courts, county courts and mayor's courts. The common pleas courts have jurisdiction over felony cases, probate, domestic relations, juvenile cases, and larger civil cases, and are created by the Ohio constitution. Municipal, county, and mayors' courts have been established by the general assembly.

Courts of Original Jurisdiction

Court	Number	Established By	
Common Pleas	88	Ohio Constitution	Countywide; probate domestic relations, juvenile, civil cases over \$500 and felony cases
Municipal	108	General Assembly	Municipalities*; civil cases of not more than \$10,000 misdemeanor cases, preliminary hearings in felony cases and traffic offenses.
County	66	General Assembly	Unincorporated areas not covered by municipal courts; civil cases of not more than \$500, misdemeanor cases, preliminary hearings in felony cases and traffic offenses in 43 counties.
Mayor	759 (about)	General Assembly	Municipalities without municipal courts may have a mayor's court; municipal ordinance violations and traffic offenses

\* Some municipal courts cover entire counties.

## COURTS OF COMMON PLEAS

The Ohio Constitution provides for a court of common pleas in each of Ohio's 88 counties. These courts have exclusive jurisdiction over felonies and more serious criminal matters. Common pleas courts also have original jurisdiction in juvenile, domestic relations and probate matters, as well as in all civil matters where the amount in controversy is over \$500.

As of December 31, 1974, there were 293 judges in Ohio's common pleas courts; however, legislation enacted by the Ohio General Assembly has added four new judgeships (two in Cuyahoga County and one each in Hamilton and Clark Counties). The number of judges per court varies from 30 judges in Cuyahoga County to five counties where a single judge is responsible for civil, criminal, juvenile and probate matters. Judges are nominated in a partisan primary and elected on a separate nonpartisan judicial ballot. The term of office for common pleas judges is six years. (See Table A-26.)

Table A-26  
Common Pleas Court, Jurisdictional Arrangements

Jurisdiction	Total No. of Judges	General Division	Domestic Relations	Juvenile	Probate
General Division only	89	89	--	--	--
Domestic Relations only	4	--	4	--	--
Probate only	15	--	--	--	15
Juvenile only	7	--	--	7	--
General Division and Domestic Relations	87	87	87	--	--
Juvenile and Domestic Relations	17	--	17	17	--
Juvenile and Probate	67	--	--	67	67
All Divisions	7	7	7	7	7
TOTALS	293	183	115	98	89

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Source: Ohio Courts Summary, 1974

Divisions of Common Pleas Courts. A probate division exists in all 88 common pleas courts in Ohio. Originally a separate court, probate became a division of the common pleas court under the 1968 Modern Courts Amendment. There are presently fifteen probate divisions in Ohio. These courts have jurisdiction over the administration of estates and guardianships, as well as the issuance of marriage licenses, adoptions, and the determination of mental incompetence. In 67 counties, this division is also responsible for juvenile cases.

Domestic relations is the second major division of the common pleas court. This division handles divorce, separation and bastardy cases. There are presently four domestic relations divisions in Ohio. In 17 counties, the domestic relations division also handles juvenile cases.

Seven common pleas courts have placed the juvenile court in a separate division. This division is usually charged with hearing delinquency cases in addition to cases involving neglect, dependent children, child abuse and non-support.

Criminal Caseloads. Although the majority of the common pleas courts are staffed by one or two judges, the criminal case workload is by no means evenly distributed. Table A-27 shows the large variations in criminal filings among the counties.

Table A-27  
Criminal Cases and Judges, by County, 1974

<u>County</u>	<u>1970 Population</u>	<u>Criminal Cases Arraigned 1974</u>	<u>Number of Judges Hearing Criminal Cases</u>
**Cuyahoga	1,721,300	6,692	26
*Hamilton	924,018	3,466	11
Franklin	833,249	2,542	10
Montgomery	606,148	1,922	7
Summit	553,371	1,221	7
Lucas	484,370	1,440	6
Stark	372,210	663	4
Mahoning	303,424	619	4

Table A-27 (Continued)

Lorain	256,843	585	3
Trumbull	232,579	459	3
Butler	226,207	504	3
Lake	197,200	530	2
*Clark	157,115	331	2
Richland	129,997	234	2
Portage	125,868	204	2
Greene	125,057	158	2
Allen	111,144	226	2
Columbiana	108,310	170	2
Licking	107,799	239	2
Ashtabula	98,237	93	2
Jefferson	96,193	109	2
Clermont	95,725	137	2
Wood	89,722	150	2
Wayne	87,123	140	2
Warren	84,925	191	2
Miami	84,342	177	2
Medina	82,717	112	1
Belmont	80,917	152	2
Muskingum	77,826	185	2
Tuscarawas	77,211	63	1
Scioto	76,951	210	2
Erie	75,909	205	1
Fairfield	73,301	129	2
Marion	64,724	154	1
Geauga	62,977	153	1
Hancock	61,217	128	1
Ross	61,211	227	1
Sandusky	60,983	139	1
Seneca	60,696	117	1
Washington	57,160	68	1
Lawrence	56,868	134	1
Athens	54,889	105	1
Crawford	50,364	58	1
Huron	49,587	147	1
Darke	49,141	224	1
Ashland	43,303	164	1
Delaware	42,908	64	1
Knox	41,795	31	1
Pickaway	40,071	252	1

Table A-27 (Continued)

Auglaize	38,602	61	1
Shelby	37,748	82	1
Guernsey	37,665	78	1
Ottawa	37,099	74	1
Defiance	36,949	60	1
Mercer	35,265	25	1
Logan	35,072	52	1
Preble	34,719	88	1
Williams	33,669	80	1
Coshocton	33,486	62	1
Fulton	33,071	36	1
Clinton	21,464	82	1
Putnam	31,134	51	1
Hardin	30,813	34	1
Champaign	30,491	102	1
Van Wert	29,194	93	1
Highland	28,996	124	1
Madison	28,318	62	1
Perry	27,434	41	1
Jackson	27,174	23	1
Henry	27,058	34	1
Brown	26,635	125	1
Fayette	25,416	83	1
Gallia	25,239	13	1
Union	23,786	54	1
Holmes	22,500	42	1
Wyandot	21,826	20	1
Carroll	21,579	41	1
Morrow	21,348	33	1
Hocking	20,322	72	1
Meigs	19,799	31	1
Paulding	19,329	58	1
Pike	19,104	46	1
Adams	18,957	48	1
Harrison	17,013	22	1
Monroe	15,739	29	1
Morgan	12,375	44	1
Noble	10,428	26	1
Vinton	9,420	23	1
	28,220		176

\*\*Two judges added for 1975.

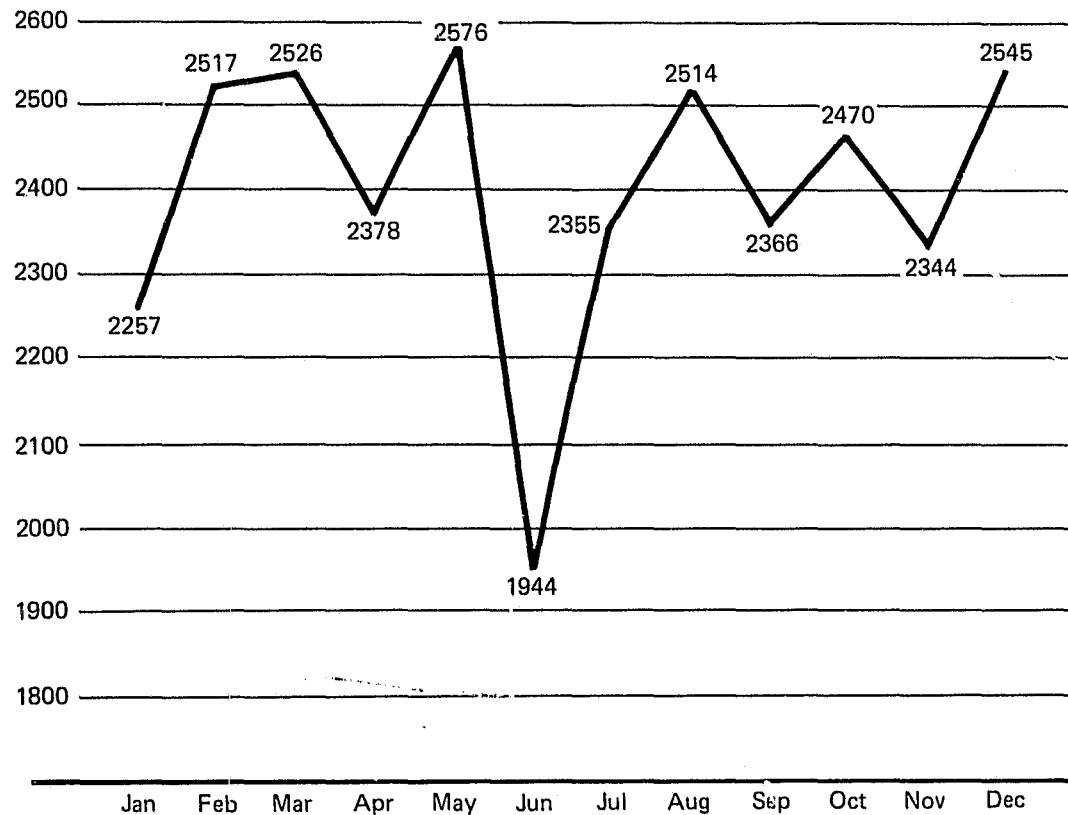
\*One judge added for 1975.

Source: Ohio Courts Summary, 1974.

Caseloads vary from 13 filings per judge in Gallia County to 315 filings per judge in Hamilton. Of course, these figures only represent the judge's criminal caseload. In addition to these, he is also responsible for a substantial civil docket. From the data, it is clear that no distinct relationship can be drawn between the number of criminal cases filed and the population of various counties. Thus, even in the smallest counties, common pleas courts are often overworked and understaffed, although their caseloads are substantially less than those in the urban areas.

Criminal case filings also vary sharply from month to month as indicated in Figure A-14.

FIGURE A-14  
Criminal Arraignments by Month, 1974



Source: Ohio Courts Summary, 1974

A key factor in addressing court systems is the fact that criminal cases only represent a fraction of the common pleas court docket.

Criminal Cases	all cases (including criminal)
Cases Pending	
12-31-73	5,501
Cases Filed	28,782
Cases Terminated	28,220
Cases Pending	
12-31-74	6,063
	58,241
	87,725
	85,926
	60,040

Source: Ohio Courts Summary, 1974

The above table emphasizes the scheduling priority that criminal cases receive. Whereas criminal cases represent 32.9% of all cases terminated, criminal cases only represent 9.9% of all cases pending at the end of 1974.

Plea Bargaining. Although everyone has a constitutional right to a fair trial, most criminal convictions are not obtained by a verdict of a judge or jury. In 1974, about 70% of cases terminated were disposed of by a guilty plea or a nolle prosequi. In the Table A-28, the "other" category includes termination by dismissal with prejudice, by pre-trial, by transfer and by unavailability of the defendant.

Some guilty pleas are the result of plea bargaining which is an express agreement between the prosecution and the defendant wherein the defendant bargains to exchange a guilty plea to secure the best possible arrangement. There are no statistics to indicate how extensive this practice is in Ohio.

Table A-28

Method of Felony Case Termination

Terminated By	Total Terminated	28,220
<u>Nolle Prosequi</u>	3,890	
Guilty Plea	15,840	
Court Trial	2,310	
Jury Trial	1,853	
Other	4,327	

Source: Ohio Courts Summary, 1974

TABLE A-29  
COURTS OF COMMON PLEAS CRIMINAL ARRAIGNMENTS AND TERMINATIONS  
1974

County	Pend At	Arraigned	Term	Pend At	Nolle	TERMINATED BY			Other
	Begin			End	Pros	Guilty Plea	Court Trial	Jury Trial	
Cuyahoga	1,063	6,692	6,337	1,418	951	2,844	396	501	1,645
Hamilton	865	3,168	3,466	567	217	1,918	547	192	592
Franklin	518	2,520	2,542	494	427	1,601	144	135	235
Montgomery	397	1,993	1,922	468	237	1,316	108	84	177
Summit	197	1,213	1,221	189	136	852	16	53	164
Lucas	256	1,511	1,440	327	269	939	39	177	76
Stark	63	691	663	91	43	389	28	45	158
Mahoning	58	655	619	94	30	506	8	15	60
Lorain	88	667	585	170	60	272	11	17	225
Trumbull	71	538	459	150	120	214	53	20	52
Butler	32	490	504	18	29	304	97	29	45
Lake	118	543	530	131	103	300	14	42	71
Clark	48	332	331	49	31	228	3	55	14
Richland	30	275	234	71	18	150	33	21	12
Portage	20	205	204	21	19	149	1	11	24
Greene	42	158	158	42	6	85	4	17	46
Allen	40	249	226	63	14	187	4	13	8
Columbiana	66	174	170	70	20	106	2	26	16
Licking	41	219	239	21	18	161	16	30	14
Ashtabula	16	130	93	53	2	68	1	17	5
Jefferson	23	104	109	18	22	57	3	12	15
Clermont	37	156	137	56	6	69	19	40	3
Wood	28	142	150	10	34	90	3	10	13
Wayne	51	148	140	59	22	95	1	15	7
Warren	36	180	191	25	13	120	6	28	24
Miami	41	213	177	77	24	137	4	4	8

Table A-29 Continued

Medina	40	142	112	70	6	3	89	3	11
Belmont	45	159	152	52	78	47	18	6	3
Muskingum	17	194	185	20	21	149	0	6	9
Tuscarawas	8	104	63	49	4	40	1	15	3
Scioto	29	213	210	32	21	72	7	20	90
Erie	30	191	205	16	37	133	0	15	20
Fairfield	30	99	129	0	7	26	0	14	82
Marion	27	147	154	20	23	120	3	7	1
Geauga	27	165	153	99	25	102	2	9	15
Hancock	30	118	128	20	15	85	2	16	10
Ross	13	217	227	3	29	82	98	16	2
Sandusky	48	164	139	73	43	65	1	7	23
Seneca	35	117	117	35	20	77	3	9	8
Washington	6	89	68	27	0	60	0	4	4
Lawrence	71	135	134	72	54	0	7	7	66
Athens	17	100	105	12	5	73	6	6	15
Crawford	19	70	58	31	2	23	28	2	3
Huron	40	165	147	58	25	103	2	9	8
Darke	47	208	224	31	48	95	9	3	69
Ashland	57	137	164	30	84	68	7	3	2
Delaware	24	61	64	21	1	56	0	6	1
Knox	0	39	31	8	1	16	10	4	0
Pickaway	35	277	252	60	50	171	4	13	14
Auglaize	26	50	61	15	9	46	0	2	4
Shelby	5	85	82	8	21	41	4	7	9
Guernsey	22	86	78	30	14	58	4	2	0
Ottawa	10	69	74	5	13	58	0	1	2
Defiance	14	73	60	27	11	36	1	3	9
Mercer	0	28	25	3	1	0	24	0	0
Logan	16	47	52	11	3	15	29	4	1
Preble	60	56	88	28	9	21	5	10	44
Williams	25	72	80	17	34	44	0	1	1
Coshocton	8	73	62	19	6	0	53	2	1
Fulton	14	30	36	8	9	16	10	1	0
Clinton	32	85	82	35	17	3	59	1	2

Table A-29 Continued

Putnam	7	64	51	20	9	14	26	1	1
Hardin	12	27	34	5	11	15	2	2	4
Champaign	85	76	102	39	39	48	1	2	12
Van Wert	25	88	93	20	47	39	0	0	7
Highland	17	125	124	18	28	0	93	2	1
Madison	7	66	62	11	1	40	0	16	5
Perry	3	54	41	16	6	1	25	8	1
Jackson	4	23	23	4	0	22	0	1	0
Henry	1	38	34	5	4	24	0	1	5
Brown	34	122	125	31	27	62	32	4	0
Fayette	11	101	83	29	10	53	0	11	8
Gallia	0	25	13	12	2	10	1	0	0
Union	4	51	54	1	2	46	3	1	2
Holmes	18	24	42	0	1	37	0	2	2
Wyandot	3	24	20	7	2	12	5	0	1
Carroll	9	49	41	17	2	31	0	1	7
Morrow	16	29	33	12	1	28	0	1	3
Hocking	15	59	72	2	15	49	7	1	0
Meigs	7	34	31	10	10	14	4	0	3
Paulding	31	44	58	9	11	24	15	2	4
Pike	20	35	48	6	9	16	16	4	1
Adams	13	40	44	5	17	18	2	1	10
Harrison	2	23	22	3	1	20	0	1	0
Monroe	4	25	29	6	7	0	16	3	3
Morgan	14	62	44	32	8	29	5	2	0
Noble	3	23	26	0	1	22	0	2	1
Vinton	6	20	33	3	2	5	10	1	5
State Recap	5,501	28,782	28,320	6,120	6,063	3,890	15,840	2,310	4,327

Source: Ohio Courts Summary, 1974.

## MUNICIPAL, COUNTY & MAYOR'S COURTS

Municipal Courts. At present, there are 108 municipal courts and 170 municipal court judges, located in the majority of the incorporated municipalities within the State. Thirty-six courts have countywide jurisdiction, even though they are located in the county's largest urban area. (See Table A-30). As mentioned previously, these courts were created by statute; thus, their jurisdiction is limited by statute. Municipal courts, which deal primarily with traffic and misdemeanor cases, also have jurisdiction over smaller civil claims, as well as ordinance violations.

County Courts. Ohio has 66 county courts located in 43 counties. These courts employ 73 judges. County courts serve unincorporated areas outside municipal court jurisdictions. Nineteen of these county courts have countywide jurisdiction. Like municipal courts, county court jurisdictions are limited to misdemeanor cases and probable cause hearings in felony cases. They also have limited civil jurisdiction.

Mayor's Courts. These are local courts run by the mayor of a municipality and exist in communities where there is no municipal court. The mayor receives no additional compensation for his services. In 1972, the criminal jurisdiction of mayor's courts was limited by the United States Supreme Court in Ward vs. Monroeville 409 U.S. 57 (1972). Mayors may try criminal cases, except when a mayor's involvement in municipal government and its finances and municipal revenue collected from the mayor's court is sufficiently extensive to make it impossible for the mayor to function as a disinterested and impartial judicial officer.

There are 825 municipalities in Ohio entitled to hold mayor's courts. It is estimated that there are 759 such courts distributed through all 88 counties. Mayor's courts have jurisdiction in all municipal corporations where there is no municipal court and may hear and determine any prosecution for the violation of an ordinance of the municipal corporation (misdemeanors), in addition to criminal cases involving moving traffic violations. The statistical information available on the operation of mayor's courts is extremely limited.

There is also one police court in Ohio, located in the village of Ottawa Hills in Lucas County.

Table A-30  
Minor Trial Courts in Ohio

<u>County</u>	<u>1970 Population</u>	<u>Number of Mayor's Courts</u>		<u>Name of Court (Number of Judges)</u>	<u>Part/Fulltime Judges</u>	<u>Population Served</u>
Adams	18,957	8	(1)	County Court-Countywide	P	18,951
Allen	111,144	9	(2)	Lima Municipal Court-Countywide	F	111,144
Ashland	43,303	5	(1)	Ashland Municipal Court-Countywide	F	43,303
Ashtabula	98,237	7	(1) (1) (1) (1)	County Court-East Division County Court-West Division Ashtabula Municipal Court Conneaut Municipal Court	P P F F	21,761 21,418 40,506 14,552
Athens	54,889	9	(1)	Athens Municipal Court-Countywide	F	54,889
Auglaize	38,602	9	(1) (1)	County Court-East Division County Court-West Division	P P	18,376 20,226
Belmont	80,917	13	(1) (1) (1)	County Court-East Division County Court-North Division County Court-West Division	P P P	25,973 26,777 28,167
Brown	26,635	9	(1)	County Court-Countywide	P	26,635
Butler	226,207	8	(1) (1) (1) (1)	County Court-Area #1 County Court-Area #2 Hamilton Municipal Court Fairfield Municipal Court	P P F P	30,814 30,836 79,627 14,680
Carroll	21,579	4	(1)	Middletown Municipal Court County Court-Countywide	F P	70,250 21,579

Table A-30 (Continued)

Champaign	30,491	5	(1)	Urbana Municipal Court- Countywide	P	30,491
Clark	157,115	7	(2)	Springfield Municipal Court- Countywide	F	151,115
Clermont	95,725	12	(4)	County Court-Countywide	P	95,725
Clinton	31,464	7	(1)	Wilmington Municipal Court- Countywide	P	31,464
Columbiana	108,310	12	(1)	County Court-East	P	31,531
			(1)	County Court-Northwest	P	30,019
			(1)	County Court-Southwest	P	23,062
			(1)	East Liverpool Municipal Court	F	23,698
Coshocton	33,486	3	(1)	Coshocton Municipal Court- Countywide	F	33,486
Crawford	50,364	7	(1)	County Court-East	P	25,875
			(1)	County Court-West	P	24,489
Cuyahoga	1,721,300	48	(1)	Bedford Municipal Court	P	79,442
			(1)	Berea Municipal Court	P	92,064
			(1)	Garfield Heights Municipal Court	F	99,873
			(1)	Lyndhurst Municipal Court	P	62,960
			(3)	Parma Municipal Court	F	179,192
			(2)	Rocky River Municipal Court	F	113,984
			(1)	Shaker Heights Municipal Court	F	69,598
			(13)	Cleveland Municipal Court	F	752,516
			(1)	East Cleveland Municipal Court	F	39,600
			(1)	Euclid Municipal Court	F	71,552
			(1)	Lakewood Municipal Court	F	70,173
			(1)	South Euclid Municipal Court	P	29,579
			(1)	Cleveland Heights Municipal Court	P	60,767

Table A-30 (Continued)

Darke	49,141	14	(1)	County Court-Northeast (1) County Court-Southwest	P	25,801 23,340
Defiance	36,949	3	(1)	Defiance Municipal Court- Countywide	F	36,949
Delaware	42,908	6	(1)	Delaware Municipal Court- Countywide	F	42,908
Erie	75,909	5	(1)	County Court (1) Sandusky Municipal Court (1) Vermillion Municipal Court (1) Huron Municipal Court	P F P P	44,952 12,637 15,220 8,298
Fairfield	73,301	13	(1)	Lancaster Municipal Court- Countywide	F	73,301
Fayette	25,416	4	(1)	Washington Court House Municipal Court-Countywide	P	25,461
Franklin	833,249	24	(12)	Franklin County Municipal Court- Countywide	F	83,249
Fulton	33,071	6	(1)	County Court-Eastern (1) County Court-Western	P P	16,105 16,965
Gallia	25,239	3	(1)	Gallipolis Municipal Court- Countywide	P	25,239
Geauga	62,977	5	(1)	Chardon Municipal Court- Countywide	P	62,977
Greene	125,057	7	(1)	County Court-Area #1 (1) County Court-Area #2 (1) Fairborn Municipal Court (1) Xenia Municipal Court	P P P P	26,552 26,743 38,477 33,285
Guernsey	37,665	6	(1)	Cambridge Municipal Court- Countywide	F	37,665
Hamilton	924,018	35	(10)	Hamilton County Municipal Court-Countywide	F	924,018

Table A-30 (Continued)

Hancock	61,217	6	(1)	Findlay Municipal Court- Countywide	F	61,217
Hardin	30,813	7	(1)	County Court	P	9,114
			(1)	Kenton Municipal Court	P	21,699
Harrison	17,013	7	(1)	County Court-Countywide	P	17,013
Henry	27,058	7	(1)	Napoleon Municipal Court- Countywide	P	27,058
Highland	28,996	5	(1)	Hillsboro Municipal Court	P	22,238
			(1)	County Court	P	6,758
Hocking	20,322	3	(1)	County Court-Countywide	P	20,322
Holmes	22,500	5	(1)	County Court-Countywide	P	22,500
Huron	49,587	7	(1)	County Court-District #1	P	28,716
			(1)	County Court-District #2	P	15,012
			(1)	Bellevue Municipal Court	P	12,155
Jackson	27,174	4	(1)	County Court-Countywide	P	27,174
Jefferson	96,193	18	(1)	County Court-District #1	P	20,910
			(1)	County Court-District #2	P	25,881
			(1)	County Court-District #3	P	18,631
			(1)	Steubenville Municipal Court	P	30,771
Knox	41,795	6	(1)	Mount Vernon Municipal Court- Countywide	F	41,795
Lake	197,200	14	(1)	Painesville Municipal Court	F	59,926
			(1)	Willoughby Municipal Court	F	93,845
			(1)	Mentor Municipal Court	F	43,429
Lawrence	56,868	6	(1)	County Court	P	29,636
			(1)	Ironton Municipal Court	F	27,232
Licking	107,799	11	(2)	Licking County Municipal Court-Countywide	P	107,799

**CONTINUED**

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Table A-30 (Continued)

Logan	35,072	10	(1)	Bellefontaine Municipal Court-Countywide	P	35,072
Lorain	256,843	10	(2)	Elyria Municipal Court	F	96,275
			(1)	Avon Lake Municipal Court	P	21,205
			(2)	Lorain Municipal Court	F	93,968
			(1)	Oberlin Municipal Court	P	40,197
Lucas	484,370	4	(6)	Toledo Municipal Court	F	390,234
			(1)	Maumee Municipal Court	F	31,993
			(1)	Oregon Municipal Court	F	20,206
			(1)	Sylvania Municipal Court	F	41,937
Madison	28,318	5	(1)	County Court-Countywide	P	28,318
Mahoning	303,424	8	(1)	County Court-Area #2	P	36,110
			(1)	County Court-Area #3	P	19,543
			(1)	County Court-Area #4	P	40,911
			(1)	County Court-Area #5	P	14,972
			(1)	Campbell Municipal Court	P	14,869
			(1)	Struthers Municipal Court	P	37,260
			(3)	Youngstown Municipal Court	F	139,788
Marion	64,724	5	(1)	Marion Municipal Court-Countywide	F	64,724
Medina	82,717	9	(1)	Medina Municipal Court	F	65,204
			(1)	County Court	P	17,513
Meigs	19,799	5	(1)	County Court-Countywide	P	19,799
Mercer	35,265	7	(1)	Celina Municipal Court-Countywide	F	35,265
Miami	84,342	8	(1)	County Court	P	29,465
			(1)	Piqua Municipal Court	P	26,146
			(1)	Troy Municipal Court	F	28,731

Table A-30 (Continued)

Monroe	15,739	6	(1)	County Court-Countywide	P	15,739
Montgomery	606,148	13	(2)	County Court-Area #1	P	60,716
			(2)	County Court-Area #2	P	66,680
			(1)	County Court-Area #3	P	
			(1)	Kettering Municipal Court	F	98,994
			(1)	Vandalia Municipal Court	F	75,079
			(1)	Miamisburg Municipal Court	P	50,983
			(5)	Dayton Municipal Court	F	243,601
			(1)	Oakwood Municipal Court	P	10,095
Morgan	12,375	4	(1)	County Court-Countywide	P	12,375
Morrow	21,348	5	(1)	County Court-Countywide	P	21,348
Muskingum	77,826	7	(1)	County Court-Eastern Division	P	15,597
			(1)	County Court-Western Division	P	29,184
			(1)	Zanesville Municipal Court	F	33,045
Noble	10,428	5	(1)	County Court-Countywide	P	10,428
Ottawa	37,099	6	(1)	Port Clinton Municipal Court- Countywide	F	37,099
Paulding	19,329	10	(1)	County Court-Countywide	P	19,329
Perry	27,434	10	(1)	County Court-Countywide	P	27,434
Pickaway	40,071	8	(1)	Circleville Municipal Court- Countywide	F	40,071
Pike	19,104	3	(1)	County Court-Countywide	P	19,104
Portage	125,868	9	(2)	Portage County Municipal Court- Countywide	F	125,868
Preble	34,719	8	(1)	Eaton Municipal Court-Countywide	F	34,719
Putnam	31,134	13	(2)	County Court-County-wide	P	31,134
Richland	129,997	7	(2)	Mansfield Municipal Court	F	111,084
			(1)	Shelby Municipal Court	P	18,913

Table A-30 (Continued)

Ross	61,211	5	(1)	Chillicothe Municipal Court Countywide	F	61,211
Sandusky	60,983	4	(1)	County Court-Area #1	P	13,353
			(1)	County Court-Area #2	P	12,327
			(1)	Fremont Municipal Court	P	29,007
Scioto	76,951	3	(1)	Portsmouth Municipal Court- Countywide	F	76,951
Seneca	60,696	5	(1)	Tiffin Municipal Court	F	45,195
			(1)	Fostoria Municipal Court	P	18,986
Shelby	37,748	8	(1)	Sidney Municipal Court- Countywide	P	37,748
Stark	372,210	15	(3)	Canton Municipal Court	F	218,186
			(1)	Alliance Municipal Court	F	47,418
			(2)	Massillon Municipal Court	F	106,606
Summit	553,371	16	(5)	Akron Municipal Court	F	322,520
			(2)	Barberton Municipal Court	F	97,344
			(2)	Cuyahoga Falls Municipal Court	F	133,507
Trumbull	232,579	6	(1)	County Court	P	29,865
			(1)	Girard Municipal Court	P	47,281
			(1)	Newton Falls Municipal Court	F	24,568
			(1)	Niles Municipal Court	F	31,651
			(2)	Warren Municipal Court	F	99,185
Tuscarawas	77,211	18	(1)	County Court-Central District	P	25,721
			(1)	County Court-Northern District	P	26,618
			(1)	County Court-Southern District	P	24,872
Union	23,786	4	(1)	Marysville Municipal Court- Countywide	P	23,786
Van Wert	29,194	7	(1)	Van Wert Municipal Court- Countywide	F	29,194
Vinton	9,420	3	(1)	County Court-Countywide	P	9,420
Warren	84,925	9	(2)	County Court	P	32,010
			(1)	Lebanon Municipal Court	P	14,635
			(1)	Franklin Municipal Court	P	25,963
			(1)	Mason Municipal Court	P	12,317

Table A-30 (Continued)

Washington	57,160	5	(1)	Marietta Municipal Court- Countywide	F	57,160
Wayne	87,123	14	(1)	Wooster Municipal Court- Countywide	F	57,160
Williams	33,669	8	(1)	Bryan Municipal Court-Countywide	F	33,669
Wood	89,722	20	(1)	Bowling Green Municipal Court	P	51,417
Wyandot	21,826	5	(1)	Perrysburg Municipal Court Upper Sandusky Municipal Court-Countywide	P	35,818
						21,826

## PROSECUTION

Prosecution is a function performed at every level of government in Ohio. At the State level, this responsibility rests with the Office of the Attorney General, while in each of the 88 counties it is in the hands of an elected prosecuting attorney. In addition, every municipality in the State has a legal officer known either as a prosecutor, a city solicitor or a law director.

The duties of the prosecutor involve both the civil and criminal law and include not only representation at trial, but also providing local officials with day-to-day legal assistance. Thus, a prosecutor at the county level is often required to allocate his time between gathering evidence in preparation for a grand jury presentation and assisting in the negotiation of construction or labor contracts. These civil responsibilities have grown significantly since 1968 and today account for over 30 percent of the county prosecutor's time.

The public prosecutor has always been accorded broad discretionary powers to choose between prosecuting and not prosecuting. Once the individual has been charged with a crime by the police, the prosecutor's office will make its own investigation and decide whether the accused is to be prosecuted, and, if so, what the charge will be. The Ohio Constitution provides that, except in cases involving (1) the Army, the Navy or the militia, (2) impeachment or (3) offenses for which the penalty is less than imprisonment in a penitentiary,

"no person shall be held to answer for a capital, or otherwise infamous crime, unless on presentment or indictment of a grand jury...."

Otherwise, a bill of information will generally be used. If the prosecutor does make a presentation, the grand jury will then decide if there is probable cause to believe that the

individual charged has committed a crime. If the grand jury finds that probable cause exists, an indictment will be issued and the prosecutor will have the responsibility of bringing the case to trial.

#### ATTORNEY GENERAL

Under the Constitution of Ohio, the Office of the Attorney General is located within the executive branch of government. This is a separately elected post with a term of four years. The Attorney General is the State's lawyer. His duties include prosecution of defendants charged with violation of State law, as well as representation of the State where claims have been brought against it. The Attorney General also provides legal advice and opinions to State government agencies and to public officials and bodies throughout the State.

In terms of the criminal justice system, the Attorney General has a small staff of criminal lawyers who represent the State. Under the law, the governor may request the Attorney General to prosecute any criminal case in the State, but this task is left primarily to the county and city prosecutors. Under statute, the Attorney General has prosecutive authority in appeals cases and may call upon local prosecutors for assistance. He may also initiate grand jury proceedings. But again, this authority is rarely exercised and is left to prosecutors at the local level.

The Attorney General's Office, through the Bureau of Criminal Identification and Investigation, (BCI&I), provides State and local law enforcement agencies with valuable investigative services. This agency provides laboratory and technical assistance which is often not available to smaller police departments and also works with local law enforcement agencies in gathering information on criminal activities which are of regional or statewide concern.

As can be seen, then, the Ohio Attorney General does not play a prominent role in the day-to-day prosecution functions throughout the State, unlike his counterparts in other states. This situation is due primarily to statutory restrictions on the powers of his office. The result is wide discretion on the part of the local prosecutors in selecting the cases to be prosecuted and the manner in which this is to be done.

## COUNTY AND MUNICIPAL PROSECUTORS

There are 88 county prosecutor offices in Ohio, each manned by one prosecuting attorney and varying numbers of assistants. The prosecuting attorney is elected for a four-year term. At present, Ohio law does not require prosecuting attorneys to work full-time and private practice is permitted. Even in larger counties where the county prosecutor receives a reasonable salary, part-time assistants are often used for several reasons. First, a smaller number of full-time assistants may not be able to cover all the appearances required by the courts and other governmental agencies. Second, the salaries for full-time work are not competitive with those of the private sector; therefore, allowing assistant prosecutors to engage in private practice and gain the valuable experience available in the prosecutor's office will keep the turnover rate down considerably. At the municipal level, the city prosecutor, the law director or solicitor is either an elected official or appointed by the mayor. As mentioned earlier, the county prosecutor is charged with the prosecution of felonies and the presentation of evidence before the grand jury, while the city prosecutor has the responsibility of prosecuting misdemeanors, ordinance violations and felonies through the preliminary hearing stage.

County prosecutor offices vary greatly in size of staff and volume of criminal cases handled. The salaries of county prosecuting attorneys are established by State statute and classified according to the population of the county as ascertained by the latest United States census. (See Table A-31.)

As indicated by these statistics, the size of the county prosecutor's staff does not necessarily bear a direct relation to his criminal caseload or the size of the county. This is particularly true in the rural counties where a one- or two-man office is required to handle the entire civil and criminal caseload.

Table A-31  
County Prosecutor's Offices, by Population  
and Criminal Cases Filed

County	1970 Population	County Prosecutors Salaries	Assistant Prosecutors	1973 Budget	1973 Arraignments	197[ ]
Cuyahoga	1,721,300	25,900	62	1,245,493	5,669	6,692
Hamilton	924,018	23,700	26	535,930	3,139	3,168
Franklin	833,249	23,700	25	574,504	2,031	2,520
Montgomery	606,148	23,000	30	616,555	1,805	1,993
Summit	553,371	22,300	16	416,455	1,384	1,211
Lucas	484,370	21,600	17	290,460	1,176	1,511
Stark	372,210	20,000	13	253,200	560	691
Mahoning	303,424	20,000	12	221,020	378	652
Lorain	256,843	18,800	13	281,800	436	661
Trumbull	232,579	18,000	8	121,900	394	538
Butler	226,207	18,000	6	120,000	557	490
Lake	197,200	17,500	5	275,000	402	542
Clark	157,115	16,800	4	92,011	345	332
Richland	129,997	16,500	5	147,881	201	275
Portage	125,868	16,500	6	111,510	285	202
Greene	125,057	16,500	3	94,000	122	152
Allen	111,144	15,600	5	93,760	207	249
Columbiana	108,310	15,300	5	110,150	144	172
Licking	107,799	15,300	2	114,625	207	212
Ashtabula	98,237	14,300	3	65,973	98	130
Jefferson	96,193	14,300	5	80,725	104	104
Clermont	95,725	14,300	4	49,140	157	152
Wood	89,722	13,600	3	52,700	123	142
Wayne	87,123	13,500	1	51,900	110	148
Warren	84,925	13,600	3	82,914	152	182
Miami	84,342	13,200	3	55,380	130	212
Medina	82,717	13,200	2	61,800	104	142
Belmont	80,917	13,200	2	57,370	220	150
Muskingum	77,826	12,900	2	79,840	145	192
Tuscarawas	77,211	12,900	1	62,300	60	104
Scioto	76,951	12,900	3	75,602	212	213
Erie	75,909	12,900	3	56,180	166	192
Fairfield	73,301	12,500	2	45,000	136	95
Marion	64,724	11,800	4	61,325	125	147
Geauga	62,977	11,800	3	54,864	90	162
Hancock	61,217	11,800	3	43,550	115	112
Ross	61,211	11,800	2	33,685	216	217

Table A-31 (Cont'd.)

Sandusky	60,983	11,800	2	56,391	113	164
Seneca	60,696	11,800	2	61,300	105	117
Washington	57,160	11,500	None	39,235	39	59
Lawrence	56,868	11,500	2	53,875	113	135
Athens	54,889	11,500	None	17,000	94	100
Crawford	50,364	11,200	2	35,894	47	70
Huron	49,587	10,900	None	29,390	107	165
Darke	49,141	10,900	1	42,700	141	208
Ashland	43,303	10,400	1	45,117	182	137
Delaware	42,908	10,400	1	35,900	68	61
Knox	41,795	10,400	2	33,600	18	39
Pickaway	40,071	10,400	1	26,500	153	277
Auglaize	38,602	9,000	1	30,000	80	50
Shelby	37,748	9,000	1	36,430	76	85
Guernsey	37,665	9,000	1	25,200	73	86
Ottawa	37,099	9,000	1	26,500	54	69
Defiance	36,949	9,000	1	22,900	71	73
Mercer	35,265	9,000	2	37,500	19	28
Logan	35,072	9,000	2	37,650	77	47
Preble	34,719	8,500	1	23,950	74	56
Williams	33,669	8,500	1	23,816	50	72
Coshencton	33,486	8,500	2	58,770	63	73
Fulton	33,071	8,500	1	32,074	38	30
Clinton	21,464	8,500	1	32,295	69	85
Putnam	31,134	8,500	1	24,250	57	64
Hardin	30,813	8,500	1	23,650	30	27
Champaign	30,491	8,500	1	21,150	100	76
Van Wert	29,194	8,000	None	19,100	56	88
Highland	28,996	8,000	2	23,400	109	125
Madison	28,318	8,000	1	30,000	76	66
Perry	27,434	8,000	1	24,180	29	54
Jackson	27,174	8,000	1	23,571	29	23
Henry	27,058	8,000	1	23,000	17	38
Brown	26,635	8,000	1	21,340	138	122
Fayette	25,416	8,000	1	18,500	32	101
Gallia	25,239	8,000	None	19,100	15	25
Union	23,786	7,600	1	19,179	80	51
Holmes	22,500	7,600	None	10,700	39	24
Wyandot	21,826	7,600	None	15,730	19	24
Carroll	21,579	7,600	1	20,500	36	49
Morrow	21,348	7,600	1	25,668	40	29
Hocking	20,322	7,600	None	20,180	57	59
Meigs	19,799	6,600	1	15,044	19	34
Paulding	19,329	6,600	1	15,820	90	44
Pike	19,104	6,600	1	16,197	56	35
Adams	18,957	6,600	None	17,850	63	40
Harrison	17,013	6,600	1	18,100	22	23
Monroe	15,739	6,600	None	17,080	24	25
Morgan	12,375	6,100	None	13,600	23	62
Noble	10,428	6,100	None	12,810	16	23
Vinton	9,420	6,100	None	12,600	15	20

25,121      28,782

## DEFENSE

The right to a free trial and to be represented by counsel in a criminal proceeding are essential elements of a judicial system based on justice and equality. The right to counsel in federal court has long been recognized and finds as its basis the Sixth Amendment of the United States Constitution:

"In all criminal prosecutions, the accused shall enjoy the right...to have the Assistance of Counsel for his defense."

It was not until Gideon Vs. Wainwright in March of 1963 that the United States Supreme Court expanded this right to apply also to State courts, holding that:

"reason and reflection require us to recognize that in our adversary system of criminal justice, any person haled into court, who is too poor to hire a lawyer, cannot be assured a fair trial unless counsel is provided for him."

Since Gideon had applied to a felony conviction, the decision was narrowly interpreted so as only to include the right to counsel in felony cases; that is, possible imprisonment for one year or more.

Not until June of 1972 did the U.S. Supreme Court address the right to counsel in non-felony cases. In Argersinger Vs. Hamlin the Court decided that:

"Absent a knowing and intelligent waiver, no person may be imprisoned for any offense whether classified as petty, misdemeanor, or felony unless he was represented by counsel at his trial...."

Under the rule that we announce today, every judge will know when the trial of a misdemeanor starts that no imprisonment may be imposed, even though local law permits it, unless the accused is represented by counsel."

But the court realized that the right to counsel at the formal trial would be hollow if, for all practical purposes, the conviction had already been assured during the pretrial stage. In a series of cases decided during the last decade, the court has ruled that the adversary system mandates that, in situations in which persons are required to contest serious accusations, equity and fairness dictate that they not be denied the tools of the contest, one of which is the right to counsel. In addition to the presence of counsel at trial, the accused is guaranteed that he need not stand alone against the State at any stage of the prosecution, formal or informal, in court or out, where the presence of counsel is necessary to preserve the accused's right to a fair trial. Therefore, the Supreme Court has ruled that the accused has a right to counsel during police interrogation, at preliminary hearings, at post-indictment lineups, at arraignment, during sentencing, as well as at trial. The right to counsel has also extended to delinquency cases, to certain commitment proceedings, to parole or probation revocation hearings and to criminal appeals.

#### ASSIGNED COUNSEL SYSTEM

This increased demand for defense services has taxed the present system of appointed private counsel, now used extensively in Ohio. Under this system, a member of the local bar is chosen from a roster or list of available attorneys. Only the common pleas courts are authorized by State statute to appoint counsel and to order payment for such services. There is no State reimbursement in misdemeanor cases, but some cities have passed ordinances to compensate attorneys for work in municipal and county court. The county will pay the assigned attorney up to \$300 in legal fees, plus expenses, for a felony, and a reasonable amount determined by the court, if the offense is first or second degree murder. The county will in turn be reimbursed by the State of Ohio if the defendant is convicted. (See Table A-32.) Under the Ohio Revised Code, a judge may assign up to two counselors to any defendant who is unable to employ counsel. The only limitation is that the appointed counsel may not be a law partner of the prosecutor.

The present assigned counsel system in Ohio in common pleas courts is funded jointly by the State and the county under a unique arrangement. If a defendant is sentenced to the State penitentiary and costs cannot be recovered from him because he is without assets, then the State will reimburse the county for its expenses, including fees paid to appointed attorneys. On the other hand, if the accused is acquitted, given probation or a suspended sentence, or if the matter is reduced to a misdemeanor or dismissed, then the State does not reimburse the county for its costs and the total assigned counsel fees awarded must be borne by the county. For fiscal year 1974, the counties were reimbursed \$976,063 by the State for 3,141 cases by the State for attorney fees and expenses. (See Table A-32.) The average cost per case for the entire state is \$313.

Table A-32

OHIO COMMON PLEAS AND APPELLATE COURTS  
 Cost and Expenses for Assigned Counsel  
 Reimbursed by the State  
 July 1, 1973 to June 30, 1974

County	Cost	Cases	Average Cost per Case
Adams	0	0	0
Allen	12,060	52	232
Ashland	600	2	300
Ashtabula	7,148	21	340
Athens	611	6	102
Auglaize	1,035	7	148
Belmont	1,025	6	171
Brown	2,350	15	158
Butler	15,975	56	285
Carroll	5,250	6	875
Champaign	4,525	17	266
Clark	9,900	67	148
Clermont	1,100	6	183
Clinton	1,800	9	200
Columbiana	9,046	42	215
Coshocton	750	4	188
Crawford	1,457	12	121
Cuyahoga	104,549	148	706
Darke	925	6	154
Defiance	2,700	18	150
Delaware	9,100	21	433
Erie	4,600	23	200
Fairfield	4,225	42	101
Fayette	3,194	15	213
Franklin	67,763	301	225
Fulton	725	7	103
Gallia	975	4	246
Geauga	1,475	7	211
Greene	5,665	25	227
Guernsey	2,598	14	186
Hamilton	189,405	531	357
Hancock	2,730	16	171
Hardin	1,325	6	221
Harrison	450	3	150
Henry	3,100	8	388

Table A-32 Continued

Highland	3,735	10	374
Hocking	975	9	108
Holmes	850	3	283
Huron	7,036	12	586
Jackson	300	2	150
Jefferson	19,000	11	1,730
Knox	250	2	125
Lake	17,319	31	558
Lawrence	2,800	12	233
Licking	10,500	39	269
Logan	3,075	12	246
Lorain	22,579	67	337
Lucas	68,905	203	339
Madison	1,300	15	87
Mahoning	15,187	86	176
Marion	13,748	39	353
Medina	4,200	13	323
Meigs	0	0	0
Mercer	450	3	150
Miami	7,850	30	262
Monroe	200	1	200
Montgomery	46,625	240	190
Morgan	200	1	200
Morrow	1,000	9	111
Muskingum	2,450	16	153
Noble	750	5	150
Ottawa	1,500	12	125
PauIding	950	9	106
Perry	875	7	125
Pickaway	3,400	14	243
Pike	800	6	133
Portage	8,184	41	200
Preble	308	2	154
Putnam	3,300	5	660
Richland	5,702	28	204
Ross	9,250	55	168
Sandusky	2,272	10	227
Scioto	4,675	30	156
Seneca	6,432	30	214
Shelby	675	4	166
Stark	36,600	87	421
Summit	97,104	297	327
Trumbull	47,343	30	1,578

Table A-32 Continued

Tuscarawas	825	6	138
Union	200	1	200
Van Wert	0	0	0
Vinton	350	3	117
Warren	9,750	28	348
Washington	2,400	16	150
Wayne	75	1	75
Williams	770	4	192
Wood	1,750	19	92
Wyandot	150	2	75

Presently, the majority of Ohio's 88 counties employ assigned counsel chosen either from a special roster or picked at random. In two counties, however, the courts make use of legal aid societies or public defender offices as well as private attorneys in assigning counsel. Use of the public defender offices where they do exist varies greatly, depending on the resources of the office and the attitudes of the local courts and bar association. In four of Ohio's large metropolitan counties (Franklin, Montgomery, Summit and Lucas) public defender offices handle misdemeanor and felony cases from the beginning through to appeal if necessary. In smaller county offices, however, the public defender usually concentrates upon misdemeanors and felonies through the preliminary hearing stage. After preliminary hearing, felony cases are turned over to privately appointed counsel who provide representation at trial. Misdemeanor representation is left almost exclusively in the hands of the public defender offices.

Prior to July, 1973, there was no uniformity among Ohio courts as to the point at which assigned counsel should be made available to indigent defendants. Thus, some courts provided representation to the defendant at his first court appearance while other jurisdictions did not provide representation until formal arraignment. Under the new Ohio Rules of Criminal Procedure, however, counsel is assigned to represent the indigent defendant at every stage of the proceedings from the initial appearance through appeal unless the defendant knowingly, intelligently and voluntarily waives his right to counsel.

Some public defender offices in Ohio have gone beyond this mandate and have provided the indigent accused with legal assistance at the police station. This practice, however, exists in only a few counties.

The quality of legal service provided to indigents is difficult to measure. Generally, attorneys appointed from a roster or list are young and newly admitted to the bar. Where attorneys are chosen at random, appointments often include more experienced lawyers, but they may have no experience in criminal representation. Most public defender offices, on the other hand, specialize in areas within the criminal justice framework.

## PUBLIC DEFENDERS

Organized defender offices are providing the only full-time legal defense services for indigents in Ohio. At the present time, even though only 29 of Ohio's 88 counties provide some type of public defender programs, these high population counties account for 71 percent of the state's population. (See Table A-33 and Figure A-15.) This figure is somewhat misleading, since the six largest counties alone account for about 50 percent of the State's population. Several of these projects have not yet begun operations since they will start up with FY 1975 AJD funds, whereas others are encountering severe financial problems and are in the process of shutting down. In addition to the FY 1975 allocation, AJD has been the primary funding source of many of these programs, as is evident by the following table:

FUNDING YEAR	ALLOCATION
FY 1975	\$1,311,693
FY 1974	931,412
FY 1973	1,336,874
FY 1972	<u>699,610</u>
TOTAL	\$4,279,589 .

However, present policy prohibits AJD from being a permanent funding source of these programs and unless these offices receive either local or State funding support, these offices may have to be terminated.

The Ohio Public Defender Association (OPDA) recently conducted a telephone survey of all known and operating public defender associations in Ohio. Marion, Erie and Seneca counties have new projects that had not yet begun operations as of the time of the survey. Twenty-two offices were contacted that provide representation in 26 counties. Table A-34 contains a summary of the fiscal information compiled from this survey.

Table A-33

## Public Defender Services, by Population

County	1970 Population of Counties With Defenders	1970 Population of Counties Without Defenders	County	1970 Population of Counties With Defenders	1970 Population of Counties Without Defenders
Cuyahoga	1,721,300		Huron		49,587
Hamilton	924,018		Darke		49,141
Franklin	833,249		Ashland		43,303
Montgomery	606,148		Delaware		42,908
Summit	553,371		Knox		41,795
Lucas	484,370		Pickaway		40,071
Stark	372,210		Auglaize		38,602
Mahoning	303,424		Shelby		37,748
Lorain		256,843	Guernsey		37,665
Trumbull		232,579	Ottawa		37,099
Butler		226,207	Defiance		36,949
Lake	197,200		Mercer		35,265
Clark	157,115		Logan		35,072
Richland		129,997	Preble		34,719
Portage	125,868		Williams	33,669	
Greene	125,057		Coshcocton		33,486
Allen	111,144		Fulton		33,071
Columbiana	108,310		Clinton	21,464	
Licking		107,799	Putnam		31,134
Ashtabula	98,237		Hardin		30,813
Jefferson		96,193	Champaign		30,491
Clermont	95,725		Van Wert		29,194
Wood	89,722		Highland		28,996
Wayne	87,123		Madison		28,318
Warren		84,925	Perry		27,434
Miami	84,343		Jackson		27,174
Medina		82,717	Henry		27,058
Belmont		80,917	Brown		26,635
Muskingum		77,826	Fayette		25,416
Tuscarawas	77,211		Gallia		25,239
Scioto		76,951	Union		23,786
Erie	75,909		Holmes		22,500
Fairfield		73,301	Wyandot		21,826
Marion	64,724		Carroll	21,579	
Geauga	62,977		Morrow		21,348
Hancock		61,217	Hocking		20,322
Ross		61,211	Meigs		19,799
Sandusky		60,983	Paulding		19,329
Seneca	60,696		Pike		19,104
Washington		57,160	Adams		18,957
Lawrence		56,868	Harrison	17,013	
Athens	54,889		Monroe		15,739
Crawford		50,364	Morgan		12,375
			Noble		10,428
			Vinton		9,420
			Totals	7,568,064	3,083,953

**FIGURE A-15**

**Counties With Public Defender Services**



Table A-34  
Ohio Public Defender Survey

<u>County</u>	<u>1974 Budget</u>	<u>1974 LEAA Share</u>
Allen	30,700	23,025
Ashtabula	35,321	29,820
Athens	20,000	--
Carroll (see Tuscarawas)		
Clark	54,568	42,000
Clermont	22,328	14,388
Clinton (see Greene)		
Columbiana	46,043	35,000
Cuyahoga	494,000	91,000
Franklin	573,000	67,735
Geauga (see Lake)		
Greene	40,659	35,393
Hamilton	247,014	--
Harrison (see Tuscarawas)		
Lake	75,923	62,418
Lucas	141,708	57,223
Mahoning	35,528	26,239
Miami	31,127	23,345
Montgomery	413,000	300,000
Montgomery (Legal Aid)	58,000	--
Portage	49,984	44,984
Stark	68,582	61,724
Summit	193,334	174,000
Tuscarawas	44,444	40,000
Williams	17,918	16,125
Wayne	44,682	34,079
Wood .(see Lucas)		
<b>TOTALS</b>	<b>\$2,737,863</b>	<b>\$1,179,699</b>

## ADULT CORRECTIONS

"Seen from the outside, the criminal justice and correctional system presents the appearance of a virtually omnipotent conspiracy for the organization of human misery. But, once having won his way in, the outsider--now a participant--discovers a shocking fact; there is no conspiracy. Indeed, there is hardly any organization. What appears at a distance to be a monolithic system turns out to be no system at all--but rather a concatenation of several interest groups, frequently operating at cross purposes or, worse, without reference to each other at all. In the chaos thus propagated, accident, apathy, non-accountability and sheer inertia are fully capable of producing fortuitously what the most efficient, concerted malice might have achieved by design: the almost total debasement of human aspiration." (Richard R. Korn, "The Prisoners of Affirmation: Correctional Administrators As Penal Reformers": in Prisoners' Rights, Michele Herman and Marilyn Haft.) Richard Korn was, of course, addressing himself to issues arising from the institutional setting. However, his observation can be applied to the entire area of adult corrections.

Responsibility for the correctional system in Ohio is a divided effort. Jurisdictionally and functionally, the components of the adult corrections conglomerate of services have grown and multiplied in chaotic fashion. Indeed there has been little or no interfacing and coordination between the dispositional, institutional and non-institutional components of corrections. At present, there is a movement, at State and local levels, to bring to light and effect the already-existing, but heretofore unrecognized, bond between these correctional components.

It must be kept in mind that the term corrections is very ambiguous. It is often used as a catch-all for the universe of services rendered to individuals trapped in the morass of the criminal justice system. For the purposes of this discussion, adult corrections refers to: "the quasi-system that has passively developed and is responsible for delivering services, either punitive or rehabilitative, to those individuals who have been adjudicated guilty of criminal

offenses." By its very nature the corrections concept excludes prevention and diversion programs, which are essentially pre-adjudication services. An attempt is made here to describe the organization, resources and facilities available, by treating the material as steps in the process through which an individual passes after adjudication. An overview of this process is provided in Figure A-16.

#### ADULT DIVERSION

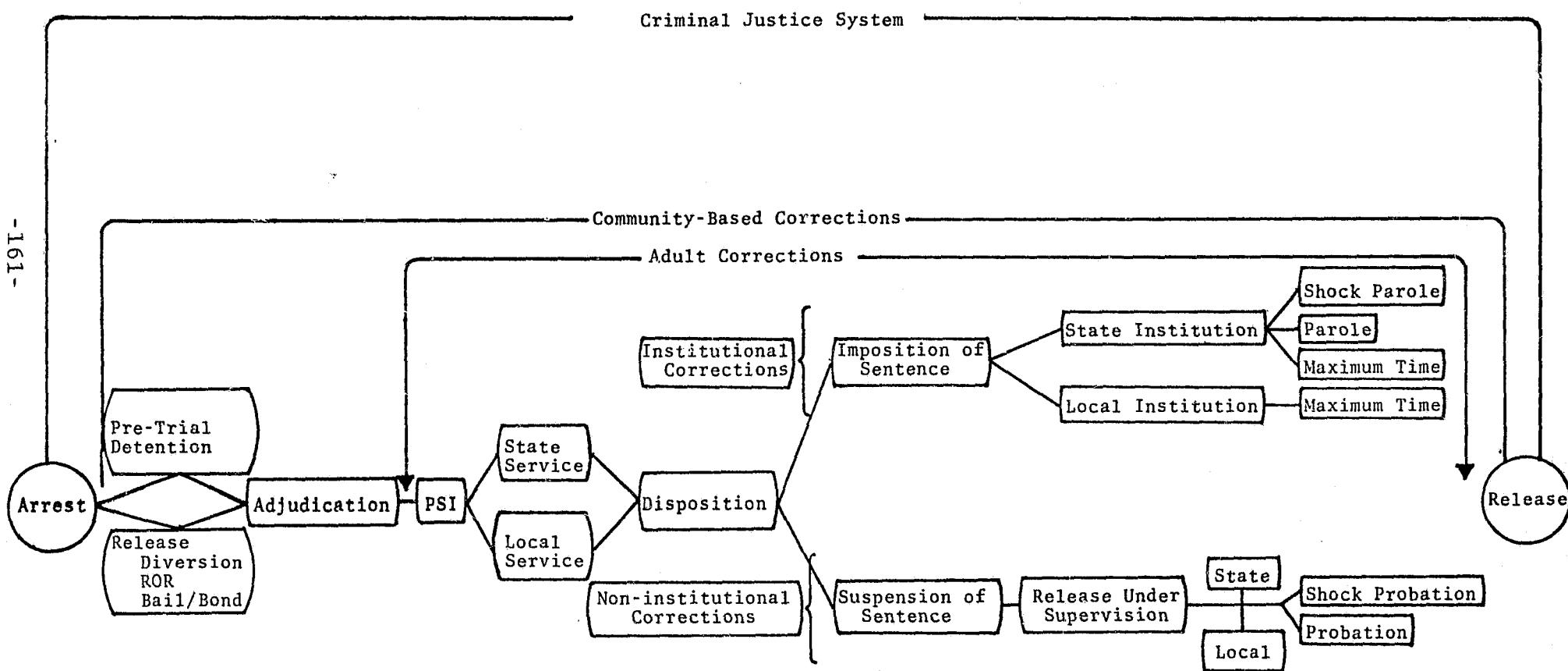
Diversion has been defined by the Ohio Criminal Justice Supervisory Commission as: "the procedure of postponing prosecution, either temporarily or permanently, at any point in the judicial process from the point at which the accused is to be charged until adjudication." The purpose of diversion is to offer the accused an alternative method of rehabilitation, other than incarceration or probation, which will bring about the accused's future compliance with the law. The National Advisory Commission on Standards and Goals (NAC) emphasizes that diversion is a realistic approach to the problem of an over-burdened court system, but that such a rationale is not the sole basis for the development of a diversion program. A major goal is to have a criminal justice system which is balanced in terms of caseloads and resources. If this goal were met, there would be little need for a diversion process whose sole meaning arose from a desire to alleviate inadequate court facilities, thus reducing court delay.

Furthermore, within the diversion process, the offender is offered a substitute means of restitution for his anti-social behavior; i.e., a rehabilitative program or other form of aid which can be of greater correction to the individual than a series of arrests and incarcerations. The diversion process is an attempt to transform an individual's negative experience of arrest into a positive variation in his life, a movement toward becoming a more productive citizen.

Projects of this diversionary nature are springing up all over the country. The Medina County "First Offender Diversion Program" is an early experiment in Ohio. In this program, the county prosecutor works in conjunction with the county family guidance clinic, an agency funded by the county Mental Health and Mental Retardation Board. The offenders are offered a multi-phased counseling-employment program as an alternative to the regular criminal procedures. It aims at altering the person's attitudes toward his obligations and problems in order to facilitate his movement back into society as a constructive and respectable citizen.

The concept of diversion is of interest to members in all facets of the legal community and the criminal justice

Figure A-16



system. As with all other components of the system, any innovation or change in this area will have its impact on all other components.

Diversion is an informal process in Ohio, concerning many elements of the system. Following arrest, the prosecutor determines whether a case should go to court or be dismissed. Under diversion programs, the prosecutor may recommend to the court that the offender, instead, be diverted and the case postponed. At the same time, a defense counsel, protecting the offender's rights, guards against a misuse of the quasi-system. A desire for the efficient administration of justice brings a judge's attention to such a program. His experience shows him those cases which could be better handled through an alternative to the court process. Representatives of State and local government will voice the community's concerns, such as the need for clear guidelines for diversion to assure that only non-violent, non-dangerous offenders are released. The concept of diversion is clearly one which links together all parts of the criminal justice system. Since all will be affected by the formalization of the diversion process for adults, it is essential that all members be represented in its inception.

If an individual is not judged to be a good candidate for diversion, he must then proceed through the adjudication process.

#### PRE-TRIAL DETENTION

There will be times when an individual may not be eligible for an adult diversion program and may also be incapable of providing the necessary cash for a bond. As a result, he must await his day in court within the confines of a local facility.

In 1972, the latest figures available, approximately 141,600 persons were confined in the nation's jails. Fifty-one-thousand or 36 per cent of this number were confined awaiting trial. That is roughly two out of every five inmates. In the "Survey of Inmates of Local Jails, Advance Report", published by the U. S. Department of Justice, it is indicated that "the amount of time spent in jail by inmates awaiting trial or sentencing averaged approximately three months;... Trial delay did not differ sharply along racial lines." One must keep in mind that those awaiting trial are "innocent until proven guilty." Yet, in Ohio, 4,804 individuals were being confined during the same period discussed above in local jails.

If the accused is determined guilty, either by guilty plea or trial, the judge must then dispose of the case through utilization of several alternatives. In order to insure usage of the most effective alternative, the sentencing judge will usually request a pre-sentence investigation.

#### PRE-SENTENCE INVESTIGATION (PSI)

A comprehensive PSI will take into consideration, along with the client's legal history, his employment history, family background and medical history. It will also include a brief survey of the client's military background, his educational achievements and any other factors which either are believed to have influenced his present criminal activity or might indicate definite positive potentials relative to the client's ability to successfully reintegrate himself within society.

Normally, the pre-sentence investigation is carried out by some arm of the local court of jurisdiction. However, the Department of Rehabilitation and Correction has employed trained State probation officers and has placed them in those urban counties where crime and terminal sentence rates are high. These counties include Cuyahoga, Franklin, Summit and Mahoning. The function of these officers is to provide a high quality PSI to the courts and thereby insure a more accurate utilization of alternatives to institutional sentencing. This service, in turn, relieves the local probation officers to concentrate on the actual supervision of probationers, thereby improving the quality of that supervision. It should be pointed out that most State probation and parole officers conduct PSIs along with their supervision activities.

It is estimated that over 70 percent of the common pleas courts in Ohio make use of the pre-sentence investigation. This, of course, includes those counties serviced by the Adult Parole Authority (APA). No exhaustive compilation of statistics is available for probation services other than those provided by the APA. This is partly due to the reluctance on the part of local jurisdictions to provide such information to the State. However, available data shows that the use of PSIs by the municipal courts has consistently increased in recent years, partially due to AJD funding.

Whether at the State or local level, it is at this initial stage that an individual may have his first contact with the myriad of services offered and/or demanded for the

"rehabilitation" of the client. The Department of Mental Health and Mental Retardation, Division of Forensic Psychiatry, has begun operating forensic centers in major population centers throughout the State. These centers are intended to provide the courts and other law enforcement agencies with requested diagnostic and evaluation reports. This may include psychiatric evaluation as part of the pre-sentence investigation. Some centers also provide outpatient psychiatric treatment for parolees and probationers. Forensic centers are currently in operation in Cincinnati, Columbus, Dayton, Springfield, Toledo, Hamilton, Athens, Canton, Portsmouth and Zanesville, Ohio. (See Figure A-17) These centers provide a vital service relative to the PSI by providing the court with information essential to ensure the proper use of sentencing alternatives, while ensuring the safety of the community and the well-being of the client before the court for final disposition.

During FY 1973 and 1974, the Division of Forensic Psychiatry established a number of forensic psychiatric centers through contractual arrangements with the community mental health and mental retardation boards. These community-based forensic psychiatric centers are designed to provide diagnostic, evaluation, and consultation services for the courts. In FY 1973, there were two community-based forensic centers serving a total of 200 clients. In 1974, the number of centers was expanded to six and the caseload increased to 750. The Division is planning to expand the number of forensic psychiatric centers to a total of at least 10 during the next biennium. (See Table A-35)

Services provided by the regional centers vary in type and number. The following is a capsule version of these services.

. All observations and consultations for District III are performed by Lima State Hospital Staff.

. All mentally ill offenders who require institutional care are now treated at Lima State Hospital, Junction City Treatment Center, or Chillicothe Treatment and Research Center. In 1973/74, 30 patients from District III were treated in these institutions.

. Lima State Hospital provides the above services to all courts throughout the State which do not have recourse to local forensic service centers.

. The Division operates psychiatric clinics in the Marion Correctional Institution and in the Ohio State Reformatory at Mansfield. These clinics provide psychiatric services to inmates who become mentally ill while incarcerated in these

Table A-35

Forensic Services							
Population and District	Counties Served	Center Title	Number of Court Observations	Number Judicial Consultations	Number Probationers and Parolees	FY 74 and 75 Federal	Budget <sup>P</sup> State
I  (1,362,339)	Butler	Cincinnati/Hamilton Co. Forensic Center	160	100	300	74 -- 75 --	\$130,944 144,038
	Clermont						
	Clinton						
	Hamilton	Butler Co. Forensic Center	<u>75<sup>P</sup></u> 235	<u>75<sup>P</sup></u> 175	<u>120<sup>P</sup></u> 420	74 \$ 77,000 75 <u>103,162</u> \$180,162	10,267 9,411 \$294,660
	Warren						
II  (1,159,664)	Champaign	Dayton/Montgomery Co. Forensic Center	125	150	20	74 \$115,300 75 127,530	\$ 21,067 23,000
	Clark						
	Darke						
	Greene	Springfield/Clark Co. Forensic Center	<u>40</u> 165	<u>60</u> 210	<u>20</u>	74 42,700 75 <u>45,720</u> \$331,250	-- -- \$ 44,067
	Logan						
	Miami						
	Montgomery						
	Preble						
	Shelby						
III  (337,370)	Allen	Lima State Hospital				74 \$114,847 75 <u>57,506</u> \$172,353	\$ 7,404,860 7,589,190 \$14,994,050
	Auglaize						
	Hancock						
	Hardin						
	Mercer						
	Putnam						
	Van Wert						

P = Potential

Table A-35 (Continued)

Population and District	Counties Served	Center Title	Number of Court Observations	Number Judicial Consultations	Number Probationers and Parolees	FY 74 and Federal	75 Budget <sup>P</sup> State
IV (898,159)	Defiance Erie Fulton Henry Lucas Ottawa Paulding Sandusky Williams Wood	Toledo Court Diagnostic and Treatment Center	85	65	115	74 75 \$ 46,880 <u>50,000</u> \$ 96,800	\$ 15,600 16,700 \$ 32,300
V (483,640)	Ashland Crawford Huron Knox Marion Morrow Richland Seneca Wyandot	Marion Correctional Institution Clinic Ohio State Reformatory Clinic, Mansfield	-- -- --	-- -- --	-- 74 75 \$ 11,215 11,664	-- -- 75 -- \$ 12,100 12,584 \$ 47,563	

Table A-35 (Continued)

Population and District	Counties Served	Center Title	Number of Court Observations	Number Judicial Consultations	Number Probationers and Parolees	FY 74 and 75 Federal	Budget <sup>P</sup> State
VI (1,174,893)	Delaware Fairfield Fayette Franklin Licking Madison Pickaway Union	Columbus Forensic Center London Correctional Institution Clinic Correctional Medical Center Clinic (OP) OH Reformatory for Women Clinic	170 -- -- -- -- -- --	100 -- -- -- -- -- --	150 -- -- -- -- -- --	74 \$ -- 75 48,000 74 -- 75 18,462 74 -- 75 -- 74 -- 75 --	\$119,000 127,000 -- 2,462 42,129 14,560 45,422 47,239 <u>\$66,462</u> <u>\$397,812</u>
VII (350,565)	Adams Brown Gallia Highland Jackson Lawrence Pike Ross Scioto Vinton	Chillicothe Treatment and Research Center Chillicothe Correctional Institution Clinic Portsmouth Forensic Center Southern Ohio Correc- tional Facility Clinic	-- -- -- 25 <sup>P</sup> -- --	-- -- -- 30 <sup>P</sup> -- --	-- -- -- 65 <sup>P</sup> -- --	74 \$ -- 75 -- 74 -- 75 -- 74 -- 75 38,000 74 -- 75 --	\$452,468 528,388 54,151 56,238 -- 5,114 23,560 38,440 <u>\$38,000</u> <u>\$1,158,359</u>

Table A-35 (Continued)

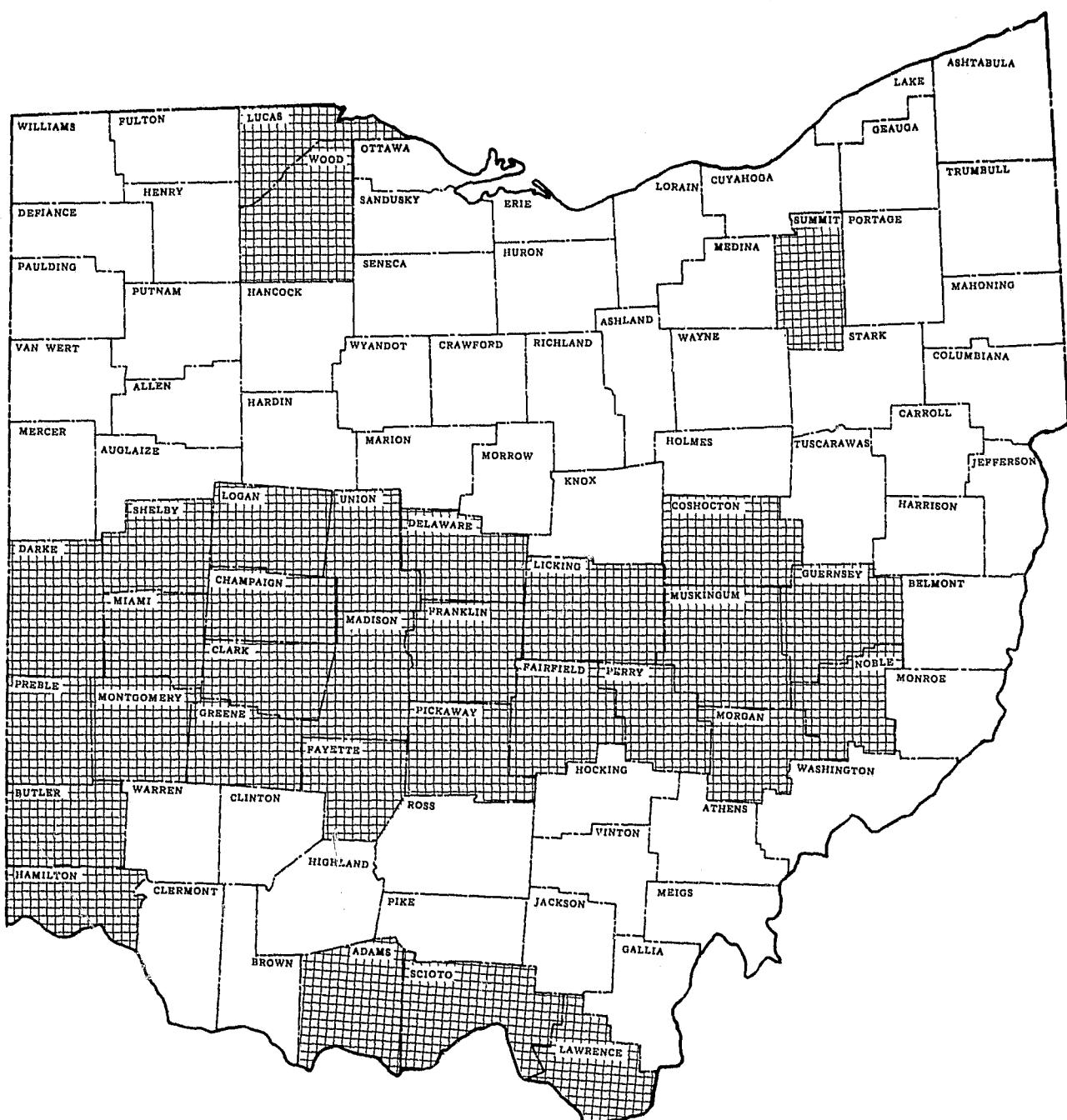
Population and District	Counties Served	Center Title	Number of Court Observations	Number Judicial Consultations	Number Probationers and Parolees	FY 74 and 75 Federal	Budget <sup>P</sup> State
VII (191,979)	Washington Hocking Athens Meigs Morgan Perry	Junction City Treatment Center	--	--	--	74 \$71,500 75 19,800 \$91,300	\$1,707,169 1,717,803 \$3,424,972
IX (468,057)	Noble Guernsey Muskingum Coshocton Belmont Carroll Harrison Jefferson Monroe Tuscarawas	Zanesville Forensic Center (P)	--	--	--	74 \$ -- 75 39,000 \$39,000	\$ -- 5,200 \$ 5,200
X (North) (2,250,000)	Cuyahoga Geauga Lake Lorain	--	--	--	--	74 \$ -- 75 -- \$ --	\$ -- \$ -- \$ --

Table A-35 (Continued)

Population and District	Counties Served	Center Title	Number of Court Observations	Number Judicial Consultations	Number Probationers and Parolees	FY 74 and 75 Budget <sup>P</sup>	
						Federal	State
X (South) (1,221,289)	Medina Summit Portage Stark Wayne	Summit County Forensic Center	25	30	--	74 \$ 13,760 75 15,136 \$ 28,896	\$ 1,840 1,682 \$ 3,522
XI (742,550)	Ashtabula Columbiana Mahoning Trumbull	--	--	--	--	74 \$ -- 75 -- \$ --	\$ --
TOTALS	19 Identified Centers	750 Actual/ Projected	610 Actual/ Projected	770 Actual/ Projected	74 \$ 481,907 75 562,316 \$1,044,223	\$10,051,792 10,353,175 \$20,404,967	
							\$21,449,190

1691

**FIGURE A-17**  
**Locations of Institutional and Community Forensic Centers**



[■] Areas Represent Counties Receiving Services from Area Forensic Centers

institutions, and they provide psychiatric evaluations of inmates when requested by the parole board.

. The Division plans to request AJD funds to expand the Columbus Forensic Center evaluation services to serve the remaining six counties of District VI. The Center now provides these services to the courts of common pleas of Franklin and Madison Counties. This expansion is expected to encompass an additional 100 evaluations annually for the courts of these counties.

. A grant is pending to establish and operate a psychiatric clinic at the London Correctional Institution. It is anticipated the clinic will be operational within the next two months. London inmates are now served through the Correctional Medical Center, formerly the Ohio Penitentiary, in Columbus.

. The Division operates psychiatric clinics in the Correctional Medical Center in Columbus and in the Ohio Reformatory for Women in Marysville to serve inmates who become mentally ill while incarcerated and to provide requested psychiatric evaluations of inmates for parole boards.

. The Chillicothe Treatment and Research Center is a specially staffed research and evaluation unit. The unit is equipped to treat 35 patients received from penal institutions. The average daily resident population at Chillicothe was 20 in FY 73. It is projected to rise to 32 in FY 75.

. The Division operates psychiatric clinics in the Chillicothe Correctional Institution and in the Southern Ohio Correctional Facility at Lucasville. These clinics provide psychiatric services to inmates and psychiatric evaluations of inmates when requested by parole boards.

. Junction City Treatment Center is a small special services facility in District VIII. The unit is equipped to treat 110 patients received from penal institutions. The center treated an average daily resident population of 76 in 1973 and projects a rise to 90 in FY 1975.

. Zanesville Forensic Center's service area overlaps the boundaries of Service Districts 8 and 9.

. Cuyahoga County has the necessary locally oriented facilities to provide psychiatric evaluation and diagnosis when requested by the courts.

. All psychiatric evaluations and diagnosis of accused and/or convicted offenders for District XI are performed at Lima State Hospital, Junction City Treatment Center, or Chillicothe Treatment and Research Center. The division operates no district programs in this area.

#### PROBATION

There are a variety of avenues available to ex-offenders for community reintegration. As a result of the pre-sentence investigation, a judge may suspend the imposition of sentence and place an offender on probation. Traditionally, adult probation has been administered chiefly by the counties. Its origins, in Ohio, go back to 1908 when the General Assembly passed the State's first adult probation law. The law authorized courts of common pleas to suspend sentences and place offenders on probation at the discretion of the trial judge. Prior to 1925, the supervision of probationers was vested in the institution to which the offenders would have been incarcerated. In that year, legislation was enacted which permitted the establishment of county probation departments under the supervision of the court of common pleas.

Over 13,000 individuals were placed under either formal or informal probation supervision in Ohio's 88 counties in FY 1973. As of June 30, 1973, there were 137 probation officers supervising probationers under the authority vested in them by courts of common pleas. The average caseload carried by these probation officers was 95. In addition to their supervisory responsibilities, they carried out more than 9,020 pre-sentence investigations.

In 1965, the Probation Development Section of the APA was created in an effort to aid local communities in developing either single or multiple county probation services as an alternative to institutionalization.

The APA, since its inception in 1965, has made probation services available to counties unable to provide such services to themselves, through providing qualified and trained State

probation officers who perform pre-sentence investigations for local courts and also provide supervision of clients placed on probation. As of April, 1975, 56 counties were served by the State probation officers. Services provided to these counties as of 12/31/74, included 4,536 PSIs and the supervision of 6,065 probationers. (See Table A-36.)

Table A-36  
State Probation Services to Ohio Counties  
by Adult Parole Authority

Year	Number of Counties Served	Number of State Officers	PSI's Completed
1966	6	2	19
1967	9	8	91
1968	16	10	260
1969	23	18	577
1970	27	25	970
1971	28	29	1,202
1972	42	56	1,744
1973	48	78	2,850
1974	53	93	3,678
1975	56	88	4,536

As indicated there is a dearth of information regarding probation services at the municipal court level. While the extent of these probation services is not known, it is at this first step of a criminal career that there should be some concentration of rehabilitative efforts and diversion from the criminal justice system. Yet there is ample evidence

that municipal courts have failed to provide the programs and services necessary to intervene at this crucial point. The high rate of recidivism among offenders processed through the lower courts bears this out and raises the question of the system's intent at this entrance level.

#### SHOCK PROBATION

If the sentencing judge feels that a short period of incarceration would better serve the individual, that judge can sentence the individual to a State institution. Within a specified period of time he may suspend the further execution of sentence and place the individual on shock probation.

In 1965, the Ohio legislature passed into law Section 2947.06.1 of the Ohio Revised Code which provides that "...the trial court may, upon motion of the defendant made not earlier than 30 days nor later than 60 days after the defendant having been sentenced, be delivered into the custody of the keeper of the institution, in which he is to begin serving his sentence, or upon the court's own motion during the same 30-day period, suspend the further execution of the sentence and place the defendant on probation upon such terms as the court determines, notwithstanding the expiration of the term court during which such defendant was sentenced." During fiscal year 1973-1974, 5,126 individuals were committed to State institutions. Of these, \$1,044 were granted shock probation. From July 1, 1974 until December 31, 1974, 3,006 offenders were granted shock probation. During the same time period, 192 shock probationers were returned to the institutions, reflecting a 6.3% failure rate.

A great deal of concern has been expressed recently concerning shock probation and shock parole. The gist of the concern centers around the fear that public safety is endangered by releasing offenders from prison too early and conversely the feeling that an offender is more likely to be rehabilitated within the community. A study by the Ohio State University's Program for the Study of Crime & Delinquency concluded: "There is little evidence to suggest, however, that any form of treatment or the imposition of any penal sanction serves to reduce recidivism among any group of offenders to any significant degree." If true, there is a necessity to "seriously reconsider" the philosophy and practice of shock probation. This reconsideration must focus on the rationale of shock probation along with the disparity existing in the granting of such probation by common pleas court judges.

## INSTITUTIONALIZATION

Guilt having been established and the PSI having been completed and submitted to the sentencing judge, the adjudicated offender now must appear before that judge for sentencing. The Criminal Code of Ohio provides specific and general guidelines in terms of alternatives available to the judge at this point in the judicial process. According to §2929.11 of the Criminal Code of Ohio the following penalties for a felony are provided:

Type of Felony	Minimum Sentence	Maximum Sentence	Fine (Not more than)
1st degree	4 - 7 years	25 years	\$10,000
2nd degree	2 - 5 years	15 years	7,000
3rd degree	1 - 3 years	10 years	5,000
4th degree	6 mo. - 2 years	5 years	2,500

§2929.21 of the Criminal Code of Ohio provides the following penalties for misdemeanor:

Type of Misdemeanor	Sentence Not more than	Fine (Not more than)
1st degree	6 months	\$1,000
2nd degree	90 days	750
3rd degree	60 days	500
4th degree	30 days	250
Minor Misdemeanor	0	100

In addition to the above specific guidelines for sentencing, the Criminal Code also provides general discretionary guidelines for imposing sentences for felonies (§2929.12) and misdemeanors (§2929.22).

The general factors which "must" be considered by the court for or against severity or leniency during the imposition of sentence for a felony are:

1. the risk that an offender will commit another offense,
2. the need for public protection,
3. the nature and circumstances of the offense,
4. the character and condition of the offender and his need for "correction",
5. the financial ability and resources of the offender if a fine is to be imposed, and
6. whether or not the individual is a repeat or a "dangerous" offender.

Specific factors to be considered by a court in favor of imposing the shorter terms for a felony are:

1. the offense neither caused or threatened serious harm, or "the offender did not mean that it should",
2. the offense resulted from a situation unlikely to happen again,
3. the victim induced or facilitated the offense,
4. there was justification for the offense, though insufficient to be a defense,
5. the offender was provoked,
6. the offender's past record is good, and
7. the offender is "likely" to respond favorably to correctional or rehabilitative treatment.

A fine may be imposed in addition to imprisonment for felony only when the crime was committed for hire or profit or when a fine is particularly suited to deterring the offense or correcting the offender.

§2929.22 outlines the general factors which must be considered in imposing sentence for misdemeanor and provides criteria for determining whether to be severe or lenient. Basically, if the offender is a repeat or dangerous offender, it must be considered in favor of imposing a jail term. The above-mentioned specific factor must be considered against imposing a jail term for a misdemeanor. Fines must also be realistic.

The message implied by the Criminal Code is quite clear: impose incarceration only as a last resort. There appears to

have been an understanding among those legislators responsible for the present Code that the matter of incarceration must not be taken lightly. The world the sentenced offender must face is one of basic survival. All of his future actions will be geared toward "getting out of the joint".

Local Institutions. In Ohio there are 88 county jails, five city workhouses and 67 city jails. Of these facilities, 92 percent are without recreational facilities, 95 percent without educational facilities and 45 percent without medical facilities. It is estimated that in line with the national average, 5 percent of Ohio's jails are overcrowded. (See Figure A-18.) According to another study, the Buckeye State Sheriff's Association, 1971, 57 percent of the county jails in Ohio were constructed over 70 years ago. (See Table A-37.) The inmate capacity for county jails in Ohio is close to 8,800. A questionnaire distributed by the Ohio Commission on Local Government Services indicated that for the month of October, 1973, "at least 13,000 persons were confined in county jails in Ohio". That is 47 percent in excess of the intended capacity. To date, there is sparse information available as to the number of persons confined at any one time in the county and in the local jails in Ohio. The statistics, especially relative to the National/Ohio Jail Comparison Table, are not surprising.

Conditions are considered so serious that, in some instances "state and federal courts have inquired into county and city jail administration...Within the last year (1974), federal courts have ordered that constitutionally deficient facilities be closed down; required inmate populations be reduced to relieve overcrowding; and compelled jail officials to submit plans for the establishment of adequate medical, psychiatric, recreational, basic education and group counseling services (including timetables for implementation of such programs)." (Ohio Commission, pg. 12.)

The Commission's findings concerning the 1973-74 inmate data on a sampling of 32 Ohio Counties and a sampling of city jails and workhouses shows evidence that effective community based corrections especially in the area of pre-trial release, could do much to decrease the inmate population by at least 25 percent. (See Tables A-38 and A-39.)

In line with the expressed and implied needs of the counties and municipalities, AJD has been providing federal dollars to local communities in order to bring the facilities up minimum standards of health, safety and security. (See Figure A-19.)

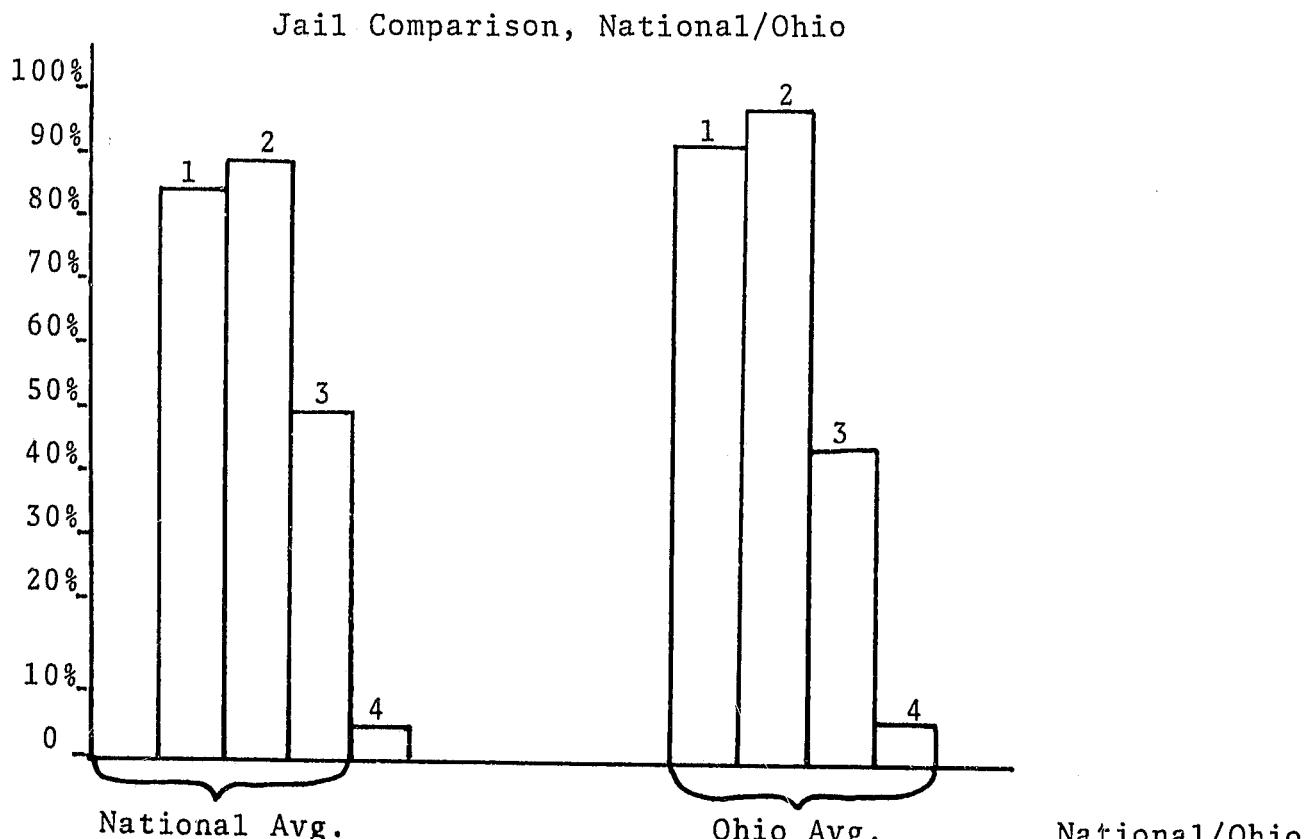
Table A-37

Date of Construction of Ohio County Jails

Number of Jails	Percent of all Jails	Date of Construction
40	45	1889 or Earlier
11	13	1890 - 1899
7	8	1900 - 1919
8	9	1920 - 1939
4	5	1940 - 1959
18	20	1960 - 1970

Source: Buckeye State Sheriff's Association County Jail Survey, 1971.

Figure A-18



- 1 = % of Jails without recreational facilities
- 2 = % of Jails without educational facilities
- 3 = % of Jails without medical facilities
- 4 = % of Jails overcrowded

88%/92%  
89%/95%  
49%/45%  
05%/05%

Source: Local Corrections: Who Will Answer? Ohio Commission on Local Government Services; Feb., 1974.

## FIGURE A-19

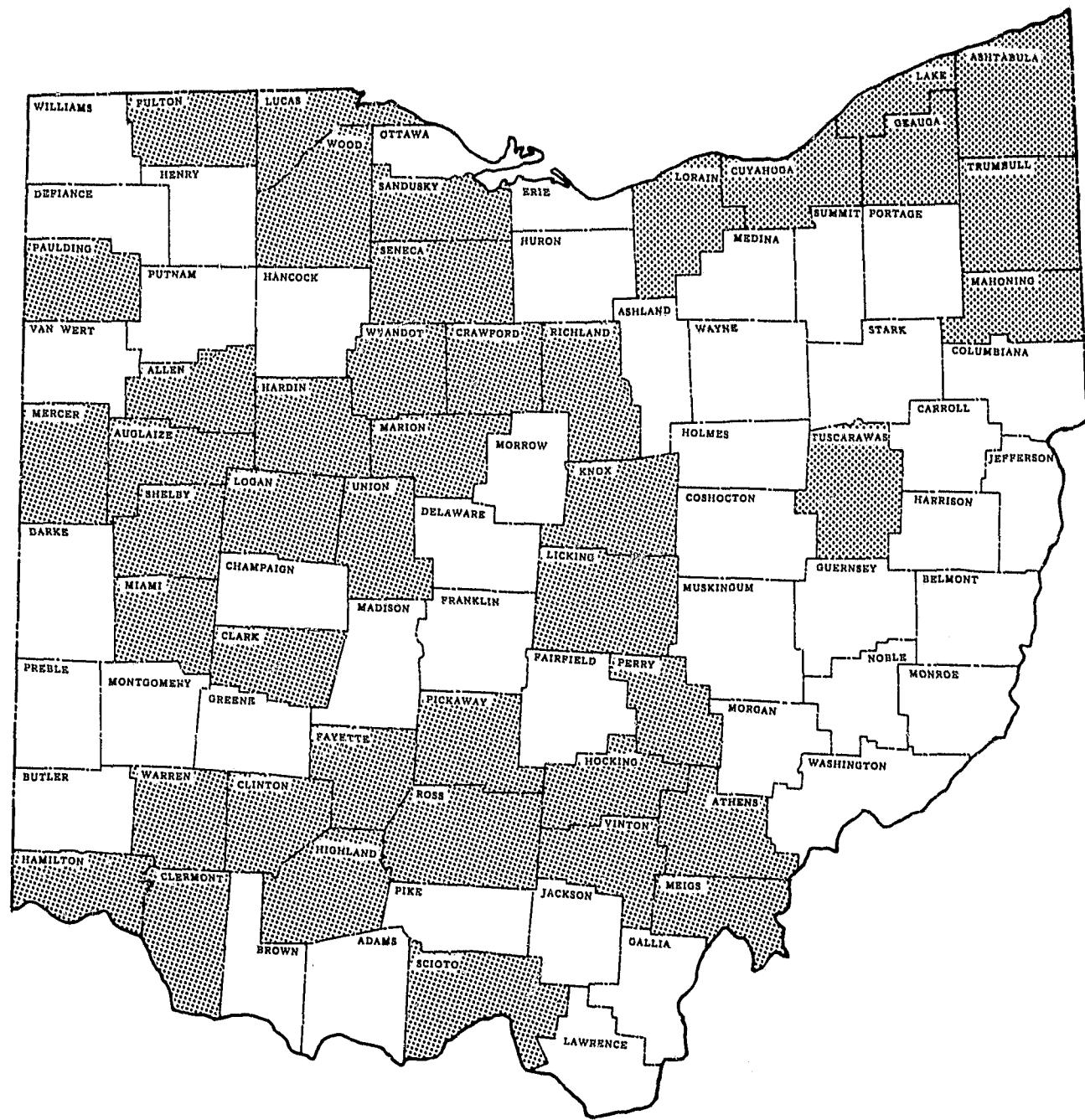


Table A-38

## Summary of Task Force Questionnaire Data on Persons Held in County Jails

County	Total Number of Persons	Persons Awaiting Trial		Number of Adults	Classification (by percentage)		Number of Juveniles
		Number	Percent		Misdemeanors	Felons	
Ashland	93	25	27	89	89	11	4
Ashtabula	135	9	8	120	90	10	15
Auglaize	62	15	24	46	38	24	16
Butler	289	119	41	289	15	85	0
Champaign	57	3	5	42	99	1	15
Clermont	243	102	42	229	80	20	14
Clinton	64	7	11	53	41	59	11
Darke	66	5	8	50	40	60	16
Fairfield	---	---	---	---	60	40	---
Hamilton	430	367	85	423	6	96	7
Hancock	77	17	22	63	71	29	14
Harrison	32	2	6	32	85	15	0
Hocking	51	20	39	45	31	16	6
Holmes	23	1	4	21	---	---	2
Huron	42	11	27	39	94	6	3
Knox	82	43	52	81	---	---	1
Licking	176	83	47	129	70	30	47
Lucas	160	91	57	160	59	41	0
Mahoning	330	132	40	328	35	65	2
Mercer	28	14	50	22	78	22	6
Morrow	120	---	---	95	93	7	25
Noble	55	0	0	44	90	10	11
Perry	16	2	12	16	73	27	0

Table A-38 (Continued)

County	Total Number of Persons	Persons Awaiting Trial		Number of Adults	Classification (by percentage)		Number of Juveniles
		Number	Percent		Misdemeanors	Felons	
Portage	335	---	---	239	68	32	96
Putnam	38	21	55	35	---	---	3
Richland	346	15	33	281	---	---	65
Sandusky	86	13	15	86	45	55	0
Scioto	217	124	57	162	54	46	55
Stark	453	71	16	428	75	25	25
Tuscarawas	99	4	4	99	68	32	0
Wayne	141	89	67	133	85	15	8
Williams	46	15	33	44	20	80	2
Total	32	4,392	1,420 (32.3%)	3,923 (89.3%)		469 (10.7%)	

Source: Ohio Commission on Local Government Services,  
January, 1974.

Table A-39

## Summary of Task Force Questionnaire Data on Persons Held in City Jails

City Jails	Total Number of Persons	Persons Awaiting Trial		Number of Adults	Classification (by percentage)		Number of Juveniles
		Number	Percent		Misdemeanor	Felons	
Ashtabula City	85	60	71	77	24	76	8
Newton Falls	22	22	100	22	5	95	8
Oregon	25	18	72	25	85	15	0
Wellsville	9	9	100	8	0	100	1
Brooklyn	9	0	0	9	NR	NR	0
Parma Heights	43	0	0	39	9	91	4
E. Cleveland	307	73	24	271	14	86	36
Bedford Heights	29	0	0	29	3	97	0
Port Clinton	9	0	0	9	NR	NR	0
Willard	9	3	34	7	0	100	2
Middleport	21	NR	---	21	NR	NR	0
Marion City	50	0	0	50	6	94	0
Marietta	38	5	13	38	10	90	0
Ashland City	78	17	22	74	17	83	4
Athens City	46	0	0	46	NR	NR	0
Ironton	217	172	79	205	NR	NR	12
Urbana	19	0	0	19	10	90	0
Sebring	9	0	0	9	NR	NR	0
Louisville	2	0	0	2	0	100	0
Twinsburg	16	11	69	16	30	70	0
Defiance City	107	12	11	96	16	84	11
Mansfield	211	0	0	211	6	94	0
Youngstown	430	415	97	NR	44	56	NR
Toledo Women's*	187	165	88	187	5	95	0
Toledo	170	0	0	170	10	90	0
Human Rehab Center	265	NR	---	265	0	100	NR
Total	26	2,413	817 (34%)	2,317 (96%)			86 (4%)

\*City Workhouse

NR = No Response

Some projects have been limited to repairing locking devices and improving security surveillance, while others have included complete internal renovation of the physical facilities and the provision of space for educational and treatment programs. A number of counties have separate facilities for juvenile offenders or they are transported to a neighboring county which has this capability. However, there are several jails which house juveniles in quarters which are not separated from adults. Likewise, there are a number of jails which do not have adequate separate facilities for females. Ohio has come a long way in the past few years in relieving much of the plight of the sentenced offender. Much remains to be accomplished at this local level.

It must be kept in mind that "the investigation and supervision of county and municipal jails, workhouses, and other penal or reformatory institutions and agencies," is the responsibility of the Department of Rehabilitation and Correction as stated by the Ohio Revised Code, section 5120.10.

State Institutions. The Department of Rehabilitation and Correction operates and maintains eight major institutions. (See Table A-40.) From 1965 through 1973, there was a gradual decrease of total inmate population but the trend significantly reversed itself in 1974 and continued into 1975. The average total inmate population from 1965 through 1975 also indicates this reversal in 1975, along with the rising average daily cost per inmate for the same time period. (See Table A-41 and Figure A-20.)

Within the Department, there are eight service divisions. (See Figure A-21) The directors of these eight divisions are responsible for the direction, coordination, supervision and control of their respective programs in each of the institutions and agencies of the department. This organization has added considerable thrust and impact to the development and expansion of treatment programs and services, especially within the institutions.

Educational opportunities are provided in the following areas: preparing inmates for their G.E.D., implementing interinstitutional transfer to accommodate resident needs for vocational training, conducting adult education classes for inmates with less than a ninth grade education and providing secondary education opportunities for inmates living in a therapeutic community at Marion Correctional Institution.

Table A-40  
 Department of Rehabilitation and Correction  
 Fiscal Year 1974, Institutional Population

	Date Constructed	Average Daily Population
Chillicothe Correctional Institution	1929	1,281
London Correctional Institution	1925	1,043
Marion Correctional Institution	1956	1,031
Southern Ohio Correctional Facility	1972	1,090
Ohio Penitentiary (CMC)	1834	215
Ohio State Reformatory	1896	1,768
Ohio Reformatory for Women	1957	263
Lebanon Correctional Institute	1916	<u>1,222</u>
		Total      7,913

Source: Department of Rehabilitation and Correction  
 Division of Classification and Research

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Table A-41  
 Institution Population  
 Department of Rehabilitation and Correction

June 30	All Inmates	Females only
1964	11,785	449
1965	11,829	463
1966	11,150	409
1967	10,393	361
1968	10,403	342
1969	10,056	325
1970	9,610	300
1971	9,369	383
1972	8,920	274
1973	7,944	277
1974	8,421	302
(April 1)		
1975	9,978	364

Source: Annual Financial and Statistical Report, 1963-1972,  
 Bureau of Statistics, Department of Mental Hygiene and  
 Corrections, 1973 and 1974 figures from unpublished report  
 of Department of Mental Health and Mental Retardation,  
 1975 figures from the Department of Rehabilitation and  
 Corrections; Classification and Research.

FIGURE A-20

COMPARISON OF POPULATION AND COST

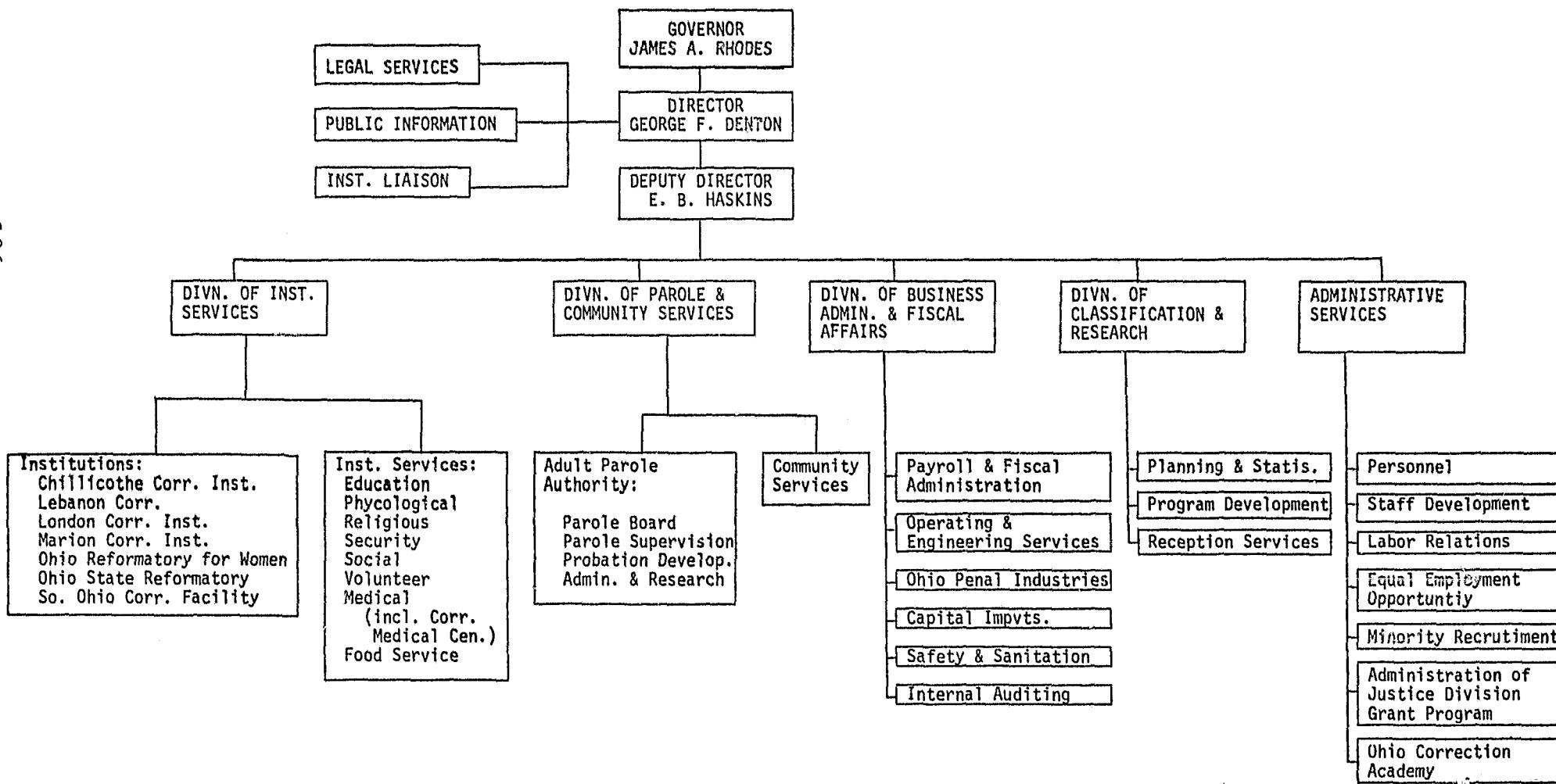
YEAR	AVERAGE DAILY POPULATION	AVERAGE DAILY COST PER INMATE
1965	11,819	\$ 3.32
1966	11,472	3.71
1967	10,814	4.17
1968	10,425	5.09
1969	10,234	5.94
1970	9,750	6.89
1971	9,332	8.11
1972	9,192	9.02
1973	8,524	12.94
1974	7,971	13.94
1975	9,155	16.08

Figure A-21

DEPARTMENT OF REHABILITATION AND CORRECTION

TABLE OF ORGANIZATION (2/7/75)

-186-



In the area of psychological services, the Department works with the Department of Mental Health and Mental Retardation to provide a complete array of psychological and psychiatric services to the total inmate population. These services include such programs as individual and group counseling, reality therapy and recreational therapy.

Among the many programs administered by Social Services are two therapeutic community settings, one at London Correctional Institution and the other at Marion Correctional Institution. These communities are specifically designed to aid inmates with emotional and/or drug and alcohol problems. Social Services is also in the process of developing a classification and treatment procedure for all eight institutions.

All religious services within the institution are under the direction of the chaplain. In addition to the traditional Protestant and Catholic religious programming, there have been added the Islamic Revivalist Movement, the Ahmedyya Movement of Islam and the Jewish faith.

The Volunteer Services Program provides for the direction of volunteer coordinators in seven of the institutions. The volunteers provide various services to the inmates and their families.

Security Services provides for humane custody and security within the State institutions. It is responsible for the establishment of uniform custodial and security procedures and, when possible, for the improvement of such procedures.

The Division of Forensic Psychiatry operates psychiatric clinics in the State's correctional facilities. The institutional clinics provide treatment for inmates who become mentally ill while incarcerated in the institutions and perform psychiatric evaluations of inmates when such are requested by the parole board. The division also operates three institutional facilities. Lima State Hospital has been designated as the major security institution and has an average daily resident population of 948 patients. Junction City Treatment Center is a small special services facility and has an average daily resident population of 74 patients. The Chillicothe Treatment and Research Center is a specially staffed research and evaluation unit and has an average daily resident population of 28 patients.

Community Based Corrections. Once an individual has been committed to a State institution and is passed over or ineligible for shock probation (discussed above) his release becomes a matter of administrative decision. There are three avenues of release from a State institution open to the individual. They are: shock parole, parole, work-furlough release and expiration of time.

The concept of shock parole involves the procedure whereby "a prisoner in a penitentiary or reformatory who is eligible for shock parole may, regardless of his minimum sentence, be released on parole at any time after he has served six months, provided he does not need further institutional care, and provided his history, character and condition indicate he is likely to respond affirmatively to early release and is unlikely to commit another crime." (Ohio Revised Code, Sec. 2967.31).

Latest data shows that between April, 1974, and March, 1975, 4,153 individuals were eligible for parole. (See Table A-42.) Of that number, 745 or 18 percent were granted shock parole, 1,678 or 40 percent were denied release and 1,730 or 42 percent had their cases continued to a later date. It is of interest to note the 10 percent decrease in cases paroled along with a 35 percent increase in denials. It should be pointed out that the statistical changes between December, 1974 and January, 1975 reflect the effects of substantive changes in the guidelines and procedures of the Department relative to those individuals eligible or not eligible for shock parole, e.g., persons involved in drug offenses and first-degree felonies.

The Adult Parole Authority (APA) has the direct responsibility to supervise persons on parole in such a manner as to insure as nearly as possible the parolee's rehabilitation, while at the same time providing maximum protection to the general public.

The State parole board determines whether or not a particular offender will be released on parole. This board consists of seven appointed members, including a chairman designated by the chief of the APA. The board visits each institution on a monthly schedule to review and consider individual cases for parole. In FY 1974, the board considered 7,389 cases for parole. Of these 3,185, or 43 percent, were granted parole. (See Figure A-22.)

Per Cent  
Paroled

FIGURE A-22  
Percentage of Cases Heard Resulting in Parole

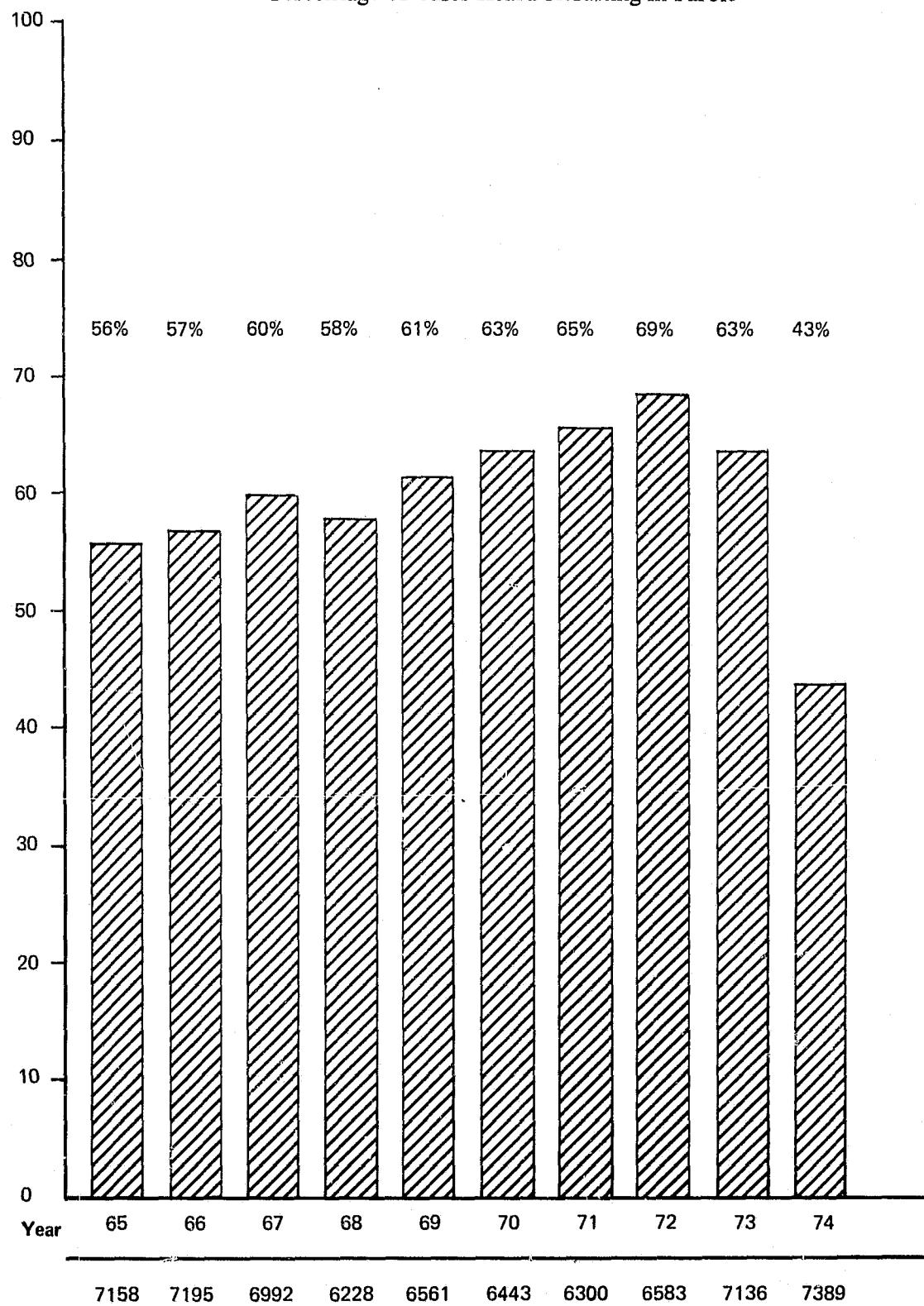


Table A-42  
Shock Parole, April, 1974 - March, 1975

Month	Cases Heard	Cases Decided				Cases Continued	%	Total	
		Paroled	%	Denied	%			Cases	%
<u>1974</u>									
April	280	65	23	64	23	151	54	280	100
May	301	64	21	91	30	146	49	301	100
June	282	49	17	102	36	131	47	282	100
July	424	86	20	166	39	172	41	424	100
Aug.	438	74	17	161	37	203	46	438	100
Sept.	422	74	18	166	39	182	43	422	100
Oct.	367	74	20	159	43	134	37	367	100
Nov.	387	71	18	157	41	159	41	387	100
Dec.	361	72	20	148	41	141	39	361	100
<u>1975</u>									
Jan.	289	40	14	133	46	116	40	289	100
Feb.	252	31	12	127	51	94	37	252	100
March	350	45	13	204	58	101	29	350	100
Total	4,153	745 <sup>1</sup>		1,678 <sup>2</sup>		1,730 <sup>3</sup>		4,153 <sup>4</sup>	

1) 745 = 18% of cases heard

2) 1,678 = 40% of cases heard

3) 1,730 = 42% of cases heard

4) 4,153 = 100% of cases heard

There was a significant decrease in total numbers paroled between 1965 and 1969. Toward the end of 1969, the trend reversed and a greater number of individuals were paroled between 1970 and 1973. Between 1973 and 1974, the trend reverted to its previous pattern. (See Figure A-22.)

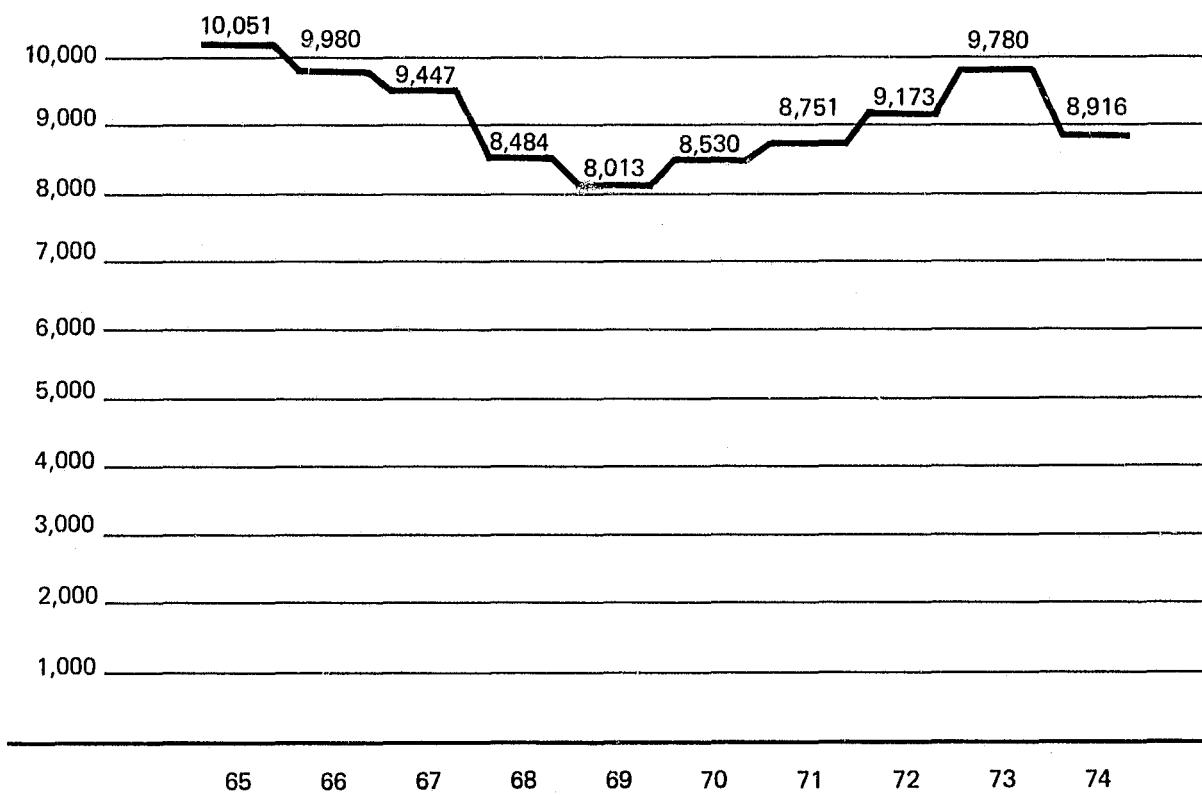
Between 1965 and 1970 technical parole violations exceeded actual recommissions by 1 percent to 3 percent. However, 1971 shows a failure rate of 5 percent of the total paroled versus a 4 percent technical violation rate. This 1 percent difference increased to 4 percent in 1974. (See Figures A-23 and A-24.)

The Department of Rehabilitation and Correction operates several AJD funded programs aimed at reducing the institutional population as well as applying the principles of community-based corrections. Legislation in 1972 brought about the Ohio work furlough program, which allows selected inmates to be released to a community facility to pursue academic, vocational or public employment opportunities. To be eligible to participate, an inmate must have served at least one-third of his minimum sentence and have passed the review of a highly selective screening process.

On June 1st, 1971, the Adult Parole Authority (APA) created the Halfway House and Community Service Development Program as a coordinating office to work with existing halfway houses and other community-based correctional agencies throughout the state. As a result of federal funding and initiative on the part of the APA, the number of halfway house corporations has increased from 8 in July, 1973 to 10 in July, 1974. Halfway house facilities have increased, during the same period, from 18 to 21. The total number of beds available has increased from 376 to 409.

The State of Ohio has kept pace with this growth by providing financial support through subsidy programs. The subsidy payments come from the Parolee Readjustment Fund (PRF) which, in 1970, totaled \$40,000. In FY 1973, these payments increased to \$235,245. In addition, during FY 1973, certified halfway houses throughout the State received additional funds totaling \$120,346 from the Educational and Vocational Furlough Program. Ten halfway houses are presently utilized by the APA to assist furloughees and parolees. (See Table A-43.)

**FIGURE A-23**  
**Total Number on Parole by Year, 1965-1974**



**FIGURE A-24**  
**Technical Violations and Recommissions**

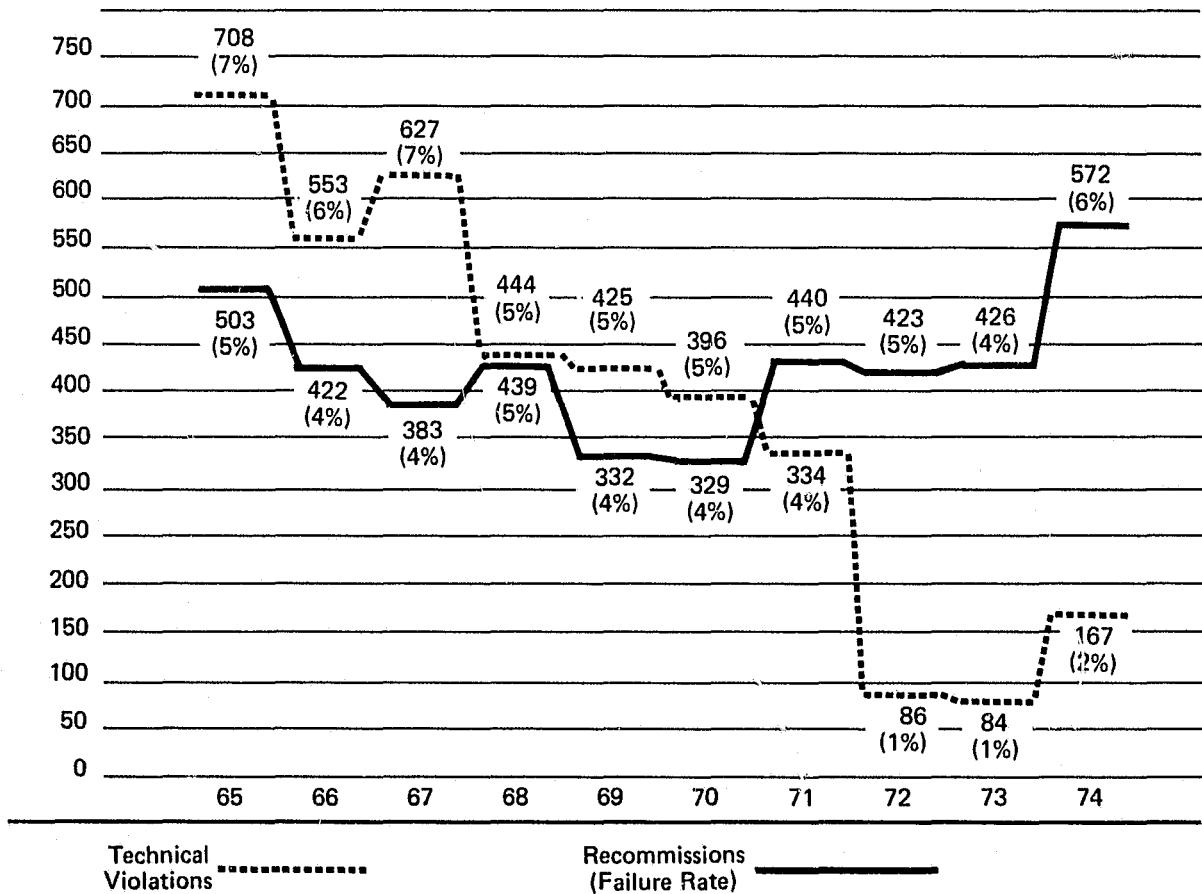
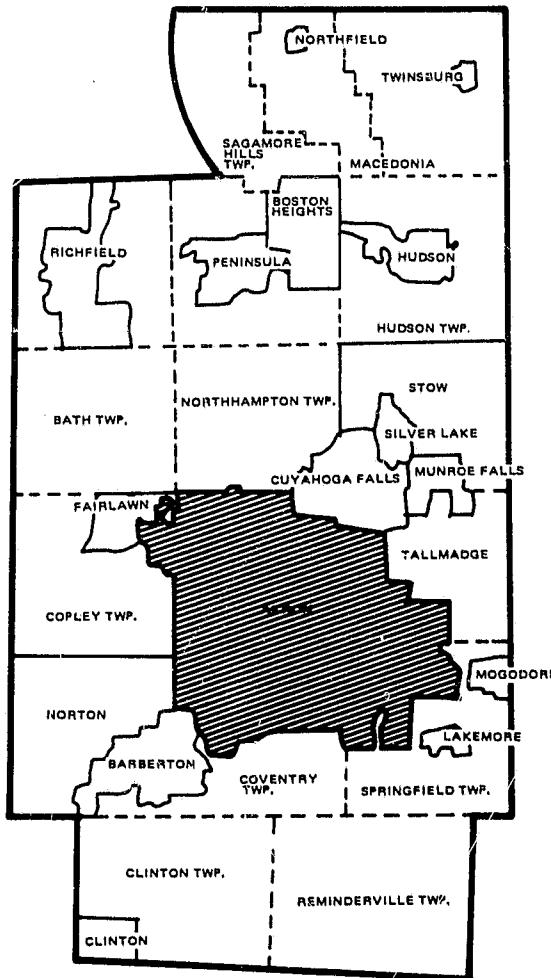


TABLE A- 43

<u>HOUSE</u>		
Alvis House	Columbus	55
Betterway, Inc.	Elyria	26
Fellowship House	Toledo	10
Denton House	Akron	75
Fresh Start	Cleveland	60
Helping Hand	Cleveland	75
Howard House	Akron	15
Talbert House	Cincinnati	45
Vander Meulen House	Mansfield	18

HIGH CRIME AREAS

## AKRON/SUMMIT COUNTY



## LAW ENFORCEMENT

In Summit County, there are twenty-five police agencies working to protect 576,160 residents within the county's four

hundred and thirteen square miles. These agencies range in authorized strength from five hundred and twenty-four to zero full-time officers, with the size of the department correlating with the respective demand for service. There are also several ancillary police agencies in Summit County which include the University of Akron's security guards, park rangers with the City of Akron Parks and Recreation Department and several private detective bureaus. In Summit County, there are nine private detective bureaus, all of which assist law enforcement agencies in the primary areas of criminal investigations, missing persons, and various phases of surveillance. There are five security alarm companies, three of which have direct communication with the Akron Police Department Communications Bureau.

Summit County, as a metropolitan region comprised of cities, villages and townships, has a complex law enforcement problem. Each of the nine cities and villages in Summit County has its own police department, with five of the thirteen agencies maintaining separate departments; the remaining eight are directly enforced by the sheriff's department.

Summit County Sheriff's Office. Summit County Sheriff's Office with a strength of 150 is divided into three posts, a headquarters and the county jail. The 150 personnel consist of 105 sworn officers and 45 civilian employees, all full time.

Akron Police Department. The largest municipal department in the county is the Akron Police Department. The chief of police is directly responsible to the department of public safety under the jurisdiction of the mayor. The department has the following personnel and workload:

Personnel	473 full-time officers 25 full-time civilians 51 auxiliaries
Workload	147,390 demands for service 178,169 responses 10,864 adult arrests 3,277 juvenile arrests

Suburban Police Departments. In addition to the county sheriff and the Akron Police Department there are eight municipalities, ten villages, five townships, one university and one park police agency. These agencies have personnel and workloads as follows:

Personnel	275 full-time officers (sworn) 78 part-time officers (sworn) 54 full-time civilians 19 part-time civilians 15 reserves 16 police cadets 31 auxiliary
Workload	113,308 demands for service with eight agencies not reporting 134,481 responses with seven agencies not reporting 9,532 adult arrests with five agencies not reporting 3,030 juvenile arrests with five agencies not reporting
Budget	\$4,435,591 with five agencies not reporting

Summit County Coroner. The coroner's office operates with a staff of nineteen: four full-time professional employees, fourteen (14) full-time and one part-time supportive staff.

Workload	477 post mortems 321 drug analyses 248 alcohol analyses <u>1,509 other</u>
	2,555 total
Expenditures	\$207,638

Crime Laboratories and Identification. Both the county Sheriff and the Akron Police Department maintain identification bureaus. Laboratory analysis for the Akron Police Department is limited to fingerprinting, polygraph testing and photography. In 1974, the police department handled 5,889 cases. The I.D. bureau for the county sheriff operates in the same manner as the Akron Police Department. All major laboratory analyses are performed by the State Bureau of Criminal Identification and Investigation branch laboratory, located at Richfield, Ohio.

## JUDICIARY

Ninth District Court of Appeal. This court, principally seated in Akron adjudicates appellate matters in a jurisdiction which is inclusive of Summit, Lorain, Medina and Wayne Counties. Personnel and workload are as follows:

Personnel:	Judges	3
	Visiting Judges	180 days
	Constable	1
	Bailiff	1
	Court Stenographer	1
	Law Clerk	1
	Assignment Commissioner	1
Workload:	Cases pending Jan. 1974	211
	Cases docketed 1974	316
	Cases disposed 1974	265
	Cases pending Dec. 31, 1974	144

Summit County Court of Common Pleas. This court handles general criminal and civil matters for Summit County. Its jurisdiction covers probate, domestic relations, juvenile, civil and criminal cases. Personnel and workload are as follows:

Personnel:	Judges	10
	Visiting Judges	224 days
	Support Personnel	34 (excluding juvenile)
Workload:	Cases filed 1974	4,435
Budget:		\$710,000

Municipal Courts. The Akron Municipal Court supports the City of Akron and the townships of Richfield, Bath, Portage and Springfield. Personnel and workload are as follows:

Personnel:	Judges	5 full time
	Visiting Judges	100 days
	Support Personnel	84 full time
		32 part time

Workload:	Criminal Cases Filed 1974	14,143
	Civil Cases Filed 1974 (including traffic)	64,317
	Criminal Cases Terminated 1974	15,672
	Civil Cases Terminated 1974 (including traffic)	61,708
Budget:		\$1,065,553

The Cuyahoga Falls Municipal Court supports the City of Cuyahoga Falls and the townships of Sagamore Hills, Northfield Center, Macedonia, Twinsburg, Boston, Hudson, Stow and Tallmadge. Personnel and workload are as follows:

Personnel:	Judges	2
	Supporting Staff	10
Workload:	Civil and traffic cases	22,329
	Criminal	not reported
Budget:		\$133,875

The Barberton Municipal Court supports the City of Barberton and the townships of Copley, Norton, Coventry, Franklin and Green. Personnel and workload are as follows:

Personnel:	Judges	2
	Support Personnel	17
Workload:	Criminal Cases Filed 1974	2,163
	Criminal Cases Disposed 1974	2,708
	Civil Cases Filed 1974 (Including Traffic)	9,817
	Civil Cases Disposed (Including Traffic)	9,112
Budget:		\$164,165

Summit County Juvenile Court. This court is a division of the court of common pleas. Personnel and workload are as follows:

Personnel:	Judges	1
	Administrators	3
	Bailiff	1
	Referees	2
	Stenographers	2
	Judicial Secretaries	2

Workload:	Cases Filed 1974	9,485
	Cases Disposed 1974	9,415
Budget:		\$141,961

#### PROSECUTION

Summit County Prosecutor. In 1974, the county prosecutor's office performed its workload with a total of thirty-five full-time personnel. Included in this figure are fifteen assistant prosecutors, a secret service officer and fourteen legal secretaries. There were 1,213 cases filed in 1974. A total of 1,221 criminal cases were disposed representing 1,262 defendants. 1,100 were convicted. The annual budget was \$370,000. 78% of this budget went to criminal cases.

City-County Support Agency. In early 1974, the prosecutor's office, in conjunction with the cities of Akron and Cuyahoga Falls and Summit County created the City-County Enforcement Agency to shift the responsibility of non-support and welfare fraud activities from the prosecutor's office to that agency. The agency has a present staff of one attorney, one investigator and one secretary.

Akron-Barberton-Cuyahoga Law Departments. These cities have law departments which serve the municipalities with legal services. The cities combined have 16 attorneys and 7 secretaries.

#### DEFENSE

Summit County Legal Defender. Implemented by the Akron Bar Association, the Summit County legal defender program provides legal representation to the criminally accused indigent. Goalwise, the program represents all accused misdemeanor indigents and twenty percent of accused felon indigents in the county.

Operating in 1974 with a staff of thirteen personnel, the office provided representation in 1,374 criminal matters. This figure is reflective of four hundred twenty-one felony cases and nine hundred fifty-three misdemeanor cases. The total operational budget during calendar year 1974 was \$193,332.

Lawyer Referral Service. The Akron Bar Association's lawyer referral service, operational since 1949, provides full-time referral service for persons in need of legal representation and counsel. The only fee involved is a ten dollar fee for one-half hour of consultation with an attorney. After thirty minutes of consultation, there is no requirement that the client retain the attorney for additional services.

During calendar year 1974, a reported two hundred eighty-three attorneys provided one half hour consultation in 1,525 cases. This figure represented 1,424 civil and one hundred one criminal matters. A breakdown of the criminal cases by felony and misdemeanor was not available. Operational costs for the lawyer referral service are absorbed in the Bar Association's general budget.

Assigned Counsel Roster. The assigned counsel roster is a means by which eighty percent of criminally accused indigent felons are represented in the several Summit County courts. These appointments are primarily made at the municipal court level prior to being bound over to the grand jury. The remaining twenty percent of indigents are referred by the courts to the Summit County legal defender. All indigent criminally accused misdemeanants are represented by the legal defender.

Members of the Akron Bar Association wishing to represent criminally accused indigents in felony cases are placed on a rotating roster from which a court official will make counsel assignments. Upon notification of a case, the attorney may accept or reject the assignment. Counsel fees are paid by the county. In some instances, the county is reimbursed by the State for its assigned counsel fees.

Appellate Review. The appellate review office of the C. Blake McDowell Law Center functions primarily to assist indigent prisoners by providing counsel in appellate review matters and attendant problems such as parole, shock probation, and clemency petitions. Services to the organization's clients include preparation of briefs and memorandum, legal representation at judicial proceedings, personal interviews, and counseling sessions with inmates incarcerated throughout the State of Ohio as well as processing requests from inmates and their relatives for information concerning problems with respect to which they are not represented by counsel.

The office averages forty to sixty active cases at any given time including civil actions for individuals unable to obtain legal services elsewhere. Cases have been filed with the United States Supreme Court, the Ohio Supreme Court, Federal District Courts and the Ohio District Courts of Appeal.

Representation in court is made by faculty members of the C. Blake McDowell Law Center who are admitted to the Ohio State Bar. Primarily, the representation is made by the program director and program coordinator, with legal interns making court appearances when permitted to do so. Research is carried out by law school students working under the supervision of the program director and coordinator.

Summit County Legal Aid Society. The Summit County Legal Aid Society is the primary agency in the county which provides legal counsel and representation to indigents involved in civil matters. Under the auspices of a board of trustees, the program is directed by a general counsel and is further staffed with five full-time attorneys. Five secretaries provide clerical support for the program.

The 1974 report indicated some 2,341 cases were handled by this office, reflecting 2,337 civil and court criminal matters. Subsidized federally through the Office of Equal Opportunity and locally through the United Fund, the legal aid society's 1974 budget was \$144,873. No fees are received from the courts to handle the above mentioned cases.

## LEGAL SERVICES

	Legal Defender		Lawyers Referral		Legal Aid		Totals	
	FT	PT	FT	PT	FT	PT	FT	PT
Total Employees	9	4	1	1	10	1	20	6
Attorneys	5	0	0	283	0	6	11	283
Aides/Interns	0	2	0	0	0	0	0	2
Investigators	2	0	0	0	0	0	2	0
Clerical	2	0	0	0	4	1	6	1
Volunteers/Students	0	4	0	0	0	6	0	10
 Total Cases			1,374	1,525	2,341		5,240	
Civil			---	1,424	2,337		3,761	
Criminal			1,374	101	4		1,479	
Felony			421	N/A	N/A			
Misdemeanant			953	N/A	4			
 Budget			\$193,332	*	\$144,873			

\* Absorbed by Bar Association

## CONSUMER PROTECTION

Consumer Protection and Fraud Division. Implemented by the Summit County Prosecutor's Office, this program is designed to reduce fraudulent trade practices in the county. The primary method of achieving the objective is through the investigation and prosecution of violators. This program, which works with other community agencies such as the Better Business Bureau and the Consumer Protection Agency, obtains its referrals from various community resources and individual complaints. The consumer protection and fraud division conducted its 1974 operations with a director and three well-trained investigators. The annual budget for this program was \$40,000.

This program more than proved its cost-effectiveness by returning to the community approximately \$260,000 in restitution payments and fines during 1974. Eighteen indictments were issued against fraudulent businesses with a one hundred percent conviction rate.

Consumer Protection Agency. The Consumer Protection Agency, subsidized from the Model Cities Program and the Community Development Act, was created to provide a wider scope of protection to the consuming public. The source of its many referrals, averaging 1,490 persons annually, is derived from agencies, personal contact and client telephone calls. Related services provided by the agency include debt counseling, fraud investigation, utility counseling and classes and tax delinquency counseling.

#### JUDICIARY ALTERNATIVES

Summit County Pretrial Release Program. Under the auspices of the Akron Bar Association, the Summit County Pretrial Release Program was initially funded in July of 1973, to provide objective background data on felon arrestees upon which the municipal court judges render pretrial dispositions.

The year-end report for calendar year 1974, indicated that a total of 921 accused felons were interviewed prior to arraignment for pretrial release purposes. Another 587 accused misdemeanants were likewise interviewed. The year 1974 represents the first effort that the pretrial release program interviewed a significant number of misdemeanants. Previously, only a carefully selected small number of accused misdemeanants were interviewed. The total number of accused felons and misdemeanants receiving own recognition release (ROR) was 380. Of this figure, only fourteen left the court jurisdiction while awaiting trial.

The program's total operating budget during 1974 was \$44,165, constituting second year of full funding from AJD.

Citizen's Pretrial Intervention Program. Initially implemented by the Summit County Prosecutor's Office, the Citizens Pretrial Intervention Program (CPIP) is presently under the auspices of an independent community-based board of officers, known as the Citizens Pretrial Intervention Council.

Since becoming fully operational in May of 1974, the program has accepted a total of 52 individuals for deferred prosecution. Of this number, only two persons reportedly

have committed subsequent violations of the law. Operating with a staff composed of a director, liaison officer, two counselors and a secretary, the program's general objective is to divert selected first-time offenders from the criminal justice system into a program which would afford a greater opportunity for rehabilitation of the individual.

The FY 1975 budget for this program was approved in the amount of \$56,000 which constituted a second year of full funding from AJD.

National Center for Dispute Settlement. The National Center for Dispute Settlement is a non-profit division of the American Arbitration Association. Funded nationally by the Ford Foundation, it is currently operating in two areas of arbitration in Summit County. One service is conducted for the Akron Metropolitan Housing Authority. Individuals residing in public units under the auspices of the AMHA have the authority to have disputes between them and AMHA resolved through arbitration proceedings held weekly at the Akron Health Department. Arbitrators are assigned from the Cleveland regional office of the National Center for Dispute Settlement. There is no cost to the tenants involved.

Akron 4-A. Arbitration as an alternative to the private criminal warrant is the theme of another NCDS program operating in Summit County known as the Akron 4-A project. After a four month demonstration, Summit County Criminal Justice Commission provided AJD funds in February, 1974, for the program to operate in the Akron Law Department. Through arbitration, mediation, and fact-finding, an effective alternative to the issuance of private criminal warrants is sought. The type of complaint most frequently encountered in this project reflects the need for improvement of interpersonal relationships, as opposed to the enforcement of a legal statute.

Referrals to the program are made by the municipal prosecutor's office. If the dispute seems appropriate for arbitration, the complainant and respondent are offered the opportunity to appear before an arbitrator, with the understanding that the hearing decision is to be final and binding. The hearings are privately held, with no cost to the parties.

## JUVENILE JUSTICE

Summit County Juvenile Detention Center. The center, constructed fifteen years ago, is the only juvenile detention facility in the county. The center has a designed capacity of 74 youths. During 1974, 1,347 admissions were made with the average overnight population of 31 and average length of stay of nine days. Children are separated within the facility by sex, age, and maturity.

The detention center has a total staff of 36 full-time and 36 part-time staff with approximately 160 volunteers. Included in the staff are 23 full-time and 25 part-time sworn officers. Four new employees received approximately 48 to 100 hours of pre-service training and 23 employees participated in 50 to 150 hours of inservice training during 1974. Optional training was also available through the staff development center.

Last year, approximately ninety percent of youth within the detention center participated in the educational program. Two full-time teachers are provided on a contract basis by the Akron Board of Education and year-round educational services are provided. Medical services are provided under the direction of the Summit County Medical Association. A full-time registered nurse is a staff member and a physician is contracted for three afternoons per week. Both, however, are on call twenty-four hours per day, seven days per week.

A number of programs employing aspects of various treatment modalities such as behavior modification, reality therapy, transactional analysis and social contracting are also utilized at the detention center. Activities within the various programs include individual and group counseling, guided group interaction, discussion on social problems and personal growth, job preparation, drug education and instruction for coed cooking, ceramics, needlecrafts, sewing, home arts, literary arts, gardening and a wide range of athletic activities.

Volunteers are primarily provided by the Women's Board of the Summit County Juvenile Court and the Akron Tutorial Program. They serve in the capacity of teachers' aides, tutors, clerical assistants, barbers, counselors and provide assistance in many of the aforementioned program areas.

The 1974 budget for the detention center was \$490,783.

Ohio Youth Commission. The Akron Regional Office of the Ohio Youth Commission is one of seven regional offices with jurisdiction that includes eighteen counties. At the Akron Regional Office, there are 24 employees, including fourteen youth counselors, one foster-care specialist, one education specialist and two prevention specialists. The Ohio Youth Commission staff receives 40 hours of orientation or pre-service training and 40 hours of in-service training. The educational level required for all staff other than clerical is a Bachelor of Arts degree. The average caseload of each counselor is 25 youth in institutions and 32 youth in placement.

**TOTAL NUMBER OF SUMMIT COUNTY YOUTH  
ON ROLLS OF AKRON REGIONAL OFFICE**

January 74	Institutionalized	59
	On Placement	83
December 74	Institutionalized	88
	On Placement	86
No. of new commitments during 74		95
No. discharges		57
No. returned to institution		27

Juvenile Court Probation Department. During 1974, the Summit County Juvenile Court and Probation Departments employed a total of 58 full-time and one part-time staff. Staff included sixteen probation officers, fourteen probation aides, fifteen clerical staff, three supervisors, eight coordinators, one psychologist and two family counselors.

A Bachelor of Arts degree is required for probation officers and a high school diploma for probation aides. During 1974, a total of 1,685 training hours were accumulated by court staff, an average of 65 hours of pre-service training per officer and aides, and 66 hours of in-service training per officer, six hours per aide. The Intensive

Training Laboratory, located in the juvenile court, is an ongoing program providing continuous training for court staff.

JUVENILE COURT CASELOAD, 1974

TOTAL CASES HANDLED DURING 1974	MALE	FEMALE	TOTAL
Delinquent	4,433	1,180	5,613
Unruly	1,132	987	2,119
Total	5,565	2,167	7,732
Drug-related cases*	424	81	505
Alcohol-related cases*	154	15	169

\* By charge only.

BREAKDOWN BY DEPARTMENT	INTAKE	PROBATION	SCHOOL LIAISON
Total Cases Handled	6,467	1,068	975
No. Active Cases 1-01-74	625	475	81
No. Active Cases 12-31-74	658	365	82
No. New Cases Handled in 1974	5,842	593	894
No. Cases Closed in 1974	5,809	703	874

Additional programs operated through the juvenile court are:

Lieberman Center, designed to provide an intensive family-centered treatment for the Juvenile Court;

The Community Worker Program, designed to provide paraprofessionals to work directly with probation officers to give more immediate community-based coverage of children whose behavior presents an immediate threat to the community;

The Intensive Services Unit, designed to decrease Ohio Youth Commission commitments from Summit County;

Intake Community Worker Program, designed to provide early intensive service to children who appear to have the potential to become serious delinquents.

Rehabilitation and Diversion. The Via House is a group home located in the downtown Y.M.C.A. The home receives referrals from the Summit County Juvenile Court and the Ohio Youth Commission. In addition to providing twenty-four hour supervision at this residential facility, the program also provides for individual and group counseling, job placement, vocational counseling and placement, a behavior modification program and referrals to other agencies. The designed capacity is for 25 youth with an average overnight population of 22 and an average length of stay of six to eight months. In 1974, the program had a staff of eleven in addition to several volunteers. The yearly enrollment in 1974 was 135.

The Y.W.C.A. Residential Intervention Center is a group home facility for delinquent female youth between the ages of fourteen and eighteen who are referred by the juvenile court. The program employs eleven full-time staff with the services of volunteers. The designed capacity of this facility is 20, with an average overnight population of ten and an average length of stay of approximately three months. Most of the girls attend public school during the day and several are receiving vocational training or are employed. In addition to individual and group counseling, drug and psychological counseling is also available. During 1974, 47 girls were in the program.

The Phoenix Program is an occupational work adjustment program operated by the Akron Board of Education and the Y.M.C.A. The program is located at the downtown Y.M.C.A. and provides programs for youth who are referred by the Summit County Juvenile Court. In addition to half-day sessions of basic educational instruction, youth receive guided work experience in the community as well as individual and group counseling. The staff consists of five full-time individuals and one part-time. During 1974, approximately 60 youth participated in this fourteen-week program.

The Youth Services Bureau is a juvenile delinquency program for youth residing in the Model Cities Neighborhood in Akron. The program, operating with a professional staff of seven, offers individual and group counseling, job placement, recreation and referral services. The youth services bureau has been in operation since 1970, with individual youth involvement averaging three months. Referrals to the youth services bureau are received from the Akron Board of Education and the Summit County Juvenile Court.

The Lieberman Family Center, working in conjunction with the juvenile court, is designed to provide short-term crisis intervention family counseling. The focus of the program is to have the youth and his family work out problems together with the professional guidance of trained counselors. Approximately 300 families are counseled annually by the three professional staff. Funding is provided by the juvenile court and AJD funds.

The Intake Community Worker program, operated through the juvenile court, is designed to work with potentially serious delinquents by providing early intensive services. The eight community workers and one supervisor are on call twenty-four hours a day and clients are seen a minimum of two to three times weekly. Approximately 150 youth are involved in this program during an average quarter.

#### ADULT CORRECTIONS AND REHABILITATION

Summit County Jail. The Summit County Jail is located in the city-county safety building in downtown Akron and is operated by the county sheriff. There are approximately 60 employees that currently staff the jail, of which the majority are sworn officers. The ten-year-old facility is designed to hold 202 people and has an average overnight population of 165.

Medical and dental facilities are provided to jail inmates on a contract basis by one physician and one dentist who visit the jail once per week, but who are on twenty-four hour call. Drug and alcohol services are available to inmates.

An alcoholism program is administered by volunteer staff personnel and outside volunteers to inmates interested in and screened by Alcoholics Anonymous intake workers. The jail is also a medical unit of the Akron Drug Abuse Clinic and assists in emergency drug situations involving inmates. The jail also dispenses methadone under the direction of the clinic and jail physician.

Akron City Workhouse. The city workhouse serves as a misdemeanant facility with a maximum length of sentence being one year. The designed capacity of the workhouse is 109 residents with an average overnight population of 32.

The majority of the workhouse population are misdemeanant offenders or felons who had their charge reduced to a misdemeanor. It is estimated that over sixty percent of those being held at the workhouse are charged with alcohol-related offenses.

The Akron Health Department provides one physician for the workhouse once each week. In addition, inmates may also become involved in the Akron Health Department's Alcoholic Clinic. This past year, adult basic education classes were established as well as limited recreational activities, a work release program and referrals to other agencies when necessary. Many of these new programs, as well as personal counseling, are attributed to the federal funding of a Treatment Specialist initiated in August of 1972.

Federal Probation and Parole. A regional Federal probation and parole office is located in Akron. At the conclusion of 1974, each of the three officers in this office carried a caseload of approximately 100 clients. During 1975, this office will be adding three counties to its jurisdiction and increase its staff to six officers. A maximum combined caseload of 500 probationers and parolees is expected.

Adult Parole Authority. The Akron Regional Office of the Adult Parole Authority employs a total staff of 20, composed of five parole officers, two parole aides, six clerical staff, one furlough counselor, four investigators and two probation officers. Staff training consists of twenty-four hours of in-service training per officer with educational requirements of a Bachelor of Arts degree.

The average caseload per officer is 52. Total cases on parole as of January, 1974 were 382 and 424 were on parole by December, 1974.

Adult Probation Department. The adult probation department, working in conjunction with the court of common pleas, operated with a staff of 21 last year, including fourteen probation officers and seven supportive staff. In addition, five individuals volunteered with this office. The criminal courts psycho-diagnostic clinic is also operating in conjunction with the probation office, staffed with one psychologist/administrator, one social worker and one secretary.

In addition to providing presentence investigations and probation supervision, this office conducts investigations on motions for expungement, prepares investigations and evaluations on shock parole, other special investigations, conducts special drug counseling and continues weekly staff training sessions. According to the 1974 Annual Report for this office, 528 probationers assigned for supervision and 396 presentence investigations were made. The total caseload at the end of 1974 was 1,540. This is compared with 1,521 at the end of 1973. The total budget for 1974 was \$214,492.

Municipal Court Probation Departments. The Akron Municipal Court Probation Department is the largest of three such departments in Summit County, staffed by three probation officers and two probation aides. All probation officers have a Bachelor's degree and either three years of graduate education or experience. While not established, a Bachelor's degree is a preferred prerequisite for the aides. One of the two currently employed has a college degree and the other is currently pursuing a degree. Both probation officers and aides are involved in presentence investigation and probation supervision. One aide also conducts summary investigations, offering recommendations to the court, while another directs the volunteer program which involved 22 individuals last year. The majority of volunteer time was spent with client supervision or training. During 1974, the department conducted 373 presentence investigations and terminated 421 cases. Not included in these statistics are 147 summary investigations requested by the judges. The total budget for the program in 1974 was \$92,610.

**CONTINUED**

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PROBATION SERVICES - 1974

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	COURT OF COMMON PLEAS		MUNICIPAL COURTS				S.C. JUVENILE COURT	
	AKRON	BARBER.	CUY. FALLS		FT	PT	FT	PT
<u>STAFF</u>	FT	PT	FT	PT	FT	PT	FT	PT
Total Staff	26	1	6	0	2	0	2	0
Probation Officers	14	0	3	0	2	0	1	0
Probation Aides	0	0	2	0	0	0	9	0
Support Staff	10a	1	1	0	0	0	1	0
State Supplementary Staff	2	0	0	0	0	0	0	0
Number Volunteers		5	25		0		0	
Number Volunteer Hours		-	1,634		-		-	
<u>TRAINING</u>								
Hours Pre-service Training g		0	-		-		-	65
Hours In-service Training g		78	-		-		-	66
Education Level of Officers		-	BA+		BA		-	BA
<u>CASELOAD</u>								
Average Officer Caseload h		118	25		60		78	47
Average Aide Caseload h		-	13		-		-	15
Average Officer Pre-sentence h		2.5	10		12		13	-
Average Aide Pre-sentence h		-	6		-		-	0
Active Cases 1-01-74		1,521	143		46		62	475
Active Cases 12-31-75		1,540	118		63		72	365
Cases Initiated during 1974		528	407		134		196	593
Cases Terminated during 1974		420	421		-		174	703
Number of Pre-sentence Investigations during 1974	FELONY	MISD.	MISD.	MISD.				See Narrative
Male	328	293	76	107				
Female	53	80	6	36				
TOTAL	381	373	82	143				FOR

PROBATION SERVICES - 1974 (continued)

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Number under Probation Supervision during 1974					Juvenile Statistics
Male	-	130	60	108	
Female	-	37	5	26	
TOTAL	-	167	65	134	
Number other Investigations during 1974	821b	147d	7e	-	
Drug-Related Cases c	82	42	27	38	505f
Alcohol-Related Cases c	-	46	38	28	169f
Probation Violations	169	11	10	7	85
Incarcerated for Violations	95	8	2	7	71
1974 BUDGET	214,492	92,610	23,800	21,500	

- Not applicable, not available, not specified
- a - Includes four psycho-diagnostic staff
- b - "Shock" probation violations, sanity, pre-trial, etc.
- c - By charge alone
- d - Summary investigations
- e - Average monthly pre-trial release and deferment investigations
- f - Total cases, including intake department
- g - per officer
- h - per month

The Barberton Municipal Court Probation Department began its first year of service to the court during 1973 and is staffed by two probation officers. While the main function of this office is to prepare presentence reports on convicted misdemeanants and supervise individuals on probation, the officers have also started to coordinate the DWI School operated through the Barberton Municipal Court.

During 1974, the department handled 134 new cases. There were also 82 presentence investigations. The total operating budget for 1974 was \$23,800.

At the close of 1974, the Cuyahoga Falls Municipal Court Probation Department had been in operation for four full years. A total of 657 individuals were referred during that time, and according to the department's records, ninety percent have had no further problems with any court in Summit County. This department has also been operating a DWI School since April of 1973, and reports of its effectiveness have been quite positive. Services of volunteers were only utilized during one of the last four years. While the program was successful, it had to be suspended due to limited staff necessary for volunteer supervision. Caseload averages approximately 78 active cases at any given time. One hundred forty-three presentence investigations were made during 1974, and 174 cases were successfully terminated. Ninety-three mis-demeanant clients were involved with this department last year. The total operating budget for 1974 was \$21,500.

Community-Based Programs for Ex-Offenders. The Denton House is a halfway house for probationers, parolees and furloughes. The combined designed capacity of the two facilities maintained by Denton House is 55 residents. Referrals are received from the court of common pleas probation department, state and federal institutions and the Ohio Youth Commission. Along with supervising its residents, Denton House provides programs in career and educational development, vocational counseling, and drug, alcohol and medical treatment when needed. The program is supported by AJD funds and per diem payments from State and Federal institutions.

Opportunities Unlimited is designed to create temporary employment for ex-offenders immediately upon release from confinement thus providing experience for future employment. Employment in the areas of car maintenance, auto body repair, car wash, painting, furniture stripping, and attending a service station are available through this program. An estimated one hundred sixty clients were involved during 1974 with referrals received from agencies, area courts, and clients. Funding is received from AJD and revenue from services provided.

The Parolee Rehabilitation and Employment Program (PREP), operated by Goodwill Industries, is designed to assist the ex-offender in the transition from confinement back into the mainstream of society. The objective of the program is to train fifteen men per month in finding employment and becoming responsible employees. The program was developed by the Adult Parole Authority and is funded by the Bureau of Vocational Rehabilitation. The program began in June of 1969 in Columbus and is now in most major cities throughout Ohio. The PREP project prepares parolees for job interviews, assists in the procedure of filling out applications, and assists in finding employment, and making social adjustments. Discussions are also conducted on planned parenthood, drug abuse, alcoholism, and budgeting. A new class begins each month.

#### COOPERATIVE AGREEMENTS

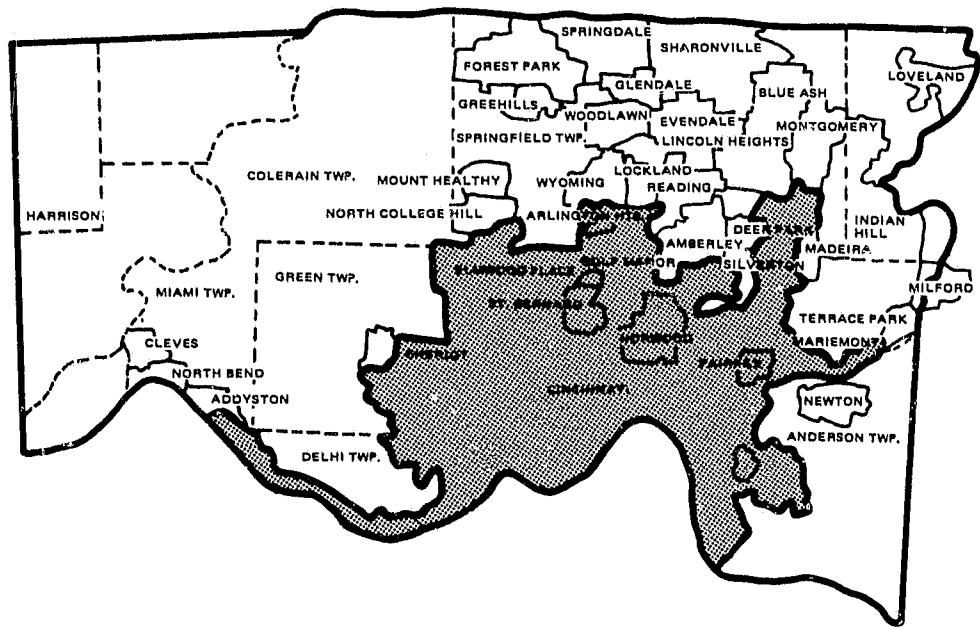
Mutual aid agreements exist between the neighboring communities in three general divisions (north, east and west) of the county. Such agreements involve the sharing of equipment and manpower in emergency situations, as well as general cooperation in daily police work.

Other cooperative efforts exist through two enforcement agencies having countywide jurisdiction, the sheriff's department and the State Highway Patrol. Both departments provide valuable assistance to many smaller police departments through radio dispatching and police-training services. For example, three sheriff's posts dispatch for neighboring departments such as Boston Heights, Clinton Township, and Peninsula, which are not open twenty-four hours a day. The three sheriff's posts are located in outlying sections of the

county: Post I, in Northfield, serves the northern area of the county; Post II, in Coventry Township, serves the suburban communities to the south; and Post III, in Bath Township, serves localities in the western section.

Laboratory services are shared throughout the county in the use of the Bureau of Criminal Identification and Investigation (BCI&I) located in Richfield, Ohio. The newly funded and nearly completed Toxicology Laboratory of the Summit County Coroner's Office will provide more centralized resources of evidence analysis for many departments. Many departments share in utilizing photographic and breathalyzer equipment that is used infrequently, and yet is quite expensive.

## CINCINNATI/HAMILTON COUNTY



### LAW ENFORCEMENT

Cincinnati-Hamilton County borders the Ohio River in Ohio's southwestern corner. Of the total 414 square mile area of Hamilton County, Cincinnati occupies 19 percent, or approximately 79 square miles. The 1970 census revealed Cincinnati as the second largest metropolitan area in Ohio with 452,245 city residents and a total county population of 923,245. The population of Hamilton County consists of 84.3 percent White and 15.7 percent Black.

Included in Hamilton County are 36 municipalities and 12 townships (excluding Milford). Some townships have set up police districts and hired police officers. Townships without police departments are: Anderson, Columbia, Crosby, Harrison, Miami, Sycamore, Symmes, and Whitewater.

Because of the easy mobility available to today's law violators, all police departments have agreed to a mutual assistance pact and a voluntary quadrant-roadblock system to apprehend fleeing criminals.

Cincinnati Police Department. The Cincinnati Police Department is the largest law enforcement agency in the county and is responsible for the law enforcement within Cincinnati. Cincinnati has a population of 449,000 and a patrol area of 78 square miles.

Manpower : 1,138 full-time sworn officers  
              400 full-time civilians  
              22 full time juvenile officers

Training : 571 hours basic training

Workload : 314,378 complaints & demands for service  
              30,800 Part I crimes reported  
              5,934 Part I crimes cleared

Total Budget : \$17,939,500

Population : 449,000

Hamilton County Sheriffs Department. The sheriff's office patrols the unincorporated areas of the county, maintains the county jail and provides security at the county courthouse.

Manpower : 127 full-time sworn officers  
              0 civilians  
              4 full-time juvenile officers

Training : 280 hours basic training  
              40 hours inservice

Workload : 62,367 complaints & demands for service  
              6,706 Part I crimes reported  
              1,488 Part I crimes cleared

Total Budget : \$3,636,594

Population : 200,000

Suburban Police Departments. There are 45 suburban law enforcement agencies in Hamilton County including two park police agencies and two university police departments. The following statistics show the total manpower workload and budgets for the combined departments. This information is as complete as possible, however, some statistics are unavailable.

Manpower:	:	617	full-time sworn officers
		52	part-time sworn officers
		56	full-time civilians
		18	part-time civilians
		3	juvenile officers full-time
		0	juvenile officers part-time
Training	:		
Workload	:	236,319	complaints & demands for service
		9,299	Part I crimes reported
		2,609	Part I crimes cleared
Combined Budget :		\$8,011,750	

Coroner and Crime Laboratories. An integral part of the criminal justice system is the Office of the County Coroner.

The following is a compilation of statistical data for 1974:

CORONER'S OFFICE

<u>PERSONNEL</u>	<u>FULL TIME</u>	<u>PART TIME</u>
Professional	4	1
Other	13	11
TOTAL	17	12
<u>CASELOAD</u>		<u>NUMBER</u>
Total Cases		2,765
Post Mortems		941
Drug Evidence Analyses		12,852
Criminal Evidence Analyses:		
Criminal Cases		547
Evidence Items		1,827
Individual Analyses		2,970
TOTAL		5,344

CRIME LABORATORY

<u>PERSONNEL</u>	<u>FULL TIME</u>	<u>PART TIME</u>
Sworn Officers	-	1
Civilians	10	1
TOTAL	<u>10</u>	<u>2</u>
<u>BUDGET</u>		
General Office		\$254,940
Morgue		52,510
Crime Laboratory		153,590
Building		28,020
TOTAL		\$489,060

JUDICIARY

In Hamilton County there are two courts: The court of common pleas and the municipal court. The court of common pleas has four divisions: general, probate, juvenile, and domestic relations.

Court of Common Pleas; General Division. The general division's criminal jurisdiction is limited to felonies and to civil cases in excess of \$7,500. It consists of the following judges and staff:

Personnel:	Judges	11	full time
	Visiting judges	784	judge days
	Administrators	3	full time
	Referees	1	part time
	Psychiatrists		by contract
	Bailiffs	14	full time
	Court Constables	11	full time
	Stenographers	17	full time
		2	part time
	Assignment		
	Commissioners	8	full time
	other	63	full time
		2	part time

Caseload:	4,228	at beginning of 1974
	7,381	docketed in 1974
	7,937	cases disposed, 1974
	4,133	criminal cases
	3,983	felony cases
	150	misdemeanant cases
	8,132	civil cases
	288	jury cases

1,569 presentence investigations  
3,220 convictions  
1,388 to probation

Budget : \$1,593,115

Hamilton County Municipal Court. The municipal court is the court of limited jurisdiction with countywide responsibility for selected civil and criminal cases. The criminal cases fall into the categories of parking, traffic, misdemeanors, and felony preliminaries. The court's civil jurisdiction is limited to cases under \$7,500. Small claims are also heard by this court.

Personnel:                    12 Judges  
                                1 Court Administrator  
                                3 Referees  
                                12 Bailiffs  
                                1 Assignment Commissioner  
                                81 Other

Workload:                    15,409 at beginning of 1974  
                                92,887 docketed in 1974

Budget : \$948,880

#### PROSECUTION

Hamilton County Prosecutor's Office. This office consists of 24 full-time and four part-time attorneys, two full-time investigators, four part-time legal aids and 12 additional full-time personnel.

Workload:                    4,271 cases 1974  
                                700 civil cases  
                                3,571 criminal cases  
                                3,034 brought to court

Budget : \$706,400

City Solicitor. The city solicitor heads the city's legal department with its three divisions: civil, prosecution and real estate. There is a full-time staff of 52, 32 of whom are attorneys.

Caseload:                    328 civil cases  
                                57,888 criminal cases  
                                102,551 cases brought to court  
                                (including traffic)

## DEFENSE

Legal Aid Society. Staff and workload of the legal aid society is as follows:

Manpower:	Attorneys	8 full time - 2 part time
	Legal Aides	2 full time
	Investigators	2 full time

Workload:	Felonies	1,477
	Misdemeanors	9,602

Budget : \$129,285

## Model Cities Law Office.

Manpower:	Attorneys	8 full time
	Legal Aides	3 full time - 3 part time
	Investigators	4 full time

Workload:	Felonies	886
	Misdemeanors	2,561

Budget : \$244,207

## JUVENILE JUSTICE

Juvenile Court. The juvenile court, an arm of the court of common pleas, has the following staff and workload:

Manpower:	Judges	2 full time
	Administrators	5 full time
	Bailiffs	2 full time
	Referees	9 full time
	Court Stenos	1 full time
	Juvenile Probation Officers	35 full time - 1 part time
	Psychiatrists, psychologists	3 full time
	Other	167
	Total	<u>222</u>

Workload:	41,889 cases docketed
	20,859 cases disposed
	70 felonies bound over to Common Pleas Court
	2,256 Unruly cases
	16,122 Delinquency cases

Disposition:	395	Incarcerated
	245	to foster homes, group homes and halfway houses
	2,890	to probation

Budget : \$1,506,595

Juvenile Probation. The juvenile probation department consists of the following:

Manpower:	35	full time probation - 1 part time officers
	21	state probation supplementary staff

Volunteers:	Juvenile Court volunteers	30
	Jaycee volunteers	12
	Teacher Probation officers	12
	Cincinnati Girls Club	30

Caseload:	57	Average per probation officer
	254	Average pre-sentence investigations per probation officer
	2,571	Active cases at beginning of year
	2,347	Active cases at end of year
	1,367	Probation violations for 1974
	122	Violators Incarcerated

Budget for Probation : \$999,408

Juvenile Detention Facility. The juvenile court detention facility, constructed in the 1950's, has a capacity of 75 residents. There are 52 full-time and 6 part-time staff members. Of the full-time staff, 37 are security personnel. The youth receive professional services from four full-time teachers, two doctors, and four registered nurses. (The staff receives 80 hours on the job training and meet with staff members for another 20-25 hours.)

The 30 Juvenile Court volunteers provide indirect services to youth by raising money to buy books, magazines, clothing, sport supplies, and other necessities for youth in detention.

Although the children are classified by sex, further classification by delinquency, unruliness, and age are prevented due to the facility's physical set-up. The size of the facility is inadequate to house the growing number of youth who are incarcerated in Hamilton County.

This pre-trial, pre-placement, holding facility has an average overnight population of 39.1. In 1974, 5,128 children spent an average of 2.9 days in this court facility.

The expenditures for the juvenile court detention facility are incorporated in the court's budget.

JUVENILE HALFWAY HOUSES AND REINTEGRATION CENTER. There are seven juvenile halfway houses and reintegration centers in Hamilton County.

Allen House provides temporary shelter for dependent children.

Glenview/Hillcrest Schools are community placement facilities primarily for unruly and delinquent children.

The Holmes Houses are community-based group homes for unruly and delinquent girls between ages 15-17.

The Bob Hope House and Woodmar Farm are residential community-based treatment programs for unruly and delinquent boys. The criteria for admission is such that any youngster requesting placement is accepted.

Emanuel Bridge Home for Boys is a residential placement facility for delinquent boys between ages 13-17.

New Life for Girls, Inc. was Cincinnati's first halfway house for girls released from correctional institutions. In November, 1973, a second home was opened with a capacity of seven.

Residential Youth Treatment Program (RYTP) is a coeducational program which provides assistance for drug users under 18 years of age.

Community-based Facilities

AGENCY	DESIGNED CAPACITY	AVERAGE OVERNIGHT POPULATION	AVERAGE LENGTH OF STAY <small>Months</small>	ANNUAL POPULATION	TOTAL BUDGET
Allen House	88	86	1.5	700	\$ 620,000
Glenview/Hillcrest	82	64	9	160	518,120
Holmes Houses	16	16	7	35	93,000
Bob Hope House and Woodmar Farm	40	30	12	60	300,000
Emanuel Bridge	18	9	4.5	70	80,000
New Life for Girls	20	16	5	61	100,000
RYTP	18	16	12	47	126,192

Community-based Facilities, Personnel & Training

AGENCY	PROFES- SIONALS		PARA- PROFES- SIONALS		OTHER		VOLUN- TEERS	TRAINING	
	Full Time	Part Time	Full Time	Part Time	Full Time	Part Time		Hours Pre- Service	Hours In- Service
Allen House	10	1	51	5	0	0	100	3	100
Glenview/Hillcrest	10	1	29	2	21	2	43	120	1600
Holmes Houses	4	2	6	2	0	0	9	16	40
Bob Hope House and Woodmar Farm	7	0	6	1	0	0	3	0	40
RYTP	4	1	2	1	0	0	3	10	120
Emanuel Bridge Home for Boys	3	0	1	4	0	0	4	5	25
New Life for Girls	3	0	3	2	2	0	20	100	80

## ADULT CORRECTIONS & REHABILITATION

Hamilton County Jail. The jail was designed for an inmate population of 250. Services provided are diagnostic and classification, methadone treatment, religious and recreation. In addition to the normal sources for receiving inmates the county jail boards prisoners from the cities, armed forces, and the federal government.

Community Correctional Institute (CCI). This is a century old facility with a capacity of 600. Programs provide the inmates with diagnostic and classification service, work release, remedial education, vocational guidance and a drug treatment program.

Data concerning these two facilities is as follows:

<u>Personnel</u>	<u>Jail</u>		<u>CCI</u>	
	Full time	Part time	Full time	Part time
Sworn officers	58	0	98	0
Civilians	2	4	26	2
Total Staff	60	4	124	2
<u>Training</u>	<u>Jail</u>		<u>CCI</u>	
	240 hrs.		40 hrs.	
In-service	80 hrs.		40 hrs.	
<u>Professional Services</u>				
Doctors	0		2	
Teachers	0		4	
Social Workers	0		4	
Overnight Population	270		430	
Annual Population	Unknown		10,000	
<u>Services Provided</u>	<u>Jail</u>		<u>CCI</u>	
	0		228	
Work release	0		81	
Educational Programs	0		71	
Vocational Programs	0		265	
Alcohol Treatment Pro- grams	0		300	
Drug Treatment Programs	0			
<u>Total Budget</u>				
Jail	\$785,100			
CCI	\$2,036,670			

Probation. The common pleas and municipal court each operate adult probation departments. These departments supervise individuals returning to the community from local institutions.

The following data provide information pertaining to both courts.

<u>Personnel</u>	<u>Common Pleas</u>		<u>Municipal</u>	
	Full time	Part time	Full time	Part time
Probation officers	36	0	37	1
Probation officer aides	3	0	0	0
Volunteers	65	0	125	0
State/Supplementary staff	0	0	0	0
<u>Training</u>	<u>Common Pleas</u>		<u>Municipal</u>	
	Full time		Full time	
Pre-service	0		0	
In-service	200		57	
<u>Caseload</u>				
Average per probation officer (Excluding pre-sentence investigation)	85		242	
Average pre-sentence investigations				
Per probation officer	48		106	
Average probation officer				
Aide caseload	20		Unknown	
-Total active cases 1 Jan 74	2,273		5,358	
-Total active cases 31 Dec 74	2,742		7,262	
-Total cases terminated during 1974	721		3,408	
-Total pre-sentence investigations 1974	1,569		1,262	
-Number violated probation 1974	94		1,217	
-Number of violators incarcerated	82		223	

-Number of felon clients	2,442	0
-Number of misdemeanant clients	300	1,005
-Number of clients w/drug problems	300	unknown
-Number of clients w/ alcohol problems	270	unknown

**Total Budget**

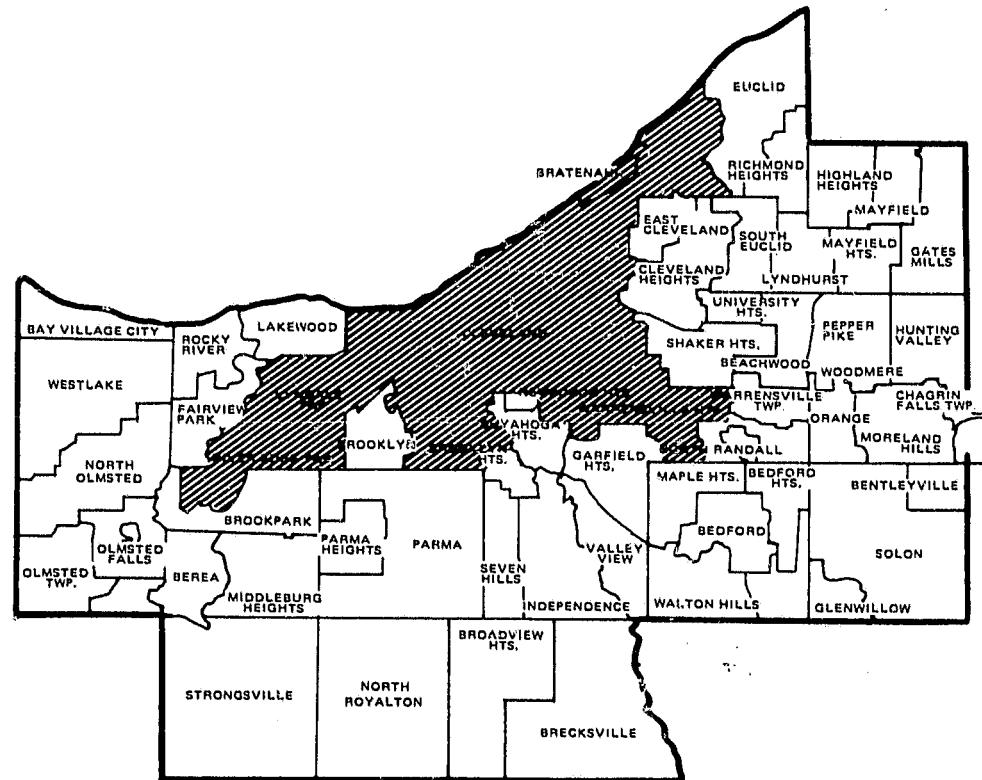
Common Pleas Court	\$ 565,000
Municipal Court	654,350

Halfway Houses and Reintegration Centers. Six halfway houses and reintegration centers operate in Hamilton County in addition to the Central Community Health Board (Methadone Treatment Center). The designed total capacity is 320 with 175 going to the methadone treatment center. Average overnight population for the six is 121. Annual population of the six is 634. The budget for the six houses is \$546,732.

Detoxification Center. The Detoxification Center for public inebriates is a residential treatment center that offers an alternative to incarceration, which furnishes medical and additional services to these persons. Diversion of habitual alcoholics to a health care system through the detoxification center has proven a useful and effective alternative to the normal criminal justice process. Personnel of the facility includes thirteen full time and two part time professionals; ten full time para-professionals and eight volunteers.

Treatment Alternatives to Street Crime (TASC) This operation is designed to offer treatment to persons held in both the county and city detention centers. Individuals arrested for aggressive sex crimes, violent firearms violations, homicide, manslaughter and traffic violations are excluded. After being interviewed by the TASC personnel, recommendations are made to the arraigning judge. Based upon the judges decision the arrested person may or may not enter the treatment program.

## CLEVELAND/CUYAHOGA COUNTY



### LAW ENFORCEMENT

There are 60 municipal police departments in Cuyahoga County. In addition to these agencies, the law enforcement function is carried out by the Cuyahoga County Sheriff, several university security forces, Metropolitan Enforcement Groups (MEG), public housing security patrols and several private and neighborhood security agencies.

Since there is no unincorporated land in Cuyahoga County the law enforcement function is the primary responsibility of these 60 governmental police departments. The Cuyahoga County Sheriff's office has the principal duty of maintaining the county jail and handling its prisoners.

The City of Cleveland has 41 percent of the county population and 63 percent of the total crimes in the county.

Total law enforcement personnel in 1974 numbered 4,678, as follows.

	Number Full-time Sworn Officers	Number Civilians	Number Juvenile Officers	Number Police Cadets
Suburbs	1,451	224	30	--
Cleveland	2,336	294	51	32
Sheriff	<u>205</u>	<u>55</u>	--	--
Totals	3,992	573	81	32

Crime Laboratory Services. There are generally 11 laboratory services that may be provided by local police departments. These services include fingerprint analysis, photography services, document analysis, ballistics, explosives analysis, trace evidence, comparative microscopy, wet chemistry, instrument analysis, polygraph services, and general crime scene investigation.

It is to a police department's benefit if these services can be provided locally, since there are only three authorized crime laboratories available to Cuyahoga County Police. These laboratories are the Cuyahoga County Coroner's Office, the Cleveland Police Department Crime Analysis Laboratory, and the Bureau of Criminal Investigation and Identification Lab in Richfield, Ohio.

#### Laboratory Services Provided

#### Percentage of Suburban Police Providing Service

Fingerprint	84%
Photography	89%
Documents	18%
Ballistics	1%
Explosives	6%
Trace Evidence	10%
Comparative Microscopy	3%
Wet Chemistry	1%
Instrument Analysis	3%
Polygraph	10%
General Crime Scene	84%

## COURTS

Cuyahoga County has 21 mayor's courts, 13 municipal courts, the Cuyahoga County Court of Common Pleas, and the Eighth District Court of Appeals.

Mayor's Courts. As of February, 1974, there were 21 mayor's courts in Cuyahoga County. Mayor's courts are limited to traffic offenses and ordinance violations. The new Ohio Criminal Code has affected mayor's court operations and several have recently been abolished.

Municipal Courts. Cleveland Municipal Courts number 13. The following data are furnished describing the staff and caseload of this jurisdiction:

### Personnel

Number of judges	13
Supporting Staff (not including Clerk of Courts Staff)	143
Clerk of Courts Staff	121

### Caseload

Criminal Cases Docketed	30,960
Civil Cases Docketed	38,044
Criminal Cases Disposed	
Felony	4,455
Misdemeanors	26,505
Criminal cases carried over to 1975	6,144

Court of Common Pleas. The Cuyahoga County Court of Common Pleas is divided into four divisions: (1) the general division with 26 judges; (2) the domestic relations division with 2 judges; (3) the probate court with 2 judges; and (4) the juvenile court with 4 judges. The domestic relations division and the probate court are concerned primarily with civil cases. The juvenile court is discussed elsewhere in this section. Data regarding the general division follow:

Criminal Cases as of January 1, 1974	1,063
Criminal Cases assigned during 1974	6,692
Total Docket	7,755
Criminal Cases disposed 1974	6,342
Criminal Cases pending December 31, 1974	1,413

Criminal Cases terminated 1974	
By jury trial	501
By court trial	396
By reason of pre-trial	1,310
By dismissal without prejudice (including nolle pros)	931
By dismissal without prejudice	43
By guilty pleas	2,734
By transfer	97
By unavailability of accused	<u>330</u>
Total	6,342

Eighth District Court of Appeals. This court serves Cuyahoga County exclusively as the general appellate review of judgments by the Cuyahoga County Court of Common Pleas, the 13 municipal courts and the appeals from the Board of Tax Appeals.

#### Personnel

Judges	6
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#### Workload

Cases pending January 1, 1974	485
Cases filed during 1974	1,035
Cases terminated 1974	926
Cases pending December 31, 1974	594

## JUVENILE JUSTICE

Juvenile Court. The juvenile court is a section within the court of domestic relations, a part of the court of common pleas. The following is a statistical profile for this component of the juvenile justice system.

Cost, Classification, and Number of Juvenile Court Employees in 1974

Cuyahoga County, Ohio - 1974

Court Administration and Probation Department	<u>Position Classification</u>	<u>Number of Personnel</u>	
		<u>Full-time</u>	<u>Part-time</u>
Judges	4		
Administrator	1		
Administrative Department Heads	5		

Cost, Classification, and Number of Juvenile Court Employees  
in 1974

Cuyahoga County, Ohio - 1974  
(Continued)

	<u>Position Classification</u>	<u>Number of Personnel</u>	
		<u>Full-time</u>	<u>Part-time</u>
Court Administration and Probation Department	Bailiffs	4	
	Referees	8	
	Clerical	93	
	Probation Officers	82	
	Casework Supervisors	8	
	Placement Workers	14	
	Child Support Counselors	7	
	Affidavit-Intake Workers	8	
	Psychologists		5
	Psychiatrists		6
Total Cost ....		\$4,143,079.91*	
Detention Home Workers		77	75
	Total Cost ....		\$1,060,032.12
Clinic	Doctor		1
	Registered Nurse	1	
	Practical Nurse		3
	Medical Secretary	1	
	Total Cost ....		\$104,718.25
GRAND TOTAL COST .....			\$5,307,830.28

\*Total Cost figures include personnel and operating expenses but not building maintenance.

There were 11,615 cases filed in 1974. Of these, 10,528 were disposed in 1974 and 1,087 were continued or set for hearing in 1975. The following tables reflect the disposition of the cases.

Disposition of Delinquency and Unruly Cases - Unofficial

<u>Disposition of Unofficial Cases</u>	<u>1973</u>	<u>1974</u>	<u>Percent of Change</u>
Adjusted by Referee	2,542	3,177	25
Referred to Court Diversion			
Project	114	104	(9)*
Probation Officer to Supervise	199	231	16
Referred to Agency	112	67	(40)
Made Official	128	155	21
Other Disposition	89	115	29
Dismissed by Referee	210	228	9
Withdrawn by Complaint	111	139	25
Continued or Set for Hearing the Following Year	137	209	53
Total Unofficial Dispositions	3,642	4,425	21

\*( ) denotes negative figure

The tables demonstrate that:

- despite a significant gain in the number of official dispositions, the number of commitments made by the Court to juvenile institutions has decreased by 23 percent during 1974;
- use of both official and unofficial probation increased 10 and 16 percent respectively;
- use of community programs increased 28 percent in official cases, yet decreased significantly as an unofficial disposition; and
- the court's backlog of untried and continued cases increased by 26 percent over the 1973 figure.

Juvenile Detention. The Cuyahoga County Detention Home, with a designed capacity of 118, is described below.

Average overnight delinquent population	88
Average length of stay	10 days
Total staff (full-time)	77
Total staff (part-time)	75
Total budget	\$1,060,032

Disposition of Delinquency and Unruly Cases - Official

<u>Disposition of Official Cases</u>	<u>1973</u>	<u>1974</u>	<u>Percent of Change</u>
Placed on Probation	2,539	2,802	10
Placed in Private Treatment Centers	235	124	(47)*
Committed or Returned to Public Institutions			
Ohio Youth Commission	500	501	less than .5%
Mansfield Youth Center	46	---	---
Youth Development Center, Cuyahoga County	264	122	(54)
Total Committed or Returned to Institutions	810	623	(23)
Certified to other Juvenile Courts	51	41	(20)
Transferred to Common Pleas Court, Other Division	35	55	57
Continued under Supervision of Parole Officer	60	77	28
Continued under Supervision of County Welfare Department	53	58	9
Committed to Parents, Relatives	286	303	6
Referred to Community Programs	190	244	28
Order Made in Other Cases	659	722	10
Other Disposition	117	56	(52)
Dismissed by the Court	670	1,068	59
Withdrawn by Complaint	308	139	(55)
Continued, or Set for Hearing following Year	862	878	2
Total Official Dispositions	6,874	7,190	5

\*( ) denotes negative figure

Other Juvenile Incarceration Facilities. Late in 1973, both the Hudson Boys School and Blossom School for Girls separated from the county welfare department and became the nucleus of a new division of county government entitled the Cuyahoga County Division of Youth Development and Recreation Services. Since then the Blossom institution has been closed and the Hudson institution modified to accommodate girls. The youth center has an overnight population of 116 boys and 60 girls and operates on an annual budget of \$1,700,000.

Juvenile Group Homes. Three criminal justice system group homes, with a combined capacity of 32 beds, were operative in the county in 1974. These homes offered services to 107 children in 1974.

#### PROSECUTION

County Prosecutor. This office has the responsibility in the prosecution of felonies and the presentation of evidence before the grand jury. It is staffed with 160 personnel, of which 70 are appointed attorneys serving as assistant prosecutors. Of these 70, 58 serve in a full time capacity on criminal cases.

Data regarding numbers and dispositions of cases are the same as those shown under the caption of general division, court of common pleas.

Cleveland Police Prosecutor. This office is under the director of law who is the prosecuting attorney of the municipal court and as such prosecutes all cases brought before such court. This division is divided into civil and criminal sections. The Cleveland police prosecutor's office is responsible to the director of law for the operations of the criminal division. The staff consists of 9 attorneys and 2 legal aides. In 1974, the division reviewed 26,505 misdemeanor cases (not including traffic), and 4,455 felony charges which were tried in Cleveland Municipal Court and bound over to the common pleas court for adjudication.

#### DEFENSE

In Cuyahoga County, the major means of providing indigent defense has been the assigned private attorney. In 1974, there were 1,626 assignments made to private attorneys through the common pleas court. The public defender's office of the Legal Aid Society of Cleveland defended 823 indigent defendants in the common pleas court.

The public defender's office, in 1975, has established a contractual arrangement with the court of common pleas to guarantee the defender's office 750 assigned cases throughout the year. This effort will provide a stable income to the defender's office, felony division, to maintain services for indigents at the point of arraignment in common pleas court.

Juvenile Probation Caseload Movement Report

<u>Case Movement</u>	<u>Male Staff</u> <u>1973</u>	<u>Male Staff</u> <u>1974</u>	<u>Female Staff</u> <u>1973</u>	<u>Female Staff</u> <u>1974</u>	<u>Placement</u> <u>1973</u>	<u>Placement</u> <u>1974</u>	<u>Total</u> <u>1973</u>	<u>Total</u> <u>1974</u>	<u>Percent Change</u> <u>1974 Over 1973</u>
Cases on hand, January 1	1,358	1,725	586	640	355	393	2,299	2,758	+20
<u>Cases Received:</u>									
New - Official	1,717	2,023	611	666	115	87	2,443	2,776	+14
New - Unofficial	137	143	66	68	--	--	203	211	+ 4
Inter-Dept. Transfers	1	11	7	21	120	140	128	172	+34
Intra-Dept. Transfers*	1,122	518	242	228	181	120	1,545	866	-44
TOTAL RECEIVED	1,855	2,177	684	755	235	227	2,774	3,159	+14
TOTAL UNDER SUPERVISION	3,213	3,902	1,270	1,395	590	620	5,073	5,917	+17
<u>Cases Closed:</u>									
Commitment, YDC	102	87	43	28	15	11	160	126	-21
Commitment, OYC	156	191	42	62	46	38	244	291	+19
Accepted by Agency	28	29	3	12	2	4	33	45	+36
Removed	142	222	101	104	29	28	272	354	+30
Discharged	995	1,696	382	425	101	95	1,478	2,216	+50
Inter-Dept. Transfers	65	79	59	69	4	24	128	172	+34
Intra-Dept. Transfers*	1,123	518	241	228	181	120	1,545	866	-44
TOTAL CASES CLOSED	1,488	2,304	630	700	197	200	2,315	3,204	+38
Cases Carried over December 31	1,725	1,598	640	695	393	420	2,758	2,713	- 2

\*Not Included in Totals

At the municipal court level, indigent defense varies among the various courts. The majority of the suburban courts have cooperative arrangements with local attorneys to provide volunteer service. Two courts, the East Cleveland Municipal Court and the Cleveland Municipal Court have used the public defender's office for representation in all indigent cases. The services were provided to the courts since they shared the local cash match in a Federal grant funded to the Defender's Office for misdemeanor representation. There were 2,459 municipal hearings defended by the public defender's office in municipal courts in Cuyahoga County. Of that figure, 1,428 cases were preliminary hearings for felony cases.

The juvenile court division of common pleas court, has contractual services with the Legal Aid Society, civil division, for counsel to the court's indigent defendants. In 1974, there were 1,168 cases defended in juvenile court.

#### ADULT CORRECTIONS

There are four major correctional agencies charged with supervision or institutionalization of adult offenders in Cuyahoga County.

- (1) Cuyahoga County Jail
- (2) Cleveland House of Corrections
- (3) Cuyahoga County Common Pleas Probation Department
- (4) Cleveland Municipal Court Probation Department

Cuyahoga County Jail. The sheriff of Cuyahoga County is responsible for administration of the county jail, which duty entails seeing to the care and custody of persons who are awaiting grand jury action, trial by common pleas, juvenile, probate or federal court or after final disposition by the municipal courts of the county. The jail has a designed inmate capacity of 325. Average daily population in 1974 was 550.

Total Staff	132 fulltime 4 parttime
Sworn Officers	113 fulltime 3 parttime
Professionals Providing Service	7 fulltime 1 parttime

Cleveland House of Correction. The Cleveland House of Correction's primary function is to house offenders sentenced by the Cleveland Municipal Court, Cuyahoga County Common Pleas Court or the juvenile court. In addition, the house of correction has entered into contractual agreements with 38 suburbs within the county to house their offenders on a fee basis. The house of correction provides food, clothing, shelter and health services, including psychiatric, for all residents. Together, the various house of correction facilities have a capacity of 300 persons. In 1974, the overnight population average was 180. Personnel assigned to the institution increased from 111 to 155 in 1974.

Probation. Data relative to the common pleas court probation department follow:

Manpower

Probation officers (fulltime)	54
Supervisors	8
Probation Aides	2
Parttime volunteers	54
Probation officers (APA)	20
Supervisors (APA)	3
Unit Supervisor (APA)	1

Caseload

Cases, January 1, 1974	4,872
Cases received 1974	2,485
Cases Active on December 31, 1974	5,047
Cases successfully terminated 1974	1,217
Probation Violations 1974	175
Presentence Investigations	2,971

1974 Budget

\$695,820

The Cleveland Municipal Court Probation Department provides pre-sentence reports to the court on request and provides probation supervision for misdemeanor cases assigned by the court.

Manpower

Probation officers (fulltime)	28
Supervisors	8

Caseload

Cases, January 1, 1974	2,078
Cases, December 31, 1974	2,359
Cases received during 1974	2,101
Cases successfully terminated 1974	1,731
Probation violations	184

Cooperative Agreements in Probation Services. In May of 1974, a move toward the unification of probation services began through the cooperative efforts of the court of common pleas and the Cleveland Municipal Court. Agreements were made by both courts to allow the Cleveland Municipal Court Probation Department to provide misdemeanor supervision to 200 probationers from the common pleas court. The 200 were felony charges reduced to misdemeanors, most of which were carrying a concealed weapon--unloaded, or cases in which the offense was a stranger-to-stranger crime classification.

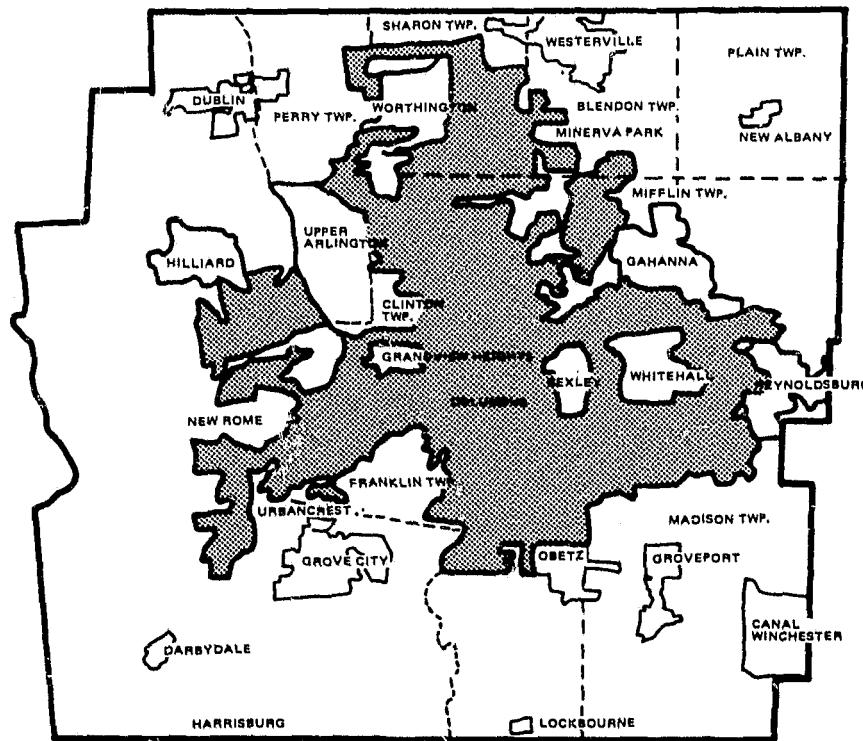
The probationers will remain under the custody of the common pleas court. The municipal probation officer will report to the common pleas court regarding the status of the probationer until those cases are successfully completed. As of May of 1975, the two agencies are presently reviewing their resources to determine if larger numbers of clients can be serviced in this arrangement.

Coordination of Probation and Parole Community-Based Facilities. The Cleveland IMPACT Cities Diversion and Rehabilitation Program developed three community-based programs in 1973. The Adult Parole Authority, the common pleas court probation department and the Cleveland Municipal Court Probation Department joined together to establish three centralized community-based counseling offices in the City of Cleveland. The common pleas court probation department and the Cleveland Probation Department were funded to supply staff to three offices, located in the East Side, the Southeast Side, and the West Side neighborhoods of Cleveland.

Since that time, IMPACT Cities projects have been terminated, leaving the respective agencies to seek additional funding sources or disband the tri-agency coordination of correctional services.

Recently, both probation departments have received Federal funds through the Comprehensive Employment and Training Act (CETA) to maintain moderate staffing levels, but do not have the resources for rental expenses in the office sites.

## COLUMBUS/FRANKLIN COUNTY



## LAW ENFORCEMENT

The law enforcement agencies in Franklin County play the major role in the prevention and detection of crime. Each city, village or township law enforcement agency has statutory responsibility for preservation of the peace, protection of persons and property, enforcement of all ordinances of their respective legislative authorities and enforcement of the criminal laws of the State of Ohio and of the United States.

Of the 44 cities, villages and townships within Franklin County, 29 maintain either a full or parttime police department. Fourteen of the others have elected to contract with the Franklin County Sheriff for the provision of police services. The remaining jurisdiction, the village of Marble Cliff, has contracted with the City of Grandview Heights for police services.

The Franklin County Sheriff's Department. As the chief law enforcement officer, the sheriff has countywide jurisdiction, including all municipalities. Each municipality maintains a close working relationship with the sheriff via various mutual aid pacts which exist both between the sheriff and the municipalities and among the municipalities. The sheriff's department provides special investigative services, on a regular basis, to all but eleven of the municipalities which maintain police departments.

The sheriff's department further operates the county jail, provides security and other ministerial services for the courts, including transportation of prisoners and provides complete law enforcement services to the unincorporated areas of the county.

Manpower	:	88	full-time sworn officers, excluding jail staff
		2	juvenile officers
		29	civilian employees
		.73	full-time sworn officers per 1000 population (including juvenile officers)
Training	:	280	hours of basic training per recruit
Workload	:	6,920	calls received by dispatcher
		3,694	criminal arrests, overall
		843	felony arrests
		317	drug-related arrests
		607	alcohol-related arrests
Total Budget	:	\$1,323,733	(Annual cost of law enforcement per citizen - \$10.80. Percentage of total county expenditures - 5.4%)

The Columbus Police Department. The Columbus Police Department is the largest law enforcement agency in Franklin County. Executive control for the department is vested in the Mayor and the Director of Public Safety, who is appointed by the Mayor. Operational authority is delegated to supervisory officers by the chief of police. In addition to being responsible for the City of Columbus, the police department performs some law enforcement duties for a few of the unincorporated areas of Franklin County.

Manpower	:	1,096 sworn full-time officers 228 civilian employees, 226 full-time, 2 part-time 48 juvenile officers 2.02 sworn full-time officers per 1000 population (includes juvenile officers)
Training	:	1,025 hours of basic training per recruit 20 hours average annual in-service training per officer
Workload	:	399,282 calls received by dispatcher 30,398 total criminal arrests 10,080 felony arrests 1,598 drug related arrests 12,534 alcohol related arrests
Total Budget	:	\$22,080,141 (annual cost of law enforcement per citizen-\$39. Percentage of total annual municipal expenditures-32.2%)

Full-Service Suburban Police Departments. Thirteen of the 28 law enforcement agencies in Franklin County are classified as major suburban police departments since they provide the entire range of police services, independent of neighboring agencies. These agencies service the cities of Bexley, Darbydale, Gahanna, Grandview Heights, Grove City, Groveport, Hilliard, Madison Township, Reynoldsburg, Upper Arlington, Westerville, Whitehall and Worthington. The data below is representative of these thirteen departments in the aggregate.

Combined Manpower :	267 sworn full-time officers 19 sworn part-time officers 6 full-time juvenile officers 52 full-time civilian employees 9 part-time civilian employees 1.35 full-time sworn officers per 1000 population
Combined Training :	At least the minimum

		hours required by state law for basic recruits
28.6		hours average annual in-service training per officer. Only nine of the 13 departments reported having formal in-service training programs.
Combined Workload :	113,711	calls received by dispatcher
	8,370	criminal arrests, overall
	1,361	felony arrests
	609	drug related complaints
	562	drug related arrests
	2,072	alcohol related complaints
	1,862	alcohol related arrests
Combined Budgets :	\$4,624,335	(annual cost of law enforcement per citizen \$22.69. Percentage of total annual municipal expenditures - 16.36% excluding Hilliard)

Non-full-Service Suburban Police Departments. There are 15 law enforcement agencies in Franklin County who depend on the Franklin County Sheriff and other neighboring departments for specialized law enforcement. These departments service Blendon, Clinton, Franklin, Hamilton, Mifflin and Perry Townships, and the city of Dublin, and the villages of Canal Winchester, Lockbourne, Minerva Park, New Albany, Obetz, Urbancrest, Valleyview and Harrisburg.

The data below are representative of the 15 departments in the aggregate. (Only 12 of the 15 non-full-service suburban police departments responded to the law enforcement survey; therefore, training, workload, time distribution and budgets are representative of only the 12 respondents.)

Combined Manpower:	46	sworn full-time officers
	64	sworn part-time officers
	6	full-time civilian employees
	2	part-time civilian employees
	2	juvenile officers
	.38	sworn full-time officers per 1000 population (excluding Franklin County Sheriff)
Combined Training:		At least the minimum hours required by state law for basic recruits.
	22.49	hours annual in-service training per sworn officer. (Only seven of the 12 report- ing departments indicated an in-service training program.)
Combined Workload:	38,753	calls received by dispatcher
	995	total criminal arrests
	98	felony arrests
	252	drug-related complaints
	100	drug-related arrests
	6,529	alcohol-related complaints
	529	alcohol-related arrests
Combined Budgets:	\$669,751	(annual cost of law enforcement per citizen - \$5.47)

The Ohio State University (OSU) Police Department. In addition to the formal law enforcement agencies providing services in Franklin County, OSU maintains a separate police department. The OSU Board of Trustees is authorized to use special policemen to assist in the enforcement of rules and regulations on the university campus. As the third largest law enforcement agency in the county, its special officers are vested with general law enforcement powers, including the power of arrest on campus property. The Board of Trustees may seek additional assistance from appropriate authorities to prevent the disruption of the educational functions of the university. Nonetheless, the City of Columbus is responsible for the region owned and operated by O.S.U.

Manpower	:	70	sworn full-time officers
		10	full-time and 10 part-time civilian employees
Training	:	960	hours of basic training per recruit
		92	hours average annual in-service training per officer
Workload	:	15,561	total crime-related calls received by dispatcher
		400	total criminal arrests
		170	felony arrests
		43	drug-related complaints
		40	drug-related arrests
		79	alcohol-related complaints
		73	alcohol-related arrests
Total Budget			\$1,072,300

Crime Laboratory Facilities. The Columbus Police Department maintains the only complete forensic laboratory in Franklin County and primarily supports Columbus police officers. Analyses are conducted for neighboring departments on a space available basis. Neighboring agencies obtain the largest part of their laboratory support from the State Bureau of Criminal Investigation and Identification. A number of police departments within Franklin County claim partial crime labs; however, these consist almost entirely of breathalyser and evidence collection and preservation equipment.

The following figures cover the Columbus Police Department Crime Laboratory:

Manpower	:	0 full-time sworn officers 7 full-time civilians
Workload	:	16,278 pieces of evidence analyzed 6,156 pieces of drug evidence analyzed
Total Budget	:	\$109,361

The county coroner's office is primarily responsible for determining the causes of any deaths in Franklin County which are not obviously due to natural causes.

Manpower	:	7 professional staff members, 4 full-time, 3 part-time 3 support personnel, 2 full-time, 1 part-time
Workload	:	874 postmortems 188 criminal evidence analyses (homicides, suicides, drug overdoses) 16 drug analyses
Total Budget	:	\$187,286

#### JUDICIARY

Authorized by the constitution of the State of Ohio and enabling legislation of the Ohio Legislature, the court system of Franklin County is composed of the Franklin County Court of Common Pleas, the Franklin County Municipal Court and several mayors' courts.

Franklin County Court of Common Pleas. The court of common pleas is divided into three divisions: the general division, the probate division and the domestic relations division. The juvenile court is an arm of the division of domestic relations. The court of common pleas consists of thirteen judges, three of whom are assigned to the domestic relations court. Judges are nominated in a partisan primary and elected on a separate non-partisan judicial ballot. The term of office for a common pleas judge is six years. This court has exclusive countywide jurisdiction in felonies and more serious criminal matters. The common pleas court also has original jurisdiction in juvenile, domestic relations and probate matters as well as all civil matters where the amount in controversy is over \$5,000.

Manpower : 10 assigned judges  
              42 support staff  
              52 total staff  
              158 days by visiting judges

Workload : 2,520 felony cases docketed  
5,288 civil cases docketed  
7,808 total new cases  
135 felony jury trials  
177 civil jury trials  
144 felony court trials  
334 civil court trials  
516 felony cases pending on  
1/01/73  
494 felony cases pending on  
12/31/73  
4,064 civil cases pending on  
1/01/73  
4,116 civil cases pending on  
12/31/73

Operating Budget: \$986,360 for court excluding juvenile  
court and probation services  
\$1,046,100 clerk of courts  
\$2,032,460 total

Franklin County Municipal Court. The court's jurisdiction is limited to those cases involving a limited amount of money or crimes involving lesser penalties. Their civil jurisdiction is limited to a maximum of \$10,000 and their criminal case jurisdiction is limited to misdemeanors. Preliminary hearings for felonies are held in Municipal Court. There is no county court in Franklin County so the court has countywide jurisdiction. The municipal court consists of thirteen judges who are elected to six year terms. These judges are nominated in a non-partisan primary and elected on a separate non-partisan judicial ballot.

Manpower : 13 assigned judges, 12 full  
and 1 part-time  
98 support staff, 93 full and  
5 part-time  
111 total staff, 105 full and  
6 part-time  
140 days by visiting judges

Workload : 37,532 criminal cases docketed  
               57,660 traffic cases docketed  
               27,906 new civil cases docketed  
               101,811 cases docketed  
                     157 criminal jury trials  
                     254 traffic jury trials  
                     73 civil jury trials  
               3,054 cases to grand jury

Operating Budget: \$ 1,289,707 for court, disregarding small claims and probation  
\$ 1,308,931 clerk of courts  
\$ 2,598,638 total

Mayors' Courts. Mayors' Courts are local courts run by a mayor of a municipality and may exist in communities where there is no municipal court. The jurisdiction of mayors' courts is limited to the violation of an ordinance of the respective municipal corporation and traffic offenses.

Court Administrative Structure. Strictly speaking, the judges are the court. To operate a court, particularly a multi-judge court the size of the two in Franklin County, administrative assistance is necessary.

Each of the courts is supported by a clerk, elected on a countywide ballot, and his staff. The operating budget of each clerk is listed with that of the respective court. The clerks are responsible for the filing and proper dissemination of all of the courts' records. These include the documents necessary to the initiation of the case, summons, warrants, and documentation of the decision of the court.

The courts both have similar organizational structures. The judges select one judge to act as the supervisor of the supporting staff and have responsibility for the functions they perform. He is most directly assisted by the court administrator who is responsible for the personnel and managerial functions. In municipal court, the scheduling of cases and calling and assignment of jurors is handled by the assignment commissioner. In common pleas, an assignment commissioner handles the scheduling of cases, and a jury commissioner handles the selection and assignment of jurors.

Bailiffs assist the judges in the operation of the courtroom. In the Court of Common Pleas, the bailiffs are each assigned to an individual judge on a permanent basis, while in municipal court, they are assigned on an as-needed basis. Court reporters in both courts are assigned as needed to record the proceedings.

Caseload Trend. The courts' caseloads generally reflect the increase in absolute numbers of crimes committed, while the number of cases still pending at the end of each year has shown a significant decrease in common pleas due, primarily, to the efforts of the judges, and to the rules of superintendence which went into effect in January, 1972.

Franklin County Courts' Caseloads 1969 - 1974

	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
New Criminal Cases						
Common Pleas	1,608	2,018	2,171	2,107	2,031	2,520
Municipal	33,089	36,421	37,441	42,440	43,408	37,532
Percentage Increase						
Common Pleas		25.5	7.6	-2.9	-3.6	24.1
Municipal		10.1	2.8	13.4	2.3	-13.5
New Criminal, Civil Cases						
Common Pleas	4,741	6,262	7,033	6,568	7,103	7,808
New Criminal, Civil, and Traffic Cases						
Municipal	84,633	96,960	100,541	119,605	127,623	159,471
Percentage Increase						
Common Pleas		32.1	12.3	-6.6	8.1	9.9
Municipal		14.6	3.7	19.0	6.7	25.0
Criminal Cases Remaining at the end of the Year						
Common Pleas	1,053	1,142	1,090	610	516	494
Municipal			544	522	536	598

While the number of felonies arraigned in common pleas court decreased during 1972 and 1973, 1974 saw an increase of more than 24%. This increase closely approached the 25.5% increase experienced between 1969 and 1970. For the first time in a five year period, the municipal court experienced a decrease of 13.5% for calendar year 1974. Nevertheless, both the common pleas and municipal courts' criminal caseloads increased 56.7% and 13.4%, respectively, between 1969 and 1974. Overall caseloads, including civil cases for common pleas and civil and traffic for municipal court, have increased 64.7% and 88.4%, respectively, for the same period.

These increases have not caused any apparent delay in the processing of cases through the court of common pleas, since the number of cases being carried over into subsequent years has decreased steadily since 1970. However, such is not the case for municipal court, whose cases carried over has increased steadily since 1972.

#### PROSECUTION

The prosecutor has the same jurisdiction as the court in which he serves. The prosecutor is mandated to act as an advocate for the State and is charged with the responsibility of prosecuting cases from their inception through appeals. A prosecutor decides what charges will be brought; whether a case will be tried on one charge or multiple charges; if, when and to what extent the initial charging decision will be reduced.

Columbus City Attorney. The prosecutor for the City of Columbus is appointed by the city attorney, who is an elected official. He has the responsibility of prosecuting misdemeanors and ordinance violations. The city prosecutor has the responsibility for felony cases until they have had their pretrial hearing and have been bound over to the grand jury.

Manpower :	15	appointed assistant prosecutors in criminal division
	12	full-time support personnel in criminal division
	28	total appointed assistant prosecutors/attorneys
Workload :	37,532	new criminal cases
	3,054	new felony cases bound over to grand jury

Operating Budget : \$1,139,420

Franklin County Prosecutor. Franklin County has an elected prosecutor who serves a four-year term. The county prosecutor is charged with the prosecution of felonies, and the presentation of evidence before the grand jury. The prosecutor's office is divided into four basic divisions: criminal, civil, juvenile, and investigation.

Manpower	:	14	appointed assistant prosecutors in criminal division
		6	other full-time staff in criminal division
		6	part-time staff in criminal division
		31	total appointed assistant prosecutors
		18	total full-time support staff
		9	total part-time support staff

Workload	:	2,349	new criminal cases
		107	new civil cases

Operating Budget : \$765,550

#### DEFENSE

All the Franklin County courts are empowered to use the assigned counsel system in conjunction with the Legal Aid and Defender Society. However, only the court of common pleas uses both resources consistently. The municipal court appoints legal aid attorneys only, since legal aid services are contracted for by the City of Columbus.

Legal Aid and Defender Society. The Legal Aid and Defender Society provides legal defense services for indigent defendants in both criminal and civil proceedings. This office will handle cases from arrest through to appeal if necessary.

Manpower	:	23	attorneys
		14	attorneys in criminal division
		3	full-time legal interns
		19	full-time support staff
		4	part-time support staff

Workload	:	6,475	cases in Municipal Court
		941	cases in Common Pleas Court
		1,800	cases in Juvenile Court
		2	cases in Federal Court
		911	total felony cases
		6,475	total misdemeanor cases
		3,719	total civil cases
		46	felony cases to Court of Appeal

Operating Budget : \$554,191

Assigned Counsel. Private defense attorneys may be assigned by the courts to indigent defendants on a fee basis paid by the Courts. Assigned counselors act in the same capacity as and supplement attorneys appointed from the Legal Aid and Defender Society.

Manpower : 776 Common Pleas Court assigned private counselors

Workload : 776 assigned felony cases

Funds expended  
on assignment : \$180,950

#### PRE-TRIAL RELEASE

The pre-trial release program was established to aid Franklin County courts in the implementation of Rule 46 of the Ohio rules of criminal procedure as it pertains to the release of persons accused of crime. The program investigates background and community ties data provided by the accused, verifies it and presents it to the court along with a recommendation when requested to do so, for the least restrictive form of release necessary to insure the appearance of the accused during court proceedings. Following assignment to the program, continuous contact is maintained between the accused and the program. This contact insures that the program knows of any change of status for the accused and that the accused is made aware of future court dates and related matters.

Manpower : 12 investigators, 7 full-time  
and 5 part-time  
1 support staff

Workload : 2,998 total number of accused interviewed  
790 total number of arrested felons who received ROR Bonds  
26% percentage of ROR Bonds to number interviewed

Operating Budget : \$67,956

## ADULT CORRECTIONS AND REHABILITATION

The Franklin County adult corrections subsystem is comprised of eight elements: Columbus city prison, Women's Correctional Institute, Columbus Workhouse, Franklin County Corrections Center, Columbus Municipal Adult Probation Department, Franklin County Adult Probation Department, Alvis House and Traynor House for Women.

The City Prison. The Columbus City Prison is the first stop for all males arrested by The Columbus Police Department. A man arrested by the C.P.D., who is able to qualify for R.O.R. or "bond out" may never see the inside of this facility. If unable to qualify for R.O.R. or "bond out," or if sentenced, he may spend as long as sixty days in this institution. The city prison houses neither females nor juveniles.

Manpower :	23 guards 5 sergeants 12 civilian guards 1 nurse 1 para-medic 2 patrolmen/civilian auxiliary guards
Training :	none
Average Overnight Population	130
Average Length of Stay	5 days
Inmate Services	NA
Total Budget :	\$736,927

Women's Correctional Institute (WCI). The WCI is the first stop for all women arrested and/or sentenced in Franklin County including the City of Columbus. The physical plant is relatively new (opened in 1963). A female prisoner unable to "bond out" and/or sentenced may spend up to a year in this modern, clean facility.

Manpower	:	16 matrons, 15 full-time and 1 part-time 2 nurses (both institutions) 13 support staff, 12 full-time, 1 part-time (both institutions)
Training	:	80 hours/matron, in-service
Average Over-night Population	:	30 inmates
Average Length of Stay	:	10 days
Inmate Services	:	Work Release Program Educational Program (developing) Vocational Training (developing) Recreation
Total Budget	:	See Budget for Columbus Workhouse

Columbus Workhouse. The Columbus Workhouse was built in 1932 as a part of the Works Progress Administration. It receives all males convicted on misdemeanors in Columbus Municipal Court who are unable to pay fines or are otherwise sentenced up to one year's imprisonment. Unless the workhouse administration considers an inmate ill, dangerous, or escape prone, he is eligible to work with a city crew during the day, thereby reducing his sentence by two days for each day worked. Indoor and outdoor recreation is available on a limited basis. Segregation is not maintained between either hardened and first-time offenders or drug offenders and others. The workhouse has a designed capacity of 300.

Both the Columbus Workhouse and the Women's Correctional Institute provide on-site medical services, psychological, psychiatric treatment and legal services on an as required basis.

Manpower	:	34 guards, 31 full-time 3 part-time 2 nurses (both institutions) 13 support staff, 12 full-time, 1 part-time
Training	:	80 hours, average annual in-service training
Average Over-night Population	:	120

Average : 10 days  
Length of Stay

Inmate Services : Work Release Program  
Tutoring  
Alcohol Treatment  
Recreational Program

Total Budget : \$1,015,885 (Includes WCI)

Franklin County Corrections Center (County Jail). The Franklin County Corrections Center houses all males arrested by any Franklin County law enforcement department, except the Columbus Police Department, who are unable to qualify for R.O.R., bond out and/or are sentenced up to one years incarceration by either the Columbus Municipal or the Franklin County Common Pleas Court. Eighty percent of its annual population of 9,223 is composed of pretrial detainees. The 64 full-time custodial staff members are sheriff's deputies who have not been specifically trained as correctional officers. However, it is noteworthy that all custodial staff have been trained in the new Ohio Revised Code and Criminal Procedures, broad law enforcement background, firearms and a home study basic course for jail officers. In addition, two supervisory personnel have been provided with additional correctional training via the American Correctional Association. Programmatically, the center is the most progressive adult corrections facility in the central Ohio area. Indoor and outdoor recreation is scheduled on a regular yet limited basis for most inmates. An innovative RPU funded project entitled "Social Services Counselors" has been recently implemented by the administration and is moving steadily towards meeting inmate needs regarding family contact, personal problems, trial information, and institutional problems. Another RPU funded program aimed at provision of programmed learning; Educational Opportunities was implemented in 1974.

Manpower : 64 guards  
              3 civilian personnel  
              3 professionals, 1 full-time,  
              2 part-time  
              6 para-professionals, 2 coun-  
              selors, and 4 para-medics  
              3 clerical employees

Training : 40 hours basic training for new personnel  
              80 hours average annual in-service training

Average Over-night Population : 299 inmates

Average Length of Stay : 11.7 days

Inmate Services : See narrative, above

Total Budget : \$842,488

Columbus Municipal Adult Probation Department. The clientele of the probation department includes all males and females found guilty of a misdemeanor but considered by the Columbus Municipal Court to be a probationable risk, i.e., not a threat to the community and amenable to limited supervision and counselling as a deterrent to further entanglement with the criminal justice system.

Manpower : 11 probation officers  
              15 volunteers  
              3 clerical

Training : 180 hours, pre-service training

Workload : 85 average caseload per probation officer  
              14 pre-sentence investigations per probation officer

Total Budget : \$167,135

Franklin County Adult Probation Department. Those persons convicted and considered by the Franklin County Common Pleas Court not to be a threat to the community, but rather to be amenable to limited supervision become the responsibility of the Franklin County Adult Probation Department.

Manpower : 16 full-time probation officers  
              10 clerical, 9 full-time, 1 part-time  
              6 supplementary staff  
              71 volunteers

Workload : 106 average caseload per probation officer  
              13 presentence investigations per probation officer

Total Budget : \$302,644

Alvis House, Inc.. All three of the Alvis houses are located on Bryden Road in a high crime area. Residents include federal pre-releasees, state furloughees, state parolees, and an occasional self-committal in need of community support in order to sustain or strengthen a noncriminal pattern. Residents are fed, housed, and clothed if necessary. They are required to abide by house rules which include work or school, unless unfeasible, performance of chores for the house, group therapy at the house and obedience to all conditions of release to Alvis House, Inc.

Manpower :	15 caseworkers 8 case aide trainees (full-time) 12 case aide trainees (part-time) 5 volunteers (parttime) 3 support staff (fulltime) 5 support staff (parttime)
Training :	364 hours pre-service training (13 weeks OJT) 304 hours average annual in-service training per staff member
Average over-night population :	33.5
Inmate services :	Career Development Program Educational/Vocational Training Psychological Counseling Psychiatric Treatment Work Release VITA Outclient Drug Treatment Deaf Services Legal Services Family Counselling Employment Placement
Total Budget :	\$303,561

Traynor House for Women, Inc. Like the Alvis House, the Traynor House for Women provides a wide range of supportive services to female offenders released from local, state and federal penal institutions, probationers, state furloughees and federal pre-releasees. Traynor House became fully operational in October, 1974.

Manpower	:	4 caseworkers, 3 full-time, 1 part-time 2 case aide trainees 3 support staff, 2 full-time, 1 part-time 4 volunteers
Training	:	80 hours pre-service (OJT) training per employee 120 hours in-service training per employee
Average Over-night Population	:	14 adult females
Inmate Services	:	Adult Basic Education Vocational Training Alcohol Treatment VITA Drug Treatment and Project Linden Programs Career Development Concentrated Employment Program Diagnostic and Classification Services Psychological Counseling Psychiatric Treatment Legal Services
Total Budget	:	\$23,759

#### JUVENILE JUSTICE

It should be remembered that the "Juvenile Court" is actually part of the Court of Domestic Relations which is a branch of the county Common Pleas Court. This court, which is becoming known in many jurisdictions as the Family Court, is also responsible for handling such matters as dependency, child neglect, contributing to delinquency, divorce, etc.

The following is a statistical summary of the Juvenile Justice System components:

#### Court

Manpower	:	3 judges 6 referees 19 support personnel
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Workload : 7,671 total complaints filed  
1,771 unruliness cases  
4,306 delinquency cases  
4,420 adults tried in Juvenile Court

Total Budget : \$1,614,888

Intake Division

Manpower : 1 supervisor  
4 counselors, 3 full-time,  
1 part-time  
2 secretaries  
1 bailiff, part-time

Workload : 962 referrals to other agencies  
6,955 cases closed at intake  
2,395 consultations  
1,336 referrals to contributing department

Total Budget : (Financed through the court's funds)

Delinquency and Contributing (Probation Services & Investigations)

Manpower : 28 probation officers  
23 teacher probation officers

Workload : 27 average caseload per probation officer per month  
10 average caseload per teacher probation officer per month  
15 average number of pre-sentence investigations per probation officer per month  
265 total active cases at the beginning of the year  
720 total active cases at the end of the year

Total Budget : \$670,284

Detention Center

Manpower : 51 group leaders  
5 volunteer community agencies on an ongoing basis

Workload : 85 average overnight population  
6.01 average length of stay in days  
4,213 annual population

Total Budget : \$471,748

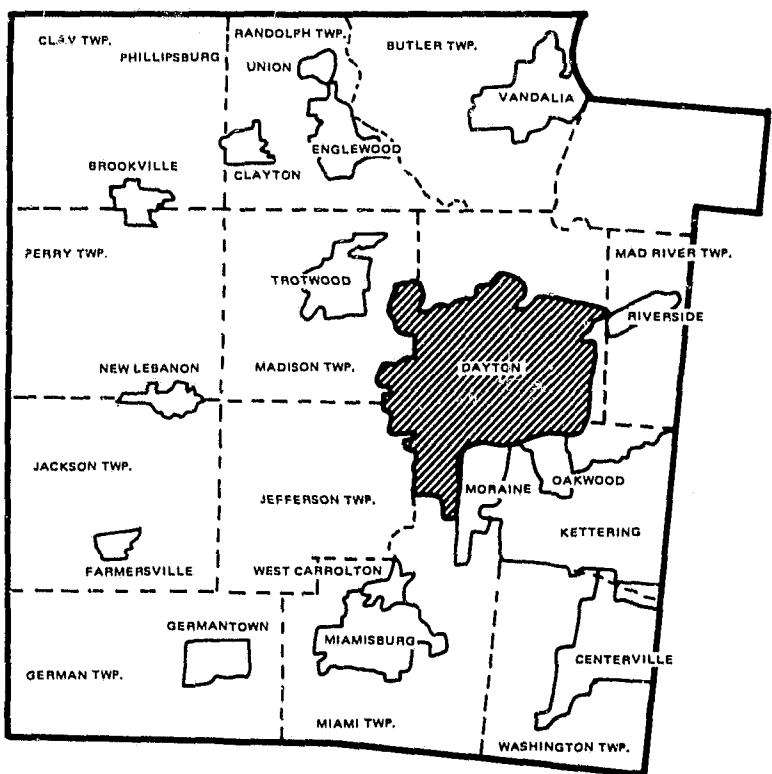
Group Homes

Combined Manpower : 41 fulltime staff  
                      5 part-time staff  
                      11 fulltime professional staff  
                      1 part-time professional staff  
                      17 fulltime para-professional  
                                  staff  
                      4 part-time para-professional  
                                  staff  
                      6 volunteers

Combined Workload : 7.3 average overnight population

Combined Total Budget: \$481,415

## DAYTON/MONTGOMERY COUNTY



## LAW ENFORCEMENT

The Law Enforcement component of the Criminal Justice System for Montgomery County consists of twenty-six police agencies and one county sheriff's department. These police agencies have approximately 825 full-time and 300 part-time sworn officers. These officers are served by a staff of 280 civilians in support positions. General revenue expenditures for law enforcement within the county exceeds \$19,000,000, which does not include Federal or State expenditures.

Cooperation among police agencies is constantly improving. Examples of this begin with a mutual aid pact and reach to joint crime laboratories and training facilities.

All local police agencies participate in the Montgomery County Law Enforcement Officer Association which meets monthly to discuss mutual needs and problems while exchanging ideas.

Montgomery County Sheriff's Office. The sheriff's department provides varying levels of service among the many villages, cities and townships in the county. These levels of service for any given community can change dramatically over time depending upon community needs and/or changes in local policy. The department is the only police agency in Harrison and Washington townships. In the remaining non-municipal areas the department works in cooperation with local police agencies and has primary responsibility for felony investigations. They also share dual responsibility with local police for misdemeanors, ordinance investigations and service functions.

Manpower	147 full-time sworn officers 100 part-time sworn officers 23 full time civilians
Training (basic)	338 hours
Training (in-service)	40 hours
Budget	\$2,790,374

Dayton Police Department.

Manpower	360 full-time sworn officers 168 civilian personnel
Training (basic)	680 hours
Budget	\$11,871,519

The Dayton Police Department has responded to the particular needs of its many district neighborhoods with a number of innovative approaches, not the least of which is a Conflict Management Unit and a Neighborhood Assistance office program. Dayton maintains its own police academy which currently houses the Criminal Justice Center.

Suburban Police Departments. The remainder of Montgomery County is served by 25 township or municipal police departments. Totals for these jurisdictions are:

Sworn officers (full-time)	317
Sworn officers (part-time) and auxiliary	197
Civilians (full-time)	64
Civilians (part-time)	23

## JUDICIARY

Montgomery County Court of Common Pleas. This court is assigned by the Ohio legislature to general civil and equity jurisdiction and jurisdiction over major (felony) criminal cases. It does not normally deal with either damage suits involving less than \$5,000, or criminal cases which involve no more than a fine or a jail sentence of less than one year. It is the only court in which felony cases may be tried.

### Manpower

Judges	7
Court Administrator	1
Referee	1
Bailiff	9
Court Recorders	10
Support Personnel	55 full-time 5 part-time
Visiting Judge days	378

This court disposed of 1,199 cases during 1974. Of these cases, 1,703 were heard as criminal cases and the remainder as civil, domestic relations, or juvenile cases. A jury decided 203 of the total cases.

Private counsel was primarily assigned to defend the indigent. A total of 635 such attorneys were appointed by the Court. Information concerning appointment of cases to the Legal Aid Society, Public Defenders Association of Dayton, Inc., and other volunteers registered with the local Bar Association was unavailable.

Pre-trial investigations were requested for 1,146 of the 1,703 felony cases. These investigations were conducted by the probation department to provide the judge with information on which to base his choice between incarceration or probation for the convicted offender. Eight hundred and ninety-one persons were placed on probation in 1974. In addition, 97 others were placed on shock probation after the required 30 days of incarceration.

Dayton Municipal Court. The Dayton Municipal Court exercises original jurisdiction over civil and criminal matters arising within the corporation limits of the City of Dayton. Its jurisdiction is further limited by the maximum value restriction in civil cases and by the fact that it can only hear misdemeanors, minor offenses and traffic violation cases.

Data for 1974 is not available until September, 1975; therefore 1973 information is shown.

Six cases were tried by a jury with an average length from docket to disposition of 16 weeks. 1972 figures reflected an average time of 6 weeks for jury trials.

Six hundred forty-three defendants were committed to the Dayton Human Rehabilitation Center while 182 persons were put on probation.

The Dayton Municipal Court operates with the following staff: 5 judges, 13 bailiffs, and 5 court stenographers.

#### 1973 Dayton Municipal Court Caseload Data

Total Number of Cases Docketed (includes 1,216 felony cases)	7,762
Total Number of Jury Cases	6
Total Number of Cases Disposed of	6,074
Number of Cases Carried over from 1972 to 1973	100
Number of Cases Carried over from 1971 to 1972	NA
Average Length of Civil Case (from docket to disposition)	10 wks.
Average Length of Criminal Case (from docket to disposition)	12 wks.
Average Length of Jury Case (from docket to disposition)	16 wks.
Misdemeanors	
A. Total Misdemeanors	6,546
B. Total Misdemeanor Convictions	2,337
Felony	
A. Total Felony cases	1,216
B. For Municipal Courts, Total Felony Cases bound over	903

Other Municipal Courts. Kettering, Oakwood, Miamisburg and Vandalia also have their own municipal courts. These courts exercise original jurisdiction over all criminal and civil matters arising within their corporation limits. The jurisdiction of these courts is limited to: civil suits varying from \$5,000 to \$10,000; criminal cases where maximum sentence is one year or less.

1973 Case Data for Other Municipal Courts

Workload Measurements	Miamisburg	Vandalia	Kettering
Total No. of Cases Docketed	6,626	14,353	10,495
Total No. of Jury Cases	Unknown	6	18
Total Cases Disposed of	6,307	13,001	Unknown

Staffing of these courts is shown in a following illustration.

Staffing for Other Municipal Courts

Municipal Court Personnel	Number of Employees	
	Full-time	Part-time
Judges		
Miamisburg	1	--
Oakwood	1	--
Vandalia	1	--
Kettering	1	--
Clerks		
Miamisburg	(2 Dep.) 1	--
Oakwood	2	--
Vandalia*	1	--
Kettering	Call	--
Support Staff (Bailiffs, Stenos)		
Miamisburg	--	1
Oakwood	--	1
Vandalia	6	--
Kettering	9	2

\*Clerk Administrator

County District Courts. In 1959, when the county district court system replaced the justice of the peace courts, Montgomery County was assigned three county district courts. The district courts have authority over civil cases up to \$500, misdemeanors and traffic offenses that occur within their jurisdiction. Both county district courts and municipal courts perform initial arraignments and preliminary hearings in felony cases that originate in their areas. Data for those courts is shown in a following illustration.

1974 Case Data for County District Courts

Workload Measurement	District Ct. #1	District Ct. #2	District Ct. #3
Total No. of Cases Docketed		3,800	1,925
Total No. Jury Cases	No Record	85	22
Total Cases Disposed of		3,537	1,645
No. Carried Over from 72-73		150	
No. Carried Over from 73-74		235	200
Av. Length of Civil Case	No Record	6 mos.	
Av. Length of Criminal Case		1½ mos.	
Av. Length of Jury Case		2 mos.	
Total Misdemeanors		873	1,850
Total Misdemeanor Convictions		725	
Total Felony Cases		79	75
Total Felony Cases Bound Over		71	

1974 Staff Data

	Dist. Ct. #1	Dist. Ct. #2	Dist. Ct. #3	TOTAL
No. of Judges	2 FT	2 FT	2 FT	6 FT
No. of Days Visiting Judge Served	unknown			unk
Court Clerk	1 FT	1 FT	1 FT	3 FT
Dep. Clerk	4 FT 1 PT	2 FT 1 PT	1 FT 1 PT	7 FT 3 PT

Mayor's Courts. There are nine mayor's courts in Montgomery County. These courts concern themselves with violations of municipal or village ordinances and traffic offenses within the municipality they serve.

#### PROSECUTION

Montgomery County Prosecutor. The county prosecutor's office is charged with countywide prosecutive jurisdiction. The criminal division is responsible for the prosecution of all criminal cases brought before the Montgomery County Common Pleas and Juvenile Courts, including the continuing prosecution of those criminal cases in which appeals are made. The civil division is responsible for representing the interests of the State of Ohio and Montgomery County in zoning cases, tax cases, Bureau of Motor Vehicles cases, etc.

In 1974, the Montgomery County Prosecutor's Office handled a total of 2,945 cases. Pertinent information concerning this caseload is shown in the following table.

1974 Data, Montgomery County  
Prosecutor's Office

Total Cases Handled	2,945
Total Civil Cases	1,023
Total Criminal Cases	1,922
Total Civil Cases Brought to Trial	40
Total Criminal Cases Brought to Trial	122
Total Number of Criminal Convictions	1,146
Total Number of Criminal Cases Pled as Charged	967
Total Number of Criminal Cases Pled to Lesser Offense	67

Criminal cases constituted approximately 2/3 of the total caseload for the county prosecutor in 1974. The seemingly low number of criminal cases brought to court (122) is tempered by the fact that 967 persons pled as charged in felony offenses.

The prosecuting attorney in Montgomery County has an elective term of four years duration with no limitations to the number of successive terms. Although attorneys in the prosecutor's office are termed full-time, they are permitted to maintain a law practice and defend clients outside of the Common Pleas Court.

1974 Personnel for the Montgomery County Prosecutor included the following:

	Full-time	Part-time
Attorneys working with criminal cases	22	4
Attorneys working with civil cases	5	3
Investigators working with criminal cases	3	1
Investigators working with civil cases	0	0
Legal Aides working with criminal cases	0	0
Legal Aides working with civil cases	0	0
Support Staff	15	2
Total	45	10

1975 Budget for Montgomery County  
Prosecutor's Office

Personnel	\$678,973
Other	<u>76,700</u>
 TOTAL	 <u>\$755,673</u>

Dayton Municipal Prosecutor's Office. The municipal prosecutor has the authority to bring suit against persons who have committed misdemeanors, violated city ordinances, or committed traffic offenses within the City of Dayton. The duty to represent the city in civil cases resides in the office of the law director. The 1973 caseload data for the Dayton Municipal Prosecutor's Office follows.

1973 Data, Dayton Prosecutor's Office

Total Cases Handled	22,011
Total Civil Cases	N/A
Total Criminal Cases	7,762
Total of Civil Cases Brought to Court	N/A
Total Criminal Cases Brought to Court	N/A
Total Number of Criminal Convictions	N/A
Total Number of Criminal Cases Pled as Charged	N/A
Total Number of Criminal Cases Lead to a Lesser Offense	N/A

The City Prosecutor's Office has a staff of 4 attorneys working on criminal cases and one full-time legal aide for support. Budget expenditures were not available.

Other Prosecuting Attorneys in Montgomery County. Each municipal court within Montgomery County employs at least one prosecuting attorney, assigned to its criminal court operations. The Montgomery County Prosecutor's Office supplies the attorneys for the county district courts. None of these attorneys is elected and none is employed on a full-time basis. The jurisdiction of the municipal and county district court prosecutors is the same as that of their respective courts, except with regard to prosecution in preliminary hearings of felony cases. In those instances, the municipal and county district courts are supplied with attorneys working in the Montgomery County Prosecutor's Office.

DEFENSE

In Ohio, the law provides that counsel be assigned to defend indigent persons and that the county pay the legal fees for the defense. The county is, however, reimbursed by the State for defense costs for indigents who are convicted. Counsel may also be assigned on request.

Legal Aid Society. The Montgomery County Legal Aid Society provides attorneys for low-income families and individuals in civil cases only. To qualify for legal aid a person must

fall below the income standard of \$4,000 total income for a family of four and present a civil case in which no monetary recovery is expected. This last stipulation exists because if the possibility of fiscal remuneration existed, the case could be taken by a regular lawyer on a contingency fee basis and there would be no need for the Legal Aid Society to intervene. The kinds of cases in which legal aid is rendered include defense in auto accidents, consumer litigation, unemployment compensation cases, and landlord/tenant suits. When it is necessary and proper, representation is continued to the appellate level.

In 1974, operations of the Legal Aid Society included 2,160 civil cases handled by four full-time attorneys operating on a budget of \$88,500 allocated to Legal Aid from OEO.

Public Defender, Inc. The public defender program began in Dayton/Montgomery County on January 1, 1972. Prior to this, there was no institution or governmental unit which had as its sole function the defense of criminal cases. The public defender relies primarily upon the judges to refer indigent clients to his service, and will represent a client through the court process, including the appellate level.

In 1974, the public defender's office served clients in a total of 6,239 cases. Of this total, 1,904 were felony cases and 4,335 were misdemeanor violations.

The staff of the public defender's office includes ten full-time attorneys and four part-time attorneys, three investigators, one legal aide and ten support personnel.

In 1975, the public defender will operate on an AJD grant of \$163,648 and will be supplemented with local money to provide an annual budget of \$420,000.

Pre-trial Release Bureau, Inc. The investigations conducted by this program assist judges in setting bail, based not only on the offense, but on knowledge of the individual accused as well. In many cases, this precludes the setting of prohibitively high bail or facilitates the granting of an OR Bond. The recommendation to release on OR is based on a variety of factors, such as residency, employment and family commitments.

Of the 2,331 that were interviewed by PTR staff, 32.5% (757) were recommended for OR release. In 518 cases, the recommendation for OR was followed by the judge. This reflects a 68% acceptance rate of the PTR recommendations, an increase of 2% over 1973.

In 1974 Pre-trial conducted 2,331 preinvestigation interviews. Twelve hundred ninety-one felons were interviewed and 360 misdemeanant offenders were seen. The remainder of the interviews were for bond reviews, detective release, and 114 were turned over to other jurisdictions.

During 1974, PTRB had a release population of 552 composed of:

420 felons recommended for OR  
98 misdemeanants recommended for OR  
34 placed in PTRB custody.

The project had a failure to appear rate of less than 5%.

PTRB operated on a \$105,000 budget in 1974, for a per-client cost of approximately \$190. In 1975, the PTRB was consolidated with the local TASC project.

#### ADULT CORRECTIONS AND REHABILITATION

As a result of the legal framework underlying governments and courts in this area, corrections is a patchwork of various types of service units under diverse administrative controls.

Montgomery County Adult Probation Department. The probation department of Montgomery County Common Pleas Court has a primary responsibility of supervising probationers. In addition, the department takes referrals on felony offenders from the judges of the court and conducts pre-sentence investigations.

During 1974 APD served 3,168 clients. Probation was revoked in 149 cases in 1974.

The staff of the Adult Probation Department can be subdivided into six working units with the primary unit being counseling. Those six units are: counseling, investigation, operations and production, volunteers, education and employment and social services.

Each unit has an administrator and counseling, investigations and operations. The composition of the staff is as follows:

Administrators - 6  
Supervisors - 6  
Counselors - 19  
Investigators - 8  
Assistant Probation Officers - 7  
Bondsman - 1  
Office Personnel - 10  
In-service Training Supervisor - 1  
Volunteers - 103

The administrator of counseling serves as director of the whole department. In-service training is required of all counselors and probation officers and is directed by the supervisor indicated above. The minimum educational requirement for probation officers is a bachelor's degree. Each probation officer carried an average caseload of 89 probationers during the year and performed an average of 24 pre-sentence investigations.

Dayton Municipal Court Probation Department. The probation department provides post-conviction services to persons who have committed misdemeanors within the jurisdiction of the city court. Services include pre-sentence investigation, counseling, and other social services.

The municipal probation department is staffed as follows:

	Full-Time	Part-Time
Administrative (Chief P.O.)	1	0
Probation Officers	2	1
Volunteers	0	6
Support Personnel	2	4

Each probation officer has a master's degree and receives three months of initial training. In 1974, 460 cases were handled by the municipal probation department. In 416 cases, pre-sentence investigations were performed. Excluding pre-sentence investigations, each probation officer had an average caseload of 115 probationers.

Of the 460 people on probation, nine violated the terms of their probation. Five of the nine violators were subsequently incarcerated. It was estimated that 50% of the people on probation were involved with drugs and 10% had difficulties related to alcohol.

Other Municipal Probation Departments. The only other probation department in Montgomery County is operated by the Vandalia Municipal Court. It is staffed by one person who also functions as court bailiff. In 1974, 275 persons were placed on probation, mainly for Driving While Intoxicated.

Dayton Human Rehabilitation Center. The rehabilitation center (HRC) is administered by the City's Human Resources Department. Most of its inmates are sentenced from the Dayton Municipal Court and other municipal and district courts in Montgomery County. Inmates are also accepted from neighboring counties on a per diem basis.

HRC provides on-site medical services, diagnostic and classification programs and social services to its misde-meanant population. These services include educational and vocational training and limited counseling. The vocational programs include an auto repair and maintenance center including a body shop with spray painting booth, mechanic shop and semi-automated carwash for city and privately-owned vehicles. Classes in short-order cooking, mass feeding and meat-cutting utilize the kitchen and butcher shop facilities at the HRC. Food products and livestock are raised on the farm, which is located at the Center and operated with inmate assistance.

In 1974, the annual population of HRC was 1,600 with an average overnight population of 150. The average sentence was approximately 60-90 days.

Staff composition of the HRC is:

<u>Personnel</u>	<u>Full-time</u>	<u>Part-time</u>
Administrative	3	-
Security	40	2
Social Service	6	5
Vocational & Educational	3	-
Clerical	5	-
Medical (MD, DDS, RN)	1	6
Support	5	-
Volunteer	-	11

Security officers receive 80 hours of pre-service training and 80 hours of in-service corrections training annually. The volunteers assist in educational courses, library operations and group discussions.

The total budget of the HRC in 1975 is \$1,107,600 expended as follows:

Personnel Services	\$ 888,580
Capital Outlay	4,260
Other Operations & Maintenance	<u>214,760</u>
TOTAL	\$1,107,600

Montgomery County Jail. This facility serves as headquarters for the Montgomery County Sheriff's Department. The jail facilities are located on all four floors of the building.

Montgomery County Jail functions as:

- a place of detention immediately after arrest for those jurisdictions lacking a jail or detention cell;
- a holding center for people bound over for misdemeanors in municipal and county district court who are likewise ineligible for conditional release;
- a holding center for persons charged with a felony who cannot make bail or receive O.R. Bond; and,
- infrequently, as an institution for incarceration of individuals convicted of a felony.

The Montgomery County Sheriff is responsible for the operation and maintenance of the county jail and the supervision of prisoners held therein. The county jail has a designed capacity of 285 inmates. In 1973, 5,947 admissions were recorded; the average overnight population was 184.

The jail staff consists of:

	Full- Time	Part- Time
Warden	1	-
Corporals	3	-
Deputies	20	-
Program Director	1	-
Cooks	3	-
Para-medic	1	-
Volunteers	-	100

The program director performs limited counseling duties, refers inmates to social service programs and conducts the recreational programs within the jail. The county jail provides limited programmed education and recreation for its inmates. A methadone maintenance program of the State Bureau of Drug Abuse is provided at the jail.

Staff from Ex-Cons For A Better Society counsel prisoners as do clergy and representatives of mental health and family services agencies. Pre-trial release, public defender, probation and parole staff confer with prisoners at the jail.

Dayton City Jail. The Dayton City Jail is a detention center for persons arrested by the Dayton Police Department. If the offender cannot make bail or qualify for OR Bond, he is either released for lack of evidence, charged with an offense or bound over to the grand jury. In either of the latter two situations, the accused is transferred to the county jail to await trial.

The Dayton Jail facility was designed to accommodate 150 prisoners. In 1973, it had an overnight population of 23 and a total of 8,000. The average stay was approximately two days.

The jail staff is:

	Full- Time	Part- Time
Sworn Officers	9	--
Civilians	4	1

Prisoners in need of medical services are removed to a hospital for treatment or, in emergency circumstances, a doctor is called to the jail. At the present time no pre-service or in-service corrections training is provided beyond actual work experience.

The Dayton City Jail allows participation by prisoners in the following community programs: methadone maintenance, Ex-Cons For A Better Society, pre-trial release and public defender. No educational or recreational programs are conducted at present.

The Dayton Jail is operating on a total budget of \$327,090 in 1975, \$289,180 for personnel services and \$37,560 for other operation and maintenance costs.

Other Jail Facilities. The police departments of Kettering, Miamisburg, and Vandalia also maintain jail facilities. Moraine, Oakwood, and West Carrollton have one or two detention cells and all other jurisdictions use the county jail when violators must be incarcerated.

The capacities of these three suburban jails are as follows:

<u>Facility</u>	<u>Designed Capacity</u>
Kettering	14
Miamisburg	8
Vandalia	30

Recreational equipment is limited in each facility to cards and games. The Kettering and Vandalia jails each have full-time supervisors whose salaries are included in the police department operating budget.

#### JUVENILE JUSTICE

The "juvenile delinquency system," can be divided into two major components: Formal institutions with legal authority and community based organizations.

Juvenile Court. The juvenile court is attached to the court of domestic relations. The Montgomery County Juvenile Court has original exclusive jurisdiction over all juveniles charged with delinquency (either misdemeanors or felonies) within the county. As the handling of juveniles under law is a remedial procedure as opposed to a punitive one requiring adversary proceedings, a system of referees and counselors is employed rather than numerous judges.

Data concerning the 1974 operations of the juvenile court is summarized in the following table.

1974 Juvenile Court Case Data

Total No. of Cases Docketed	9,031
Total No. of Cases Disposed of	9,063
Cases Carried Over from 1973 to 1974	2,162
Cases Carried Over from 1972 to 1973	1,734

Misdemeanor Cases (Adults Tried in Juvenile Court)	36
Misdemeanor Convictions	25

Total Cases of Unruliness	1,758
Total Delinquency Cases	5,255

The total number of cases filed includes matters of paternity, non-support, contributing to the delinquency of a minor, neglect, delinquency, unruliness and dependency. Of the total 9,031 cases, more than 50% were cases involving delinquency. As in 1973, 19% of the total cases involved unruly offenses. The more common unruly offenses are habitual truancy from school, runaway and incorrigibility.

Sentencing data provided by juvenile court for 1974 indicates that 140 children were committed to OYC, or approximately 1.5% of the total cases. Thirty-eight other children were placed by the court in foster homes, group homes and halfway houses. Another 693 juveniles were placed on probation by the court in 1974.

The juvenile court operates the only detention services provided locally. Girls are housed on the second floor, boys occupy the third floor. The facility was built in 1962 for a designed capacity of 66 youths.

The purpose of the center is to provide safe and secure custody for juveniles who:

- are likely to run away
- are a threat to themselves
- require a safe haven

Juveniles may not be legally detained elsewhere without the permission of the juvenile court judge. The center utilizes the court's probation staff for on-going counseling of detained youth. Crisis counseling and medical services are available directly from the detention center staff.

In 1974, the detention center admitted 1,928 juveniles. The average length of stay was 13.05 days and the average overnight population was 63.

Programs for clients of the center are provided in the areas of education, arts and crafts and recreation. Dayton public schools' curriculum is used at the facility.

Working schedules of the staff provide for 24 hour-a-day, seven-days-a-week operation. The detention center is staffed by 68 full-time and 13 part-time employees, in the following categories:

	<u>Full-Time</u>	<u>Part-Time</u>
Administration	5	0
Medical (One full-time registered nurse, one part-time M.D.)	1	1
Program	5	0
Group Leaders	34	11
Instructional	4	0
Clerical	3	0
Services, Maintenance, Custodial	16	1
Volunteers	--	80

The director and assistant director of the Center hold Masters Degrees in corrections. Two of the instructional staff are certified as teachers by the Dayton Board of Education and both vocational instructors receive guidance from the School Board. Group leaders are required to have a high school degree or its GED equivalent. Three to six weeks of pre-service and one hour of weekly in-service training are provided for all staff members. Promotion from group leader to detention supervisor requires a course in correctional administration equivalent to three college credit hours.

The budget of the Detention Center is \$726,360 in 1975.

Nicholas Treatment Center. Juvenile court also operates the Nicholas Treatment Center, which provides housing and treatment services for a capacity of 24 youths who have been adjudicated delinquent or unruly.

As of March 5, 1973, the Nicholas Center discontinued operation as a coeducational facility and now only accepts males between 12 and 16 years of age. This decision was prompted by the overwhelming proportion of male delinquents to female delinquents and by the difference in their modes of treatment. (A halfway house for girls is planned to open in the near future.)

In 1974, the NTC recorded a total of 48 admissions. The average stay in the center was 6.2 months, with an average daily population of 15 youths. The budget of the NTC is \$233,741. Staff is made up of:

16 full-time and 1 part-time professional  
2 full-time and 1 part-time paraprofessional

Montgomery County Juvenile Probation Department. Juvenile court operates a probation department which is located with the Court. The rationale supporting the need for a separate court facility to handle the problems of juveniles also dictates separate probation services for supervising and counseling youths adjudged delinquent or unruly. Probation counselors perform background investigations prior to sentencing and also counsel and supervise a caseload of probationers. Staff serve at the pleasure of the senior judge of the domestic relations division of common pleas court.

The juvenile probation department had 878 active cases at the end of 1973. In 1973 the Department successfully terminated 479 cases. It conducted an average of nine pre-sentence investigations for each of the 25 probation officers. The average caseload per officer was 30 probationers.

There are 25 full-time probation officers on the staff; 13 are partially paid under an Ohio Youth Commission subsidy. Every officer is required to have a bachelor's degree. Sixty to eighty hours of pre-service training is required for new officers and in-service training averages 120 hours a year.

The staff composition of the probation department is:

	<u>Full- Time</u>	<u>Part- Time</u>
Chief Probation Officer	1	0
Probation Supervisors	4	0
Probation Officers	25	0
Placement Personnel	2	0
Other	6	1
Volunteers	--	140

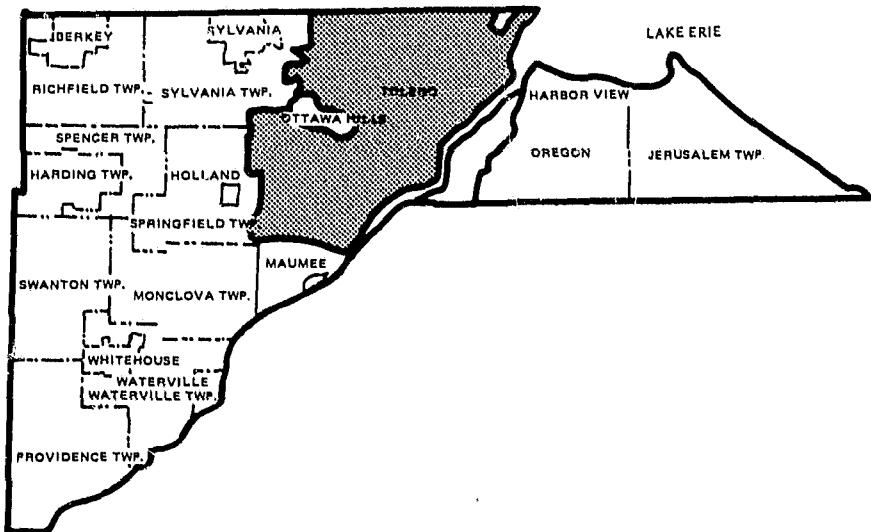
OYC Bureau of Juvenile Placement. The Ohio Youth Commission has a regional office of its Bureau of Juvenile Placement in Dayton, which is responsible for administering the Youth Commission's aftercare program to children on parole from the state delinquency institutions.

Youth counselors work directly with the children and their families from the time the youths are committed to the Commission, during institutionalization and parole, until they are ready for discharge.

The office serves 14 counties and maintains close working relationships with local courts, schools, law enforcement agencies and employment offices.

Staff of the Bureau of Juvenile Placement includes a director and nine parole officers.

## TOLEDO/LUCAS COUNTY



## LAW ENFORCEMENT

Within Lucas County there are several separate law enforcement jurisdictions operating autonomously. Each of these jurisdictions is fully empowered and conforms to the Ohio Revised Code.

Lucas County Sheriff's Department. The sheriff's office is the only enforcement agency at the county level. The county sheriff and his deputies have jurisdiction in all areas of Lucas County to enforce Federal and State statutes. However, this power is used with restraint within the incorporated areas of the county because of the limited manpower at the sheriff's command and his obligation to provide police protection to the unincorporated areas of the county.

The county sheriff's office has 35 commissioned deputies, however, 11 of these are assigned to duty in the jail. As a result, only 24 are available for duties such as patrol, records, investigation and administration. Total Budget was approximately \$1,500,000.

Toledo Police Division. The Toledo Police Division represents the largest police agency within Lucas County. The Police Division employs 772 commissioned police officers, although their authorized strength is 720 sworn officers. These police officers are supported by a staff of 83 civilian personnel. Currently, there are sworn police officers performing tasks that civilian personnel could handle. The replacement of the police personnel with civilians would result in a threefold benefit. First, it would provide more officers to perform the function for which they are trained. Second, it would provide at least equal job efficiency. Third, the community would realize a resource savings since civilians cost less to perform the same jobs.

The Director of Public Safety is the executive head of the Toledo Police Division. However, the operational responsibility of the department is placed with the Chief of Police, with approval of the Director of Public Safety. The Toledo Police Division has 5 Deputy Chiefs of Police who have charge of the following functional areas: uniform patrol, traffic bureau, detective bureau, crime laboratory, academy, communications, records and identification, crime prevention and the city jail. Total 1974 Budget was approximately \$1,400,000.

The following table depicts the number of staff and the annual budget of the primary law enforcement agencies in Lucas County.

<u>Police Department</u>	<u>Number sworn, fulltime officers</u>	<u>Budget</u>
Oregon	29	\$516,000
Maumee	26	475,000
Sylvania	19	260,000
Ottawa Hills	10	171,000
Waterville	4	82,584
Whitehouse	1	35,000
Sylvania Township	27	(unknown)
Toledo	772	14,600,000
Lucas County Sheriff's office	35	1,500,000
	929	\$17,639,584

## COOPERATIVE ARRANGEMENTS

Mutual Police Aid Agreement. Most police agencies in Lucas and Northern Wood Counties are part of the Toledo Metropolitan Police Mutual Aid Agreement which provides for assistance from other signatory departments in time of emergency as authorized by the Ohio Revised Code. The agreement was first entered into in 1972 and is valid for three years.

Area Law Enforcement Cooperation Committee (ALECC). ALECC is a formal organization made up of police chiefs from most of the law enforcement agencies in Lucas and Northern Wood counties. The purpose of the organization as stated in its constitution is "....the improvement and the cooperation of area law enforcement agencies. To provide an opportunity for the exchange of information and ideas among said agencies, to the end that they may render a more efficient and economical, and in general, a more satisfactory service to the citizens of their respective communities". The purpose is realized through periodic meetings and contacts where mutual and areawide problems are discussed and solutions proposed.

Training. Although no formal agreement exists, nearly all police agencies in Lucas and Northern Wood counties have available to them the services of the Criminal Justice Training and Education Center. The Center can provide for most of the training needs in the area of law enforcement as well as provide some degree of technical assistance when needed.

Regional Crime Laboratory. The Regional Crime Laboratory is operated by the Toledo Police Division to serve the scientific service needs of the area law enforcement agencies. Jurisdictions which make use of this service can increase the number of cases where physical evidence is collected and analyzed and reduce the time it takes to complete that analysis.

Metropolitan Drug Unit. The Metro Drug Unit is an enforcement agency that exists as a cooperative arrangement of the area police agencies for the purpose of enforcing laws pertaining to narcotics, dangerous illicit drugs and illegal use of controlled substances. Its activity is directed at the interdiction of the supply of these substances. The various police departments and governments contribute to the support of the unit either by providing manpower or funding. The Unit has areawide jurisdiction by working with the police agency in whose jurisdiction the illicit activity is taking place.

## JUDICIARY

Toledo Municipal Court. The City of Toledo has the largest municipal court in Lucas County. The court has jurisdiction within the City of Toledo and Washington Township; it has civil jurisdiction only, within the Village of Ottawa Hills. Municipal court handles 90 percent of all misdemeanor and initial felony proceedings in the county and serves a population of approximately 484,000.

The Toledo Municipal Court has six full-time judges who are elected to staggered four year terms. Under the new rules of superintendence for municipal courts, an administrative judge must be elected by multi-judge courts. This judge has responsibility for administrative matters, docket and calendar maintenance.

The Court regularly employs three parttime judges and a retired judge from out-lying courts to act as visiting judges. Three fulltime referees and one back-up referee for the night traffic and small claims courts are also employed.

A professional administrator has been employed by the court since 1972 and has played a significant role in improving the daily administrative operations of the court. Since the establishment of this position, progress has been achieved in areas such as; permitting the judges to spend more time hearing cases; local rules of procedure; data processing; recordkeeping; intra-court communications; bookkeeping; and public information.

In 1974, a total of 101,769 cases were docketed. Of these, 63,382 were traffic, 21,208 civil, and 17,179 criminal. 60,000 traffic cases were disposed of, as well as 20,000 civil and 16,000 criminal.

The court had an income of \$1,671,567 for the year, \$1,304,341 of which came from traffic cases.

Maumee, Oregon, and Sylvania Municipal Courts. The Maumee Municipal Court has territorial jurisdiction over the City of Maumee, the Villages of Waterville and Whitehouse, Providence, Waterville and parts of Springfield and Monclova townships. The court has one elected judge. In 1974, the expenses of the court were \$118,899.

The Oregon Municipal Court has territorial jurisdiction within the corporate limits of the City of Oregon, the village of Harbor View, and Jerusalem Township as well as an unincorporated area north of Maumee Bay and Lake Erie.

The Sylvania Municipal Court has territorial jurisdiction within the corporate limits of the city of Sylvania, the villages of Berkey and Holland, the townships of Sylvania, Richfield, Spencer, Harding, and those portions of Swanton, Monclova, and Springfield townships lying north of the Ohio Turnpike in Lucas County. (Each of these courts is responsible for adjudication of traffic cases, criminal misdemeanor cases, felony pre-trial proceedings, civil cases, small claims cases, and trusteeship cases.) The largest work loads of these courts are the traffic cases. The Maumee and Oregon Courts share a probation officer. The Sylvania court's probation is administered by the clerk of courts since the court does not employ a probation officer.

Ottawa Hills Police Court. This is a unique court in that it was established under a section of the Ohio Revised Code #1903.88. It has territorial jurisdiction within the village of Ottawa Hills. Its primary responsibility is the adjudication of traffic and minor misdemeanor cases. All civil cases are handled by the Toledo Municipal Court. The judge is elected and serves on a parttime basis as needed.

Lucas County Common Pleas Court. Common pleas court has territorial jurisdiction within all of Lucas County. It is a second-level court having exclusive and original trial jurisdiction over all felonies committed within the county. It is the only court in the county authorized to hear trials and determine punishments in felony cases. Its original jurisdiction is skewed by the fact that felony cases originate in a municipal court in 99 percent of the cases. All initial arraignment, initial motions and preliminary hearings on felony cases occur at the Municipal Court.

The general division of the common pleas court has six fulltime elected judges; six visiting judges were employed in 1974. The visiting judges are assigned to the court by the Ohio Supreme Court and are used when necessary. They provided a total of 234 judge days in 1974. Each judge maintains his own docket. Cases are randomly assigned to each judge by the clerk on a rotating basis. The judge is then responsible for a case through its disposition.

The common pleas court has a common organizational structure with the exception of the court administrator. The court administrator is in the formalized hierarchy of control, and has direct supervision over the four major departments in the common pleas court system. His direct line of authroity stems from the presiding judge.

The clerk of courts is a vital part of the court structure. He is an elected official and therefore obtains his authority from the electorate. The clerk is obliged by law to carry out certain administrative functions of recordkeeping and must follow the rules of the court as promulgated by the judges.

In 1974, there were 182 jury trials, civil and criminal which consumed 364 jury days. 4,111 cases were docketed during the year and 4,004 were disposed of, with 1,877 cases pending as of January 1, 1975. Expenditures for the year totaled \$618,023.

#### PROSECUTION

Each court cited above has its own prosecutor attached to the municipality or county. The two largest offices exist for the Toledo Municipal Court and the Lucas County Common Pleas Court. The county prosecutor has trial jurisdiction over all felony cases and provides prosecutors for all juvenile cases for the county as needed. By statute, the prosecutors are also required to act as legal advisor to all governmental entities within their jurisdiction. This latter duty is many times overlooked by other agencies. The prosecutors' legal services are particularly important to law enforcement agencies in the determination of evidence and other legal questions involved in an arrest.

Toledo Municipal Prosecutor. The municipal prosecutor's office is under the direction of the Law Director for the City of Toledo. The office has 9 prosecuting attorneys and is responsible for the prosecution of all criminal cases which originate in the municipal court. Eighty percent of all criminal and traffic cases for the Lucas County area originate in the Toledo Municipal Court. To keep the trial load to a minimum, the office revised the pre-trial screening process in criminal traffic cases. This allows the prosecutors to evaluate the strength of a case before trial, and, in those cases that are of marginal strength, the case may be eliminated, thereby decreasing unnecessary appearances by defendants and witnesses.

Lucas County Prosecutor. The county prosecutor is responsible for the prosecution of all felony and juvenile cases in the county. There are twenty-nine staff attorneys. In 1973, the office began to assume full responsibility for preliminary hearings of all felony cases at the Toledo Municipal Court. Another major duty of this office is to advise and represent all county agencies. This duty consumes a great portion of the prosecutors' time.

## DEFENSE

The majority of indigent defendants in Toledo-Lucas County are represented by the public defender office, operated as a division of the Toledo Legal Aid Society. The office has a fulltime staff of eight attorneys. In 1974, it had expenses of \$127,105 with an income of \$144,490. The staff handled a total of 1,194 felony cases and 974 misdemeanor cases. In addition, seven Federal Court appointments were handled, as well as three courts of appeals. Monies received from court appointments totaled \$19,810.

The courts in Lucas County also enjoy the benefits of a number of regional and cooperative services. These include the Criminal Justice Training and Education Center, which has sponsored and developed a variety of programs for the education of court personnel. Among these have been court security officer training, court observer and supervision and management of the courts.

The aforementioned Public Defender Office is also a regional operation. In 1974, it handled cases in every court in Lucas County, as well as a number in Wood County. The Pre-trial Release Program is another regional project of note. 1974 marked the first year of separate funding for this program, apart from the Defender Office. Although most of the defendants interviewed for bail-bond reports are being held in the Toledo City Jail, interviews are done upon request for the outlying courts. The District Probation Project is another cooperative venture by the courts of the area. One probation officer, who works out of the Toledo Municipal Probation Department, provides probation services to the courts of Oregon, Maumee and Perrysburg (Wood County). This concept has proven to be a savings, financially and otherwise, to the communities involved.

## JUVENILE JUSTICE

The Court of Common Pleas of Lucas County, Division of Domestic Relations includes the juvenile court. Services for delinquent and unruly children in Lucas County revolve largely around this court. Two judges, elected to four-year terms, preside over it. Services are administered by a director of court services.

Most of the 3,363 children registered by the court in 1974 were referred by law enforcement agencies. Other sources of referral include families, schools, and social agencies.

Within the structure of the Juvenile Court are various departments including the following:

Lucas County Detention and Diagnostic Center. The Lucas County Detention and Diagnostic Center, Child Study Institute (CSI), provides temporary detention for children under the jurisdiction of the juvenile court who need this type of control pending court disposition. CSI conducts an extensive social and psychological/psychiatric evaluation of each child detained in order to advise the court regarding the best treatment plan for each child. In 1974, a total of 3,554 children were detained at CSI. Daily capacity is 47 boys and 29 girls; its average daily population for 1974 was 41 boys and 25 girls.

CSI makes use of the services offered by many community agencies. Education is provided by the Toledo public schools; the Toledo-Lucas County library furnishes direct services to the facility on a regular basis; recreational opportunities have been increased with the cooperation of the Toledo Area Boy Scouts.

The CSI makes effective use of and works with many other community groups. A volunteer program has been developed to fill the need for additional persons to provide direction to youth.

Group Home Program. The purpose of the group home program is to provide a visible middle ground between the Child Study Institute and return to home. It serves those youth who do not need secure detention, but need a structured environment and an intensive treatment program. The following group homes are maintained by the Juvenile Court:

Sibley Group Home. Established in 1973 as a residential treatment center for mildly delinquent girls between the ages of 12-15, Sibley Group Home is the first juvenile court group home to be located in a residential neighborhood. Overall aim of the program at Sibley is to provide a social adjustment program in a home-like setting with the objective of re-establishing the girl in her own family whenever possible. Emphasis is placed on achieving personal responsibility, learning living skills pertaining to home and family and obtaining a satisfactory school adjustment. Sibley Group Home is staffed by a husband and wife who serve as house parents, a full-time counselor, and a part-time psychologist. Psychiatric and tutorial services are available as needed. Capacity of the home is six. In 1974, a total of nine girls were placed into the program; average daily population was three. The average length of stay per child was estimated at six months to one year.

Lincoln Group Home. Also known as the Younger Boys Group Home, Lincoln is a residential treatment center for mildly delinquent boys between the ages of 10-14. Boys are placed into the home when it has been judged, by means of a social investigation of the home, and psychological/psychiatric evaluation, that further delinquency may be expected if this type of intervention is not instituted. The home provides residential care, supervision, and therapy. The home is staffed by a husband and wife who serve as house parents and a full-time counselor. Psychological services are available on call 24 hours a day. Tutors are provided as needed. Capacity of the home is eight. In 1974, a total of eleven boys were placed into the program; average daily population was five. The average length of stay per child was 166 days.

Cherry Group Home. Established in 1972, Cherry provides community-based treatment of mildly delinquent boys between the ages of 14-18 who have been in residential treatment facilities, other group homes, or who have not responded to a probation program while living at home. Overall goal of the program is to provide social adjustment program in a residential setting that will develop social skills prerequisite to successful return to the home environment. It is staffed by a husband and wife who serve as house parents and a full-time counselor. Psychological, psychiatric, and tutoring services are available as needed. The home has a capacity of ten. In 1974, a total of 31 boys were placed into the program; average daily population was six. The average length of stay per child was 97 days.

Winthrop Group Home. Established in 1971, the Winthrop Group Home provides a community-based residential treatment program for boys between the ages of 10-14. Overall goal of the program is to return each boy to his own home with adequate emotional stability to negotiate successful re-entry. It is staffed by a husband and wife who serve as house parents, a full-time counselor, and a part-time psychologist. Psychiatric and tutorial services are available as needed. Capacity of the home is eight. In 1974, a total of ten boys were placed into the program; the daily population was seven. The average length of stay per child was 19 months.

Juvenile Probation. Probation is a sentencing alternative currently available at juvenile court. Probation may be official or unofficial. A total of 759 children were placed on probation

in 1974. Seventy-five percent of that number were boys. Children placed on probation were serviced by 25 probation counselors working under the direction of the chief probation counselor. They were assisted by 79 volunteers working within the department in various capacities.

Direct Probation Subsidy Program. The Lucas County Juvenile Court is one of five county courts in the State selected to participate in a pilot project sponsored by the Ohio Youth Commission under a grant from AJD. The probation subsidy program, funded by this \$116,000 grant, is designed to provide community-based treatment to youths not needing institutionalization under the Ohio Youth Commission. The program is expected to reduce commitments to the State agency by 15% in its first full year of operation (July 1974-June 1975) by providing more intensive counseling and rehabilitative services to youths referred to court.

The program also provides outpatient psychiatric therapy for clients as needed. Future plans call for family therapy to be provided by qualified therapists, tutoring in reading and mathematics for students needing remedial assistance, and placements for teenagers who cannot live at home. The direct probation subsidy program also provides in-service training for probation counselors and foster parents.

Volunteer Program. The volunteer program in the juvenile court was established in 1971 for the purpose of recruiting, training, and supervising volunteers to work in the juvenile corrections process as counselors to minor and first-time offenders. It is the only volunteer program in the community that deals specifically with court adjudicated juveniles. In addition to providing counseling, tutorial, and clerical services, committees composed of program staff and community leaders are involved in activities relating to training, public relations, education, casework, records, evaluation, and administration. Over ninety volunteers participated in the program in 1974.

School Programs. The Toledo Public Schools offer various programs of a preventative and remedial nature that have specific applicability with regard to troubled youth. Many of the programs are integrated into the regular curriculum; others provide alternative learning experiences for children who are unable to adjust to the regular curriculum. Of special interest are the following programs:

Drug Education Program: The objective is to prevent drug abuse and juvenile delinquency through improved mental health and self-concept. The Program is implemented in high schools, junior

high and elementary schools. It is estimated that 300 teachers and 20,000 students participate.

Occupational Work Adjustment (OWA): The program provides remedial instruction, personal adjustment and work-related instruction for academically non-motivated students aged 14-15. Enrollment: 665 (32 classes in 18 schools). Referral is through counselor or building principal.

Occupational Work Experience (OWE): Remedial instruction and supervised work experience for academically non-motivated high school students aged 16-18. Enrollment: 731 (33 classes in 8 high schools). Referral is through school counselor.

Pre-Employment Programs (P.E.P.): Alternative programs for unemployed boys and girls of compulsory school age who present extreme attendance problems. Individualized intervention strategies to lead to employment or return to school. One program each for boys and girls. Enrollment: 15-20 at a time per program up to 100 total in each program for the year. Referral is through school counselor or Pupil Personnel Center.

Child Study Institute School (C.S.I.): Continuing education classes for children housed at C.S.I. Three teachers give individualized instruction to 100 children.

Regional Youth Services Bureau (RYSB). The RYSB was established in 1973 in order to provide alternatives to adjudication for juveniles who had committed minor offenses. The board was to function as an intervention program in that it was designed to intervene between some act or condition of the involved youth and the movement of the youth through the traditional consequences of that act. In addition to providing assurance to each youth coming to RYSB for help that his needs would be sensitively and thoroughly met through the process of problem identification, referral, follow-up, and advocacy, RYSB was to increase the efficiency and effectiveness to the juvenile court in the discharge of its primary judicial and probation responsibilities by reducing the need for the court to serve as a social work agency.

The RYSB received 428 referrals from juvenile court, the police, schools, families, social agencies, and children themselves. Services were provided to 70 percent of these referrals.

Juvenile Intervention Program. The purpose of this program is to provide an educational, prevention, intervention and treatment approach to juveniles involved in illicit use of drugs,

with emphasis placed on servicing juveniles before they have formal contact with the criminal justice system. The project is the only program in Lucas County designed as a resource for juveniles involved in drug abuse. Emphasis is placed on child-parent education and group discussion.

Project Transition. Project Transition is a voluntary residential social adjustment program for pre-adjudicatory females between the ages of 15-18. The program concentrates on five major areas of programming: family re-orientation; self-understanding and direction; community awareness and interaction; vocational exploration and readiness; and independent living skills. The coordination of each resident's individual program is based on the recommendations of her counselor. Out of a total of 54 young women referred to the program in 1974, 31 were accepted.

Armstrong House. Armstrong House was established in 1972 as an attempt on the part of concerned citizens to provide an alternative to institutionalization for male juvenile offenders. Armstrong House was to provide community-based care and treatment for eight boys that would be more efficient and effective than institutionalization--and at less cost. A total of eight boys were placed into the program in 1974.

Second Chance Academy. Established in 1973, Second Chance Academy provides hardcore delinquents with programs designed to modify socially unacceptable behavior so that they will be able to function within the mainstream of society. Referrals are accepted on a voluntary basis from the courts, schools, police, Regional Youth Services Bureau, and parents. Youngsters are recruited for the program by street-workers. Second Chance Academy provided services to over 1,300 youths in 1974.

#### ADULT CORRECTIONS AND REHABILITATION

Correctional programs in the Toledo/Lucas County area generally fall into two governmental categories: municipal and county. In addition, there are some correctional programs that serve both governmental jurisdictions.

Correctional facilities and programs under municipal jurisdiction include: the City of Toledo Jail, the Toledo House of Corrections, suburban lock-ups, the municipal probation department including the expanded defendant diversion program. Municipal correction programs primarily serve offenders convicted of committing misdemeanor offenses, such as: drunkenness, petty larceny, soliciting/prostitution and other sex offenses, disorderly conduct, and driving while intoxicated.

Facilities and programs that comprise the county correctional system include: the Lucas County Adult Probation Department, the Lucas County Jail, the men's work release program and the court diagnostic and treatment center.

Included among those agencies and programs that provide multi-jurisdictional services to the criminal justice system are the work release program, the court diagnostic and treatment center and the alcoholic halfway houses. In addition, there are numerous other community agencies with varying degrees of involvement and participation in the criminal justice system. Included are: the Family Tree, the Drug After Care Program and Citizens Aiding Public Offenders (C.A.P.O.).

The City of Toledo Jail. This provides short-term housing for individuals awaiting initial court appearance or sentencing. This holding facility does not offer rehabilitative or correctional programs. The jail is operated by the City of Toledo Police Department.

Both felon and misdemeanor offenders can be booked into the city jail. After sentencing, the male misdemeanor is transferred to the House of Corrections to serve his time. Female misdemeanants with long-term sentences are transported to the Franklin County Jail in Columbus, Ohio to serve time; those with short-term sentences, under 30 days, serve their time in the city jail. (This arrangement is necessary due to the lack of adequate resources at the house of corrections to house female offenders.) Felonious offenders, bound over to the grand jury, are transferred to the Lucas County Jail.

A total of 14,667 offenders were booked into the city jail in 1974. Of those, 12,383 were males and 2,284 were females. One thousand seven hundred and fifteen breathalizers were administered to both groups. An estimated average overnight population at the city jail for 1974 was 54.

The jail maintains a staff of twenty-three full-time employees to oversee its operations. The staff is composed of one lieutenant, three sergeants, one patrolwoman, nine patrolmen and nine matrons. The only service provided for inmates, aside from meals, is medical care, when needed.

The House of Corrections. This facility detains male offenders sentenced by the City of Toledo Municipal Court and approximately twenty-eight other courts from surrounding areas. The maximum holding capacity of the fifty-five year old structure is 328. The average daily inmate population in 1974 was 225 with 90 percent of those coming from the City of Toledo. The combined total population figure for 1974 rose to over 5,000.

The house of corrections maintains a staff of forty-one, including the superintendent. The total operating budget for 1974 was \$836,080. In addition, the house of corrections maintains a 211 acre farm and cannery that is operated by inmates.

The present facility provides a very limited rehabilitation program. General Education Development (G.E.D.) courses are offered as are some classes in remedial education. Job training is available for those inmates interested in learning how to be cooks, bakers, service station attendants, and mechanics. Drug and alcoholic treatment sessions are also offered.

The house of corrections has cooperative arrangements with area law enforcement and other related agencies. For example, the Toledo Lucas County Health Department administers tests to inmates for detection of tuberculosis or venereal disease. Other agencies working cooperatively with the House of Corrections are: the Family Tree, the Alcoholic Halfway House, the Court Diagnostic and Treatment Center, Toledo Municipal Probation Department, Alcoholics Anonymous, and the Toledo Board of Health.

The superintendent of the house of corrections, having recognized the importance of continual staff upgrading and training, provided his staff a total of 2,000 hours of pre-service and in-service training in 1974. They also attended seminars on sexual criminal behavior, police management and drug abuse to name a few. Two of the forty-one staff members have just completed law enforcement training programs at the University of Toledo; eight others are presently enrolled in this program.

Presently, two-thirds of all inmates sentenced to the house of corrections have committed alcohol-related offenses. With the further development of the area's comprehensive detoxification program, a great reduction of those alcohol-related offenses could be realized and the offender could be diverted to agencies more equipped to deal with his "special" problem.

Lucas and six other counties have been given \$142,000 to provide a comprehensive treatment and rehabilitation program for alcoholics.

Toledo Municipal Probation Department. The Municipal Probation Department consists of a director, assistant director, casework supervisor, ten probation officers, four para-professionals, and seven secretaries. The average monthly caseload per officer in 1974 was 70. In addition, each officer handles an average of 50 pre-sentence investigations per month. The Department is responsible for supervising all cases referred

to it by the Toledo Municipal Court. Beyond its stated role, the department has initiated and become involved in numerous other programs. These include defendant diversion for first-time hallucinogenic offenders; a program in conjunction with the Volunteers of America for those arrested DWI; and a driver's training school for traffic offenders. Additionally, the district probation project is administered through this office.

Common Pleas Adult Probation Department. The adult probation department is an integral part of the Lucas County Court of Common Pleas. It serves all persons referred to it by that court. Personnel consist of a director, chief supervisor, fourteen probation officers, and six secretaries. As of January 1, 1974, there were 1,054 cases under probation supervision, while 515 new cases were added. The average caseload per officer was 93, in addition to an average of 63 pre-sentence investigations. The department also provides a specialized narcotics unit for drug and drug-related cases. The Unit consists of two officers trained in drug therapy.

District Probation. The district probation project is another vital segment of correctional services in the region. The project is administered by the City of Toledo, but serves the courts of Maumee, Oregon (Lucas County), and Perrysburg (Wood County). It provides one probation officer and secretary for supervising the probationers of those courts as well as preparing pre-sentence reports for the judges. In 1974, the officer handled 108 cases, including 30 pre-sentence investigations. The program operates on a minimum budget, yet it affords these courts professional services they would not otherwise be able to receive. All three courts receive the benefits without excessive cost and duplication of activities, the true advantages of coordination of effort.

Lucas County Jail. Operated by the Lucas County Sheriff's Department, the Lucas County Jail consumes more than 65 percent of the sheriff's budget. The jail itself is an 82 year old structure, established to detain, under tight security, felonious offenders. The county jail has two classes of inmates: convicted prisoners serving short sentences of less than one year, and persons between stages of the criminal proceedings but not yet convicted. The present facility has a holding capacity of 162. In 1974, the average daily inmate population was 164; the yearly total of sentenced inmates was 569.

The county jail booked a total of 2,890 offenders. Eleven percent of those booked were women. Part I crimes, including forgery, rape, breaking and entering, assault, homicide and robbery, accounted for 36 percent of the offenses. Arrest for being drunk and disorderly, drugs, prostitution, DWI and carrying a concealed weapon accounted for 25 percent of the bookings.

Daily average number of bookings was eight. The jail employs 125 civilian and uniform personnel; 30 percent of these are from minority groups. The 1974 operating budget totaled \$828,547. The cost per inmate per day was \$15.35.

A 1971 Federal court order restrains the jail from housing over 160 inmates and compels them to improve general living conditions for inmates detained or sentenced there.

Presently, minimal social/educational and recreational services are available to inmates. Some individual counseling, drug and alcoholic sessions, and G.E.D. classes provide minimal stimulation and motivation to those inmates interested in such services.

Through the Criminal Justice Training and Education Center, Jail personnel are provided an 80 hour basic Corrections Course. In addition, relevant seminars and workshops are periodically scheduled to allow for continual upgrading of personnel and total staff development.

Court Diagnostic and Treatment Center. The center is a non-profit mental health forensic clinic that provides diagnostic treatment and consultative services to the adult courts and correctional programs of Lucas and Northern Wood Counties. The ultimate goal of the project is to reduce repeated crime in the area through evaluation and effective treatment of adult offenders. Of particular concern to the center are those offenders who display assaultive, incongruent, or irrational behavior or repeated offenses of increasing severe magnitude.

The center's treatment program is largely oriented to short-term group therapy, with individual and conjoint therapy being utilized for those clients who cannot profit from a group experience. These services are offered to offenders over age eighteen where there is an indication that the individual is mentally unstable, mentally retarded, or sociopathic; whose social and/or emotional problems, although not classifiable as mental instability, are a deterrent to their successful functioning in society.

In addition to group and individual counseling, the project provides consultation services to the courts, prosecutors, law enforcement agents, defense counsel and other parties.

Presently, there are seven on-going groups at the center and one at the Toledo House of Corrections. Most staff are handling an average of five or six individual clients. With

over 500 cases being referred to the C.D.T.C. in 1974, the recidivism rate for the center has been well below the national average and the project hopes to maintain a recidivism rate of less than 35 percent.

Work Release Program. The Toledo-Lucas County work release program, now in its third year, is a community-oriented project designed to assist offenders who pose no substantial threat to the community in the rehabilitation-reintegration process. The basic objective of the work release program is to provide an alternative for the courts in dealing with the non-violent convicted male offender. Basically, the work release program allows the offender to leave the facilities to work or search for employment returning after work to his "home" for therapeutic counseling and other support services. Most of the offenders have only committed misdemeanor offenses associated with alcohol, drug usage, or non-support. Almost all are from the lower socio-economic spectrum with substantial financial and marital problems.

The staff of the work release program consists of a director, secretary-bookkeeper, correctional counselor, counselor-aide and six correctional workers. The operating budget for fiscal 1975 is approximately \$245,498 with \$90,000 of that amount budgeted for shelter and meals through a contract arrangement with the Volunteers of America.

Alcoholic Halfway House. The halfway house, a residential treatment facility for mostly homeless, unemployed alcoholic males was created to provide a sentencing alternative to the criminal justice system. The arrest, sentencing, workhouse cycle is not treatment, nor can it be considered a deterrent, except possibly for first offenders.

Treatment begins with detoxification at one of Toledo's medical facilities. After referral, screening and acceptance into the halfway house, the alcoholic is exposed to Alcoholics Anonymous, the alcoholic outreach program, the alcoholic rehabilitation clinic as well as other appropriate social agencies. Each resident is put through a three phase rehabilitation program primarily geared towards: (1) orientation and awareness of the alcoholic problem; (2) awareness of self as an essential element; and (3) goal setting, available employment opportunities, problem-solving and development of realistic life plans.

The Halfway House has cooperative arrangements with Alcoholics Anonymous, Bureau of Vocational Rehabilitation, Lucas County Welfare Department, Toledo Health Department, Goodwill Industries, the Toledo Mental Health Association, the municipal

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and county courts, house of corrections and many area hospitals. In addition, the staff provides weekly group meetings for the inmates of the Lucas County Jail and work release program. The halfway house for males is staffed by an executive director, a treatment director, male program supervisor, night manager, chief cook, and a secretary/bookkeeper. This year's operating budget is \$90,091.

A separate halfway house facility for alcoholic women is available as an alternative to the courts and other social agencies. However, it is not operating cost effectively because the courts do not readily utilize the available services to alcoholic women in legal conflict with the law.

**SECTION B**

**CRIME PROFILE**

# Section B. Crime Analysis

## CRIME PROFILE

This crime analysis is based on the FBI's Uniform Crime Reporting (UCR) program. Crime data is available in the annual Crime in the United States, the quarterly reports from cities over 100,000 population, and the computer print-outs which tabulate the seven index crimes reported by agencies and estimate these crimes for agencies which do not report.

The manner in which estimates are made deserves some attention. The 1973 report shows that 93.2 percent of the Standard Metropolitan Statistical Areas (SMSA) in Ohio reported to UCR. SMSAs accounted for 80 percent of the total population of the State of Ohio and 88 percent of the index crimes in Ohio. There are thirteen SMSAs largely within Ohio, plus four more which lie in Ohio but also in other states. The thirteen SMSAs are:

City Rank	Name of Core City	SMSA Population	SMSA Includes
5*	Akron	683,000	
8**	Canton	397,000	
3*	Cincinnati	1,107,000	12 Kettering
1*	Cleveland	2,054,000	17 Cleveland Heights 13 Euclid 14 Lakewood 9* Parma
2*	Columbus	1,039,000	
6*	Dayton	853,000	
15	Hamilton	230,000	
19	Lima	211,000	
11	Lorain	259,000	20 Elyria
18	Mansfield	134,000	
10	Springfield	191,000	
4*	Toledo	650,000	
7*	Youngstown	542,000	16 Warren
	TOTAL	8,350,000	

\*These cities are over 100,000 population and appear in the quarterly reports. All twenty of the above cities are included in LEAA/Census Bureau annual reports about Expenditures and Employment for Criminal Justice in 384, large city governments in the United States.

In the FBI computer print-out, when data is not reported by agency, the line containing the estimates for the agency is headed NORPT. The estimate for a core city (such as Dayton in 1973) would be estimated on the basis of the trend for other core cities in Ohio SMSAs. Other estimates are made upon the basis of the trend for agencies of the same class in Ohio. The classes are also indicated in the computer print-out, just before the name of the agency. These classes are:

- 1 Municipality over 250,000 population
- 2 100,000-250,000 population
- 3 50,000-100,000
- 4 25,000-50,000
- 5 10,000-25,000
- 6 5,000-10,000 (required for city in Ohio)
- 7 under 5,000
- 8 County - rural, i.e. not in SMSA
- 9 County - urban, i.e. in SMSA

The estimate is concerned with both the total number of index crimes, and the estimate of the number of each of the seven crimes. In 1973, the distribution of the seven index crimes was as follows:

<u>U.S.</u>		<u>Ohio</u>
.2%	Murder	.3%
.6%	Rape	.6%
4.4%	Robbery	4%
4.8%	Agg. Assault	3%
29.4%	Burglary	27%
49.8%	Larceny-Theft	54%
10.7%	Auto Theft	11%

Examination of the computer print-out indicates that the frequency of murder, rape and aggravated assault is not of a nature which might give any true indication of criminality. But the other crimes do occur in large enough numbers to give some indication of the distribution of crime. Examination of the 1973 UCR data for Ohio revealed the following ratios for the major crimes as follows:

FBI Class	City Rank	Agency	Larceny	Burglary	Auto Theft	Robbery
1	1	Cleveland	23%	23%	29%	11%
1	2	Columbus	48%	33%	11%	5%
1	3	Cincinnati	47%	36%	9%	5%
1	4	Toledo	60%	26%	6%	6%
1	5	Akron	51%	29%	12%	5%
2	6	Dayton	42%	30%	12%	10%
2	7	Youngstown	44%	31%	12%	7%
2	8	Canton	58%	23%	10%	5%
2	9	Parma	63%	22%	10%	1%
Examples						
3	11	Lorain	31%	44%	15%	4%
4	40	Steubenville	61%	35%	1%	2%
5	105	Norwalk	67%	22%	5%	1%
6	174	Wapakoneta	66%	20%	8%	2%
6	189	Geneva	67%	22%	5%	1%
7	(no selection possible due to wide variations in size)					
8	Adams County		51%	39%	4%	2%
9	SMSA	Butler County	52%	33%	7%	2%

Analysis of this data and conversation with UCR-FBI section failed to reveal any mathematical formula for the estimates made for non-reporting agencies. Page 54, 1973 REPORT states in part: "It can be assumed logically that the current year is the most complete in terms of volume. Trend or percent change as established by comparable units for each two year period is then applied as the basis for reestimating the volume of crime for prior years..." Examination of Table 2 - Index of Crime, United States, 1960-date, in several different annual Reports, indicated that all data is slightly enlarged each year for all years back to 1960, in addition to correcting for the changes in crime classification, primarily larceny-theft.

In A National Strategy to Reduce Crime, the National Advisory Commission indicates it believes that the rate of murder, rape, robbery, aggravated assault and burglary can be assessed and controlled. A national goal is proposed to reduce the crime rate at least 25 percent by 1983 for homicide, rape and aggravated assault and the rate for robbery and burglary by at least 50 percent.

An in-depth analysis was made of the frequency and distribution of robbery in Ohio in 1973 for the following reasons:

1. Robbery is a specific goal.
2. The other crimes of violence occur relatively infrequently.

3. Burglary at present does not seem susceptible to clearance or prevention.
4. Robbery is cleared more frequently than burglary.

Crime Cleared by Arrest\*  
Table 17 UCR Reports

Murder	<u>1972</u>	<u>1973</u>
Murder	82%	79%
Manslaughter	82%	81%
Rape	57%	51%
Assault*	66%	63%
ROBBERY	30%	27%
Burglary	19%	18%
Larceny	20%	19%
Auto Theft	17%	16%

Assault is here defined as Aggravated Assault, by gun, knife, other dangerous weapons, or aggravated use of hands, fists, feet, etc. This offense usually has a large number of "exceptional clearances", which are counted as clearance by arrest, because it is a "social offense" which is not vigorously prosecuted without the cooperation of the victim, even though the assailant is known or has been arrested.

Robbery is a serious crime of violence which involves a personal confrontation of the victim and the robber, usually a stranger. The victim is an eye witness to the offense, which is not common in other crimes against property. However, the impact of robbery upon a community is susceptible to reduction by target hardening, personal property identification, alarm systems and other proven crime prevention/apprehension methods. Material reductions have been achieved by exact-fare programs for public transportation vehicles and exact-change or credit card transactions for gas station operations during slack business high-hazard hours.

UCR routinely collects modus-operandi in great detail about robbery. Monthly Return A collects data about the weapon used, if any, and the Supplement to Return A, prepared by all UCR participating agencies, places victims in categories and provides data to estimate the average loss per victim.. This modus operandi data is displayed in tables in the UCR Report. Every year about two-thirds of all robberies are committed with weapons, of which 63 percent are

firearms, 24 percent knives and 13 percent other weapons. Four out of five robberies are committed by adults, but only one out of four robberies is cleared by arrest. Three out of four adults arrested for robbery are under age 25, and two out of three are negroes. In 1972, 53 percent of the adults and 40 percent of the juveniles arrested for robbery were prosecuted; in 1973, 72 percent of the adults and 35 percent of the juveniles were prosecuted.

Offense Analysis  
Table 22, UCR Reports

<u>Robbery</u>	<u>Percent of Robbery</u>	<u>Ave. Loss</u>	<u>Percent of Robbery</u>	<u>Ave. Loss</u>
Highway (street)	50%	\$ 186	48%	\$ 167
Commercial House	16%	308	17%	308
Gas Station	4%	128	4%	175
Chain Store	4%	340	6%	329
Residence	12%	262	11%	339
Bank	-	3,529	-	4,653
Miscellaneous	14%	169	13%	170

The modus-operandi of robbery is relatively stable. Half of all robberies occur on the street (highway), one-fourth in business places and the balance in homes or other indoor locations. Robbery is an urban crime and cities over 250,000 (FBI Class 1) annually account for two out of every three robberies in the United States.

When analysis of the 1973 UCR computer print-out for Ohio UCR was tabulated, it was found that 85 percent of the robberies in Ohio occurred in 41 cities, 5 percent in the 25 counties containing the 41 cities outside of the cities and 10 percent occurred in the other 63 counties of the State.

Analysis was made upon the presumption that robbery was not a problem for the agency until it reported one robbery per week, or 52 annually. It was found that three of the largest nineteen counties (tabulated in LEAA/Census Bureau tabulation of Expenditures and Employment for Criminal Justice) did not have at least 51 robberies in a year. Since Norwood, the 41st largest city in Ohio had 66 robberies in 1973, it was used as a cut off point, even though 19 larger cities did not have at least 51 robberies during 1973.

The analysis indicated the following cities reported at least 100 robberies:

<u>City Rank</u>	<u>City</u>	<u>Robberies Reported</u>
5	Akron	836
8	Canton	284
3	Cincinnati	1,384
1	Cleveland	4,621
17	Cleveland Heights	165
2	Columbus	1,508
6	Dayton	911
25	East Cleveland	145
19	Lima	111
10	Springfield	198
4	Toledo	1,357
16	Warren	174
7	Youngstown	461
Total 13 cities		12,155
Total for entire state		15,398 = 78.9%

The rank order analysis of 1973 crimes in 41 largest cities in Ohio indicated that robbery, selected as an indication of the level of criminality, correlated only with burglary and auto theft at the 5 percent confidence level. Since burglary correlated with all other elements at the 5 percent confidence level, there is a strong indication that burglary is a better indicator of criminality.

Therefore, the 1973 UCR computer printout was examined to identify the reporting agencies which reported more than 121 burglaries in 1973, since Lancaster, which ranked 41st among the original 41 cities in burglaries, reported 121 burglaries in 1973.

A number of communities smaller than Norwood, the 41st largest city in the group originally selected, were found to have more than 121 burglaries in 1973:

<u>Reporting Agency</u>	<u>City Rank</u>	<u>County Located</u>	<u>Reported Burglaries</u>	<u>Actual Rank</u>
Springfield Township (pop. 12,794)		Clark	338	28
Franklin	142	Warren	210	43
Bucyrus	152	Crawford	152	57
Ravenna	145	Portage	145	58

Medina	138	Medina	138	61
Sharonville	134	Hamilton	134	63
Gahanna	118	Franklin	121	68

The reporting agencies above were omitted from the rank correlation study of burglary because they were smaller than Girard, in Trumbull County, ranked 100th in population rank, with an estimated population reported by the FBI in 1973 of 15,005. Therefore, the rank correlation contains large cities with less than 121 Burglaries in 1973.

Spearman's formula was used to calculate rank correlation:

$$\text{Rank correlation} = 1 - \frac{6 \sum D^2}{N(N^2-1)}$$

D is difference between ranks for each city.  
N is number of cities.

The bracket method was used to handle ties in rank: All equal data was assigned the same rank, but the following item in the array was given the rank that would have been assigned if the tied items had received successive ranks. Example: Eastlake and East Liverpool both reported 161 burglaries and were ranked 53rd. No rank 54 appears in table, but Wooster with 157 reported Burglaries is ranked 55th. Bay Village and North Canton both reported 56 burglaries and are ranked 99, therefore, there is no 100th rank in table.

$$\text{Correlation} = 1 - \frac{6(32,552)}{100(10,000-1)} = .8046608$$

In 1973, there were 1,842,812 burglaries reported in the United States.

Residences	Night	29%
Residences	Day	33%
Non-residence	Night	32%
Non-residence	Day	6%

In 1973, 75 percent of the burglaries involved forcible entry, 18 percent were unlawful entry (without force) and 7 percent were recorded as forcible entry attempts.

Burglary victims suffered a loss of \$856 million, residential losses amounting to 63 percent of total, and non-residence 37 percent. The average dollar loss per burglary was \$337.

In 1973, law enforcement was successful in clearing 18 percent of the total burglary offenses. Adults were involved in 67 percent of all cases cleared while young persons under 18 years of age were involved in 33 percent, but persons under the age of 25 accounted for 84 percent of all arrests for burglary in 1973, and young persons under 18 accounted for 54 percent of all arrests for this crime. Juveniles referred to juvenile court jurisdiction accounted for 55 percent of all persons processed for burglary in 1973.

Crime is distributed both geographically and chronologically. Robbery and burglary are more frequent in December, larceny more frequent in August and auto theft more frequent in October. It is possible in large cities, or in smaller cities with continuing analysis of records, to determine frequency by day of week and even hour of week (168 hours in week).

The City of Cleveland is large enough to make such an analysis. Cleveland reported 6,066 robberies in 1974 distributed over six police districts, which are further subdivided into 62 patrol zones.

<u>District</u>	<u>Robberies</u>	<u>Population</u>	<u>Rate per 100M</u>	<u>Zones</u>
1	339	132,742	255	8
2	594	137,698	431	9
3	992	42,105	2,356	9
4	1,625	183,666	884	14
5	1,405	100,860	1,395	12
6	1,111	144,449	769	10
	<u>6,066</u>	<u>741,520</u>		

First analysis: District 3 had highest crime rate and District 4 had the most crime. But District 3 is the downtown business area with a relatively small resident population, but a large daily transient population. If the daily influx of 300,000 transients is added to the resident population if 42,105, the robbery rate becomes 289, which approaches the rate for District 1. District 4 is the largest district both in area and population.

<u>Zone</u>	<u>II</u>	<u>Robberies</u>
123	smallest	15
212		213
322	largest	217
423		207

Only the seven other largest cities in Ohio had more robberies in the entire city than in each of zone 212, 322, and 423 in Cleveland. By application of some of the crime factors cited by the FBI, it is possible to understand some of the reasons for robberies or a lack of robberies:

Zone 123 - 15 Robberies in 1974

A residential neighborhood, with relatively few commercial enterprises, but a relatively large middle class residential population. Although located on the west side of city immediately north of the airport, access to the area is limited to one main thoroughfare and the rapid transit does not traverse the zone.

Zone 212 - 213 Robberies in 1974

An old section of the city with a large number of taverns, small businesses, including the West Side public market. It contains large public housing complexes, small businesses, and the population is of lower economic level. Geographically it is situated just west of the Cuyahoga River and south of Lake Erie near the center of the city.

Zone 322 - 217 Robberies in 1974

This zone, in the near downtown area is bounded by East 55th Street, Community College Avenue (formerly Scovill Avenue), the Innerbelt Freeway and Euclid Avenue. This zone is traversed by Carnegie Avenue, which is the rush hour channel for a major portion of the traffic to and from the eastern suburbs. The zone contains Cuyahoga Community College, St. Vincent Charity Hospital, Juvenile Court and Detention Home and numerous other social agencies. It contains many taverns and adult movies, a variety of small enterprises and depressed or public housing. Low income level.

Zone 423 - 207 Robberies

The City of Shaker Heights bounds this zone on the east and the other boundaries are Buckeye Road, East 116th Street and Kinsman Avenue, which is called Chagrin Boulevard in Shaker Heights. This is a

changing neighborhood, with some racial conflict, which contains public housing centers and scattered houses, private homes, apartments, large discount stores and several main thoroughfares which traverse it in all directions. The population covers the full spectrum from affluent to welfare cases.

Cleveland has the capability of making even more analysis of robbery. Within a police zone, the distribution of incidents is not uniform in either time nor space. By pin maps, or computer analysis (using geo-coding) it is possible to determine that crimes occur at specific locations during specific locations during specific hours of the week in such frequency that positive action can be taken, or the underlying socio-economic-demographic basis can be identified. For example, a tavern may evict all the drunks at a certain time on Friday, providing ready robbery victims, or mothers may cash their ADC checks at a specific time and place on "mother's day". Cleveland has used pin maps and a narrative modus operandi crime analysis in support of its Impact Task Force for several years.

One half of all robberies occur on the street, about one third of all larceny thefts are from automobiles and auto thefts (more than one tenth of all UCR crime, which also occur on the street are also susceptible to analysis by time and place to locate positive action. Cleveland has used a "spyglass" detail with great success against auto clouting.

UCR statistics have a limited usefulness in the routine operation of a law enforcement agency, but are important in long range planning. Efficient law enforcement requires more specific data about modus-operandi, time and place, description of suspect for each incident and this data must be examined in light of available knowledge about the environment in which the incident occurred.

U. S. Census Bureau data can be helpful, but attention should be given to aspects other than the number of people living in an area. Tables about median income, housing, automobiles owned, population median age are also important and cover some of the crime factors enumerated by the FBI annually.

Better neighborhoods have less crime and poor neighborhoods have more crime. If the criminal justice system is to be effective in combatting or preventing crime, its practitioners must understand what elements (other than the incidence of crime) make one neighborhood better than another. The practitioners can then address those elements which law enforcement can improve.

Offenses Known to Police, 1973 and 1974, Nine Large Ohio Cities

<u>City</u>	<u>Index</u>	<u>Hom.</u>	<u>Rape</u>	<u>Robbery</u>	<u>Assault</u>	<u>Burglary</u>	<u>Larceny</u>	<u>Auto Theft</u>
<u>Akron</u> -								
UCR 1973	17,331	28	129	836	442	4,979	8,901	2,106
UCR 1974	20,081	48	121	856	452	6,091	10,868	1,645
<u>Canton</u> -								
UCR 1973	6,110	11	34	284	210	1,394	3,574	603
UCR 1974	6,532	11	49	431	205	1,760	3,477	599
<u>Cincinnati</u> -								
UCR 1973	28,903	68	203	1,386	733	10,337	13,551	2,625
UCR 1974	30,800	67	258	1,653	1,203	10,511	14,253	2,855
<u>Cleveland</u> -								
UCR 1973	42,140	277	440	4,621	1,967	9,109	13,058	12,668
UCR 1974	52,022	306	441	6,113	2,728	12,791	16,003	13,640
<u>Columbus</u> -								
UCR 1973	31,327	64	295	1,508	755	10,411	14,960	3,334
UCR 1974	39,320	68	362	1,854	1,004	12,577	20,138	3,317
<u>Dayton</u> -								
UCR 1973	20,110	102	118	2,008	997	6,006	8,469	2,410
UCR 1974	23,446	100	135	1,890	990	8,019	10,147	2,165
<u>Parma</u> -								
UCR 1973	2,526	1	3	36	75	565	1,589	257
UCR 1974	2,516	2	4	33	97	562	1,544	274
<u>Toledo</u> -								
UCR 1973	23,798	45	135	1,357	568	6,097	14,170	1,426
UCR 1974	29,623	55	168	1,720	672	6,991	18,501	1,516
<u>Youngstown</u> -								
UCR 1973	6,765	24	43	461	326	2,093	2,972	846
UCR 1974	7,415	35	45	561	355	2,276	3,148	995

Data obtained from Preliminary Annual Release, March 31, 1975

PARMA is located within the Cleveland/Cuyahoga RPU; CANTON and YOUNGSTOWN are both located within Administrative Planning District II. Other cities on above list are core cities of one of the six Regional Planning Units (RPU).

The total 179,010 Index Crimes reported by the nine cities above were 47.72% of the total 375,124 estimated crimes in the State of Ohio in 1973.

The total estimated crimes for the six counties comprising RPUs, ,252,745, was 61.38% of the estimated crimes in Ohio in 1973.

Rank Order Analysis of 1973 Crimes in 41 Largest Ohio Cities

<u>City</u>	<u>Population</u>	<u>Assault</u>	<u>Burglary</u>	<u>Larceny</u>	<u>Auto Theft</u>	<u>Robbery</u>
Akron	5	5	5	5	5	6
Barberton	33	13	29	20	22	23
Brook Park	39	28	34	35	32	41a
Canton	8	8	8	8	8	8
Cincinnati	3	3	2	3	3	3
Cleveland	1	1	3	4	1	1
Cleveland Heights	17	12	18	14	13	12
Columbus	2	2	1	1	2	2
Cuyahoga Falls	21	23	33	29	39	33
Dayton	6	6	6	6	4	5
East Cleveland	25	22	20	30	9	10
Elyria	20	15	17	41	24	22
Euclid	13	35	28	22	11	28
Fairborn	38	30	35	23	38	36
Findlay	30	10	37	27	37	39
Garfield Heights	24	24	32	39	28	29
Hamilton	15	9	12	7	21	20
Kettering	12	21	19	11	23	24
Lakewood	14	26	30	25	19	32
Lancaster	35	33	41	32	35	37
Lima	19	20	14	16	30	13
Lorain	11	14	10	33	12	14
Mansfield	18	11	13	12	16	15
Maple Heights	32	32	40	34	18	27
Marion	26	19	22	19	31	34
Massillon	37	31	25	26	27	19
Mentor	28	41	26	31	29	40
Middletown	22	28	15	13	17	21
Newark	23	34	21	21	26	26
North Olmstead	31	38	39	37	33	38
Norwood	41	36	36	40	25	17
Parma	9	16	16	15	15	25
Sandusky	36	17	24	18	34	18
Shaker Heights	29	29	27	24	10	16
Springfield	10	25	11	10	14	9
Steubenville	40	37	23	36	41	30
Toledo	4	4	4	2	6	4
Upper Arlington	27	40	38	28	40	35
Warren	16	18	9	17	20	11
Youngstown	7	7	7	9	7	7
Zanesville	34	39	31	36	36	31

41a 1973 data not furnished by city to FBI.

Rank Order  
Correlation

Population	XX	.71	.82*	.76*	.79*	.69
Assault	.71	XX	.77*	.73	.65	.71
Burglary	.82*	.77*	XX	.79*	.76*	.85*
Larceny	.79	.73	.79*	XX	.67	.71
Auto Theft	.69	.71	.76*	.67	XX	.83*

.82\* etc. Value for R in z table exceeds .95, therefore, the correlation of the relative ranks lies within the 5 percent confidence level.

RANK ORDER ANALYSIS OF 1973 BURGLARIES  
IN THE 100 LARGEST OHIO CITIES

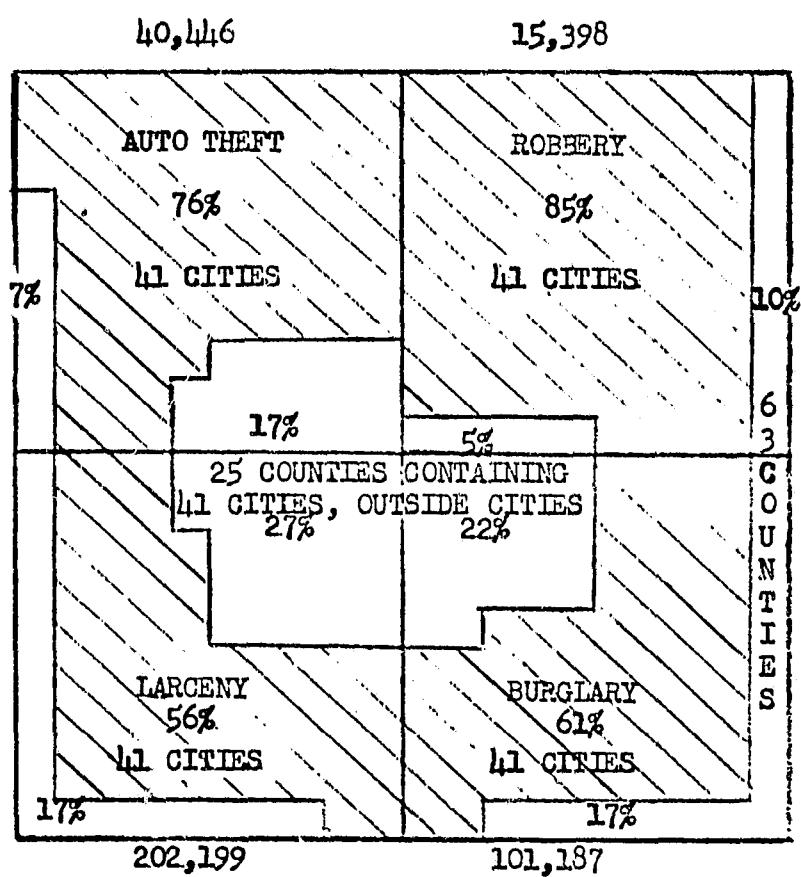
<u>City</u>	<u>County</u>	<u>Burglaries</u>	<u>Population</u>	<u>Burglary</u>	<u>D</u> <sup>2</sup>
AKRON	Summit	4,979	5	5	Ø
Alliance	Stark	205	46	42	16
Ashland	Ashland	84	63	83	400
Ashtabula	Ashtabula	418	50	22	784
Athens	Athens	108	51	71	400
Barberton	Summit	281	33	33	Ø
Bay Village	Cuyahoga	56	71	99	784
Bedford	Cuyahoga	76	72	87	225
Berea	Cuyahoga	105	53	72	361
Bexley	Franklin	74	94	88	36
Bowling Green	Wood	168	55	51	16
Brook Park	Cuyahoga	205	39	43	16
Brunswick	Medina	66	83	94	121
Canton	Stark	1,394	8	8	Ø
Chillicothe	Ross	181	49	47]	4
CINCINNATI	Hamilton	10,337	3	2	1
CLEVELAND	Cuyahoga	9,109	1	3	4
Cleveland Hts.	Cuyahoga	551	17	18	1
COLUMBUS	Franklin	10,411	2	1	1
Conneaut	Ashtabula	202	97	44	2,809
Cuyahoga Falls	Summit	214	21	41	400
DAYTON	Montgomery	3,907	6	6	Ø
Defiance	Defiance	85	79	82	9
Delaware	Delaware	133	93	63	900
East Cleveland	Cuyahoga	462	25	20	25
Eastlake	Lake	161	66	53	169
East Liverpool	Columbiana	161	62	53	81
Elyria	Lorain	561	20	17	9
Euclid	Cuyahoga	289	13	32	361
Fairborne	Greene	202	38	44	36
Fairfield	Butler	98	96	76	400
Fairview Park	Cuyahoga	69	56	92	1,296
Findlay	Hancock	173	30	48	324
Forest Park	Hamilton	73	91	89	4
Fostoria	Seneca	125	80	65	225
Fremont	Sandusky	155	70	56	196
Garfield Hts.	Cuyahoga	223	24	38	196
Girard	Trumbull	99	100	75	625
Hamilton	Butler	689	15	12	9
Ironton	Lawrence	98	92	76	256
Kent	Portage	236	43	37	36
Kettering	Montgomery	536	12	19	49
Lakewood	Cuyahoga	248	14	35	441
Lancaster	Fairfield	121	35	68	1,089
Lima	Allen	600	19	14	25
Lorain	Lorain	955	11	10	1
Lyndhurst	Cuyahoga	61	65	96	961
Mansfield	Richland	684	18	13	25
Maple Heights	Cuyahoga	136	32	62	900
Marion	Marion	349	26	23	9

<u>City</u>	<u>County</u>	<u>Burglaries</u>	<u>Population</u>	<u>Burglary</u>	<u>D<sup>2</sup></u>
Marietta	Washington	72	75	90	25
Massillon	Stark	332	37	28	81
Maumee	Lucas	138	81	60	441
Mayfield Hts.	Cuyahoga	104	54	73	361
Mentor	Lake	306	28	29	1
Miamisburg	Montgomery	334	95	26	4,761
Middletown	Butler	565	22	15	49
Newark	Licking	451	23	21	4
New Philadelphia	Tuscarawas	60	89	97	64
Niles	Trumbull	267	58	34	576
North Canton	Stark	56	88	99	121
North Olmstead	Cuyahoga	146	31	57q	676
Norwood	Hamilton	182	41	46	25
Oregon	Lucas	110	76	69	49
Oxford	Butler	122	82	67	225
Painesville	Lake	110	77	69	64
Parma	Cuyahoga	565	9	16	49
Parma Hts.	Cuyahoga	171	45	50	25
Piqua	Miami	217	61	40	441
Portsmouth	Scioto	296	44	31	169
Reading	Hamilton	95	98	78	400
Rocky River	Cuyahoga	143	52	59	49
Salem	Columbiana	64	99	95	16
Sandusky	Erie	333	36	27	81
Shaker Hts.	Cuyahoga	306	29	30	1
Sidney	Shelby	93	78	79	1
South Euclid	Cuyahoga	100	42	74	1,024
Springfield	Clark	788	10	11	1
Steubenville	Jefferson	336	40	25	225
Stow	Summit	132	64	64	Ø
Strongsville	Cuyahoga	124	90	66	576
Struthers	Mahoning	84	85	84	1
Tallmadge	Summit	163	87	52	1,225
Tiffin	Seneca	68	57	93	1,296
TOLEDO	Lucas	6,097	4	4	Ø
Troy	Miami	144	73	58	225
University Hts.	Cuyahoga	79	74	85	121
Upper Arlington	Franklin	172	27	49	484
Warren	Trumbull	960	16	9	49
Warrensville Hts.	Cuyahoga	91	67	80	169
Westlake	Cuyahoga	70	84	991	49
Whitehall	Franklin	346	48	24	576
Wickliffe	Lake	59	59	98	1,521
Willoughby	Lake	136	69	61	64
Willowick	Lake	76	60	86	676
Wooster	Wayne	157	68	55	169
Worthington	Franklin	89	86	81	25

Xenia	Greene	223	47	38	81
Youngstown	Mahoning	2,093	7	7	Ø
Zanesville	Muskingum	<u>246</u>	34	36]	<u>4</u>
N = 100	TOTAL	69,384		D <sup>2</sup>	= 32,552

69,384 = 68.57% of 101,187 in entire state.

DISTRIBUTION  
of  
1973 CRIMES  
in  
OHIO



## Crime Factors

Crime is a social problem and the concern of the entire community. The law enforcement effort is limited to factors within its control.

Uniform Crime Reports gives a nationwide view of crime based on police statistics voluntarily contributed by local law enforcement agencies. The factors which cause crime are many and vary from place to place throughout the country. The reader of this publication is cautioned against comparing statistical information of individual communities solely based on a similarity in their population counts. Population is only one of many factors which must be considered in a comparative study of crime. Some of the conditions which affect the volume and type of crime that occurs from place to place are briefly outlined as follows:

Density and size of the community population and the metropolitan area of which it is a part.

Composition of the population with reference particularly to age, sex, and race.

Economic status and mores of the population.

Stability of population, including commuters, seasonal and other transient types.

Climate, including seasonal weather conditions.

Educational, recreational, and religious characteristics.

Effective strength of the police force.

Standards of appointments to the local police force.

Policies of the prosecuting officials.

Attitudes and policies of the courts and corrections.

Relationships and attitudes of law enforcement and the community.

Administrative and investigation efficiency of law enforcement, including degree of adherence to crime reporting standards.

Organization and cooperation of adjoining and overlapping police jurisdictions.

The previous page appears in every Crime in the United States Uniform Crime Reports to prevent possible misinterpretation of UCR statistics.

The Uniform Crime Reporting Program is based upon those criminal acts which actually come to the attention of law enforcement either through information received from citizens or through the observations of law enforcement officers. In 1973 almost 11,000 city, county and state law enforcement agencies submitted Return-A-Monthly-Return of Offenses Known to the Police and the other related reports to the FBI reporting the incidence of the seven Index Crimes: murder, forcible rape, robbery, aggravated assault, burglary, larceny-theft, and motor vehicle theft.

Because a tabulation of offenses known to the police may not be a true indication of criminal activity, the President's Commission on Law Enforcement and Administration of Justice, in 1966 commissioned a "victimization" survey to determine, among other things, the amount of unreported crime. Since that time the techniques and procedures of making this type of survey have been refined and additional surveys have been made of major cities in the United States.

The U. S. Department of Justice, LEAA, National Criminal Justice Information and Statistics Service released a Criminal Victimization Surveys in 13 American Cities on August 1, 1975. One of the cities surveyed was Cincinnati, Ohio.

The survey in Cincinnati conducted interviews in 9,708 households occupied by 19,903 persons age 12 and over, and in 1,601 commercial establishments. No data is available concerning the total number of commercial establishments in Cincinnati, but the households interviewed contained 6.2% of the target resident population.

A professional approach was taken to insure that the small sample was a true representation of the total population. Occupied household units were grouped into 100 strata:

- 2 Tenure (owned or rented)
- 5 Number of household members
- 5 Household income (final tables list 6 plus "not available")
- 2 Race of head of household (white/non-white)

Added strata were:

- 4 Housing Units, vacant at time, rental or property value
- 1 Group quarters: rooming houses, religious groups, dormitories.

$$2 \times 5 \times 5 \times 2 + 4 + 1 = 105 \text{ strata}$$

The commercial sample was created by dividing the city into geographic units having at least four, but no more than six commercial establishments, whether retail, service, or combination of the two kinds. Segments already being sampled in connection with the nationwide commercial victimization survey were excluded from the central city samples. Survey data for commercial establishments were weighted upon probability of being in sample, adjustment for non-interviews and a factor for being in operation during only part of the survey reference period (year 1973).

Similar weighting was applied to household and personal victimization data. A different set of weights was used for crimes against persons than was used for crimes against households. The specific steps and weights used are complex, but were applied to produce an accurate estimate of both incidents and victims. To make use of the statistics developed, detailed standard error estimates are published along with the tables for each city.

The following is a comparison of the Cincinnati Police Departments UCR statistics (published in the annual report) with the statistics generated and published by LEAA about the victimization study in Cincinnati.

An effort has been made to convert the survey data into reported crimes. With all data available it appears there were between 152-218 reported Rapes, 3,759-3,919 Robberies, 27,536-22,876 Burglaries, 17,836-16,564 Larcenies and 3,158-2,750 Auto Thefts reported by victims to the police.

A victimization survey could provide information which would be useful in identifying target groups for crime prevention/education programs. However, some care must be taken in the analysis of the data uncovered by the survey.

The Cincinnati indicated that males were victims for all personal crimes of violence about three times more frequently than females. With the exception of rape and assault, 9 out of 10 assailants were strangers.

The crime rate for personal crimes of theft was highest for persons age 20-24, but this age bracket accounted for only 14% of the population surveyed. Families with annual incomes between \$7,500-\$10,000 also had the highest rate for personal crimes of theft, and accounted for 12 percent of the population. The highest household burglary rate occurred in families with annual incomes between \$10,000-\$15,000, which included 19 percent of the survey population. Black families, which accounted for 27 percent of the survey population, suffered from household burglary nearly twice as frequently as white households.

Commercial establishments with gross annual receipts \$.5 to \$1 million had the highest burglary rate, but the highest robbery rate occurred in establishments with annual receipts of \$25,000-\$50,000.

Crime rates are insufficient data for deployment of personnel or commitment of resources. The geographic area, the time of occurrence and the activity of the victim would have to be included in the total data used to make decisions and commitment of resources. However, a victimization survey, which collects socio-demographic data about victims, would provide additional dimensions to the nature of the crime problem and should be used for planning the activities of the criminal justice system.

Comparison  
of  
Cincinnati 1973 UCR Crime Statistics  
with  
1973 Victimization Survey

<u>POLICE</u>	<u>ITEM (Factor)*</u>	<u>SURVEY</u>
437,591	Population (.73)	321,100 <sup>1</sup>
28,903	TOTAL INDEX CRIMES (3.88)	112,400
.68	Murder	-2
(29) <sup>2</sup>	Manslaughter	-2
203	Rape (2.46)	500
1,386	Robbery (4.40)	6,100
10,337	Burglary (3.66)	37,900
13,551	Larceny (3.82)	51,700
(5,928) <sup>2</sup>	Larceny more than \$50	-2
2,625	Auto Theft (1.48)	3,900

<sup>1</sup>Survey population for persons age 12 and over only. U.S. Census Bureau official count of Cincinnati as of July 1, 1973 was 426,245.

<sup>2</sup>Item not included in TOTALS.

FACTOR\* times Police date = Survey data.

The Victimization Report estimate of criminal incidents, tabulated above is developed from the incidents reported to the interviewers. The survey contains a table reporting the percent of criminal incidents reported to the police. By applying this percentage to the various elements recorded it is possible to derive an estimate of actual number of crimes reported to the police, which should be comparable to the total reported by the police to UCR. The table below contains Cincinnati Police Department data, compiled for and by UCR rules.

<u>Police Data</u>		<u>Comparison</u>	<u>Survey Data</u>	
3%	801	Murder & Aggravated Assault	6%	2,915 (Assault only)
1%	203	Rape	-	185 (less than .5%)
5%	1,386	Robbery	7%	3,789
36%	10,337	Burglary	48%	25,111
46%	13,551	Larceny	33%	17,226
9%	2,625	Auto Theft	6%	2,954
100%	28,903		100%	52,180

$$28,903 \times 1.80 = 52,180$$

<u>Police Data</u>		<u>Survey Data</u>		
58%	809	Strongarm robberies	50%	1,035 Robbery with injury
42%	577	Armed robberies	50%	1,014 Robbery without injury
100%	1,386	All robberies	100%	2,049 Personal robberies
23%	317	Robbery, commercial	46%	1,740 Robbery, commercial
77%	1,069	Robbery, other	54%	2,049 Robbery, other (personal)
100%	1,386	All robberies	100%	3,789 All robberies
35%	3,652	Burglary, commercial	52%	12,936 Burglary, commercial
65%	6,685	Burglary, residence	48%	12,275 Burglary, residence
100%	10,337	All burglaries	100%	25,111 All burglaries
41%	5,556	Larceny, business	-	- not reported
35%	4,769	Larceny, personal	72%	12,442 Larceny, personal
24%	3,226	Larceny, residence	28%	4,784 Larceny, household
100%	13,551	All larcenies	100%	17,226 All larcenies

The commercial aspect of the victimization survey did not cover larcenies from commercial establishments, apparently. The percent of larcenies cleared, as reported by the Cincinnati Police Department indicate that commercial larcenies may not be reported if no arrest is made: Cincinnati reports 2,302 lar-

cenies from stores, which is 17 percent of the total 13,551 larcenies reported. Clearances for "shoplifting were 75.5% while clearances for residence larcenies (3,226: 24% of larcenies) amounted to only 21.0%.

POLICE DEPARTMENT  
Cincinnati, Ohio  
1973 UCR Report

Robbery, by means (how committed):	TOTAL	1,386
A. Physical force-strong arm		809
B. Putting fear with or use of:		
1. Firearms		435
2. Knife or sharp weapon		85
3. Blunt weapon or hard object		36
4. Other means or unknown		21
Robbery by accomplishment:	TOTAL	1,386
A. Taking from person or premises		554
B. Assaulted and robbed		713
C. Assault with intent to rob		98
D. Attempts to rob		21
Robbery by premises attacked:	TOTAL	1,386
A. On the highway or street, alley, etc.		760
B. In the commercial house (Except C,D&F)		266
C. Oil station		34
D. Chain store		-
E. Residence (Anywhere on premises)		118
F. Bank or Building and Loan		17
G. Other		191
Burglary, breaking or entering:	TOTAL	10,337
A1. Residence during night		2,608
A2. Residence during day		4,077
B1. Non-residence during night		3,384
B2. Non-residence during day		268
Larceny-theft, by type of premises:	TOTAL	13,551
A. Manufacturing Plant		38
B. Highway, street, alley, etc.		2,884
C. Commercial house, hotel, theatre, etc.		229
D. Oil and gas station: garage or parking lot		2,438
E. Store		2,302
F. Residence (anywhere on premises)		3,226
G. Bank, Building and Loan, etc.		7
H. Office, business or professional		542
I. Conveyance		20
J. Public Buildings and Grounds		1,092
K. Other		773

## VICTIMIZATION SURVEY

Cincinnati: Percent of victimizations reported to the police,  
by sector and type of crime.

Sector and type of crime	Percent
Personal sector, all crimes -	37
Crimes of violence	44
Rape	37
Robbery	51
Robbery and attempted robbery with injury	69
From serious assault	71
From minor assault	66
Robbery without injury	53
Attempted robbery without injury	27
Assault	43
Aggravated assault	53
With injury	59
Attempted assault with weapon	50
Simple assault	33
With injury	45
Attempted assault with weapon	29
Crimes of theft	32
Personal larceny with contact	42
Purse snatching	172
Attempted purse snatching	30
Pocket picking	30
Personal larceny without contact	32
Household sector, all crimes	47
Burglary	55
Forcible entry	77
Unlawful entry without force	42
Attempted forcible entry	37
Household larceny	29
Less than \$50	21
\$50 or more	52
Amount not available	112
Attempted larceny	17
Motor vehicle theft	75
Completed theft	89
Attempted theft	42
Commercial sector, all crimes	85
Burglary	84
Robbery	87

<sup>1</sup> Estimate, based on about 10 or fewer sample cases, is statistically unreliable.

VICTIMIZATION SURVEY

Cincinnati: Number and percent distribution of criminal incidents, by sector and type of crime.

Sector and type of crime	Number	Percent of crimes within sector	Percent of all crimes
<u>All crimes</u> -	112,400	--	100.0
Personal sector	52,400	100.0	46.6
<u>Crimes of violence</u>	16,900	32.2	15.0
<u>Rape</u>	500	1.0	0.4
<u>Robbery</u>	4,100	7.8	3.7
Robbery and attempted robbery with injury	1,500	2.9	1.4
From serious assault	800	1.6	0.7
From minor assault	700	1.3	0.6
Robbery without injury	1,200	2.3	1.0
Attempted robbery without injury	1,400	2.7	1.2
<u>Assault</u>	12,300	23.4	10.9
Aggravated assault with injury	5,500	10.5	4.9
Attempted assault with weapon	2,200	4.1	1.9
Simple assault with injury	3,300	6.4	3.0
Attempted assault without weapon	6,800	13.0	6.0
Attempted assault without weapon	1,900	3.5	1.7
Attempted assault without weapon	4,900	9.4	4.4
<u>Crimes of theft</u>	35,500	67.8	31.6
Personal larceny with contact	2,000	3.9	1.8
<u>Purse snatching</u>	600	1.1	0.5
Attempted purse snatching	300	0.6	0.3
<u>Pocket picking</u>	1,200	2.2	1.0
Personal larceny without contact	33,500	63.9	29.8
Total population age 12 and over	321,100	--	--
Household sector	42,600	100.0	37.9
<u>Burglary</u>	22,500	52.7	20.0
Forcible entry	8,900	20.9	7.9
Unlawful entry without force	7,800	18.2	6.9
Attempted forcible entry	5,800	13.6	5.2
<u>Household larceny</u>	16,200	38.1	14.4

Less than \$50	9,700	22.7	8.6
\$50 or more	4,700	11.0	4.2
Amount not available	400	1.0	0.4
Attempted larceny	1,500	3.4	1.3
<u>Motor vehicle theft</u>	3,900	9.2	3.5
Completed theft	2,800	6.5	2.5
Attempted theft	1,100	2.7	1.0
Total number of households	156,800	--	--
Commercial sector	17,400	100.0	15.5
<u>Burglary</u>	15,400	88.7	13.7
Completed burglary	11,000	63.3	9.8
Attempted burglary	4,400	25.3	3.9
<u>Robbery</u>	2,000	11.3	1.8
Completed robbery	1,000	6.0	0.9
Attempted robbery	900	5.3	0.8
Total number of commercial establishments	27,300	--	--

NOTE: Detail may not add to total shown because of rounding. Percent distribution based on unrounded figures.

--Represents not applicable.

**SECTION C**

**RELATED ACTIVITIES**

## **Section C. Related Activities**

### **LEAA DISCRETIONARY GRANTS**

LEAA Grants received by the State of Ohio during FY 1974 and FY 1975 include the following:

#### **FY 1974 Part C Discretionary Grants**

74-DF-05-0012

Grantee: AJD/Ohio Organized Crime Prevention Council

Grantor: LEAA

Project Title: "Regional Training in Organized Crime Detection"

Grant Amount: \$98,310

Character of Project: Project is intended to train personnel in organized crime investigation and court preparation procedures.

74-DF-05-0019

Grantee: AJD/City of Toledo Division of Police

Grantor: LEAA

Project Title: "District Patrol Plan"

Grant Amount: \$350,000

Character of Project: The intent of this project is to improve patrol operation in the Toledo Police Department. It includes the decentralization of patrol into three precinct locations, the scientific allocation of available manpower, and job satisfaction and enhancement for the patrol officer by involving him in task force research projects with a degree of participatory decision input.

74-DF-05-0020  
Grantee: AJD/City of Cleveland Heights  
Grantor: LEAA  
Project Title: "Police Patrol Emphasis"  
Grant Amount: \$150,000  
Character of Project: Project objectives are scientific planning of patrol resources deployment, effective supervision and monitoring of patrol activities, enhancement of the basic patrol duty-reduction of crime with particular emphasis on index crimes.

74-DF-05-0033  
Grantee: AJD/Franklin County Municipal Court  
Grantor: LEAA  
Project Title: "Court Watching Project, Inc."  
Grant Amount: \$24,890  
Character of Project: This project will observe the performance of the municipal court to ascertain ways to improve its effectiveness and efficiency.

74-DF-05-0039  
Grantee: AJD/Franklin County Municipal Court  
Grantor: LEAA  
Project Title: "Courts Process Analysis - Franklin County"  
Grant Amount: \$135,000  
Character of Project: This project's basic objective is to analyze the judicial process centered in Franklin County Municipal and Common Pleas Courts.

74-TA-05-0001  
Grantee: AJD/Ohio Department of Rehabilitation and Correction  
Grantor: LEAA  
Project Title: "Justice Model for Corrections"  
Grant Amount: \$11,980  
Character of Project: This grant will supplement an earlier award made under the Standards and Goals Program #2, Prison Riot and Prevention Control, and will provide funds to expedite the production of a monograph which could operationalize the justice model of correctional practice.

FY 1975 Part C Discretionary Grants

75-DF-99-0037

Grantee: City of Cleveland, Office of Civil Service Commission

Grantor: LEAA

Project Title: "Action for Non-Discriminatory Entrance, Selection and Promotion Criteria for the Cleveland Police Department"

Grant Amount: \$125,000

Character of Project: This award will improve the Cleveland Civil Service Commission's capability to develop, implement and administer police entrance and promotional examinations and screening procedures in a non-discriminatory, wholly neutral manner, and without regard to race, sex, or national origin. The project will hopefully serve as a model for non-discriminatory police hiring and promotion programs.

75-NI-05-0001

Grantee: Ohio Department of Economic and Community Development

Grantor: LEAA

Project Title: "Drug Enforcement Administration Task Force (DEA Region 6 & 7)"

Grant Amount: \$1,514,000

Character of Project: This grant will continue the expansion of two Regional offices, one in Detroit and one in Chicago to maintain a highly visible active and effective enforcement group on the street to intensify the pressure on the drug seller and reduce drug addict related crimes; and to encourage drug addicts to seek help.

75-DF-95-0004

Grantee: Ohio Department of Economic and  
Community Development  
Grantor: LEAA  
Project Title: "A Computer Technology Transfer Program  
in Toledo-Lucas County Area"  
Grant Amount: \$200,000  
Character of Project: This award will fund a computer technology transfer program in which Ohio will participate with other states in Region V to effect the transfer of one or more criminal justice operations and/or management application modules.

75-DF-05-0001

Grantee: Ohio Department of Economic and  
Community Development  
Grantor: LEAA  
Project Title: "Treatment Alternatives to Street Crime  
Project (TASC)"  
Grant Amount: \$188,179  
Character of Project: The results and benefits expected of this project include reductions in drug-related recidivism, addiction and abuse by developing a relationship between the criminal justice system and the Treatment System in Dayton, Montgomery County.

FY 1974 Part E Discretionary Grants

74-ED-05-0033

Grantee: Ohio Department of Rehabilitation and  
Correction  
Grantor: LEAA  
Project Title: "Community Assistance to Probationers"  
Grant Amount: \$250,000  
Character of Project: The goal of this project is the reduction of recidivism among youthful probationers in Franklin and Cuyahoga Counties by identification of their individual needs through pre-sentence investigation, report writing, diagnosis and classification and additional emphasis on the probation officer's function as a community resource manager.

74-ED-05-0022

Grantee: Ohio Department of Rehabilitation  
and Correction  
Grantor: LEAA  
Project Title: "Correctional Disturbance Prevention  
and Control Program"  
Grant Amount: \$83,000  
Character of Project: The purpose of this project is to  
establish a 24 month training program,  
geared to prison riot prevention and  
control for the State of Ohio's 8  
correctional institutions.

74-ED-05-0017

Grantee: City of Cincinnati  
Grantor: LEAA  
Project Title: "Justice Volunteer Corps"  
Grant Amount: \$44,199  
Character of Project: The Justice Volunteer Corps will develop,  
implement and evaluate a criminal justice  
education and training program in Hamilton  
County.

74-ED-05-0016

Grantee: Administration of Justice Division/  
Hamilton County Board of Commissioners  
Grantor: LEAA  
Project Title: "Project Prevent"  
Grant Amount: \$85,050  
Character of Project: This program will focus on providing  
prevention services to troubled youth  
living in pre-delinquent situations.

74-ED-05-0001

Grantee: Administration of Justice Division/  
Attorney General of Ohio  
Grantor: LEAA  
Project Title: "Ohio Comprehensive Data System"  
Grant Amount: \$263,533  
Character of Project: Goals of this project are to design,  
implement, operate, enhance and refine  
a large real time data base system.

74-ED-05-0003

Grantee: Administration of Justice Division/  
City of Toledo  
Grantor: LEAA  
Project Title: "Construction, Regional Criminal  
Justice Center"  
Grant Amount: \$750,000  
Character of Project: Construction of a Regional Criminal  
Justice Center for Lucas & Wood Counties

FY 1975 Part E Discretionary Grants

75-ED-05-0006

Grantee: Ohio Department of Economic and  
Community Development  
Grantor: LEAA  
Project Title: "Multi-County Juvenile Attention System  
for Stark County"  
Grant Amount: \$500,000  
Character of Project: This is a continuation grant and will  
provide a complete system of detaining  
and rehabilitating juveniles from a  
five county area.

75-ED-05-0005

Grantee: Ohio Department of Economic and  
Community Development  
Grantor: LEAA  
Project Title: "Wayne County Multi-Jurisdictional  
Criminal Justice Center"  
Grant Amount: \$750,000  
Character of Project: This grant provides for continued funding  
for the construction of a multi-  
jurisdictional criminal justice center  
which will house the Wayne County Sheriffs  
Department as well as an adult correctional  
facility that combines the Wayne County,  
Wooster, Orville and Pitman City jails.

## NATIONAL INSTITUTE OF LAW ENFORCEMENT

The National Institute of Law Enforcement (NILE) and Criminal Justice is the research center of the Law Enforcement Assistance Administration. Presently in its seventh year of operation, the Institute is charged with discovering ways to make our criminal justice system more effective and fairer and fashioning new and improved methods to prevent and reduce crime. The Institute is also concerned with the evaluation of programs developed at the State and Local level to determine their impact upon the quality of law enforcement and criminal justice and the extent to which they have met or have failed to meet the purposes and policies of the Crime Control Act of 1973.

(NILE) Projects funded in Ohio during the period following publication of the FY 1975 Comprehensive Criminal Justice Plan include:

- 75-NI-99-0089 Prevention of Juvenile Delinquency, Phase I NEP  
The Ohio State University  
\$143,387  
This grant is for the purpose of conducting a Phase I study of juvenile delinquency prevention programs under the National Evaluation Program. The seven month study will examine important issues surrounding programming in the delinquency prevention area.
- 74-NI-05-0004 Cleveland Impact and Evaluation - Region V  
\$500,300  
This grant will provide funds for the continued improvement of the organizational capability for the planning, management and evaluation of criminal justice programs.
- 74-NI-99-0034 College of Law, University of Cincinnati  
\$29,236  
An unexplored area in bail  
The grantee is collecting information on the consequence of the retrieval process on the bail release system.

## THE LAW ENFORCEMENT EDUCATION PROGRAM (LEEP)

The Law Enforcement Education Program (LEEP) is the largest manpower development program operated by the Law Enforcement Assistance Administration. Now in its seventh year, appropriations for LEEP have increased from \$6.5 million in 1969 to \$40 million currently. Guidelines specify that grants up to \$250 per quarter and \$400 per semester to pay for tuition, books and fees can be given to full-time employees to publicly funded police, corrections or other law enforcement and criminal justice agencies, including state or local criminal justice planners and campus police officers to attend full-time or part-time undergraduate or graduate courses. Up to \$2,200 in loans can be given.

Today there are 1,068 schools participating in LEEP and program officials anticipate 100,000 students will be receiving LEEP benefits during the current school year.

Fiscal 1976 LEEP funding faces a 45% reduction from FY 1975 as a result of the President's request for reduced federal spending.

The accompanying table illustrates the annual educational assistance which is being provided to Ohio's students of criminal justice under the LEEP provisions of the Safe Streets Act.

**Educational Assistance in Ohio Under the Law  
Enforcement Education Program (LEEP)**

Institution	Location	FY 1973	FY 1974	FY 1975	FY 1976 Allocations
1. University of Toledo	Toledo	\$ 140,220	\$ 139,750	\$ 130,000	\$ 90,032
2. Owens Technical College	Perrysburg	41,100	36,503	45,000	24,340
3. Bowling Green State University	Bowling Green	10,000	9,524	7,000	4,848
4. Heidelberg University	Tiffin	10,017	23,652	12,000	-0-
5. Lima Technical College	Lima	23,350	37,394	36,000	18,948
6. North Central Technical College	Mansfield	-0-	-0-	43,209	19,151
7. Lorain County Community College	Elyria	42,450	42,400	34,000	19,619
8. Cleveland State University	Cleveland	19,873	21,029	20,000	21,259
9. Cuyahoga Community College	Cleveland	71,120	131,976	76,000	52,634
10. John Carroll University	Cleveland	7,200	15,909	6,000	-0-
11. Notre Dame College	Cleveland	33,868	40,618	35,000	10,431
12. Lakeland Community College	Mentor	58,400	49,021	44,000	28,066
13. University of Akron	Akron	77,694	128,480	118,000	96,265
14. Kent State University	Kent	183,257	187,954	190,000	119,742
15. Youngstown State University	Youngstown	80,000	89,369	90,000	20,924
16. Clark Technical College	Springfield	20,360	16,367	18,000	7,176
17. Sinclair Community College	Dayton	73,596	123,612	103,000	71,335
18. University of Dayton	Dayton	89,100	96,608	100,000	33,103
19. Wright State University	Dayton	12,932	26,110	18,000	17,359
20. Miami University	Oxford	4,350	10,500	7,000	4,720
21. University of Cincinnati	Cincinnati	85,116	88,009	100,000	48,520
22. Xavier University	Cincinnati	65,600	74,255	58,000	50,933
23. Columbus Technical Institute	Columbus	31,251	40,826	38,000	16,366

24. Ohio Dominican College	Columbus	\$ 4,200	\$ 9,451	\$ 6,000	\$ 9,843
25. Ohio State University	Columbus	52,556	75,723	80,000	56,241
26. Muskingum Area Technical College	Zanesville	-0-	15,737	6,000	10,804
27. Jefferson County Technical Institute	Steubenville	-0-	4,185	2,000	1,321
28. Hocking Technical College	Nelsonville	50,684	73,123	60,000	47,094
29. Ohio University	Athens	14,881	26,176	22,000	-0-
30. Marietta College	Marietta	4,483	5,726	3,000	-0-
31. Rio Grande College	Rio Grande	-0-	16,500	5,000	1,093
32. Shawnee State General and Technical College	Lucasville	-0-	-0-	12,907	11,709
<b>TOTALS</b>		<b>\$1,307,658</b>	<b>\$1,656,487</b>	<b>\$1,525,116</b>	<b>\$913,876</b>

## LAW ENFORCEMENT INTERNSHIP

Full-time students enrolled in undergraduate or graduate criminal justice programs at Ohio colleges and universities are eligible for law enforcement internships during summer recesses or special leaves from school. Grants for this purpose are awarded to institutions of higher education upon application to LEAA under Section 406(f) of the Omnibus Crime Control Act's 1970 amendments. Interns must work a minimum of eight weeks with a participating criminal justice agency. Under provisions of the 1973 amendments to the act, the eligible interns can receive up to \$65 a week, thus supplementing the salary paid by the employing agency.

## HIGHWAY SAFETY ACT OF 1966

The Ohio Department of Transportation (DOT) and the Ohio Department of Highway Safety, are responsible for administration and planning under the Highway Safety Act of 1966, as administered by the National Highway Traffic Safety Administration (NHTSA).

The Department of Health, the Department of Transportation, the Department of Education, the Department of Highway Safety (Ohio State Highway Patrol) and the Supreme Court of Ohio are the State agencies involved in the implementation of projects funded by the NHTSA to bring Ohio into compliance with the requirements of federal standards.

During FY 1975, Ohio received an incentive grant of \$1,727,441 for their progress in reducing fatal accidents during 1973. These funds will be used to continue the administration and management of Ohio's Highway Safety Program.

Ohio is expected to receive \$3,425,000 in federal funds for the 1976 fiscal period for its Highway Safety Program. Projects involved with the successful execution of the following standards will be the major expenditure of these funds:

1. Motor Vehicle Inspection
2. Motor Vehicle Registration
3. Motorcycle Safety
4. Driver Education
5. Drivers Licensing Administration
6. Traffic Courts
7. Alcohol Drug Highway Safety Program
8. Comprehensive Automated Traffic Records
9. Emergency Medical Service Coordinating Program
10. Pedestrian and Bicycle Safety
11. Police Traffic Services - Accident Investigation,  
Traffic Police Training and Traffic Law Enforcement
12. Hazard Control and Cleanup
13. Pupil Transportation and Safety

#### THE JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT OF 1974

The Juvenile Justice and Delinquency Prevention Act of 1974 has authorized a \$380 million program over three fiscal years designed to combat juvenile delinquency and improve juvenile justice. The program is administered by the Law Enforcement Assistance Administration (LEAA) within the Department of Justice. The act created within LEAA: (1) a Juvenile Justice and Delinquency Prevention Office, (2) a National Institute to conduct research, (3) an Independent Coordinating Council and a National Advisory Committee, (4) authorized new grant programs to deal with juvenile delinquency and runaway youth and (5) a National Institute of Correction within the Federal Bureau of Prisons.

Juvenile Delinquency programs formerly administered by HEW were extended through fiscal year 1975 for the purpose of transition to LEAA. Title III of the Act establishes a separate "Runaway Youth Act" to be administered by HEW. \$10 million has been authorized for fiscal years ending in 1975, 1976 and 1977.

The Ohio SPA has taken an active role in preliminary planning for the eventual implementation of the new Act. The Administration of Justice Division has established a staff task force on juvenile justice consisting of six members. This task force continues to meet and develop strategies and recommendations for consideration by the Ohio Criminal Justice Supervisory Commission (OCJSC).

Currently under consideration is the establishment of the Ohio Juvenile Justice Advisory Committee and its appropriate relationship to the OCJSC and the existing Juvenile Delinquency Task Force. This includes the submission of names for possible appointment by the Governor to the Advisory Committee, suggesting the parameters of responsibility for the Committee, the AJD staff role of coordination, and discussion of time considerations regarding the eventual implementation of the new Act.

#### ELEMENTARY AND SECONDARY SCHOOL ACT OF 1974

Through special provisions in Title I of the Elementary and Secondary Education Act, educational programs for orphaned, neglected, and delinquent children are conducted in state-operated schools. Eight accredited schools operated by the Ohio Youth Commission and the school at the Ohio Soldiers and Sailors Orphans Home at Xenia receive funds.

During fiscal 1974, the Ohio Youth Commission operated a year-round program designed to meet the most pressing educational needs of 1,102 delinquent youngsters. Emphasis was placed on remedial and developmental reading instruction. Other Title I activities included supplemental math instruction, tutorial services, and educational counseling. Re-entry services aided approximately 200 students making the transition from OYC institutions back to three of Ohio's metropolitan areas.

The Ohio Soldiers and Sailors Orphans Home used its 1974 Title I funds to provide 193 orphaned and neglected residents extra reading and math instruction, tutorial assistance, and speech therapy. Supportive activities included development of motor coordination, perceptual training, and psychological services.

Funds available for special educational programs for orphaned, neglected, and delinquent youngsters in state-operated schools have ranged from \$757,000 in 1970 to \$967,395 this fiscal year.

TITLE IV  
CIVIL RIGHTS ACT OF 1964

Ohio Department of Education	\$137,400
Kent State University -	
General Assistance Center	400,361
Central State University -	
Training Institute	197,042

These three units funded under Sections 403 and 404 of the Civil Rights Act of 1964 have as their purpose the delivery of technical assistance, staff development in content subject areas and teacher training. Most efforts are directed toward the development of services to urban districts with high concentrations of minorities, delinquency problems, dropouts, and other disadvantaged youngsters and adults.

TITLE VII  
EMERGENCY SCHOOL ASSISTANCE ACT

Basic Title VII grants for fiscal 1975 were made to seven school districts applicants and four non-profit community organizations to operate under desegregation guidelines. These projects provide personalized learning through individual diagnosis and prescription for the students' educational needs. Efforts are pointed toward creating environmental conditions conducive to behavior modification, academic achievement of all students, dropout prevention, curriculum development, parent-community involvement, human relations workshops and equal educational opportunity for all pupils in an integrated setting.

Districts and organizations and amounts of grants for pilot and basic projects are as follows:

Basic

Cleveland Heights - University Heights School District	\$ 484,969
Warren City School District	270,015
Warrensville Heights City School District	403,000
Xenia City School District	<u>250,565</u>
	\$1,408,549

Pilot

East Cleveland Public Schools	\$ 445,702
Jefferson Township Local School District,	
Dayton	<u>251,574</u>
	\$ 697,276

NPO

Community Schools Association, Cincinnati	\$ 122,569
Jefferson Township Development Center,	
Dayton	82,940
Urban League of Greater Cleveland	159,450
Xenia Health and Welfare Planning Council	<u>40,040</u>
	\$ 404,999

THE HOUSING AND COMMUNITY DEVELOPMENT ACT OF 1974

The Community Development Act of 1974 has replaced such categorical programs as Model Cities and Urban Renewal. Title I of the Act authorizes community development block grants to states and local governments. Urban areas should receive 80% of the available funds and will not receive a lower level of funding for the first three years of the new program than they received under the old categorical programs.

Ohio's allocation of Community Development Block Grants for FY 1975 is \$119,276,000. FY 1975 is the first year of the "CD" Block Grant program; future funding is anticipated, an annual application will be required if a community is to receive funding.

The Community Development Act of 1974 focuses on meeting needs of low and moderate income people. It provides a direct federal-to-local program to municipalities which have developed a housing assistance plan that involves the general public in the development of its application through citizen participation.

Improvements of a community's public service and facilities, including those concerned with the employment, economic development, crime prevention, child care, health, drug abuse, education, welfare or recreation needs of

persons residing within a community, are eligible for assistance under the Community Development Act - if such services under other applicable Federal laws or programs have been applied for and denied or not made available within a reasonable period of time.

#### SOCIAL SECURITY ACT

The passage of the Title XX Act (Social Services Amendments of 1974) to the Social Security Act marks a significant phase of federal financial participation in the provision of social services by the states.

The intent of Congress in passing this law was to establish local determination and decision-making process in the provision of social services and to encourage the delivery of needed social services to a greater proportion of the population.

The Department of Public Welfare will administer Title XX in Ohio. A major thrust will be directed toward preventing or reducing inappropriate institutional care by providing for community based care, home based care or other forms of less intensive care. Additionally, efforts aimed at preventing or remedying neglect and abuse of children will have impact upon the criminal justice system.

#### DEPARTMENT OF HEALTH, EDUCATION AND WELFARE (HEW)

Programs operated by the U. S. Department of Health, Education and Welfare (HEW) provide rehabilitative services to delinquent youths and young people in danger of becoming delinquent. HEW also supports programs dealing with alcohol and drug abuse.

FY 1975 grants received within the State of Ohio through HEW include:

Grantee: Ohio Youth Commission  
Grantor: HEW  
Project Title: "Elementary & Secondary School Act"  
Grant Amount: \$760,000  
Character of Project: This grant supplements the educational program within State Institutions providing remedial education, library materials and school supplies.

Grantee: Jewish Community Center of Cleveland  
Grantor: HEW/NIDA  
Project Title: "Drug Abuse Services Project"  
Grant Amount: \$199,286  
Character of Project: Operational costs of a program for treatment and rehabilitation of narcotics addicts and drug dependent persons.

Grantee: Project C.U.R.E. - Dayton  
Grantor: HEW/NIDA  
Project Title: "Drug Abuse Services Projects"  
Grant Amount: \$213,069  
Character of Project: Operational costs of a program for treatment and rehabilitation of narcotic addicts and drug dependent persons.

Grantee: Ohio State Department of Education  
Grantor: HEW  
Project Title: "Assistance for Educationally Deprived Children"  
Grant Amount: \$26,049  
Character of Project: To provide financial assistance for the education of Delinquent Children in State operated adult correctional institutions.

Grantee: Ohio State Department of Education  
Grantor: HEW  
Project Title: "Assistance for Educationally Deprived Children"  
Grant Amount: \$208,853  
Character of Project: To provide financial assistance for the education of Delinquent Children in State Institutions.

Grantee: Ohio State Department of Education  
Grantor: HEW  
Project Title: "Assistance for Educationally Deprived Children"  
Grant Amount: \$32,995  
Character of Project: To provide financial assistance for the education of Neglected Children in State Institutions.

Grantee: Ohio State Department of Education  
Grantor: HEW  
Project Title: "Elementary and Secondary Education Act -- Comprehensive Educational Planning and Evaluation"  
Grant Amount: \$178,778

Grantee: Ohio State Department of Education  
Grantor: HEW  
Project Title: "Assistance for Educationally Deprived Children"  
Grant Amount: \$417,707  
Character of Project: To provide financial assistance for the education of Delinquent Children in State Institution.

Grantee: Ohio State Department of Education  
Grantor: HEW  
Project Title: "Assistance for Educationally Deprived Children"  
Grant Amount: \$52,097  
Character of Project: To provide financial assistance for the education of Delinquent Children in State operated adult correctional institutions.

Grantee: Ohio State Department of Education  
Grantor: HEW  
Project Title: "Assistance for Educationally Deprived Children"  
Grant Amount: \$65,991  
Character of Project: To provide financial assistance for the education of Neglected Children in State Institutions.

Grantee:	Ohio State Department of Education
Grantor:	HEW
Project Title:	"Assistance for Educationally Deprived Children"
Grant Amount:	\$317,847
Character of Project:	To provide financial assistance to State Educational Agencies to administer Title I, ESEA, programs.
Grantee:	Department of Public Welfare
Grantor:	HEW
Project Title:	"Work Incentive Program"
Grant Amount:	\$706,599

#### DEPARTMENT OF LABOR

A major change in program administration occurred in late 1973 when Congress passed the Comprehensive Employment and Training Act of 1973 (CETA). This act, which was funded at more than \$1.3 billion in fiscal year 1975 and has received a minimum planning estimate of more than \$1.2 billion for fiscal year 1976 nationwide, replaced the former Manpower Development and Training Act and the Economic Opportunity Act as of July 1, 1974.

Under CETA, Ohio has formed two advisory councils -- a State Manpower Services Council and a State Prime Sponsor Council. The first council has an overall coordinating function among all CETA prime sponsor (local manpower planning authorities) activities and is a general review body for all prime sponsor plans.

The State Prime Sponsor Council (SPSC) is responsible for those areas of the state which do not qualify for CETA prime sponsorship, do not choose to become prime sponsors, or do not enter into a consortium agreement with another prime sponsor. Through the SPSC, the state has planning jurisdiction in 58 counties during fiscal year 1976. Manpower planning requirements are administered to the remaining 30 counties through 16 local prime sponsors working with 16 local prime sponsor councils.

Manpower activities funded by CETA include programs such as on-the-job training; occupational training; work experience programs; public service employment; special programs for Indians, migrant and seasonal farmworkers; programs for youth, older workers, ex-offenders, and persons of limited English-speaking ability; and other programs and supportive services to help persons prepare for full-time employment.

To deliver the above services, Ohio's prime sponsors (including the state) were allocated more than \$60 million in fiscal year 1975 and is presently planning fiscal year 1976 programs with a minimum planning estimate of more than \$54 million.

The Manpower Development Division with the Ohio Department of Economic and Community Development is the staff support to both the State Manpower Services Council and the State Prime Sponsor Council.

Prime sponsors and their planning estimates for fiscal year 1976 are:

1.	Akron-Tri-County Manpower Consortium	\$ 3,353,447
2.	Allen County Manpower	391,581
3.	Butler County Manpower	597,375
4.	Canton-Stark-Wayne Manpower Consortium	1,244,372
5.	City of Cincinnati	5,220,207
6.	Clark County Board of Commissioners	532,893
7.	Cleveland Area Western Reserve Manpower Consortium	12,748,086
8.	Columbus-Franklin-County Consortium	4,093,848
9.	Greene County Board of Commissioners	272,357
10.	Hamilton County	619,785
11.	Licking-Delaware-Manpower Consortium	576,312
12.	Lorain County Administrators	757,039
13.	Miami Valley Manpower Consortium	3,860,622
14.	Northeastern Ohio Manpower Consortium	3,415,128
15.	Southwest Ohio Manpower Consortium	1,295,693
16.	Toledo Area Manpower Consortium	2,925,645
17.	State of Ohio	<u>12,353,323</u>
	TOTAL	\$ 54,256,613

Department of Labor programs funded during FY 1975 include:

Grantee:	State of Ohio, State Manpower Services Council
Grantor:	Department of Labor
Project Operator:	Department of Rehabilitation and Correction, and Ohio Bureau of Employment Services
Project Title:	"Correctional Adult Training"
Grant Amount:	\$250,000
Character of Project:	Provide training to inmates of correctional institutions.
Grantee:	State of Ohio, State Manpower Services Council
Grantor:	Department of Labor
Project Operator:	Allen County Commissioners
Project Title:	"Juvenile Ex-Offender Employment Training Program"
Grant Amount:	\$25,000
Character of Project:	Funds are being used to provide a tutorial and employment component for the Treatment Center.
Grantee:	State of Ohio, State Manpower Services Council
Grantor:	Department of Labor
Program Operator:	Miami County Commissioners
Program Title:	"Western Ohio Youth Center"
Grant Amount:	\$25,000
Character of Project:	Funds are being used to develop an educational/employment component in a new diagnostic treatment center for 24 youths from Shelby, Darke and Miami Counties.

Programs for fiscal year 1976 are expected to be announced by July 1, 1975.

The Department of Administrative Services for the State of Ohio received during FY 1975 in excess of \$6 million in U. S. Department of Labor funds to administer programs under Title II and VI of the Comprehensive Employment Training Act of 1973 (CETA).

Title II programs deal with nine state agencies and fifty one counties - providing funds for the temporary transitional employment for persons who have been unemployed in excess of thirty days. This employment is usually for a one year period and is expected to assist individuals to become permanently employed.

Title VI allocates money on a county basis to the Department of Rehabilitation and Correction for emergency employment. This employment is provided for unemployed individuals who reside within counties near correctional institutions.

#### DEPARTMENT OF TRANSPORTATION/ALCOHOL ABUSE

Alcohol abuse is a major concern of the Ohio Department of Transportation and in conjunction with the U. S. Department of Transportation is currently funding a \$248,000 Alcohol/Drug Highway Safety Program. The Ohio Department of Health is the implementing agency for this program which has as its long range goal minimization of the percentage of traffic crashes and fatalities related to driving under the influence of alcohol and other drugs, particularly to develop legislative requirements and statewide capability and procedures that will result in effective identification, apprehension, adjudication and treatment of intoxicated drivers; by legislation, public support, enforcement and improved and expanded community alcohol and drug problem capability through training certification, equipment and administrative guidance and control.

Seminars for the criminal justice system personnel relative to alcohol and traffic safety, and countermeasure site development are features of the program. Training for local police agencies, coordination for local alcohol countermeasure systems and chemical support data for various levels of government and safety organizations are provided to local organizations at not cost to them.

In 1967, the base year for this program, alcohol involvement in traffic fatalities was statistically set at 62%, whereas in calendar year 1974, it was determined to be 44% - showing a large scale reduction in the seven years of program operation.

OHIO DEPARTMENT OF MENTAL HEALTH  
AND MENTAL RETARDATION

The Ohio Bureau of Drug Abuse (BuDA) under the division of Mental Health coordinates all drug abuse operations for the State. The staff from BuDA and the staff from AJD have worked closely in sharing pertinent information for the formulation of State plans.

It is projected that 398,000 Ohioans 14-64 can be classified as current/active illicit drug users. The potential for involvement with the criminal justice system for this user group is considerable. It is estimated that between 94,950 and 114,000 persons have a subjected sense of needing aid or assistance because they believe they have a drug problem. In an effort to insure that treatment, education and rehabilitation facilities are available to Ohioans, the 88 counties in Ohio have been divided into 12 service districts through which Federal, State and Local funds are channeled for drug abuse prevention projects. An agreement was entered into by both BuDA and AJD which initiates a formal review and comment process when local communities request funding assistance to enhance local drug projects.

Some 250 Drug Abuse Prevention programs are currently operating throughout Ohio. The grand total of anticipated expenditures for 1975 is \$16,914,191. The Federal share is \$8,220,523 for both methadone and drug free services. The Department of Mental Health has been the primary State recipient of federal grants in drug prevention treatment, prevention, research, planning and training. The accompanying table reflects the Federal funds currently administered in 1975 and those anticipated for 1976 and 1977.

An increase in federal funds is the most significant change to impact Ohio in 1975. NIDA 409 and 410 funds are the largest new source of Federal, state or local funds. NIMH federal drug treatment grants were replaced with 410 funds from NIDA. The last two model cities drug programs in Ohio have gained a new funding source from NIDA State and local government.

DRUG ABUSE PROPOSED EXPENDITURES FOR 75-76-77  
FEDERAL FUNDS (FUND 12)

Community	1975	1976	1977
1) Dayton Mental Health Center	687,122	652,646	618,170
2) Rapid Expansion	1,019,271	951,816	844,175
3) 409 State Plan Implementation	1,050,116	1,707,094	-0-
4) CPI Research LEAA Grant	164,297	198,200	208,200
 Single State Agency - Central Office			
Rapid Expansion			
Administration	30,728	21,728	21,345
Regulatory Inspection (FDA)	35,229	37,705	40,205
Information Reporting Process (IDARP)	21,580	44,468	45,357
Credentialing Project (STSP)	25,000	25,000	-0-
409 Planning			
Administration	50,000	50,000	-0-
409 Incidence & Prevalence Survey	95,933	-0-	-0-
 TOTALS	3,251,276	3,688,274	1,777,452

The accompanying table reflects the 100% growth in Federal funds from 1973 to 1976 to the Department of Mental Health and Mental Retardation.

FEDERAL DRUG ABUSE GRANTS  
TO  
DEPARTMENT OF MENTAL HEALTH AND MENTAL RETARDATION

Project:	72	73	74	75	76	77
Rapid Expansion LEAA: (1) <sup>a</sup> Control & Information System	--	220,891	441,784	1,049,999	973,161	865,520
(2) CPI Research	--	--	10,437	--	--	--
Dayton Mental <sup>b</sup> Health Center	--	319,623	576,091	687,122	652,646	618,170
STSP	--	--	--	25,000	25,000	--
IDARP	--	--	--	21,580	44,468	45,357
FDA Inspection	--	--	--	35,229	37,705	40,205
Formula:						
409 State Plan	--	--	443,797	1,196,049	1,707,144	--
TOTALS:	--	540,514	1,472,109	3,179,276	3,638,324	1,777,452

A brief description of each federal grant on the preceding table follows:

Rapid Expansion: A NIDA grant which provides funds for the rapid expansion of treatment services in already existing treatment programs, on a reimbursement basis.

Dayton Mental Health Center: A NIDA 8 year grant to the Dayton Mental Health Center for a major multi-modality drug treatment program, including out-patient, in-patient, therapeutic community, barbiturate detoxification, out reach center, and vocational rehabilitation units.

409: Public Law 92-255 Section 409 provided directives and funds to establish a Single State Agency, A State Advisory Council, a State Plan and monies to implement that plan with new and expanded community prevention and treatment services.

LEAA - Control & Information System: A criminal prevention project to develop a system to register and track all clients in any treatment program in the state in order to assure non-duplication of registration and statewide statistics on treatment resource utilization.

LEAA - CPI: Research project to do in-depth study of each client for psychological, physiological, socio-logical and demographic characteristics, including voluntary vs. involuntary entry into treatment.

IDARP: Integrated Drug Abuse Reporting Process requires complete data on all clients in treatment, on program staff and operations, and on financial accounting and management of programs.

STSP: State Training Support Program develops a credentialing system whereby staff can be accredited according to uniform standards, and provides upward career mobility in addition to assuring quality care in treatment programs and increasing eligibility for third party payments.

Regulatory Inspections: Food and Drug Administration recognizes Ohio as one of five states which has the capability to inspect its own methadone treatment programs and funds staff to make 25 site inspections, each for four full days.

Primary goals and objectives of BuDA for 1976 are to reduce the extent of drug abuse and to ensure the quality of care in drug programs in Ohio. These goals will be achieved by implementing the following objectives:

- a. Treat, rehabilitate and counsel the drug dependent persons within community-based programs.
- b. Prevent youthful experimental and occasional drug users from becoming involved, dysfunctional, or suicidal drug abusers through alternatives within communities.
- c. Prevent high risk persons from greater abuse.
- d. Regulate methadone treatment by regular inspections.
- e. License and certify all drug treatment programs.
- f. Register all drug programs in the State of Ohio.
- g. Evaluate community programs.
- h. Develop a training system and credentialing system.
- i. Plan for the better integration of resources.
- j. Administer and monitor state and federal drug grants.
- k. Support drug research projects.
- l. Provide technical assistance to law enforcement personnel.
- m. Administer, coordinate and integrate all the above drug treatment and prevention efforts through the Single State Agency.

The Department of Mental Health and Mental Retardation has heightened its position as the central agency to move forward treatment and planning in Ohio with a combination of continuation state funds and expanded federal funds. The 1976 Drug Abuse Prevention Plan for the State of Ohio has as one of its priority needs the improvement of co-ordination of drug prevention activities with other state and federal departments and agencies. Quarterly meetings with the Division of Alcoholism, the Administration of Justice Division, the Department of Education, and other single state agency personnel specifically assigned to drug abuse prevention functions are felt to be of the greatest importance for the overall improvement in the effectiveness and efficiency of drug service delivery systems for Ohio.

#### OHIO DEPARTMENT OF HEALTH

In late 1972, AJD and the Ohio Department of Health began a coordinated approach to alcohol and alcoholism projects. A series of meetings between the two agencies was held to enhance coordination. The end result has been an improved application of AJD grants to the problems of alcohol and alcoholism. AJD grant applications are required to have (a) a sign-off letter from the Ohio Department of Health's alcoholism program or its designated regional alcoholism council and (b) a letter of agreement from the components of the criminal justice system within which the project is intending to be working. Review by these agencies insures a validity of need, some quality of treatment and the avoidance of a duplication of efforts. The procedure has worked well and the quality of services tends to be improving.

(1) The Administration of Justice Division within the Ohio Department of Economic and Community Development is responsible for the preparation of Ohio's Comprehensive Criminal Justice Plan. This comprehensive document addresses itself to the issues of planning and implementation of drug abuse programs within Ohio. The staff from BuDA and the staff from AJD have worked closely together in sharing pertinent information for the formulation of state plans. An agreement was entered into by both parties which initiates a formal review and comment process when local communities request funding assistance to enhance local drug projects.

## POLICE FOUNDATION

### City of Cincinnati

The University of Cincinnati/Police Consortium is a formal relationship between the Cincinnati Police Division and the University of Cincinnati which seeks to improve the levels of police service by application of university experience and expertise to police problems and needs.

In March of 1975 a national conference on Planning a University/Police Consortium was held in Cincinnati which attracted top administrators from the Universities and police agencies throughout the country.

Funding for this program by the Police Foundation terminated May 1, 1975. The University/Police Consortium will continue to operate with support from both the University of Cincinnati and the Cincinnati Police Division.

The Urban Institute, a national research group, engaged by the Police Foundation to evaluate the COMSEC program in Cincinnati has issued a preliminary report attesting to the successes and failures of Team Policing. The evaluation will continue through the summer of 1975.

The research group pointed out the following successes in its report:

- ° A decrease in the reported crimes of robbery, auto theft, and burglary (while the area of the city outside District One experienced a marked increase in burglary);
- ° fewer businessmen felt that crime was increasing in their neighborhood, fewer COMSEC citizens felt very unsafe, citizens believed that officers were more likely to arrive when called for;
- ° police officers assigned to District One assumed more duties, achieved a greater independence, and had more influence on decisions affecting them than fellow officers assigned to non-COMSEC districts;

- ° these officers also felt better equipped to know the neighborhoods to which they are assigned and felt more confidence in their ability to reduce the crime that affected that neighborhood.

These results were both predicted and expected benefits of this more personalized form of policing.

The report goes on to point out that some expected achievements of the program failed to develop:

- ° Both in and out of District One, citizen satisfaction and belief in the honesty of the officers remained high, but did not increase as expected under the COMSEC program.
- ° Citizens in District One were expected to view their neighborhood as more cooperative, and less hostile toward the police. After one year of COMSEC, neither of these expectations were realized.
- ° It was expected that opinions officers held about citizens' hostility toward them would increasingly approximate the actual opinions held by citizens; but after one year, COMSEC officers continued to view citizens as more hostile than citizens perceived their neighbors to be.

#### City of Dayton - Citizen/Police Policy Making Project

Funding from the Police Foundation for the Citizen/Police Policy Making Project ended on April 30, 1975 and was picked up by the General Fund, City of Dayton on May 1, 1975 on a limited scale. Citizen-officer interaction will continue in the development of police policy, but progress will be slower than in the past due to the reduction of staff.

Expectations for fiscal 1976 are encouraging. The 1976 budget has been submitted to the City of Dayton and if approved will restore the project to the strength it had during the two years it was funded by the Police Foundation. Projections for 1976 call for the addition of a Community Service Officer and a Field Inspector to the staff. They will be knowledgeable police officers who will go into the field and evaluate officer compliance with the policies already published and a part of the manual of procedure.

## THE OHIO COMMITTEE ON CRIME AND DELINQUENCY -

The Ohio Committee on Crime and Delinquency (OCCD) is a statewide, voluntary organization of interested citizens who are working to prevent and control crime and delinquency. It is an affiliate organization of the National Council on Crime and Delinquency (NCCD).

In 1961, OCCD joined the Ohio Citizens Council for Health and Welfare, a unique organization that links professional expertise with citizen action in seeking to deal with crime more effectively, more economically, more justly and more humanely. It is supported by United Way funds and over 50 citizens' groups.

OCCD has received an LEAA grant of \$30,000 of FY 1973-1974 lapsed funds to be used in the implementation of a Citizen Crime Prevention project. This project will develop a broad based educational program to be directed toward the citizens of Ohio to increase public awareness of crime and the criminal justice system; to focus public attention on the need to prevent crime and to stimulate the involvement of citizens in efforts to prevent/reduce crime and to improve the criminal justice system. Specifically, activities of the project will include:

1. Development of a comprehensive list of civic, community and professional groups with an interest in the prevention of crime including organized labor.
2. Distribution of a monthly newsletter to include information on current issues in criminal justice with particular emphasis on Ohio.
3. Development of a comprehensive resource list of individuals in Ohio with expertise in specific aspects of the criminal justice system.
4. Developing a speakers bureau to act as a resource for civic, community and professional groups interested in crime prevention.
5. Developing a criminal justice clearinghouse for all groups or individuals in Ohio.

6. Conducting workshops on crime prevention and the criminal justice system in Ohio. Ten major workshops with cosponsorships are projected for the project year.
7. Preparation of a manual for crime prevention.
8. The formation of local citizen action groups around crime prevention and criminal justice concerns; providing technical assistance to such groups.
9. Stimulating workshops for civic/community groups which have established or are initiating volunteer counseling/supervision programs for offenders.
10. Preparation of a detailed directory of prevention and treatment programs in Ohio.
11. Circulation of an abbreviated directory of Ohio crime prevention and treatment programs to interested civic, community and professional groups.
12. Maintain a Resource library on Ohio Crime.

The Council will continue to work for legislation regarding the Public Defender Bill, Community Based Corrections, Improvement of Jail Standards, Victim Compensation, Expungement of Juvenile Court Records and providing services for the Unruly Child.

The Council will also, during FY 1976, be exploring the field of criminal justice planning in an effort to establish a comprehensive criminal justice planning agency for the State as a statutory agency.

#### LEERN

The Ohio Law Enforcement Emergency Radio Network (LEERN) was established in 1973 by authority of the Ohio Law Enforcement Communications Committee (LECC) pursuant to Section 109.571 ORC. The Bureau of Criminal Identification and Investigation (BCI&I), Office of the Attorney General, provides the staff to carry out necessary administrative functions of LEERN as directed by the LECC. The State Highway Patrol, in cooperation with the LECC, is establishing base stations at strategic locations to provide adequate network coverage. The State Highway Patrol headquarters in Columbus will be the net control station.

Any bona-fide law enforcement agency of the State of Ohio, or its political subdivisions, approved by the FCC for licensing within the police radio service, may be given membership in LEERN.

The principle objective of LEERN is to provide an open radio channel for EMERGENCY telecommunications. Emergency and other authorized communications must be clear, concise and to the point. All communication shall be in clear language with sound operating techniques. LEERN operates on a single, simplex channel, 154.935 MHz.

To operate effectively, LEERN must be a highly disciplined system. When the LECC received substantive information that a member agency has violated the rules and regulations of LEERN or the FCC, a formal inquiry may be initiated. If the member agency is found in violation, his membership and agreement of custody may be revoked and the mobile radios returned to BCI&I.

The LEERN system is being implemented through the use of Revenue Sharing money as allocated in HB 40. Fifty-one base stations have been purchased and are in the process of being installed. Contract has been let for 2,736 mobile radios of which 996 have been issued.

#### COUNCIL OF HIGHER EDUCATION IN CRIMINAL JUSTICE

The Council of Higher Education in Criminal Justice provides advice and assistance to AJD in regard to the administration of LEEP applications for Ohio educational institutions. Final selection and funding responsibilities rest with the Region V office of LEAA.

Founded in the first quarter of 1971, the council promotes education and research and seeks to foster cooperation and elevate professionalism among criminal justice educators and agencies. Membership of the council includes the majority of Ohio's criminal justice degree-granting colleges, universities and technical institutes.

The council is active in the publication of significant criminal justice studies and sets goals and standards for high-grade criminal justice scholastic curricula. Consultant services are made available to colleges and universities in developing or improving such curricula.

Also addressed by the council are administrative problems such as the transfer of credits for criminal justice course work from one school to another and the equitable distribution of LEEP funds among qualifying educational institutions.

## RELATED PLANS, PROGRAMS AND ACTIVITIES IN R.P.U. COUNTIES

Each Regional Planning Unit (RPU), in its comprehensive criminal justice plan submitted to the State Planning Agency for review, was required to describe other programs which are related to the reduction of crime and improvement of the criminal justice system. This section discusses the ongoing projects and programs which have not been featured elsewhere in the annual plan.

## AKRON/SUMMIT COUNTY R.P.U.

### LAW ENFORCEMENT

Alcohol Programs. Tri-County Regional Council on Alcoholism covering Summit, Medina, and Portage Counties, the purposes for which the Council was statutorily created are three-fold. First, it is to constitute one of the alcohol treatment and control regions prescribed by the Ohio Revised Code (3720.03 and 3729.04). Secondly, it is to develop and submit to the Director of Health of the State of Ohio, a comprehensive plan, including the acquisition and operation of alcohol treatment and control centers for the implementation within the tri-county region. Finally, upon approval by the Director of Health of the State of Ohio, the Council is to execute those things deemed necessary to effect the provisions of the comprehensive plan.

Alcohol Chemical Abuse Program. The Alcohol Chemical Abuse Program is designed to assist men and women who have committed some type of crime while under the influence of alcohol. Six full-time and two part-time staff members offer direct vocational, education, and personal counseling and follow-up as well as conduct an educational program on alcoholism. Thus far, the program has served fifty people over a six-month period. The Alcohol Chemical Abuse Center is currently supported by donations.

CAC-Cares. CAC-Cares is sponsored by the Community Action Council, and receives funding from HEW and OEO for program and staff support. CAC-Cares is a community-based treatment program for inner-city poverty-level alcoholics. Staffed with six outreach counselors, this program provides counseling, referrals, and emergency services utilizing the Akron Health Department Alcohol Treatment Center, local halfway houses, and employment services in Summit County. Alcoholics are also encouraged to become involved in Alcoholics Anonymous. An average of ninety to one hundred clients are served monthly.

Alcohol Treatment Center. The Alcohol Treatment Center, located in the Morley Health Center and Health Department is partially supported by Summit County Criminal Justice Commission funding. The primary objective of this project, officially entitled "Summit County Treatment Program for Alcohol-Related Misdemeanant Offenders," is to offer treatment to as many alcohol-related misdemeanant offenders as possible in the three municipal courts in Summit County. Outreach counselors

conduct their initial interviews prior to the arrestee's first court appearance and if the offender accepts this program's services, recommendation is made that the offender be released to the program as an alternative to a jail sentence. This program also offers immediate medical care, weekly outpatient clinics, individual and group counseling, and referral services.

Alcoholics Anonymous. Alcoholics Anonymous, located in Akron since 1935, was formulated to help alcoholics stop drinking by sharing "their experience, strength, and hope with each other to recover from alcoholism." The only requirement for membership is a desire to stop drinking. There are no dues or fees and the organization is self-supporting through their own contributions. The group coordinates weekly AA, Al-Anon, and Al-Alteen groups throughout Summit County and provides a speaker bureau and twenty-four hour answering service.

Alcoholism Program, Summit County Sheriff's Department. The Alcoholism Program of the Summit County Sheriff's Department is a program administered by volunteer staff and by outside volunteers to Summit County Jail inmates interested in and screened by AA intake workers. The Sheriff's Alcoholism Program offers free tests on alcoholism and a two-stage classroom approach to recovery. Stage one is an analysis of steps to chronic alcoholism and stage two is a look at recovery programs.

DWI School. The DWI School is held at the Men's Interval Brotherhood Home. The Barberton Municipal Court sentences persons found guilty of driving while intoxicated to attend the school. The classes are taught by Ph.D. candidates in psychology at the University of Akron. Each student must attend four two and one-half hour classes on defensive driving and alcohol abuse. Akron and Cuyahoga Falls Municipal Courts make similar referrals to a DWI school held at the Akron Health Department.

Barberton Rescue Mission. The Barberton Rescue Mission, now located in Wayne County, began in Akron and is a resource for residents in Summit County. The mission complex includes a dormitory with a capacity for seventy men and is supported by church and individual donations. Men will be accepted to the mission in an intoxicated state but must remain sober during their stay and participate in scheduled religious studies and devotions. The mission is staffed with five full-time and two part-time professionals and sees approximately three hundred sixty-five men annually.

Interval Brotherhood Home. The Interval Brotherhood Home, located in the Portage Lakes District, was founded by several AA members who realized the need for a facility in the area. Men with a strong desire to stop drinking are accepted into this residential program for ninety days. Men are asked to contribute thirty dollars weekly toward their room and board, if possible. Frequent AA meetings are available on the premises, as well as weekly counseling sessions. The designed capacity and average nightly population of the home is twenty individuals. The Home is funded through a grant from the Summit County Mental Health and Mental Retardation Board, contributions, and fees.

Interval Impartial, Inc. The Interval Impartial organization maintains the Princeton House, a halfway house for recovering alcoholics involved in Alcoholics Anonymous. Princeton House attempts to provide a home-like atmosphere where recovering alcoholics can regain their self-respect and become useful members of the community.

This home, which sleeps eleven men, was begun by several AA members in 1970. Created mainly for poverty-level alcoholics, Princeton House is supported by rent from an apartment located in the home. The live-in manager accepts room and board as his salary and residents are to contribute twenty-five dollars toward room and board, if possible. The average length of stay is ninety days. While living there, men must not drink, help maintain the facility, and attend four or five AA meetings per week. They should also be employed or actively seeking a job.

Salvation Army, Men's Social Service Center. The Salvation Army's Men's Social Service Center is designed to aid any homeless man with an immediate need; an estimated eighty percent of the residents exhibit some degree of alcoholism. Men residing in the Center's dormitory are required to attend chapel twice weekly but do not have to participate in the service. The residents choose some type of work in the Salvation Army warehouse. The men are paid for their services and pay no room and board. Residents are both self-referrals and social and health agency referrals. The average overnight population is fifty and the average length of stay is three months.

Haven of Rest Rescue Mission. The Haven of Rest Rescue Mission is a residential center for aiding persons in need in the Akron community. Among the services offered are overnight lodging for transients, clothing, emergency food distribution, counseling, and medical and alcohol clinics. The Mission has a designed capacity for twenty-one men. Evening church services are mandatory.

## DRUG PROGRAMS

AHEAD. Akron's House Extending Aid on Drugs (AHEAD) Crisis Center is a drug counseling program providing crisis intervention and immediate service to teenage youth with serious drug problems. Services include short-term twenty-four hour patient housing and medical treatment, professional counseling, walk-in and telephone crisis intervention services, all on a twenty-four hour basis. In addition, a medical clinic has been implemented and is capable of treating venereal disease, general medical problems, and administering pregnancy tests. Total staff includes nine full-time and twelve part-time counselors, a practicing physician, plus an additional fifty part-time volunteers to assist in around-the-clock coverage.

In 1974, the program recorded 23,502 crisis phone contacts and 6,293 walk-ins. This program is funded through the Summit County Mental Health and Mental Retardation Board (648).

Souls Re-oriented. Souls re-oriented was implemented and funded by the 648 Board in 1971 and has grown into a neighborhood walk-in center for East Akron. It serves mainly an inner-city black population which has limited access to related drug programs and offers the neighborhood center crisis intervention approach. The program attempts to assist male and female disadvantaged youth from five to thirteen years of age, and also youth between the ages fourteen and seventeen who are experiencing drug problems. Souls Re-oriented served one thousand persons last year and operated with a staff of seven full-time employees.

Although its primary function is combating drug abuse, additional services provide counseling in the areas of alcoholism and social and family problems needing immediate attention. Special emphasis is also given to prevention programs such as karate and dancing lessons to keep youth occupied.

CAC-Scene. CAC-Scene is administered through Akron's Community Action Council, although funding comes from the four-tenths mill, five-year levy passed by Summit County voters in 1970. Scene's budget is approximately \$45,000 annually. This program offers crisis intervention, drug counseling, rap sessions, methadone treatment, referral to other agencies, and creative therapy.

Akron Drug Abuse Clinic. The Akron Drug Abuse Clinic (ADAC) works mostly with hard drug problems, providing a methadone program for heroin addicts. In an average day, the Clinic provides methadone treatments for one hundred ten individuals. This program offers a comprehensive treatment program for individuals with drug problems. The services offered include group psychotherapy, job placement, vocational counseling, and referral service to other agencies. Methadone maintenance, methadone detoxification, and counseling to maintain abstinence are some of the individual programs provided. The program works with adults over the age of eighteen and youth from the ages of sixteen to eighteen with parental consent.

#### JUVENILE JUSTICE

Big Brothers of Akron. Big Brothers of Akron utilizes volunteers to serve as big brothers for young boys who are pre-delinquent or delinquent. Another criteria used is that the boy must be without a father. This is one of many chapters of the Big Brothers throughout the United States. Funding is provided by the United Funds, corporations, and foundations, and individual contributions. In 1974, the program worked with one hundred boys.

Community Contact. Community Contact operates similar to Big Brothers in that it works with boys and girls who are one-parent youngsters. The program utilizes one-to-one counseling with children who are beginning to have behavior problems. There are approximately forty to fifty volunteers in the program. The program is sponsored by the Furnace Street Mission which utilizes individual contributions for financial support.

Big Sisters. The Big Sisters Program is located at 695 South Main Street in Akron. The program provides counseling on a one-to-one basis, recreational activities, and adult companionship to young girls who generally have behavior problems but are not hard core delinquent cases.

#### ALTERNATIVE EDUCATION

Camp Y-Noah. Camp Y-Noah, implemented by the Board of Education in 1971, utilizes funds distributed by the State Department of Education, Vocational Education Department. This program was designed to provide vocational education, habits,

and skills necessary for later placement in eleventh and twelfth grade vocational programs in the school system. The program is geared for boys between the seventh and eleventh grade levels, who demonstrate pre-delinquent behavior or severe behavior problems. The program attempts to provide them with appropriate skills to qualify for a high school diploma and later job success. This program is designed to work with one hundred boys through the public school system. The annual population in 1974 was ninety-six youth.

Rex Lake Academy for Girls. Rex Lake Academy for Girls was implemented during the 1972-1973 school year and was designed to assist seventh through eleventh grade girls who have a history of chronic adjustment patterns in the public school system and are behavior problems. This program provides similar assistance as Camp Y-Noah in the area of later placement in eleventh and twelfth grade vocational programs. In addition, home economics and needle trade skills are provided for the girls. An attempt to improve the girl's self-concept and overall attitude is essential through individual and group counseling. The annual population in 1974 was seventy-six girls.

#### YOUTH EMPLOYMENT

Neighborhood Youth Corps. Neighborhood Youth Corps is designed to provide training for disadvantaged youth through a work-study program. This is to enable them to stay in school and finish their education. The program, supported ninety percent by federal CETA funds and ten percent local Akron Public Schools' monies, reportedly involves approximately two thousand youth annually. It is staffed by four professionals and five paraprofessionals, and provides employment, counseling, and job placement services. Referrals are received through the Akron Public Schools, agencies, and personal contact.

Occupational Work Adjustment. Occupational Work Adjustment, supported by the Akron Board of Education, is designed to serve students between fourteen and sixteen years of age. The program aims to assist youth in becoming oriented and motivated toward education and explore careers through work experience. The program attempts to develop habits, attitudes, and competencies that are essential for successful job adjustment and occupational readiness through related on-the-job and in-school experiences.

Occupational Work Experience. The Occupational Work Experience program is designed to prepare students sixteen years of age or older for future occupations. The program includes orientation

into the world of work, related instruction based on occupational offerings, and work experience. The program provides students with classroom instruction as well as a minimum of fifteen hours per week of paid on-the-job learning experiences in the community or related laboratory experience.

#### CORRECTIONS

Denton House. The Denton House is a halfway house for probationers, parolees, and furloughees. The combined designed capacity of the two facilities maintained by Denton House is fifty-five residents. Referrals are received from the Court of Common Pleas Probation Department, state and federal institutions, and the Ohio Youth Commission. Along with supervising its residents, Denton House provides programs in career and education development, vocational counseling, and drug, alcohol, and medical treatment when needed. The program is supported by LEAA funds and per diem payments from state and federal institutions.

Opportunities Unlimited, Inc. Opportunities Unlimited is designed to create temporary employment for ex-offenders immediately upon release from confinement, thus, providing experience for future employment. Employment in the areas of car maintenance, auto body repair, car wash, painting, furniture stripping, and attending a service station are available through this program. An estimated one hundred sixty clients were involved during 1974 with referrals received from agencies, area courts, and clients. Funding is received from LEAA and revenue from services provided.

Parolee Rehabilitation and Employment Program. The Parolee Rehabilitation and Employment Program (PREP), operated by Goodwill Industries, is designed to assist the ex-offender in the transition from confinement back into the mainstream of society. The objective of the program is to train fifteen men per month in finding employment and becoming responsible employees. The program was developed by the Adult Parole Authority and is funded by the Bureau of Vocational Rehabilitation.

The program began in June of 1969 in Columbus, and is now in most major cities throughout Ohio. The PREP project prepares parolees for job interviews, assists in the procedure of filling out applications, and assists in finding employment,

and making social adjustments. Discussions are also conducted on planned parenthood, drug abuse, alcoholism, and budgeting. A new class begins each month.

## COURTS

Volunteer Counseling. The Summit County Juvenile Court operates a volunteer program for youths referred to the Court for delinquent behavior. Volunteer services are primarily provided by the Women's Board to the Summit County Juvenile Court and the Akron/Summit Tutorial Program. They serve in the capacity of teachers' aides, tutors, clerical assistants, barbers, and counselors. They also provide assistance in the areas of recreation, handicrafts, transportation, fund raising, tour guides, and provide finances and clothing for children, community education information, and budget evaluation and analysis. However, during 1974, this program operated at less than capacity due to financial difficulties.

## FEDERAL PROGRAMS

### Summit County-Greater Akron Community Action Council.

Cares - FY 1975 \$38,893 (HEW-NIAA) \$57,999 (Ohio Department of Health) See "Drug and Alcohol Programs" for description.

Scene - FY 1975 \$57,911 (HEW-NIAA) See "Drug and Alcohol Programs" for description.

Legal Services - FY 1975 \$66,893 (OEO-Office of Legal Services) Operates through Summit County Legal Aid Society.

### City Demonstration Agency - "Model Cities".

Youth Services Bureau - FY 1975 \$102,223 (including LEAA funds) See "Community-Based Programs for Juveniles".

Temporarily Excluded Youth - July-December 1974  
\$21,150 Project now concluded. Program sought to improve communications between Model City youth suspended or expelled from school and their parents and school officials, to reduce the reoccurrence of the problem and to heighten the level of educational achievement of these youth.

Akron Tri-County Manpower Consortium.

FY 1975 \$6,693,276 (CETA-include Titles I, II, VI)

FY 1975-76 \$4,000,000 (possible additional Title VI Allocation)

LEEP

The University of Akron participates in the LEAA  
Manpower Development Program LEEP.

## CINCINNATI/HAMILTON COUNTY R.P.U.

### LAW ENFORCEMENT

Mutual Aid Agreement and Other Cooperative Efforts. There are several mutual aid agreements and cooperative efforts among the elements of the criminal justice system operating in Hamilton County. The most important of these is the mutual aid pact for the police agencies. Other arrangements include:

Regional Crime Information Center  
Hamilton County Police Association  
Hamilton County Police Chiefs' Association  
Police Intelligence Coordinating Agency  
Federal Bureau of Investigation  
Regional Enforcement Narcotics Unit

COM-SEC. The Community Sector Team Policing Plan (COM-SEC) of the Cincinnati Police Department began in March, 1971, on a test basis in District One - the Central Business/Riverfront area. COM-SEC's overall goal is to improve the effectiveness of police services to the community by strengthening the relationships between individual officers and the people they serve. Its prime impact is the reduction in the level of criminal victimization of people and property. The total budget for this project is \$1,210,311.

Organized Crime Unit for the Cincinnati Police Department. The City of Cincinnati has a special police unit to infiltrate and neutralize organized crime. It is anticipated that the Organized Crime Unit of the Cincinnati Police Department will form a significant impasse for organized crime. The total budget for this project is \$164,330.

Police Legal Advisor. The City of Cincinnati has a police legal advisor. The primary function of the police legal advisor is to provide the police department with legal assistance in the interpretation of laws. This person's services are also used in developing policies and legal procedures for the Cincinnati Police Department. The police legal advisor has proven to be a valuable tool in helping the police department keep abreast of ever-changing laws and criminal codes with which they must work daily. The total budget for this project is \$39,477.

Computer Program. This program was developed to give rapid access to information in following areas: arrest data, automated offense reports, resource allocations, and management assistance. Information stored in the computer is readily retrievable.

## COURTS

Criminal Justice Information System (CJIS). Project CJIS provides information about the status of arrested persons as they move through the criminal justice system. CJIS also provides information on dockets, records of arrest, arrest slips, caseloads, completed dockets, attorney activities, jail population, alignment list, disposition list, new probations, probation caseloads, case activity, case status, probation analysis, prosecutor activity, and disposition by elapsed time.

Since being put into operation in 1970, CJIS has proven to be an invaluable tool for the entire criminal justice system in Cincinnati-Hamilton County. An extensive training program has been undertaken to provide a constant flow of clerks and aides to fulfill responsibilities.

In the future, CJIS will provide computerized, comprehensive criminal histories for the use of criminal justice agencies; a tracking of offenders through the criminal justice system; a compilation, analysis and dissemination of data of crime known to the police and subsequent arrests; a compilation, analysis and dissemination of management data relative to criminal justice agencies; and a listing of coordination and control system components.

Through the help of CJIS, the Cincinnati-Hamilton County Criminal Justice System has access to speedy and accurate information, as well as the capability of more expeditious movement of persons through the system.

## CORRECTIONS

Alcoholics Anonymous. This organization provides counseling and peer group identification for those who have an alcoholic problem.

Alcoholic Clinic. Operated by Cincinnati General Hospital, this facility provides out-patient, psychiatric and casework treatment for individuals and families troubled by drinking. Referrals come from all local professional services.

Center for Comprehensive Alcoholism Treatment. This is a residential treatment program for alcoholics in a halfway house rehabilitation setting. There is intensive coordination with other agencies to provide psychiatric and medical services.

Central Community Health Board (CCHB). Central Community Health Board is a comprehensive narcotic addiction program providing counseling, detoxification, emergency service, out-patient service, therapeutic community and night care for youth, and a methadone treatment program providing counseling and daily methadone treatment.

Cincinnati Council on Alcoholism. The Council on Alcoholism operates a reintegration center, a component of which is counseling to help the individual reacclimate himself to his environment.

Free Clinic. The Free Clinic offers medical and counseling services, counseling through group sessions, and referrals for psychiatric services. Professional services are provided by volunteers to anyone, regardless of economic status.

Tuition Aid Program - Prisoner Returnee Employment Program (TAP-PREP). TAP-PREP provides the means for ex-offenders to obtain job training, education and job placement. The program is administered by Talbert House.

621-Care. This emergency hot-line, operated by Talbert House, provides 24 hour call-in service to the community.

648 Board. The 648 Board is the coordinating agency for all mental health programs through which federal and local funds are channeled. In addition to overseeing the Central Community Health Board (CCHB), the 648 Board approves a comprehensive narcotic addition service with plans for emergency and long-term help.

In addition to the above, there are found within Hamilton County a variety of community health centers, drug education programs, child care programs, and projects dealing with the aged.

#### JUVENILE JUSTICE

Juvenile Diversion Programs. The following provides descriptive data relative to juvenile diversionary programs in Hamilton County.

Big Brothers Association of Cincinnati, Big Brothers and Big Sisters of Greater Cincinnati, and Catholic Big Brothers of Cincinnati are three agencies which provide a needed adult image to youngsters who do not live in a home environment where both parents are present.

Citizens' Committee on Youth (CCY) is Cincinnati's official agency created to deal with problems of youth in this area. One of the primary functions of CCY is to coordinate youth serving agencies throughout Hamilton County.

The Community Youth Service Bureau is designed to serve as a central bureau for county-wide research, evaluation, and youth advocacy, to develop a voluntarily coordinated youth service system, as well as programs to provide direct services to a variety of neighborhoods.

The Eastwood Village program attempts to prevent juvenile delinquency by improving police-community cooperation in dealing with juvenile delinquency and creating a method by which the Village can identify and solve some of its own crime problems, as well as an opportunity to relate to existing organizations for area-wide improvement.

The Hamilton County Juvenile Court Youth Service Bureau was established to divert to the Counseling Division, those youngsters who have committed marginal offenses or status offenses, without formal charges being filed, by providing both informal hearings as well as counseling services.

The Lighthouse Runaway Shelter is designed to divert noncriminal runaways from the criminal justice system and to provide short-term residential placement to runaway youth.

The Lincoln Heights Youth Service Bureau was created to reduce the number of idle high school drop-outs by channeling them into training programs and counseling them to return to school.

The Madonna Community House provides constructive social service programs for pre-school youth and young adults residing in Cincinnati's West End.

The Reading Youth Service Bureau concerns itself with all those young people between the ages of 10-18 who come to the attention of the Bureau through active street work intervention or through the other established referral channels.

The Santa Maria Neighborhood House is a community reintegration center in the Lower Price Hill area. Their efforts are directed toward diverting the free-time activities of the youth from possible destructive and criminal activities to constructive and acceptable behavior.

The following charts indicate staff support, services provided and budgets for juvenile diversion programs in Hamilton County.

STAFF SUPPORT

AGENCY	PROFESSIONALS		PARA-PROFESSIONALS		OTHER		VOLUNTEERS	TRAINING	
	Full Time	Part Time	Full Time	Part Time	Full Time	Part Time		Hours Pre-Service	Hours In-Service
Big Brothers Assn. of Cincinnati	1	0	0	2	0	0	100	0	0
Big Brothers & Big Sisters of Greater Cincinnati	4	13	0	0	0	0	700	0	70
Catholic Big Brothers of Cincinnati	1	6	0	0	0	0	184	0	0
Citizens' Committee on Youth	49	0	0	0	0	0	2	19	46
Eastwood Village	1	1	1	6	0	0	30	0	0
Hamilton County Juvenile Court Youth Service Bureau	5	0	2	0	0	0	0	37.5	37.5
Lighthouse Runaway Shelter	4	0	0	4	0	0	64	35	40

STAFF SUPPORT (continued)

AGENCY	PROFESSIONALS			PARA-PROFESSIONALS			OTHER	VOLUNTEERS	TRAINING		
	Full Time	Part Time	Time	Full Time	Part Time	Time			Full Time	Part Time	Number
Lincoln Heights Youth Service Bureau	1	0		3	0		0	0	10	0	10
Madonna Community House	3	0		0	5		2	0	24	5	0
Reading Youth Service Bureau	1	1		0	1		0	0	0	0	5
Santa Maria Neighborhood House	22	0		8	2		0	0	9	0	480
Community Youth Service Bureau	38	0		0	0		0	0	212	0	0

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## SERVICES PROVIDED

## PARTICIPANTS

AGENCY	CAREER									TOTAL BUDGET
	DEVELOPMENT	COUNSELING	EDUCATIONAL	VOCATIONAL	PSYCHOLOGICAL	DRUG	ALCOHOL	OTHER		
Big Brothers Assn. of Cincinnati	0	0	10	0	0	0	0	90	\$	51,000
Big Brothers & Big Sisters of Greater Cincinnati	0	703	15	0	0	0	29	0		110,782
Catholic Big Brothers of Cincinnati	0	0	0	0	0	0	0	352		31,000
Citizens' Committee on Youth	250	206	224	0	0	0	0	590		1,773,190
Community Youth Service Bureau	0	369	1,638	311	0	0	0	462		235,287
Eastwood Village	0	62	50	0	0	35	0	200		40,000
Hamilton County Juvenile Court Youth Service Bureau	0	0	0	0	0	0	0	0		55,555
Lighthouse Runaway Shelter	40	15-20/wk	0	0	0	0	0	5/wk		52,000

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## SERVICES PROVIDED (continued)

## PARTICIPANTS

AGENCY	CAREER										TOTAL BUDGET
	DEVELOPMENT	COUNSELING	EDUCATIONAL	VOCATIONAL	PSYCHOLOGICAL	DRUG	ALCOHOL	OTHER			
Lincoln Heights Youth Service Bureau	28	76	12	700	0	0	0	475	\$	40,444	
Madonna Community House	0	75	39	0	0	0	150	350		64,972	
Reading Youth Service Bureau	0	111	1	2	15	1	0	23		14,281	
Santa Maria Neighborhood House	0	4,819	0	2,875	0	0	0	2,006		395,446	

## CLEVELAND/CUYAHOGA COUNTY R.P.U.

### LAW ENFORCEMENT

IMPACT Cities. The largest major program related to law enforcement in the county has been the Cleveland IMPACT Cities Program. This program was awarded in excess of \$20 million in order to achieve the goal of crime reduction of certain violent stranger-to-stranger crimes within the City of Cleveland. The IMPACT Cities Program has been in operation for approximately 2 years, and is scheduled to phase out in June of 1975. Included in this program were several programs which related directly to the police. Each of these projects was implemented by the Cleveland Police Department, with the exception of the Security Patrol for the Elderly, which was implemented by the Cuyahoga Metropolitan Housing Authority. The Federal grantor agency in each case was the Law Enforcement Assistance Administration, U.S. Department of Justice, and the grantee agency was the City of Cleveland.

Concentrated Crime Patrol. This project was awarded in three phases, and received a total of \$3,773,003. The objective of this program is to act as a crime deterrent by providing highly visible uniform patrolmen in high crime areas, to insure rapid response to serious crimes and increase the chances for apprehension, and to permit the quick beginning of a thorough preliminary investigation after a crime has been committed. The 120 officers assigned to this activity will continue control and crime prevention techniques which have been proven useful, and will regularly update or modify these techniques where experience has shown the need.

The target population of this project has been the residents of Cleveland's high crime areas.

The Concentrated Crime Patrol began operations on April 23, 1973. This uniform patrol was provided with highly visible automobiles and was assigned to high crime areas of the City. The patrol, divided into two platoons, was on the streets from 10:00 a.m. until 6:00 p.m., and from 8:00 p.m. until 4:00 a.m. During the eight months from May through December, 1973, there was a 13 percent reduction in IMPACT crimes from 1972.

Narcotic and Felony Unit. This project was awarded in three phases, and received a total grant of \$1,897,257. The objective of this program is to increase the efficiency and capability of the investigative units charged with the follow-up investigation

of crime by continuing to provide both the personnel and equipment necessary for the investigative functions, and to continue the Police Department's efforts in combatting drug traffic and determining the extent of drug involvement in other criminal activities.

Fifty-nine officers have been assigned to five separate units of the Detective Division. The target areas of this project are in the areas of major narcotic offenders and other felony offenders.

The Narcotics and Felony Investigative Units began operations on March 15, 1973. This activity placed 59 experienced police officers in the Narcotics, Burglary, Homicide, Robbery and Sex Crime Units of the Detective Division. As with the CCP, the 13 percent reduction in IMPACT crimes experienced during the first eight months of operations, can be attributed in large measure to the intensified investigations of IMPACT crimes provided by this project.

Police Outreach. This project was awarded \$228,867 in two phases. Citizens will have access to the personnel provided by this project through personal visits to one of the outreach centers or by telephone.

The auxiliaries will be based at 16 police outreach centers and 8-10 police auxiliary centers. These centers provided by IMPACT funds will enable police personnel to be available to the community to discuss and solve common problems. This project is one of several police-community relations projects sponsored by the Cleveland IMPACT Cities Program.

The auxiliaries are uniformed, unarmed volunteers who patrol business and residential districts as a visible deterrent to crime. They also relieve regular police of non-crime related duties, such as crowd and traffic control, etc. The target population will consist of those residents in the vicinity of the 16 police outreach centers and the 10 police auxiliary centers within the City of Cleveland.

Auxiliary Police. This project has received \$686,820 in three phases. The present 600 police auxiliary officers provide the Cleveland Police Officer with assistance in patrol and serve as a ready reaction force in case they are needed. These officers also act as public relations officers in the 24 police outreach centers.

The target population is the residents of the City of Cleveland. The source of referral is either made by direct contact with the officer, or by the telephone to one of the 24 outreach centers.

Response Time Reduction. This project was awarded \$858,847 in its final phase. The objective of this program is to reduce the amount of time it takes for a police vehicle to respond to the scene of a crime in the Cleveland area.

This grant will directly affect 125 Cleveland Police vehicles through the installation of the computer terminals, and will benefit all citizens of the City. The proposed project will place mobile digital communications terminals in 125 police cars. These terminals will be linked via the City's existing radio communications system to an IBM 370/158 computer. The computer will be programmed to interface with other computerized information systems in order to permit faster and more accurate inquiry and response between field units and the communications center regarding wanted persons, stolen vehicles, and outstanding warrants.

This project is related to the Cleveland Automatic Stolen Vehicle Identification Project, which to date has installed 20 teleprinters in the Auto Theft Control Unit.

Mobile Terminals. This project was awarded \$46,426 in order to supplement the original Response Time Reduction Project. The objective of this project is to expand the capabilities of the mobile digital terminals in use by the Cleveland Police Department.

Security Patrol for the Elderly. This project was awarded a total of \$100,000. The primary goal of this IMPACT project is to reduce robberies, burglaries, and assaults at the five estates identified as the location of public housing for the elderly and as areas of increasing crime rates: Cedar Estates, King-Kennedy Estates, Riverview Estates, Addison Square Estates and Willison Estates.

The target population of this project will be the residents of the five public housing estates mentioned above.

The residents of the target estates will be able to contact the escorts directly on the estate, or contact them by telephone if necessary.

The program will employ eight adults working full-time as escorts and 26 high school students working part-time. They will patrol in teams of one adult and two students each. The adults will be uniformed and armed. The students will wear distinctively colored jackets. They will be unarmed.

This project runs concurrently with the State Patrol project, implemented by the Cuyahoga Metropolitan Housing Authority.

#### LEAA DISCRETIONARY GRANT PROGRAM

Ohio Criminal Justice Information System. This project has been awarded \$2,400,000 from the Law Enforcement Assistance Administration, U.S. Department of Justice. The grantee for the project is the Department of Economic and Community Development, State of Ohio.

The project goal is to design and implement a statewide Criminal Justice Information System for Ohio. To design and develop this project, a 28 member Steering Committee was appointed by the Governor in October of 1973.

The target population will be every criminal justice agency in the State of Ohio. These agencies will be the users of the system, and they will also be responsible for the updating of criminal information. The data bank will be located at the Bureau of Criminal Identification and Investigation facility in London, Ohio. System inquiry shall be limited to those criminal justice agencies with a need to access the files as identified by the State as a legitimate user. There have already been over 600 users tentatively designated.

The Ohio Criminal Justice Information System will contain four sub-files on a dedicated computer. These files will be an offender-based tracking system, a computerized criminal history file, a statistical analysis component, and a uniform crime reporting component.

This project has been designed to be compatible with all other local information system efforts which are currently taking place throughout the State and nation.

Police Patrol Emphasis Program. The grantee for this LEAA discretionary grant is the City of Cleveland Heights, and the annual budget for the program is \$150,000.

This project will institute an areawide team policing program in the City of Cleveland Heights. The objectives of the project are:

1. to provide increased service to the citizens of Cleveland Heights through the more efficient utilization of the mobile patrol unit;
2. geographic stability of patrol, i.e., permanent assignment of teams of police to small neighborhoods;
3. maximum interaction among team members, including close internal communication among all officers assigned to an area during 24 hour periods, seven days a week;
4. to reduce crime, detect and apprehend criminal offenders, and enhance police-community cooperation by providing the opportunity for residents in each team zone to know their police officers through contact with the same police officers; and
5. to place the responsibility of crime prevention, detection, apprehension and investigation for the geographical area of the team policing zone on the personnel assigned to that zone. This is possible through the utilization of a police generalist-specialist team. These officers will respond to all service calls in their assigned areas, including the investigations of felonies, initial interviews, and gathering of evidence.

National Highway Safety Act of 1966. Funds from this Act have been awarded to various suburban police departments throughout Cuyahoga County. These grants have been in the form of a 50 percent grant toward the purchase of traffic radar units for municipal police departments. This program has been administered through the Ohio State Highway Patrol, and is currently in operation.

Major Drug Abuse Programs:

Name of Program: Ohio Department of Mental Health and Retardation  
Project Title: "Solon Drug Abuse"  
Implementing Agency: Solon Drug Abuse, Inc.  
Amount: \$32,000

The objective of this project is to make a center for immediate mental health services available to the public. The project is oriented towards the drug abuser; however, psychological counseling is available.

The target population is between the ages of 15 and 18 years. The areas served are primarily the Cities of Solon, Chagrin Falls, Bedford, Warren and the Village of Mayfield.

The major sources of referral are the local police departments, the schools and the courts. Walk-in patients are also served by the program.

Services provided are short-term counseling, medical service, short-term housing, therapy and drug preventative techniques.

This project is related to the following projects: Residential Treatment Centers such as Warren Freedom House, Exodus Hall, Marymount Mental Health Center, Legal Aid and the Free Clinic.

Name of Program: National Institute of Mental Health  
Project Title: "Community Action Against Addiction"  
Implementing Agency: Community Action Against Addiction  
Amount: \$2,282,913

The goal of this program is to provide a coordinated network of neighborhood-based, city and county-wide services providing a central diagnostic, treatment, rehabilitation, job counseling and placement service. Detoxification, methadone treatment and halfway houses are also provided. This program serves all types of drug users, with primary emphasis on heroin addicts.

Clients must be 18 years of age or older. Area served is generally Cuyahoga County.

Sources of referral are police departments, courts, schools and provisions for walk-in referrals.

This program will provide an administrative organization uniting some 20 autonomous voluntary and public services. The program offers a coordinated network of neighborhood based, city and county-wide services. It also provides diagnostic, treatment, rehabilitation, job counseling and placement services. Detoxification, methadone treatment and halfway houses are also included. The project serves all types of drug users, with primary emphasis on heroin addicts. This project has 11 affiliate agencies in the Greater Cleveland area.

Name of Program: Community Mental Health and Retardation  
Project Title: "BUDA - Cleveland"  
Implementing Agency: BUDA Treatment Center  
Amount: \$215,000

The objective of this project is to provide an outpatient methadone treatment program and to offer job counseling and placement services.

Clients must be 18 years of age or older. This project operates within a 60-mile radius of the City of Cleveland.

Referrals come from the courts and police departments primarily, although referrals are also made from some private agencies.

Outpatient methadone treatment programs are provided for the rehabilitation of heroin addicts 18 years and older. The program offers counseling, group therapy, job counseling and placement. Also provided is evaluative research on program operations.

This project has over 20 affiliates in the Greater Cleveland area.

Name of Program: Ohio Department of Mental Health  
and Retardation  
Project Title: "Free Clinic"  
Implementing Agency: Free Clinic, Inc.  
Amount: \$85,000

Individual counseling, a hotline service and education services are provided for the Greater Cleveland area by this project.

There are two locations of the free clinic; one on the West Side and the other on the East Side. Clients must be 18 years or older.

Walk-in patients are accepted as well as referrals from many public and private agencies.

The program provides treatment for the health, mental health and drug abuse problems of youth at two outpatient clinic locations in the City of Cleveland.

The program utilizes the services of volunteer professionals in an informal setting; and offers hotline, group and individual counseling, and consultation and educational services.

Name of Program: National Institute of Mental Health  
Project Title: "Jewish Family Services Association"  
Implementing Agency: Jewish Family Services Association  
Amount: \$200,000

The objective of this program is to provide counseling services at the rap art center located in the Cleveland Heights Area.

Clients are usually high school age, and are from a 17 suburb area centered around the City of Cleveland Heights.

Outreach workers are used primarily for referrals; however, police departments and school boards also refer clients to this project.

A drop-in center is provided, as well as counseling services. A number of mobile vans are provided to expand services. Art is used as a therapeutic. This project is related to all programs operated by the Jewish Federation as well as the juvenile court.

Major Alcohol Treatment Programs:

Name of Program:      Regional Council on Alcoholism  
Project Title:          "ORCA House"  
Implementing Agency:    ORCA House, Inc.  
Amount:                  \$58,704

The objective of this project is to provide alcohol treatment services to chronic and intermittent alcohol offenders in the Greater Cleveland Area. The target population is the "revolving door" and fairly serious alcoholic from the Greater Cleveland Area. Individuals over 18 are permitted at this facility.

Walk-in referrals are treated by this project, as well as referrals from the Cuyahoga County Hospital. Follow-up care is provided for those referred from Exodus Hall.

A short-term overnight facility for 11 persons is available at the ORCA House. Counseling and limited placement are also available.

Cuyahoga County Hospital, Exodus Hall and the Hough-Norwood Family Health Center are related to this project.

CORRECTIONS

Cuyahoga County Community Mental Health and Retardation Board. The County Community Mental Health and Retardation Board develops, plans, coordinates and implements mental health, mental retardation and drug services through contract agreements with community service agencies. It provides technical assistance and consultation to interested organizations and contract agencies, and operates a county-wide Central Drug Registry for persons involved in treatment programs for drug addiction.

The Board allocated \$3,363,961 for drug programs during FY 1975, of which \$1,871,150 was channeled through the National Institute of Drug Abuse, and the remaining \$1,492,811 was channeled through the State of Ohio Bureau of Drug Abuse, County, and private foundations. The following agencies were allocated funds during FY 1975:

Bureau of Drug Abuse  
Cleveland Treatment Center  
1127 Carnegie Avenue  
Cleveland, Ohio 44115

Services Available - Outpatient methadone treatment program for the rehabilitation of heroin addicts eighteen years and older. Offers counseling, group therapy, job placement. Also provides evaluative research on program operations.

Eligibility - Clients must be 18 years or older.

Community Action Against Addiction  
5009 Euclid Avenue  
Cleveland, Ohio 44103

Services Available - Administrative organization uniting some 10 autonomous voluntary and public services. Offers a coordinated network of neighborhood based, city and county-wide services. Provides diagnostic, treatment, rehabilitation, job counseling and placement services. Detoxification, methadone treatment and halfway houses are also included. Serves all types of drug abusers, with primary emphasis on heroin addicts.

Eligibility - Clients must be 18 years or older.

Cleveland Drug Abuse Program - Treatment Alternative to Street Crime (CDAP - TASC)  
1925 St. Clair Avenue  
Cleveland, Ohio 44114

Services Available - CDAP is a TASC (Treatment Alternative to Street Crime) program. All component programs utilize a multi-modality treatment approach. Methadone maintenance, detoxification, and other chemo-therapy; a residential therapeutic community and individual and group counseling.

Eligibility - Must be 16 years or older and have been involved in the Criminal Justice System. Must be addicted or in danger of becoming addicted.

Drug Education Project and Clearinghouse  
Room 4 - Yost Hall  
Case Western Reserve University  
Cleveland, Ohio 44106

Services Available - Trains professionals, counselors, teachers, health workers, etc., in the field of drug and alcohol education; Speakers Bureau provides information primarily on drugs and their use and abuse, as well as information on general mental health difficulties to high schools, community organizations, parent-teacher groups, and social service clubs; provides training experience for volunteer drug counselors, program staffs, and youth leaders. Provides in-depth drug education based on the process model to community groups.

Eligibility - Any Community Group.

Free Medical Clinic of Greater Cleveland  
12201 Euclid Avenue  
Cleveland, Ohio 44106

Services Available - Provides treatment for health, dental, mental health and drug abuse problems. Utilizes the services of volunteer professionals and lay persons in an informal setting. Offers hotline, group and individual counseling, consultation and education services.

Eligibility - None.

Solon Drug Abuse Center, Inc.  
33995 Bainbridge Road  
Solon, Ohio 44139

Services Available - Youth oriented program working with the "soft" drug abuser. Using facilities provided by the municipality. Offers hotline, rap center and crash pad programs. Also crisis information, counseling, and referral services. Provides prevention education to the community.

Eligibility - No Restrictions.

Law Enforcement Education Program. The Law Enforcement Education Program (LEEP) is designed to help meet the criminal justice system's critical need for well-educated professionals. The Office of Academic Assistance administers the program through loans and grants for college studies by police, court and corrections employees, and for students preparing for careers in those fields. The educational institutions in Cuyahoga County participating in the LEEP Program are as follows:

<u>Educational Institution</u>	<u>FY 1975 AJD Amount</u>
Cleveland State University	\$31,679
Cuyahoga Community College	76,800
John Carroll University	13,200
Notre Dame College	35,000

Regional Council on Alcoholism - Cuyahoga, Geauga, Lake and Lorain Counties. The powers and responsibilities of the Regional Council on Alcoholism as stated in the Norris Act, would "represent all such subdivisions in the region receiving federal, state and local revenues, and private contributions and bequests and in applying for and obtaining state funds and acquiring, operating and contracting for alcohol treatment and control centers within this region."

During FY 1975 the Regional Council on Alcoholism has identified the following agencies in Cuyahoga County as part of their regional plan for federal, state and local funding.

#### CUYAHOGA COUNTY

#### Norris Program - Direct Funding by Regional Council

Hough-Norwood Family Health Care Center (\$79,000.00)  
1465 East 55th Street  
Cleveland, Ohio 44103

Metropolitan General Hospital (\$113,000.00)  
3395 Scranton Road  
Cleveland, Ohio 44109

ORCA House (\$56,000.00)  
1905 East 89th Street  
Cleveland, Ohio 44106

Salvation Army (Harbor Light Complex) (\$115,000.00)  
1710 Prospect Avenue  
Cleveland, Ohio 44115  
one year only

State Block Grants

City of Cleveland (\$172,000.00)  
Department of Health  
601 Lakeside Avenue  
Cleveland, Ohio 44114

(Includes Exodus and Outpatient Clinics)

Federal - National Institute on Alcoholism and Alcohol Abuse Grants

Hough-Norwood Family Health Care Center (\$550,000.00)  
1465 East 55th Street  
Cleveland, Ohio 44103

Operation Newstart (\$100,000.00)  
7829 Euclid Avenue  
Cleveland, Ohio 44103

Private Programs

Bay View Hospital - Serenity Hall.  
23200 Lake Road  
Bay Village, Ohio 44140

The City Mission  
408 St. Clair Avenue, N.W.  
Cleveland, Ohio 44113

Cleveland Center on Alcoholism and Drug Abuse  
10900 Carnegie Avenue  
Cleveland, Ohio 44106

Cleveland Psychiatric Institute  
1708 Aiken Avenue  
Cleveland, Ohio 44109

Cuyahoga County Welfare Department  
Alcoholic Rehabilitation Unit  
2340 Payne Avenue  
Cleveland, Ohio 44114

Fresh Start Inc, #1  
4807 Cedar Avenue  
Cleveland, Ohio 44103

Fresh Start #2  
2219 Payne Avenue  
Cleveland, Ohio 44103

Hope House  
7910 Lake Avenue  
Cleveland, Ohio 44102

Matt Talbot Inn  
9305 Superior Avenue  
Cleveland, Ohio 44106

National Council on Alcoholism  
1314 Huron Road  
Cleveland, Ohio 44115

PAR Program U.S. Post Office  
(Program for Alcoholic Recovery)  
Room 4072  
Main Post Office Building  
Cleveland, Ohio 44101

St. Vincent Charity Hospital  
Rosay Hall  
2351 East 22nd Street  
Cleveland, Ohio 44115

Salvation Army (Harbor Light Center)  
1710 Prospect Avenue  
Cleveland, Ohio 44115

Salvation Army Men's Social Service Center  
5005 Euclid Avenue  
Cleveland, Ohio 44103

Stella Maris Home and Hospital  
1320 Washington Avenue  
Cleveland, Ohio 44112

Veterans Administration Hospital  
East Boulevard  
10701 East Boulevard  
Cleveland, Ohio 44106

Volunteers of American Men's Home  
2602 Carroll Avenue  
Cleveland, Ohio

Related programs not applicable to the Cuyahoga County Regional Planning Unit

- . Pilot Cities Project
- . IMPACT Cities Program
- . LEAA NILE Program
- . National Highway Safety Act of 1966

#### COURTS

Comprehensive Employment and Training Act (CETA). CETA has been one program which has had a major effect in related programs. The CETA replaced the old Manpower Development and Training Act and Economic Opportunity Act which gave the responsibility for manpower programs to elected officials of "prime sponsor" jurisdictions. Under CETA, Title II and Title VI enabled prime sponsors to provide public service employment. The following agencies received funds through CETA. Many of these projects have been continuations of personnel and programs which previously were funded under the Cleveland IMPACT Cities Program.

- . The Common Pleas Probation Department hired 3 individuals with estimated Federal funds of \$35,000.
- . The Cleveland Municipal Court Probation Department rehired 8 persons with estimated Federal funds of \$80,000.
- . The Cleveland Offender Rehabilitation Program and the Cleveland Vocational Education Program are projected to merge July 1, 1975, into a comprehensive offender service program. Their units provide pre-trial, post-trial, and post-incarceration services, emphasizing behavior counseling, career and job placement, vocational and educational counseling, and diversion at the early stage of adjudication proceedings. The program will be operated on \$500,000 for one year sponsored by the State of Ohio and the City of Cleveland as a pilot offender services program.

- . The Pre-Trial Supervised Release Program will be extended to September of 1975 with \$35,000 of CETA funds. This project was a previously funded IMPACT Cities Program. The project provides third party sponsorship for supervised release as an alternative to the present monetary bail system in Cuyahoga County. The implementing agency of the project is the Commission on Catholic Community Action, and the sponsor is the Board of Cuyahoga County Commissioners.

#### JUVENILE JUSTICE

Six program activities not funded with LEAA block grant monies have been identified at this time as relevant to the 1976 operation of the county's juvenile justice system.

The first is the result of a three-year grant by the Cleveland Foundation for \$10,000 per annum to subsidize the employment of an in-service and pre-service trainer for the Cuyahoga County Juvenile Court. This grant was initiated in 1974 and it is anticipated that it will continue through 1976.

A second grant, also from the Cleveland Foundation and supplemented by the George Gund Foundation, will provide for the early start-up of the Collinwood Youth Centers Project. This is a new project slated for block grant funding in 1976. The purpose of the foundation grants which total \$76,264 is to allow the nine youth centers involved to initiate their delinquency prevention efforts immediately. It is anticipated that supplementary funding for at least two of the centers involved will continue throughout 1976 in conjunction with the FY 1976 CJCC allocation.

The Comprehensive Employment Training Act administered locally by the Cleveland Area Manpower Planning Council (CAMPC) currently provides funds for the full-time employment of five adults by the County's Juvenile Court, and for the summer employment of one hundred youths referred by the County's Youth Development Center. It is anticipated that these formal arrangements will be renewed in 1976. While absolute figures relating to 1976 operations of the CAMPC are not yet available, it is estimated that a minimum of 1,500 youths will participate in the In- and Out-of-School programs being planned for, and that a minimum of 5,000 youth will participate in the 1976 summer jobs program.

The Cuyahoga County Community Mental Health and Retardation Board (648 Board) provides funds for youth counseling and drug treatment projects throughout the county. Drug treatment projects are discussed in the Adult Corrections portion of this section. Expenditures for youth services totaled \$1,348,651 during 1975, and it is anticipated that a similar amount will be expended by this agency in 1976. Three Part "C" delinquency prevention or treatment projects incorporated in the FY 1976 criminal justice plan currently have formal referral relationships for mental health counseling services with area based projects funded through the 648 Board. It is anticipated that these arrangements will be perpetuated through 1976.

Two concept papers for discretionary LEAA funding have been generated by the Cleveland Regional Planning Unit. Should either be approved, the projects they relate to would be operational during 1976.

The first concept paper deals with the establishment of an automated criminal justice information system for local criminal justice agencies. Should it be funded, approximately \$60,000 of the \$200,000 project total would be spent in the implementation of the Cuyahoga County Juvenile Court Information System.

The second paper attempts to accomplish the goal of deinstitutionalizing status offenders locally through a multiple layer diversionary program operated at the community, school, police and juvenile court levels. Significant by-products of the two-year, \$1,500,000 project would be the development of a county-wide network of police juvenile units; the creation of a new dispositional level at the County's Juvenile Court which would be even less stigmatizing than the official and unofficial dispositional levels currently used for status offenders; and the development of community-based prevention and treatment projects which emphasize family counseling techniques to alleviate status offenses.

## COLUMBUS/FRANKLIN COUNTY R.P.U.

### LAW ENFORCEMENT

There are a number of programs which function from the federal, state and local levels and which have a definite impact on the law enforcement subsystem. One of these is the National Highway Safety Act of 1966, an important factor in the expansion of police traffic services.

A principal feature of the Highway Safety Act is the provision of federal financial assistance to state and local governments for the improvement and expansion of their highway safety programs in accordance with uniform performance standards.

The monies from this Act are distributed to the State Highway Safety Department. Most of the programs are funded statewide through the Highway Patrol. Two programs which have had local impact are the Selected Enforcement Program and the Alcohol Detection Program.

The Columbus City Police Department has been granted \$217,000 since March, 1973, through the Selective Enforcement Program to operate the Fatal Accident Reduction Enforcement Program. Under the Alcohol Detection Program, several Franklin County area police departments have received alcohol detection equipment. The state offers training in the use of this equipment and certifies operators.

Under the LEAA Discretionary Grant Program, one law enforcement-related project has been approved for funding during 1975, the Metropolitan Area Organized Crime Unit.

This program, which is to be implemented by the Columbus Division of Police, has as its primary objectives the development of the capability to more effectively

combat the problems caused by the direct and indirect effects of organized criminal activity and to determine the true extent of organized crime in Franklin County. Some of the activities to be carried out by this project include:

1. Instructing police officers relative to the presence of organized crime and training them to recognize the indicators of its existence and dangers.
2. Enlightening the public concerning the size of organized crime and how it affects them.
3. Regularly informing local government on crime which is of an organized nature.
4. Stimulating private enterprise to prevent and uncover criminal business tactics.
5. Uncovering and exposing any corruption in government, business and labor.
6. Developing methods of reducing the impact of organized crime on citizens of high crime areas and disadvantaged neighborhoods.

To operate the Organized Crime Unit, the City of Columbus has been granted \$146,470.00, with a total cost of \$162,746.00.

At the state level, the Program for the Study of Crime and Delinquency, which is affiliated with the Ohio State University, operates a number of law enforcement-related projects. Included are seminars in police management communications, emerging issues and command-level decision making for the Franklin County Sheriff's office and for Columbus and surrounding police departments on a contract basis.

The RPU maintains formal and informal council and planning staff affiliations with the above and other community programs to insure ongoing communications and coordinated planning.

Members of the RPU Supervisory Council are affiliated with three types of organizations which impact on law enforcement. These are units of local government, criminal

justice system agencies and criminal justice-related social agencies. They are also members of professional organizations which influence criminal justice policy and other organizations operating criminal justice-related projects and programs. The types of organizations and nature of affiliation of RPU Supervisory Council members are as follows:

Units of Local Government:

City of Columbus	Mayor Councilman, Chairman, Safety Committee Director of Public Safety Assistant Safety Director
Franklin County	Chairman, Board of County Commissioners
City of Bexley	Mayor
City of Reynoldsburg	Mayor
City of Whitehall	Mayor
Perry Township	Trustee

Law Enforcement Agencies:

Franklin County Sheriff's Office	Sheriff Chief Deputy
Columbus Division of Police	Deputy Chief
Grove City Police Department	Chief
Worthington Police Department	Chief

Criminal Justice-Related Agencies:

648 Board	Chairman
Mid-Ohio Health Planning Federation	Chairman Trustee

Central Ohio Regional Council on Alcoholism	Trustee Finance Chairman
Fraternal Order of Police	Member
Ohio Association of Chiefs of Police	Executive Director Member
International Association of Chiefs of Police	Member
Franklin County Law Enforcement Association	Member
Other Interest Groups:	
Ohio Citizens Council	Member
Mid-Ohio Regional Planning Commission	Member
Central Ohio Mayors and Municipal Official Council	President Member
RPU planning staff members are affiliated with agencies and organizations both as members and as representatives of the RPU. These organizations are listed below.	
Franklin County Law Enforcement Association Law Enforcement (Liaison) Group National Council on Crime and Delinquency Ohio Citizens Council National Association of Urban Criminal Justice Planning Officials	
CORRECTIONS	
A broad spectrum of state and locally funded programs and interest groups have an impact on the criminal justice system, particularly on adult corrections in the Franklin County area.	

Columbus Metropolitan Area Community Action Organization (CMACAO). CMACAO was organized as a result of the Economic Opportunity Act of 1964. They have responsibility for the provision of direct services to selected target areas within the community. They are the largest private agency providing manpower services to the community. Among their manpower services is an active program to assist ex-offenders find employment following their release. CMACAO also funds agencies which provide direct services in alcoholism and drug abuse treatment. In addition to direct services, they have engaged in an extensive process of community organization and client advocacy activities.

The total budget for CMACAO is approximately \$6 million. These have been predominantly federal funds for HEW, DOL, and OEO. Several of their activities are funded by Model Cities. The City of Columbus has appropriated general revenue sharing funds for the Neighborhood Service System to replace the funds formerly used for those functions.

The Franklin County Comprehensive Drug Treatment Program (FCCDTP). FCCDTP is a regulatory, planning and coordinating agency for drug treatment projects funded in Franklin County by the National Institute of Drug Abuse, State Department of Mental Health and Retardation, Bureau of Drug Abuse, and the Franklin County "648" Board. The agencies included under the umbrella provide counseling, therapy, emergency services, medical services, and methadone maintenance, particularly to individuals placed on probation by the courts and released ex-offenders. The UHURU Drug program is affiliated with the program, although it receives its funds from the Office of Economic Opportunity. The Satellite Drug and Mental Health Clinics are also affiliated with the Comprehensive Program and receive funds from the 648 Board.

Emergency Assistance Program. One of two criminal justice related projects operated by the Franklin County Welfare Department, having a direct impact on adult corrections and rehabilitation, is the Emergency Assistance Program. Emergency Assistance is a one time only financial assistance program. Assistance may be provided for up to a 30 day period and has the objective of preventing people from having to enter the welfare roles. It may be used for victims of crime, natural catastrophe, or short term unemployment. Their clientele includes ex-offenders.

The Volunteer Action Center (VAC) functions as a clearinghouse for volunteers as they are needed by community agencies. Training is provided to the volunteers as well as to community agencies regarding the utilization of volunteers. VAC is funded with \$32,700 by ACTION for a Retired Senior Volunteer Program (RSVP). United Way provides an additional \$25,000 for their annual budget. Volunteers are placed in over 200 service agencies related to the criminal justice system including Ralph W. Alvis House and Volunteers in Probation, both of which are discussed in the Past Progress portion of this Plan.

In addition to federal programs and major agencies, citizen groups have impact upon the criminal justice system. There are several citizens groups in the Columbus/Franklin County area which are active in this realm. Primary citizen groups are:

Franklin County Committee on Criminal Justice  
Junior League (Criminal Justice Committee)  
League of Women Voters of Metropolitan Columbus  
St. Vincent DePaul Franklin County Jail Committee

The Franklin County Committee on Criminal Justice is an organization of individuals and group representatives which encourages and supports improvements in the criminal justice system in Franklin County. Its goals are to reduce the institutionalized populations of convicted and accused individuals, insure the rights of victims, defendants, and convicts, and improve the responsiveness and efficiency of all the components of the system. One of their programs includes providing direction to the implementation of the Social Services Counselor project in the Franklin County jail.

The Criminal Justice Committee of the Junior League is an educational and charitable organization which promotes voluntary action in the community. They are attempting to increase awareness of the problems in the corrections area.

The League of Women Voters of Metropolitan Columbus has two committees which are directly related to the criminal justice system. The Police-Community Relations Committee studies the relationship of police to the community. The

Juvenile Justice Committee is involved with encouraging rehabilitation instead of punishment for the juvenile offenders. The League expects to initiate a study in the adult corrections area.

The St. Vincent DePaul Franklin County Jail Committee began as church affiliated, but has become an ecumenical group of concerned citizens of all faiths and nationalities. They attempt to provide for the immediate needs of inmates and/or families of people in the county jail.

The Columbus/Franklin County area has two research groups which are directly related to the criminal justice system. They are:

Center of Law Enforcement and Correctional Justice Program for the Study of Crime and Delinquency

The Center of Law Enforcement and Correctional Justice does research and development on prisons, law enforcement and criminal justice.

The Program for the Study of Crime and Delinquency is affiliated with the Ohio State University and has as its goal "to provide an institutional focal point for the integration of disciplinary knowledge and skill in research, training and service programs concerned with the criminal and juvenile justice systems." This group has done research and evaluation in the criminal justice area which includes studies on shock probation, halfway houses, and pre-trial release.

To keep abreast of progress being made by extra-RPU corrections related programs, council members, both appointed and invited, are affiliated with these programs. The programs and nature of affiliations are as follows:

Columbus Workhouse

Columbus Director of  
Public Safety  
Superintendent

Franklin County Sheriff  
(County Jail)

Sheriff  
Chief Deputy

Columbus Division of Police  
(City Prison)

Deputy Chief

Franklin County Municipal Court	Chief, Adult Probation
Program for the Study of Crime and Delinquency	Acting Associate Director
Academy for Contemporary Problems	Head, Criminal Justice Program
Franklin County Committee on Criminal Justice	Member
Franklin County Court of Common Pleas	Chief, Adult Probation
WBNS Radio, Television	General Manager
League of Women Voters	Member

#### COURTS

Essential to the effective operation of the judicial process are a host of community agencies which provide a wide range of services, both to the courts and the offender.

The Franklin County Mental Health and Mental Retardation (648) Board. The 648 Board is responsible for planning, coordinating and funding a comprehensive mental health program for the county. Funds are received through a county levy which is matched on a three-for-one basis by the State Department of Mental Health. The 648 Board does not directly operate service programs, but rather funds other agencies for direct service delivery. In addition to its policy formulation function, the 648 Board also acts as a service agency for funded organizations. One of these organizations, of direct service to the courts is the Southwest Community Mental Health Center (SCMHC). The SCMHC, in addition to providing comprehensive mental health services to the residents of Southwestern Franklin County and all of Madison County, provides diagnostic services to the Franklin County Courts. The SCMHC received \$1,815,951.00 in 648 Board funds. In addition to the 648 Board's mental health activities, it, in conjunction with the RPU and local units of governments, is supporting the Alcoholic Treatment Center. This center provides hospital facilities for alcoholics throughout Franklin County, including mayors' courts. The yearly costs of operating the

center are estimated to be in excess of \$650,000, \$600,000 of which are provided in equal portions by provisions of the Norris Bill (HB 240), Federal Revenue Sharing and the Regional Planning Unit. The balance is to be provided by the 648 Board (\$22,000) and user agencies in counties other than Franklin (\$28,000).

There are a number of Federal programs which nationally have had an impact on the criminal justice system. Two of these, the National Highway Safety Act of 1966 and the LEAA Discretionary Grant Program are represented in the Franklin County Area.

As a result of the LEAA Discretionary Grant Program two projects, Courts Process Analysis and Court Watchers, funded in amount of \$135,000 and \$24,890 respectively were implemented during 1974.

The Courts Process Analysis project is organized to analyze the judicial process centered in the Franklin County Municipal and Common Pleas Courts. The processes in these courts have not been comprehensively analyzed in spite of the growing volume and complexity of cases processed by both courts. Their analysis should lead to a clearer understanding of the manner in which the courts function as well as lead to a set of recommendations for changing some of those operations, either to improve some aspect of the quality of the processing of court cases or to reduce costs. Funds, to be made available in the future under the Courts Information System Improvement Program grant, will be used to implement recommended revisions resulting from the Courts Process Analysis.

The Court Watchers project has as its objective the observation of court proceedings to determine whether all defendants receive fair and impartial hearings regardless of socio-economic status. Observations resulting from this project will be presented to the judges of the Court, City Attorney, members of County Government, law enforcement, criminal justice agencies, the public, and other interest groups, such as the Bar Association, League of Women Voters and the Model Cities Assembly.

Also, at the local level, there are several interest groups of importance to the judicial process. These include, but are not limited to, the Franklin County Committee on Criminal Justice, the League of Women Voters of Metropolitan Columbus and the St. Vincent DePaul Franklin County Jail Committee.

The Franklin County Committee on Criminal Justice is an organization of individuals and group representatives which encourages and supports improvements in the criminal justice system in Franklin County. Its goals are to reduce the institutionalized populations of convicted and accused individuals, insure the rights of victims, defendants, and convicts, and improve the responsiveness and efficiency of all the components of the system.

The League of Women Voters has two committees which are directly related to the criminal justice system. The Police-Community Relations Committee studies the relationship of police to the community. The Juvenile Justice Committee is involved with encouraging rehabilitation instead of punishment for the juvenile offenders. The League expects to initiate a study in the adult corrections area. Its interests are currently branching out into the area of judicial process as evidenced by the League's being instrumental in the establishment of the Court Watcher Program, mentioned above, and its active participation in the RPU subcommittee on judicial process.

The St. Vincent DePaul Franklin County Jail Committee began as church affiliated, but has become an ecumenical group of concerned citizens of all faiths and nationalities. They attempt to provide for the immediate needs of inmates, most of whom are awaiting trial in the county jail, and/or their families.

To insure a coordinated planning effort, members were appointed to the Criminal Justice Coordinating Council who have close affiliations with agencies directly or indirectly involved in the judicial process. The types of organizations and nature of affiliations of RPU Supervisory Council members are as follows:

The 648 Board	Chairman
Central Ohio Regional Council on Alcoholism	Trustee Chairman
Franklin County Welfare Department	Supervisor
Columbus Bar Association	Member
Ohio State Bar Association	Member
American Bar Association	Member
American Public Welfare Association	Member
Mid-Ohio Regional Planning Commission	Member
Central Ohio Mayors and Municipal Official Council	President Member

Additionally RPU planning staff members are affiliated with agencies and organizations, both as members and as representatives for the RPU, as follows:

- Franklin County Committee on Criminal Justice
- Social Service Advisory Committee - Franklin County Corrections Center
- Columbus Community Council (Benchmark, Academy for Contemporary Problems)
- National Council on Crime and Delinquency
- Ohio Citizens Council
- National Association of Urban Criminal Justice Planning Officials

#### JUVENILE JUSTICE

Essential to the smooth operation of the Juvenile Justice System are the non-judicial social services provided by sixty-one satellite agencies in the Franklin County area. Some of these agencies, notably the group homes,

provide services to juveniles referred by the Ohio Youth Commission; while others, such as the 'neighborhood center' type of agency, offer services almost exclusively by self-referral. The range and types of services offered are extensive and varied enough that, in addition to their role in rehabilitation, these agencies have a significant impact in the area of prevention and diversion, reaching many potential youthful offenders before entry into the Juvenile Justice System and channeling them into more constructive patterns of behavior.

A descriptive listing of these agencies is necessary to give a complete picture of the Juvenile Justice System and to indicate areas where services are inadequate or inappropriate. This list describes the non-judicial services offered by each agency, the area served, the types of clients accepted, and any restrictions placed on the availability of services.

Bethune Center, Columbus Urban League. Bethune Center provides pre- and post-natal care and other medical services, health and family life education, and social services, including individual and group therapy, vocational planning and placement and child care training to unwed pregnant girls, age 11 1/2-19. The girls in the program come primarily from the Model Cities area.

Big Brothers Association of Greater Columbus. The Big Brothers Association involves boys from Franklin County, age 6-17, in a one-to-one program with adult volunteers. Their program of counseling, tutoring, drug education, recreation, camping, and 'fireside chats' is designed to facilitate the boys' social development by giving them the opportunity for male role identification that is missing from their home environment.

Boys Club of Columbus. The Boys Club of Columbus serves 6 to 18 year old boys from the Columbus' west side and the Milo-Grogan area. Their program includes recreation, tutoring, employment counseling and job training, a yearly drug education program, and a scholarship program to Ohio State University.

Boy Scouts of America - Central Ohio Council. The Boy Scouts of America offers a recreation program, drug education, a modified scouting program for emotionally disturbed or retarded children in public institutions, and a Para-Professional Program of one-to-one volunteers (inner-city only). Their program involves boys age 8-14 and both boys and girls age 14-21 in the Franklin County area.

The Bridge - an office of the Northland Drug Abuse Council.  
The Bridge serves the Northland area offering drug education and treatment, drug analysis, alcohol treatment, tutoring, and individual, group and family counseling to both boys and girls primarily between the ages of 16-18.

Buckeye Boys' Ranch. Buckeye Boys' Ranch provides diagnostic services, individual, group and family counseling, tutoring, recreation, employment counseling, drug treatment, and medical services to boys age 10-18. A school program is provided on the grounds, as well as a special program for emotionally disturbed or pre-psychotic children.

Hirsch Hall. Hirsch Hall is a halfway house operated in Columbus for boys from Buckeye Boys' Ranch. It offers individual, group and family counseling in a group home environment with outside referral for tutoring and employment counseling to boys age 15-18.

Bureau of Vocational Rehabilitation - Columbus District.  
The Bureau's program is limited to handicapped persons (physically, mentally or socially) from the Columbus area, age 16-18, who are unemployed or severely underemployed. The program offers individual and group counseling, tutoring, job training, recreation (at Goodwill Industries), and physical restoration services.

Burkhart Center - Pastoral Counseling Center. Burkhart Center provides individual, group and family counseling with some employment and pregnancy counseling to First Community Church area residents. Approximately 80 percent of the juveniles served are between 16 and 18 years old.

Catholic Social Services. Clients of the Catholic Social Services are Franklin County families. Their program includes family therapy and marriage counseling, counseling to unmarried parents and their families, adoption services, foster home placement and supervision and an 'outreach program'.

Central Community House. The Central Community House serves families in the area bounded by Parsons Avenue, Nelson Road, Broad Street, and Livingston Avenue. Services offered are family counseling, tutoring, employment counseling and placement, parental education training and drug education.

Child Psychiatric Clinic - The Ohio State University. The Child Psychiatric Clinic provides inpatient (age 12-16) and outpatient (under 18) care to emotionally disturbed adolescents. Services include diagnostic, individual, group and family counseling, drug treatment, pregnancy counseling, and a long or short term inpatient treatment facility with special programs for retarded children, brain-damaged children, adolescent psychotic children, and emotionally disturbed or pre-psychotic children.

Children's Hospital Crisis Intervention Service. The Children's Hospital Crisis Intervention Service provides individual group and family crisis therapy, occupational therapy, medical service, and a short term (average stay 5 days) treatment facility to Central Ohio youth through age 19. Continuing help is available by referral to other agencies.

Children's Mental Health. Children's Mental Health offers a comprehensive outpatient mental health program for Franklin County juveniles age 17 and under, providing diagnostic services, individual, group and family counseling, tutoring, drug education, drug and alcohol treatment programs, and special programs for brain-damaged children, retarded children, emotionally disturbed children, and psychotic children.

Clintonville-Beechwold Community Resources Center. The Clintonville-Beechwold Community Resources Center serves area youth, primarily age 13-16, with their 'Touchstone' and 'Drop-in Center' programs providing evaluation, individual and family counseling, crisis intervention, occasional emergency foster home care, tutoring, recreation, minimal employment counseling and placement, pregnancy counseling, drug education, individual teaching and normalization for retarded children, and experiment in parent-teen dialogue (8 weeks), and 'Contact', older teenagers working with younger teenagers.

Columbus State Hospital. The Columbus State Hospital is a state operated institution for the mentally disturbed serving state District 6. Their Adolescent Unit, with 70 resident and 15 day care juveniles, offers diagnostic services, individual and group counseling, drug and alcohol treatment, job training, and a 24 hour crisis center with both inpatient and day care treatment.

Columbus Youth Services Bureau. The Columbus Youth Services Bureau provides individual, group and family counseling, pregnancy counseling, employment counseling and placement, parent training classes, and one-to-one volunteers in the 'friend makers' program for youth to Columbus area juveniles and adults.

Concord. Concord provides the Westerville area with crisis intervention services including individual, group and family counseling, pregnancy counseling, alcohol and drug referral and treatment, drug education, VD information, medical services, and an 18 hour crisis center. The majority of their clients are over 16.

ECCO Family Health Center. The ECCO Family Health Center provides comprehensive family health care including medical services, pregnancy counseling, nutritional counseling, sickle-cell anemia diagnosis, and recreation to residents of census tract 3754.10. Community law offices use their facility three nights per week.

Family Counseling Center. The Family Counseling Center offers individual and family counseling, marital counseling, family life education, foster home placement, pregnancy care facility and adoption placement to Franklin County families. Juveniles involved are primarily age 10 to 17.

Family Psychological Clinic of OSU. The Family Psychological Clinic offers family counseling only, teaching families how to be effective problem solvers.

Florence Crittenton Home (for single pregnant girls). The Florence Crittenton Home is a group home offering individual and group counseling, tutoring, recreation, medical services, and pregnancy counseling to single pregnant girls from the Franklin County area. Adoptive services are by referral to other agencies.

Franklin County Children's Services (Services for Unruly Youth). Services for Unruly Youth provides crisis intervention, reception and crisis counseling, 30 day intervention service, 90 day support service follow-up, contract and compact services for shelter care, and group and individual professional services to unruly youth from Franklin County.

Friends in Action, Inc. Friends in Action is a one-to-one volunteer program for troubled girls age 10-18. The volunteer does individual and some family counseling, tutoring, and some pregnancy counseling and sex education.

Gahanna Human Resources, Inc. Gahanna Human Resources offers individual, group and family counseling, pregnancy counseling, tutoring and foster home placement to Royal Manor and Rocky Fork residents (60 percent under 18).

Gladden Community House. The Gladden Community House serves immediate area residents with individual, group, family, and pregnancy counseling on an informal basis, and a series of lectures on drug education. About 60 percent of people seeking their services are juveniles.

Godman Guild. Godman Guild is a near north side neighborhood center whose services include individual, group and family counseling, tutoring, recreation, employment training and counseling, parental education training, and well child clinic once a week. The staff is available for crisis intervention on a 24 hour basis and an effort is made to offer the center as an alternative to the juvenile justice system.

Hanna Neil Home for Children. The Hanna Neil Home for Children serves a four county area offering therapeutic residential care including individual and group counseling, tutoring, recreation, drug education, medical services, and a one-to-one volunteer program to children between 6 and 11 years old who are able to attend public schools.

Helping Hands. Helping Hands is a group home operated by the YMCA offering long term housing (minimum 6 months), long term individual counseling, group counseling, 24 hour crisis center, recreation, employment counseling, and drug education to boys age 15-18. Medical services and treatment for emotionally disturbed boys are available by referral to other agencies.

Hilltop Civic Council. The Hilltop Civic Council is a neighborhood out-reach organization offering individual, group and family counseling, drug education and counseling, employment counseling, crisis counseling, medical services, day camp, a teen recreation center, 'togetherness program', and a girls' self-improvement program to Hilltop residents, any age.

Huckleberry House. Huckleberry House provides crisis intervention and short-term shelter (3-5 days) for juveniles from any area who have run away from home. Services offered are individual counseling, family counseling and reconciliation, and pre-crisis counseling to young people and their families.

Interfaith Counseling Center. The Interfaith Counseling Center serves the Clintonville-Beechwold area with individual, family counseling and crisis intervention, employment counseling and pregnancy counseling. Youth under 18 must have parental permission to receive counseling.

J. Ashburn Jr. Youth Center, Inc. The J. Ashburn Jr. Youth Center provides supervised recreation and competitive athletics, tutoring, career guidance and employment opportunities, counseling, cultural development activities, citizenship training, health education, information and referral to Hilltop residents, primarily age 6-21.

Jewish Center. The Jewish Center provides volunteer tutors, drug education and drug abuse counseling, parental education training, day camp, and trained workers to counsel teens. Services are offered to adults and children of all faiths in Franklin County.

Jewish Family Service. Jewish Family Service serves the Central Ohio area, primarily the Jewish community, offering family counseling, family living education, career counseling, vocational training, therapy groups, and Big Brothers and Big Sisters programs.

Juvenile Probation Council. The Juvenile Probation Council is a one-to-one program involving mature adult males from the community with Franklin County boys, under age 18, referred by Juvenile Court, providing them with help in solving their problems.

Milo Grogan Area Council. The Milo Grogan Area Council provides a day care center, a Big Brothers unit, and drug education and medical services to children under 18 in the Milo Grogan neighborhood.

Mingus Group Home. Mingus Group Home is a group home for girls, age 14-18, referred by the Ohio Youth Commission (average stay 14 months).

Neighborhood House. Neighborhood House is a neighborhood service organization providing tutoring, recreation, employment counseling, job training, medical services, drug education, parental education training, camping, and day care services to residents of Franklin County, any age. Some programs are restricted to Model Cities residents.

The Neighborhood Youth Corps. The Neighborhood Youth Corps offers job training, employment counseling and placement to Franklin County residents age 16-18 who want job training, are out of day school and meet Federal poverty index guidelines. Individual or group counseling may be included in their services as well as remedial education (special teachers), sex education, planned parenthood, pregnancy counseling, and drug education.

Open Door Clinic. Open Door Clinic provides medical and laboratory services, individual, group and family counseling, employment counseling, and pregnancy counseling to anyone from any area.

Reynoldsburg Awareness Program. Reynoldsburg Awareness Program is a volunteer organization that operates a 'hot-line' referral agency for Reynoldsburg residents.

Rivers Group Home. Rivers Group Home is a group home for boys, age 14-18, referred by the Ohio Youth Commission, offering individual counseling, group therapy, family counseling for boys with families living locally, recreation, medical services, job training and an apprenticeship program.

Rosemont School. Rosemont School provides long term residential and day care to girls age 12-18. Services available include psychological testing and counseling, individual, group and family counseling, pregnancy and employment counseling, drug education and treatment, and job training in cosmetology and secretarial skills.

St. Stephen's Community House. St. Stephen's Community House provides Linden area juveniles with individual, group and family counseling, crisis counseling for situational and emotional problems, tutoring, recreation, employment counseling and placement, job training, parental education training, drug education, drug or alcohol treatment, pregnancy counseling, and emergency food care.

Salesian Inner City Boys Club of Columbus. The Salesian Inner City Boys Club offers individual, group and family counseling, tutoring, recreation, employment counseling, training (Neighborhood Youth Corps) and placement to boys age 7-18 in several areas in the downtown vicinity.

The Salvation Army. The Salvation Army serves metropolitan Columbus providing individual, group and family counseling, summer camp, missing persons, pregnancy counseling and placement, and a crisis center for women and children, furnishing food and housing.

South Side Settlement. South Side Settlement is a neighborhood service organization providing diagnostic services, individual, group and family counseling, tutoring, recreation, employment counseling and job training, parental education training, and drug education. Their teen camp involves youth from outside the neighborhood area.

Southwest Community Mental Health Center. The Southwest Community Mental Health Center provides diagnostic services, individual, group and family counseling, 24 hour crisis center and overnight crisis unit, parental education training, drug education, drug and alcohol treatment, and pregnancy counseling to residents of Franklin and Madison counties.

Switchboard, Inc. Switchboard is a telephone crisis intervention service and referral agency that also serves as a community information center. They offer overnight crisis housing (at Mennonite Parsonage or Huckleberry House) and may provide some individual counseling, pregnancy and employment counseling, and drug education.

Syntaxis. Syntaxis is a group home for boys providing a complete range of services and residential treatment.

TRI Counseling (Trinity Related Involvement). TRI Counseling provides the Upper Arlington area with individual and family counseling, a telephone crisis center, parental education training, and one-to-one volunteers for juveniles age 11-18.

Tri-Village Mental Health Services, Inc. Tri-Village Mental Health Services provides counseling for youth and families in the Tri-Village area (Upper Arlington, Grandview, and Marble Cliff). Services available include individual, group and family counseling, tutoring, recreation program and one-to-one volunteers.

UHURU. UHURU is a drug-treatment agency with a 24 hour live-in treatment facility, outpatient care, diagnostic services, individual and group counseling, group home (average stay 30 days), tutoring, recreation, employment counseling and placement, drug education, medical services, cultural arts program, and out-patient follow-up and after-care. Juveniles are accepted with parental permission only; most of their clients are referred by the Ohio Youth Commission and the courts.

United Methodist Children's Home. The United Methodist Children's Home is a group home providing remedial services to emotionally disturbed children referred from anywhere in the state. They offer a long-term in-patient treatment facility, diagnostic services, individual and group counseling, family counseling, tutoring, recreation, job training, employment counseling and placement, medical services, residential school placement, pregnancy counseling, and adoptive services for infants.

University Area Drug Crisis Center. The Drug Crisis Center will assist anyone in a drug crisis situation with non-professional counseling and referral including telephone and walk-in crisis services, one-to-one volunteers, drug education and first aid.

Vita. Vita is a drug treatment facility serving Franklin County, and will accept juveniles age 14 and over. Services offered are diagnostic services, individual, group and family counseling, 24 hour crisis center for situational and emotional problems, tutoring, employment counseling, training and placement, drug education, and medical services. Juveniles 16 and over can be put on methadone maintenance with parental permission.

Alfred Willson Children's Center. The Alfred Willson Children's Center provides family-oriented out-patient services including diagnostic services, individual, group and family counseling, tutoring, recreation, parental education training, pregnancy counseling, drug education through co-ed teen groups, counseling for parents of hyperactive children, and consultation for teachers, including conference sessions.

Worthington Community Counseling Service. The Worthington Community Counseling Service provides the Worthington area with a neighborhood drop-in center offering a telephone crisis service, individual, group and family counseling, employment counseling, pregnancy counseling, drug education and treatment, and one-to-one volunteers to Worthington area residents only; no age restriction.

Young Women's Christian Association (VIA Program). The YWCA's VIA Program offers recreation including swimming, crafts, and trips into the community for children, age 3 to 11, referred by the schools involved in the program (pre-schoolers referred by Children's Services). The program is geared to the child with behavior problems, problems with school work, or problems with peers.

Youth Services Bureau - North. The Youth Services Bureau - North offers family counseling, parent and youth seminars for the purpose of education and information, a summer youth recreation program, parents training program, 'Friends' a program involving achieving high-school youth as image models and behavior modifiers for pre-adolescent youth with adjustment problems, and a job referral program. Services are limited to juveniles, age 7 to 17 1/2, primarily from the Linden community.

To insure a coordinated approach to planning for the Juvenile Delinquency subsystem, members were appointed to and other professionals invited to participate in the activities of the Criminal Justice Coordinating Council and its committees, based on their close affiliations with juvenile justice related agencies, organizations and interest groups. The types of organizations and nature of affiliations are as follows:

Justice Committee, Columbus League of Women Voters	Member
State Justice Committee, Ohio League of Women Voters	Member
Columbus Police/Community Relations Committee	Member
Advisory Board, Northwest Community Mental Health	Member
Master Panel Evaluation Committee, United Community Council	Member
Columbus Leadership Program	Member
Franklin County Children's Services	Director

Ohio Association of Group Homes	President
International Halfway House Association	Member
Ohio Association of Child Care Agencies	Member
Rivers Group Home	Director
Advisory Board, Rosemont School for Girls	Member
East Central Mental Health Association	Member
Advisory Board for Adolescent Units, Columbus State Hospital	Member
National Committee of Juvenile Court Judges, Status Offenders	Members
Court Service, Franklin County Juvenile Court	Director
Ohio Courts and Corrections Services Associations	Member
Advisory Board, Helping Hands	Member
Advisory Board, My Brothers' Helper	Member
Huckleberry House	Director

## DAYTON/MONTGOMERY COUNTY R.P.U.

### LAW ENFORCEMENT

LEAA Discretionary Grant. Currently there are two Discretionary Grants operating in Montgomery County:

Organized Crime Unit, City of Dayton  
Grant #72-DF-05-0032, for \$56,880.

Treatment Alternatives to Street Crime (TASC),  
Montgomery County, Grant #75-DF-05-0001, for  
\$188,179.

Dayton Organized Crime Unit - The organized crime unit will enforce laws in the areas of gambling, narcotics, illegal business activity, white collar crime, etc. It will also educate the public about organized crime through an extensive public speaking program. The expected results of this program are to minimize organized crime activities.

Treatment Alternatives to Street Crime, (TASC) - Priority #10. This project will be funded to continue the program previously supported with the above mentioned Discretionary grant. It will identify drug users, assure client appearance in court, and refer clients to social services. It is expected that this project will reduce the recidivism of drug offenders and reduce drug related crime.

LEAA Manpower Development (LEEP). The University of Dayton, a four-year institution, has an LEEP program that it operates with an \$118,850 grant. Last year there were 127 students involved in the program. The University of Dayton has operated this program since academic year 1968-69.

Sinclair Community College, a two-year associate-degree school, operates an LEEP program on a grant of \$105,000. It has had the program since 1969. In 1974 approximately 300 students received assistance through LEEP.

Pilot Cities Program. The Dayton Pilot Cities program will officially conclude August 31, 1975. Demonstration projects funded with Pilot monies are scheduled to be completed July 31 at the latest. Two projects, the Victimization Center (74-DF-05-0007) and the Crime Analysis Team (73-ED-05-0014) have extension requests pending which, if approved, will continue the projects until the end of 1975.

The Crime Analysis Team will be continued until it is picked up in 1976. Community Agencies will continue many of the functions established by the Victimization Center once federal funding for the project has expired.

Project descriptions of all Pilot Cities projects are not provided inasmuch as the projects will not be operational during the time period covered by this plan.

#### CORRECTIONS

Community Based Corrections Programs. Ex-Cons For A Better Society is a multiple-service self-help organization, operated by ex-cons. The goal of the program is to provide a positive impact on all phases of the criminal justice process (police, courts, corrections) as they relate to the ex-offender, and to demonstrate the efficiency of ex-offenders providing helping services to other ex-offenders.

Specific counseling services offered by the organization address the areas of employment, housing, legal problems, education, and health and welfare. While counseling is heavily emphasized so is the advocate role, i.e., that of finding jobs and housing, and referral and follow-up to specific social services agencies.

The staff is as follows:

	<u>Full-time</u>	<u>Part-time</u>
Director	1	
Assistant Director	1	
Counselors	3	
Project Aides		2
Secretary/Receptionist	2	

In 1975 Ex-Cons will be operating on a budget provided by an LEAA grant of \$52,000 supplemented with local cash.

Model Cities (Comprehensive Manpower Center) Jobs-Not-Jail.

The Model Cities Jobs-Not-Jail program is a Pre-Trial Intervention program designed to provide a rapid rehabilitation response for first offenders following their arrest, but prior to their trials. Courts may suspend prosecution for ninety-day periods and place offenders into the program. Services offered by the program are counseling, training, and employment assistance. Successful participation results in the dismissal of charges, and the avoidance of the stigma of a criminal record. The program is being implemented through close cooperation with the Pre-Trial Release Bureau Project. The program at present is only accepting a limited number of referrals. There is only one full-time professional staff member for the program.

Staff is as follows:

	<u>Full-time</u>	<u>Part-time</u>
Coordinator	1	1
Secretary	1	
Planner-Monitor		1
Supervisor		1
Enrollee Advocate		1

The total operating budget for 1973 was provided by an LEAA grant of \$58,891. This total consists of \$45,716 in personnel, and \$3,075 in other operating expenses.

Dayton Human Rehabilitation Center/Work and Educational Release Program. This program, operated by the Human Rehabilitation Center, is designed to allow inmates to further their education or vocational training or maintain or obtain employment prior to the completion of their sentences. The specific goals of the program are to:

- Provide transitional involvement in the local community.
- Increase training and educational opportunities for inmates.
- Reduce recidivism among offenders.

This program makes possible a greater degree of control than is possible under probation or other types of community supervision, yet avoids total disruption of an offender's life.

East Dayton Halfway Houses, Inc. (EDHH). EDHH maintains three residential facilities for recovering alcoholics. Its program is based on the psychological causes of alcohol addiction and also emphasizes internal work programs.

Participants are restored to good health through proper nutrition and are exposed to group therapy under the program of Alcoholics Anonymous. The program has been innovative in employing recovering alcoholics to convey information regarding the disease to primary, secondary, and college students. Recovering clients are encouraged to enroll in special remedial employment courses as preparation for restoration to full community life.

The Montgomery County Combined General Health District, (MCCHD). MCCHD operates three facilities for drug and alcohol addicted persons:

Alcoholism Center - This center is an intake and counseling service for alcoholics and addicts seeking treatment. It also provides community education programs in alcohol and drug abuse control.

DACA Manor - A short-term residential and non-residential center. Residence facilities are provided for 17 patients. Programs include counseling and individual and group therapy for men and women. The program is designed primarily for the more functional alcoholic.

Project C.U.R.E., Inc. Project CURE is an organization established by ex-addicts and concerned citizens to provide services for the treatment and rehabilitation of alcohol and drug dependent persons.

CURE staff work at the residential facility, which has a fifteen (15) bed capacity, and also provide services to the Dayton Human Rehabilitation Center and the Dayton Mental Health Center.

Regular individual and group therapy sessions are conducted at the CURE facility. Staff members work in the patient's communities, lending assistance to family members, employers, etc., in helping the patients make needed adjustments in order to function within their communities.

Adult Parole Authority. The Adult Parole Authority has jurisdiction over male parolees in the counties of Montgomery, Miami, Preble, and Greene. Its responsibility extends into seven other counties for the supervision of female parolees. The office is under the administrative control of the State of Ohio Department of Rehabilitation and Correction.

Staff consists of:

Full-time

Parole Officer	13
Parole Aide	2
Volunteers	2
State Supplementary	5

The Parole Authority handled 795 cases during 1974. In 114 instances parole was violated; this resulted in 60 incarcerations.

Total budget is \$293,432 in 1975.

DACADA - WORAC. In 1974 the Dayton Area Council on Alcoholism and Drug Abuse was dissolved. The Western Ohio Regional Alcoholism Council now provides planning, evaluation, and limited funding in the area of alcohol treatment. WORAC is a nine-county (Champaign, Darke, Greene, Logan, Miami, Montgomery, Preble, and Shelby), 32-member council that is supported by the State. It operates two projects:

- DWI School - This project provides classes for persons convicted of driving while intoxicated.
- Outreach Program - This project provides limited counseling and education in six counties (Champaign, Darke, Logan, Miami, Preble, and Shelby) that have no services available to alcoholics.

#### JUVENILE JUSTICE

Informal Institutions. There are a number of institutions that, while they have no legal authority, provide services to juveniles in the criminal justice system, or that attempt to prevent juveniles from entering the system.

Youth Services Bureaus. Currently, three YSB's are operating in the Dayton area: Northwest, Eastside, and Westside. All YSB's consist of 34 full-time

counselors, 2 community service workers, and 2-3 support staff. There is a coordinator position that serves all of the bureaus.

Essentially the YSB identifies a youth's problem, refers him to an existing agency, and monitors his progress. If a needed service is not available, the YSB will provide the service as it is capable. In 1974 the YSB's handled over 1,000 cases. Total budget for the bureaus (3) is \$249,673.

Daybreak. Daybreak is a short-term shelter and counseling program for runaway youth. It has been in operation less than a year. It is staffed by 3 full-time professionals, 2 full-time and 4 part-time paraprofessionals, and 27 volunteers. The facility has a designed capacity of ten youth. To date the average overnight population has been eight. Total budget for 1975 is \$89,319.

City of Dayton, Division of Youth and Manpower. The City of Dayton, under its Human Resources Department, has a Division of Youth and Manpower. Activities that are noteworthy in the context of juvenile delinquency prevention include the following:

- Neighborhood Youth Corps - NYC II

This project is designed to work with lower-income high school dropouts in an attempt to provide: high school education, counseling, and work-site experience. The budget for this program is approximately \$500,000.

- Northeast Comprehensive Employment Center

This program provides employment assistance to youth in Northeast Dayton. Total cost of the program is about \$20,000.

- Neighborhood Youth Corps Summer Program - NYC

Provides summer employment for more than 2,500 disadvantaged youth. Vocational training and work experience are provided through the \$885,000 budget.

- The Youth and Manpower Division operates a number of other projects for youth including the Urban Corps and a free lunch program. Total operating budget for the division is 3.5 million. It has a total staff of 37 full-time positions.

Other Facilities and Programs. Other facilities not directly involved in delinquency prevention include:

- Teen centers in Centerville, Miamisburg, Southeast Dayton, and Vandalia
- Youth counselors in Kettering
- A number of Model Cities projects that are still operational such as vocational training
- Amber House - 648 Board Project dealing with youth drug abuse

## TOLEDO/LUCAS COUNTY R.P.U.

### LEAA DISCRETIONARY GRANTS

Computer Technology Transfer. Subgrantee - Northwest Ohio Regional Information System. This program provides for the transfer of software from the Ohio LEADS System for the purpose of providing a data base design, a name-number index and wants and warrants file.

Regional Criminal Justice Center. Subgrantee - City of Toledo. This is a two year program to pay for the part of the cost of constructing a new municipal courts center that will be corrections related. The total grant is \$1.5 million. It is presently underway with completion scheduled for Spring 1976.

Toledo Patrol Decentralization Facility. Subgrantee - Toledo Police Division. This grant will allow for the reorganization of the police patrol function into district patrol stations. The purpose of such a reorganization is to make the patrol force more effective than it now is. Through scientific measurement and evaluation the division is in the process of developing deployment methods which better serve the needs of the community. The goals of the project are to develop the following:

- Individual Participation and Incentive
- The Utilization of Resources
- Better Allocation of Resources
- An Acknowledgement of Patrol Values
- A Scientific Basis for Action
- Skills, Expertise and Sophistication
- Priorities

The duration of the grant is from June 1, 1974 to November 30, 1975. The amount of the grant is \$350,000.

National Highway Traffic Safety Act of 1966. The Toledo Police Division has a grant from the National Highway Traffic Safety Administration through the Ohio Highway Patrol to provide increased traffic surveillance at times when traffic fatalities seem to occur. The Program, called F.A.R.E. (Fatal Accident Reduction Enforcement) provides for four additional radar vehicles to be on duty during the hours of 8:00 p.m. to 4:00 a.m. on Friday and Saturday of each week. The program period is from July 1, 1974 to June 30, 1975 and is funded in the amount of \$80,000.

LEAA Manpower Development Program (LEEP). Funds available for the LEEP program are made available to local universities and colleges. Application is made directly to the school.

**SECTION D**

**ANNUAL ACTION**

**& MULTI YEAR PLAN**

# **Section D. Annual Action and Multi-Year Plan**

## **INTRODUCTION**

The Annual Action and Multi-Year Plan describes specifically what will be done in Ohio with both Part C and Part E funds in FY 1976 to reduce crime and improve the criminal justice system. A funding summary, by program and geographic area, leads the section, providing a bird's-eye view of planned spending in 1976.

The planned projects are arranged in AJD program order to provide continuity between this section and other sections of the plan. Each program begins with a specific objective. Then related projects within each category are separately described, along with their expected accomplishments. The criteria for funding each AJD program are stated, along with any general or specific conditions which are placed upon the projects.

Following AJD's "project-specific" format, subgrantees are listed for the related activities, along with the amount of Part C or Part E funds awarded to each.

For the fourth year in a row, the Ohio Criminal Justice Supervisory Commission has set aside "incentive funds" for special projects. This year these funds are used to address program evaluation and affirmative action-minority recruitment.

Special statutory and LEAA requirements appear here also, including the requirements for Part E funds, technical assistance, standards and goals, evaluation plans and comprehensive juvenile justice plans.

**FY 1976 AJD BUDGET**  
**(Breakdown by Geographical Area and by Program)**

A. LAW ENFORCEMENT	Akron Summit RPU	Cincinnati Hamilton RPU	Cleveland Cuyahoga RPU	Columbus Franklin RPU	Dayton Montgomery RPU	Toledo Lucas RPU	APD I	APD II	APD III	APD IV	State	Evaluation	Minority Recruiting	Total Part C	Part E
A-1 Recruiting & Testing	\$ 7,500	\$ 46,600	\$ 80,585	\$ -0-	\$ -0-	\$ -0-	\$ 20,000	\$ 58,987	\$ 33,300	\$ -0-	\$ 19,800	\$ 92,000	\$ 358,772		
A-2 Training	3,000	148,100	-0-	-0-	-0-	9,239	18,977	116,185	28,709	1,305	385,435	8,000	718,050		
A-3 Construction & Improvement of Facilities	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	4,665	-0-		4,665		
A-4 Manpower Utilization Planning and Management	-0-	-0-	40,224	-0-	34,200	20,325	-0-	110,390	-0-	2,611	-0-		207,750		
A-5 Legal Advisors	63,635	-0-	-0-	-0-	-0-	-0-	-0-	11,327	38,894	23,800	-0-		137,656		
A-6 Science and Law Enforcement	-0-	-0-	-0-	-0-	-0-	46,194	32,308	224,580	68,479	31,495	280,666		683,722		
A-7 Communications	-0-	145,020	312,858	398,768	-0-	-0-	95,667	79,191	15,245	*47,810	-0-		1,094,359		
A-8 Special Prevention and Enforcement	-0-	80,000	95,808	-0-	50,886	24,575	215,000	108,240	41,156	164,389	242,436		1,022,490		
TOTAL	\$74,135	\$419,720	\$129,475	\$398,768	\$85,086	\$100,333	\$381,952	\$708,900	\$225,783	\$274,381	\$928,337	\$100,000 +\$116,635 Additional to be included from transitional funds	\$4,226,564		
B. PREVENTION, DIVERSION AND COMMUNITY RELATIONS	Akron Summit RPU	Cincinnati Hamilton RPU	Cleveland Cuyahoga RPU	Columbus Franklin RPU	Dayton Montgomery RPU	Toledo Lucas RPU	APD I	APD II	APD III	APD IV	State	Evaluation	Minority Recruiting	Total Part C	Part E
B-1 Special Security Programs for High Crime Areas	\$100,000	\$ -0-	\$ -0-	\$ -0-	\$ 40,308	\$18,478	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-		\$ 158,786	\$	
B-2 Community/Human Relations and Crime Prevention	70,000	89,600	61,678	51,261	182,259	-0-	35,300	76,716	74,100	70,642	-0-		711,756		
B-3 Narcotics and Dangerous Drugs	-0-	57,800	-0-	-0-	-0-	-0-	-0-	43,267	54,200	26,000	129,200		310,467	130,971	
B-4 Alcohol and Alcoholism	43,683	137,600	114,417	-0-	-0-	13,396	46,667	40,735	106,000	77,710	-0-		580,208	372,417	
B-5 Diversion of Adult Offenders	56,000	-0-	-0-	82,366	53,769	4,619	73,650	28,900	20,000	35,000	-0-		354,304	30,000	
TOTAL	\$269,683	\$285,000	\$176,095	\$133,627	\$276,336	\$36,493	\$155,817	\$189,618	\$254,300	\$209,332	\$129,200		\$2,115,521	\$533,388	
C. JUVENILE DELINQUENCY	Akron Summit RPU	Cincinnati Hamilton RPU	Cleveland Cuyahoga RPU	Columbus Franklin RPU	Dayton Montgomery RPU	Toledo Lucas RPU	APD I	APD II	APD III	APD IV	State	Evaluation	Minority Recruiting	Total Part C	Part E
C-1 Upgrading Juvenile Services Personnel	\$ 30,000	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ 9,239	\$ -0-	\$ 24,400	\$ -0-	\$ -0-	\$111,276		\$ 174,913		
C-2 Juvenile Delinquency Prevention	15,000	\$325,450	178,073	-0-	252,678	105,876	31,000	225,115	25,000	64,342	-0-		1,222,534	50,000	
C-3 Juvenile Services Planning & Management	29,074	-0-	160,809	-0-	-0-	-0-	-0-	25,000	-0-	-0-	109,357		324,440		
C-4 Juvenile Diversions	30,000	31,700	28,554	303,004	15,710	46,194	199,000	140,870	173,197	157,121	83,334		1,208,684	80,000	
C-5 Community Treatment for Delinquent Youth	89,303	61,300	206,901	45,224	-0-	104,399	127,500	270,099	262,113	208,906	333,085		1,708,832	1,010,663	
C-6 Construction & Improvement of Juvenile Facilities	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-		-0-	174,618	
C-7 Institutional Treatment for Delinquent Youth	-0-	-0-	-0-	-0-	-0-	-0-	17,000	-0-	-0-	20,000	234,802		271,602	78,745	
TOTAL	\$193,377	\$418,450	574,337	\$348,228	\$268,388	\$265,708	\$374,500	\$685,484	\$460,312	\$450,369	\$872,054		\$4,911,207	\$1,394,026	
D. SYSTEM DEVELOPMENT	Akron Summit RPU	Cincinnati Hamilton RPU	Cleveland Cuyahoga RPU	Columbus Franklin RPU	Dayton Montgomery RPU	Toledo Lucas RPU	APD I	APD II	APD III	APD IV	State	Evaluation	Minority Recruiting	Total Part C	Part E
D-1 Criminal Justice Information System	-0-	-0-	\$332,189	-0-	\$ 88,761	\$157,060	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$1,031,500		\$ 1,629,510		
D-2 Developmental Research	-0-	-0-	151,808	-0-	-0-	-0-	-0-	-0-	-0-	-0-	23,502		175,310		
D-3 Criminal Law Reforms & Legislation	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	22,500		22,500		
D-4 Program Evaluation	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	200,000		200,000		
D-5 Consolidation of Services	-0-	-0-	117,401	-0-	71,667	92,388	-0-	-0-	-0-	-0-	-0-		281,456		
D-6 Operational Research	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-		-0-		
TOTAL	-0-	-0-	\$621,398	-0-	\$160,428	\$249,448	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$1,077,502	\$200,000	\$2,308,776		
E. IMPROVEMENT OF THE JUDICIAL PROCESS	Akron Summit RPU	Cincinnati Hamilton RPU	Cleveland Cuyahoga RPU	Columbus Franklin RPU	Dayton Montgomery RPU	Toledo Lucas RPU	APD I	APD II	APD III	APD IV	State	Evaluation	Minority Recruiting	Total Part C	Part E
E-1 Improvement of Prosecution	\$ 66,629	\$ 67,600	\$ 42,088	\$ -0-	\$ -0-	\$ 23,836	\$ 94,725	\$ 92,162	\$ 82,813	\$152,179	\$ -0-		\$ 622,032		
E-2 Courts Management	47,745	-0-	209,201	150,000	-0-	18,478	39,060	64,594	11,520	26,558	-0-		571,198		
E-3 Courts Personnel Training	-0-	-0-	-0-	-0-	-0-	13,858	-0-	-0-	-0-	-0-	233,999		267,857		

**FY 1976 AJD BUDGET (continued)**

	Akron Summit RPU	Cincinnati Hamilton RPU	Cleveland Cuyahoga RPU	Columbus Franklin RPU	Dayton Montgomery RPU	Toledo Lucas RPU	APD I	APD II	APD III	APD IV	State	Evaluation	Minority Recruiting	Total Part C	Part E
E-4 IMPROVEMENT OF THE JUDICIAL PROCESS															
E-4 Legal Defense	106,667	104,122	17,376	-0-	83,333	-0-	173,681	216,132	86,400	26,667	-0-			834,378	
E-5 Pre-trial and Pre-sentence Investigation	26,499	33,866	55,479	124,339	71,316	55,432	-0-	43,905	40,000	-0-	-0-			492,836	
E-6 Construction and Improvement of Court Facilities	-0-	-0-	-0-	-0-	-0-	-0-	-0-	1,800	-0-	-0-	-0-			1,800	
E-7 Court Community Relations	32,856	-0-	-0-	-0-	-0-	-0-	-0-	13,535	-0-	-0-	-0-			46,391	
TOTAL	\$280,396	\$205,588	\$344,144	\$274,339	\$154,649	\$111,604	\$307,466	\$434,128	\$720,733	\$209,446	\$253,999			\$2,796,492	
<b>F. ADULT CORRECTION &amp; REHABILITATION</b>	<b>Akron Summit RPU</b>	<b>Cincinnati Hamilton RPU</b>	<b>Cleveland Cuyahoga RPU</b>	<b>Columbus Franklin RPU</b>	<b>Dayton Montgomery RPU</b>	<b>Toledo Lucas RPU</b>	<b>APD I</b>	<b>APD II</b>	<b>APD III</b>	<b>APD IV</b>	<b>State</b>	<b>Evaluation</b>	<b>Minority Recruiting</b>	<b>Total Part C</b>	<b>Part E</b>
F-1 Recruiting	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ 9,608	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ 16,666			\$ 26,274	\$
F-2 Training	-0-	-0-	-0-	-0-	-0-	9,239	-0-	4,672	-0-	-0-	221,600			235,511	
F-3 Construction	-0-	-0-	-0-	-0-	73,265	-0-	-0-	1,340	-0-	72,500	-0-			147,105	
F-4 Corrections Planning & Management	-0-	-0-	28,444	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-			28,444	27,000
F-5 Institutional Treatment	16,080	34,000	141,484	28,053	85,882	116,963	71,300	15,200	-0-	-0-	621,070			1,130,032	200,000
F-6 Community Treatment	81,438	228,650	265,117	303,833	26,000	52,107	183,088	316,966	104,698	217,430	1,048,822			2,828,169	303,586
F-7 Offender Diagnosis & Classification	46,666	-0-	-0-	-0-	16,000	-0-	-0-	8,239	-0-	-0-	50,000			120,905	
TOTAL	\$144,184	\$262,650	\$435,045	\$31,896	\$201,147	\$187,917	254,388	346,417	104,698	289,950	1,958,158			\$4,516,440	\$530,586
<b>TOTAL PART C</b>	<b>\$961,775</b>	<b>\$1,591,408</b>	<b>\$2,680,494</b>	<b>\$1,486,848</b>	<b>\$1,146,034</b>	<b>\$951,503</b>	<b>\$1,474,123</b>	<b>\$2,364,547</b>	<b>\$1,263,826</b>	<b>\$1,435,192</b>	<b>\$219,250</b>	<b>\$200,000</b>	<b>\$100,000</b>	<b>\$20,877,000</b>	
<b>TOTAL PART E</b>															\$2,458,000

**FY 1976 PART E & SPECIAL INCENTIVE**

PART E	Akron Summit RPU	Cincinnati Hamilton RPU	Cleveland Cuyahoga RPU	Columbus Franklin RPU	Dayton Montgomery RPU	Toledo Lucas RPU	APD I	APD II	APD III	APD IV	State	Part E	Evaluation	Minority Recruiting
B-3 Narcotics and Dangerous Drugs	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$130,971	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ 130,971	\$ -0-	\$ -0-
B-4 Alcohol and Alcoholism	-0-	-0-	-0-	266,417	-0-	-0-	-0-	-0-	106,000	-0-	-0-	372,417	-0-	-0-
B-5 Diversion of Adult Offenders	-0-	-0-	-0-	-0-	-0-	30,000	-0-	-0-	-0-	-0-	-0-	30,000	-0-	-0-
C-2 Juvenile Delinquency Prevention	50,000	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	50,000	-0-	-0-
C-4 Juvenile Diversions	-0-	-0-	-0-	-0-	-0-	-0-	-0-	80,000	-0-	-0-	-0-	80,000	-0-	-0-
C-5 Community Treatment for Delinquent Youth	90,000	-0-	-0-	79,395	-0-	-0-	-0-	99,266	38,000	50,000	654,002	1,010,663	-0-	-0-
C-6 Construction and Improvement of Juvenile Facilities	-0-	-0-	-0-	-0-	-0-	-0-	174,618	-0-	-0-	-0-	-0-	174,618	-0-	-0-
C-7 Institutional Treatment for Delinquent Youth	-0-	-0-	-0-	-0-	-0-	-0-	40,000	-0-	-0-	-0-	38,745	78,745	-0-	+0-
F-4 Corrections Planning and Management	-0-	-0-	-0-	-0-	-0-	-0-	27,000	-0-	-0-	-0-	-0-	27,000	-0-	-0-
F-5 Institutional Treatment for Adult Offenders	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	200,000	200,000	-0-	-0-
F-6 Offender Diagnosis and Classification Services	40,000	-0-	-0-	-0-	-0-	-0-	-0-	100,000	-0-	-0-	163,586	303,586	-0-	-0-
TOTAL	\$180,000	\$ -0-	\$ -0-	\$345,812	\$130,971	\$30,000	\$241,618	\$279,266	\$144,000	\$50,000	\$1,056,333	\$2,458,000	\$ -0-	\$ -0-
SPECIAL INCENTIVE	Akron Summit RPU	Cincinnati Hamilton RPU	Cleveland Cuyahoga RPU	Columbus Franklin RPU	Dayton Montgomery RPU	Toledo Lucas RPU	APD I	APD II	APD III	APD IV	State	Part E	Evaluation	Minority Recruiting

Minority Recruiting														
A-1 Recruiting and Testing of Law Enforcement Personnel	\$ 30,126	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ 61,874	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ 92,000
A-2 Training of Law Enforcement Personnel	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	-0-	8,000	-0-	-0-	8,000
TOTAL	\$ 30,126	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ -0-	\$ 61,874	\$ -0-	\$ -0-	\$ 8,000	\$ -0-	\$ -0-	\$100,000
Evaluation														
V-4 Program Evaluation	\$ -0-	\$ 43,456	\$ 45,000	\$ -0-	\$ -0-	\$ -0-	\$ 22,050	\$ -0-	\$ 30,078	\$ -0-	\$ 59,416	\$ -0-	\$200,000	\$ -0-
TOTAL	\$ -0-	\$ 43,456	\$ 45,000	\$ -0-	\$ -0-	\$ -0-	\$ 22,050	\$ -0-	\$ 30,078	\$ -0-	\$ 59,416	\$ -0-	\$200,000	\$ -0-

## A. POLICE EFFECTIVENESS (LAW ENFORCEMENT)

This category encompasses all projects for upgrading law enforcement and improving detection and apprehension of criminals.

### MULTI-YEAR PRIORITY OBJECTIVES

1. Establish statewide minimum standards for the selection of police officers.
2. Assist police departments in obtaining specialized advanced training in critical subjects and assist police departments to obtain trained instructors.
3. Assist in the development of programs involving both the police and members of the public in identifying crime problems and in preventing crime.
4. Enhance police investigative capability by the development of crime laboratories and assist law enforcement agencies to develop a capacity to process crime scenes with trained and equipped technicians.
5. Assist in the implementation of validated bias-free testing procedures whereby law enforcement agencies may evaluate both potential recruits and applicants for promotion and assist in the implementation of the recommendations of the Ohio Radio Communications Plan.
6. Assist law enforcement agencies at all levels to:
  - . improve their administration,
  - . handle complaints and calls-for-service quickly,
  - . develop a planning capability,

- . utilize Community Service Officers,
  - . modify deployment procedures,
  - . exploit mechanical-electronic-photographic methods of storing and retrieving data,
  - . establish efficient and secure property systems,
  - . enhance their capability to photograph crime scenes,
  - . engage in regional law enforcement efforts against illegal narcotics traffic and organized crime.
7. Assist law enforcement agencies in conducting affirmative-action minority recruiting programs.
8. Assist law enforcement agencies to:
- . employ cadets as a reservoir of college trained applicants,
  - . upgrade law enforcement facilities to provide adequate space to carry out their responsibilities, and
  - . provide every police officer with ready access to legal advice on criminal law and police procedures.

STANDARDS ADOPTED BY OHIO CRIMINAL JUSTICE SUPERVISORY COMMISSION

1. Every police agency immediately should employ a formal process for the selection of qualified police applicants.
2. Every police agency should require all applicants for police officers positions to undergo thorough entry level physical and psychological examinations.
3. Law enforcement agencies should actively recruit qualified applicants when vacancies exist.
4. Recruitment should include college graduates.

5. Every police agency immediately should insure that it presents no artificial or arbitrary barriers to minority groups.
6. Every police agency immediately should insure that there exists no agency policy that discourages qualified women from seeking employment as sworn or civilian personnel or prevents them from realizing their full employment potential.
7. The Ohio Peace Officer Training Council, by 1975, should develop and enforce state minimum mandatory standards for the selection of police officers.
8. Civilian personnel should be assigned in every police agency to perform clerical tasks in order to free trained officers for professional crime prevention duties.
9. Larger agencies (75 employees) should have a flexible and highly mobile tactical force against special crime problems available.
10. Every police agency should participate with local planning agencies in community physical planning that affects the rate or nature of crime or fear of crime.
11. Every police agency immediately should establish programs that encourage members of the public to take an active role in preventing crime, that provide information leading to the arrest and conviction of criminal offenders, that facilitate the identification and recovery of stolen property and that increase liaison with private industry in security efforts.

#### A-1 RECRUITING AND TESTING OF LAW ENFORCEMENT PERSONNEL

##### NEEDS AND PROBLEMS

Most large law enforcement agencies in Ohio do not have the same proportion of minority employees on duty, as the proportion of minority citizens living in their service areas. Many agencies have been defendants in suits alleging some form of discrimination in the recruiting process, the testing procedures or the promotion criteria. The courts have generally held that the agency's lack of suitable minority

representation is de facto discrimination, and therefore, the judges have prescribed rules and procedures to be followed by the defendant agency in one or more of these recruiting-testing areas. Akron is the first large agency to obtain a favorable ruling about its new recruiting and testing procedures.

However, most large cities and many small communities have been plagued with financial crises brought about by inflation, workers demands for more wages and larger fringe benefits, the loss of tax revenue because of unemployment and the flight of the middle class citizens to the suburbs or the open countryside. Such agencies find it difficult to hire law enforcement personnel lost by normal attrition. Those fortunate agencies with both a need for additional personnel and the means to employ such new personnel have demonstrated that they can meet the stringent demands of the courts.

This problem can be alleviated by better technological transfer of recruiting and testing techniques which have been developed in various communities throughout the country. Ohio has given special attention to this problem by setting aside \$100,000 in special incentive funds to ascertain the reasons for failure of special minority recruiting programs and to attempt to learn the underlying reasons why minority representatives do not seek law enforcement careers.

The main difficulty in addressing the recruiting and selection problem is defining what a police officer does and what qualifications and skills are needed to perform police functions. Law enforcement has traditionally been engaged in functions and services which local political entities desire and are willing to finance. Many studies have indicated that a very small portion of a police officer's time is spent in activity directly related to the prevention of crime, the apprehension of offenders and the prosecution of defendants.

A large amount of the work of law enforcement agencies can and is, in some communities, carried out by other personnel than sworn officers. (Sworn officers are those who are empowered to make arrests of misdemeanors on sight, carry weapons and who have completed the basic mandatory recruit police training). Clerks, professionals from other fields and a whole spectrum of para-professionals can and do perform "police" functions in many departments.

Some of this problem lies with police administrators, who are loathe to see a reduction in their reservoir of trained-armed-sworn personnel, because of their fear of riots, civil

disasters and other catastrophes which might require large numbers of sworn officers. On the other hand, more enlightened administrators, who understand the nature of the budget crunch have welcomed "civilian" employees in their departments to meet the operational needs of one of the larger bureaucracies in local government.

To place this problem in focus, Ohio has adopted a police standard which recommends that the Ohio Peace Officers Training Council be empowered to develop and enforce minimum selection standards for all police officers in Ohio. Legislation has been introduced in the Ohio Legislature during the last two sessions, but has not been enacted at this time.

Legislation of this kind is needed to focus within a single state agency and the responsibility for the solution of some of the selection problems. A single state agency with such authority and responsibility would be able to achieve the objective of this program: "to identify and recruit those persons capable of dealing with crime effectively".

Cadet programs have been funded for a number of years to provide a pool of trained manpower from which law enforcement officers can be recruited. Most of the programs in Ohio are about four years old and no new cadet programs are being funded for FY 1976.

A discussion of the problems in this area appears in the Past Progress portion of this Plan under A-1. At the end of this discussion, an assumption was made that the present Ohio restrictions upon cadet programs make them less cost effective than other means of employing young intelligent people to perform the menial but essential tasks required by a law enforcement agency; therefore, most law enforcement agencies do not continue to support cadet programs when federal funding is reduced. The reduction of available LEEP funds has also seriously hurt the cadet-college student and consequently made it more difficult for sub-grantees and implementing agencies to recruit cadets.

LEAA funds must be made available to law enforcement agencies in such a manner and under such restrictions as to eliminate the supplanting of personnel with LEAA funds and at the same time encourage law enforcement agencies to take a more realistic look at their personnel-budget problems.

## PROGRAM OBJECTIVES

The objective of this program is to improve law enforcement by identifying and recruiting those persons capable of dealing with crime effectively. The methods proposed to accomplish this objective include the setting of minimum statewide standards for recruiting and testing and the elimination of cumbersome and unnecessary constraints which limit the personnel a department may hire.

## WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Minority recruiting programs were eligible for special incentive funding and four such programs will be awarded funds in the amount of \$92,000. Akron will continue validation of its entrance examination and will extend its efforts into promotional examinations to eliminate cultural bias. Lorain will embark upon a cadet program aimed at attracting minority persons under the age of 21 to work in the police department and make a personal commitment to a police career. This Lorain effort will be supported by a full-time recruitment officer who will actively seek out female, black or Spanish speaking applicants.

A fifth minority recruiting program will be continued in Cleveland by the Urban League to support the Law Enforcement Minority Manpower Project in its effort to improve the strained relations between many minority citizens and law enforcement agencies.

The Highway Patrol will employ a consultant to assist in the development of a job-task performance standard for individual evaluation making use of data already collected by the Highway Patrol's Diagnostic Forced-Choice Evaluation System used to identify potential supervisors and a current police validation project. In Lorain County the services of a trained psychologist will be supported to continue the psychological testing of all police applicants in Lorain County.

A total of \$208,581 will be awarded to continue eight cadet programs, which will supply a major source of trained personnel for future recruitment as police officers.

## FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

Part C

Minority Recruiting:

*Akron	\$12,396
*Akron	17,730
Cleveland	28,964
*Lorain	44,896
*Lorain	16,978

Selection/Validation:

Highway Patrol	19,800
Lorain County	15,556

Cadets/Aides:

Ashtabula (city)	2,759
Barberton	7,500
Cincinnati	46,600
Cleveland	51,621
Madison (township)	8,460
North Star COG	20,000
Oberlin	32,212
Xenia	<u>33,300</u>
Total	\$358,772

\*Special Incentive (no match)

BUDGET

	Part C	Special Incentive	Program Total
Federal	\$266,772	\$92,000	\$358,772
State, Local and Other	<u>29,641</u>	<u>-0-</u>	<u>29,641</u>
TOTAL	\$296,413	\$92,000	\$388,413
Percentage of Match	10%	0%	

## SPECIAL REQUIREMENTS

Projects designed to implement the establishment of statewide minimum standards for the selection of police officers may not be implemented by local applicants.

Cadet programs must meet the following criteria:

A cadet must have: the potential for employment as a regular police officer; be involved in program year round through work, training or school; have the opportunity to attend college (not at AJD expense) and must be employed in the nature of an apprentice, rather than purely clerical duties. The employing agency should be able to offer its cadets an opportunity to become an officer of the agency.

## MULTI-YEAR FORECAST AND BUDGET

### 1977

Provide for transfer of new minority recruiting techniques developed in previous projects.

Continue cadet programs at a reduced level.

Provide research and assistance to OPOTC to determine specific minimums for state standards for police officers.

Exploit OPOTC registration of new police recruits and attrition of police officers for planning purposes.

\$300,000

Part C

### 1978

Establish regional or statewide minority recruiting projects.

Discontinue cadet programs.

Establish statewide standards.

Provide technical assistance to agencies with personnel problems.

\$250,000

Part C

A-2 TRAINING OF LAW ENFORCEMENT PERSONNEL

NEEDS AND PROBLEMS

Nothing solicits agreement faster from local law enforcement officials and police officers than the statement that training is an ever present need at all levels of the law enforcement function.

Training has traditionally been an "in-house" function for police departments and large agencies have had varying degrees of success with their programs. Smaller agencies, with more limited resources, have had to contract for training and generally only for the minimum required pre-service exposure to the mandatory 240 hours of basic training required in Ohio. This has resulted in a disparity in the training level between departments, which has the effect of making law enforcement uneven between one jurisdiction and the next.

Primary factors causing the recurrent nature of the training problem are turnover of personnel and the growing sophistication of the technological aspect of the police profession. Attrition and retirement require that departments recruit, test and train new personnel on an annual basis, while technology poses a different problem, defined in human as well as mechanical terms. The changing role of the police officer in the community requires an increase of knowledge and skills in the area of human behavior. Mechanically, a police officer must keep up to date with the increasing sophistication of communications, computer, weapons, vehicles, etc.

A comprehensive training program, which would address all these problem areas would consume resources at a rate beyond which most police departments could not afford, often resulting in a "make do" approach to the problems.

There is a need for a training program which serves all the law enforcement agencies within a geographic political area to provide both comprehensive pre-service and in-service support. Such a program could amass the necessary supportive material to properly plan and execute specialized, as well as general, training to meet all law enforcement needs. It would decrease duplication of training efforts and could act as a clearinghouse for the dissemination of information not requiring a formal training session.

AJD cannot and does not supply funds for the mandatory basic pre-service training which must be supported by local jurisdictions. The Ohio Peace Officers Training Council has

certified thirty permanent police academies to provide this training in fourteen training districts throughout the State. Each training district is responsive to a sheriff and a police chief from the area who is responsible for determining needs of agencies in their area for pre-service recruit training. OPOTC will support this data collection with a new requirement that law enforcement agencies must inform OPOTC when police officers are initially employed or when they leave active police service.

Some of these academies also provide in-service training. In addition, OPOTC is constructing and equipping a State training facility near London, Ohio which will have the capability of providing in-service training for police officers from all over the State.

Several of the larger cities in Ohio have Criminal Justice Centers with a training facility component handling both pre-service and in-service training. One private university is certified as a police academy and several State universities and technical colleges provide in-service training with AJD support. Various police departments, sheriff's offices and even private security firms have been certified as temporary police academies.

Pre-service training can be provided at very little cost. The course can be based upon an inexpensive text published by a university and financial support is available from the State Department of Education if the training is offered in a secondary school. Training can be very expensive if it is conducted in facilities owned and maintained by law enforcement agencies manned by police personnel and fully equipped with equipment, training guides and educational aides. However, the greatest cost of training for a law enforcement agency is the salary of the student, who traditionally attends school on "company time". At present, OPOTC does not permit an individual who is not a "sworn" employee of a law enforcement agency to attend a certified police academy.

AJD is unable to meet the financial needs of all law enforcement agencies for in-service training, which should amount to one week (40 hours) per police officer annually. AJD does support criminal justice centers and State universities and provides a discretionary training fund which provides reimbursement for travel, lodging and tuition for police officers attending workshops and seminars. LEEP funds are also available for properly motivated police officers to acquire college training in subjects related to law enforcement.

## PROGRAM OBJECTIVE

The objective of this program area is to improve the ability of a law enforcement officer to deal with crime through in-service training.

## WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

The largest single commitment toward in-service training in 1976 will be to the Organized Crime Prevention Council in the amount of \$180,000 to enhance the capabilities of 244 officers throughout the state of Ohio to deal with organized crime and the associated management and intelligence problems.

Two criminal justice centers will be supported in regional training efforts in Cincinnati and Toledo. Cincinnati will offer special training in the use of computers and Toledo will offer courses for middle managers.

Five colleges or branches of State universities will receive a total of \$87,686 to provide advanced regional in-service police training.

Two local police agencies will receive small grants. The sheriff of Muskingum County will be enabled to train his deputies in criminal investigation and Tallmadge will serve as the focal training center for seven other agencies associated with Tallmadge in COM-NINE.

The Highway Patrol will be supported in its continuing effort to provide special training for all police officers of the State. One course will cover the investigation of auto theft and the other will be a practical course on a high velocity training course in pursuit driving.

Six separate grants will be made to the Attorney General's Office to support the new OPOTC managed State training facility in its start-up phase. OPOTC will receive \$8,000 of special incentive funds to run a week-long seminar for police administrators about the current legal aspects of minority recruiting.

The final grant will be made to the Ohio Association of Chiefs of Police as a discretionary training fund, which permits this non-profit agency to reimburse police employers for the costs of travel, lodging and tuition for numerous seminars and workshops on advanced police work, offered by various agencies in Ohio or nearby states.

There are other alternatives to the solution of the training problem.

1. If law enforcement is to achieve professional status, attention should be given to the possibility of requiring applicants for police officer to come to the agency with some level of education. An individual does not receive his professional training after employment as a lawyer, teacher, doctor, etc. Consideration should be given to permitting interested students to attend schools providing some of the mandatory basic training before they become sworn officers. This approach would also assist in recruiting personnel and simplifying the testing procedures since one of the predictors of satisfactory police performance is police academy achievement.
2. Incentives should be developed to increase the number of police officers who achieve educational training in formal programs. The greater portion of persons who have made use of LEEP for law enforcement education have been working police officers. But even with LEEP or college tuition reimbursement programs, very few departments have more than 10 percent of their personnel going to college or seeking technical training.

Going to school is hard work and if done on the student's own time off-duty, seriously interferes with his normal enjoyment of life. In many instances, there has been no adjustment of schedules of work or class, which permits the student to carry out his self improvement program. Many police agencies frown upon college educated police officers, primarily because they feel the police officer will leave the department when he has obtained his degree. A change in departmental attitude and work schedules should be a target of police administrators, who desire to improve the quality of their personnel.

3. All of the military services and some large police agencies have excellent correspondence courses for their personnel. In some instances, completion of prescribed courses is a prerequisite for promotion or special assignment. This concept should be more widely used by law enforcement agencies. Correspondence courses require a large initial investment for materials and tests and a continuing commitment of resources for administration, but if used by a large number of people have a low per-student cost. In addition, since study and class preparation can be done at any time, they do not present the scheduling problems inherent in formal classroom study.

FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

	Part C
Attorney General (OPOTC Training Facility)	
Advanced Training	\$90,000
Audio-visual equipment	7,006
Film Library	8,100
Library	9,000
Multi-purpose vehicle	5,850
Photography equipment	11,745
*Minority Recruiting Seminar	8,000
Clark Technical College	28,709
Highway Patrol	
Auto Larceny School	8,434
Response training	15,300
Lakeland Community College	10,000
Marion Brance OSU	8,977
Michael Owens Tech	9,239
Muskingum County	1,305
Ohio Association of Chiefs of Police	50,000
Organized Crime Prevention Council	180,000
Talmadge	3,000
Trumbull Branch KSU	<u>30,000</u>
Total	\$718,950

\*Special Incentive

BUDGET

	Part C		Program Total
Federal	\$710,950	\$ 8,000	\$718,950
State, Local and Other	<u>78,994</u>	<u>- 0 -</u>	<u>78,994</u>
TOTAL	\$789,944	\$ 8,000	\$797,834
Percentage of Match	10%	0%	

## SPECIAL REQUIREMENTS

AJD will not fund training in subjects included in the mandatory basic recruit training course, nor will it fund courses leading to a college degree.

Regional facilities will be used when available rather than developing local capabilities, and program may be run in conjunction with colleges and universities.

## MULTI-YEAR FORECAST AND BUDGET

1977

Continue support of the OPOTC Training Facility.

Support Highway Patrol in special training efforts in subjects in which they have special expertise.

Continue support of training efforts of Organized Crime Council.

Encourage other Criminal Justice Centers to embark upon regional training.

Encourage local agencies to provide training on regional basis in special subjects of regional interest.

Continue support of college and university police training efforts.

Encourage and support an agency in developing and managing correspondence course in law enforcement subjects.

\$800,000

Part C

1978

Continue support.

Continue and expand support.

Continue support.

Continue support and encouragement.

Continue support.

Continue at reduced level.

Expand this effort and increase support.

\$850,000

Part C

A-3 CONSTRUCTION AND IMPROVEMENT OF LAW ENFORCEMENT FACILITIES

NEEDS AND PROBLEMS

The services rendered and the clientele served by a law enforcement agency place extreme loads upon physical facilities. Communications, laboratories, computers, lockers, vehicles, weapons and evidence require specially constructed areas with all public utilities and combinations of ready access and high degrees of physical security. No law enforcement has totally satisfactory facilities for its present and/or future needs.

Construction costs are high and AJD funds are limited; therefore, construction grants have been limited to small segments of construction largely funded by local agencies or renovation which is essential to a new program or activity funded under another program.

PROGRAM OBJECTIVE

The objective of this program area is to upgrade police facilities so that law enforcement agencies may be better equipped to deal with crime.

WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Brown County will receive funds to renovate a room for interrogation of prisoners. Waverly will receive funds to remodel their communications center and record room.

FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

Part C

Brown County	\$ 2,023
Waverly	
Communications Center	1,242
Records Center	<u>1,400</u>
Total	\$ 4,665

### BUDGET

	Part C	Part E	Project Total
Federal	\$ 4,665	\$ -0-	\$ 4,665
State, Local and Other	<u>518</u>	<u>-0-</u>	<u>518</u>
TOTAL	\$ 5,183	\$ -0-	\$ 5,183
Percentage of Match	10%		

### SPECIAL REQUIREMENTS

Remodeling/renovation for which total cost is under \$5,000 will be considered for funding if the remodeling/renovation is an essential part of a larger project.

### MULTI-YEAR FORECAST AND BUDGET

1977	1978
Limited support of essential renovation related to new activities and programs funded under other categories, or part of larger project funded by local agency.	Continue limited support.
\$5,000	Part C
	\$10,000
	Part C

### A-4 MANPOWER UTILIZATION, PLANNING AND MANAGEMENT ASSISTANCE

#### NEEDS AND PROBLEMS

Due to the wide scope of activities which can be funded in this program area, it is desirable to discuss them in accordance with the LEAA Program Thrust Descriptors:

Acquire Human Resources. Manpower utilization has been construed as authority to employ and exploit Community Service Officers. Police departments find that such unsworn officers

are capable of providing a wide variety of "police" service to the community on the street, relieving sworn officers of these non-criminal/service activities and thereby permitting the sworn officers to devote more time to activities related to the "criminal" aspects of the police task. Despite the recognition of this problem of overwork in non-criminal/service activities and spasmodic use of this means of solving the problem, few police departments employ CSOs entirely with local funds.

Other Management Improvements. This program area encompasses improved deployment procedures and management studies of internal administration and practices and the present use of police resources. No police department has enough resources to perform all of its tasks and few agencies have demonstrated that additional resources have made much impact upon the rise in crime rates.

Too many large and medium sized police departments continue to deploy their resources evenly in time and space without consideration to the known variations in work load by time and place. LEAA, through NILES, has prepared a prescriptive package about Crime Analysis Units, as an essential element of planning for meaningful management, but these departments have not uniformly applied these management concepts and principles. Small departments, of which Ohio has a great many, are unable to cope with widely varying work loads.

Statistical Analysis. The Uniform Crime Report system, which has existed about forty years, is a standard means of collecting statistical data about crime, including modus-operandi. Many agencies do not collect such data. Radio dispatch data contains additional data about time, place, activity and general data about the variety of calls-for-service. Few agencies exploit this data for internal purposes. These agencies are not ready for crime analysis discussed above or planning.

Information Processing. The criminal justice system, especially the law enforcement element, collects a great deal of information about victims, offenders, delinquents, social problems and society in general. Police are overwhelmed by paperwork generated by their own activity, are often totally unaware of critical essential information from other elements of the criminal justice system, and other social systems. The breakdown in the information system is a major handicap for law enforcement efficiency.

In all of these program sub-areas there is a great need for a system approach. Police problems must be identified,

the magnitude and extent of these problems must be measured, programs must be developed to attack identified problems and priorities must be established for the commitment of resources.

Within this program area are the beginnings of practical police management, which extend beyond the futile attempt to answer all calls-for-service within some prescribed period of average seconds.

#### PROGRAM OBJECTIVE

The objective of this program area is to improve the capability of law enforcement agencies to handle crime by better utilizing police manpower, by developing a planning capability within law enforcement agencies and by application of technological resources.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Continued support will be given to the Stark County sheriff and the Toledo Police Department to develop an in-house planning capability.

The Office of Management and Budget of Dayton will continue employment of two management analysts who will support the administration in operation of a variety of projects in the City of Dayton, including MACSI (Multiple Agency Crime Specific Intervention).

The cities of Oberlin, Painesville and Streetsboro will employ a total of nine Community Service Officers, to provide a wide variety of non-criminal police services for these communities.

The village of Newcomerstown will be enabled to update its present record equipment with modern devices.

The Cuyahoga County Chief's Association will receive \$45,000 to assist the numerous law enforcement agencies in Cuyahoga County to coordinate their training, legal assistance and routine activities. Geauga County will use a countywide coordinator to provide information, research and implementation of joint activities. Lakeland Community College will operate a Justice Analysis Center in support of a formal organization of law enforcement agencies in Lake County.

### FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application.

	Part C
Cuyahoga County	\$ 40,224
Dayton	34,200
Geauga County	16,133
Lake County	10,000
Newcomerstown	2,611
Oberlin	26,000
Painesville	20,000
Stark County	23,257
Streetsboro	15,000
Toledo	<u>20,325</u>
 Total	 <u>\$ 207,750</u>

### BUDGET

	Part C	Part E	Program Total
Federal	\$ 207,750	\$ -0-	\$ 207,750
State, Local and Other	<u>23,083</u>	<u>-0-</u>	<u>23,083</u>
TOTAL	\$ 230,833	\$ -0-	\$ 230,833
 Percentage of Match	 10%		

### SPECIAL REQUIREMENTS

1. Local files should be developed to support local needs and the needs of the State Criminal Justice Information System (CJIS).
2. Local files should concentrate in support services which will not be covered by CJIS.
3. Requests for record keeping systems must be supported by a needs analysis expressed in factual quantitative statements proving the need.

4. All requests must be supported by procedural analysis that state quantitatively:
  - . numbers and types of records,
  - . number and types of files,
  - . number of transactions per day (accesses, retrievals and updates),
  - . what agencies receive data from files,
  - . quantity of storage required,
  - . personnel requirements of record facility,
  - . costs of personnel and storage, cost per access,
  - . retention periods for records, and
  - . comparison of present costs with projected costs of new system.
5. Plans for expected growth of facility.
6. Plans for centralized record-keeping facility.
7. Documentation of record retention.

Other restrictions apply to EDP or micro-film based record systems which apply to programs under D-1 to be discussed later. The special requirements cited above apply to manual systems in use in law enforcement, judicial systems and other agencies funded by AJD for records systems.

#### MULTI-YEAR FORECAST AND BUDGET

1977

Continue support of community service officers in three cities.

Encourage and increase support for Crime Analysis Units in large cities.

Continue support of development of in-house planning bureaus.

1978

Continue at reduced level.

Increase support.

Continue support.

Continue support of regional planning efforts. Continue support.

Encourage and support the use of technology to increase efficiency and save manpower. Continue support.

Encourage use of manpower allocation systems. Continue support.

\$250,000 Part C \$300,000 Part C

#### A-5 LEGAL ADVISORS

##### NEEDS AND PROBLEMS

Only thirteen pre-applications were received for FY 1976 grants for funding of Legal Advisors for Law Enforcement among a total of 1,082 pre-applications for all program categories. Although the funding directives were not restrictive, such as they were for A-3 Construction, it appears that this service has a relatively low priority among police agencies.

Of the eleven applications which were selected for grants, all were continuing programs from prior years and only two were awarded to law enforcement agencies; the others being awarded to prosecutor's offices or, in a single instance, to a court. It appears that such legal advisors are more likely to serve the interests of the prosecutor or the court, primarily in case preparation, evidence substantiation and the correction of investigative activities prohibited by law or judicial ruling.

The plans of Cincinnati/Hamilton, Cleveland/Cuyahoga and Toledo/Lucas RPUs stated that legal advisors were not a problem area. Columbus, which has a locally funded in-house police legal advisor, reported a need for legal advisors by the suburbs; Dayton indicated a need for legal research and assistance in formulating policy, while Akron/Summit reported the problem solved by three projects presently funded by AJD in this RPU.

Edwin D. Heath, Jr., Director of the Legal Liaison Division of the Dallas, Texas Police Department, in a paper presented to the 1974 IACP annual convention, after citing the well known comments of the 1967 Presidents Commission, the

American Bar Association's Standards Relating to the Urban Police Function and the NAC 1973 Report on Police said in part: .... "I want to discuss what a police legal advisor can do for you as a police administrator. Let me say, first, that no two legal units operate alike. Each one serves the particular needs of the police agency and administrator. However, their general duties can be categorized into the following general areas:

1. Serve as "house counsel" to the police administrator and his command and supervisory staff on departmental legal problems.
2. Assist in the training and education of departmental personnel in legal areas and subjects.
3. Assist in policy planning and formulation (general, special orders, SOPs, etc.).
4. Perform liaison services with the prosecutor's office and the courts.
5. Assist in preparing legislative enactments where appropriate.
6. Make case consultations where required in ongoing investigations."

There is a possibility that Ohio statutes and the related city charters imply that public attorneys must be a part of the prosecutor system. In any event, there has been no great demand, nor police administration high priority for legal advisors in the State of Ohio. This may be due to the lack of understanding of the "in-house counsel" concept cited above.

#### PROGRAM OBJECTIVE

The objective of this program is to insure that the requirements for enforcing the criminal law are properly carried out, by providing every law enforcement officer with legal assistance in every phase of law enforcement work.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

The police departments of Ashtabula and Springfield and the Sheriff's Department of Warren County will continue to receive the services of a legal advisor. The services in Springfield and Warren County involve a part-time attorney and a part-time secretary.

The area of the Akron/Summit County RPU municipal courts jurisdictions are served by three different legal advisor offices: Akron, Barberton and Cuyahoga Falls. These legal advisors have materially improved the quality of cases prepared by the law enforcement agencies in Summit County.

The legal advisor in Jefferson County is under the administrative control of the common pleas court. This advisor provides on-the-scene assistance for police investigators and provides seminars for the police agencies in his county.

The rest of the legal advisors are attached to the county prosecutor's offices in Athens County, Darke County, Geauga County and Preble County. These legal advisors will continue to provide legal advice to the officers in their respective counties.

All of the legal advisor projects are continuing projects.

#### FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

Part C	
Akron	\$38,730
Ashtabula	5,994
Athens County	11,500
Barberton	14,905
Cuyahoga Falls	10,000
Darke County	11,976
Geauga County	5,333
Jefferson County	12,300
Preble County	13,957
Springfield	2,754
Warren County	<u>10,207</u>
Total	\$137,656

#### BUDGET

	Part C	Part E	Program Total
Federal	\$137,656	\$ -0-	\$137,656
State, Local and Other	<u>15,295</u>	<u>-0-</u>	<u>15,295</u>
TOTAL	\$152,951	\$ -0-	\$152,951
State, Local and Other	10%		

## SPECIAL REQUIREMENTS

The Directives contain no special requirements for this program but do include a restriction under E-1 Improvement of Prosecution, which is pertinent:

Funding will not be available to hire assistant prosecutors because this is a normal local responsibility. The only exception will be innovative projects in which the assistant prosecutor will perform a new function which has not been tried before by the prosecutor's office.

## MULTI-YEAR FORECAST AND BUDGET

1977	1978
Continue support at reduced level.	Continue support at reduced level.
\$125,000	Part C

## A-6 SCIENCE AND LAW ENFORCEMENT

### NEEDS AND PROBLEMS

Police Standard 12.2 of the National Advisory Commission on Criminal Justice Standards and Goals says, "Every state by 1982 should establish a consolidated criminal laboratory system composed of local, regional or state facilities capable of providing the most advanced forensic services to police agencies." Standard 12.2 further sets forth goals based upon local, regional and centralized State laboratory requirements. The use of scientific investigation in Ohio is not new. Crime laboratories have long been established on the basis of local, regional and statewide needs. The crime laboratory in the Cleveland Police Department was founded in 1927, the one in the Toledo Police Department in the late 1930s, and basic criminalistics was practiced in the State Bureau of Criminal Identification and Investigation (BCI&I) in 1937. During the past six or seven years, laboratory examination of physical evidence has become increasingly important to law enforcement in Ohio. There has been a parallel growth in both caseloads and evidence items handled by crime laboratories, especially those cases involving the identification of narcotics and dangerous drugs. However, professional staff and facilities have barely kept pace.

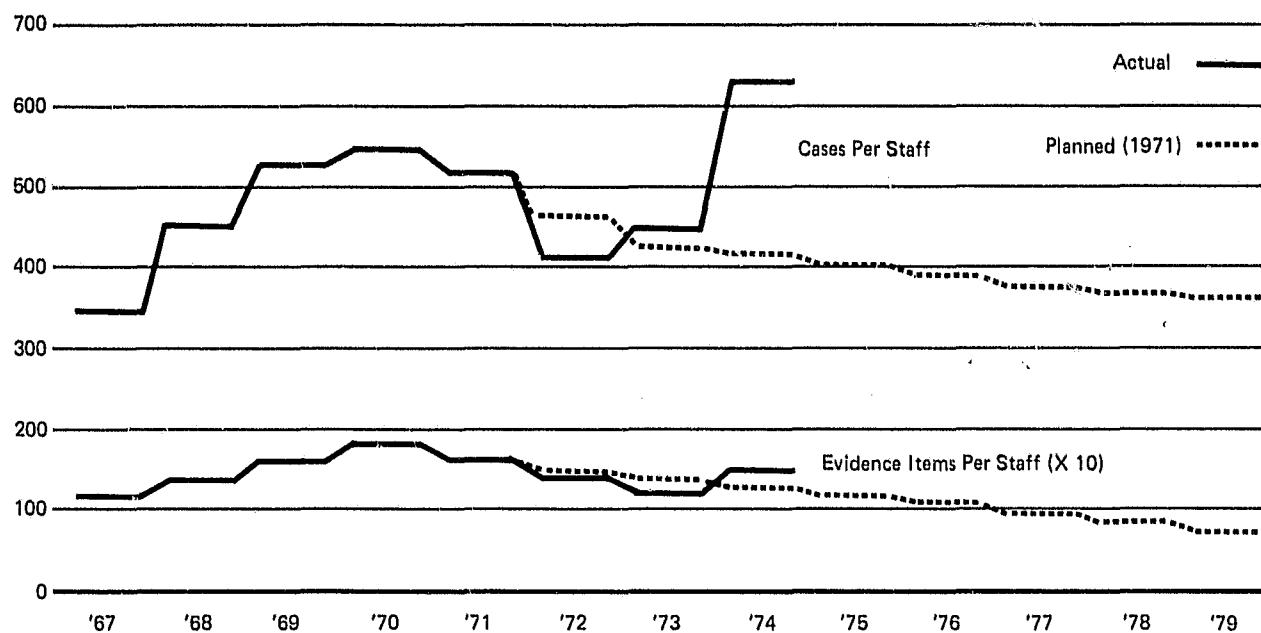
During the past eight years, the number of professional staff members in crime laboratories in Ohio has increased from 29 to 89, a growth of almost 300 percent. On the other hand, crime laboratory caseloads have increased from 10,000 to 55,195, an increase of 550 percent. The full service crime laboratories in Ohio during the year 1974 were handling cases at the rate of 1,565 cases per staff member. This is four to five times the caseload per staff considered for optimum operation. (See Figure D-1.) When police investigators find that their physical evidence is being quickly examined, and examined in depth, they develop a tendency to increase the quantity of evidence submitted to crime laboratories.

Depending on the types of evidence being handled, it is estimated that one criminalist may handle an optimum caseload of 300 to 400 cases per year involving 900 to 1,000 evidence items. While document examiners and drug dosage analysts may handle a larger number of evidence items, staff members working in such fields as firearms identification, hairs and fibers or other microscopic comparisons, may not be able to handle nearly this large a caseload. Because of the distances involved with receiving and returning evidence and the requirement to travel to and from court hearings, the BCI&I crime labs, OSHP and the arson lab, serving on a statewide basis, cannot handle as many cases or as many evidence items per staff member as may be handled at local or even regional laboratories. On the basis of ever-increasing caseloads and evidence items handled from 1967 through 1974, on the basis of professional staff members available during that same period of time, projected staff needs for the next several years may be determined. (See Figure D-2.)

In the past, estimated needs for crime laboratory services have usually been calculated on the basis of types and numbers of index crimes. However, another opinion holds that well-trained and experienced police officers with confidence in the ability of their crime laboratories generate criminalistic caseloads and evidence items. This gives rise to the cases per officer (CPO) concept. Previous studies by AJD staff indicate that where minimum criminalistic services are available, a crime lab receives about three cases per officer; where adequate criminalistic services are available, they receive about four cases per officer; where outstanding criminalistic services are available they receive about five cases per officer. From an estimated twenty thousand full-time officers in Ohio, it may then be determined that crime laboratories in the future should be geared to handle 60,000 to 100,000 cases

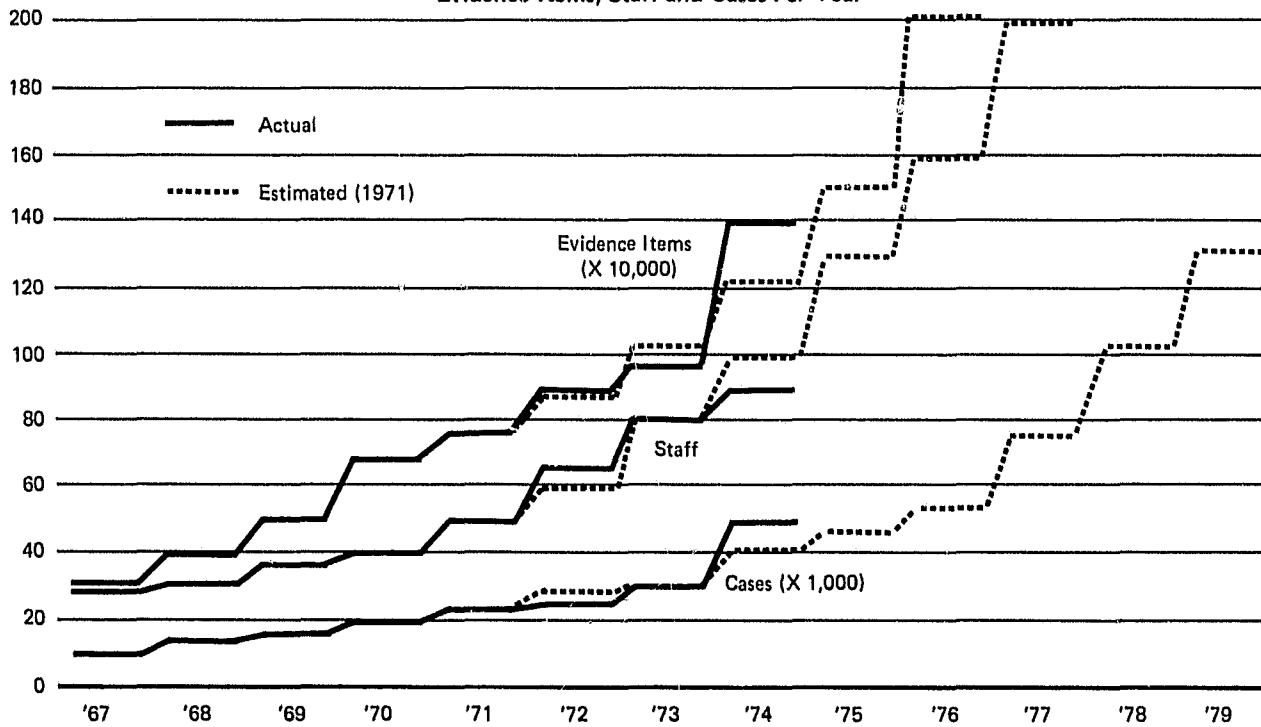
**FIGURE D-1**

**Ohio Crime Laboratories**  
**Cases Per Staff and Evidence Items Per Staff**



**FIGURE D-2**

**Ohio Crime Laboratories**  
**Evidence Items, Staff and Cases Per Year**



per year, generating 180,000 to 400,000 evidence items. Figure D-3 shows the anticipated crime laboratories in Ohio and areas of coverage. Besides handling the usual routine caseload, however, it is estimated that 10 percent of total staff time should be devoted to research and the reporting of research findings.

While AJD's support to the central BCI&I laboratory may be stepped down, continued support for regional crime labs and decentralization of BCI&I crime labs will be required to meet the needs mandated by increasing demands for services and the inability of local units of government to give adequate support to crime laboratories. As shown earlier, actual caseloads in Ohio crime laboratories have exceeded expectations. On the other hand, the number of professional laboratory staff members in 1975 is lower than predicted.

Expertise in criminalistics and evidence technology in Ohio, as throughout the nation, has been developed by on-the-job training or by raiding other existing crime laboratories, neither of which is an adequate long-range solution to the shortage of such highly specialized personnel. While the policy of the Ohio Criminal Justice Supervisory Commission prohibits the funding of college courses or studies of law enforcement problems or curriculum development, which have the effect of establishing a new department in a college or university, it is permissible for a college or university to establish an operating crime laboratory with sufficient caseloads and evidence items so that the facilities may also be used for training criminalists or evidence technicians or both.

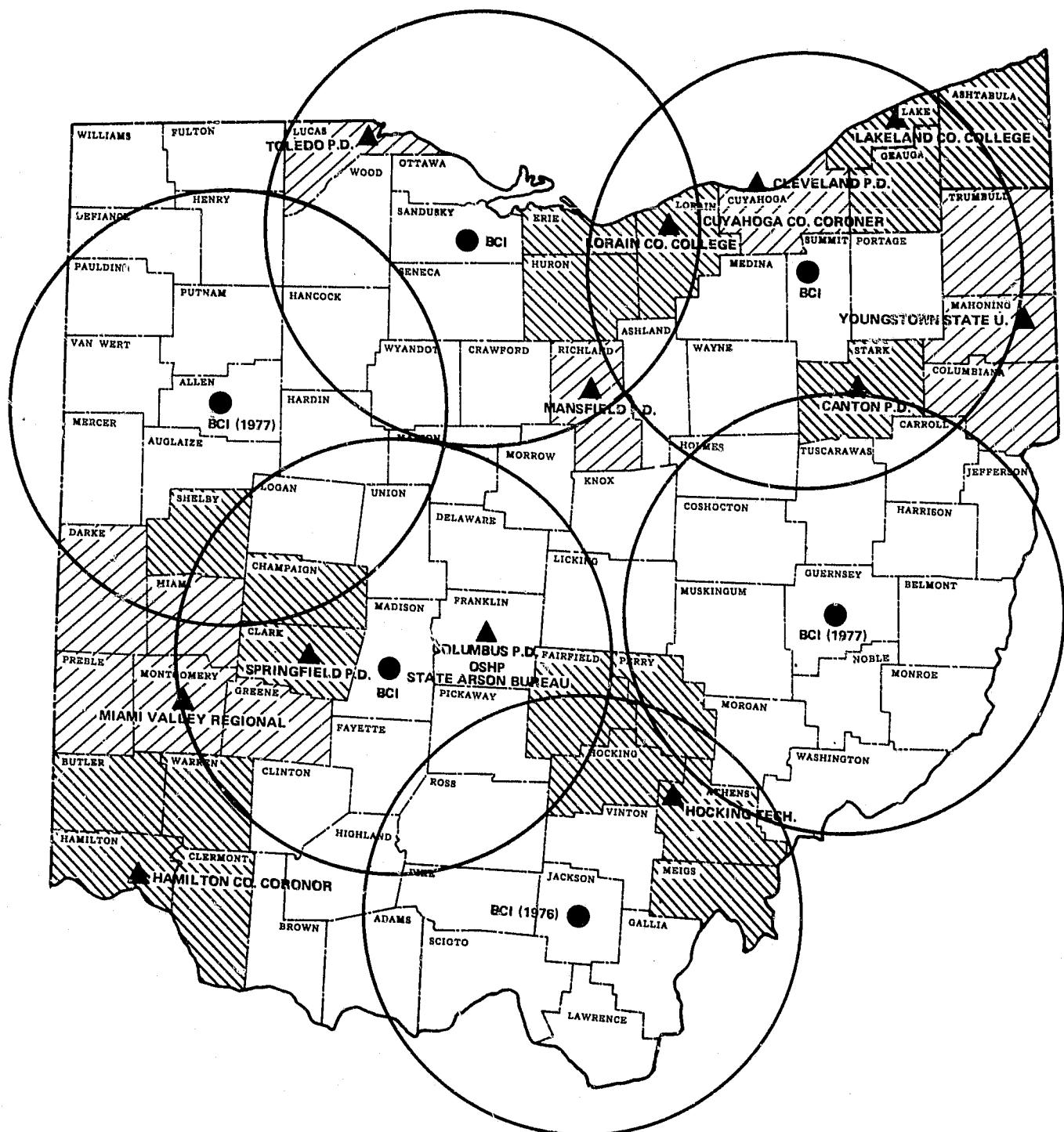
The dual problems of growing caseloads and inadequate training of criminalists and evidence technicians can be addressed in part through the continued support of operating laboratories which have a teaching component associated with them. Such projects have been planned and are beginning to take shape in Lakeland Community College, Lorain Community College, Youngstown State University and Hocking Technical College.

In order to obtain maximum information from physical evidence, it must not only be detected but also properly collected and preserved before presentation to the crime laboratory. Police investigators are often too busy interviewing possible witnesses to have sufficient time to properly collect and preserve physical evidence.

NAC Standard 12.1 recognizes the need for evidence technicians. "Every state and every police agency should acknowledge the importance of efficient identification, collection, and preservation of physical evidence; its accurate and speedy analysis; and its proper presentation

FIGURE D-3

Anticipated Crime Laboratories in Ohio and Areas of Coverage



▲ Local/Regional Crime Laboratories

● Bureau of Criminal Identification & Investigation

in criminal court proceedings. These are essential to professional criminal investigation, increased clearance of criminal cases, and ultimately, the reduction of crime. Every agency should insure the deployment of specially trained personnel to gather physical evidence 24 hours a day."

In Ohio, several communities have approached this problem through the use of mobile crime laboratories and evidence technicians and have found them useful. In 1974, and again in 1975, there were a number of requests for assistance with the funding of mobile collection vans and evidence technicians. It is anticipated that the need for mobile laboratories and trained evidence technicians will continue to increase in the next few years, meaning a greater need for photo laboratories, latent fingerprint identification and more meaningful analysis of physical evidence.

#### PROGRAM OBJECTIVE

The objective of this program is to improve crime scene processing through improved collection, identification, preservation, and examination of physical evidence.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Crime Scene Equipment: Evidence Technicians. While it is neither possible nor desirable to take the crime laboratory to the crime scene, it is necessary to have properly trained and properly equipped evidence technicians present at crime scenes to identify, collect, and preserve evidence, so that maximum value may be obtained from the physical evidence collected. Two agencies anticipate funding for the purchase of crime scene investigation equipment and personnel. This equipment will be available on a multi-jurisdictional basis.

Crime Laboratories. Crime laboratories and criminalistic training projects will be funded subject to special conditions. The purchase of scientific equipment, supplies and professional staff support is anticipated in three State crime laboratories and six regional crime laboratories. Statewide crime laboratory services are offered by the BCI&I laboratories at London and at two satellite laboratories at Richfield and Fremont. Anticipated 1976 projects include continued support of the BCI&I laboratories with the establishment of an east-central laboratory at Cambridge. The goal is to eventually make criminalistic services available on a statewide basis.

The Property System. On the basis of NAC Standard 12.3, a new subsection was added to this category covering security of evidence and property. One project will address itself to the

support of sufficient and secure property system. Every subgrantee should insure that the property system includes a sufficient amount of space and facilities for efficient storage of property and records, easy access by agency personnel and by the public without lessening security or subjecting property to contamination. Storage facilities should be provided for perishable property and an area that provides an extra measure of security for the storage of narcotics and firearms.

Polygraph Instrumentation and Training. Two agencies will receive funds for polygraph instrumentation and training. Both agencies will use the equipment and the training personnel on an areawide basis. No polygraph project will be funded, however, unless the subgrantee can show that the present polygraph caseload involves more than 50 subjects per year.

Crime Scene and Identification Photographs. Projects which support crime scene and identification photography will be funded. Equipment may consist of standard cameras or video tape depending on local photo developing facilities, and expertise to make prints, slides or movies. Ten crime scene and identification photography projects will be funded in 1975.

#### FY 1976 ANTICIPATED SUBGRANTS

##### Part C

Lima	\$25,000
Portsmouth	18,694
Canton	17,100
EDATA (Youngstown State U.)	94,500
Lorain County	40,000
Springfield	49,500
Lake County	41,851
Attorney General (BCI&I - East Central)	115,000
Attorney General (BCI&I - Central Lab)	100,000
Attorney General (BCI&I - Northeast)	65,666
Toledo	46,194
Ross County	990
City of Ashtabula	5,912
Marion County	7,308
Springfield	18,979
Streetsboro	1,066
Hubbard	2,858

Continued

Austintown Township	7,374
Brookfield Township	3,610
Martins Ferry	2,592
Brown County	3,098
South Amherst	1,350
Portsmouth	6,121
<u>City of Ashtabula</u>	<u>8,959</u>
Total	\$683,722

BUDGET

	Part C	Part E	Program Total
Federal	\$683,722	\$ -0-	\$683,722
State, Local and Other	<u>75,968</u>	<u>-0-</u>	<u>75,968</u>
TOTAL	\$759,690	\$ -0-	\$759,690
Percentage of Match	10%		

SPECIAL REQUIREMENTS

1. The need for evidence technicians/crime scene investigators, crime labs, property systems, polygraph services or photographic services must be justified by the applicant.
2. If trained personnel are not already employed, part of any project in this program category must include an initial training component.
3. Civilian personnel should be used regularly so that sworn personnel may be more appropriately deployed.
4. Funding for crime scene evidence gathering personnel will not go to single departments unless the department employs 75 or more full-time sworn personnel.
5. Every employee responsible for the completion of scientific analyses or testing shall hold at least an earned baccalaureate degree in chemistry, criminalistics, biology or one of the closely related physical sciences.

6. Single jurisdictional crime laboratories will be considered for funding only if they have the ability to provide analytical results within 24 hours and meet at least one of the following criteria:
  - an evidence item load of at least 1,000 routine items per year (e.g., drug dosage analyses, blood or urine analyses, etc.)
  - a caseload of at least 300 cases per year.
7. No polygraph project will be funded unless the subgrantee can show that the present polygraph caseload involves more than 50 subjects per year. A second polygraph operator for any one department will not be funded unless it can be shown that the present caseload is 250 or more subjects per year. In addition, subgrantees receiving AJD funds should agree to make polygraph services available to other public law enforcement agencies, upon request by those agencies.
8. Every subgrantee should insure that the property system includes a sufficient amount of space and facilities for efficient storage of property and records, easy access by agency personnel and by the public without lessening security or subjecting property to contamination, storage facilities for perishable property and an area that provides an extra measure of security for the storage of narcotics and firearms.

#### MULTI-YEAR FORECAST AND BUDGET

1977

Continue support of a consolidated crime laboratory system composed of local, regional, and state facilities capable of providing the most advanced forensic science services to all police agencies in the state.

Continue support of regional crime labs with teaching components for training evidence technicians.

Continue support of crime scene/evidence technician projects.

1978

With an ever-increasing caseload and volume of evidence items, encourage the continued expansion of crime labs.

Continue support of regional crime labs especially those with the training or research components.

Continue support of secure property systems.

Continue support of criminalist and evidence technicians with training and equipment. Encourage the development of secure property systems within law enforcement systems.

Provide polygraph instruments and training of polygraph operators.

Encourage projects which support crime scene evidence and identification photographs.

\$1,000,000

Part C

Continue development and support of technicians, mobile crime labs, crime scene and evidence photography.

\$1,000,000

Part C

#### A-7 COMMUNICATIONS

##### NEEDS AND PROBLEMS

As in practically all other states, police communications in Ohio developed without any plan or organization regarding the distribution of available frequencies and dispatching points. In 1971, almost two thirds of the police and sheriff's agencies in Ohio were operating on low frequencies relating to 39.58 MHz or VHF frequencies of 155.61 MHz or 155.13 MHz. During the early years of the block grant in Ohio, many applications were submitted, simply to replace old and unreliable radio equipment. However, without a state-wide design and frequency plan, additional funding of new and more efficient radio equipment simply added to the existing channel congestion and interference problems.

Since the situation involved radios in mixed bands within a number of counties, technical problems existed with regard to providing coordinated field communications. While many of these problems have been attacked, some still remain to be solved.

A majority of the law enforcement agencies in Ohio are relatively small in terms of manpower and vehicular resources. There is a requirement to provide a coordinated communications capabilities to ensure that smaller agencies do not find themselves isolated from the rest of the police community. Agencies too small to maintain a full-time communications

center are encouraged to arrange for that service to be provided by a nearby full-time communications center of a neighboring public service agency. Hence, there is a need for interagency coordination of communications, especially between the many small agencies involved as they relate to the larger police agencies.

Ohio is served by almost 60 separate telephone companies. Several competing companies, within one law enforcement service area, causes a problem in providing a single, area-wide, police emergency number. Because of the age and design of some telephone equipment, toll-free calls cannot always be made between adjacent exchanges, even within the same county. Jurisdictional boundaries do not coincide with telephone exchange boundaries. Ease of access to the police by a citizen via telephone is an important requirement of a total police mobile radio district. While not presently possible in all locations, system design should be compatible with the use of a single area-wide emergency telephone number such as "911".

The design tool for implementing the requirements of the "Ohio Plan for Improving the Effectiveness of Police Communications", is the concept of the Mobile Radio District (MRD). The implementation of this design requires mulit-channel radio equipment and sharing of available channels within the police frequency spectrum. The Ohio Plan has been accepted by the FCC as the working document for Ohio. Since the Ohio Plan requires the redistribution of police agencies across the available police frequencies in the radio spectrum, more lightly loaded channels will be experienced by most agencies. Some agencies, heretofore using a "private" frequency, will find that they are sharing their frequency with other local police agencies. Area-wide and even state-wide car-to-car communications will be available on established simplex channels. Centralized dispatching centers are desirable.

Most of the 200 frequency changes, frequency coordinations, and relicensing necessary for implementation of the Ohio Plan, have been made. As these frequency changes are made, most local agencies will find that a more equitable distribution across the available police frequencies will reduce channel congestion and interference.

The Ohio Plan assumes that coordinated MRD requirements are a realistic approach to communications needs. Thirty counties remain to be coordinated. Eight of these counties presently have operational county-wide networks which may not be in accordance with the Ohio design and frequency plan. Fifteen counties indicate little local desire to participate in a coordinated communication system. Fifteen have a serious problem in obtaining local matching funds.

During the implementation of the Ohio Plan, AJD has assured local law enforcement agencies that if, after implementing the basic plan, design deficiencies are found to exist, technical assistance will be available in order to develop a workable and a viable communication system.

Besides the sixteen counties in southeastern Ohio where little coordination has occurred, major implementation and some technical assistance is still needed in the high crime areas in Cuyahoga, Franklin, Montgomery, and Hamilton Counties. Greater than normal anticipated growth in field forces is continuing to present a need for additional police radio communication equipment. With this in mind, it is anticipated that \$2,000,000 per year will still be needed for the next three to four years to complete the "Ohio Plan for Improving the Effectiveness of Police Communications."

Because of the ever-increasing costs of governmental services, increasing use of centralized dispatching services is anticipated. AJD encourages law enforcement agencies to organize into logical groupings that can coordinate communications services in an area-wide dispatching center. Agencies too small to maintain a full-time communications center should immediately arrange for that service to be provided by the nearest full-time communications center of a neighboring public safety agency operated at the next highest political subdivision in the State. A high priority of AJD resources is planned and allocated to facilities proposing such centralized coordination. In most cases, centralized dispatching exhibits a more efficient use of available police frequencies with little or no noticeable increase on the overall operational costs.

#### PROGRAM OBJECTIVE

The objectives of this program are: (1) to replace old and unreliable radio equipment; (2) to increase interagency coordination; (3) to reduce channel congestion and interface; (4) to improve citizen access to patrol forces; (5) to improve patrol access to other information resources; (6) to increase manhours on patrol; (7) to reduce response time; and (8) to increase clearance rates and thus to reduce crime rates.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Progress toward achieving the objectives of this program will be made over a multi-year period through the implementation of the Ohio Plan. Having begun this effort in 1971, implementation will continue in 1976 and subsequent years. The Ohio Plan is based upon the grouping of logically associated police agencies into mobile radio districts (MRDs).

Communications resources are then designed and frequencies allocated to increase interagency coordination and to reduce channel congestion. Some projects in this program seek to improve citizen access to patrol forces and reduction of response time by increasing a police department's ability to communicate both with the citizen complainant and with it's own field forces.

Because of limited resources, funding priority is based upon the establishment or completion of MRDs as outlined in the "Ohio Plan". While the larger police agencies may be expected to have their own working channels, sharing a working channel by neighboring small agencies is basic to the Plan. Centralized dispatching is highly desirable in terms of good law enforcement practice and economy. Within limits, the Plan may be modified without effecting the integrity of the overall Plan and technical assistance is available for this service.

During the next four or five years, it is anticipated that Ohio will implement a state-wide, coordinated communications system, including local operating frequencies, MRD frequencies, state-wide frequencies, and data-information frequencies.

The range in types and sizes of communications project subgrants vary considerably. In some cases, major purchases of equipment are necessary. In other cases, only minor amounts of new radio equipment needs to be purchased with multiplication of existing equipment. In still other cases, minor conversions, such as crystal changes and retuning, are all that is necessary. In any case, the need and justification of the project must be clearly established upon submission of a formal grant application by each prospective applicant, in accordance with priorities established and special conditions of the Criminal Justice Supervisory Commission. In 1976, 31 subgrants are anticipated.

#### FY 1976 ANTICIPATED SUBGRANTS

##### Part C

Hamilton	\$15,245
Orrville	7,852
Streetsboro	3,556
Youngstown	29,504
Trumbull County	20,371
Fulton County	16,667
Ashtabula County	6,750
Cleveland	312,858

Continued

Columbus	297,198
Carroll County	42,110
Carroll County	3,500
Van Wert County	34,000
North Star COG	45,000
Springfield Township	2,700
Village of Wilkesville	2,200
East Liverpool	6,089
Grandview Heights	32,625
Village of Darbydale	4,680
Village of Obetz	4,645
Hamilton County	23,550
Village of North Bend	7,200
Village of Addyston	7,200
Village of Marshalville	2,369
Cincinnati	107,070
City of Upper Arlington	14,616
City of Whitehall	17,550
Columbus	<u>27,454</u>

Total \$1,094,559

#### BUDGET

	Part C	Part E	Program Total
Federal	\$1,094,559	\$ -0-	\$1,094,559
State, Local and Other	<u>121,616</u>	<u>-0-</u>	<u>121,616</u>
TOTAL	\$1,216,175	\$ -0-	\$1,216,175
Percentage of Match	10%		

#### SPECIAL REQUIREMENTS

In order to implement the long range goals of the "Ohio Plan", the following conditions will be placed on all radio communications equipment:

1. All mobile radios will have at least a four frequency capacity.
2. All portable radios will have at least a two frequency capacity. Where portable units are used in place of mobile units, four frequency capacity is required.

3. All mobile, portable and base station radios will be equipped with tone coded squelch (TCS) on local operating frequencies.
4. If frequency changes are required, the subgrantee must submit with the grant application, a completed copy of the "Request for Frequency Coordination" (PS 4-B-FCC) indicating frequencies applied for and frequencies to be deleted. The subgrantee must acquire licensing on frequencies set forth in the "Ohio Plan" prior to the purchase of any equipment.
5. AJD encourages competition. Specifications shall not be restrictive. After the specifications for radios or components become available to bidders, but before bid submission, a joint bidder's meeting will be held by the subgrantee with the vendor's representatives to determine that the proposed specifications are not illegally restrictive.
6. Generic names for radio equipment (such as "tone coded squelch") must be used in all grant applications and in all bidding specifications. Trade names and/or parts numbers may be cause for rejection.
7. AJD encourages law enforcement agencies to organize into logical grouping that would coordinate services in an areawide dispatching center. Agencies too small to maintain a full-time communications center should immediately arrange for that service to be provided by the nearest full-time communication center of a neighboring public safety agency operated by the next highest political subdivision in the state. A high priority of AJD resources is planned and allocated to facilities proposing such centralized coordination. Requests for base station radio equipment will be considered for funding only when it is shown that the following criteria are met:
  - The requesting department provides full-time around-the-clock, police services -- a minimum of one man on patrol and one dispatcher on duty at all times (ten full-time persons).
  - The base station is compatible with recommendations in the "Ohio Plan".
  - The power, antenna and propagation pattern is consistent with good radio engineering practice. If complaints of interference are received, the subgrantee must agree to alter the power, antenna and/or propagation pattern so as to eliminate the interference complaint.

- The subgrantee must submit with the grant application a completed copy of the "Request for Frequency Coordination" (PS 4-B-FCC) indicating the frequencies applied for and the frequencies to be deleted. Application should be in process for FCC licensing on the proper frequency.
- Base stations and remote controls may not be installed in private homes.
- The need and justification for the equipment must be clearly established in the pre-application.
- For departments dispatching fewer than 15 mobiles, a console will not be considered unless that console is the core of an area-wide dispatching center and is the only dispatching center in the net control or MRD. If there are more than 15 mobiles in the system, a console must be well justified, preferably including centralized dispatching and data/information services. In any case, the need and justification for a console must be clearly established in the pre-application.

#### MULTI-YEAR FORECAST AND BUDGET

1977

Continue implementation of the Ohio Plan but at reduced funding. Most MRDs will be substantially completed. Small pockets will remain to be funded for inter-agency coordination.

Improve citizen access to police.

Improve efficiency through encouraging centralized dispatching.

Begin to pick up funding of innovative accessories to allow more efficient use of police communication systems.

1978

Continue implementation of the Ohio Plan.

Increase inter-agency coordination.

Improve citizen access to police.

Reduce response time.

Continue to encourage centralized dispatching.

Improve patrol access to other sources of criminal information (CJIS).

Continue to pick up funding of innovative accessories for more efficient use of police communication systems.

\$2,000,000      Part C      \$2,000,000      Part C

#### A-8 SPECIAL PREVENTION AND ENFORCEMENT

##### NEEDS AND PROBLEMS

Organized Crime. The new Ohio Criminal Code, section 2923.04 Engaging in Organized Crime states:

"C. as used in this section, "criminal syndicate" means five or more persons collaborating to promote or engage in any of the following on a continuing basis:

1. Extortion or coercion.....
2. Compelling or promoting prostitution, or procuring.....
3. Any theft offense.....
4. Any gambling offense.....
5. Illegal trafficking in drugs of abuse, in intoxicating or spirituous liquor, or in deadly weapons or dangerous ordinance.....
6. Lending at usurious interest, and enforcing repayment by illegal means;
7. Any offense, for the purpose of gain.

D. A criminal syndicate retains its character as such even though one or more of its members does not know the identity of one or more other members and even though its membership changes from time to time."

At present, the relatively low profile, non-violent character of organized crime in Ohio is being largely overlooked. The impression is being accepted that only the much publicized families of the La Cosa Nostra (LCN) of the east coast are causing serious damage. However, when the raid was made on the meeting at Appalachia, N.Y., it was discovered

**CONTINUED**

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that the last known meeting of a similar type took place in the Hollenden Hotel, in Cleveland, Ohio in 1937 and some of the older members of the family attended both meetings. Northern Ohio over the years since prohibition days has exported talent all over the United States -- Hollywood, Las Vegas, Miami and other places -- where such talented people could make a living.

Karl Koch, Acting Director of the Ohio Organized Crime Prevention Council, states that there are presently at least three criminal syndicates operating in Ohio:

Gambling. Numbers rackets ("numbers", policy, bug or bolito), pools and lottery type gambling is estimated to provide organized crime a profit of about \$42 million a year. In the Cleveland metropolitan area alone, the numbers players spend \$26 million annually. Interstate gambling operations were uncovered by Internal Revenue Service investigations, which found one two-week operation collecting \$300,000 and another operation collecting \$700,000 monthly.

Sports and Horse Betting. Federal enforcement agents have uncovered and prosecuted in Ohio:

	Defendants	Annual Gross Income
1970	15	\$8,500,000
1971	14	7,800,000
1971-1973	108 (in 11 separate cases)	

Evidence presented in these cases indicated connections between the major urban centers in Ohio with such places as New Orleans, Las Vegas, Pittsburgh, St. Louis, New York and Miami.

Casino and Coin Machines. This type of gambling is of less serious nature in Ohio than the rackets described above. Small casino and coin machine activities are located in semi-rural areas where they are less conspicuous. They also float from place to place making it impossible to give exact locations. This type of gambling has been declining over the past 25 years.

BCI&I has identified 140 organized crime members and associates who are known to be directly involved in gambling activities throughout the state. There are, without doubt, thousands of others of lesser importance, who make their living from gambling. Together they form a criminal industry which grosses millions of dollars yearly in Ohio.

A great majority of gambling offenses are handled as misdemeanors or never reach prosecution. From 1966 to 1973 a total of 182 gambling offenses were tried as felonies by the Common Pleas Courts in Ohio. Only 131 were found guilty and only 11 were sentenced to jail terms. In the period between 1968 through 1974, 267 persons were indicted for federal gambling offenses, of whom 223 were found guilty. The total jail sentence for the 223 guilty persons amounted to 21 years, of which 18.8 years were suspended, therefore the average defendant spent less than four days in jail.

In another instance, in the 1970 bookmaking case, evidence showed that the 15 defendants grossed \$3.5 million annually. None of the defendants were sentenced to jail, but the total fine levied of \$86,000 only represents nine days of the annual gross of the operation. Law enforcement officers, who have spent countless hours upon gambling investigations do not look upon this kind of punishment favorably.

Narcotics and Dangerous Drugs. The importing, wholeselling or manufacturing of narcotics, marijuana and synthetic drugs are too complex and expensive for anyone other than a highly organized and well financed syndicate to control. Narcotics and drugs enter Ohio from Canada, Mexico and costal cities. From Cleveland, Columbus, Toledo and Cincinnati they are distributed to the other urban and suburban areas of the state. Cocaine, which has gained popularity in the past decade, come through Miami from South America. Marijuana and hashish use has extended to most rural areas of Ohio, and is the most widely abused substance other than alcohol. While thousands of persons are involved in the street distribution of marijuana, organized crime is the importer of bulk supplies from Mexico, Africa and the Near East.

Herion and Cocaine. These drugs are the major hard drug problem in Ohio. The six methadone maintenance centers in 1971 have grown to 25 in 1974. The proven addict population in Ohio is about 3,500. Therefore, it is estimated that the herion addicts probably number 9,000 to 13,000 in the state.

Multiplication of the number of addicts and the daily costs of their habit, is used to estimate the value of drugs used illegally. This estimate amounts to more than \$200 million annually in Ohio. Records of legal drugs indicate that state-wide pharmacy thefts have increased ten-fold and now total \$24.1 million per year.

Loansharking. In 1974, the Organized Crime Prevention Council conducted a random telephone survey of nearly 1,000 persons statewide. This survey indicated that loansharking is a substantial problem in the four major urban sectors within

the survey area. Ohio's laws on loansharking are weak, and the routine threats and coercion used in the business also prevents witnesses from testifying. Available information comes mainly from federal investigations such as IRS who report that loansharking is conducted with small loan companies as a front.

Organized Thefts and Fencing. Thefts of cargo in transit are nearly always organized crimes since it requires an organization to dispose of a large amount of stolen goods in a short time. Highjacking does not appear to be a large scale problem in Ohio since the American Trucking Association reported 184 cargo thefts to only 16 highjackings in a three month period.

Auto thefts increased from 1965 to 1971, but are decreasing at present due to changes in locking systems and the concerted efforts of law enforcement backed up by computer records. But more cars are stolen by rings, which alter the vehicle for sale, or break them up into saleable parts. The percent of cars recovered is slowly decreasing, adult arrest rates for auto theft are increasing, while those of juveniles are decreasing. The claims against insurance companies are increasing in number and dollar value in connection with stolen vehicles. It is apparent that auto theft is committed more frequently for profit.

Burglary and Pilferage. Crimes against property are the bulk of crimes committed in Ohio as they are elsewhere. Burglary and shoplifting is often the work of organized rings. The average loss from shoplifting has increased to \$28 in 1973. Store officials estimate 1973 Ohio shoplifting losses at \$488 million.

Fencing. Convictions for fencing were 2.4 percent of all convictions in 1967, but rose to 4.6 percent in 1972. It is estimated that a large portion of stolen property is handled by professional fences, who make money with small risks.

Excise Tax Evasion. Illicit sales of liquor and cigarettes are made to avoid excise taxes. There is no estimate of loss to Ohio on contraband liquor, but the Ohio Department of Taxation estimates that illicit sales of cigarettes deny Ohio \$30 million in revenue annually. The Department's Inspection Unit, made 196 investigations in 1974, 97 arrests and confiscated 192,496 packages of cigarettes, which the state sold for \$29,326. Audits resulting from confiscated records resulted in assessments of \$213,101. Illicit cigarettes are imported from low tax southern states, in a highly organized and efficient operation.

Business Related Crime. Arson. The State Arson Bureau received 900 requests for investigation in 1973, as compared to 625 in 1971. Insurance experts estimate that arson has increased from 1,000 in 1964 to 13,000 in 1971. Arson losses for Ohio in 1972 are estimated at \$70 million. Arson is the fastest growing property crime in the state and is used by organized crime as a weapon, fraud, business take-over and labor disputes.

Fraud. "Scam" or bankruptcy is the major organized crime fraud activity, but no major bankruptcy cases have been made in Ohio since the mid 1960s. It appears that organized crime will use computer fraud as a new criminal tool.

Income Tax Evasion. The Cleveland Strike Force, 1968-1974 indicated 24 organized crime associates for tax evasion.

Labor Practices Violation. The Cleveland Strike Force, in eight cases, indicted 20 defendants (1970-1971) for violations ranging from extortion to misappropriation of union funds. Ohio's million union workers are a prime target for organized crime infiltration and manipulation of union funds.

Business Infiltration. Federal law enforcement agencies are aware of 203 known organized crime associates who own or share in the ownership of businesses. Organized crime is involved in other businesses than bars and small shops. In Ohio, organized crime appears to be concentrating on the vending and wholesale business, whose large cash turnover provides a means of "laundering" illegal profits. Retail shops and hotels can offer illegal services, while finance, real estate and insurance offices provide a means for "moving" cash between legal and illegal enterprises.

Both law enforcement personnel and the general public need to be more aware of the impact of organized crime upon their lives, and the criminal justice system must commit more of its resources to alleviate these problems.

#### PROGRAM OBJECTIVES

To prevent and/or combat such activities as illegal narcotics traffic and organized crime, which requires regional efforts to control.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

The primary effort in this program area will be the operation of ten Multiple Enforcement Groups (MEGs) to combat various aspects of the illegal narcotics traffic. Each of these MEGs are serving more than one jurisdiction and embrace undercover investigation, intelligence operations as well as other law enforcement techniques. The City of Ashtabula, with \$3,240 in AJD funds, will embark upon a K-9 Narco-Drugs Division using dogs trained to recognize drugs by smell.

Jefferson County will operate a county drug identification bureau which will provide rapid identification of confiscated drugs along with expert testimony.

With the exception of the K-9 project, all of these programs are continuing projects which have demonstrated their usefulness by confiscating an average total of \$4.5 million worth of illegal drugs a year.

This program area is now beginning to support MEG units which address multi-jurisdictional crimes other than narcotics, such as burglary and receiving stolen property. Miami County will spend \$41,156 to continue such a multi-county investigative unit. Cleveland will continue special efforts to strike against the organized crime involvement in auto theft. A new investigative multi-jurisdictional unit has been established in Licking County to serve the felony needs of three counties. Richland and Tuscarawas counties will also initiate this general type of MEG investigative unit.

Organized Crime. The Attorney General's Narcotic Unit at BCI&I will continue its statewide support of local drug enforcement, and the Intelligence Coordinating Unit will insure the free flow of intelligence between law enforcement agencies.

The City of Dayton will operate an in-house organized crime unit enabling Dayton to educate its citizens about organized crime, attack organized crimes' local activities, and provide working liaison with other law enforcement agencies.

The Organized Crime Prevention Council will receive \$37,500 as its final support in evaluating enforcement versus organized crime, tabulating crimes versus indictments and maintaining coordination between law enforcement agencies of the state.

#### FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

##### Part C

Allen County	\$75,000
Ashtabula (city)	3,240
BCI&I	62,000
BCI&I	66,270
BCI&I	76,666
Belmont-Jefferson Counties	26,389

Continued

Part C

Cincinnati	\$80,000
Cleveland	82,800
Dayton	50,886
Jefferson County	10,000
Licking County	45,000
Lorain County	20,000
Miami County	41,156
North Star COG	90,000
Ohio Organized Crime Prevention Council	37,500
Richland County	50,000
Toledo	26,600
Tuscarawas County	83,000
Wayne County	<u>85,000</u>
Total	\$1,035,809

BUDGET

	Part C	Part E	Program Total
Federal	\$1,022,490	\$ -0-	\$1,022,490
State, Local and Other	<u>113,609</u>	<u>-0-</u>	<u>113,609</u>
TOTAL	\$1,136,098	\$ -0-	\$1,136,098
Percentage of Match	10%		

SPECIAL REQUIREMENTS

Helicopter purchase, training and/or maintenance will not be funded, nor will funding be made for the purchase or maintenance of fixed-wing aircraft, lighter-than-air craft, airport security or training of personnel for such.

## MULTI-YEAR FORECAST AND BUDGET

1977

Continue support of ten regional drug enforcement units.

Continue support of BCI&I drug enforcement and organized crime units.

Support three general crime units.

Continue support of auto theft unit in the RPUs.

Support intelligence coordination unit.

\$1,300,000      Part C

1978

Encourage new units, to cover the state.

Continue support.

Increase number and support of units.

Continue support.

Discontinue support.

\$1,300,000      Part C

## B. PREVENTION, DIVERSION AND COMMUNITY RELATIONS

The five programs in this category encompass a variety of preventive ideas and concepts. Their purpose is to focus more attention upon prevention techniques and the role of the public in prevention. Included also are programs with a long-range impact upon crime reduction, such as diversion programs and programs which seek to build better relationships between the public and the criminal justice system.

### MULTI-YEAR PRIORITY OBJECTIVES

1. Develop uniform policies, procedures and implementation techniques for diversion projects.
2. Develop a coordinated system of treatment alternatives such as vocational, educational and counseling services, for adult offenders diverted from the criminal justice system.
3. Educate the public as to how they can assist the criminal justice system in preventing crime.
4. Assist law enforcement agencies in reducing the fear of street crime in specific high-crime target areas.
5. Conduct research on the relationship of the use of alcohol and drugs to crime.
6. Utilize the conflict management approach to prevent civil disorder and control potentially disruptive situations.

### STANDARDS ADOPTED BY OHIO CRIMINAL JUSTICE SUPERVISORY COMMISSION

See Category A. POLICE EFFECITVENESS, for adopted Ohio Standards pertaining to Police-Community Relations.

Two Ohio Standards pertaining to Adult Diversion are set forth below verbatim, as they appeared in the current Ohio's Directives on Criminal Justice Planning and Project Development, FY 1976, because they were strictly applied to all Adult Diversion programs funded in 1976.

General Policies for Diversion Systems.

1. All diversion policies must be written and made public.
2. All diversion policies must be developed jointly by representatives of law enforcement, the prosecutor's office and courts. This must be done to insure uniform procedures and cooperation (see Standard 2).
3. In all cases where an individual is eligible for diversion, a written report is to be made and filed with the prosecutor's office, regardless of whether the individual is finally rejected or accepted for diversion. A copy of that report must be provided to the accused and the accused's counsel. In addition, copies may be provided to agencies which may be involved in developing treatment programs with the accused. All parties concerned should take care to ensure the privacy of the diversion reports.
4. The process of diversion cannot be used to coerce a guilty plea from the accused, even though there is a reasonable assumption of guilt. To protect this standard, the accused cannot be required to enter any formal plea to the charge made against him as a condition for participation in a diversion program. Also, participation in a diversion program cannot be used in subsequent proceedings relative to that charge as evidence of an admission of guilt.
5. Diversion is not a negotiation process, as in plea bargaining. The accused either accepts or rejects diversion. The role of the accused's counsel is to be a facilitator and to insure the protection of the accused's rights.
6. Each individual who is charged must be provided with a sheet of facts about the diversion process.
7. The diversion process may be initiated by:
  - . the accused and/or counsel for the accused in the form of a written formal request for diversion to the prosecutor;

- . the prosecutor;
  - . an amicus curiae who could have the option to review a case (particularly where counsel is appointed by the court) to determine eligibility for diversion;
  - . the chief of the local law enforcement agency.
8. In order to expedite the diversion process, the appropriate authority must take immediate steps to gather all information required by the prosecutor in order that he may be able to make the diversion decision as soon as possible.
  9. There must always be a diversion agreement developed before diversion occurs. This agreement should include the terms of diversion, the length of diversion terms, and a section stating the period of time after which the prosecutor will either move to nolle the charge or seek a conviction. This agreement must be signed by the accused and his counsel, and filed in the prosecutor's office with a copy going to the accused and one to his counsel.

#### General Criteria for Diversion.

In appropriate cases, the accused should be diverted before a formal decision is made relative to the case.

1. Such diversion is appropriate where:

- . There is substantial likelihood that justice will be served and the community will be safe, if the individual is diverted; or
- . it is determined that the needs of the accused can better be met outside the criminal justice system and community resources are available to meet these needs; or
- . any points under ORC 2929.12 are present:
  - (1) The offense neither caused nor threatened serious physical harm to persons or property, or the offender did not contemplate that it would do so;

- (2) the offense was the result of circumstances unlikely to recur;
  - (3) the victim of the offense induced or facilitated it;
  - (4) there are substantial grounds tending to excuse or justify the offense, though failing to establish a defense;
  - (5) the offender acted under strong provocation;
  - (6) the offender has no history of prior delinquency or criminal activity, or has led a law-abiding life for a substantial time before commission of the present offense; or
  - (7) the offender is likely to respond quickly to correctional or rehabilitative treatment.
2. An individual should not be considered for a diversion program if:
- the individual has been known to be unresponsive to previous diversionary programs; or
  - the individual is a "Dangerous Offender", defined in ORC 2929.01 as:

".....a person who has committed an offense, whose history, character and condition reveal a substantial risk that he will be a danger to others, and whose conduct has been characterized by a pattern of repetitive, compulsive, or aggressive behavior with heedless indifference to the consequences. 'Dangerous offender' includes, without limitation, psychopathic offender as defined in Section 2947.24 of the Revised Code."

#### B-1 SPECIAL SECURITY PROGRAMS FOR HIGH CRIME AREAS

##### NEEDS AND PROBLEMS

The Directives stipulate that target areas for projects in this program area should be those faced with an exceptionally

high rate of crimes against persons and crimes against property. Therefore, the planning of, and implementation of such special security programs must be predicated by information processing and statistical analysis which were discussed at length under Program A-4, Manpower Utilization, Planning and Management Assistance.

Only six applications were received for funding of projects in this program area, and four of these applications were for an included activity, Neighborhood Assistance Officers. Only one application was received for a specific high crime area activity.

The problem appears to be that law enforcement agencies have failed to identify specific problems, occurring at specific places at specific times, which might be susceptible to some kind of police activity or the employment of some kind of device or technology which would prevent crime and/or expedite the identification and apprehension of criminals.

The Directives define a Neighborhood Assistance Officer Project/Community Service Officer Project (NAO): The concept is to involve the community in assisting law enforcement agencies in the prevention of crime. The central component of an NAO project is the hiring of community residents to assist the local law enforcement agency in (1) community patrol; (2) minor crisis intervention; (3) traffic and crowd control; and (4) relieving law enforcement officers of non-police duties.

Four of the applications received in this area were for NAO projects; therefore, it is presumed that some law enforcement administrators consider NAOs to be an activity resource for combating crime. Three of the RPUs/high crime areas expressed concern over general high crime area security, specifically mentioning residential burglary, the problems of the elderly, and general high crime areas.

#### PROGRAM OBJECTIVE

The objective of this program is to reduce crime in high-crime target areas.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

The City of Dayton will continue use of 120 NAOs who will patrol approximately 80,000 miles in their own personal vehicles, and also engage in non-intervention surveillance. The Cities of

Maumee and Sylvania will employ Community Assistance Officers, unpaid volunteers, to handle tasks not requiring the presence of sworn police officers.

The City of Akron will deploy ten sworn patrolmen at times in places identified from computerized police data as high crime areas. This force will prevent crime by visible patrol, and enhance the probability of apprehension by a reduction in response time to serious crime complaints.

#### FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application.

	Part C
Akron	\$100,000
Dayton	40,308
Maumee	9,239
Sylvania	<u>9,239</u>
 Total	 <u>\$158,786</u>

#### BUDGET

	Part C	Part E	Program Total
Federal	\$158,786	\$ -0-	\$158,786
State, Local and Other	<u>17,642</u>	<u>-0-</u>	<u>17,642</u>
TOTAL	\$176,428	\$ -0-	\$176,428
Percentage of Match	10%		

#### SPECIAL REQUIREMENTS

1. The composition of the NAOs will reflect the composition of the neighborhood to which they are assigned.
2. Provisions must be made to train the NAOs.

3. Private security forces will not be funded.
4. NAOs will not be permitted to carry firearms.
5. NAOs will not be used for undercover investigative purposes.
6. NAOs will not be permitted to be commissioned law enforcement officers.

#### MULTI-YEAR FORECAST AND BUDGET

1977	1978
Continue support of current NAO projects.	Continue support.
Continue support of crime specific programs and encourage the development of additional crime specific programs from data obtained by crime analysis units.	Increase support.
\$200,000	Part C

#### B-2 COMMUNITY/HUMAN RELATIONS AND CRIME PREVENTION

##### NEEDS AND PROBLEMS

In contrast to Program B-1 with only six applicants, B-2 program applicants numbered 38, of which 25 were approved in the amount of \$668,251. Sixteen of the approved applications involved using AJD funds to hire one or more persons to man and operate a Crime Prevention Bureau, or a Community Relations Bureau, or engage in an educational program using police officers as teachers. That is to say, sixteen B-2 projects have provided additional police personnel for a specific task performed by a law enforcement agency.

As discussed in the Past Progress section, a study revealed that most Community Relations programs were actually Community Service Bureaus, and the bureaus examined provided a wide variety of services to the general community, rather than focusing upon a previously identified target.

The identification of a specific target appears to be a problem. Akron/Summit RPU reported that police efforts were hampered by the lack of a working relationship with some segments of society. Cincinnati/Hamilton RPU indicated that the lack of public awareness of crime and its problem was a major difficulty. Dayton/Montgomery RPU stated a similar concern, reporting that potential victims needed information about methods now available to reduce their susceptibility to crime. Cleveland/Cuyahoga RPU feels that services should be provided to persons having a fear of crime. Toledo/Lucas RPU views improvement of communications between the police and the community an excellent objective, while Columbus/Franklin RPU feels that law enforcement personnel need more training in conflict management.

All of these comments spring from an administrative realization of the fact that community support and cooperation is essential to the success of a police department's effort to protect the community. In some areas crime prevention programs are directed at students, on the theory that adults have gone past the point where education and propaganda will have any effect upon their behavior or attitude. In other communities emphasis is given to the education of householders and/or members of the business community, who are susceptible to burglary, shoplifting and bad checks.

Dependent upon the target group selected, the educational effort is directed toward either general awareness of the criminal justice system, or at specific measures which will reduce the incidence of specific types of crimes suffered by householders, or businessmen. In some instances, the education is directed at teachers, either to equip them to teach students or to recognize the signs of delinquency, especially the use of drugs. This program area embraces a variety of attempts to embark upon some new activity beyond the routine police operations to stem the rising tide of crime.

In every instance, the projects attempt to include an approach that will touch every known means of influencing the public and involving them in the essential task of assisting the police and the criminal justice system in delivering security of persons and property.

#### PROGRAM OBJECTIVE

The major objective of this program area is to enhance the communication between the public and the criminal justice system, to facilitate cooperative crime prevention and to reduce the possibility of civil disorders and violent crimes.

## WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Liberty and Colerain Townships will employ officers who are responsible for both prevention and investigation of larceny, burglary and auto theft. These officers are familiar with the nature and extent of these crimes and are able to make specific recommendations for the prevention of crime, including the use of property marking, window stickers and premise inspections. They are also better able to investigate those crimes which are committed because of lack of citizen awareness of preventive measures and because of their familiarity with criminal modus operandi in their communities.

Cincinnati and Summit County have mounted programs to assist victims of crimes; Cincinnati concentrating upon victims of rape, while Summit County deals with all violent crimes. In both instances, private agencies are dealing with victims or potential victims. In Summit County the YMCA and in Warren, the Urban League, engage in efforts to reach segments of the community where direct police activity in crime prevention has little credibility. Cuyahoga County, through a special county agency working with senior citizens, has a broad service and support program for senior citizens living in public housing. The agencies provide counseling and attempt to alleviate the fears of the elderly.

In Hamilton County, support will be given to the County Police Association to continue a Public Service Program on local TV. Also, in Hamilton County, the University of Cincinnati is supported in a program which trains teachers and provides them with material for teaching students of all ages about "Law and the Community".

Bexley will provide special training in conflict management for the members of its department and the neighboring communities of Gahanna and Reynoldsburg. Dayton has a large project which coordinates specific activities in several communities.

The remaining fifteen projects funded under this program will be broad scope crime prevention/crime education programs ranging from elective courses in high schools to community relation presentations to small and large groups throughout the community, whether a single city or an entire county. These projects are enumerated in the FY 1976 Anticipated Subgrants.

## FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

### Part C

#### Crime Prevention Bureaus:

Blue Ash	\$13,950
Colerain Township	12,200
Delaware	14,600
Lima	5,000
Mt. Vernon	5,000
Newark	7,000
Springfield	30,000
Steubenville	20,000
Wooster	7,800

#### Education:

Ashtabula (city)	6,825
Ashtabula (city)	5,909
Bexley	51,261
COG (Cincinnati)	38,000
Hamilton (city)	44,100

#### County Bureaus:

Hamilton	3,650
Jackson	16,000
Marion	10,500
Pickaway	13,042
Richland	15,000

#### Research:

MVRP (Dayton)	182,259
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#### Victim Assistance:

Cincinnati	21,800
Summit COG	35,000

#### Crime Specific:

Cuyahoga County	61,678
Liberty Township	15,825

Continued

Community Based:

Summit COG (YMCA)	\$35,000
Warren (Urban League)	<u>40,357</u>
Total	\$711,756

BUDGET

	Part C	Part E	Program Total
Federal	\$711,756	\$ -0-	\$711,756
State, Local and Other	<u>79,083</u>	<u>-0-</u>	<u>79,083</u>
TOTAL	\$790,839	\$	\$790,839
Percentage of Match	10%		

SPECIAL REQUIREMENTS

1. All new crime prevention projects must have a staff training component. Part of this component will be attendance at the Crime Prevention Institute, located at the University of Louisville, or a program of its equivalence.
2. Public relations projects will not be funded.
3. Profit making organizations will not be considered for funding.
4. For projects initiated in FY 1976, crime prevention education and community relations projects will be limited to a maximum of two years funding.
5. The purchase of films will not be funded. Film rental is encouraged.

## MULTI-YEAR FORECAST AND BUDGET

1977

Continue and expand crime specific programs.

Continue and expand victim assistance programs.

Continue programs addressing identified target groups, such as senior citizens, alienated youths.

Continue conflict management training programs.

Continue general crime prevention efforts at reduced level.

\$700,000

Part C

1978

Continue support.

Continue support.

Continue support.

Continue support.

Continue at reduced level.

\$750,000

Part C

### B-3 NARCOTICS AND DANGEROUS DRUGS

#### NEEDS AND PROBLEMS

A comprehensive state-wide study of the drug abuse incidence in Ohio indicated the following:

1. Almost one-third of Ohio's 14 to 64 year-old population has used an illicit drug or has improperly used a prescription type drug.
2. Prescription barbiturates or tranquilizers are fairly obtainable without a prescription by about one of every five users of these drugs, approximately 430,000 Ohioans. Better than one of every three users of amphetamines or antidepressants has obtained them without a prescription.
3. Marijuana is by far the most widely used illicit drug in Ohio. Better than one in five persons in the 14 to 64 age group (about 1,400,000 Ohioans) has used marijuana.

4. The use of illicit drugs (including the use of marijuana, hallucinogens, cocaine, or herion) is most prominent among 14 to 17 year olds.
5. Poly drug use is on the increase in Ohio. The most prevalent regular combinations are alcohol and marijuana, alcohol and barbiturates, alcohol and amphetamines.

A coordinated attack of the drug problem is needed by law enforcement, courts, corrections, schools and community service agencies.

With the increasing drug problem, there appears to be a related increase in some crimes. If these crimes could be identified and if it could be determined that they are related to the illicit use of drugs, it might lead to a method for the reduction of crime through the control of illicit drug use.

In dealing with persons charged with drug related crimes, the courts have a relative lack of options when determining possible sentences. Basically, persons convicted of drug related crimes can be imprisoned, fined, or granted probation. Incarceration is often counter-productive in that drugs are often readily obtainable in correctional facilities. Fines have limited deterrence and little rehabilitative effect. Probation has a drawback because of the inaccessibility of drug treatment programs and the limited accountability of probationers to their probation officers. It is often difficult for persons convicted of drug related crimes to obtain employment.

Since the drug abuse problem is primarily a problem of young persons, there is a need for more manpower, experienced with the problems of youth, to deal with the many facets of court initiated drug treatment coordination. There is a need for more probation officers, better trained in recognizing drug problems, monitoring probationers with a drug problem and supportive and family counseling.

Ohio, as well as the nation, has become a victim of a widespread epidemic of drug abuse. This problem of drug abuse has resulted in increasing crime rates, decreasing respect for law and has put a heavy burden on the taxpayer for additional law enforcement.

The efforts of law enforcement agencies, whether they be police, courts, or corrections, should be supplemented with comprehensive efforts toward the prevention of drug abuse.

The drug problem is symptomatic of a much broader societal problem. In order to deal effectively with the drug problem, we need to analyze the causes of certain types of drug related behavior and provide drug-free alternatives.

#### PROGRAM OBJECTIVE

The objective of this program is to reduce drug abuse and related crime.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Seven projects are expected to be funded in the programmatic area of narcotics and dangerous drugs. Four relate to treatment and rehabilitation. One of these in the Ohio Department of Mental Health and Mental Retardation has related to it two research components: An evaluation of the effectiveness of presently used treatment/rehabilitation programs and introduction of specialized diagnostic and treatment programs designed to broaden the range of services offered drug dependent persons. Two projects have prevention objectives and one is a training and education project.

#### FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory grant application:

	Part C	Part E
Clark County	\$37,200	
Stark County	3,267	
Warren County	40,000	
Springfield	17,000	
Scioto County	26,000	
Ohio Department of Mental Health and Mental Retardation	129,200	
Cincinnati RPU	57,800	
Montgomery County	<hr/>	<u>\$130,971</u>
Total	\$310,467	\$130,971

## BUDGET

	Part C	Part E	Program Total
Federal	\$310,467	\$130,971	\$441,438
State, Local and Other	<u>34,495</u>	<u>14,552</u>	<u>49,047</u>
TOTAL	\$344,962	\$145,523	\$490,485
Percentage of Match	10%	10%	

## SPECIAL REQUIREMENTS

1. All drug abuse applications must be accompanied by:
  - a sign-off letter from the local community mental health board and
  - a letter of support from the local components of the criminal justice system with which the project intends to be working.
2. The Bureau of Drug Abuse, as Ohio's single state agency for drug abuse, will receive from AJD copies of all drug abuse applications. Upon receipt of the approved applications, BuDA will have ninety days to make their recommendations for approval or disapproval of the grant application.
3. No more than 7.5% of the state agency and APD portions of Ohio's Part C grant will be used to fund drug abuse and alcoholism treatment and rehabilitation programs. This percentage restriction does not apply to RPU plans nor Part E funds.
4. The grant applicant will need to provide the following data as a minimum:
  - The number of drug related deaths and a comparison with the previous year.
  - The number of drug related arrests and the number of drug related cases on the court's docket as a percent of the total cases on the docket.

- . Data from hospitals, local community health board, doctors, or other health sources which might indicate the nature and scope of the drug problem.
  - . An estimate of the drug problem from local criminal justice authorities.
5. In addition, continuation projects will need to provide the following data:
- . An update of the data required of new projects.
  - . Exact data on the number of clients served and the type of treatment the client received.
  - . Source of referred clients, i.e., police, courts, probation, social service agencies, walk-ins, etc.
  - . Statistics showing arrest and court records of clients (in the aggregate) prior to entering the project, during participation in the project, and after termination of treatment and/or rehabilitation.
  - . Disposition and present status of clients served.

#### MULTI-YEAR FORECAST AND BUDGET

1977

Continue support of treatment and rehabilitation projects, especially those with a research component.

Continue support of prevention projects.

\$350,000  
\$150,000

Part C  
Part E

1978

Continue support of treatment and rehabilitation projects, especially those with a research component.

Continue support of prevention project.

Begin development of care systems, beginning with one RPU county and one APD county.

\$450,000  
\$200,000

Part C  
Part E

B-4 ALCOHOL AND ALCOHOLISM

NEEDS AND PROBLEMS

In spite of the major efforts being put into the problems of narcotics and dangerous drugs, alcohol is still the principle drug of abuse and alcoholism is the greatest addiction problem in the state. Like the other major states, Ohio is experiencing a constant and increasing incidence of alcohol abuse and alcoholism. Statistics from the major counties of Ohio indicate that two-thirds of all arrests are alcohol related. As high as 75 percent of the manhours of law enforcement agencies may be spent dealing with the problems of alcohol abuse or alcohol/drug combinations. Habitual alcoholics are costing more to arrest, jail, adjudicate and house in the various workhouses than it would cost to provide medical detoxification services offering a much greater likelihood of rehabilitation.

Diversion of habitual alcoholics to the health care system appears to be a useful and effective alternative to the traditional treatment of alcoholics in the criminal justice process. There is a need to provide medical care, including detoxification, administration of appropriate medication and observation by qualified personnel. During detoxification, the need may arise for treatment of other related or unrelated problems.

There is a need for educational programs to convince alcoholics that they are indeed victims of a disease, to recognize the symptoms of the disease and to encourage them to understand that it is treatable.

To eliminate the alcoholics dependence on alcohol so that he can again function in society, there are psychological, vocational, housing, counseling and assistance needs which must be met. Even if no medical emergency exists, a complete physical examination and routine lab test on the patient should be prerequisite to counseling and other after-care programs.

The primary source of referrals to detoxification and alcohol counseling projects is the local police department. However, law enforcement officers must be trained and given a proper understanding of the goals and objectives of alcoholism treatment projects if the project is to be successful. Alcoholism projects must not compete with the criminal justice system but must be a useful adjunct to the system.

There is also a need for halfway houses to give temporary food and shelter to alcoholics while they actively seek a life of sobriety and self-support. Part of the responsibility of a halfway house is to aid their patients in finding suitable employment whenever possible.

While alcoholism may be a health problem, appearing in public in a state of intoxication is illegal and alcohol abuse is strongly interrelated with criminal behavior. In addition to public inebriation and driving while under the influence of alcohol, about two-thirds of the persons arrested during or immediately after the commission of a felony are found to be under the influence of alcohol. Of the violent crimes against persons (shooting, cutting and other assaults), analysis of urine specimens show 80 percent of better under the influence of alcohol. In Cincinnati, cases referred to the municipal court psychiatric clinic showed alcohol abuse involved in 79 percent of the family abuse cases and 50 percent of the child neglect cases.

#### PROGRAM OBJECTIVE

The objective of this program is to divert the alcoholic from the criminal justice system and reduce alcohol related crimes.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Thirteen projects are expected to be funded in the programmatic area of alcohol and alcoholism. Three are detoxification projects with follow-up social and psychological counseling services. Four are post-arrest rehabilitation counseling services. Two are halfway houses and one is a drop-in center. Three propose a comprehensive combination of after-care services.

#### FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory grant application:

	Part C	Part E
Detoxification		
Hamilton County	\$84,900	
Summit County	43,683	
Butler County	106,000	\$106,000

Continued	Part C	Part E
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Halfway Houses/Drop-in Center

Ashtabula County	\$40,735
Toledo	13,396
Hamilton County	28,900

Comprehensive

Columbus		\$266,417
Erie County	46,667	
Cleveland	114,417	

Rehabilitation and Counseling

Licking County	11,084
Marysville	21,626
Coshocton County	45,000
Cincinnati	<u>23,800</u>
Total	\$580,208

BUDGET

	Part C	Part E	Program Total
Federal	\$580,208	\$372,417	\$952,625
State, Local and Other	<u>64,466</u>	<u>41,379</u>	<u>105,845</u>
TOTAL	\$644,674	\$413,796	\$1,058,470
Percentage of Match	10%	10%	

SPECIAL REQUIREMENTS

1. All alcohol and alcoholism projects must be accompanied by a sign-off letter from the Ohio Department of Health, Alcoholism Program, or its designated regional alcoholism council.

2. All applications must be accompanied by a letter of support from the local components of the criminal justice system within which the project expects to be working.
3. The Alcoholism Bureau of the Ohio Department of Health will receive copies of all approved alcoholism applications. Upon receipt of the approved application, the Alcoholism Bureau will have sixty days to make recommendations to AJD.
4. No more than 7.5 percent of the state agency and APD portions of Ohio's Part C grant will be used to fund drug abuse and alcoholism treatment and rehabilitation programs. This percentage restriction does not apply to RPU plans nor to Part E funds.
5. In compliance with the Omnibus Crime Control Act, Federal funds made available to the Administration of Justice Division may not be used to supplant state or local funds. Funds granted under this act must be used to increase the resources that would, in the absence of such federal funds, be made available at the local level for criminal justice projects. Neither state nor local funds for these projects may be decreased due to granting of federal funds.
6. All projects must demonstrate how the criminal justice system will benefit from the activity of the subgrantee.
7. All projects must have a pick-up (or diversion to treatment facility) component.
8. While drunken driving is a serious problem, grant applications will not be received, nor will funds be available, to projects dealing primarily with drunken drivers.

#### MULTI-YEAR FORECAST AND BUDGET

1977

Support 4 or more halfway houses  
and drop-in centers.

Support 3 comprehensive alcohol-  
ism projects providing a wide  
range of services.

Support research into alcohol-  
ism and its relationship to  
crime.

1978

Support 6 detoxification  
centers.

Support 6 drop-in centers.

Support 6 comprehensive  
alcoholism projects.

Continued

Support community-based counseling and reintegration programs for adjudicated felons and misdemeanants with an alcoholic history.

Support 6 court-related projects providing a wide range of services.

\$900,000	Part C	\$1,000,000	Part C
\$400,000	Part E	\$ 400,000	Part E

#### B-5 DIVERSION OF ADULT OFFENDERS

The Ohio Criminal Justice Supervisory Commission has defined "diversion" as:

".....the procedure of postponing prosecution, either temporarily or permanently, at any time in the judicial process from the point at which the accused is to be charged until final adjudication. The purpose of diversion is to offer the accused an alternative method of rehabilitation, other than incarceration or probation, which will bring about the accused's future compliance with the law."

#### NEEDS AND PROBLEMS

Crime is once again on the upsurge in this country. Irrespective of the cause, people are participating in the criminal acts, the majority of which go undetected. Once detected, the criminal justice system has a major responsibility to society to take the necessary action not only to punish the individual but to attempt to modify behavior to the extent that once released, the offender will not repeat the criminal activity.

With the increased caseloads that the court systems must relate to, both civil and criminal, an offender may come before the court on several occasions before proper treatment is found. Considering the low percentage of crimes that are detected, first offenders must receive special attention as to the treatment they receive.

Prosecutors and judges must explore in depth, the potential beneficial effects of a well-operated diversion program, and the scope of community services that are available.

Diversion projects must be established throughout the state to assist prosecutors and judges in working with offenders before they become hardened criminals. The options available must be increased so as to include more than dismissal, probation or incarceration.

Different community services must be expanded and better utilized to provide comprehensive rehabilitative programs for the youthful offender, the drug offender, the first offender and the offender who has perpetrated a nonviolent assault or non-serious felony, to work with these persons on an individual basis.

#### PROGRAM OBJECTIVE

The objective of this program is to provide prosecution with a diversion alternative for certain individuals who would appear to be most receptive to community based rehabilitation.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Although all diversion projects involve pre-trial intervention and deferred prosecution, the Summit and Fulton county projects are somewhat unique. The Summit County project is the first formal attempt to divert low risk accused felons into community based rehabilitation programs. The Fulton County project is a pilot for smaller counties, concentrating initially on first offender misdemeanors with hopes of expanding to felony first offenders.

Diversion. It would appear that the concept of diversion is becoming accepted in Ohio. In addition to those projects already mentioned above, eight other projects will receive allocations of \$311,535. Prosecutors in these counties will have another alternative of dealing with accused offenders and it is planned that punishment and treatment will be better suited to the individual circumstances of each case. The Franklin and Licking county projects will deal exclusively with accused felons, whereas the remaining six projects will involve certain accused felons and misdemeanants. The projects are designed to provide rehabilitative treatment to avoid further criminal involvements by the persons so treated.

Preventing Child Abuse. The entire area of child abuse prevention has never been adequately addressed by this agency's directives. A project in Lucas County for \$4,619 will be initiated this year to coordinate and improve the services offered by existing agencies dealing with the prevention of child abusers and their subsequent rehabilitation.

#### FY 1976 ANTICIPATED SUBGRANTS

Part C	Part E
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##### Pre-trial Intervention

Summit County	\$56,000
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##### Deferred Prosecution

Fulton County	12,150
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##### Diversion

Allen County Medina County Richland County Logan County Toledo Franklin County Licking County Dayton	16,500 28,900 45,000 20,000 \$30,000 82,366 35,000 53,769
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##### Prevent Child Abuse

Lucas County	<u>4,619</u>
Total	\$354,304
	\$30,000

#### BUDGET

	Part C	Part E	Program Total
Federal	\$354,304	\$30,000	\$384,304
State, Local and Other	<u>39,367</u>	<u>3,333</u>	<u>42,700</u>
TOTAL	\$393,671	\$33,333	\$427,004
Percentage of Match	10%		

## SPECIAL REQUIREMENTS

1. Applicants must include the following information:
  - criteria to be used to select offenders for the program;
  - length of time the offender must be in the program;
  - the other community resources such as job training programs which will be used;
  - how the offender will be supervised; and
  - a clearly defined evaluation component which sets a recidivism percentage goal and which will follow the progress of the offender even after he has finished the project.
2. Diversion planning projects will be limited to one year's funding.
3. The following standards for Adult Diversion have been adopted by the Commission. They are to be used as minimum standards in applying for a diversion grant. Since some of the requirements are for operational projects, the applicants should indicate that they will be implemented.

### General Policies for Diversion Systems

1. All diversion policies must be written and made public.
2. All diversion policies must be developed jointly by representatives of law enforcement, the prosecutor's office and courts. This must be done to insure uniform procedures and cooperation.
3. In all cases where an individual is eligible for diversion, a written report is to be made and filed with the prosecutor's office, regardless of whether the individual is finally rejected or accepted for diversion. A copy of that report must be provided to the accused and the accused's counsel. In addition, copies may be provided to agencies which may be involved in developing treatment programs with the accused. All parties concerned should take care to ensure the privacy of the diversion reports.

4. The process of diversion cannot be used to coerce a guilty plea from the accused, even though there is a reasonable assumption of guilt. To protect this standard, the accused cannot be required to enter any formal plea to the charge made against him as a condition for participation in a diversion program. Also, participation in a diversion program cannot be used in subsequent proceedings relative to that charge as evidence of an admission of guilt.
5. Diversion is not a negotiation process, as in plea bargaining. The accused either accepts or rejects diversion. The role of the accused's counsel is to be a facilitator and to insure the protection of the accused's rights.
6. Each individual who is charged must be provided with a sheet of facts about the diversion process.
7. The diversion process may be initiated by:
  - The accused and/or counsel for the accused in the form of a written formal request for diversion to the prosecutor;
  - the prosecutor;
  - An amicus curiae who could have the option to review a case (particularly where counsel is appointed by the court) to determine eligibility for diversion;
  - the chief of the local law enforcement agency.
8. In order to expedite the diversion process, the appropriate authority must take immediate steps to gather all information required by the prosecutor in order that he may be able to make the diversion decision as soon as possible.
9. There must always be a diversion agreement developed before diversion occurs. This agreement should include the terms of diversion, the length of diversion terms, and a section stating the period of time after which the prosecutor will either move to nolle the charge or seek a conviction. This agreement must be signed by the accused and his counsel, and filed in the prosecutor's office with a copy going to the accused and one to his counsel.

### General Criteria for Diversion

In appropriate cases, the accused should be diverted before a formal decision is made relative to the case.

1. Such diversion is appropriate where:

- There is substantial likelihood that justice will be served and the community will be safe, if the individual is diverted; or
- it is determined that the needs of the accused can better be met outside the criminal justice system and community resources are available to meet these needs; or
- any points under ORC 2929.12 are present:
  - (1) The offense neither caused nor threatened serious physical harm to persons or property, or the offender did not contemplate that it would do so;
  - (2) the offense was the result of circumstances unlikely to recur;
  - (3) the victim of the offense induced or facilitated it;
  - (4) there are substantial grounds tending to excuse or justify the offense, though failing to establish a defense;
  - (5) the offender acted under strong provocation;
  - (6) the offender has no history of prior delinquency or criminal activity, or has led a law-abiding life for a substantial time before commission of the present offense; or
  - (7) the offender is likely to respond quickly to correctional or rehabilitative treatment.

2. An individual should not be considered for a diversion program if:

- the individual has been known to be unresponsive to previous diversionary programs; or
- the individual is a "Dangerous Offender", defined in ORC 2929.01 as:

".....a person who has committed an offense, whose history, character and condition reveal a substantial risk that he will be a danger to others, and whose conduct has been characterized by a pattern of repetitive, compulsive, or aggressive behavior with heedless indifference to the consequences. 'Dangerous offender' includes, without limitation, psychopathic offender as defined in Section 2947.24 of the Revised Code."

#### MULTI-YEAR FORECAST AND BUDGET

1977

Support ten diversion projects  
in large and medium sized  
counties.

Develop two additional projects  
to prevent child abuse.

\$650,000

Part C

1978

Develop two additional  
projects.

Expand the projects and  
develop two additional  
projects.

\$750,000

Part C

## C. JUVENILE DELINQUENCY

### MULTI-YEAR PRIORITY OBJECTIVES

1. Provide alternatives to detention and court processing by referring youth, identified as status offenders, to appropriate community resources.
2. Develop community based treatment programs such as halfway houses, group homes, family services and volunteer programs, sufficient to deal effectively with all juvenile offenders for whom institutionalization is not absolutely necessary.
3. Increase the quality and quantity of probation services to reduce institutional commitments.
4. Initiate intensified juvenile delinquency prevention services in high crime neighborhoods.
5. Provide specialized training to all police personnel in handling juveniles; special, remedial and in-service training to court, probation, institutional, and after-care personnel; develop recruiting procedures which attract qualified personnel.
6. Reduce juvenile recidivism by providing institutionalized youth with essential medical and psychiatric treatment and counseling, volunteer services, vocational training, education and recreation.
7. Assure that juveniles are not incarcerated with adult criminals in county jails and city lock-ups by (1) renovating physical facilities to provide for segregation and treatment of juveniles, and (2) by constructing new correctional centers.

8. Develop new programs and improve present diagnostic services to permit necessary diagnosis of delinquent or pre-delinquent youth at the point of first contact with the criminal justice system.

#### STANDARDS ADOPTED BY OHIO'S CRIMINAL JUSTICE SUPERVISORY COMMISSION

##### The Diversion of Youth In Ohio

- Standard 1. The Use of Diversion for Youth
- Standard 2. Objectives of Youth Services Bureaus
- Standard 3. Structure of Youth Services Bureaus
- Standard 4. Target Group for Youth Services Bureaus
- Standard 5. Functions of Youth Services Bureaus
- Standard 6. Staffing for Youth Services Bureaus
- Standard 7. Funding for Youth Services Bureaus
- Standard 8. State Legislation for Youth Services Bureaus

#### C-1 UPGRADE JUVENILE SERVICES PERSONNEL

##### NEEDS AND PROBLEMS

Of major importance to effective programs and services within the juvenile justice system are both the quality and quantity of appropriately trained personnel. Improved recruitment efforts are needed to meet the growing demands in all phases of the juvenile justice system. The recent increase in community-based programs and services is placing an additional burden on staff recruitment and training efforts at both the state and local levels. Poor salaries, educational requirements, and specialized training are all limiting factors in attracting additional personnel.

In many parts of the state, both urban and metropolitan areas, current methods of recruiting and hiring staff leave much to be desired. Improved screening and recruitment methods must be designed to attract dedicated and qualified people from all segments of the population. Particular emphasis must be directed toward more minority group personnel, especially blacks and females. Increased effort

might be made in conjunction with nearby colleges and universities in order to attract younger people into careers of working with juveniles, especially as probation and other community services expand. The increased use of volunteers within the juvenile justice system will require improved screening and training in order to assure their effective use in delivering services to youth.

The problems of training existing staff are very much related to the shortages of personnel and the time constraints on existing staff members. While the Ohio Youth Commission continues its comprehensive staff development and training program, the great majority of local agencies at the line of first contact receive very little structured training. Thus, many staff members in detention homes, group homes and probation services learn by doing without the benefit of organized and structured in-service training programs.

Both state and local agencies need improved pre-service and in-service training efforts geared toward improving the knowledge, attitudes and skills of staff working with youth. And to make this training more meaningful, there should be developed more regular staff evaluation and follow-up to insure the retention of the most capable and qualified personnel. Increased salaries and career development opportunities must also be available if good staff personnel are to be retained.

The past several years have seen some development of criminal justice training programs in the large metropolitan areas. The majority of this effort has been directed at law enforcement training and certainly the capabilities of such programs might well be expanded to include both recruit and in-service training for the staff of various youth serving agencies such as police, juvenile bureaus, youth service bureaus, group homes, probation staff, and other community-based juvenile programs.

#### PROGRAM OBJECTIVE

The objective of this program is to reduce juvenile delinquency by upgrading the quality of personnel serving juveniles through improved recruitment and training programs.

## WHAT IS PLANNED & EXPECTED ACCOMPLISHMENTS FY 1976

Juvenile Corrections and Staff Training. Projects to be funded under this program area include county-wide, multi-county and a statewide effort at improving the training services available to various staff employed in the juvenile justice system of the state. The Ohio Youth Commission's learning unit for staff will be continued; providing training to over 2,600 staff members. This project is aimed at both pre-service and in-service training and this year will focus on both institutional and regional office staff members. All management personnel will receive 40 hours of training on organizational and management development.

Two of the major metropolitan areas of the state will develop county-wide training programs for juvenile corrections staff. One of these projects will provide 160 hours of training and both of them will be directed at improving the skills and techniques of any staff who will be working with pre-delinquent and adjudicated youth.

A grouping of five counties in northeast Ohio will undertake the development of a regional training project. During its first year of operation, it will be directed at juvenile court personnel in an effort to bring about more uniformity in the handling of troubled youth in these five counties. The training during the first year is expected to be conducted in ten sessions with the project design emphasizing areas such as mid-management and administrative skills, reviewing residential programs and practices, diversion practices and the use of community resources, implication of legislation and treatment modalities and programs. It is anticipated that this multi-county project will demonstrate the advantages and the efficiency and effectiveness of regional training efforts.

## FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

Subgrantee	Part C
Lake County	\$ 24,400
Ohio Youth Commission	111,276
Summit County	30,000
Toledo RPU	<u>9,239</u>
Total	\$174,915

## BUDGET

	Part C	Part E	Program Total
Federal	\$174,915	- 0 -	\$174,915
State, Local and Other	<u>19,435</u>	<u>- 0 -</u>	<u>19,435</u>
TOTAL	\$194,350	- 0 -	\$194,350
Percentage of Match	10%		

## MULTI-YEAR FORECAST AND BUDGET

### 1977

Continue support of a five-county comprehensive training project for juvenile court staff.

Continue two county-wide training programs for juvenile corrections staff.

Support the development of a new multi-county regional training program for juvenile services personnel.

Encourage the development of training programs for volunteers in juvenile corrections.

\$175,000

Part C

\$ - 0 -

Part E

### 1978

Expand this project to include the training of other juvenile justice personnel in these counties.

Continue Support.

Expand to include more rural counties.

\$180,000

Part C

\$ - 0 -

Part E

C-2 JUVENILE DELINQUENCY PREVENTION

NEEDS AND PROBLEMS

While the concept of juvenile delinquency prevention is not new, it remains somewhat vague and non-standardized as an operational reality. Generally, prevention is defined as those program services aimed at preventing juvenile delinquency among youth prior to their contact with the juvenile justice system. This, of course, requires effort at isolating those factors which contribute to acting out and deviate behavior among youths. This calls for research, planning and experimental designs directed at identifying problem children or potential delinquents as well as the development of various strategies to meet those needs more effectively.

Looking at the alarming rate of increase in cases disposed of by Ohio's juvenile courts, it only makes sense that much more effort must be directed at the front line level of prevention services. New means need to be developed which identify and appropriately refer delinquent-prone youths to appropriate services and agencies in the community. As prevention efforts increase throughout the state, there is a tendency for programs to develop and operate in isolation of one another. This occurs more frequently in larger metropolitan areas where the problems are more exaggerated and obvious. The result is overlap and duplication of services to the detriment of the potential delinquent. Agencies, both private and public, need to plan, coordinate and implement prevention programs based on realistic and comprehensive strategies for their entire communities. Increased communication and coordination would foster the development of more effective and well defined programs aimed at curbing youthful behavior that may lead to involvement in the formal juvenile justice system. Shotgun funding tends to inhibit the effectiveness of the limited dollars available for prevention programs. Such projects must be directed toward more specific target groups if they indeed are to be effective.

Problems continue to remain in the area of the public schools and their dealing with truants and behavioral problems. Many schools do not have the necessary resources or the planning potential to develop programs to better meet the needs of those troubled youth. Far too many schools continue to respond in a negative fashion to these children by using suspension and expulsion rather than programs directed toward correcting and improving those problem areas.

Far too many communities continue to deal de facto with the problems of juvenile delinquency. Rather than concentrating on specific prevention efforts in problem areas, these issues are relegated through the juvenile court and other system responses to delinquency after they have occurred. A more appropriate system of evaluation and referral is needed so that the problems of youth can be impacted at an early stage prior to their labeling and entrenchment into the juvenile justice system.

Especially in the larger metropolitan areas of Ohio, the need for appropriate prevention services is growing. This will require additional planning capabilities, the coordination of various existing agencies in the community as well as the most effective use of federal, state and local monies. There will be increasing pressure on these programs to prove their effectiveness and to assure their continuation at the local level.

#### PROGRAM OBJECTIVE

The objective of this program is to prevent juveniles from committing delinquent or unruly acts by supporting community services which address the needs and problems of troubled youth before they have contact with the juvenile justice system.

#### WHAT IS PLANNED & EXPECTED ACCOMPLISHMENTS FY 1976

Ten projects will be funded in this program area, impacting five major metropolitan counties and six smaller counties and cities. These projects are primarily designed to reach out to pre-delinquent and troubled youngsters with individualized prevention programs aimed at meeting the social, emotional and recreation needs of youth. Two projects in Cincinnati will continue to provide prevention services that incorporate predominately indigenous street-corner type staff. These youth leaders help to penetrate the delinquent sub-culture to determine service gaps and to assist in providing means of meeting those needs. Three other metropolitan projects are aimed at impacting delinquency-prone youth between the ages of 5 and 13 years of age by providing needed after-school and evening-time activities and services in high-crime neighborhoods.

Several other projects in medium and small population counties are aimed primarily at early detection of troubled youth and the provision of individual and family counseling and/or referring these youth to appropriate agencies in those communities. One project in its fourth year of funding will continue the provision of special youth out-reach services working out of a settlement house located in the high-crime area of the city. This project will work with approximately 200 youth per month.

Youth Service Bureaus. Funding will be available for seven youth service bureaus, all of which are located in major metropolitan areas. These YSB's are primarily directed at prevention services as opposed to direct diversionary services. Program emphasis includes: documenting youth service needs, establishing channels to link troubled youth with needed services, developing working agreements among youth serving agencies, and initiation of youth information and referral services. Family, individual and group counseling as well as recreational and leisure time activities, are provided at the center. The primary intent of this project as can be seen by the types of referrals it receives, is to prevent youngsters from becoming involved in the formal juvenile justice system. Special emphasis is given to counseling both the troubled youth and the parents with the intention of returning the youngster to his home as soon as possible.

Volunteer Services. Five projects will be supported in 1976 which are aimed at providing volunteer services of a preventive nature. Three of these projects will be operated by the Big Brothers/Big Sisters Organizations.

Education and Counseling Programs. Eight projects to be funded in this program area will be operated primarily in the larger metropolitan areas of the State. Aimed at preventing juvenile delinquency and status type offenses, the majority of these programs will work very closely with the local school systems providing (1) vocational counseling, (2) job development and training, (3) assisting in curriculum modification, and (4) training of youth to act as peer counselors in prevention efforts. Some volunteer personnel will be used although the majority of staff will be professional educators and counselors. A great deal of emphasis is placed on the individual handling of students suspended or expelled from the classroom and the problems related to their continuing education and re-entry into the school system. It is anticipated that these eight projects will reach an estimated 1500 troubled youth during the coming year.

FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

Subgrantee	Part C	Part E
Medina County	\$16,667	
Ashtabula County	10,500	
City of Warren	28,180	
Trumbull County	57,623	
Fairfield County	21,000	
Delaware County	9,986	
City of Canton	40,000	
Lorain County	13,333	
North Star COG	11,000	
Fairfield County	33,356	
Champaign County	25,000	
City of Youngstown	28,000	
Lake County	17,312	
City of Kettering	84,000	
Regional Planning Commission	99,870	
Regional Planning Commission	49,935	
City of Cleveland	26,816	
Department of Public Welfare	33,555	
City of Cleveland	34,728	
City of Toledo	61,530	
City of Cincinnati	32,300	
City of Reading	14,500	
City of Cincinnati	93,350	
City of Lincoln Heights	32,500	
City of Cincinnati	35,000	
City of Cincinnati	12,500	
City of Cincinnati	34,000	
Allen County	20,000	
City of East Liverpool	13,500	
Summit County COG	15,000	
City of Cleveland	13,895	
City of Cleveland	69,079	
City of Toledo	23,097	
City of Toledo	21,249	
City of Cincinnati	21,300	
Colerain Township	50,000	
City of Akron		\$50,000
Dayton RPU	<u>18,873</u>	<u></u>
Total	\$1,222,534	\$50,000

## BUDGET

	Part C	Part E	Program Total
Federal	\$1,222,534	\$50,000	\$1,272,534
State, Local and Other	135,836	5,556	141,392
TOTAL	\$1,358,370	55,556	1,413,926
Percentage of Match	10%	10%	

## SPECIAL REQUIREMENTS

Because of the preventive scope of projects in this program, it is expected that they will serve youth who have not had contact with the juvenile justice system. The target group, however, should be primarily potential juvenile offenders, that is, those who are considered high-risk youth. These may include, for example, youth who have been referred by social agencies, schools, family or informally by law enforcement officers. Priority will be given to projects located in areas exhibiting high rates of juvenile delinquency activities. Applicants must show why the youth to be involved in this project may become delinquent and how this project will help to prevent juvenile delinquency.

Applicants should consider the following questions in determining the adequacy of the data used to support the need and justification for prevention programs:

Have you documented juvenile crime problems in your jurisdiction by the type of crime?

- Does the data support the program you have chosen when compared to other programs which have similar objectives?
- Can the program be effectively evaluated and how?

Examples of data to be considered might include incidence of juvenile offenses, economic conditions of the area, number of juveniles referred to court for what offenses, school suspension and expulsion rate and demographic data.

## MULTI-YEAR FORECAST AND BUDGET

1977

Support 14 outreach prevention programs.

Expand funding of temporary shelter care to include five more projects.

Continue support of projects providing volunteer services aimed at the prevention of delinquent behavior.

Provide support for eight counseling and education services projects.

Support eight youth service bureaus whose major thrust is prevention services.

\$1,400,000      Part C  
65,000      Part E

1978

Continue support and add three new outreach projects.

Expand support of temporary shelter care projects.

Encourage projects to involve more volunteers.

Increase funding for an additional three projects.

Continue support and add three new projects.

\$1,550,000      Part C  
75,000      Part E

C-3 JUVENILE SERVICES PLANNING AND MANAGEMENT

NEEDS AND PROBLEMS

The effectiveness of agencies in preventing, treating and controlling juvenile delinquency is an issue which has not been given a great deal of attention. Unfortunately, it is very difficult to measure the effectiveness of these types of programs. Nonetheless, the planning, research, evaluation and coordination of programs and services should be encouraged in an effort to strive for improved results.

There are many agencies providing juvenile services which are funded from various sources. There is a definite need for coordination among those agencies to prevent unnecessary duplication of services and to develop more uniform standards in order to provide an improved quality of service to troubled youth. In many cases, the relationship between agency efforts and the juvenile court itself has never been clearly defined in terms of the most appropriate services to be delivered. This is especially true in some of Ohio's major metropolitan areas where there exists a myriad of services whose coordination leaves much to be desired.

Additionally, there exists a lack of appropriate information systems within the juvenile area which will provide information for more efficient and effective operations, as well as coordination of services. Again, this need is greatest in the larger metropolitan areas where the problems are more exaggerated and the delivery of services become more difficult. Such information systems can indeed have a major input into needed planning and management of various agencies in the delivery of services to troubled youth. Many agencies continue to have the problem of taking the time needed for assessment of major problem areas and the comprehensive planning aimed at the resolution of those problems.

PROGRAM OBJECTIVE

The objective of this program is to improve the effectiveness of agencies attempting to prevent and reduce juvenile delinquency by improving the capabilities for planning of future programs through the evaluation of existing efforts, research into new methods, and improved coordination of present services.

## WHAT IS PLANNED & EXPECTED ACCOMPLISHMENTS FY 1976

Juvenile Information Systems. Three juvenile information systems will be funded in 1976. Two of these projects are in major metropolitan areas and are aimed at developing computerized data systems to assist the court and local direct service agencies and planning bodies. These projects will gain immediate and reliable information about the present system and the future needs in the juvenile justice area. A third project will continue the development of the Ohio Youth Commission's internal information system. This project will continue to provide the Commission with information on a day-to-day basis regarding activities, programs, and the results of research and development efforts. This system also develops and maintains base-line data on over 5,000 children in the daily care and custody of the Ohio Youth Commission. Most importantly, this project will continue to provide reliable information for internal decision making and policy development within the Commission.

Juvenile Services - Planning and Development. The Cuyahoga County Youth Planning and Development Commission will again be funded to coordinate and develop youth serving programs throughout that county. This project will bring together an estimated 250 public and private youth service planning and funding agencies which operate throughout Cuyahoga county. Three full-time staff will work with the staffs of existing agencies geared toward the promotion of cooperative program development as well as the establishment of the reliable youth information clearinghouse. The major thrust of this project is geared toward the development and coordination of prevention services.

## FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

Subgrantee	Part C	Part E
Ohio Youth Commission	\$109,557	
Summit County	29,074	
Cuyahoga County	69,186	
Lake County	25,000	
Cuyahoga County	<u>91,623</u>	
Total		\$324,440

## BUDGET

	Part C	Part E	Program Total
Federal	\$324,440	-0-	\$324,440
State, Local and Other	<u>36,049</u>	-0-	<u>36,049</u>
TOTAL	\$360,489		360,489
Percentage of Match	10%		

## SPECIAL REQUIREMENTS

Projects involving data-gathering, records keeping or information systems must comply with the requirements listed under Program D-1.

## MULTI-YEAR FORECAST & BUDGET

### 1977

Support fourth year step-down funding of the Ohio Youth Commission's internal information system.

Provide support for two larger county juvenile information systems.

Support fourth year of a large metropolitan county planning and management project.

Fund a five-county planning project for juvenile services

\$ 340,000  
-0-

Part C  
Part E

### 1978

Final year funding of Ohio Youth Commission's information system.

Continue support and expand to one additional metropolitan county.

Final year of funding.

Continue support and add an additional regional planning project.

\$ 425,000  
-0-

Part C  
Part E

C-4 JUVENILE DIVERSION

NEEDS AND PROBLEMS

The fragmentation of juvenile services and a lack of diversionary or alternative programs continues to be a real problem in a number of Ohio's communities. All too often the police, sheriff's office, schools and even parents have little option other than direct referral to the courts for troubled youth. This merely increases the load on an already over-burdened court and places children under court jurisdiction many time unnecessarily due to the lack of other reasonable options.

A great deal of discretion rests with the law enforcement officer in regard to the handling of troubled youth; yet, many police or sheriff's departments do not have specialized officers who are trained to handle juvenile cases and to work in developing or coordinating prevention and diversion services. The initial contact between a potential juvenile delinquent and the police plays a very critical role in determining future behavior. Thus, there is a need for law enforcement agencies to recruit, hire and appropriately train specialized staff members to work exclusively with juvenile cases. Such personnel must be able to relate to youth and family problems and be well versed in the various appropriate referral agencies in their community that can provide diversionary services for youth.

Many of Ohio's urban and rural communities have failed to develop the needed diversion programs for either first offenders or pre-delinquent youth. This simply limits the options for law enforcement agencies and the courts in handling those youth who come before them. This is especially true in regards to first time or status offenders who are usually much better off being diverted out of the juvenile justice system. A crucial problem area remains in dealing successfully with the school truant. Simple suspension and/or expulsion does little to resolve the problems confronting the troubled youth in the school setting. Also, alternative diversion efforts are needed to deal with runaway and incorrigible youths rather than subjecting them unnecessarily to the labeling process of the juvenile court. While diversion is not the panacea to all early delinquency problems, there is a need for well-structured and appropriately-administered diversionary efforts to provide a broader array of selective services for the troubled youth in Ohio.

Although it may be appropriate to remove some pre-delinquent and delinquent youth from the jurisdiction and programs of the court, it is important to establish viable programs which provide acceptable alternatives and options in dealing with those problems. These may well take the form of police juvenile bureaus, youth service bureaus, group homes and shelter care facilities, or other structured diversionary efforts. It is, however, important that these programs and services be coordinated within the various agencies of the community and that the appropriate follow-up services are available to assure that needs are being met.

#### PROGRAM OBJECTIVE

The objective of this program is to divert youth from the juvenile justice system.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS FY 1976

Police Juvenile Bureaus. Seventeen projects will be funded in this program to hire special police juvenile officers and establish juvenile bureaus within police and sheriff's departments. These projects will be operated in all municipalities and the sheriff's offices of six counties. The juvenile officers are to handle all contacts with juveniles and will work closely with schools, community groups and parents in diverting youth out of the formal juvenile justice system. The majority of these projects will focus upon juveniles who have had some contact with law enforcement agencies but who have not been processed or adjudicated delinquent. While prevention may be a part of the role of the juvenile officer, primary emphasis will be on diverting troubled youth out of the system where possible.

Intake and Screening. Projects will be funded in this area which are aimed at appropriate screening and diversion of pre-delinquent and status offenders. Two county-wide projects will utilize a background investigator and court referee to screen all potential cases for diversion from a formal court appearance. It is anticipated that these projects will allow judges to concentrate more time on the hard-core delinquent youth appearing before the court. Two additional county-wide projects will be aimed at intake counseling programs to afford the juvenile court a greater range of capabilities in dealing with status offenders. Services will include court referrals,

strong individual and group counseling programs, as well as 24-hour crisis intervention centers. It is anticipated that these projects will relieve the burden of heavy caseloads now before the juvenile court and, at the same time, allow for greater opportunities for diverting youth from the adjudication process.

Youth Service Bureaus. In Fiscal Year, 1976, youth service bureaus will be funded under diversion programs as well as under prevention. The seven YSBs funded under diversion cover a broad range of services but are primarily directed at the goal of diverting youth out of the formal juvenile justice system. Services provided include crisis intervention, family therapy, direct counseling services, referral to other more appropriate programs in the community, and the coordination of needed services and follow-up to be sure that the needs of the client are being met. Several of these programs have drug abuse components which provide direct diversionary services available to law enforcement and court referrals. It is anticipated that these projects will reduce considerably the number of delinquency cases filed in their respective juvenile courts.

Services for Unruly Youth. Funding will be available to continue a large diversion program for the unruly youth of Franklin County. Through an arrangement of the juvenile court, this project will reach youth at crisis points and permit the delivery of appropriate services before their becoming involved with the formal juvenile justice system. This project will provide a central coordination unit, decentralized intake with 24-hour service capability, and the use of contracts to purchase services from existing agencies or the development of new services. Objectives include the diversion from the juvenile justice system of 75% of the youth previously going through juvenile court.

Diversion Services. Three private agencies will receive funding for a broad array of diversion programs. These include outreach counseling, employment and job training, mental health therapy and drug abuse treatment programs. Two additional county-wide programs will be established under the juvenile courts of those counties. The focus of these projects is on early identification and the diversion of non-serious offenders into programs that will hopefully keep them from returning to the juvenile justice system. These projects will operate in counties in which there are almost no existing diversionary efforts, and thus, it is expected they will have a sizeable impact on reducing the number of juvenile court filings.

Alternate Education. Funds will be made available for two major city alternate school programs. One of these would involve intensive coordination between police and teachers in promoting a better classroom understanding of the law in our society, and the coordination of the policemen and teachers leading small teams of eight to ten early delinquent youngsters in outdoor activities as an alternative to delinquent behavior. The second program is designed to reduce the number of student behavior violations and potential crimes that are often committed by juveniles during their attendance in the school setting. It would provide an alternate school for expelled students to attend as opposed to being free to roam the streets without supervision and needed education. Positive results of this program over the past year are expected to continue in FY 1976.

Residential Diversion Services. Funding will be made available to continue operation of a short-term residential program providing diversionary services for young female delinquents. Operating from a metropolitan city YWCA, this project is heavily structured with programmatic services to meet the needs of young delinquent females. The objectives of this program is to enable 50% of the program participants to avoid adjudication during their program involvement and a one-year follow-up program.

Volunteer Services. Two projects will receive continuation funding for citizen volunteer programs aimed at providing services for delinquent youth outside of the formal juvenile justice system. One county-wide project aims to serve 100 youth during this coming year. The second project, operated by the Ohio Youth Commission, is geared toward the development of community volunteer services which will effectively deter the return or re-commitment of youth who have had contact with the Ohio Youth Commission. A great deal of technical assistance is provided to various agencies and volunteer organizations at the local community level throughout the state of Ohio. It is anticipated that this project will have an impact, not only upon the youth having served time with the Ohio Youth Commission, but also in diverting youth away from adjudication through the juvenile court.

FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

Subgrantee	Part C	Part E
City of Trenton	\$13,000	
Union County	10,728	
Liberty Township	15,825	
Clinton County	17,500	
City of New Carlisle	20,000	
Allen County	57,000	
Allen County	8,000	
City of Oxford	10,000	
Ashtabula COG	13,328	
Scioto County	50,000	
Guernsey County	11,883	
City of Tipp City	7,200	
Lorain County	36,370	
Scioto County	22,007	
Vinton County	10,000	
Wayne County	35,398	
City of Mansfield	50,000	
City of Mt. Vernon	4,000	
Geauga County	6,616	
Clermont County	43,497	
City of Youngstown	33,333	
Butler County	25,000	
Miami County	37,000	
City of Fostoria	80,000	
Coshocton County	20,000	
Ohio Youth Commission	83,334	
City of Norton	10,000	
City of Stow	10,000	
City of Tallmadge	10,000	
City of Bay Village	1,737	
City of Toledo	46,194	
Franklin County	303,004	
Hamilton County	31,700	
Pike County	19,903	
Licking County	12,600	
City of Brecksville	8,939	
City of Brooklyn	8,939	
Mayfield Village	8,939	
Lake County		\$80,000
Dayton RPU	<u>15,710</u>	<u>          </u>
Totals	\$1,208,684	\$80,000

### BUDGET

	Part C	Part E	Program Total
Federal	\$1,208,684	\$80,000	\$1,288,684
State, Local and Other	134,297	8,889	143,186
<b>TOTAL</b>	<b>\$1,342,981</b>	<b>\$88,889</b>	<b>\$1,431,870</b>
Percentage of Match	10%	10%	

### MULTI-YEAR FORECAST & BUDGET

#### 1977

Continue support of Youth Service Bureaus which provide diversionary services.

Encourage the development of education related projects aimed at diverting youth from juvenile court contact.

Expand support for shelter care and residential facilities providing diversion services.

Continue support of law enforcement diversion programs.

Support additional intake/screening efforts.

Increase support of diversion projects aimed at status offenders.

\$ 1,250,000      Part C  
100,000      Part E

#### 1978

Expand support of Youth Service Bureaus.

Continue support of alternate education efforts.

Increase shelter care services.

Expand support of intake/screening projects.

Continue support at increased level.

\$ 1,350,000      Part C  
110,000      Part E

## C-5 COMMUNITY TREATMENT FOR DELINQUENT YOUTH

### NEEDS AND PROBLEMS

It is a real and continuing problem that far too many juveniles are unnecessarily institutionalized to their obvious detriment. During the past year, the Ohio Youth Commission had an average daily population of 2,256 youngsters in its institutions and it is estimated that several thousand more were detained for various lengths of time in juvenile detention facilities and county jails. Such institutionalization is not only inappropriate for many of these juveniles, but also frequently results in their becoming closely associated with others far more sophisticated in criminal behavior. Further, the needed services for the non-serious delinquent offender are not, and perhaps cannot, be made available in the rigid atmosphere of an institutional setting.

The need for a variety of community based services is most obvious in all areas of the state. Existing youth-serving agencies at the state, county and local level must increase their efforts at developing new strategies and programs designed to meet the needs of both the pre-delinquent and the adjudicated juvenile. In the vast majority of cases, even though he may be temporarily removed, the delinquent will be returned to the area and situation in which his difficulty occurred. Local programs and services must be designed to assist him in confronting and dealing with his special problems and conflict situations. Troubled youth need assistance in better utilizing their strengths and positive attributes and this clearly can be more appropriately accomplished at the local level as opposed to current attempts in institutional settings.

Although probation is one widely used alternative to the incarceration of juveniles, it does place a heavy burden on understaffed county probation departments. In some situations caseloads are impossibly large and supervision amounts to a very brief once-a-month contact. Judges often have committed juveniles to the Ohio Youth Commission simply because of a lack of sufficient probation staff at the local level.

While improved probation services are needed, probation itself is not the only answer or alternative to institutionalization. A great many existing resources continue to go unused or untapped in dealing with early delinquency control and treatment. In many areas of the state, and especially in the large metropolitan areas, there exists a lack of

coordination and an overlap of services which detract from their effectiveness in treating the obvious problems facing delinquent youngsters. All too often these problems get pushed off to the State at a much higher cost to the tax-payer.

Increased numbers of group homes and short-term residential settings are needed as well as innovative programs and treatment efforts under the juvenile court and private youth-serving agencies. The juvenile court must be assisted in developing new options for placement services and more appropriate handling of the less serious delinquent youth in the community. Many of these resources and services are available but simply need to be aggressively mobilized into appropriate systems of service delivery.

#### PROGRAM OBJECTIVE

The objective of this program is to prevent recurrent juvenile delinquency by providing community-based services of sufficient number and quality so as to handle juvenile offenders for whom institutionalization is not absolutely necessary.

#### WHAT IS PLANNED & EXPECTED ACCOMPLISHMENTS FY 1976

Group homes and residential care. Thirty group homes and residential services will be funded this year in various metropolitan and urban areas of the state. Some of these facilities are being utilized for releases from OYC institutions but the majority are being used as alternatives to institutional commitment. The average facility will provide residence and services for approximately 8 to 12 youngsters for an average 6 months stay. Funding will be provided for both male and female homes and several co-educational facilities. Individual counseling and treatment services are an integral part of each of these projects.

Two major projects funded under this program area will be implemented by the Ohio Youth Commission. The first project will permit OYC to provide technical assistance, in-service training and financial support for 11 group homes, primarily for youngsters being released from OYC custody. The second project will permit the Ohio Youth Commission to place youngsters directly into group homes in the community

even though they have been committed to the care of OYC. Primarily, status offenders will be serviced by this project and it will develop and provide community programs to approximately 255 youth between the ages of 10 and 17 during the 1976 project year.

Probation Services. As a local alternative to institutional placement, five of these projects will enrich probation services of the juvenile courts in rural counties. The Cuyahoga County project will increase probation services to approximately 1,853 probationers and their families living in the western portion of the county. Continued funding will support the Franklin County De-Centralization Probation Services project which places probation officers and teacher/probation staff in neighborhood offices and extends the hours of service to probationers. Goals include lower caseloads, less recidivism and increased community participation and resource utilization for the benefit of delinquent youth. Because of these increased services, it is expected that the county rate of commitment to the Ohio Youth Commission will be reduced considerably.

Fourth year funding will be made available to the Ohio Youth Commission for a direct probation subsidy program. Probation services will be upgraded in 12 counties by providing a subsidy of \$4,000 for each juvenile case below an established base rate which is not committed to the Ohio Youth Commission. This will allow the counties to provide expanded and varied probation services to more juveniles in the community rather than committing to the Ohio Youth Commission. This project has grown from four counties the past year and it is expected to increase its coverage in the future.

Counseling and Treatment Services. Funding will be made available to five projects in this program area, including three in large metropolitan areas. Intensive counseling and treatment services will be provided to adjudicated youth, both on a residential and non-residential basis. One project in Cuyahoga County will subcontract to a private agency in an effort to provide an intensive counseling and treatment program for delinquent youth who are in short-term residence in three separate group homes. Another effort in the Toledo area will provide a bilingual, bicultural counseling and delinquency assistance program for a concentration of troubled Mexican-American youth in that area. A new OYC operated program will be funded to provide intense crisis intervention and family

counseling services to delinquent youngsters in a large metropolitan area. OYC will contract with a well-established social service agency in this pilot effort. It is anticipated that this center could serve approximately 25 youth and their families at any given time enabling them to reach approximately 200 youth and their families during a one-year period.

Volunteer Services. Eight projects will be funded this year to provide a variety of volunteer services to adjudicated delinquent youth on probation or otherwise under the custody of the juvenile court. These projects located both in rural and urban areas will be directed at the recruitment, training and supervision of volunteer staff members. Several of these projects are affiliated with Big Brothers/Big Sisters and all of them will operate in conjunction with the juvenile court. Heavy emphasis will be placed on the selection and training of volunteers and their appropriate supervision in the delivery of various volunteer services.

Diagnosis, Referral and Placement Services. Six projects will be funded under this program area and, for the most part, will be operated out of local juvenile courts. Emphasis is directed at making the court more effective and efficient in its assessment and disposition of delinquency cases. Several projects will increase the evaluation and diagnosis capabilities of the court trying to increase its capability for planned referral and treatment services in the community. One regional project will provide diagnostic evaluation, referral and short-term treatment services for the delinquent children and families of a five-county area in northeastern Ohio.

Continuation funding will be available for a second year project designed to increase the number of resources for alternate placement of youth with both a delinquency background and a history of emotional problems. Placement developers will directly assist participating mental health centers/clinics in increasing the number of alternate placements for those children referred by juvenile courts and the Ohio Youth Commission. Two new programs will be funded which provide sentencing alternatives to the juvenile court. This will include the development of public service jobs and other work opportunities designed to benefit the community from which the youngster comes. A unique aspect of these projects will require that an appropriate portion of the wages earned will be utilized

to compensate the victims of the crimes committed.

Education Services. The Ohio Youth Commission will receive fourth year funding for its educational services project. Statewide in its impact, this project is aimed at the development of sound educational programs for all youth released on aftercare who are 16 years of age and younger. Assistance will be provided through OYC's regional offices to various school systems in receiving delinquent youth back into the local schools and reducing the communication barriers and problems that these youth face. In some instances, efforts are made to place these youngsters in alternate school programs or to assist in the development of more appropriate curriculum where possible. One rural county project will be funded to provide remedial education programs to educationally deficient youth brought before the juvenile court. Individual counseling is an important part of this effort and often will resolve a non-academic problem the youngster is encountering at the local school. Close coordination is maintained between this project, the probation department and the local school system.

Employment Services. Two continuation projects will be funded in this program area. A metropolitan area YMCA based program will utilize techniques of behavior modification incorporated into an incentive wage system in dealing with approximately 60 adjudicated delinquent youth. This program offers counseling, group activities, supplemental educational services and a half-day work program five days a week. This project will enjoy the cooperation of the juvenile court, the board of education and the regional office of the Ohio Youth Commission. A second project will permit the Ohio Youth Commission to continue its post-release employment counseling and job training effort. Pre-release and employment preparation as well as post-release job follow-up will assist this project in meeting its established goals of reducing delinquency recidivism. This project will utilize staff from the seven regional offices of the Ohio Youth Commission.

FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission  
of a satisfactory application:

Subgrantee	Part C	Part E
Putnam County	\$ 5,000	\$
Ross County	25,147	
Shelby County	53,318	
Clark County	22,500	
Pickaway County	8,550	
Licking County	47,876	
Gallia County	14,500	
Champaign County	19,797	
Allen County	20,000	
Clark County	49,500	
Washington County	17,333	
Mahoning County	18,000	
Trumbull County	30,400	
Trumbull County	44,745	
Stark County	27,657	
North Star COG	70,000	
Pike County	8,000	
Muskingum	9,000	
Greene County	27,000	
Butler County	36,000	
Guernsey County	48,500	
Defiance County	20,000	
Portage County	5,450	
Portage County	31,247	
Lake County	25,000	
Wood County	9,000	
City of Middletown	54,000	
Adams and Brown Counties	30,000	
Department of Mental Health	61,193	
Ohio Youth Commission	116,367	
Ohio Youth Commission	50,000	
Summit County	14,874	
Summit County COG	12,729	
Summit County COG	31,700	
Cuyahoga County	5,219	
Cuyahoga County	4,651	
Cuyahoga County	152,940	
City of Cleveland	12,973	
Cuyahoga County	13,303	
Cuyahoga County	17,815	
City of Cincinnati	25,000	
City of Cincinnati	21,300	
Lucas County	18,478	

Medina County	44,400
Geauga County	43,200
Wyandot County	3,500
Ohio Youth Commission	105,525
Summit County	30,000
City of Toledo	12,011
Lucas County	46,194
City of Toledo	27,716
CJRPU	15,000
Miami County	\$ 38,000
Ohio Youth Commission	266,667
Ohio Youth Commission	350,000
Ohio Youth Commission	37,335
Lorain County	45,536
Summit County	30,000
Summit County COG	60,000
Franklin County	79,395
Trumbull County	53,730
South Central Ohio Regional Juvenile Detention Center	50,000
Columbus RPU	14,604
Columbus RPU	20,000
Columbus RPU	<u>10,620</u>
Totals	\$1,708,832
	\$1,010,663

#### BUDGET

	Part C	Part E	Program Total
Federal	\$1,708,832	\$1,010,663	\$2,719,495
State, Local and Other	189,868	112,295	302,163
TOTAL	\$1,898,700	\$1,122,958	\$3,021,658
Percentage of Match	10%	10%	

## SPECIAL REQUIREMENTS

Projects in this program area must address youth who have had formal contact with the juvenile justice system through law enforcement agencies or juvenile courts.

It should be noted that applicants for group homes must comply with the standards for residential group centers established by the Department of Public Welfare and/or the Ohio Youth Commission. Applicants for probation subsidy must coordinate efforts with the Ohio Youth Commission and evidence of coordination must accompany pre-applications to AJD.

## MULTI-YEAR FORECAST & BUDGET

### 1977

Continue direct support of county and city operated group homes and short-term residential care facilities.

Support OYC project to contract for group homes and foster care as alternative to incarceration.

Continue support of OYC probation subsidy program.

Expand funding of county probation services to include ten counties.

Continue funding of two projects to decentralize probation service and add an additional metropolitan county.

Provide increased diagnostic and referral services to juvenile courts.

Support employment and job counseling projects.

\$ 1,800,000	Part C
1,100,000	Part E

### 1978

Continue support and expand to four additional facilities.

Continue support for OYC use of group and foster homes.

Maintain support at same level.

Expand support to include additional volunteer programs.

Continue support.

Continue support of diagnostic services.

Continue support.

\$ 1,900,000	Part C
1,200,000	Part E

## C-6 CONSTRUCTION AND IMPROVEMENT OF JUVENILE FACILITIES

### NEEDS AND PROBLEMS

Little has changed over the past year to affect the status of juvenile detention and juvenile treatment facilities. Too many youth continue to be held too long in outdated detention facilities. The majority of these detention facilities provide little more than custodial isolation from the community for a given period of time. All too frequently, youngsters are returned to the community more embittered and hostile than when they left. More programmatic services and individualized attention is needed.

A number of rural counties in Ohio continue to house juvenile offenders in existing county jails, even though this practice is contrary to state law. Most county jails are physically inadequate and have no means for actual separation between adults and juveniles. This clearly subjects juveniles to increased criminal associations, unsanitary conditions and possible physical abuse from older, more sophisticated offenders.

Some progress has been made toward the development of low capacity detention/rehabilitation facilities for juveniles although the costs are extremely high. More emphasis must be placed on multi-county and regional systems which provide not only short-term detention services but also programs aimed at realistic individualized treatment. This will require a great deal of coordination and community education as well as a reasonable approach to financing such programs and services. The regional facilities approach, especially in rural areas; can be more economically feasible and programmatically satisfactory to the joint needs of the communities of that particular area. Also, more emphasis needs to be directed in the area of developing shelter care and expanded foster care services and facilities to deal with the unruly and adjudicated delinquent on a community level.

### PROGRAM OBJECTIVE

The objective of this program is to provide multi-jurisdictional treatment facilities and short-term detention settings which are conducive to the rehabilitation and treatment of juvenile and youthful offenders.

## WHAT IS PLANNED & EXPECTED ACCOMPLISHMENTS FY 1976

Treatment Facilities. Funds will be available for a portion of a joint three-county effort in northwestern Ohio. These three counties have developed, along with AJD assistance, a regional network system of facilities and services to deal with unruly and delinquent offenders in that area. While a part of that project will be the eventual construction of a relatively small detention facility, current funds will assist in the development of a system of group and foster homes and shelter care facilities within the three county area. Emphasis is directed at utilizing these services as a viable alternative to institutional handling of troubled youth. It is anticipated that this system of facilities and services will provide the juvenile courts of those three counties with many treatment options currently unavailable to them.

## FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

Subgrantee	Part C	Part E
Erie, Ottawa and Sandusky Counties	- 0 -	\$174,618

## BUDGET

	Part C	Part E	Program Total
Federal	\$ - 0 -	\$174,618	\$174,618
State, Local and Other	<u>- 0 -</u>	<u>19,402</u>	<u>19,402</u>
TOTAL	\$ - 0 -	\$194,020	\$194,020
Percentage of Match		10%	

## SPECIAL REQUIREMENTS

Applicants should note that construction and renovation projects are listed as a low priority. Selection of any project in this program category will be based upon the

following criteria:

- Condition of existing facility or lack of a separate juvenile facility;
- Combined area population to be served;
- Projected population growth;
- Current and projected juvenile arrests;
- Availability of community resources; and
- Current mode of handling juvenile offenders.

Part C funds for construction are made on a 50% federal/50% non-federal basis. Part E funds for construction are made on a 90/10 matching ratio.

#### MULTI-YEAR FORECAST & BUDGET

1977

Support renovation projects  
aimed at providing small facilities for shelter care and local treatment services.

Support a multi-county feasibility study for a regional juvenile service delivery system.

\$ -0-  
200,000

Part C  
Part E

1978

Continue limited support.

Continue support.

\$ -0-  
200,000

Part C  
Part E

#### C-7 INSTITUTIONAL TREATMENT FOR DELINQUENT YOUTH

##### NEEDS AND PROBLEMS

The obvious problems of institutions include over-crowding, lack of reasonable treatment programs, shortage of qualified staff and, in most cases, an atmosphere that is not conducive to treatment services. The Ohio Youth Commission, for example, has an average daily population

of over 2,200 in its institutions. Many of those facilities are overcrowded and this, of course, means that treatment programming takes second place to issues of security and control.

New efforts are needed in developing viable treatment modalities designed to operate within institutional settings on a voluntary basis. The abrasiveness of the "keeper/keepee" relationship must be diminished and realistic treatment programs should be encouraged that will allow for increased motivation and self control among delinquent youth. Improved educational and vocational training programs are needed that would better prepare youngsters for their return to the community. Realistic job orientation and vocational training programs are very scarce in most correctional facilities. Also, additional volunteer services are needed which provide increased community participation within the institutional setting. As community-based services develop, it is increasingly important that treatment services within institutions be geared toward the specific needs of the more sophisticated repeat youthful offender. At the same time, it must be recognized that some hard-core delinquents may never be reached and may not respond, especially to programs of a coercive nature.

#### PROGRAM OBJECTIVES

The objective of this program is to prevent recidivism among juveniles committed to institutions by encouraging the continued development of new and improved methods of treating incarcerated youth.

#### WHAT IS PLANNED & EXPECTED ACCOMPLISHMENTS FY 1976

Treatment Services. 1976 funds will be available to support an intensive treatment service program within a two-county juvenile center. This programmatic effort is based on a behavior modification approach geared to the individual needs of the residents. It is anticipated that this center will serve some 270 children from the two-county area. The Ohio Youth Commission will be funded to introduce a new outdoor education program to be operated out of its largest facility, the Fairfield School for Boys. This project will allow a select group of institutionalized youth to receive one-half credit over a semester period for intensive off campus activities and field trips including back-

packing, canoeing, first aid, swimming, wilderness survival and life saving. This project is designed to promote cooperation and competition as well as an improved self-image and self awareness. Also funding will be available to a juvenile treatment center to improve its evaluation, classification and rehabilitation efforts. It is estimated that a minimum of 175 youngsters will benefit from this treatment program.

Continuation funding will again go to an OYC project at the Riverview School for Girls. Approximately 22 institutionalized girls will participate in working with mentally retarded youngsters in a near-by community health facility. They will be out of the institution for approximately 12 hours per week serving primarily as teacher and recreation aides with other disadvantaged youth. The Ohio Youth Commission will be funded to further develop an institutional volunteer services program designed to establish and maintain effective volunteer services in each of its institutions. It is anticipated that individual and group volunteer sessions will have a favorable impact upon the attitudes of institutionalized youth as they prepare to return to the community.

#### FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

Subgrantee	Part C	Part E
Allen County	\$ 17,000	
Belmont County	20,000	
Ohio Youth Commission	222,889	
Ohio Youth Commission	11,913	
Allen County		\$ 40,000
Ohio Youth Commission	<u>                </u>	<u>38,745</u>
Total	\$271,802	\$78,745

BUDGET

	Part C	Part E	Program Total
Federal	\$271,802	\$78,745	\$350,547
State, Local or Other	30,200	8,749	38,949
TOTAL	302,002	87,494	389,456
Percentage Of Match	10%		

MULTI-YEAR FORECAST & BUDGET

1977

Continue the support of the OYC institutional volunteer project.

Support treatment services in regional facility programs.

Support one OYC institutional treatment program.

1978

Continue step-down funding.

Continue support.

\$ 275,000	Part C	\$ 185,000	Part C
80,000	Part E	70,000	Part E

## D. SYSTEM DEVELOPMENT

The interfunctional nature of the criminal justice system is the underlying concept of this category. Its objective is to improve the capability of the total criminal justice system to deal with crime by recognizing and coordinating the functional overlap of law enforcement, adjudicatory and correctional agencies. The criminal justice system as a whole has greater impact on crime than any one of its components. Therefore, the D programs are designed to develop interfunctional coordination and to foster planning on a total, systemwide basis.

### MULTI-YEAR PRIORITY OBJECTIVES

1. Increase the effectiveness of criminal justice agencies in dealing with crime through cooperation, consolidation of services, and development of improved management and operational techniques.
2. Perform action-oriented research which will suggest new ways of reducing crime in Ohio.
3. Conduct research on the impact of social conditions on crime.
4. Develop programs to acquaint the public and government officials of the impact of hand guns on crime in Ohio.
5. Evaluate programs aimed at reducing crime in order to assist in future planning.
6. Reform and update the criminal laws and procedures in Ohio.

## STANDARDS ADOPTED BY OHIO CRIMINAL JUSTICE SUPERVISORY COMMISSION

The Ohio Criminal Justice Supervisory Commission has not at this time adopted any standards which pertain specifically to this program area.

### D-1 CRIMINAL JUSTICE INFORMATION SYSTEM

#### NEEDS AND PROBLEMS

Citizens and criminal justice personnel must re-examine the problems of law enforcement and re-define the roles and priorities of law enforcement personnel. This is no mean task, but as the criminal justice system gets closer scrutiny, the citizens will demand better performance from the system.

Accurate, timely statistical data should help law enforcement management to apply enforcement resources better to enforcement problems. Quantitative methods, sampling techniques, and other operations research techniques should enable the criminal justice administrator to better manage scarce resources.

Delays in the flow process of the criminal justice system should be reduced to a minimum. Even though delay is a "defense tactic," the delay should not cause an inequitable halt in the flow through the system.

Time-in-services reports of subjects being processed from the time of arrest to trial will enable prosecutor, courts and citizen to begin to evaluate the flow process of the criminal justice system. Accurate and current historical information should enable prosecutor, judges and social workers to make equitable decisions quickly concerning the disposition of an alleged offender. CJIS will generate data that should aid all managers concerned with improving the productivity but still maintain the equity of the system.

Criminal history data can be important data required by a judge for pre-sentence decision. It has usually been incomplete, inaccurate, costly and not timely. This has caused delays in sentencing and possible erroneous or inequitable sentencing.

CJIS Ohio Computerized Criminal History should aid the pre-sentence investigation and help the courts to make faster equitable decisions.

Local Corrections, county jails (to the extent that the jails have a corrective function) and other corrective facilities cannot efficiently move data to a centralized facility, so correction workers and planners do not have a total data picture of correction in Ohio. Local workers need operational corrections data to manage parole and probation.

In general, CJIS will not help local corrections workers to manage their day-to-day functions. CJIS will produce summary data on jurisdictional caseloads, jail, workhouse and other incarceration institution statistics. These statistics should enable the group to evaluate probation, parole and correction management to have current history about each inmate.

Lack of a State corrections subsystem in CJIS did not give the State corrections function the proper convictions oriented data elements required by the department of corrections.

The Offender Based State Correction Information System (OBSCIS) will be incorporated into the CJIS. This will be an OBSCIS subsystem that will allow the corrections department to have access to the CJIS data base.

There are no collection, processing and analysis of management/operations research type data concerning the entire criminal justice system in Ohio. There is no comprehensive management planning at the state level because the planning group does not have a data base or the application needed to support management planning.

Adequate financial, personnel, facility, equipment, and budget information can be available to the criminal justice manager, legislators, and planners by utilizing a CJIS subsystem called MASS. This subsystem will have extensive and sophisticated software applications that will allow the SAC staff to manipulate the data to support analytical efforts.

There exists in the United States many hard copy and computer based files with personal data on individuals. This data has often been used in a harmful manner. It is easy for the workers in the bureaucracy to hide behind the bureaucracy's massive power to perpetrate or perpetuate inequitable uses of the information system.

There are now the D-5 rules and regulations with specific definitions and criminal sanctions for those convicted of misuse of the data. The Ohio Legislation HB 1030 should reduce the misuse of data from the criminal justice system.

The Ohio CJIS Steering Committee, a 15-member committee responsible for police decisions concerning the CJIS project, had a strong effect upon legislation concerning the security and privacy of the CJIS system. It is in the best interests of the citizens of Ohio that there be specialized legislation concerning criminal history record systems.

All of the major cities in Ohio have in-house computer capability and excellent communications capability by police radio, therefore, they have the capability of making operational use of computer files presently available in the state CJIS and the national NCIC. However, they have not developed the operational administrative attitudes essential to the maintenance of these large data bases in that they fail to make timely entries of wanted persons and stolen vehicles, and immediate cancellations when individuals are no longer wanted, or the vehicle has been recovered. This failure can be dangerous to both the public and the police officer because bad information can lead to dangerous activity upon the part of the police officer.

This computer system discipline becomes more critical when the central city attempts to collect data from other agencies in the immediate area. Delinquent motorists who have failed to pay tickets abuse the privileges of the waiver system. Citizens file affidavits for persons who have abused them or stolen from them, and the culprits go free.

There is a need for a greater cooperation between local law enforcement agencies within operational areas. This cooperation will spring from a better understanding of the system approach, and the development of standard reporting forms and procedures. The state system, with the support of AJD, cannot bring about this change without strong local support and cooperation. There must be a firm commitment upon the part of law enforcement administrators to provide training in the use of the adopted systems, and to provide the necessary system discipline to make the system work. Because this change-over will demand police resources, this problem will require a high priority in local budget planning.

#### PROGRAM OBJECTIVE

To reduce delay in criminal identification and apprehension; to provide offender data to police, courts and correction agencies; to develop and implement a statewide criminal justice information system with a capability of inter-agency information sharing and tie-in to the National Crime Information Center (NCIC).

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Since October, 1973, AJD has been the contracting agency to develop and implement a statewide criminal justice information system (CJIS). A CJIS steering committee has been formed to serve as the supervisory policy making body that guides the project. CJIS has been established within the state data center (SDC), which is the file base and point of interface with NCIC, LEADS, Ohio regional computer centers and numerous criminal justice agencies, including the state Bureau of Criminal Identification and Investigation (BCI&I).

Within CJIS are five modules, in various operational status:

1. Statistical Analysis Center (SAC)
2. Offender Based Transaction Statistic/Computerized Criminal Histories (OBTS/CCH)
3. Management and Administrative Statistics System (MASS)
4. Uniform Crime Reporting (UCR)
5. Technical Assistance (TA)

In 1976 CJIS will receive \$1,000,000 which will be spent to upgrade the system by adding terminals and additional high speed land lines, while continuing support of the LEADS telecommunications, which tie into CJIS. Support will be given to BCI&I for conversion of records for OBTS/CCH and to SDC for program testing. Funds will be expended to continue programming and testing of CJIS applications, communications and software. Continued effort will be made to develop an Ohio Plan of four levels of computer service for local users of criminal justice applications. Efforts will be continued to increase local efforts in enforcement, courts and corrections areas, to develop a state data base for operations research and SAC.

Toledo/Lucas RPU will receive funds to supply remote terminals for the various police dispatching units in Lucas County, and also the Toledo Municipal Court and Lucas County Common Pleas Court. MVRP (Dayton) will receive funds to provide remote terminals for nine agencies in the vicinity of Dayton's computer center.

Cuyahoga County will receive \$350,000 for a regional CJIS serving 49 police agencies in Cuyahoga County, and two grants will be made to support the Cuyahoga County Sheriff in the collection and computerization of prisoner data. Toledo will receive \$100,000 for the continued development and implementation of a regional information system serving the criminal justice system in Lucas and Wood Counties.

The Highway Patrol will receive \$31,500 to design a computer policy and procedure file for analysis, reference and dissemination to personnel.

FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

### Part C

MVRPC (Dayton)	\$ 88,761
Toledo/Lucas RPU	46,194
Toledo/Lucas RPU	18,478
Toledo/Lucas RPU	92,388
AJD (CJIS)	1,000.000
Cuyahoga County	312,858
Cuyahoga County	8,045
Cuyahoga County	31,286
Highway Patrol	<u>31,500</u>
Total	\$1,629,510

## BUDGET

	Part C	Part E	Program Total
Federal	\$1,629,510	\$ -0-	\$1,629,510
State, Local and Other	<u>181,054</u>	<u>-0-</u>	<u>181,054</u>
TOTAL	\$,810,564	\$ -0-	\$1,810,564
Percentage of Match	10%		

## SPECIAL REQUIREMENTS

The FY 1976 Directives contained specific requirements for computer based data systems. These requirements were applied to all requests for records systems: manual, mechanized, micro-film or EDP in all program areas. Therefore, they have been enumerated above in A-4, Manpower Utilization, Planning and Management Assistance; and are referenced also in C-3, Juvenile Service Planning and Management; E-2, Courts Management; and F-4, Corrections Planning and Management. It is essential that all records systems be subjected to the same needs analysis springing from the same managerial concepts and philosophy.

The following special requirements are applicable to EDP systems:

1. Sub-systems should make use of State Lines and terminals (as available).
2. Local EDP systems must provide for its own hardware and software interface with CJIS, which will have only one (1) protocol for interface.
3. Local sub-systems may include local internal management data as the State system will not concern itself with local internal management data.
4. All applications for local EDP sub-systems must be reviewed and approved by AJD before funding to insure that all local projects are compatible with the State system.

## MULTI-YEAR FORECAST AND BUDGET

1977

Support CJIS by agency and function:

- .BCI&I additional finger-print staff and OBTS auditors.
- .OSHP communications officers and terminal use trainers.
- .SDC system analysts and operators.

Independent audit of CJIS functions and out-puts.

Continue conversions of records at BCI&I for OBTS/CCH.

Provide AJD with terminals to CJIS SAC for analytical and planning data.

Develop specific program modules, define functions of user groups, and define management configuration.

\$1,950,000 Part C

1978

Continue support of CJIS.

Provide support to state agencies whose functions provide in-put for CJIS.

Apply corrective action for areas defined by audit.

Provide necessary support to BCI&I to maintain data base needed by volume of use of OBTS/CCH.

Continue support of SAC/AJD usage.

Implement new programs to satisfy identified needs of users.

\$2,300,000 Part C

### D-2 DEVELOPMENTAL RESEARCH

#### NEEDS AND PROBLEMS

The National Advisory Commission's Criminal Justice System Standard 1.1, "Crime-Oriented Planning", states that "Every criminal justice planning agency and coordinating council should:

1. Analyze the crime problems in its jurisdiction;
2. Identify specific crimes deserving priority attention;
3. Establish quantifiable and time phased goals for the reduction of priority crimes; and

4. Evaluate and select alternative strategies and programs for reducing priority crimes....."

Although the standard identifies three further steps in criminal justice planning, it is significant that the initial four steps are the activities funded under AJD's D-2 program. This category is intended to help alleviate the problem that many local criminal justice agencies have in locating resources for completing these initial steps in criminal justice planning. The need to complete the first four planning steps identified in Standard 1.1 also exists at the state level since the planning and completion of local criminal justice strategies are influenced by the statewide criminal justice system.

#### PROGRAM OBJECTIVE

The objective of this program is to improve the ability of criminal justice agencies to perform their functions more effectively by encouraging research or testing of new ideas or programs.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Crime Analysis. Project staff will evaluate projects and programs implemented by the Cleveland Police Department in order to determine which programs are most effective and efficient. The project will assist the city of Cleveland in outlining strategies in combating the crime problem. It is anticipated that through the planning and management assistance that this project will provide the city of Cleveland, criminal activity will be reduced. This will be accomplished by the evaluation and the revision, if necessary, of ongoing police projects.

Planning for Community Treatment for Adult Offenders. This project will identify mentally and physically handicapped offenders, determine required treatment and develop a plan for the provision of residential care and services in the community.

#### FY 1976 ANTICIPATED SUBGRANTS

##### Part C

Ohio Developmental Disabilities, Inc.	\$23,502
City of Cleveland	<u>151,808</u>
Total	\$175,310

### BUDGET

	Part C	Part E	Program Total
Federal	\$175,310	\$ - 0 -	\$175,310
State, Local and Other	<u>19,479</u>	<u>- 0 -</u>	<u>19,479</u>
TOTAL	\$194,789	\$ - 0 -	\$194,789
Percentage of Match	10%		

### SPECIAL REQUIREMENTS

All projects must have clearly defined measurable objectives, a timetable of events and an objective evaluation component. Copies of any published reports must be furnished to the Administration of Justice Division. Projects funded in this program area will focus upon high-crime areas, but will not be restricted to RPU counties alone.

### MULTI-YEAR FORECAST AND BUDGET

1977	1978
Continue Crime analysis project at same level.	Continue support at same level.
Increase the effectiveness and responsiveness of victims and witnesses in the criminal justice process through the development of programs for needs of victims and witnesses.	Continue support at same level.
Investigate the problems of juvenile status offenders in Ohio.	Continue support with emphasis on development of solutions.
Research high crime area problem in an RPU.	Continue support at same level.
\$335,000	Part C
	\$335,000
	Part C

D-3 CRIMINAL LAW REFORM AND LEGISLATION

NEEDS AND PROBLEMS

The rules of evidence remain nonuniform in this state and largely related to the knowledge and disposition of the judge hearing a particular case. And yet, the application of these rules, the admissible or exclusion of evidence in a particular case, often determine the final outcome.

The rules of evidence, as applied in Ohio courts, must be standardized, in an attempt to make the application of such rules uniform and objective to the maximum extent feasible.

PROGRAM OBJECTIVE

To improve the criminal justice system by working to improve and update laws at all levels of government.

WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

A second project will allocate \$22,500 to the Ohio Supreme Court to complete the task of preparing Uniform Rules of Evidence to be used within this state. Currently, there is no single source of codification which deals with Ohio's law of evidence in its entirety. A committee will prepare these rules assisted by an expert consultant staff.

FY 1976 ANTICIPATED SUBGRANTS

Part C

Ohio Supreme Court                           \$22,500

BUDGET

	Part C	Part E	Program Totals
Federal	\$22,500	\$ -0-	\$22,500
State, Local and Other	<u>2,500</u>	<u>-0-</u>	<u>2,500</u>
TOTAL	\$25,000	\$ -0-	\$25,000
Percentage of Match	10%		

## MULTI-YEAR FORECAST AND BUDGET

1977	1978
Support a standards and goals pilot project to implement certain selected standards.	Continue project at same funding level.
\$100,000	\$100,000
Part C	Part C

### D-4 PROGRAM EVALUATION

#### NEEDS AND PROBLEMS

The National Advisory Commission's Criminal Justice System Standards 1.1, 5.5, 6.7, 11.1, 11.2, 11.3 and 12.1 all concern the need for evaluation of the criminal justice system. These standards stress the need for using "evaluation results to refine goals, strategies and programs." (1.1)

A major problem in criminal justice evaluations is the lack of a methodology that utilizes measurable criteria for analysis of qualitative and quantitative aspects of a project. The absence of objective project goals and evaluation criteria has often resulted in the use of subjective criteria which cannot be accurately used for the project staff's decision making or for analyzing the project's effectiveness. This problem illustrates the need for development of an objective evaluation strategy.

Determination of the effectiveness of a project requires that the project's goals and objectives be stated in measurable terms. This illustrates the need for evaluation assistance for projects from the time of pre-grant award through the post funding period.

#### PROGRAM OBJECTIVE

The objective of this program is to measure the effectiveness of programs in reducing crime by comprehensive evaluation of major programs supported by AJD funds in order to assure that future funds are directed into programs which demonstrably affect the reduction of crime.

## WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Training of Law Enforcement Personnel. An intelligence training program will be evaluated in terms of the impact that this specialized training has on the policy decisions of the agencies which send students for this training. A report will be issued with specific recommendations for more effective law enforcement training programs and for a more vital, functional role for organized crime prevention councils.

Juvenile Delinquency Prevention. Evaluations of two projects, a Youth Service Bureau and a school system's "Early Intervention" project, are planned. These evaluations will identify successful methods of treatment for predelinquent youth and measure their effectiveness. The methodologies developed will be presented to AJD in a format that will provide a basis for evaluating other AJD projects designed to alleviate juvenile delinquency.

Community Treatment for Delinquent Youth. This project will evaluate the effectiveness of services provided by a satellite probation office in an RPU county and will use as a control group the clients of other juvenile court related delinquency abatement projects. This evaluation is expected to be a model for procedures to evaluate other juvenile court programs.

Improvement of Prosecution. This evaluation of the Private Complaint Program will improve the project's data collection and analysis; examine resource quality and utilization; determine the impact of the project on complainants, defendants and the criminal justice system; develop a cost-benefit analysis of the project; and will assist project administrators and staff in learning to use the techniques developed by the evaluation to assess and improve the project.

Community Treatment for Adult Offenders. Through the use of experimental and control groups, this evaluation plans to develop an outcome analysis that will identify the factors most relevant in successful volunteer/adult felon relationships. This information will be used by the volunteer project being evaluated in program and policy decisions and will be available for use by similar projects.

## FY 1976 ANTICIPATED SUBGRANTS

### Part C

Ohio Organized Crime Prevention Council	\$33,000
City of Hamilton	30,000
Allen County	22,050

Cuyahoga County	45,000
City of Cincinnati	43,456
Department of Rehabilitation and Corrections	<u>26,416</u>
Total	\$200,000

#### BUDGET

	Part C	Part E	Program Total
Federal	\$200,000	\$ -0-	\$200,000
State, Local and Other	<u>-0-</u>	<u>-0-</u>	<u>-0-</u>
TOTAL	\$200,000	\$ -0-	\$200,000
Percentage of Match	NO MATCH		

#### SPECIAL REQUIREMENTS

All of the anticipated subgrants will be applying for Special Incentive Evaluation funding and therefore must comply with the following:

1. Evaluation design and specifications must be approved before final approval of the project. This requires that each application must include a brief concept-narrative of the basic design elements, report system, cost functions, etc., and a description of the evaluation procedure. Details of the criteria for approval of evaluation design and specifications have been sent to each of the anticipated subgrantees.
2. Clear and separate distinctions must be maintained at all times between the Part C AJD funds supporting the project that is being evaluated, and the Special Incentive Evaluation AJD funding of the evaluation project. Should the AJD funds for the project being evaluated become inoperable for any reason, termination of the Special Incentive Evaluation funds will be simultaneous and automatic.

## MULTI-YEAR FORECAST AND BUDGET

1977	1978
Provide in-depth evaluations of the effectiveness of AJD projects in one funding program.	Provide in-depth evaluations of the effectiveness of AJD projects in another funding program.
\$200,000      Part C	\$200,000      Part C

### D-5 CONSOLIDATION OF SERVICES

#### NEEDS AND PROBLEMS

Expenditure and Employment Data for the Criminal Justice System, 1972-1973 indicates that in Ohio the major effort in law enforcement is made at the municipal level, in adjudication at the county level and in correction at the state level, although at each level there are major efforts in the other aspects of the criminal justice system. LEAA and the Census Bureau included 19 Ohio counties in its analysis of 312 large county governments in the United States, and twenty Ohio cities in its analysis of 384 large city governments. On the other end of the spectrum, a survey conducted in 1972 indicated that only 13 percent of the law enforcement agencies in Ohio had twenty or more police officers.

Therefore, there are two kinds of problems in Ohio related to the consolidation of services. In the large counties, with one or more large cities and numerous smaller suburbs, the problem involves consolidation and cooperation between many independent elements of the criminal justice system to eliminate fragmented services, high cost and low efficiency. In the counties with smaller population, consolidation and cooperation has to cope with the lack of resources, more difficult communications and greater differences in procedures, clientele and calls-for-service.

Among the large population centers the problem is defined in different terms. Akron desires a mechanism to enhance the capability of small agencies to combine planning and programs to attain multi-jurisdictional funding. Cincinnati hopes for greater cooperation among jurisdictions. Cleveland hopes to

overcome the element of physical separation and Dayton would like to see the elimination of separate, redundant, fragmented high cost operations with a low rate of efficiency.

The smaller counties have learned that small agencies find it difficult to maintain the expertise required to handle complex serious criminal justice problems, because these problems do not arise often enough. However, there is public demand for prompt action when serious problems do arise.

In the large counties, the tendency has been to establish Criminal Justice Centers, primarily serving the courts, but embracing corrections (county jails) and law enforcement, including computer centers, training, and communications, laboratories, etc., although not all of these are physically located in the criminal justice centers. County government is in an excellent position to bring about consolidation of this kind, and in some instances is able to provide the financial support necessary to achieve this consolidation.

In the smaller counties, the consolidation of services can be achieved by a council of government (COG) or by a series of formal mutual aid agreements or informal cooperation between agencies. However, unless these agreements are supported with formal contracts containing guarantees of continued financial support with adequate administrative control, the agreements tend to fall apart upon the termination of federal funding. When the cooperation springs from formal agreements and contracts, these consolidated services often continue despite the slowing down of federal funding.

At present, cooperation and consolidation has taken place in combatting illegal drugs (also funded under A-8, Special Prevention and Enforcement), regional training, tactical units and planning (also funded under A-4, Manpower Utilization, Planning and Management Assistance).

#### PROGRAM OBJECTIVE

To improve the effectiveness of criminal justice functions by fostering increased cooperation between jurisdictions, where such action would increase economy or would result in improved capacity to deliver services.

## WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Cuyahoga County will receive and expend \$65,000 for a facilities management office with an initial primary task of providing a systematic program for the transition of agencies and services from their present location to the new Criminal Justice Center.

The Eastern Cuyahoga Regional COG, a combination of six adjoining police departments, will receive \$35,000 to implement a coordinated effort by these departments to provide more efficient law enforcement through implementation of a tactical unit, bomb squad, regional training facility and the implementation of a variety of other services upon a regional basis. The Southwest COG will receive \$31,339 to continue operations of a 55-man tactical unit and an 18-member investigative unit along with a regional training program and a regional information system. Both of these agencies are in Cuyahoga County.

The Miami Valley Regional Planning Commission (Dayton) will receive \$71,667 to coordinate personnel research and planning and implement regional training with programs, instructors and reference materials.

Toledo/Lucas RPU will receive \$100,000 to continue the operation of a regional training facility serving personnel from Lucas and Wood Counties.

## FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

	Part C
Cuyahoga County Commissioners	\$ 58,102
Eastern Cuyahoga Regional COG	28,613
Miami Valley Regional Planning Commission	71,667
Southwest COG	31,286
Toledo/Lucas RPU	<u>92,388</u>
Total	\$281,456

BUDGET

	Part C	Part E	Program Total
Federal	\$281,456	\$ -0-	\$281,456
State, Local and Other	<u>31,273</u>	<u>-0-</u>	<u>31,273</u>
TOTAL	\$312,729	\$ -0-	\$312,729
Percentage of Match	10%		

SPECIAL REQUIREMENTS

Construction projects must be multi-jurisdictional.

MULTI-YEAR FORECAST AND BUDGET

1977

Discontinue support of Cuyahoga County Criminal Justice Center.

Support two regional criminal justice training centers.

Continue support of consolidation of law enforcement planning services, equipment use and pooling of manpower for mutual assistance and cooperative activity.

\$350,000

Part C

1978

Encourage and support the consolidation of local correction and incarceration facilities in one county.

Continue support.

Encourage and increase support for consolidation of local law enforcement services.

\$400,000

Part C

## E. IMPROVEMENT OF THE JUDICIAL PROCESS

"The Courts have great power over the lives of the people brought before them. The limits of this power are carefully laid out by the Constitution, by statute, and by elaborate procedural rules, for the courts are charged not only with convicting the guilty but with protecting the innocent. Maintaining a proper balance between effectiveness and fairness has always been a challenge to the courts. In a time of increasing crime, increasing social unrest, and increasing public sensitivity to both, it is a particularly difficult challenge.

-- Challenge of Crime in a Free Society, 1967

### MULTI-YEAR PRIORITY OBJECTIVES

These priorities were established by the Ohio Criminal Justice Supervisory Commission for the courts, prosecution and defense projects in 1976.

1. Implement court practices and procedures, so as to increase the speed at which cases are handled, including computer assistance in all major, multi-judge courts, and assist smaller courts to modernize to comply with the Supreme Court Rules of Superintendence.
2. Establish organized public defender services in Ohio's metropolitan areas and on a multi-county basis elsewhere in the State.

3. Streamline all prosecutors' offices to permit effective resource management, the filtering out of unsubstantial cases and complaints and concentration on high priority cases.
4. Provide local and regional in-service training co-ordinated at the State level for all court personnel and bring them into regular, effective contact with other components of the system.
5. Improve pre-trial and pre-sentence investigation to give every judge adequate background information for bail and sentencing decisions.
6. To improve court operations by (a) sensitizing the system to the needs of victims, jurors and witnesses and (b) informing and educating the public of court processes.
7. Assure that all counties and municipalities have prosecution services and supportive staff sufficient to sustain the criminal justice process at a high level.
8. Provide audio-visual recording equipment in proportion as their availability will improve court operations under new rules and changes in criminal law and procedure permitting their use.
9. Render supportive assistance for such projects as planning, architectural studies, minor renovation and construction, to upgrade Ohio courtroom facilities to a level permitting dignified judicial proceedings.

STANDARDS ADOPTED BY OHIO CRIMINAL JUSTICE SUPERVISORY COMMISSION

Reducing Trial Delay In Ohio

- Standard 1. Comprehensive Pre-Trial Process Planning
- Standard 2. Use of Summons and Citations
- Standard 3. Procedure for Preliminary Hearings
- Standard 4. Priority Case Scheduling

- Standard 5. Continuances
- Standard 6. Pre-Trial Discovery
- Standard 7. Pre-Trial Motions and Conferences
- Standard 8. Pre-Trial Motions for Misdemeanor Cases
- Standard 9. Jury Selection
- Standard 10. Trial of Criminal Cases

#### E-1 IMPROVEMENT OF PROSECUTION

"The Office of prosecutor combines legal, administrative and judicial functions that require experienced professional personnel and a rational and efficient organizational structure. Efforts to deal with the problem of crime in America are unlikely to be successful if prosecutors' offices continue to be poorly funded, understaffed and ineffective."

-- National Advisory Commission on  
Criminal Justice Standards and Goals

#### NEEDS AND PROBLEMS

The position of prosecutor is a very critical one in the criminal justice system. The prosecutor must utilize the power of state on those who defy the law. He must satisfy the highest standard of proof since individual freedom hangs in the outcome.

And yet prosecutors continue to have difficulty in attracting personnel who plan careers in this vital area. There are several reasons for this dilemma: workloads that require each attorney in the prosecutor's office to process thousands of cases each year, pay scales that require these attorneys to engage in part-time private practice that are ultimately pursued full-time, working conditions that are not conducive to professionalism, and a lack of training that does not encourage career development.

Prosecutors are required to detect and resolve very sophisticated criminal acts that are deviously designed to take unfair advantage of the consumers. This area of criminal activity has been overlooked in the past, and poses a very serious threat to all law abiding people.

In addition to an ever-increasing criminal caseload, prosecutors must continually deal with a large civil case-load and process traffic cases. With the increased duties of prosecutors in recent years, most of Ohio's county prosecutors continue to work part-time, even though the duties and demands of the office are full-time.

The method by which cases are handled results in considerable overlap and inefficiency. Attorneys are assigned courtrooms rather than cases. In Ohio there are 450 municipalities with solicitors or law directors who handle limited prosecution, 229 city prosecutor's offices, and 88 county prosecutors.

The decision of a prosecutor of whether or not to prosecute is fraught with peril. A lack of resources may require that prosecution be terminated when justice requires otherwise. By utilizing pre-arrest and pre-trial screening programs along with deferred prosecution, the prosecutor has other alternatives that more closely approximate optimum disposition of various offenders. Early screening can result in more efficient use of both prosecutor and court time.

County prosecutors in Ohio's medium sized counties must operate within very restricted budgets. Investigative assistance is needed to assist in the preparation of felony cases for trial. These individuals also can work closely with local law enforcement officials in gathering evidence and interviewing witnesses, with the main objective of laying the foundation required to sustain a conviction. Legal interns can also be a very valuable assistance to these prosecutors in researching legal matters and preparing briefs. These interns are third-year law students and are most willing to gain the practical experience working in a prosecutor's office. Such projects also provide an excellent opportunity for prosecutors to recruit and train good law students to the challenging career of working as assistant prosecutors.

Organized efforts must be initiated throughout Ohio to combat consumer fraud which costs citizens of this state \$300 million annually. Specialized units must be established to bring those people to justice who violate the law.

Extensive efforts must be made to apply modern management techniques to facilitate the smooth operation of metropolitan prosecutor's offices. The fragmentation that exists in felony cases in the transfer from municipal to common pleas court must not be allowed to cause a similar transfer from local to county prosecutor's offices.

In addition, computer technology that the court systems are beginning to utilize must be expanded to expedite the prosecution of felony cases.

#### PROGRAM OBJECTIVE

To improve the capability of local prosecutor's offices to handle necessary responsibility by providing modern management techniques and investigative and research assistance.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Except for the very largest counties in Ohio, county prosecutors are all part-time. In addition, the large portion of the prosecutor's responsibilities are in the civil area. In order that these prosecutors be thoroughly prepared for all criminal trials and pre-trial activities, investigative assistance is sorely needed in the medium sized and large counties. The investigator is usually responsible for interviewing witnesses, gathering evidence, and making other general preparations for trial. Oftentimes, the prosecutor will rely on the judgment of his investigator in assisting in the screening of cases, advising the prosecutor concerning the strength and weakness of each case. In FY 1976, eleven projects have been allocated \$130,469 in medium sized counties to provide prosecutors with investigative assistance.

Legal Interns. The Ohio Supreme Court has established certain rules that govern the practice of law by law students. Among these requirements are the enrollment in an approved law school, and having completed satisfactorily at least two-thirds of the total credit hours required for graduation.

Such persons are authorized to engage in the representation, if supervised by an attorney, for any civil action, misdemeanor case or juvenile court proceeding. These individuals are employed in prosecutor's offices and engage in legal research, write briefs, and may even do investigations. There are several distinct advantages to employing such individuals: they may be employed at a relatively low cost, they provide valuable assistance to an overworked prosecutor, the project provides the intern with valuable practical experience, and the project introduces the intern to prosecutors' duties as the beginning of a career development in prosecution. Eleven projects are being allocated \$116,167 to provide legal interns. The Allen County project optimizes the interns' time by having law students from Ohio Northern Law School to assist prosecutors in a six county area.

Screening of Criminal Cases. Private complaints involving family members or neighbors consume a substantial portion of court resources. All too often the criminal courts are not the proper forum for these problems, which is proven by the fact that most complaints are dismissed or acquitted. These projects are screened either prior to the issuance of an arrest warrant or just after arrest.

Certainly a major contribution that AJD has made to the concept of innovative courts projects was the Columbus Night Prosecutor Program. Although that project is no longer being funded, seven projects that provide similar services are being allocated \$178,981, including new projects in Cleveland, Chillicothe and Lima.

The new Cleveland project will be very similar to the on-going Akron project in that skilled arbitrators will be used for dispute settlement. The Lima and Chillicothe projects will be modeled after the Columbus project except tailored down for implementation in middle-size communities.

Consumer Fraud. A pilot project will continue in Summit County, receiving an allocation of \$36,629 in FY 1976 to investigate consumer complaints. Where abuse occurs, the cases are prosecuted by the Summit County Prosecutor's Office. This project has been selected as a Notable Project (see Past Progress).

Felony Procedural Change. Fragmentation exists in the prosecution of criminal cases. The municipal prosecutor has case responsibility in municipal court (through preliminary hearings), whereas the county prosecutor has responsibility for cases in common pleas court (beginning with arraignment). This pilot project has been operating in Lucas County whereby county prosecutors are assigned to municipal court to follow a case from its beginning. The project has been successful in eliminating duplication of effort, allowing for better case preparation, and improving communications between municipal and county offices.

Prosecutor Information Analysis. With the increasing number of felony cases filed and the new requirements for the speedy processing of criminal cases, there is an increased need for information management in the Cuyahoga County Prosecutor's Office. There will be an information analysis of the criminal operations of the prosecutor's office. If justified, a conceptual design for improved operations and information processing will be developed. The project will be allocated \$25,650 in FY 1976.

Unallocated Prosecutorial Assistance. The Courts Task Force is well aware of the innumerable problems confronting prosecutors in Ohio. In a partial response to this problem \$131,500 of FY 1976 funds have been allocated to try to address some of these serious problems.

#### FY 1976 ANTICIPATED SUBGRANTS

Investigative Assistance	Part C
Athens County	\$ 12,100
Ashland County	17,000
Mahoning County	14,869
Medina County	13,509
Belmont County	7,596
Clark County	13,050
Huron County	12,150
Geauga County	7,500
Portage County	16,713
Springfield	15,982

Felony Procedural Change

    Lucas County                                 5,358

Prosecutor Information Analysis

    Cuyahoga County                             22,928

Unallocated Improvements to  
    Prosecution                                 131,500

Legal Interns

Allen County	25,000
Richland County	14,666
Stark County	22,219
Clark County	4,680
Ashland County	4,050
Erie County	4,050
Portage County	6,552
Pickaway County	7,500
Canton	10,800
Defiance County	4,050
Warren County	12,600

Consumer Fraud

    Summit County                             36,629

Screening of Criminal Complaints

Miami County	21,636
Akron	30,000
Toledo	18,478
Cincinnati	67,600
Chillicothe	8,348
Lima	13,759
Cleveland	19,160

TOTAL:   \$622,032

BUDGET

	Part C	Part E	Program Total
Federal	\$622,032	\$ -0-	\$622,032
State, Local and Other	<u>69,114</u>	<u>-0-</u>	<u>69,114</u>
TOTAL	\$691,146	\$ -0-	\$691,146
Percentage of Match	10%		

MULTI-YEAR FORECAST AND BUDGET

1977

Continue full-time investigative support for prosecutors at about the same level

Expand the use of legal interns in prosecutor's offices, with more emphasis on consolidation of services to serve several counties

Expand the use of computer technology to increase the efficiency in large metropolitan prosecutor's offices to serve 2 counties

Continue to expand screening projects work to 5 medium sized counties as the metropolitan areas all have existing projects

Phase out funding of consumer fraud projects

1978

Continue at reduced level

Continue at same level

Continue to expand to serve 3 counties

Continue at same level

\$650,000

\$700,000

E-2 COURT MANAGEMENT

"In general, the Commission believes that courts need to be more alert to the advantages of all technological advances that may have utility in the judicial process. If hospitals, airlines, and business management generally had paid as little attention to computers and other technological advances as the courts have, it is likely that all three enterprises now would be stumbling under the weight of transactions thrust upon them. A similar rising volume of business now affects the courts, and they too must employ every technological assistance that is available if they are to survive."

-- National Advisory Commission on  
Criminal Justice Standards and Goals

NEEDS AND PROBLEMS

Ohio's new criminal code requires persons accused of crime to be brought to trial within very precise, and relatively short periods of time. A requisite for implementing such a timetable is that the courts know at all times the current status of each case. Courts in large metropolitan areas are handling a rapidly growing number of cases without additional resources or assistance. Such functions as the budget, resource allocation, court scheduling, and records management in large courts are performed manually, contributing significantly to court delay.

A considerable number of criminal offenses are classified as misdemeanors for a first conviction and as a felony on subsequent conviction. If accurate criminal history data is not available to the court, a felony may be processed as a misdemeanor. Also, improper court management will require the judiciary to spend as much time on the administrative matters involved in running the court as in hearing and deciding cases.

In non-urban areas, a shortage of court reporters will often require a trial to be delayed until a reporter becomes available.

**CONTINUED**

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In addition to pre-trial delay, there still exists considerable delay between conviction and appeal.

In urban areas there should be one centralized court information system that tracks felony cases through initial appearance, preliminary hearing, arraignment, and indictment as these cases move from municipal court to common pleas court. Such systems may interface with existing regional criminal justice information systems, and Ohio CJIS and may also be useful to local courts in reporting monthly to the Ohio Supreme Court, as required by the Rules of Superintendence.

Larger urban courts must have professional support staffs to assist in the courts' nonjudicial operations. Court administrators possess invaluable court management skills that can be applied to operate dockets more efficiently. Law clerks can assist judges in legal research, writing opinions, ruling on preliminary motions and other similar assignments. Planning and budgetary offices should be established to assist judges in allocating funds, and planning capital improvements.

Video and audio taping have been major improvements to most court systems. In rural courts, court recorders and stenographers may not always be available, which could result in trial delay. This problem is being resolved with audio tape equipment. The use of video tape in criminal trials is still developing, but some areas have already been proven. Videotaping can reduce the delay significantly from trial to appeal. In addition, taping pre-trial hearings can be a major factor in reducing the number of appeals.

#### PROGRAM OBJECTIVE

To improve court management so as to increase the speed at which criminal cases are decided, while providing a consistently high quality of justice.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Court administration involves the management of the nonjudicial business of a court system. Court administrators seek to relieve judges of some administrative chores and help them perform those that they retain. It has become

a necessity for courts in Ohio's high crime areas to have available a court administrator. Six projects are receiving allocations of \$143,209, including a Cuyahoga County project that will employ two deputy court administrators.

Computerization. Two of Ohio's largest counties are making increased utilization of computer techniques to assist them in court management. \$283,310 is being allocated to four projects.

The Cleveland Municipal Court plans to design, develop and implement a new court information system that will provide management assistance to the Clerk of Courts, the Judicial Division, and the Police Prosecutor.

The Columbus Municipal Court will develop two projects involving court computerization. A case scheduling system will continue to be developed that will be utilized by the Municipal and Common Pleas Courts, that will convert the present manual system so as to interface with Ohio CJIS. The Court Information System will cover final debugging and additional improvements to enhance the judicial process model as a management tool.

The Cuyahoga County Clerk's Information System will involve the preparation of a system designed for improved information processing in the Clerk's office. This system will also impact on the Court of Common Pleas, the Sheriff's Office and other criminal justice agencies.

Law Clerks/Interns. FY 1976 is the first year that the Directives have expressly provided for funding of law clerks to assist judges. The main reason for this change is to encourage participation by the judiciary in the LEAA program. The response to this change was very favorable. As a result twelve new projects will be allocated \$132,214.

Two of these projects will provide law clerks for two of the state's eleven appellate districts. Nine projects will provide law clerks in medium sized common pleas courts. The Lima Municipal Court will employ a law clerk.

These clerks will provide a wide range of services including legal research, administrative duties, the hearing or cases, the preparation of jury instructions, studying court motions that are filed, and performing similar functions to insure that all criminal cases are promptly heard and decided so as to allow the judges to devote more time to their trial work.

Audio/Visual. In recent years Ohio has been in the forefront in the use of audio/visual equipment by judges in the courtroom. Funding in this area is light this year. Four projects for \$12,465 will be funded and additional projects will be funded through overage requests.

One project will provide audio/visual equipment for one of Ohio's eleven appellate court districts. The Hocking County project will provide audio recording equipment in the juvenile court. The project in Ashtabula County will acquire audio-visual tape equipment to allow for presentation of evidence to the jury. The Medina County project will provide a visual recording system for the township of Wadsworth.

Court Management. FY 1976 will constitute the fifth year funding of the Cuyahoga County Court Management project, a project that has repeatedly been a notable project in this plan, and is a model for court management projects throughout the county. The project will develop a technical assistance capability, develop programs for the consolidation of court services and will attempt to establish a research and development function within the court.

#### FY 1976 ANTICIPATED SUBGRANTS

Court Administration	Part C
Mansfield	\$ 22,860
Akron	22,950
Cleveland	22,258
Cuyahoga County	53,633
Lucas County	9,239
Toledo	9,239
Court Management	
Cuyahoga County	26,816

### Computerization

Cleveland	85,577
Columbus	60,000
Columbus	90,000
Cuyahoga County	20,917

### Law Clerks/Interns

Geauga County	11,160
Clark County	11,520
Wood County	4,050
Lima	4,050
Ashland County	4,050
Columbiana County	14,566
Eighth Appellate District (Geauga County)	15,003
Erie County	4,050
Licking County	12,000
Portage County	15,000
Fourth Appellate District (Vinton County)	15,000
Summit County	21,765

### Audio/Visual

Ashtabula	1,800
Eighth Appellate District (Geauga County)	1,845
Hocking County	3,600
Medina County	5,220
TOTAL:	\$571,198

### BUDGET

	Part C	Part E	Program Total
Federal	\$571,198	\$ -0-	\$571,198
State, Local and Other	<u>63,466</u>	<u>-0-</u>	<u>63,466</u>
TOTAL	\$634,664	\$ -0-	\$634,664
Percentage of Match	10%		

## MULTI-YEAR FORECAST AND BUDGET

**1977**

Greatly expand the use of law clerks by judges to serve 15 counties and 4 appellate districts

Expand the use of computer technology in the courts in 4 counties as Ohio CJIS becomes operational

Continue funding of micro-filming to 3 counties

Continue at the same level funding of court administrators

Greatly expand the use of audio-video tape in pre-trial, trial and appellate cases to 5 trial courts and 3 appellate courts

Phase out audio recording equipment

\$800,000

**1978**

Continue the same level as new projects develop (because of two year limit)

Continue to expand to serve 6 counties

Continue at same level

Continue at the same level

Continue to expand

\$900,000

### **E-3 COURTS' PERSONNEL TRAINING**

"With the proliferation of efforts to modernize the judicial system, has come a growing awareness that the quality of American justice will ultimately depend on the quality of the performance of judges. Given the best laws and the most modern court systems, justice can never be better than the men who administer it. Legal rules and court systems do not operate automatically, nor do cases decide themselves."

-- 1974 National Judicial Educators Conference

## NEEDS AND PROBLEMS

The entire criminal justice system is undergoing massive changes. The new criminal code, new rules of superintendence, and new rules of procedure in virtually all courts are but some of the modifications. It is generally conceded that the criminal law, as coupled with the constitutional rights of the accused, are the most rapidly changing areas of the legal practice. With the steady increases in both the criminal and civil dockets, the pressure on the court system to process cases, creates a great potential for the denial of justice.

As a result of the salary structure of prosecutors and defenders, practitioners may not regard these positions as careers, resulting in high turnovers. Many of these new practitioners have neither the experience nor the training necessary for the effective discharge of their responsibilities.

Training programs need to be established for judges at the state as well as the national level. Such programs must not only train new judges but also provide refresher courses for more experienced judges. A full range of courses must be provided throughout the state and repeated several times each year so that all judges will have a chance to participate. A judicial college must be established in Ohio to provide extensive, in-depth training courses.

Prosecutors and public defenders must be provided with extensive training on a regional level, but more importantly at the state level. This is necessitated by the current situation involving the inherent instability of all public defender agencies within the state and the low budgets that all prosecutors are working under.

Court clerks at the municipal court level are in need of in-state training to allow them to better address the large caseloads that they are involved in processing. Such a program would greatly assist in increasing the professionalism of such court employees as well as the efficiency of their operations.

## PROGRAM OBJECTIVE

To upgrade the skills of all court's personnel so as to increase the effectiveness of the courts in dealing with crime.

## WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Training for Ohio's prosecutors at the state level (three projects for \$66,748) will again receive major emphasis. The Ohio Prosecuting Attorneys Association (OPAA) will receive funds for two projects involving the training of county prosecutors. One project will send prosecutors to high calibre seminars sponsored by the Northwestern University Law School and the National College of District Attorneys. The second project will constitute a major effort to establish a quality in-state training and continuing education program for county prosecutors. Another project funded through the Ohio Municipal League will continue to provide a comprehensive in-state training program for municipal prosecutors.

Judicial Training. A most significant event is being initiated this year in Ohio involving judicial training. \$60,000 is being allocated to begin Ohio's Judicial College. This project is designed to provide in-depth training on substantive law areas on a continuing basis. One or two week seminars will be held, and instructors for the project will be drawn from the bench, the bar, and law school faculties.

Several other projects that will provide statewide training for Ohio's judges will be continued. Ohio already has one of the nation's better programs for training judges. In addition to subsidizing judges attendance at national training programs, a series of short regional seminars and meetings are planned throughout the state. The project continues to be a notable project in this year's plan (see Past Progress Section). A project that was initiated last year through overage monies, has already proved successful in the short time that it has been ongoing, involves providing audio cassette tapes for judges covering academic basics, courtroom problems, and rules changes. A third project involves a specifically tailored project for Ohio's municipal court judges that is designed to provide a comprehensive continuing education program, with an allocation of \$21,250.

These four projects will receive a total allocation of \$115,256 in FY 1976.

Public Defenders. Ohio will continue its concerted effort to provide in-state comprehensive training on a statewide basis. \$50,000 has been allocated to the Ohio Public Defenders Association (OPDA). This project will provide training, support, and technical assistance to defenders throughout the state.

In addition \$13,858 will be allocated to the University of Toledo Law School to develop a project in association with the Toledo Public Defender Office involving a clinic for law students. The students will work with an attorney and each will handle a small caseload and assist on appeals and parole revocation hearings.

Court Clerks. Funding will be continued for \$14,700 in FY 1976 to provide in-state training for Ohio's municipal court clerks. The objective of the project is to upgrade the skills of court clerk personnel and the criminal justice system. Training will be provided at Ohio University - Chillicothe, and books, training aids and professional staff time will be provided under this grant.

All Courts Personnel. A new concept in training will be initiated this year involving prosecutors, judges, law enforcement officers, and other criminal justice personnel. The project proposes to provide regional seminars to provide further education as to the limitations as well as the capabilities of developmentally disabled citizens.

#### FY 1976 ANTICIPATED SUBGRANTS

##### Prosecutors

##### Part C

Ohio Prosecuting Attorneys Association	\$ 12,213
Ohio Prosecuting Attorneys Association	40,000
Ohio Municipal League	14,535

## Judges

## Part C

Ohio Judicial Conference	\$ 25,006
Ohio Judicial Conference	9,000
Ohio Judicial Conference	60,000
Ohio Municipal Judges Association	21,250

## Court Clerks

Ohio Association of Municipal  
Court Clerks 14,700

## Public Defenders

Ohio Public Defenders Association 50,000  
University of Toledo Law School 13,858

### All Courts Personnel

Ohio Developmental Disabilities 7,295

## BUDGET

	Part C	Part E	Program Total
Federal	\$ 267,857	\$ - 0 -	\$ 267,857
State, Local and Other	<u>29,762</u>	<u>- 0 -</u>	<u>29,762</u>
<b>TOTAL</b>	<b>\$ 297,619</b>	<b>\$ - 0 -</b>	<b>\$ 297,619</b>
Percentage of Match	10%		

## MULTI-YEAR FORECAST AND BUDGET

1977 1978

Expand the judicial college as to the number of programs and the number of judges served Continue to expand

Continue to expand short training seminars for judges	Continue at same level
Expand training in state projects for both county and municipal prosecutors to provide more comprehensive training	Continue to expand
Continue defender training at about the same level, with perhaps a slight increase	Continue at same level
Provide 3 seminars around the state on special subject matter for all courts personnel	Continue at the same level
Develop a single project that would send judges, prosecutors, and defenders to national conferences	Develop in-state training for all court administrators
\$600,000	Continue the project
	\$700,000
<b>E-4 <u>LEGAL DEFENSE</u></b>	
<p>"The right of a criminal defendant to be represented by counsel is a fundamental protection for individual liberty in our system of criminal justice . . . the importance of counsel also proceeds from values transcending the interests of any individual defendant . . . ours is an adversary system of justice, which depends for its vitality upon vigorous and</p>	

proper challenges to assertions of governmental authority and accusations of crime. Reliance upon the judge or the prosecutor to protect the interests of defendants is an inadequate substitute for the advocacy of conscientious defense counsel. Limiting the right to counsel 'gravely endangers judicial search for truth'."

-- The President's Commission on Law Enforcement and Administration of Justice, 1967

#### NEEDS AND PROBLEMS

Most public defender agencies within this state continually face severe operational problems caused by insufficient funding, resulting from the lack of state legislation. This single problem permeates the entire area of legal defense in Ohio.

The National Advisory Commission recommends a caseload of 400 misdemeanors per attorney, per year. Most of the projects currently operating are understaffed, and staff attorneys in metropolitan areas may handle two or three times the recommended caseloads. This fact undoubtedly has a detrimental effect on the quality of representation that can be provided.

In addition to the presence of counsel at trial, the accused has a right to counsel during police interrogation, at preliminary hearings, at post-indictment lineups, at arraignment, and during sentencing. As a result of the large caseload individual attorneys must handle, with a minimum of supporting staff, representation at all stages may not be feasible. The accused may waive his rights at these early stages, that may be detrimental to the ultimate disposition of the case brought against him.

In Northwest Ohio, there are about 136,000 Spanish-speaking people, many of whom have no fluency in English. When these people come into contact with the criminal justice system, they cannot understand the nature of the problem because of communication problems.

Statewide legislation is needed to assure the protection of the constitutional rights of all individuals accused of crime. The legislation would establish a working relationship between organized defender offices and the private bar. Only in this way can such services be adequately financed.

A wide range of supporting staff need be available to defender offices, including investigation assistance, legal interns, secretarial support and social workers.

Under Ohio's current system of laws, the only attorney that can represent an accused felon in municipal and common pleas court, without a conflict of interest, is a public defender. Until this situation is remedied, preference should be given to organized defender services.

In the absence of statewide legislation, all medium sized and large counties should be assisted in establishing organized defender offices to assist the private bar in representing accused misdemeanants and accused felons, as well as participating in appellate work, juvenile cases, probation and parole revocation hearings, and involuntary civil commitments.

Interpreters and Spanish-speaking attorneys should be provided in Northwest Ohio to assure competent representation of those persons in criminal justice matters.

#### PROGRAM OBJECTIVE

To assure that the rights of the accused are protected by establishing regional defender offices to provide an alternative to the use of assigned counsel.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Municipal Court Defenders. Under existing Ohio law, assigned counsel is not reimbursed for representation in municipal court. Hence, if an accused felon is to receive representation during preliminary hearing, public

defenders must be employed. Six projects will be funded for \$230,377 to establish public defenders to serve municipal courts. Cleveland and Cincinnati will receive allocations to continue the operations of existing projects, and four middle sized communities will continue their local efforts in this area.

Defenders Serving All Courts. Most of the federal monies allocated to public defenders will go to projects that service all courts within a county: county, municipal and common pleas. These projects not only represent accused misdemeanants in municipal and county courts but also accused felons, continuing through final disposition in common pleas court and through appeals.

Eleven projects are being allocated \$490,657. The Wood County project will be the only first year project. Step-down is effecting most of these other projects since the Clermont, Columbiana, Summit and Wayne county projects are receiving allocations for fourth year and the Montgomery, and Stark county projects will receive fifth year allocations.

Multi-County. Policy of this agency is to fund full-time defenders. This provides somewhat of a difficulty in the smaller counties since the caseload may not be sufficient to justify a full-time attorney. In these instances, multi-county projects are encouraged. Four projects will receive allocations for \$113,344.

The Wood County project is particularly unique in that it is designed to service Spanish-speaking residents in a fourteen county area in Northwest Ohio having an estimated target population of 136,000 persons. The project in Tuscarawas County also provides legal services to individuals living in Carroll, Harrison and Holmes counties.

#### FY 1976 ANTICIPATED SUBGRANTS

##### Municipal Court

##### Part C

Cincinnati	\$104,122
Cleveland	37,376
Lima	18,000
Marion	13,658
Springfield	40,000
Youngstown	17,221

All Courts	Part C
Ashtabula County	\$ 43,657
Clermont County	20,000
Columbiana County	23,332
Erie County	45,000
Montgomery County	83,333
Portage County	50,000
Seneca County	31,773
Stark County	20,575
Summit County	106,667
Wayne County	21,320
Wood County	45,000
 Multi-County	
Greene - Clinton counties	26,400
Lake - Geauga counties	40,027
Tuscarawas County	26,667
Wood County	20,250
 TOTAL:	 \$834,378

**BUDGET**

	Part C	Part E	Program Total
Federal	\$834,378	\$ -0-	\$834,378
State, Local and Other	<u>92,708</u>	<u>-0-</u>	<u>92,708</u>
 TOTAL	 \$927,086	 \$ -0-	 \$927,086
 Percentage of Match	 10%		

#### **SPECIAL REQUIREMENTS**

Projects must provide full-time, around-the-clock defender services in a manner consistent with the legal services provided by private attorneys to their clients. Lawyers hired for the project must be full-time in order to avoid conflict of interest and to provide high quality services. Therefore, projects that cannot justify a full-time defender should serve more than one county.

## MULTI-YEAR FORECAST AND BUDGET

1977	1978
Continue support for municipal court public defender projects to six counties	Reduce support at stepped-down level
Reduce support for defender projects because of step-down	Continue funding at reduced level
Expand funding of multi-county defender offices to 6 projects	Continue to expand to 7 projects

\$800,000

\$750,000

### E-5 PRE-TRIAL AND PRE-SENTENCE INVESTIGATION

"The bare fact that a person has been charged with a crime does not justify his detention before conviction. Only if some legitimate purpose of the criminal process, such as prevention of flight requires it, should the defendant be deprived of pre-trial liberty . . . the law favors the release of defendants pending determination of guilt or innocence. Deprivation of liberty pending trial is harsh and oppressive in that it subjects persons whose guilt has not yet been judicially established to economic and psychological hardship, interferes with their ability to defend themselves and, in many cases, deprives their families of support."

-- American Bar Association

### NEEDS AND PROBLEMS

Many courts lack timely and adequate information concerning the pre-trial release decision.

An individual is incarcerated unnecessarily, and costs are involved that could otherwise be avoided. Also, incarceration is disruptive to the individual's life, jeopardizes his employment, strains family and community

ties, is disruptive to preparing his defense, and exposes the individual to criminal elements within the jail, in spite of the fact that the person has never had a trial or plead guilty to any criminal acts.

On the other hand, if an individual that is a bad risk is released into society, the safety of the community is jeopardized recrimination against prosecution witnesses may result and the offender may leave the community without ever standing trial.

Sentencing is often delayed unnecessarily because of the lack of a timely pre-sentence report. Even when available reports may not contain all relevant information that would enable the sentencing judge to make the optimum disposition of each case.

In order to minimize the length of pre-trial detention, the courts must have adequate background information on every defendant. This information must be gathered in a manner designed to protect the integrity of the accused.

Judges must become familiar with the methodology of pre-trial and pre-sentence release programs, to suggest improvements where improvements are necessary, but more importantly to develop confidence in the program so as to make optimum use of the information provided.

#### PROGRAM OBJECTIVE

To present the court with all relevant information about an individual prior to the time of incarceration so as to assure protection for society, while at the same time serving the best interests of justice.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Pre-Trial/Pre-Sentence Release. Based on the Rules of Criminal Procedure that very recently went into effect in Ohio, a variety of methods of pre-trial release are to be utilized by the courts. The rules give preference to release on recognizance and unsecured appearance bond in an attempt to minimize the use of bail.

In FY 1976, the seven largest counties will be allocated funds to implement pre-trial or pre-sentence release projects, or projects that combine both functions. In all, nine projects will be allocated \$452,836. The Geauga County project will perform both pre-trial and pre-sentence investigations, the Cuyahoga County project will involve only pre-sentence investigation of career offenders, and the remaining seven projects only involve pre-trial investigations.

#### FY 1976 ANTICIPATED SUBGRANTS

Pre-Trial/Pre-Sentence Release	Part C
Stark County	\$ 41,405
Geauga County	4,500
Springfield	40,000
Montgomery County	71,316
Summit County	26,499
Cuyahoga County	55,479
Columbus	124,339
Cincinnati	33,866
Lucas County	<u>55,432</u>
TOTAL:	\$452,836

#### BUDGET

	Part C	Part E	Program Total
Federal	\$452,836	\$ -0-	\$452,836
State, Local and Other	<u>50,315</u>	<u>-0-</u>	<u>50,315</u>
TOTAL	\$503,151	\$ -0-	\$503,151
Percentage of Match	10%		

## SPECIAL REQUIREMENTS

Applicants must outline a standardized system for pre-trial investigation which will include:

1. the criteria to be used by the investigators;
2. the kind of defendants that will be considered;
3. an estimate of the average length of time presently between arrest and pre-trial hearing and how this project will shorten that time;
4. the amount and type of orientation and in-service training for the investigators; and
5. coordination with other community resources such as public defender programs and diversion programs.

The pre-sentence investigation should not be initiated until there has been an adjudication of guilt unless (a) the accused, with the advice of counsel, consents, and (b) adequate safeguards are taken to avoid prejudice on the issue of guilt.

## MULTI-YEAR FORECAST AND BUDGET

1977	1978
Expand funding of pre-trial investigation projects to serve ten counties	Continue funding at stepped-down level
Develop projects to perform pre-sentence investigations to serve three counties	Expand projects to serve five counties
\$500,000	\$550,000

## **E-6 CONSTRUCTION AND IMPROVEMENT OF COURT FACILITIES**

"Court physical facilities in almost every state are inadequate. The judicial system is characterized by physical deterioration, design and space inadequacies, and inappropriate location of existing facilities . . . the courthouse should be designed to facilitate the adjudication of cases and the functioning of the participants in the process."

-- National Advisory Commission on  
Criminal Justice Standards and Goals

### **NEEDS AND PROBLEMS**

No funding is anticipated in this program area this year. This must not be interpreted as indicating that all courts in this state have adequate facilities. Instead, this is more of a reflection of the limited funding available for all court projects, the spiraling costs of court construction, the low priority the Supervisory Commission has assigned to such projects, and most importantly, the consensus that the physical condition of court facilities are a local responsibility that local communities must address.

### **PROGRAM OBJECTIVE**

To provide a respectable environment in which the adjudicatory process can effectively dispense justice to those individuals brought into the system.

### **WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976**

Funding in this program category will be severely restricted because this is viewed as a local responsibility.

### **FY 1976 ANTICIPATED SUBGRANTS**

One project will be funded in FY 1976. A new acoustics system will be installed in each Ashtabula County Common Pleas Court.

Part C

Ashtabula County \$ 1,800

BUDGET

	Part C	Part E	Program Total
Federal	\$ 1,800	\$ -0-	\$ 1,800
State, Local and Other	<u>200</u>	<u>-0-</u>	<u>200</u>
TOTAL	\$ 2,000	\$ -0-	\$ 2,000
Percentage of Match	10%		

SPECIAL REQUIREMENTS

Because this program was given lowest priority by the Courts Task Force for 1976, projects will be considered only if the applicant can document either that (1) the proposed project is of innovative nature that will improve court operations, or (2) the existing situation is creating an extreme hardship for the court.

All applicants must include the following information which will be used to judge the proposed project: the present criminal caseload, the present population served by the court, the number of personnel working in the court, and the condition of the existing facility.

MULTI-YEAR FORECAST AND BUDGET

1977

No funding anticipated

\$ -0-

1978

No funding anticipated

\$ -0-

E-7 COURT-COMMUNITY RELATIONS

"Since courts must operate in a context that subjects them to public scrutiny, court-community relations inevitably exist. The perception the community has of the court system may have a direct impact on court processes, as when it affects the willingness of members of the community to appear as witnesses, serve as jurors, or support efforts to provide courts with adequate resources."

-- National Advisory Commission on  
Criminal Justice Standards and Goals

NEEDS AND PROBLEMS

The very nature of the criminal justice system compounds the problems that witnesses and victims already have. They are generally required to wait for hours trying to ascertain whether or not their services will be required. They receive no information as to when their case will be called. They are excluded from the courtroom during the taking of other evidence and must wait in crowded corridors. Further victimization often results, being exposed to the accused without providing protection from intimidation, and suffering additional financial burdens by loss of pay resulting from court appearances.

Prosecutors in larger counties must take affirmative action to protect the interests of victims and witnesses. Witnesses who seek information concerning their court appearances should be able to do so by telephone. To minimize witness inconvenience and uncertainties, systems should be developed whereby witnesses may be brought in to testify with a minimum of waiting.

PROGRAM OBJECTIVE

To sensitize the adjudicatory process to the needs of the persons it is to serve -- victims, witnesses and jurors within the community.

## WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Interest in this program area has slackened off this year and only two projects will receive a total allocation of \$46,391. Two of Ohio's larger counties, Summit and Stark, will establish projects to minimize inconveniences to witness so as to encourage people to come forward. Stark County will provide liaison with witnesses and victims to improve prosecution by having witnesses available on short notice. The Summit County project will have staff available to provide whatever assistance that may be needed so the witness can make his court appearance.

### FY 1976 ANTICIPATED SUBGRANTS

Witness Assistance	Part C
Stark County	\$ 13,535
Summit County	<u>32,856</u>
TOTAL:	\$ 46,391

### BUDGET

	Part C	Part E	Program Total
Federal	\$ 46,391	\$ -0-	\$ 46,391
State, Local and Other	<u>5,155</u>	<u>-0-</u>	<u>5,155</u>
TOTAL	\$ 51,546	\$ -0-	\$ 51,546
Percentage of Match	10%		

### MULTI-YEAR FORECAST AND BUDGET

1977	1978
Expand witness coordination projects to two high crime counties	Continue to expand to an additional high crime county

Develop a victim assistance project in large county      Expand concept to another large county

\$120,000

\$180,000

## F. ADULT CORRECTIONS

### MULTI-YEAR PRIORITY OBJECTIVES

These priorities were established for adult correction and rehabilitation projects in 1976. They are meant to assist the applicant by indicating the kinds of projects the Commission wishes to encourage this year.

1. Decrease the number of offenders confined to institutions by developing community based alternatives to incarceration and projects dealing with post incarceration and community habitation.
2. Improve treatment and rehabilitation programs in correctional institutions.
3. Extend the use of probation to assure that adequate services are available at both the county and the municipal levels.
4. Recruit, train, and retain qualified personnel at the state and local levels with emphasis on positive efforts to encompass all segments of the population. Make staff training centralized, coordinated, effective and continuous, with a minimum 80 hours recruit and 20 hours in-service training annually.
5. Alleviate existing conditions in county jails and city workhouses through combined renovation of facilities and development of treatment programs including work release and social services.
6. Develop reception and diagnostic facilities designed to accommodate offenders sentenced to correctional institutions or facilities.
7. Provide funds for the development and implementation of more effective models for treatment programs through empirical research.

STANDARDS FOR THE  
RECRUITMENT AND TRAINING OF  
ADULT CORRECTIONS PERSONNEL IN OHIO

- Standard 1. Correctional Staff Development
- Standard 2. Staffing Patterns for Local Facilities
- Standard 3. Personnel Practices for Retaining Staff
- Standard 4. Training in Employee-Management Relations
- Standard 5. Recruitment of Correctional Staff
- Standard 6. Recruitment and Employment of Minority Groups and Women
- Standard 7. Employment of Ex-Offenders
- Standard 8. Use of Volunteers
- Standard 9. Intern and Work-Study Programs
- Standard 10. Probation and Parole Manpower
- Standard 11. Training in Community Services for Parolees
- Standard 12. Parole Authority Personnel
- Standard 13. Evaluating the Performance of the Corrections System and Uniform Classification of Data

F-1 RECRUITING OF CORRECTIONS PERSONNEL

NEEDS AND PROBLEMS

In the field of corrections, as in other fields of endeavor, the most important single aspect responsible for the success or failure of programs, is the quality and quantity of personnel. Only people can effectively remotivate other people. The Ohio Criminal Justice Supervisory Commission has indicated that current employment policies in institutions, low salaries, long working hours, lack of effective management, poor training programs, lack of communication between administration, staff, and clientele, and the military nature of the organization, all contribute to provide an undesirable

working climate. These policies and practices need changing to attract the young, the college educated, paraprofessionals, minorities, and women into the correctional field.

Minority recruitment within the Department of Rehabilitation and Correction has been focusing on a number of crucial issues in this area. Even with the implementation of a statewide minority recruitment program within the Department, the hiring of minority individuals has lagged. Negative attitudes towards the Department, minority habitation patterns throughout the state and the seeming non-availability of qualified personnel are major problem areas.

Since a number of state correctional institutions are located in rural areas, a greater emphasis must be placed on developing more effective recruiting mechanisms to attract a sufficient number of qualified personnel.

Programs should be launched to capitalize on cultural and sexual differences to improve correctional programs.

The area of corrections has long been ignored by the public. The consequent barriers that have been created have impacted negatively upon the effectiveness of any correctional recruitment campaign. Public apathy and, consequently, non-involvement, result from a poorly planned recruitment program. Concomitant with any effective recruitment activity, there must be an effective public relations component--a component which has valid data concerning what is being accomplished in the area of corrections and what needs exist and how best to fulfill their needs.

With the ever-increasing demand for and implementation of community based correctional programs, there has been a corresponding increase in the number of qualified personnel demanded to activate these programs. In order to respond to this need, a clear definition of the program's activities and the qualifications necessary to accomplish the ends of the program is necessary. It is essential that any recruitment program have clearly stated personnel requirements and that these requirements relate to the jobs to be done.

## PROGRAM OBJECTIVE

The objective of this program is to improve the capability of corrections agencies to rehabilitate offenders by encouraging the most qualified persons to enter the corrections field. Emphasis will be placed on attracting persons not normally reached through regular recruiting channels with special emphasis on attracting individuals from all segments of the population.

## WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

The primary objective of this program is to recruit a sufficient number of qualified personnel to effectively impact upon the correctional system. An important corollary to recruiting is the retention of the qualified personnel. Consequently, the Department of Rehabilitation and Correction will continue a revised and updated project designed to recruit more minority group personnel both in its institutions as well as in probation, parole, and other community-based services. The project will gear itself toward the retention of qualified minority personnel.

The use of paraprofessionals and probation aides, especially in large probation departments, has been shown to be effective not only in reducing caseloads of existing probation officers, but also in allowing those probationers, who require it, more intensive supervision. The city of Toledo will continue its program to retain the full compliment of paraprofessionals to augment the municipal probation department staff.

## FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

SUBGRANTEE:	Part C
Dep't. of Rehab. and Correction	\$ 16,666
City of Toledo	<u>9,608</u>
TOTAL:	\$ 26,274

## BUDGET

	Part C	Part E	Program Total
Federal	\$ 26,274	\$ -0-	\$ 26,274
State, Local and Other	<u>2,919</u>	<u>-0-</u>	<u>2,919</u>
TOTAL	\$ 29,193	\$ -0-	\$ 29,193
Percentage of Match	10%		

## MULTI-YEAR FORECAST AND BUDGET

1977

Continue support of other minority recruitment programs in other state agencies and in local programs. Such support will be based upon evaluation results of current programs.

Increase support for programs geared toward hiring ex-offenders and providing career opportunities for such individuals.

\$40,000

1978

Continued and increased support for other programs to implement minority recruitment and retention projects.

Level of support for such programs will be determined by evaluation of existing programs. As of now, increased support is predicted.

\$45,000

## F-2 TRAINING OF CORRECTIONS PERSONNEL

### NEEDS AND PROBLEMS

The problems confronting any correctional system are undergoing constant change. To respond to this area of concern the Ohio Criminal Justice Supervisory Commission, through its Standards and Goals, has indicated the need for continued in-service training on a yearly basis for all correctional personnel in order to alert them to emerging issues and new methods in corrections. The Commission further emphasized the importance of extensive general orientation training for all new correctional employees.

Staff development programs at the state level and at the local level are operational in order to comply with these standards. However, with few exceptions, correctional training of the staff of most of Ohio's county jails and local probation departments is minimal. What does exist is primarily limited to custodial training and/or law enforcement training. City and county agencies and units of government do not have the necessary financial resources, nor sometimes, the desire, to give priority to correctional training. Many localities cannot afford to hire trained staff and thus operate with totally inadequate personnel whose training and background have no relevance to corrections.

The training needs at the state level are being adequately met through various staff development programs within the Department of Rehabilitation and Correction and the Department of Mental Health and Mental Retardation.

This still is not true at the local level. Emphasis must be directed toward a minimum of eighty hours of pre-service training and twenty hours annually of in-service training for all correctional personnel at the local level. From past experience it is evident that this objective cannot be attained if local communities act independently of each other. Therefore, efforts must be made on a regional or multijurisdictional level.

While achievement of this goal will greatly enhance the correctional system's effectiveness, it will not resolve other inadequacies which presently exist at both the state and local levels. Manpower selection practices must be updated so that individuals will be attracted to correctional services as careers rather than as interim, stop-gap measures while climbing the rung to some non-correctional career position.

In addition, due to the apathy which exists at the local level regarding training programs, such programs must be made available at regional locations for ease in attendance and effective utilization of community resources. Community colleges should be considered as a major resource in this effort.

Custodial personnel, especially at the county level, have traditionally been neglected, when training programs have been offered in a local area. Such personnel have been given the responsibility to "safely keep" the accused and the convicted. Yet, seldom, are they given the training concomitant with that weighty responsibility. Many suits have passed through our courts due to the failure of the system to protect inmates from other inmates. Consequently, training programs must take into account jail

personnel and their responsibilities and provide training addressing those areas of concern.

#### PROGRAM OBJECTIVE

The objective of this program is to upgrade the quality of correctional personnel through support for recruit and in-service training for personnel at all levels of service within the correctional system. The goal of AJD is to attain eighty hours recruit and twenty hours in-service training annually for all correctional personnel throughout the state.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

In addition to its efforts to recruit additional qualified personnel, AJD will also continue its efforts to establish and assure maintenance of minimum training standards for state and local corrections personnel.

The Department of Rehabilitation and Correction and the Department of Mental Health and Mental Retardation will continue to receive funding for their staff training and development programs for all levels of correctional personnel. A major aspect of these programs is geared to bring about increased understanding and cooperation between security and treatment personnel for the eventual benefit of the offender.

A Regional Planning Unit will receive funds to maintain its eighty hours correctional training program for practitioners in the field. Jail administrators and operators will receive specialized training in the efficient and effective operation of county and city jails.

The overall training and upgrading of corrections personnel, both in the institutions and in community-based services, is expected to have a positive impact upon the effectiveness of rehabilitation programs. Because of the growing emphasis on community-based corrections in Ohio, specialized training for community corrections personnel will be stressed in 1977. A training program for halfway house administrators throughout the state will be initiated this fiscal year.

## FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

SUBGRANTEE:	Part C
Dep't. of Rehabilitation and Correction	\$ 150,000
Portage County	4,672
Dep't. of Mental Health and Mental Retardation	25,667
Attorney General	12,555
Toledo/Lucas County	9,239
Ohio Halfway House Assoc.	<u>33,378</u>
TOTAL:	\$ 235,511

## BUDGET

	Part C	Part E	Program Total
Federal	\$ 235,511	\$ - 0 -	\$ 235,511
State, Local and Other	<u>26,168</u>	<u>- 0 -</u>	<u>26,168</u>
TOTAL	\$ 261,679	- 0 -	\$ 261,679
Percentage of Match	10%		

## MULTI-YEAR FORECAST AND BUDGET

1977

Continue and expand training programs and begin implementation of state standards for training.

1978

Continue support and expand as needs for this type of program are expected to increase.

Continue support of training workshops in Northeastern Ohio for correctional practitioners.	Continue final year of support for this program.
Provide funds for the implementation of regional training programs for community-based correctional personnel.	Increase support and expand training programs to other regions of the state.
Continue support of staff training for employees of the Division of Forensic Psychiatry which deals with the psychologically handicapped and mentally disturbed offender.	Continue support at a reduced level.
Continue, at a reduced level, support for the staff development program for the Department of Rehabilitation and Correction.	
Initiate support for an 80 hour, in-service training program for an RPU.	Continue support at an increased level and seek to expand this type of training into other RPU's.
Continue support of training programs relating to the internal operation of halfway houses throughout the state.	Continue training programs relating to the internal operation of halfway houses throughout the state.
\$215,067	\$225,971

#### F-3 CONSTRUCTION AND IMPROVEMENT OF CORRECTIONAL FACILITIES

##### NEEDS AND PROBLEMS

Higher salaries, improvement in working conditions and better recruitment and training procedures will not alone resolve the problems of corrections in Ohio. The archaic concepts of mass institutional confinement, punishment and penitance have not corrected or rehabilitated offenders as they were intended to do. Indeed, such practices have often created more hardened and embittered individuals who, upon

release, may be even more bent upon destruction and deviant means of adjustment in the community. The Department of Rehabilitation and Correction had, until recently, succeeded in gradually reducing its average daily institutional population over the past eight years. However, recent trends in sentencing procedures and parole procedures, have resulted in spiraling inmate populations in all of the state institutions; as shown in the Existing Systems of this Plan, Table . The American Correctional Association's Manual of Correctional Standards, page 341, states that the most efficient handling and rehabilitation of inmates takes place if inmates are housed in groups of not more than 400. All of Ohio's state institutions now exceed that number. Thus, large size, in addition to remote locations, high staff-inmate ratios and a shortage of minority staff members are all impediments to the correctional process.

The present upward trend of inmate populations must be reversed. This state, or any other state for that matter, cannot afford the "luxury" of building more institutions. There must be a greater utilization of alternatives to incarceration by the courts. Restrictions governing Parole Board activities must be reassessed in light of recent research relative to inmate release. The answer for the greater inmate populations does not lie within the parameters of this program area. In other words, the answer is not more construction. Rather, it lies in the intelligent utilization of existing resources. This means the more effective utilization of alternatives to incarceration, shorter prison terms, less emphasis on inmate participation in "rehabilitation" programs as an indicator of his readiness to return to society, development of solid, economical community based programs, and the more efficient utilization of existent facilities. If more attention were focused on the facts that not all offenders need institutionalization and that many could better benefit from short-term supervision in smaller community based residential treatment facilities, institutions could cease being massive, human warehouses for large numbers of offenders. If we must accept the belief that institutionalization is imposed for the purposes of punishment and the protection of society, and that "rehabilitation" is not likely within the confines of the institutions, then, at least, we must reexamine sentencing practices, parole practices, and the entire array of existing institutional services.

As reflected in the Existing Systems section of this plan, the extremely poor conditions in the majority of Ohio's county jails continue to plague the progress of institutional correctional services at this level. The age and physical condition of many of these antiquated facilities is of real concern. A large amount of federal money has gone into basic renovation of these facilities simply to bring them up to basic standards of human

decency and habitation. This practice, however, is merely a postponement of the inevitable. It will only be a matter of time before the local jails will be outdated and in need of further renovation.

With the rising costs of materials and labor, local communities must look to the consolidation of efforts along these lines. Such concepts as multijurisdictional facilities and smaller, local group facilities must be thoroughly investigated and, where feasible, implemented. Renovation programs must address the utilization of alternatives to sentencing along with the implementation of institutional programming.

The inability of local institutions to maintain adequate security has resulted in a substantial increase in requests for surveillance systems, such as closed circuit television (CCTV) and audio monitoring systems. Many factors have led to this inability to maintain proper security, the most prevalent being the lack of desire on the part of local government to provide the funds needed to hire additional jail personnel.

The National Clearing House on Criminal Justice Planning and Architecture has developed a set of criteria relating to the utilization of CCTV to make up for the lack of sufficient manpower to monitor inmate activities. Ohio is faced with increasing requests for such equipment. In light of the findings of the National Clearing House, strict guidelines must be established for use of such devices. Electronic hardware should not be provided where the hiring of additional staff members is feasible.

#### PROGRAM OBJECTIVE

The long range objective of this program is to provide a correctional climate which is conducive to reducing recidivism by eliminating substandard conditions in county jails and other correctional facilities, making such improvements as are necessary to initiate rehabilitation programs, and supporting the construction of innovative facilities, which meet advanced standards in program and design.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

The City of Dayton's Human Resources Center will receive funds to construct segregation quarters adjacent to its facility. As a result of this construction, all areas of the Center's population will benefit.

The ten-county adult diversion and correctional system, sponsored by Pike County, will continue to receive funds to carry on its necessary research to determine the total needs of the area in correctional services. Due to the scope of the project the dollar amount requested exceeded two million dollars. This agency was unable to support the project at that level but it is hoped that, with additional funding, discretionary funding might be sought to implement this much needed program for southeast Ohio.

The remaining projects are directed toward upgrading the security and surveillance of local facilities by providing for the installation of television and audio monitoring equipment. 1977 will see more studies to determine the feasibility of sharing local facilities and/or assessing the needs of entire regions relative to correctional services. Eventually a network of correctional services should develop throughout the State.

#### FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

SUBGRANTEE:	Part C
Perry County	\$ 4,500
Pike County	50,000
Pike County	18,000
City of Girard	1,340
City of Dayton	<u>73,265</u>
TOTAL:	\$ 147,105

#### BUDGET

	Part C Part C (Construction)	Part E	Program Total
Federal	\$ 73,840	\$ 73,265	\$ -0- \$ 147,105
State, Local and Other	<u>8,204</u>	<u>73,265</u>	<u>-0-</u> <u>81,469</u>
TOTAL	\$ 82,044	\$ 146,530	\$ 228,574
Percentage of Match	10%	50%	

## SPECIAL REQUIREMENTS

- (1) In all cases, the selection of construction or renovation projects in this program will require specific information including the age and condition of the existing facility, current and projected arrest rates, combined area population to be served, distance and travel time within the service area, availability and use of community resources and other alternatives to incarceration, kinds of programs (education, counseling, work release) to be operated and the expected "life" of the facility.
- (2) In an effort to encourage multi-jurisdictional and regional cooperation toward effective and efficient utilization of jails and correction facilities, new construction will not be funded on projects with less than a combined area population of 150,000. Any exceptions to this would require those units of government to document, in detail, the specific condition and needs of their unsatisfactory physical facility according to the Buckeye State Sheriff's 1971 jail study, or more recent evidence indicating a decided hardship situation.
- (3) Projects requesting closed circuit television monitoring devices will be required to include in their pre-application a floor plan of the facility which clearly indicates the location of all closed circuit T.V. cameras and audio monitoring devices. The drawing need not be that of an architect.
- (4) All new construction projects must be submitted, by the applicant, for comment and approval through the Clearinghouse.
- (5) Part C construction grants are made on a 50 percent federal/50 percent non-federal matching basis. Part E construction grants are made on a 90/10 ratio. (Applicants for Part E funds should refer to pages 16 and 111.)

## MULTI-YEAR FORECAST AND BUDGET

1977

Continue support for regional feasibility studies relative to the correctional needs of the state.

1978

1977	1978
Continue limited support of projects providing security and surveillance equipment for local facilities. Establish strict criteria for such equipment.	Continue minimal support for projects of this nature.
Establish state standards for jail facilities.	Concentrate on the development of regional facilities through renovation and limited construction.
\$147,105	\$200,000

#### F-4 CORRECTION PLANNING AND MANAGEMENT

##### NEEDS AND PROBLEMS

"One of the greatest challenges facing the correctional planner is the necessity of coordinating knowledge, influence, and resources on a scale commensurate with the human problems he is addressing. These problems are interrelated, complex and resistant to piecemeal efforts. Clearly, a logical, systematic approach is needed that recognizes problem complexity, changing concepts, and changing priorities, and provides a means for developing more effective programs." National Advisory Commission on Standards and Goals.

Very little exists in the way of overall planning and coordination of correctional services at the local level. Individuals are very resistant to piecemeal, duplicative and ineffective services. Consequently, efforts in this area have appeared to be counterproductive or, at best, ineffective.

Greater emphasis must be placed on the planned and controlled growth of correctional services within Ohio. This must occur at both the state and local levels if such growth is to be effective. Local agencies should look to others for support and cooperation in providing continuity of services. With the plethora of social services available, overreferral must be avoided.

Research, data collection and evaluation of existing services and programs both on the state and the local levels has become one of the most crucial areas of adult corrections. Without the end results of such capabilities, it is impossible to determine the success or failure of a corrections program and, more importantly, the specific reasons behind the success or failure.

#### PROGRAM OBJECTIVE

The objective of this program is to improve the planning and management capabilities of correctional agencies in order to better coordinate programs, evaluate their effectiveness and study new methods of offender treatment and rehabilitation.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

This program is intended to increase the opportunities for corrections agencies to plan and manage the corrections process in a more effective and efficient manner. Funds in this program area will provide program coordinator and developer for the city of Cleveland and a correctional institute series for Cuyahoga County. Part E funds will be provided for Fulton County to initiate correctional planning on a regional basis.

#### FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

SUBGRANTEE:	Part C	Part E
Cuyahoga County	\$ 7,151	\$
City of Cleveland	21,293	
Fulton County		<u>27,000</u>
TOTAL:	\$ 28,444	\$ 27,000

## BUDGET

	Part C	Part E	Program Total
Federal	\$ 28,444	\$ 27,000	\$ 55,444
State, Local and Other	<u>3,160</u>	<u>3,000</u>	<u>6,160</u>
TOTAL	\$ 31,604	\$ 30,000	\$ 61,604
Percentage of Match	10%	10%	

## SPECIAL REQUIREMENTS

Records, data-gathering and information systems must comply with the requirements in Program D-1.

## MULTI-YEAR FORECAST AND BUDGET

1977

Continue support for project development and program coordination for a large, metropolitan court.

Provide for regional correctional planning and study to develop comprehensive correctional programs.

\$ 33,730 Part C  
\$ 30,000 Part E

1978

Continue at increased level of support.

Continue at increased level of support

\$ 35,753 Part C  
\$ 35,000 Part E

## F-5 INSTITUTIONAL TREATMENT FOR ADULT OFFENDERS

### NEEDS AND PROBLEMS

Institutional treatment at the State level has progressed to a point where individualized treatment plans have become a practical impossibility. With the recent increases in inmate

population in state institutions, individual institutional populations now far exceed the number recommended by the NACCJSG. Consequently, it has become less feasible to consider the concept of individualized treatment.

A substantial decrease in the numbers of individuals incarcerated in Ohio's major institutions is the sine qua non of any individualized and treatment plan. However, before any meaningful reduction can take place, sound alternatives to institutionalization must be developed and utilized, along with updated parole criteria. Accurate diagnostic and classification services are an absolute necessity in order to make individualized treatment a meaningful experience.

Institutional treatment at the local level has been neglected for years. Most county and city jails and workhouses continue to warehouse individuals, with little in the way of meaningful treatment programs. There are many reasons for this dearth; length of incarceration; lack of funds; insufficient manpower; and physical space nonconducive to the implementation of such programs.

As pointed out by Marshall B. Clinard, "Many persons get their start toward prison during their incarceration in lockups and jails, either awaiting hearing or trial or serving a misdemeanor sentence. Many of these places are physically degrading, poorly managed, and breeding places for criminal offenders who later show up in prisons." - Marshall B. Clinard, Sociology of Deviant Behavior, Holt, Rinehart, and Winston, Inc., 1974, page 372.

Obviously, physical improvements aimed at program implementation are necessary. Prior to such improvements, however, the function of the jail needs to be redirected toward becoming a staging area for a large segment of the correctional system. Jail programs must include evaluating the needs of the jail population. Concomitant with that capability, there must be alternatives to address the specific results of such evaluation.

#### PROGRAM OBJECTIVE

The objective of this program is to increase offender rehabilitation and reduce recidivism by encouraging the development of improved methods, techniques, and programs within adult correctional institutions.

## WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Seven projects will be funded for the Department of Rehabilitation and Correction. These projects will provide a variety of services to the inmates of state institutions. Such services will include:

- Vocational Education;
- Development of volunteer services;
- Alcohol education and rehabilitation;
- Geriatrics;
- College educational opportunities; and
- Parole Board Hearing Officers.

One project will provide funds for the Department of Rehabilitation and Correction to assist local officials at the county level in improving their facilities.

The Department of Mental Health and Mental Retardation will receive funds to provide treatment services at Lima State Hospital and to also provide a psychiatric clinic at Lebanon Correctional Institution.

The remaining projects in the program area will provide an array of institutional services to each of the six regional Planning Units and to the three non-metropolitan counties of Crawford, Geauga, and Erie. These programs will include:

- A busing program;
- Crises intervention;
- Work release;
- Social Service counseling;
- Workhouse orientation;
- Female rehabilitation officer; and
- Ombudsman's office.

Future years will bring additional manpower and resources, especially at the local level, into expanded programs aimed at intensive institutional treatment and rehabilitative services. Increased attention will be directed at improving treatment capabilities in city workhouses.

## FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

SUBGRANTEE:	Part C	Part E
Crawford County	\$ 31,300	
Geauga County	15,200	
North Star COG	40,000	
Dep't. of Rehab. and Corr.	48,402	
Dep't. of Rehab. and Corr.	50,754	
Dep't. of Rehab. and Corr.	66,666	
Dep't. of Rehab. and Corr.	12,827	
Dep't. of Mental Health and Mental Retardation	66,126	
Dep't. of Mental Health and Mental Retardation	20,000	
City of Dayton	48,000	
City of Akron	16,080	
Cuyahoga County	33,295	
Cuyahoga County	18,801	
Lucas County	9,239	
Lucas County	18,478	
Franklin County	1,350	
Franklin County	26,703	
Dep't. of Rehab. and Corr.	166,581	
City of Cincinnati	34,000	
Lucas County	15,336	
City of Toledo	27,716	
City of Dayton	37,882	
City of Toledo	46,194	
Dep't. of Rehab. and Corr.	49,714	
Cleveland RPJ	89,388	
Dep't. of Rehab. and Corr.	140,000	
Dep't. of Rehab. and Corr.		\$ 100,000
Ohio Board of Regents		<u>100,000</u>
TOTAL:	\$ 1,130,032	\$ 200,000

BUDGET			
	Part C	Part E	Program Total
Federal	\$ 1,130,032	\$ 200,000	\$ 1,330,032
State, Local and Other	<u>125,558</u>	<u>22,222</u>	<u>147,780</u>
TOTAL	\$ 1,255,590	\$ 222,222	\$ 1,477,812
Percentage of Match	10%	10%	

## MULTI-YEAR FORECAST AND BUDGET

1977

Continue support of psychiatric clinic in two major correctional institutions for assessment and treatment of psychiatrically impaired offenders.

Continue support, at reduced level, of parole board hearing officers to carry out inmate interviews, data and information collection, and to assist in reducing the paperwork of the parole board.

Continue support of the Department of Rehabilitation and Correction programs aimed at providing: individualized basic education, vocational training, volunteer services, and education and treatment for alcohol and drug offenders.

Continue support of Ohio Newgate Education Project both in and out of the state institutions.

Continue support of extensive programs in six large city workhouses designed to provide the following services; remedial and vocational education; individual and family counseling; vocational and employment training; aid education and work release.

Continue support of a transportation project for families of inmates at State institutions.

\$ 1,200,000 Part C  
\$ 200,000 Part E

1978

Continue support at reduced level as State assumes funding.

Continue at reduced level for final year of funding.

Continue support.

Continue support at reduced level as state assumes funding.

Continue support of all programs and evaluate those programs going into final funding year.

Continue support.

\$ 1,300,000 Part C  
\$ 150,000 Part E

F-6 COMMUNITY TREATMENT FOR ADULT OFFENDERS

NEEDS AND PROBLEMS

Community corrections is defined as "the widest possible use of noninstitutional correctional programs designed to reeducate and redirect the attitudes and behavior of offenders in order to fully integrate or reintegrate them into the community as law-abiding members of society."

This concept of treating offenders in the local community as opposed to mass institutionalization has been slow in developing in Ohio. The community at large has had difficulty in understanding and/or accepting its responsibility in the rehabilitative treatment of its public offenders. Consequently the development of community-based corrections programs has lagged for years. Segments of the community appear to have awakened to their responsibility, and there has appeared the phenomenon of a society polarized in its attitudes toward these types of programs. On the one hand there is a segment of the population urging stronger law enforcement and greater utilization of incarceration, (indeed, this segment seems to be holding sway at this moment in time). On the other hand, there is that segment of society which is strongly encouraging and supporting implementation and utilization of community-based correctional alternatives. Ohio is still experiencing a startling increase in community-based correctional programs, even more startling in light of the recent trend toward incarceration. As a result, continuity of client services has suffered. Duplication and fragmentation of effort, services and personnel has considerably weakened the impact and effectiveness of such programs. The community-based correctional system is, in fact, a nonsystem. The public must be informed of the raison d'etre of community-based corrections. What was said by Maurice H. Sigler, in his 1972 address to the American Correctional Association can be said today: "To put it bluntly, the field of corrections is experiencing a crisis in public confidence, and the crisis shows no sign of abating. Unlike times past, we can't expect to handle the problem by letting it wear itself out." The response to this crisis is, of necessity, complex. At the risk of oversimplification, if the principles of community-based corrections are to be accepted by the public as a whole, corrections must present those principles in a unified and meaningful manner. In order to achieve coordination and total effectiveness the non-system of community corrections must evolve into a system. Organization at both State and local levels would go far in tying together the loose ends

of our community correctional non-system. The public would then see an efficient and effective system. Finally, the fragmentation and duplication of effort, personnel and services would gradually be eliminated.

#### PROGRAM OBJECTIVE

The objective of this program is to reduce recidivism and the rate of incarceration by strengthening and broadening community-based treatment of adult offenders who do not require traditional institutional confinement.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

Projects in this area are designed to reduce the number of offenders who require traditional institutional confinement through the development of various alternatives at both the pre- and post-sentencing levels. Major emphasis will be directed at continuing the Adult Parole Authority's (APA) probation development efforts. Fifty-six counties are now being serviced by APA probation and parole officers and it is expected that additional counties will receive similar services during the coming year. A total of six projects will be operated by the Department of Rehabilitation and Correction for the purpose of continuing the development of probation and parole services along with other community services. Funding will also assure: structured community release; utilization of ex-offenders as parole officers' aides; and community release services.

In addition to the above projects, twenty non-metropolitan counties and five Regional Planning Units will receive funds for the implementation and continuation of projects providing an array of community services to adjudicated and ex-offenders. Ten municipal courts will receive funds to initiate or continue their probation departments. The Department of Mental Health and Mental Retardation will receive funds for the implementation or continued operation of eight forensic centers. Ten halfway houses programs will be funded, five in major metropolitan areas and five in non-metropolitan areas.

FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission  
of a satisfactory application:

SUBGRANTEE:	Part C	Part E
Jefferson County	\$ 45,000	
Lorain County	44,174	
City of Steubenville	12,500	
City of Lima	18,750	
Clark County	49,500	
Tuscarawas County	11,830	
Tuscarawas County	73,120	
City of Ashtabula	15,413	
Stark County	55,333	
Marion County	70,000	
Lorain County	78,300	
Erie County	8,100	
Wayne County	20,754	
City of Girard	21,049	
City of Warren	20,683	
City of Mansfield	18,750	
City of Mt. Vernon	5,000	
City of Canton	42,751	
North Star COG	6,400	
Richland County	15,000	
Dep't. of Rehab. & Corr.	235,000	
Marion County	12,000	
City of Springfield	8,678	
Greene County	10,520	
Defiance County	9,800	
Miami County	36,000	
Trumbull County	7,844	
Dep't. of Rehab. & Corr.	137,192	
Dep't. of Rehab. & Corr.	86,625	
Dep't. of Rehab. & Corr.	31,666	
Dep't. of Rehab. & Corr.	29,315	
Man to Man	34,510	
Dep't. of Mental Health & Mental Retardation	113,310	
Dep't. of Mental Health & Mental Retardation	42,500	
Dep't. of Mental Health & Mental Retardation	67,500	
Dep't. of Mental Health & Mental Retardation	36,657	
Dep't. of Mental Health & Mental Retardation	48,150	
Dep't. of Mental Health & Mental Retardation	15,597	
Dep't. of Mental Health & Mental Retardation	54,000	

SUBGRANTEE:	Part C	Part E
Summit County COG	\$ 25,848	
City of Akron	7,822	
Summit County	32,380	
City of Barberton	15,388	
City of Cleveland	17,878	
City of Cleveland	18,954	
Cuyahoga County	141,082	
Cuyahoga County	51,448	
Cuyahoga County	35,755	
City of Toledo	4,989	
Franklin County	28,926	
City of Cincinnati	69,700	
City of Cincinnati	71,500	
Licking County	75,000	
Portage County	10,665	
North Star COG	19,288	
Dep't. of Mental Health & Mental Retardation	23,850	
City of Toledo	21,850	
City of Dayton	26,000	
Columbus RPU	30,000	
Columbus RPU	37,768	
Columbus RPU	45,801	
Columbus RPU	8,606	
City of Cincinnati	87,450	
Lucas County	12,011	
City of Columbus	66,566	
City of Columbus	86,166	
Lucas County	13,858	
Dep't. of Rehab. & Corr.	36,250	
Summit County COG		\$ 40,000
Mahoning County		100,000
Dep't. of Rehab. & Corr.		150,000
Ohio Board of Regents		13,586
Dep't. of Mental Health & Mental Retardation	<u>56,700</u>	
TOTAL:	\$ 2,828,169	\$ 303,586

BUDGET		Program	
		Part C	Part E Total
Federal	\$ 2,828,169	\$ 303,586	\$ 3,131,755

	Part C	Part E	Program Total
State, Local, and Other	\$ 314,238	\$ 33,731	\$ 347,969
TOTAL:	\$ 3,142,407	\$ 337,317	\$ 3,479,724
Percentage of Match	10%	10%	

#### SPECIAL REQUIREMENTS

An essential element in the establishment of community residential facilities is community support. Therefore, applicants are required to outline, in the pre-application, steps taken to gain community support and their plans for a suitable facility.

#### MULTI-YEAR FORECAST AND BUDGET

1977

Continue support for establishment or expansion of county and municipal probation services, emphasizing services for first offenders at the municipal court level.

Continue support of Seventh Step Foundation programs to assist offenders and ex-offenders in a positive adjustment in the community.

Continue support for halfway house operations and for furlough center programs under authority of the Department of Rehabilitation and Correction.

Continue support at fifth year funding level for the Dep't. of Rehab. and Corr. to provide state probation services at the county level.

1978

Continue support for these types of programs.

Continue support and plan for consolidation of organization.

Continue at reduced levels in some areas and initiate and expand programs in others.

1977

Continue support of community based correctional programs designed to provide educational counseling, job training, employment placement and medical and legal services to offenders in local communities.

Continue support of new and expanded volunteer programs.

Continue support for the operation of eight forensic centers throughout Ohio.

Continue programs addressing the needs of female offenders

\$2,743,190 Part C  
\$ 325,000 Part E

1978

Continue expanded support and establish a network of community-based facilities throughout the state.

Continue support.

Continue support with reduced funding for two forensic centers and the possible addition of one more center

Continue expanded support for such programs.

\$ 3,000,000 Part C  
\$ 350,000 Part E

#### F-7 OFFENDER DIAGNOSIS AND CLASSIFICATION SERVICES

##### NEEDS AND PROBLEMS

With the ever-increasing numbers of community-based correctional programs and a corresponding increase in the number and type of institutional treatment programs at both the state and local levels, judges and administrators alike are confronted with a myriad of decisions relative to an individual's rehabilitation process. However, effective utilization of the many services available is practically impossible due to the lack of sound diagnostic and classification services, especially in local services.

It is the responsibility of the "correctional system" to have an efficient diagnostic and classification ability. Whether in the area of institutional corrections or in the area of community corrections, unless an individual is properly and validly diagnosed, he cannot be classified and thus assigned to that series of programs which will best address his needs.

In order to assure the effective and efficient utilization of various available treatment modalities, adequate and responsive diagnostic and classification services, available to local courts and jails, especially in the larger cities, is absolutely necessary. This would permit a much broader spectrum of treatment alternatives to be invoked at the local level and would increase the effectiveness of such programs.

#### PROGRAM OBJECTIVE

The objective of this program is to reduce recidivism of offenders by selecting rehabilitation and treatment programs designed to suit individual needs, based on diagnosis and classification of offenders entering institutions and on probation.

#### WHAT IS PLANNED AND EXPECTED ACCOMPLISHMENTS - FY 1976

The purpose of this program is to provide diagnostic and evaluation services that will permit knowledgeable decision-making at any level of the criminal justice system regarding the handling of adult offenders. Realistic assessment of individual strengths, weaknesses, and needs will assist in more appropriate programming and treatment services aimed at meeting these needs. With the ever-increasing inmate population it becomes obvious that these types of services are essential at the sentencing stage of the criminal justice process. The proper alternatives to incarceration, coupled with the valid diagnosis acquired through a thorough presentence investigation, and a willingness on the part of the judge to utilize alternatives to incarceration, can only result in an eventual decrease in state institutional inmate population. Without such services at the local level, inmate populations will continue to soar. On the one end of the spectrum we will see the wrong persons sent to prison while, at the other end, we will continue to see the wrong inmates either being "flopped" or released.

In 1976 such diagnostic and classification capabilities will continue in both Summit and Lake Counties through the operation of their individual psychiatric diagnostic clinics. The Department of Mental Health and Mental Retardation will receive funds to continue its diagnostic services to Lima State Hospital.

Future funding will provide an increase in diagnostic and classification programs, especially at the local level, where diversion of offenders will require these services at an increasing rate.

#### FY 1976 ANTICIPATED SUBGRANTS

The following projects may be funded upon submission of a satisfactory application:

SUBGRANTEE:	Part C
Dep't. of Mental Health & Mental Retardation	\$ 50,000
Lake County	8,239
Summit County	46,666
Dayton RPU	<u>16,000</u>
TOTAL:	\$ 120,905

	BUDGET		Program Total
	Part C	Part E	
Federal	\$ 120,905		\$ 120,905
State, Local and Other	13,434		13,434
TOTAL	\$ 134,339		\$ 134,339
Percentage of Match	10%		

#### MULTI-YEAR FORECAST AND BUDGET

1977

Continue support for projects to provide local courts with diagnostic and classification capabilities at the time of sentencing or earlier.

1978

Continue support for original projects and expand services to other local jurisdictions.

1977

Continue support for the  
Dep't. of Mental Health and  
Mental Retardation to  
develop testing tools to  
determine the employability  
of inmates at Lima State  
Hospital.

\$ 150,000 Part C

1978

Continue support.

\$200,000 Part C

## COMPLIANCE WITH FUNDING LIMITATIONS

Part C Funds Available to Local Units. At the time this plan was prepared, the LEAA/Bureau of Census-data, representing the proportion of local government expenditures to total criminal justice expenditures in Ohio for last year, were not available. The 1974 required variable pass-through was 68.7 percent and the 1975 pass-through 68.8. As of this writing, Ohio has not received the notification of required pass-through, however, as in previous years Ohio has delegated to pass-through 75 percent to units of local government. Assuming, from past experience, that the required pass-through will remain relatively stable, the Ohio Criminal Justice Supervisory Commission determined that 1.44 percent be used for Special Incentive projects (1) Evaluation and (2) Minority Recruiting. The proportion of Part C funds allocated to state and local governments is shown in the table below:

### PART C FUNDS ALLOCATED TO STATE AND LOCAL GOVERNMENTS IN OHIO

Local Pass-through	\$15,357,750	
Local Special Incentive		73.56%
Evaluation	200,000	.96
Minority Recruiting	100,000	.48
State Share	<u>5,219,250</u>	<u>25.00</u>
TOTAL	\$20,877,000	100.00%

### Personnel Compensation.

- a. Estimated total personnel compensation in all Part C programs exclusive of compensation for time spent in conducting or undergoing training programs; time engaged in research, development or other short term programs: \$5,031,289
- b. Estimated total personnel compensation in all Part C programs for police or other regular law enforcement personnel, exclusive of compensation for time spent in conducting or undergoing training programs; time engaged in research, development or other short term programs: \$3,772,839

- c. Estimated total increases in personnel compensation of implementing agencies, exclusive of some compensation items as in "b" above: \$2,890,060.
- d. Estimated expenditures from Federal share for increased personnel compensation provided in "c" above, exclusive of same compensation item as in "b" and not to exceed 50 percent of "c": \$1,156,024.

Addenda on Award of Advance Action Grant Funds. Advance awards have not been made as of date of plan submission.

#### ASSISTANCE TO HIGH CRIME LAW ENFORCEMENT ACTIVITY AREAS

FY 1976

In accordance with the Crime Control Act and LEAA Planning Guidelines M 4100.1D that require that the individual states document their assistance to high crime areas, Ohio characterizes those areas listed in the table on the next page as high crime enforcement areas. Ohio continues to allocate its LEAA funds throughout the state according to a crime population formula as follows:

c = number of index crimes reportedly committed in an area, expressed as a percentage of total reported index crimes in the state.

p = the area's population expressed as a percentage of the states total population.

$\frac{2c + p}{3}$  = percentage of total local government Part C

allocation which the area will receive.

In 1976, the 1973 estimated census and the 1973 FBI Uniform Crime Report data were used to derive the allocations. The 1976 Part C allocations of Ohio's six high crime areas are shown in the following tables. Funding of these areas by program category and 1975 funding is shown. Part E funds were allocated on the basis of merit, with special attention being given to high crime areas. In 1976, 27.9 percent of Ohio's Part E block grant will go directly to high crime areas. State correctional agencies will receive 43.0 percent and its rural areas will receive the remaining 29.1 percent. High crime areas will receive a total Part C, Part E, Special Incentive Projects funds (Evaluation & Minority Recruiting) of \$9,623,427.

Separation by programmatic area to State Agency, Regional Planning Unit, Administrative Planning District, Part C, Part E, Evaluation and Minority Recruiting is shown in the following table, which also reflects the high crime/law enforcement activity funding.

#### HIGH CRIME LAW ENFORCEMENT ACTIVITY AREAS

County	Population	Index Crime Rate Per 100,000 (1973)
Cuyahoga	1,808,529	4,067.6
Franklin	849,5722	4,742.9
Hamilton	922,849	4,647.1
Lucas	486,083	5,515.4
Montgomery	604,983	5,279.9
Summit	550,375	4,732.8

#### 1976 PART C ALLOCATION FOR SIX HIGH CRIME AREAS

County	Percent of Population	Percent of Index Crime	Percent of Allocation	Amount Part C
Cuyahoga	15.92144	18.21981	17.45369	\$2,680,494
Franklin	7.91699	10.56364	9.68142	1,486,848
Hamilton	8.59984	11.24345	10.36225	1,591,408
Lucas	4.52971	7.02853	6.19559	951,503
Montgomery	5.63772	8.37452	7.46225	1,146,034
Summit	5.12884	6.82928	6.26247	961,775
TOTAL	47.73454	62.25923	57.41767	\$8,818,062

Construction Costs. A summary of the 1975 construction funding program, fund service and federal, state and local government contributions is shown in the following table.

#### FISCAL YEAR 1975 CONSTRUCTION FUNDING

	Federal	Local/State	Total
F-3 Construction and Improvement of Correctional Facilities	\$73,265 (Part C)	\$73,265	\$146,530

	Federal	Local/State	Total
C-6 Juvenile Detention and Treatment Program and Facility	\$174,618 (Part E)	\$19,402	\$194,020
TOTAL			\$340,550

Parts C & E and Special Incentive

FY 1975 Funding to High Crime Areas

	Akron Summit	Cincinnati Hamilton	Cleveland Cuyahoga	Columbus Franklin	Dayton Montgomery	Toledo Lucas
Category						
A	156,029	367,121	707,305	445,070	34,280	140,000
B	132,954	295,900	58,276	244,854	199,994	128,777
C	274,293	532,500	700,795	396,376	293,051	210,000
D	-0-	-0-	1,079,424	36,000	179,839	300,000
E	317,357	276,400	150,606	291,742	262,009	146,001
F	233,613	368,200	403,186	309,991	167,438	173,996
Special Incentive						
Part C	74,595	-0-	116,795	-0-	182,000	37,500
Part E	101,100	-0-	144,178	-0-	85,564	120,000
Special Incentive						
Part E	-0-	-0-	18,000	175,580	-0-	-0-
TOTAL	1,289,941	1,840,121	3,378,565	1,899,613	1,404,175	1,256,274

	Special Incentive						
	Standards & Goals Part C	Minority Recruiting	Total Part C	Standards & Goals Part E	Part E (less S & G)	Total Part E	TOTAL
Category							
A	-0-	133,890	1,983,695	-0-	-0-	-0-	1,983,695
B	154,000	-0-	1,214,755	82,366	40,000	122,366	1,337,121
C	84,000	-0-	2,491,015	-0-	229,638	229,638	2,720,653
D	-0-	-0-	1,595,263	-0-	-0-	-0-	1,595,263
E	39,000	-0-	1,483,115	-0-	30,000	30,000	1,513,115
F	-0-	-0-	1,656,424	111,214	151,204	262,418	1,918,842
Special Incentive							
Part C							410,890
Part E							450,842
Special Incentive							
Part E							193,580
TOTAL	277,000	133,890				644,422	12,124,001

## LOCAL PARTICIPATION AND FUND BALANCE

Local Participation. Local participation in the LEAA program is based on the so-called Ohio Plan which divides the state into 11 planning districts: six high-crime areas, four planning districts and State agencies. Under the Ohio Plan, the state's six highest crime cities and counties, Regional Planning Units (RPUs), have their own criminal justice planning organizations to review local project pre-applications and incorporate them into a comprehensive RPU plan. These plans are then forwarded to the Administration of Justice Division for incorporation into the State plan. The remaining areas of the state, divided into four quadrants and termed Administrative Planning Districts (APDs), have planning performed by the Administration of Justice Division. Local governments and State agencies submit their project pre-applications directly to the Administration of Justice Division through AJD field staff members assigned to assist the applicants.

Program and Fund Balance. In order to insure that adequate support goes to each of the major components of the criminal justice system in Ohio, AJD's FY 1976 Directives for Criminal Justice Planning, prepared by AJD in conjunction with local planners, require the following program area allocation percentages for each APD and RPU:

* Law Enforcement	Not less than 20 per cent
* Courts, Prosecution and Defense	Not less than 15 per cent
* Adult Corrections	Not less than 20 per cent
* Juvenile Delinquency	Not less than 20 per cent

In addition, no category may have more than 40 per cent of the APD or RPU allocation. A balanced geographic distribution of Part C funds was achieved through application of a formula based one-third on population and two-thirds on crime rate. Population figures were taken from the 1973 estimated census and crime index (CI) from the 1973 FBI Uniform Crime Reports. The following table shows the results of the formula being applied to the six high-crime areas and the Administrative Planning Districts. The \$15,357,750 figure represents the State's 73.56 percent pass-through to local governments.

In addition to the 73.56 per cent pass-through, the Ohio Criminal Justice Supervisory Commission elected to pass-through to local governments an additional portion of its Part C allocation (Special Incentive: (a) Evaluation; (b) Minority Recruiting). The geographic distribution of the Special Incentive funds is shown in the following table.

1975 Action Fund Allocation

RPU

	<u>% P+2xC1</u>
	3
Cuyahoga - Cleveland	17.66968
Franklin - Columbus	9.82810
Hamilton - Cincinnati	10.48988
Lucas - Toledo	6.26372
Montgomery - Dayton	6.47942
Summit - Akron	6.35192

APD

I	9.66845
II	15.57338
III	8.35017
IV	9.32528

TOTAL

100.00000

APD/RPU = \$15,357,750

1976 ACTION FUND ALLOCATION

	1973 FBI Population Estimate	Percent of State Population	CI 1973 FBI UCR	Percent of Crime Index	Percent P+2xC1 3	1976 Part C Allocation
Cleveland/Cuyahoga	1,708,529	15.92144	69496	18.21981	17.45369	\$2,680,494
Columbus/Franklin	849,572	7.91699	40293	10.56364	9.68142	1,486,848
Cincinnati/Hamilton	922,849	8.59984	42886	11.24345	10.36225	1,591,408
Toledo/Lucas	486,083	4.52971	26809	7.02853	6.19559	951,503
Dayton/Montgomery	604,983	5.63772	31943	8.37452	7.46225	1,146,034
Akron/Summit	550,375	5.12884	26049	6.82928	6.26247	961,775
						\$8,818,062 57.4%
APD I	1,250,583	11.65393	32692	8.57088	9.59856	1,474,123
APD II	1,952,367	18.19371	53392	13.99781	15.39644	2,364,547
APD III	1,006,607	9.38037	29268	7.67321	8.24226	1,265,826
APD IV	1,399,049	13.03745	28603	7.49887	9.34507	1,435.192
	10,730,977	100.00000	381431	100.00000	100.00000	\$15,357,750

20,877,000 - TOTAL PART "C" ALLOCATION

5,219,250 - 25% STATE AGENCIES

15,657,750

300,000 - SPECIAL INCENTIVE

15,357,750 - TOTAL APD's & RPU's.

## FUNDING INCENTIVES TO ENCOURAGE COORDINATION

The Administration of Justice Division is providing funding incentives to units of local government which coordinate or combine criminal justice services and facilities through (1) its priority to multijurisdictional projects; (2) specific program requirements for 1976; and (3) local and State coordination with other programs.

Multijurisdictional Projects. It is the policy of the Administration of Justice Division to encourage and give priority to regional or cooperative projects involving multiple units of local government, in order to achieve more efficient and effective utilization of resources. This policy, adopted by the Ohio Criminal Justice Supervisory Commission on March 24, 1972, is contained in AJD's planning directives which are distributed each year to units of local government. Thus the Supervisory Commission gives priority to multijurisdictional proposals when selecting projects to be included in the State plan.

Specific Program Requirements. In addition, funding within certain programs is restricted to multijurisdictional projects. For example, in program A-8, Special Enforcement Units, the directives state that "only multijurisdictional enforcement units will be funded." Likewise, in programs C-6, Construction and Improvement of Juvenile Facilities, and F-3, Construction and Improvement of Correctional Facilities, new construction projects are required to serve a population of at least 150,000 persons in order "to encourage multijurisdictional and regional cooperation." Funding is also available for the planning of such facilities.

Other programs, while not requiring multijurisdictional efforts, do emphasize them. For example, in program F-2, Training of Corrections Personnel, "local training Programs with multijurisdictional address are strongly encouraged" in the planning directives. Radio communications projects found in program A-7 will upgrade communications and thus improve cooperation between police departments. Applicants are also required to comply with the Ohio Radio Communications Plan and to share dispatching services wherever possible. Likewise, rural counties are encouraged to cooperate in providing public defender services. (See program E-4)

Finally, cooperation is encouraged through program D-5, Consolidation of Services. Its objective is "to improve the effectiveness of criminal justice functions by fostering increased cooperation between jurisdictions ..." Projects in this program include consolidated records keeping, regional interdisciplinary training projects and construction of new multi-functional facilities, such as justice centers for housing law enforcement, courts and corrections. All of these projects are multijurisdictional.

Coordination with Other Programs. In order to avoid duplication of effort and improve the delivery of services, all drug and alcohol abuse projects funded by AJD must be coordinated with other local or regional planning in the field. Thus applicants for drug abuse education, treatment or rehabilitation projects are required to coordinate with the county mental health and mental retardation (648) board. Likewise, sponsors of alcohol treatment and diversion projects must coordinate their activities with the local alcoholism council as designated by the Ohio Department of Health. All drug and alcohol treatment projects within State correctional institutions must be coordinated either with the Bureau of Drug Abuse (BuDA) or the Ohio Department of Health.

#### ALLOCATION TO SUBSTANTIVE AREAS

The distribution of FY 1976 funds among the principal components of the criminal justice system is presented in the following table. Multi-year projects are shown in the multi-year budget. (See Section C, Multi-Year Plan). The System Development program category (D) is a multi-functional category encompassing several areas of the system. Special Incentive Programs are those relating to evaluation and minority recruiting.

#### ALLOCATION TO SUBSTANTIVE AREAS - 1976

	Part C	Evalu- ation	Minority Recruiting	% of Part C	Part E	% of Part E
Law Enforcement	\$4,128,564		\$100,000	20.26		
Prevention & Diversion	2,115,521			10.13	533,388	21.70
Juvenile Delinquency	4,911,207			23.52	\$1,394,026	56.71
System Development	2,180,776	\$200,000		11.06		
Courts, Prosecution & Defense	2,796,492			13.40		
Adult Corrections	4,516,440			21.63	530,586	21.59
TOTAL	\$20,577,000	\$200,000	\$100,000	100.00%	\$2,458,000	100.00%

CROSS REFERENCE OF AJD PROGRAMS  
WITH LEAA CATEGORIES

<u>LEAA Categories</u>	<u>1975 Allocation Part C</u>	<u>AJD Programs</u>	<u>% of Total Part C</u>
Legislation	\$ 22,500	D-3	.108
Planning & Evaluation	450,601	D-4,D-5,F-4	2.158
Research & Information Systems	2,509,311	E-2,C-3,D-1,D-2	12.019
Prevention	1,863,046	B-1,B-2,C-2,C-4	8.925
Detection, Deterrence Apprehension	4,293,122	A-1,A-2,A-3,A-6, D-5,A-7,A-8,F-2	20.565
Diversion	1,321,668	B-4,B-5,C-2,C-4, F-3	6.332
Adjudication	2,416,441	E-1,E-2,E-3,E-4, E-5,E-6,E-7,E-8	11.575
Institutional Rehabilitation	1,766,880	C-6,C-7,F-1,F-2, F-3,F-5,F-7	8.464
Non-Institutional Rehabilitation	6,232,431	B-3,B-4,C-1,C-2, C-4,C-5,F-2,F-6, F-7	29.854
	<hr/>		<hr/>
	\$20,877,000		100.000

## PART E SPECIAL REQUIREMENTS

SPA Assurances. In order to be eligible for Part E funds, the State Planning Agency will require that requesting subgrantees provide all satisfactory assurances that correctional programs and projects will meet the advanced standards spelled out in Section 453 of the Act. This will be implemented through the use of SPA special conditions to each Part E applicant.

Property Assurance. The SPA will require satisfactory assurance that property title and control of funds must remain with a State or local governmental unit as a condition of funding eligibility. It is the policy of this agency to award subgrants only to units of government. Private agencies must work through an existing unit of government, and title and control of funds may not be transferred to private agencies.

Prohibition against Reduction of Part C Funds. As documentation that Ohio's 1976 Plan meets the LEAA requirements that Part C corrections funds not be reduced because of the availability of Part E funds, the FY 1975 and FY 1976 allocations of Part C funds to corrections are presented in the following tables. The total amount of \$8,980,438 in FY 1976 equals 43 percent of the Part C allocation. The FY 1975 amount of \$9,659,166 represented 39.6 percent of the total Part C allocation.

### FUNDS ALLOCATED TO CORRECTIONS FY 1975

		FY 1975	FY 1976
B-3	Narcotic & Dangerous Drugs (Treatment)	\$ 270,310	\$ 181,267
B-4	Alcohol & Alcoholism	802,442	580,208
C-1	Upgrading Juvenile Services Personnel	51,221	174,915
C-2	Juvenile Diagnostic & Referral Services	50,986	1,222,534
C-3	Juvenile Services Planning & Management	242,058	324,440
C-5	Community Treatment for Delinquent Youth	2,321,089	1,708,832
C-7	Institutional Treatment for Delinquent Youth	210,298	271,802
D-5	Consolidation of Services	1,014,673	-0-
F(1-7)	Adult Correction & Rehabilitation	<u>4,696,089</u>	<u>4,516,440</u>
	TOTAL	\$9,659,166	\$8,980,438

REFERENCE TO PERTINENT TEXTS AND DATA  
Relevant to the Part E Comprehensive Statewide  
Program for Correction

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Design Techniques. All Part E subgrant requests will be required to comply with LEAA regulations regarding the utilization of advanced techniques in architectural design. The use of advanced design techniques prohibits the following without prior approval:

1. Construction of an adult facility having an operating capacity in the aggregate of more than 400 persons or a total site preparation, construction and outfitting cost of more than \$8 million.
2. Construction of a juvenile facility having an operating capacity in the aggregate of more than 150 persons or a total site preparation construction and outfitting cost of more than \$4 million.

Regional Sharing. Where feasible and desirable, provisions will be made for the sharing of correctional facilities, and subgrants will be so conditioned. It is the policy of the Ohio Criminal Justice Supervisory Commission to encourage and give priority to regional or cooperative correctional projects involving multiple units of government, in order to achieve more effective and efficient utilization of resources.

Personnel Upgrading. Assurances will be required by each Part E subgrantee regarding its plan for ongoing manpower

improvement efforts. The State's effort to upgrade the recruiting, organization, training and education of personnel employed in correctional activities is reflected in the Existing System and Multi-Year Plan of the book. The following funds have been allocated for upgrading corrections personnel in FY 1976.

FY 1976 FUNDS ALLOCATED FOR UPGRADING  
CORRECTIONS PERSONNEL

Program	Part C	Part E
C-1	\$174,915	\$ -0-
F-1	26,274	-0-
F-2	<u>235,511</u>	<u>-0-</u>
	\$436,700	\$ -0-

The SPA will continue its efforts to establish minimum training standards for both State and local correctional personnel. The goal is to provide 80 hours of preservice and 20 hours of in-service training annually to all corrections personnel in the state.

Construction Consultation. In planning and developing architectural designs and drawings for the construction or renovation of correctional facilities, subgrantees will be required, by special condition, to:

1. Consult with and provide relevant documents to the National Clearinghouse for Criminal Justice Planning and Architecture at the University of Illinois;
2. Obtain a certificate of compliance with national standards; and
3. Verify that no funds will be expended until such certification is obtained.

Routine Up-keep Prohibition. Assurance will be required that Part E funds will not be used for the routine repair, maintenance or upkeep of correctional institutions and facilities. Further, with respect to construction, acquisition and remodeling, Part E funds will be used only for those facilities or portions of facilities that provide for confinement or rehabilitation of those charged or convicted for law violations.

Special Requirements for Construction Programs. All subgrant applicants will be required to submit to the SPA assurances of adherences to the following applicable program elements relating to the planning, construction, acquisition and renovation of adult or juvenile correctional institutions and facilities.

1. Reasonable use of alternatives to incarceration, including, but not limited to referral and bail practices, diversionary procedures, court sentencing practices, comprehensive probation resources, and the minimization of incarceration by State and local parole practices, work-study release or other programs assuring timely release of prisoners under adequate supervision. (Applications should indicate the areas to be served, comparative rates of dispositions for fines, suspended sentences, probation, institutional sentences and other alternatives and rates of parole.)
2. Special provisions for the treatment, particularly in community-based programs, of alcohol and drug abusers.
3. Architectural provision for the complete separation of juvenile, adult female and adult male offenders.
4. Specific study for the feasibility of sharing facilities on a regional (multi-state or multi-county or regional within state, as appropriate) basis.
5. Architectural design of new facilities providing for appropriate correctional treatment programs, particularly those involving other community resources and agencies.
6. Willingness to accept into the facilities, persons charged or convicted for offenses against the United States, subject to negotiated contract agreements with the Bureau of Prisons.

Special Administrative Requirements of Construction. Subgrantees will be required to adhere to the following special administrative requirements dealing with objectives, architectural and cost data and contractual arraignments.

1. Applications for construction funds, in addition to meeting the requirements of subparagraphs 1 through 6 above, shall be accompanied by a statement of objectives of the proposed facilities, architectural programs, schematics, outline specifications and cost estimates.

2. Applications for construction funds must include a certification of the manner and means through which needed contractual services (site preparation; utility installation, building construction, purchases of equipment and fixtures, etc.) will be obtained in accordance with the applicable provisions of appropriate State and or local laws, rules or regulations. This must normally include some system of competitive bid solicitation. The use of separate contracts for construction and equipment is encouraged.
3. Grants or subgrants of Part E funds for facilities construction or renovation, regardless of size, shall require that architectural and other needed professional services shall be obtained upon the basis and consideration of professional competence to deliver the required services. Contractual fee obligations for such services shall be in accordance of recognized professional organizations, such as the American Institute of Architects.
4. The foregoing requirements shall be incorporated as part of the standard fiscal conditions for award of Part E grants, applicable to State Planning Agencies and their subgrantees and contractors.

Community-Based Emphasis. The emphasis that Part E funds will have on increasing community-based corrections is reflected in the FY 1976 budget, which shows that Part E funds will not be awarded to construction. A total of \$686,783 will be awarded to the State's high-crime, high-law enforcement area activities. As well, the majority of the Part E subgrants to State agencies will benefit the larger cities, counties, and metropolitan areas. For additional reference, please refer to the Multi-Year section of the Annual Action section of this Plan.

Personnel Standards. All personnel standards and programs of the correctional institutions and facilities receiving Part E funds must conform to the condition that they provide a minimum of 80 hours recruit training and 20 hours in-service training annually for guards, correctional workers and probation and parole officers. It is expected that all correctional personnel will eventually achieve this training level.

Narcotic and Alcoholism Treatment. Part E programming will provide \$503,388 in FY 76 to operate voluntary drug and alcoholism treatment programs for drug addicts, drug abusers, alcoholics and alcohol abusers who are in probation or other supervisory release programs.

The Ohio Department of Health is the single state agency for alcoholism programs. The Bureau of Drug Abuse, BuDA, is the single state agency for drug abuse programs in the state. These agencies and their programs are dealt with more extensively in the Related Activities section of the plan.

Many of the programs implemented by the single state agencies, and a number of LEAA funded Part C programs, address the identification of drug and alcohol abusers in the correctional system. Such programs will enable the state to indicate the overall magnitude of the drug and alcohol abuse problems and permit early identification of all offenders voluntarily admitting to such abuse.

\$761.375 in Part C funds is designated for drug and alcohol education and treatment programs for both adults and juveniles. A major portion of this allocation will be applied to non-institutional programs. The majority of these program efforts will apply to the state's larger metropolitan high-crime areas, e.g., TASC projects in Columbus, Cincinnati, and Dayton, Ohio.

Monitoring the Correctional System. The SPA has initiated a monitoring-evaluation system which is described in the Annual Action section of this plan. It is hoped that this system will provide specific rates of offender rehabilitation and rates of recidivism relative to specific projects currently funded by the SPA. Feedback from this monitoring system has begun filtering into the SPA during the current fiscal year.

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#### FUND BALANCE

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## STANDARDS AND GOALS DEVELOPMENT

Ohio has now completed the second year of a multi-year effort to develop criminal justice standards for the state. These activities involve the Ohio Criminal Justice Supervisory Commission, the six regional planning units, many criminal justice associations, public interest groups and civic organizations from all parts of the state. The purpose is to begin a dialogue about the quality of justice in Ohio and the kind of criminal justice system which can help reduce serious crime in the next decade. The standards, which should help to choose the best paths to this goal, are not an end in themselves. Instead, they provide a means of developing a discussion between the citizens and the criminal justice community about crime prevention and control in the next decade.

## PROGRESS TO DATE & CURRENT STATUS

This section outlines the first year's work on the development of standards and goals for Ohio beginning in January, 1973, with the National Criminal Justice Conference. It also includes a summary of the OCJSC activities during 1973, 1974, and 1975.

National Criminal Justice Conference. In January, 1973, 10 members of the OCJSC and the deputy director of the Administration of Justice Division (AJD) joined 1,500 other criminal justice professionals at the National Criminal Justice Conference in Washington, D.C. At the national conference, they discussed and debated the standards and recommendations proposed by the National Advisory Commission on Criminal Justice Standards and Goals (NAC).

As an outgrowth of the Washington conference, the OCJSC embarked on a standard-setting process for the State of Ohio. In June, 1973, the entire OCJSC held a two and one-half day workshop at Salt Fork State Park to discuss the NAC report and to consider ways of selecting standards and goals for Ohio. Using preliminary drafts of the NAC reports, each of the OCJSC's five Task Forces - Law Enforcement; Prevention, Diversion & System Development; Juvenile Delinquency; Courts; and Adult Corrections - studied and discussed the standards and recommendations within its scope of activities. Several sessions were also devoted to giving the Supervisory Commission members an overview of the NAC reports and its national goals for crime reduction in the next decade. Governor Russell W. Peterson, who had chaired the NAC, presented the keynote address.

Standards and Goals Comparison Report. Following the June workshop, Chairman John V. Corrigan appointed seven OCJSC members to serve on the special Committee on Standards and Goals. This committee was given the following responsibilities:

1. think through how the standards and goals will be researched and by whom;
2. prepare a proposal for funding;
3. determine suggested course of action for increased involvement in the policy-making role; and
4. determine how to utilize AJD's Regional Planning Units to grasp local priorities.

In terms of funding, the committee was asked to consider whether the Supervisory Commission should hire its own staff to work on standards and goals or use outside consultants. The committee was also asked to consider the possibility of developing a statewide public education program.

In September, 1973, the Standards and Goals Committee suggested that, because of limitations on AJD staff time, outside consultants be used. On October 1, 1973, the Administration of Justice Division awarded \$83,588 to the Program for the Study of Crime and Delinquency at Ohio State University. Five teams of graduate students worked on this project. The final report, completed in March, 1974, showed a comparison of more than 450 National Advisory Commission standards and recommendations with those of other national

criminal justice groups, such as the American Bar Association, International Association of Chiefs of Police, the American Correctional Association and the National Council of Crime and Delinquency. Over 100 national groups were surveyed in the six-month study and their endorsements or objections summarized. The report contained a summary volume, five booklets which correspond to the five task force volumes of the National Advisory Commission report and a seventh volume which contained the standards on juvenile delinquency. This report has been made available to all criminal justice agencies in Ohio, the 54 other State Planning Agencies, LEAA Regional Offices and national organizations.

Use of Standards in 1975 Plan Development. The Standards and Goals Committee also recommended that FY1975 be a transitional year in the development of standards for Ohio, in which the standards concept ought to be introduced gradually and in a limited way to the criminal justice community in Ohio. Thus, the Supervisory Commission decided to require every applicant to address some national standard in preparing a project proposal or pre-application for 1975 funding. In order to encourage compliance with that requirement, the Supervisory Commission also decided to give priority to projects which did address standards.

Thus the applicant was required to discuss his project in terms of any related established standard, such as those of the ABA, IACP, ACA, NCCD, or the National Advisory Commission. The project did not have to try to implement a standard and, in fact, applicants were encouraged to discuss and reject a standard if it were not relevant or useful to the local problem at hand. The purpose of this requirement was not to force any standards upon local communities or State agencies, but rather to encourage applicants to think about the concept of standards during 1975.

In April, 1974, AJD held a series of meetings around Ohio. The purpose of the meetings, which were held in each APD and for State agencies, was to distribute and explain the 1975 AJD directives to prospective applicants. In addition, the concept of standards was introduced to the representatives of criminal justice agencies all around the state. One session was devoted to explaining the work of the NAC and the development of standards for Ohio over the next two years.

Special Incentive Funding. The Supervisory Commission also set aside \$750,000 from Part C and Part E funds to be used for the implementation of standards and goals projects in several high-priority areas. This funding was made available both to local communities and State agencies.

The following five groups of standards were selected by task forces for possible funding:

- a. selection of police officers;
- b. diversion;
- c. youth services bureaus;
- d. court-community relations; and
- e. corrections staff development.

Projects totaling almost \$1.5 million were submitted for the implementation of standards and goals projects. Of these, 1975 funding is going to twelve projects which were chosen on the basis of population base, community commitment to implementation and ability to evaluate. Projects cover all five areas listed above. Further discussion of these projects is found in the Annual Action section.

Discretionary Funding. In June, 1974, AJD received a two-year LEAA discretionary grant for \$361,706 to assist in the development of standards and goals for Ohio. The grant represents the first two years' funding for a three-year project which will result in the selection of a set of comprehensive standards for Ohio and plans for their implementation over the next decade. Funding has been provided to allow for additional staff assistance for the Supervisory Commission and to cover the cost of public meetings and publication of materials on standards.

Development of Standards. In May, 1974, the Ohio Criminal Justice Supervisory Commission began to develop criminal justice standards for Ohio. Using the recommendations set forth by the National Advisory Commission on Criminal Justice Standards and Goals and other national standard setting groups, the Supervisory Commission's task forces have drafted and reviewed standards in certain high priority areas. Their first report was completed at the end of 1974 and set forth almost fifty standards on police recruitment and selection, crime prevention, adult diversion, youth services bureaus, reduction of trial delay, and the training of courts and corrections personnel.

Since February, 1975, the task forces have been working on a second group of standards. During March and early April, they held a series of public meetings with criminal justice and public interest groups to discuss common problems. Each task force spent the months of April and May drafting and revising the second review cycle of draft standards. These draft standards cover police responsibility and accountability, juvenile status offenders, judicial selection, court organization, and adult community-based corrections programming.

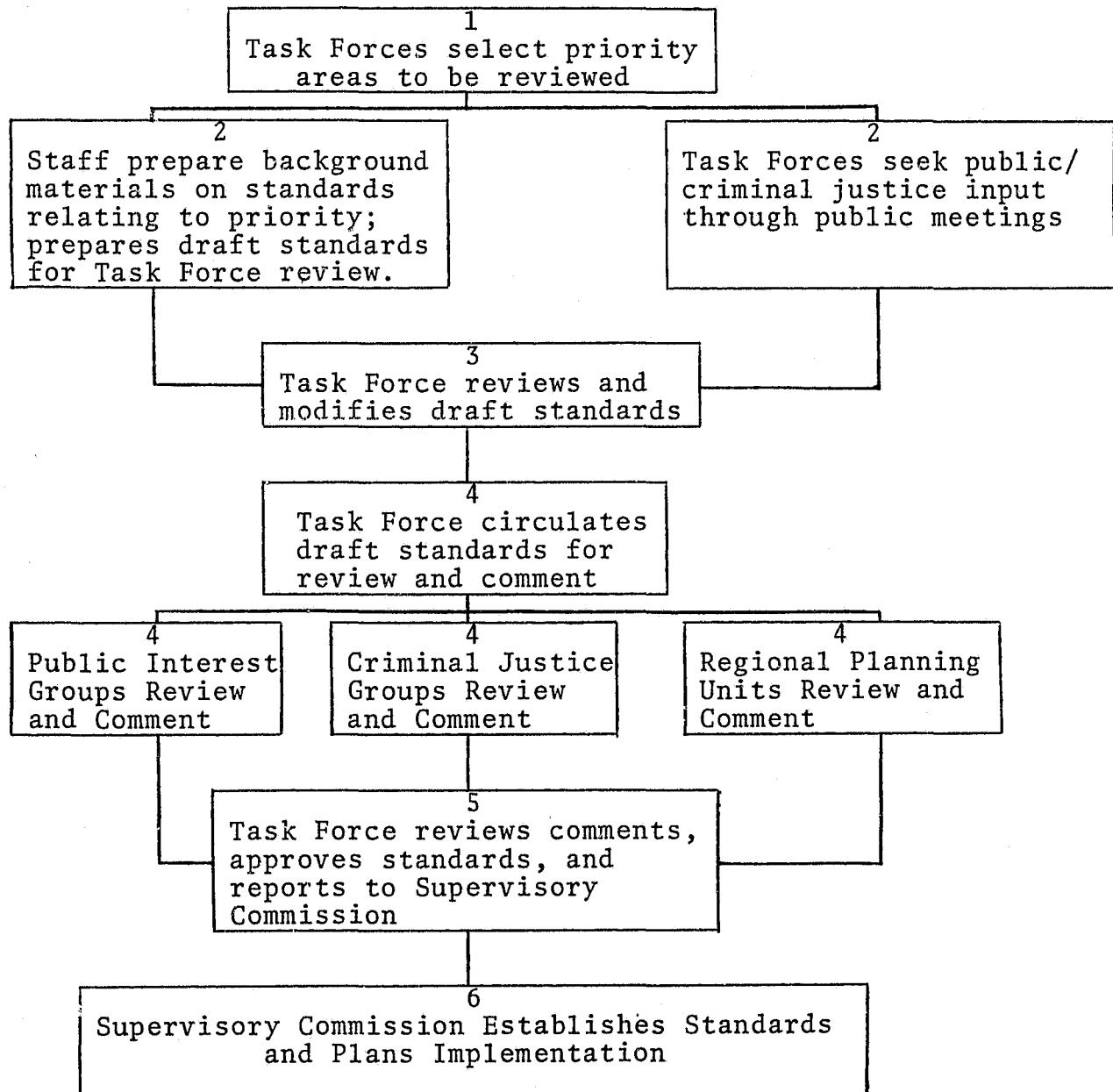
This group of standards, now in draft form, was distributed to public interest and community groups, the Regional Planning Units, and members of the criminal justice community for review and comment during the summer of 1975. (The process is shown in the following figure.) These groups have reviewed the Supervisory Commission's work in these areas and have offered their comments, suggestions, and criticisms to the task forces. On the basis of the public review and comment, the task forces will complete their revisions of the standards in October and report back to the entire Supervisory Commission. Final action should be taken in November.

#### STRATEGY FOR DEVELOPMENT AND ADOPTION OF STATEWIDE STANDARDS AND GOALS.

Ohio's three-year program for the review, development and selection of criminal justice standards uses the five standing task forces of the OCJSC to review and draft standards. The Supervisory Commission represents an excellent cross section of Ohio's criminal justice community, as shown in the following table. In reviewing possible standards for Ohio, the task forces are using the work of the National Advisory Commission on Criminal Justice Standards and Goals, as well as the recommendations of other national standard-setting organizations. The Standards and Goals Comparison Report, prepared in March, 1974, for the Supervisory Commission by the Program for the Study of Crime and Delinquency at the Ohio State University, will provide the base for the early review. This report will also be supplemented by staff research on existing Ohio law and practices.

FIGURE

MODEL FOR SUPERVISORY COMMISSION REVIEW  
AND SELECTION OF STANDARDS



TABLE

ORGANIZATIONS AND AGENCIES REVIEWING DRAFT STANDARDS

LAW ENFORCEMENT AGENCIES	3
COURTS	6
PROSECUTORIAL AND DEFENSE AGENCIES	4
CORRECTIONAL AGENCIES	1
OTHER RELATED CRIMINAL JUSTICE AGENCIES	1
REGIONAL PLANNING UNITS	6
ELECTED PUBLIC OFFICIALS	5
PUBLIC INTEREST GROUPS	6
COMMUNITY/ CIVIC GROUPS	7
LEGISLATIVE BRANCH OF GOVERNMENT	2
TOTAL	40

Review Cycle. The overall strategy is to incorporate the standards and the planning for their implementation into the State comprehensive plan. In order to do this, the standards and goals program (a) utilizes the existing Supervisory Commission as outlined above and (b) is divided into several phases which correspond to the annual planning cycle. Thus the significant milestones in the standards and goals work will be completed in time for incorporation into the Comprehensive Criminal Justice Plan each autumn and into the AJD Planning Directives which are distributed each spring to potential applicants across Ohio.

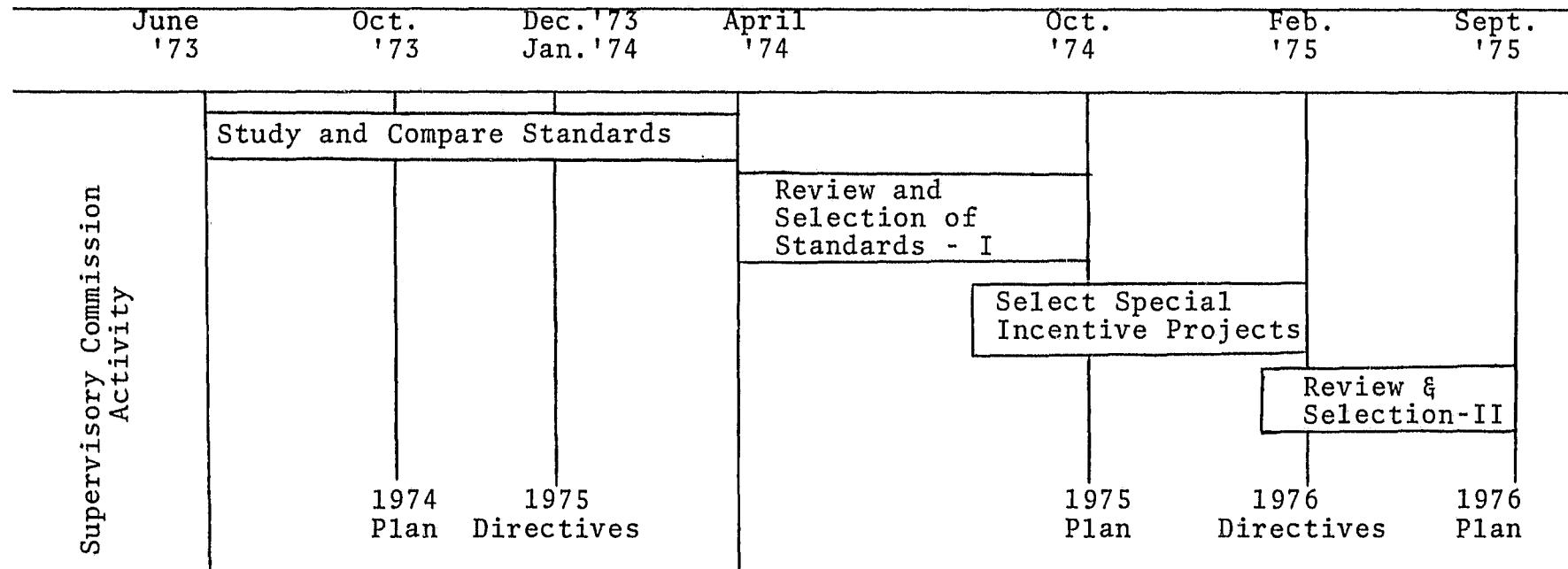
In order to work within this time frame and also to study the standards in more depth, the Supervisory Commission reviews a limited number of standards at a time. Each task force concentrates its work upon one or two high-priority areas or goals which were established for the Ohio plan. Thus, the Supervisory Commission concentrates its review upon a limited number of standards for about six-month periods. These phases include staff preparation, task force review, Supervisory Commission consideration and input from the criminal justice community and public interest groups before final adoption by the entire commission.

At the conclusion of each review cycle, the Supervisory Commission begins the next review and selection cycle. The entire cycle takes about six months and covers an estimated 75 to 100 standards. It relies upon a balance of intensive Supervisory Commission study within the task forces on the one hand and adequate time and opportunity for public comment and participation on the other. Following adoption of all the standards, a series of public workshops will be held around the state to discuss and plan for the implementation of the standards.

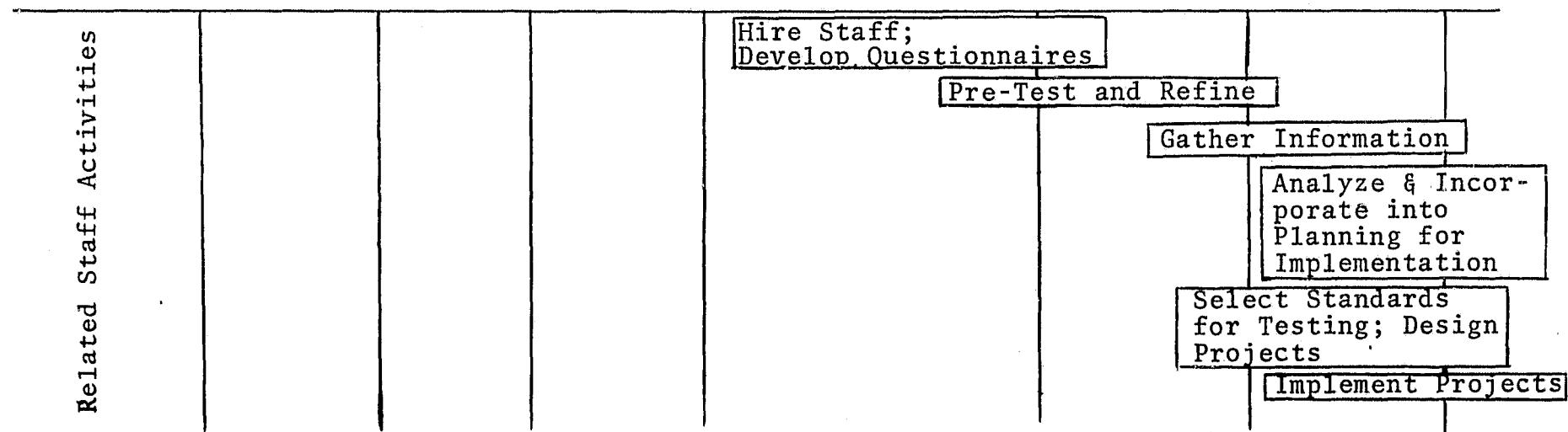
Time Schedule. The following charts show the Supervisory Commission standards and goals activity from 1973 through 1976. It identifies the milestones in the process. It is anticipated that the review and selection process will be completed by mid-summer, 1976 and that the entire implementaiton plan will be incorporated into the FY 1977 plan at the end of 1976.

Portions of the staff work are incorporated into the chart; they illustrate primarily the data collection and analysis phase and the staff preparation of material for standards review. The first review cycle has already been completed and

Schedule of Implementation and Target Dates



Comprehensive Plan Activities (Commission and Staff)



Schedule of Implementation and Target Dates

	Sept. '75	Jan. '76	June '76	Target Date Nov. '76	Feb. '77
Supervisory Commission Activity	Review and Selection-III	Review and Selection-IV	Review and Selection-V		
	1976 Plan	1977 Directives		1977 Plan	1978 Directives

Comprehensive Plan Activities (Commission and Staff)

Related Staff Activities	Incorporate into Plan				
	Incorporate into Directives				
		Complete Plan for Implementation			
	Testing of Standards				
	Begin Work on Evaluation				

the second review cycle is underway. It is anticipated that there will be a total of 5 review cycles.

Public Element. One of the major objectives of the Supervisory Commission has been to involve citizens throughout the state in the development and selection process. In order to make this involvement meaningful and not merely token, standards review has been staged in smaller segments over a longer period of time. This phasing will help both the Supervisory Commission and the public to digest the proposed standards and their possible impact upon Ohio.

1. Purposes. There are two purposes in developing and retaining wider public participation. The first is short-range; the Supervisory Commission believes that the input from criminal justice agencies, elected officials, citizen groups and Regional Planning Units will greatly improve the quality of standards which are adopted. Although the Supervisory Commission already represents all segments of the criminal justice system and covers the state, the members are eager to hear from those in Ohio who deal with crime and the system on a daily basis.

The second purpose in broadening public participation is more long-range. The future role of the Supervisory Commission in standards implementation will be limited. Most of the implementation will depend upon the commitment, in terms of money, time and manpower, of the citizens of Ohio. State and local legislation, for example, will be required in some instances. City councils must appropriate funds to continue projects, often at considerable taxpayer expense. Thus, if the standards are to become reality, they must not only be accepted, but also implemented by a wide variety of groups in Ohio. In order to do so, there must be both consensus and commitment among a wide variety of groups.

2. Public Review and Comment. Following task force deliberations and the Supervisory Commission's tentative approval of draft standards, the standards are submitted to the six RPU's, statewide criminal justice professional associations, elected public officials and public interest groups for review and comment. This has already been done for the first and second review cycles. In all, the draft standards have been sent to about 40 groups which represent the Ohio criminal justice community. They in turn are urged to poll their membership on the proposals. In addition to requesting written comments, suggestions

and criticisms, the Supervisory Commission members and AJD staff have held informal meetings with these organizations to discuss any major problems or roadblocks. All comments are submitted to the entire commission before final adoption.

3. Workshops. After the Supervisory Commission adoption of all the standards, a number of public workshops will be held around the state. The purpose of the workshops is to present the standards to citizen groups and the criminal justice community and to begin planning for their implementation. Future funding, executive action and legislation will be explored by workshop participants who will assist the Supervisory Commission in establishing the timetable for future action. The estimated 10 workshops will be held in six RPU's and the non-metro areas of the state. An additional session will be held for State agencies.

#### INTEGRATION OF STANDARDS AND GOALS INTO FY 1976 PLAN

The first groups of standards were adopted in early 1975. These standards, which cover police recruitment, crime prevention, diversion, youth services bureaus, pretrial delay and judicial education, and recruitment and training of correctional personnel, were incorporated into the FY 1976 AJD Planning Directives. These, in turn, were distributed as in previous years to potential applicants. For the most part, applicants were urged to help implement the standards. But it is not anticipated that full-scale implementation will begin until FY 1977.

#### LISTING OF STATE STANDARDS

The standards listed below have been approved by the OCJSC.

#### THE RECRUITMENT AND SELECTION OF LAW ENFORCEMENT PERSONNEL IN OHIO.

- Standard 1. General Police Recruiting
- Standard 2. College Recruiting
- Standard 3. Minority Recruitment
- Standard 4. Employment of Women
- Standard 5. Minimum Standards for the Selection of Police Officers

- Standard 6. The Formal Process of Selecting Police Officers
- Standard 7. Entry Level Physical and Psychological Examinations

#### POLICE-COMMUNITY CRIME PREVENTION IN OHIO

- Standard 1. Police-Community Crime Prevention Programs
- Standard 2. Police-Community Physical Planning
- Standard 3. Use of Civilian Personnel in Law Enforcement Agencies
- Standard 4. Special Crime Tactical Forces
- Standard 5. The Use of Reserve Police Officers

#### THE DIVERSIONARY PROCESS FOR ADULTS IN OHIO

- Standard 1. General Policies for Diversion Systems
- Standard 2. General Criteria for Diversion

#### THE DIVERSION OF YOUTH IN OHIO

- Standard 1. The Use of Diversion for Youth
- Standard 2. Objectives of Youth Services Bureaus
- Standard 3. Structures of Youth Services Bureaus
- Standard 4. Target Group for Youth Services Bureaus
- Standard 5. Functions of Youth Services Bureaus
- Standard 6. Staffing for Youth Services Bureaus
- Standard 7. Funding for Youth Services Bureaus
- Standard 8. State Legislation for Youth Services Bureaus

#### REDUCING TRIAL DELAY IN OHIO

- Standard 1. Comprehensive Pretrial Process Planning
- Standard 2. Use of Summons and Citations
- Standard 3. Procedure for Preliminary Hearings
- Standard 4. Streamlining of Pretrial Process
- Standard 5. Priority Case Scheduling
- Standard 6. Continuances
- Standard 7. Pretrial Discovery
- Standard 8. Pretrial Motions and Conference
- Standard 9. Pretrial Motions for Misdemeanors
- Standard 10. Jury Selection
- Standard 11. Trial of Criminal Cases

## TRAINING FOR COURTS PERSONNEL IN OHIO

- Standard 1. Judicial Education
- Standard 2. Training and Education of Prosecutorial Personnel
- Standard 3. Training and Education of Public Defenders

## THE RECRUITMENT AND TRAINING OF ADULT CORRECTIONS PERSONNEL IN OHIO

- Standard 1. Correctional Staff Development
- Standard 2. Staffing Patterns for Local Facilities
- Standard 3. Personnel Practices for Retaining Staff
- Standard 4. Training in Employee-Management Relations
- Standard 5. Recruitment of Correctional Staff
- Standard 6. Recruitment & Employment of Minority Groups and Women
- Standard 7. Employment of Ex-Offenders
- Standard 8. Use of Volunteers
- Standard 9. Intern & Work
- Standard 10. Probation & Parole Manpower
- Standard 11. Training in Community Services for Parolees
- Standard 12. Parole Authority Personnel
- Standard 13. Evaluating the Performance of the Corrections System and Uniform Classification of Data

## LISTING OF TENTATIVE STATE STANDARDS

The Standards listed below are presently in draft form and are being reviewed by public interest groups and the criminal justice community before final adoption by the OCJSC.

## THE POLICE FUNCTION IN OHIO

- Standard 1. The Police Function
- Standard 2. Accountability
- Standard 3. Communicating With the Police
- Standard 4. Police Understanding of Their Role
- Standard 5. Development of Goals & Objectives
- Standard 6. Establishment of Policy
- Standard 7. Establishing the Role of the Patrol Officer
- Standard 8. Enhancing the Role of the Patrol Officer
- Standard 9. Deployment of Patrol Officers

## THE JUVENILE STATUS OFFENDER IN OHIO

- Standard 1. Deinstitutionalization of Status Offenders
- Standard 2. Responsibility of the Educational System
- Standard 3. Alternative Educational Opportunities
- Standard 4. Career Preparation in Education
- Standard 5. Literacy
- Standard 6. Supportive Services
- Standard 7. The Home as a Learning Environment
- Standard 8. Use of School Facilities for Community Programs
- Standard 9. Expansion of Job Opportunities for Youth
- Standard 10. After-School & Summer Employment
- Standard 11. Programs for Recreation

## COURT UNIFICATION & JUDICIAL SELECTION IN OHIO

- Standard 1. Unification of Courts
- Standard 2. Use of Magistrates
- Standard 3. Judicial Selection
- Standard 4. Judicial Tenure
- Standard 5. Judicial Compensation

## ADULT COMMUNITY-BASED CORRECTIONAL PROGRAMMING IN OHIO

- Standard 1. Planning for Community Correctional Programs & Services
- Standard 2. Service Delivery System
- Standard 3. Utilization of Community Resources
- Standard 4. Development of a Statewide Correctional Manpower/Resource Profile & Analysis
- Standard 5. Management & Staff-Offender Relations
- Standard 6. Public Information & Education System
- Standard 7. Volunteer Programs
- Standard 8. Release Programs
- Standard 9. Legislation for Community-Based Programs

## EVALUATION AND MONITORING

Evaluation and monitoring are essential to the planning and project supervision functions of the Administration of Justice Division. The AJD staff monitors all projects funded by AJD and supervises in-depth evaluations of selected projects by contracted researchers. A state-wide data base, available for both monitoring and in-depth evaluation purposes is currently being collected by the AJD Monitoring/Evaluation system. A major component of this data base are the quarterly Monitoring/Evaluation reports which are required of all AJD projects.

The results of the monitoring and evaluation of AJD projects are used for several purposes. The quarterly Monitoring/Evaluation reports are used by AJD and RPU field staff to better supervise and assist projects, and by the planning staff in their planning efforts. Information on the relative effectiveness of projects and programs will allow AJD to supply the Ohio Criminal Justice Supervisory Commission with a more objective basis for making funding decisions. Monitoring or evaluation results may show, for example, that certain approaches are more effective than others in solving a particular criminal justice problem. Another use for these reports is that subgrantees and project staff can use information reported in the Monitoring/Evaluation reports and by AJD funded evaluation research to identify problem areas and make improvements on their projects while the project is still in progress.

## METHODOLOGY-EVALUATION

All in-depth evaluations of AJD projects are conducted currently by contracted researchers. Acquisition of AJD staff with the capabilities to perform such work is being considered, but in the meantime the Bureau of Planning and Research has the responsibility of deciding evaluation priorities and supervising contracted in-depth evaluations. By supporting evaluations of specific projects, AJD intends to determine if documented project achievements (or observed changes in behavior or environment) are conclusively attributable to the project activities or to some external reason. Therefore, such evaluations require extensive analysis of data and typically utilize techniques such as experimental designs and control groups.

AJD has funded evaluations that have recently been completed on three types of social service agencies. Conducted by staff from major Ohio universities, these evaluations have collected and analyzed data about adult halfway houses, juvenile group homes and youth service bureaus. Intended to be used by agency administrators to improve the effectiveness of an agency, these studies also document and analyze the current status of each of these three types of agencies. Besides being of use to agency administrators and people interested in diversion and community corrections, these studies will be used by AJD field staff in providing technical assistance to similar programs. AJD planners are using these studies to evaluate existing systems, to examine methods of securing community support and involvement for each agency and as a source of information for statewide needs assessments in these areas.

During FY 1976, AJD's evaluation efforts will be supported by Part C funds set aside by the Ohio Criminal Justice Supervisory Commission for Special Incentive Evaluation projects. The following criteria for this \$200,000 fund was used to select projects which:

- a. Produce information that could be useful to AJD, particularly in the planning process;
- b. Provide findings and/or evaluation techniques which could be useful to similar AJD projects and which demonstrate the benefits of evaluation to other projects;
- c. Solve a specific problem or correct some dysfunctional aspect of a project;
- d. Enhance the project's decision-making process;
- e. Contribute new knowledge to evaluation procedures;
- f. Document evaluation findings of potential interest to a national audience.

Evaluation proposals from six AJD projects have been selected for FY 1976 Special Incentive Evaluation funding. These projects, two each from the APD areas, RPUs and state agencies, will evaluate projects in the program areas of juvenile delinquency prevention, community treatment for delinquent youth, training of law enforcement personnel, community treatment for adult offenders, and improvement of prosecution. The following descriptions present the basic intent of each of the proposed evaluations:

Early Intervention (City of Hamilton). This evaluation will develop methods of identifying youth who have feelings of hostility and misunderstanding towards individuals in authority, and to determine successful approaches of modifying the feelings and resulting behavior of these youth.

Youth Service Bureau (Allen County). This evaluation will design specific procedures to measure the effectiveness of each of the Youth Service Bureau's programs, and will train the Bureau's staff to increase the project's effectiveness.

Westside Satellite Probation Office (Cleveland). This evaluation will measure recidivism and factors associated with recidivism in connection with community-based counseling services operated by the Juvenile Court in order to plan more effective programs to reduce the incidence of juvenile delinquency.

Intelligence Training Program (Ohio Organized Crime Prevention Council). This evaluation will measure the impact that the specialized intelligence training has on the policy decisions of the agencies which send students for training.

Man-to-Man (Department of Rehabilitation and Correction). Through the use of experimental and control groups, this evaluation will analyze the effectiveness of volunteer involvement in corrections and the quality of volunteer selection, training, matching and supervision in the Man-to-Man program.

Private Complaint Program (Cincinnati). The intent of this evaluation will be to examine the project's utilization of resources; to develop a cost-benefit analysis of the project; and to develop a system of self-evaluation that will determine the impact of the project on complainants, defendants and the criminal justice system.

## METHODOLOGY-MONITORING

All projects funded by AJD are monitored. The purpose of this monitoring effort is to compare each project's plans as expressed in its application with what the project actually accomplishes. The basic methods of data collection for these monitoring purposes are the Monitoring/Evaluation reports completed quarterly by project staff and the on-site visit reports completed by AJD field staff.

The Monitoring/Evaluation system is a series of question clusters, called modules, which are used as building blocks to create a relevant Monitoring/Evaluation package to be assigned to each project. Although this modular system has a capacity of one hundred modules, only thirty-two are presently needed. Designed to record a project's quarterly activities, the modules are arranged in categories according to activity types:

### MONITORING/EVALUATION MODULES

#### Services to Project/Agency

00-09

- 00 Research/Evaluation
- 01 Legal Advice to Law Enforcement
- 02 Renovation/Construction
- 03 Planning/Management Studies

#### Services to Community

10-29

- 10 Community Education & Relations
- 11 Services to Criminal Justice Components
- 12 Crime Deterrence
- 13 Enforcement Units
- 14 Investigation & Enforcement
- 15 Investigation of Individuals
- 16 Legal Intern

#### Services to Client

30-49

- 30 Client Training Provided by Project
- 31 Client Training through Referral from Project
- 32 Client Services Provided by Project
- 33 Client Services by Referral from Project
- 34 Legal Services for Defendants

Services to Client Cont'd.

- 35 Pre-trial Release
- 36 Client Assessment
- 37 Volunteers

Services to Staff

50-59

- 50 Recruitment
- 51 Testing
- 52 Training

Client/Staff Background

60-69

- 60 Age/Sex/Race
- 61 Education Completed
- 62 Depth of Client Involvement with the Criminal Justice System

Data Management

70-79

- 70 File System

Equipment

80-99

- 80 Collection of Crime Scene Evidence
- 81 Polygraph Equipment
- 82 Closed Circuit Television
- 83 Court Recording Equipment
- 84 Laboratory
- 85 Radio Communications

Developed in response to difficulties with the "Evaluation Instrument" system previously used by AJD, the Monitoring/Evaluation system has little in common with its predecessor. Instead of being assigned one of twenty-six finite "Evaluation Instruments", projects are now assigned a package of one or more modules. These modules are used as building blocks to create a report that will record the pertinent activities of the project. While this modular system is flexible and more individualized, it also allows for comparison of similar projects since each Monitoring/Evaluation package is built from the same pool of modules. The numerical section of the modules have been designed so that each answer has a unique identifier, e.g., 33g would indicate module 33, question g. This will enable the Monitoring/Evaluation modular system to utilize the MIS computer system which is expected to begin operation in late 1975.

Besides recording numerical data about the quarterly progress of each project, the modules are designed to guide

Circle the ONE quarter reported on this page:  
 Jan-Mar 197\_ Apr-June 197\_ July-Sept 197\_ Oct-Dec 197\_

Information centers or information desks

Hot lines

Lectures or discussions with groups

Media presentations (radio, TV, newspapers)

Information distribution (pamphlets, posters)

Social and/or informal contacts

\*Other: \_\_\_\_\_

TOTAL

*Goal # Individuals to be Served	*Actual # Individuals Served	*Actual # Hours per Week that Service is Available	*Actual # Events
a	b	c	x
d	e	f	x
g	h	i	
j	k	l	
m	n	o	
p	q	r	
s	t	u	v
w	x	y	z

.... on an additional page:

1. Have there been any changes this quarter in this project's goals as expressed in its application?  yes  no  
If yes, explain.
2. Have there been any changes this quarter in the planned activities as expressed in this project's application?  
 yes  no If yes, explain.
3. Have any steps been taken during this quarter towards implementation of the standards and goals cited in this project's application?  yes  no If yes, explain.
4. Briefly describe the activities of this project, including problems and successes, that occurred during the quarter.

narrative reports so that they will not be too long or too brief. This section of the module also requests documentation of any changes in goals or planned activities during the quarter and any steps taken towards implementation of the standards and goals cited in the project's application. In addition, each report is expected to include a brief narrative report which should expand on the projects' quarterly activities as reported in the module's numerical section and describe any unique aspects of the program.

A sample module is included in this section and is illustrative of the modules currently in use.

Also included here is a summary, by AJD Program, of the types of data generated by the monitoring/evaluation system, which data and subsequent analysis are used as evaluation factors in determining project effectiveness.

Program A-1. Recruiting and Testing of Law Enforcement Personnel

Principal Sources of Evaluation Data: M/E Modules 50 and 51

These modules assess activities relating to the achievement of prescribed hiring goals by monitoring the numbers of applicants, resignations and terminations as a function of such factors as sex and race. Similar data concerning the taking and passing of examinations relating to work skills provide a measure of the professional quality of individuals entering law enforcement.

Program A-2. Training of Law Enforcement Personnel

Principal Sources of Evaluation Data: M/E Modules 52 and 61

These modules assess the achievements of those personnel undertaking and successfully completing courses of study in a formal classroom setting or on-the-job training which will improve their ability to deal with crime.

Program A-3. Construction and Improvement of Law Enforcement Facilities

Principal Sources of Evaluation Data: M/E Module 02

This module assesses the rate of completion of a given facility. In addition, it provides data relating to those people served (clients, detainees, staff, etc.) before and after improvements in the facilities, as well as allocation of space (offices, courtrooms, etc.)

Program A-4. Manpower Utilization, Planning and Management Assistance

Principal Sources of Evaluation Data: M/E Modules 03, 10 and 70

Those modules assess the various kinds of communication channels (information centers, hot lines, group discussions) and media (radio, TV, printed matter) utilized to improve law enforcement/community relations. They also assess the allocation of planning resources (recruitment, training, promotions, long range, short range, fiscal) to better facilitate manpower deployment, data management (storage, use and revision of files) and internal organization of law enforcement agencies.

Program A-5. Legal Advisors

Principal Sources of Evaluation Data: M/E Module 01

This module assesses the scope (number of agencies and personnel served) and nature of legal services (instruction, counseling, and court preparation) provided to ensure legality of law enforcement activities.

Program A-6. Science and Law Enforcement

Principal Sources of Evaluation Data: M/E Modules 80, 81 and 84

These modules assess the size (number of investigators) and utilization (number and size of agencies served, investigations conducted, type and quantity of evidence collected) of forensic science units, as well as the utilization (by police, courts, and administrative agencies) and results of polygraph equipment. These data help to institute improved scientific methods of crime detection and prevention.

Program A-7. Communications

Principal Sources of Evaluation Data: M/E Module 85

This module assesses improvement in police radio communications by comparing new resources (base stations, mobiles, portables, consoles, etc.) to the state of old equipment (equipment age and failure rate) for the purposes of improving interagency coordination, patrol time, patrol access to information resources, citizen access to patrol forces, increasing clearance rates and reducing response time and channel congestion.

**CONTINUED**

**8 OF 10**

Program A-8. Special Prevention and Enforcement

Principal Sources of Evaluation Data: M/E Modules 13, 14 and 84

These modules assess the scope (number of investigators, cases investigated, laboratory services, etc.) of multi-jurisdictional enforcement units relative to their investigation, apprehension and conviction of individuals involved in crimes of a regional rather than local nature.

Program B-1. Special Security Programs for High Crime Areas

Principal Sources of Evaluation Data: M/E Modules 10 and 12

These modules assess the scope (individuals contacted, types of communication) of community oriented programs in crime deterrence, as well as special measures (home and business security checks, property marking, civilian patrol groups) instituted to prevent crime in high-crime target areas.

Program B-2. Community/Human Relations and Crime Prevention

Principal Sources of Evaluation Data: M/E Modules 10

This module assesses the nature (information centers, lectures, media presentations) and scope (individuals served/ contacted) of crime education programs directed towards the general public to improve community relations and to prevent crime through cooperative efforts.

Program B-3. Narcotics and Dangerous Drugs

Principal Sources of Evaluation Data: M/E Modules 10, 30, 31, 32, 33, 36 and 52

These modules assess activities in public education, treatment (counseling, psychological testing) and rehabilitation (job training) of addicts, as well as specialized training of personnel directed towards the reduction of drug-related crimes.

Program B-4. Alcohol and Alcoholism

Principal Sources of Evaluation Data: M/E Modules 30, 31, 32, 33 and 36

These modules assess treatment (counseling, psychological testing) and training (vocational, on-the-job, academic, job placement) of alcoholics in order to divert them from the criminal justice system.

Program B-5. Diversion of Adult Offenders

Principal Sources of Evaluation Data: M/E Modules 30, 31, 32, 33, 35, 36 and 62

These modules assess the numbers and types of adult offenders at various stages of the criminal justice system who can be diverted into various training, treatment, and rehabilitation facilities in lieu of prison.

Program C-1. Upgrade Juvenile Services Personnel

Principal Sources of Evaluation Data: M/E Modules 50, 51, 52 and 61

These modules assess the backgrounds (education, race, sex) of juvenile services personnel and programs (on-the-job and academic training) directed towards upgrading the quality and diversity of personnel serving juveniles.

Program C-2. Juvenile Delinquency Prevention

Principal Sources of Evaluation Data: M/E Modules 12, 30, 31, 32, 33 and 36

These modules assess potentially delinquent youth through various community services (counseling, vocational guidance, psychological testing, employment agencies) for the purpose of addressing the problems of juveniles prior to their entering the juvenile justice system.

Program C-3. Juvenile Services Planning and Management

Principal Sources of Evaluation Data: M/E Modules 00 and 03

These modules assess techniques and programs oriented towards the development of improved methods to reduce delinquency.

Program C-4. Juvenile Diversion

Principal Sources of Evaluation Data: M/E Modules 30, 31, 32, 33, 35 and 36

These modules assess attempts to divert juveniles from the formal juvenile justice system into programs (counseling, training, treatment) which will be better suited to the needs of their age group.

Program C-5. Community Treatment for Delinquent Youth

Principal Sources of Evaluation Data: M/E Modules 32, 33 and 50

These modules assess attempts to institute community-based services (counseling, vocational guidance, educational opportunities, courts) and to involve community residents (volunteers, para-professionals) in programs geared to the needs of delinquent youth.

Program C-6. Construction and Improvement of Juvenile Facilities

Principal Sources of Evaluation Data: M/E Module 02

This module assesses juvenile facilities for the purpose of improving their capabilities (rehabilitation and treatment) for serving the needs of juvenile offenders.

Program C-7. Institutional Treatment for Delinquent Youth

Principal Sources of Evaluation Data: M/E Modules 30, 31, 32, 33 and 37

These modules assess innovative treatment methods (medical, counseling, vocational, and educational) geared to reduce recidivism, involve community participation and to provide follow-up services for juveniles released from institutions.

Program D-1. Criminal Justice Information Systems

Principal Sources of Evaluation Data: M/E Module 70

This module assesses criminal justice records, files, and other data, their accessibility, use, and updating for the purpose of improving criminal identification and apprehension through faster, more accurate data transfer among the various components of the criminal justice system.

Program D-2. Developmental Research

Principal Sources of Evaluation Data: M/E Module 00

This module assesses the development (objectives, hypotheses, procedures, data analysis) of projects directed towards research and evaluation of new/improved techniques in any area of the criminal justice system.

Program D-3. Criminal Law Reform and Legislation

Principal Sources of Evaluation Data: M/E Module 00

This module assesses research directly involved in the improvement and reform of criminal justice law.

Program D-4. Program Evaluation

Principal Sources of Evaluation Data: M/E Module 00

This module assesses the development of program evaluation techniques through the formulation of objectives, procedures and data analyses which can better measure the effectiveness of criminal justice activities.

Program D-5. Consolidation of Services

Principal Sources of Evaluation Data: M/E Modules 02, 03, 52 and 70

These modules assess the construction of facilities, training programs, data systems and other organizational innovations directed towards improving the effectiveness of criminal justice functions by consolidating activities on a multi-jurisdictional level.

Program D-6. Operational Research

Principal Sources of Evaluation Data: M/E Modules 00 and 03

These modules assess the development of new management techniques geared to the demands of the criminal justice system. These techniques are evaluated in terms of their ability to improve the cost effectiveness of procedures, manpower, facilities and equipment.

Program E-1. Improvement of Prosecution

Principal Sources of Evaluation Data: M/E Modules 03 and 16

These modules assess the development of improved management techniques for increasing the efficiency of prosecutors and their staffs. The use of legal interns is evaluated in terms of their activities (research, preparation of documents, investigation, interviewing, and actual appearances in court) relative to the case load in the various offices (county prosecutor, public defender, etc.) where they are employed.

Program E-2. Courts Management

Principal Sources of Evaluation Data: M/E Modules 03 and 83

These modules assess improved techniques in upgrading the efficiency of courts procedures, as well as the utilization (number and types of cases, hours of use) of recording equipment.

Program E-3. Courts Personnel Training

Principal Sources of Evaluation Data: M/E Modules 52 and 61

These modules assess programs directed towards upgrading courts personnel (judges, prosecutors, defenders, clerks, etc.) through advanced training in management techniques, budgeting and the latest advances in courts procedures.

Program E-4. Legal Defense

Principal Sources of Evaluation Data: M/E Modules 11 and 34

These modules assess capabilities directed towards providing various legal defense services (counseling, language interpretation, etc.) to indigents and others not capable of retaining their own attorneys.

Program E-5. Pre-trial and Pre-sentence Investigation

Principal Sources of Evaluation Data: M/E Modules 15 and 35

These modules assess investigations aimed at determining personal information (character, employment, history, education, etc.) relevant to the disposition of the case involving a given defendant.

Program E-6. Construction and Improvement of Court Facilities

Principal Sources of Evaluation Data: M/E Module 02

These modules assess the planning, design and construction of court facilities so as to provide maximum efficiency in the disposition of cases and utilization of courts personnel and equipment.

Program F-1. Recruiting of Corrections Personnel

Principal Sources of Evaluation Data: M/E Modules 50 and 61

These modules assess attempts to hire (number applied, number hired, number resigned) qualified individuals (previous academic and on-the-job training) to upgrade personnel in corrections.

Program F-2. Training of Corrections Personnel

Principal Sources of Evaluation Data: M/E Modules 52 and 61

These modules assess attempts to upgrade current corrections personnel through advanced training (on-the-job, academic) in all types and levels of jobs involved in corrections activities.

Program F-3. Construction and Improvement of Correctional Facilities

Principal Sources of Evaluation Data: M/E Module 02

This module assesses the development (land acquisition, architectural planning and interior design) of facilities to better serve (residence, treatment, and staff training) in rehabilitating and preventing the recidivism of those subject to corrections.

Program F-4. Corrections Planning and Management  
Principal Sources of Evaluation Data: M/E Modules 00 and 03

These modules assess attempts to upgrade correctional agencies through the development of innovative management techniques, data utilization, and improved evaluation measures for determining the effectiveness of treatment and rehabilitation programs.

Program F-5. Institutional Treatment for Adult Offenders  
Principal Sources of Evaluation Data: M/E Modules 00, 30 and 32

These modules assess offender rehabilitation through the implementation of innovative programs (counseling, health care, vocational training, remedial education) within adult correctional institutions.

Program F-6. Community Treatment for Adult Offenders  
Principal Sources of Evaluation Data: M/E Modules 31, 33 and 37

These modules assess offender rehabilitation through the implementation of innovative programs (counseling, job placement) utilizing community-based centers and volunteers outside of correctional institutions.

Program F-7. Offender Diagnosis and Classification Services  
Principal Sources of Evaluation Data: M/E Module 36

This module assesses the ability of rehabilitation and treatment programs to reduce recidivism through the proper classification of offenders (drug dependency, mental illness, alcoholism) and the selection of individual programs to meet individual needs.

The management of the flow of information from the quarterly Monitoring/Evaluation reports is designed to record each project's compliance with the quarterly due date and to distribute the reports to the various AJD staff members who utilize the information contained in these reports. Each AJD project is assigned a Monitoring/Evaluation package at the time of grant award. This must be completed and returned quarterly throughout the duration of the grant. Upon receipt of a quarterly report, AJD's Project Control staff log the report in and send it to the evaluation staff. This staff reviews the report for accuracy and for progress in achieving the project's goals as stated in its application. The evaluation staff's comments are recorded on a Monitoring/Evaluation Review form which is designed to assist in the identification of quarterly reports that are deficient (incomplete or inaccurate) and to document staff contacts with the project about improving a report.

Review of the Monitoring/Evaluation reports is also done by field staff to check on each project's progress and to determine which reports indicate projects needing technical assistance. The Monitoring/Evaluation reports and staff review forms are put into each project's master file along with any On-Site Visit Reports. AJD policy requires on-site monitoring by AJD staff completed every three months for projects over \$100,000, every six months for projects from \$25,000 to \$100,000 and once a year for projects under \$25,000. This On-Site Visit Report complements the quarterly Monitoring/Evaluation report completed by each project's staff and contributes to the monitoring/evaluation system the perspective of an observer not employed by the project. A final progress report, required after the termination of each grant completes the AJD monitoring section of each grant's master file.

The Monitoring/Evaluation reports from projects in Ohio's six Regional Planning Units follow a somewhat different route. The RPUs are responsible for the assignment, collection and review of quarterly Monitoring/Evaluation reports from each project in the RPU. However, RPUs use the same modular system and are required to forward copies of each report and its review to AJD. This policy of central filing has been recently initiated to insure the collection of a uniform quality of data on a statewide basis.

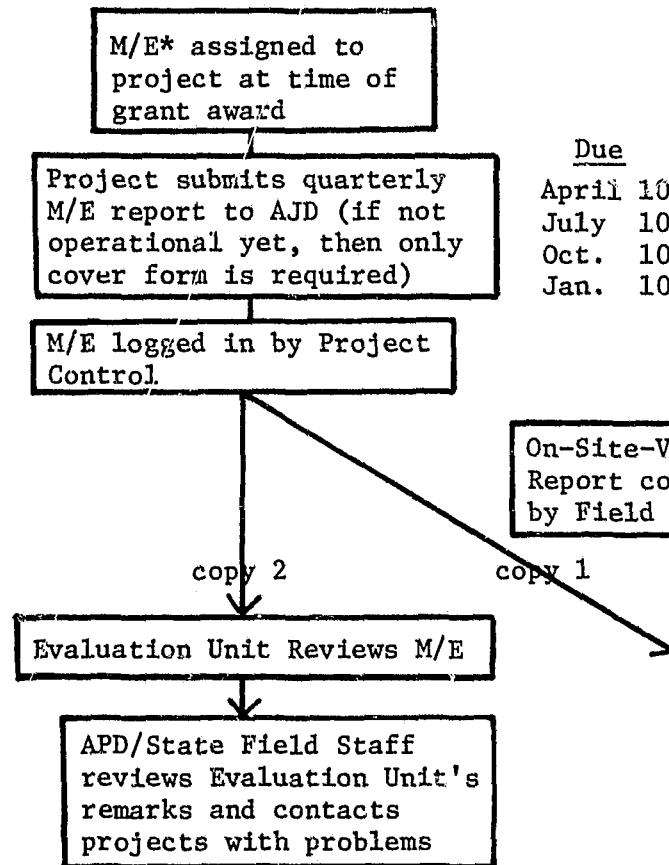
All Monitoring/Evaluation reports are submitted to AJD in duplicate. One copy is kept in the AJD masterfile by grant number and the other copy is kept in the quarterly report file by funding program. This quarterly report file

is maintained by the Bureau of Planning and Research in order to follow the progress of entire programs rather than individual projects. This file enables a planner to have easy access to each funding program's Monitoring/Evaluation reports for a particular quarter or an entire year. Each quarter's reports are divided into the forty funding programs and then into geographic districts within each funding program. This provides access, for instance, to the 1975 Quarter I (January-March) Juvenile Diversion (C-4) reports for the entire state or for a particular APD or RPU. This system assists the planners as they use the information generated by current AJD projects to plan future criminal justice strategies.

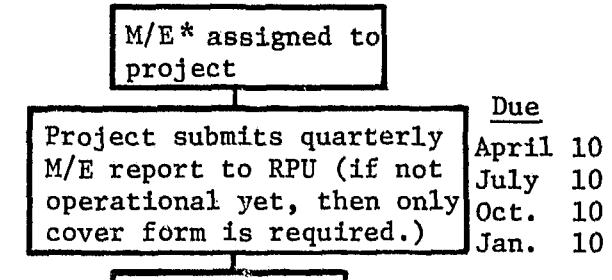
The accompanying diagram illustrates the flow of Monitoring/Evaluation reports.

## AJD's MONITORING/EVALUATION SYSTEM FLOW

### APD & State Agency Projects



### RPU Projects



## SUMMARY

Evaluation and monitoring of projects funded by AJD is accomplished by several approaches. In-depth evaluations of a few selected projects are being done on a contract basis supervised by AJD's Bureau of Planning and Research. All projects funded directly by AJD are required to submit quarterly Monitoring/Evaluation reports, are the subject of at least one yearly on-site monitoring visit by AJD staff and are required to submit a final progress report at the completion of each grant. Projects funded through the RPU's also complete quarterly Monitoring/Evaluation reports, copies of which are filed in the master file system at AJD.

The monitoring and evaluation efforts supported by AJD provide information that is vital to the functions of this agency which involve project supervision/assistance and planning. These efforts also contribute to the accountability required of AJD and the Ohio Criminal Justice Supervisory Commission by LEAA and the U. S. Congress. Monitoring and evaluation results are equally as important to the staff of individual projects since such results can contribute to the identification and correction of project problems, document past progress and assist in the planning of future activities.

## JUVENILE JUSTICE AND DELINQUENCY PREVENTION

### JUVENILE JUSTICE PLAN REFERENCE

The Administration of Justice Division has not developed a separately printed document on juvenile justice for Ohio; however, the 1976 Comprehensive Criminal Justice Plan does include the components of a comprehensive juvenile justice plan. This section will outline these components with appropriate reference to the specific portions of the total plan which relate to juvenile justice throughout the State. The Ohio Plan has five major sections, four of which contain specific elements of the juvenile justice system. These will be briefly outlined and page referenced here.

System Description. Page 79. This section provides the reader with a comprehensive base of information on the entire juvenile justice system in Ohio. It includes a process description of various individual components of the juvenile system, including police functions, juvenile courts, juvenile detention and residential care facilities at the local level, the Ohio Youth Commission and its institutional and community-based programs and foster care and group home services throughout the State. Additionally, this section includes statistical information on the rates of "unruly" and delinquency cases in relation to the juvenile courts and the Ohio Youth Commission.

Related Activities. Page 329. This section describes the relationship of the Plan to other relevant state or local criminal justice plans or systems. It includes a discussion of plans or programs having at least a partial relationship to juvenile justice, such as the Juvenile Justice and Delinquency Prevention Act of 1974 and the Ohio Committee on Crime and Delinquency. Further, this section contains a description of the related plans, programs and activities in Ohio's six RPU counties.

Annual Action and Multi-Year Plan. Page 431. This section contains a majority of the issues involved in understanding the needs and problems as well as programs for the improvement of the juvenile justice system in Ohio. It begins on Page 508 with a listing of the priority objectives. These objectives specify a list of programs and services prioritized by the Juvenile Delinquency Task Force and approved by the Ohio Criminal Justice Supervisory Commission. This listing, among other important elements, serves as a guideline for funding priorities and programs in the juvenile delinquency area for 1976.

Specific Standards adopted by Ohio's Criminal Justice Supervisory Commission are listed on Page 650 just prior to the description of the program areas. A detailed discussion of the Standards and Goals process in Ohio is included under the heading "Standards and Goals" on Page 639.

The specific program areas to be funded under the category of "Juvenile Delinquency" are spelled out in the Annual Action and Multi-Year Plan section. It should be noted here that the Administration of Justice Division has used the category "C" throughout the plan in referring to juvenile justice programs. Seven sub-categories of program elements are utilized under the Juvenile Delinquency heading. They are as follows:

- C-1 Upgrading Juvenile Services Personnel
- C-2 Juvenile Delinquency Prevention
- C-3 Juvenile Services Planning and Management
- C-4 Juvenile Diversion
- C-5 Community Treatment for Delinquent Youth
- C-6 Construction and Improvement of Juvenile Facilities
- C-7 Institutional Treatment for Delinquent Youth

Listed under each of these seven program sub-categories is a detailed description of the needs and problems, the specific program objective, what is planned and the expected accomplishments for fiscal year 1976, the 1976 anticipated sub-grants and budgets, and the multi-year forecast and budget for fiscal years 1977 and 1978.

The needs and problems addressed relate not only to state agencies dealing with juveniles, but also to those units of local government and private agencies which are faced with an enormous task of providing services and care for the prevention, treatment and control of juvenile delinquency. Special emphasis is placed on the major high-crime areas of the State.

Of major importance under each of the major sub-program areas is a description of what is planned in terms of types of projects and the accomplishments expected from those projects. Specific projects are then listed in terms of the subgrantee and the dollar amount of the budget, including a break-out of Part C and Part E monies showing the Federal and State or local match.

The multi-year forecast and budget portion candidly details the types of projected programs for funding in 1977 and 1978. These projections are based upon the previously detailed needs and problems and the established priorities for improving the juvenile justice system in Ohio.

Progress Report. Page 719. The juvenile justice section of the Progress Report provides a detailed understanding of the impact of LEAA dollars on the juvenile justice system in Ohio. Broken out by sub-categories, C-1 through C-7, this section restates the goal of each program area then details the program description and the impact of various projects funded under this program area over the past several years. Specific problems of the program area are spelled out as well as future implications for specific direction and funding.

Finally, the progress report section includes a presentation of selected notable projects which have been successful and have contributed to the improvement of the juvenile justice system in Ohio.

#### JUVENILE DELINQUENCY FUNDING

As an LEAA requirement, the State Comprehensive Plan must demonstrate that the needs of the criminal justice system as a whole have been considered and that a rational and equitable allocation and distribution of funds has been made among each substantive area of the system. In an effort to achieve such program balance, the Ohio Criminal Justice Supervisory Commission has required the following distribution of funds among projects in each RPU and APD area of the State.

<u>Substantive Area</u>	<u>Minimum Percentage Required</u>	<u>Maximum Percentage Allowed</u>
Law Enforcement (A)	20%	40%
Juvenile Delinquency (C)	20%	40%
Courts (E)	15%	40%
Adult Corrections (F)	20%	40%

As a point of clarification, it should be noted here that Prevention, Diversion and Community Relations (category B) and System Development (category D) do not have specific percentage allocations, but indeed are spread over the four major substantive areas including Law Enforcement, Juvenile Delinquency, Courts and Adult Corrections.

In FY 1976, 27.02 percent of the total Ohio allocation will be expended in the substantive area of juvenile delinquency. Depicted below is a table showing the growth of the Administration of Justice Division funding in juvenile justice and delinquency since 1972, including both Part C and Part E.

<u>Year</u>	<u>Amount</u>
1972	\$4,999,486
1973	\$5,647,637
1974	\$6,368,361
1975	\$6,891,532
1976	\$6,305,233

In 1976 the Administration of Justice Division has allocated \$1,394,026 of Part E monies for innovative and progressive programs in the area of juvenile justice. Such programs have included the funding of youth service bureaus, staff training and development projects, juvenile planning and management programs, new efforts at community treatment for status offenders and adjudicated delinquent youth and start-up monies to implement a group home and foster care network system.

#### JUVENILE JUSTICE AND DELINQUENCY PREVENTION ACT OF 1974

The Ohio SPA views the passage of the Juvenile Justice and Delinquency Prevention Act of 1974 as a much needed and long overdue piece of legislation. Its implementation in Ohio will mean an expansion and extension of several established program concepts in early delinquency prevention and treatment and, just as important, it will assist Ohio in making the move toward the deinstitutionalization of the "unruly" or status offender in favor of a more appropriate service delivery system at the community level.

The programmatic relationship between the Crime Control Act funding and the plans and programs for funding under the JJDP Act will not be divergent but rather contiguous and redirected with the intent of developing a more systematic and effective system of juvenile justice in Ohio.

The Ohio SPA has been actively planning toward the implementation of the new Act. This has included a great deal of discussion and dialogue within the Ohio Criminal Justice Supervisory Commission and other state agencies, including the Ohio Youth Commission. Currently under consideration are potential appointments to the Ohio Juvenile Justice Advisory Committee. Current staffing plans call for a Juvenile Justice Coordinator and appropriate additional personnel to staff both AJD and the Ohio Juvenile Justice Advisory Committee. The coordinator will be responsible for maintaining and coordinating the SPA's current juvenile justice effort regarding the policy and allocation process

under the Crime Control Act and the emphasis and direction under the new Juvenile Justice and Delinquency Prevention Act.

It is anticipated that programmatically more emphasis will be placed on prevention services and appropriate intervention with status offenders than has occurred under the Crime Control Act funding. Additionally, the role of both private agencies and local governmental agencies will increase through their active consultation and participation in the development and execution of a comprehensive juvenile justice plan for Ohio.

## TECHNICAL ASSISTANCE

In a broad sense, the Administration of Justice Division during the initial phases of the FY 1975 planning cycle, provided technical assistance throughout the state through its annual publication of Planning Directives. These Directives provided instruction and guidelines as to the types of projects which would be funded and detailed information on making application for LEAA funds. In conjunction with this publication, a series of eighteen planning sessions were held throughout the state for the purpose of presenting the Directives in detail to all potential applicants and providing specific assistance in assessing needs and addressing problem areas. Follow-through was provided by the Bureau of Project Review (field staff) throughout the planning year. Constant contact was maintained between the SPA and local subgrantees and project implementors through the Bureau of Project Review's 16 field personnel.

During FY 1975, in addition to the daily technical assistance discussed above, the Bureau of Grants Management assisted 290 subgrantees on-site in setting up acceptable accounting records, management reports, cost control, budget adjustments, tax returns, procurement and purchasing policies, in establishing the total costs system of accounting, training new personnel, correcting monthly financial reports and reconciling subgrantee records.

This operation consisted of 120 on-site conferences by AJD auditors who assist fiscal personnel while on audit assignments. AJD employs a fiscal officer whose primary responsibility is to provide technical assistance. This employee made 170 subgrantee visits and had numerous telephone assistance conferences with field personnel and local subgrantees. In addition to the technical assistance visits, AJD auditors and the fiscal officer presented fiscal review information at the above mentioned planning conferences.

Each Regional Planning Unit (RPU) provides technical assistance for their own subgrantees. This service is augmented by AJD auditors when RPU subgrantees are audited.

In the event the type of technical assistance requested requires additional expertise or a different point of view, APD and RPU staffs have called upon the Bureau of Planning and Research to provide such expertise through its various planners in the following substantive areas of criminal justice.

Law Enforcement. Technical assistance in the field of communications consists of planning assistance and implementation of the Ohio Communications Plan. This involved reviewing specifications, processing sole source requests, solving frequency problems and evaluation of projects. During FY 1975, some 73 meetings were held with subgrantees involved with projects in this area.

In the field of science and law enforcement, 17 meetings regarding planning assistance, reviewing specifications, directing subgrantees toward sources of personnel, equipment or supplies, photographic and crime scene equipment were scheduled by the law enforcement planner.

Juvenile Justice. The juvenile justice planner, over the past year, has spent 22 man-days in providing direct technical assistance in the area of juvenile justice, primarily through various units of government and private agencies in the State of Ohio. This time has been spent with county commissioners, judges, sheriffs, police chiefs, probation officers, and other court staff, local and regional planners, group home and detention center staff and other staff and officials dealing with services to juveniles. Additionally, a great deal of assistance is provided via telephone with both subgrantees and potential subgrantees.

Technical assistance within juvenile justice has been provided in the following areas:

- . Assisting local authorities and interested citizen groups in better understanding the nature and extent of youth problems in their own communities.
- . Working with city and county officials in developing needs assessment studies to determine the nature, scope and impact of juvenile crime.
- . Assisting in the interpretation and implications of significant data on juvenile problems.
- . Assisting in prioritizing specific areas of need and developing recommendations and alternate means of more appropriately meeting those needs.

- Assisting in the development of programmatic services for the prevention, diversion, control and treatment of juvenile delinquency.
- Assisting in resolving various problems in the area of project staffing patterns, interagency coordination and service delivery systems.
- Providing direction and recommendation for program changes to meet service gaps and indicated needs.
- Providing reference resources and referrals for additional expertise in other requested aspects of the juvenile justice system.

Consultation and related assistance is also provided to Administrative Planning District staff, Regional Planning Unit, Ohio Youth Commission staff and State organizations such as the Ohio Association of Group Homes and the Ohio Association of Youth Service Bureaus.

Courts. The courts planner has provided technical assistance in the form of lectures to the Ohio Common Pleas Judges Association and the Ohio Prosecuting Attorney's Association. These presentations involved a general discussion of the LEAA program and how it is implemented in Ohio.

In cooperation with the Chicago Regional Office, the courts planner participated in three regional meetings during the past year with other Region V courts planners. He arranged and designed the program for one of these meetings held in Columbus.

The courts planner, with the aid of ABT Associates, assisted in a two-day meeting held in Columbus designed to develop interest within the region to replicate the Columbus Night Prosecutor Project, an LEAA Exemplary Project.

Adult Corrections. The Corrections planner has provided direct technical assistance to a Regional Planning Unit regarding the internal operation of their city workhouse. In addition, he has provided assistance in the development of a regional correctional system for the southeast portion of the State. Consultation and related assistance is also provided to field staff, regional planning units, the Department of Rehabilitation and Correction and the Ohio Association of Halfway Houses. The corrections planner also cooperated with the Regional Office in securing Ohio representation at the recently held training conference held in Des Moines, Iowa relative to community correctional systems.

Monitoring/Evaluation Technical Assistance. A great deal of technical assistance activity is undertaken through AJD's evaluation unit which is responsible for the monitoring of all projects funded by AJD and for managing AJD's evaluation process. Therefore, a vital aspect of the evaluation unit's work is to provide assistance to the staff of AJD-funded projects to assure accurate monitoring and evaluation reports. Over the past year, this assistance has included consultation with individual project directors, subgrantees, and with groups of project directors at ten planning conferences throughout the state. In addition to these meetings, there were numerous letters (over 170 for one quarter) and phone calls made in response to requests from project directors for assistance and information about monitoring and evaluation. This contact with project staff formed the basis for the development of the modular monitoring/evaluation system which is the major achievement of the evaluation unit this year.

Technical assistance is provided in a number of ways by several state agencies, in addition to AJD.

The Supreme Court of Ohio. The Supreme Court of Ohio promulgated new Rules of Superintendence for municipal and county courts effective January 1, 1975. During the month of January, a series of five seminars were held in various locations in Ohio for the purpose of explaining the operation of these rules. Staff personnel from the Supreme Court were participants in this program.

The last of these seminars was recorded on audio tape. Cassettes of this seminar are available through the Ohio Judicial Conference to judges and court personnel for use in solving day-to-day problems of operation under these rules. Cassettes on other topics are also available through the Judicial Conference.

In December of 1976, the entire seminar, to be held at the Common Pleas Judges Association Meeting, will be devoted to court administration and management at the common pleas level. All three of these projects are undertaken with the assistance of AJD grants.

The Ohio State Highway Patrol. A total of 108 law enforcement officers received two weeks of advanced training over and above the basic police training required by law. These officers were from municipal, village and county law enforcement agencies throughout the State.

Recently the LEADS communications system was upgraded to handle the forthcoming Criminal Justice Information System

(CJIS). There were a total of 337 terminals on the system during 1974. 3,427 contacts were made with these terminals to provide any assistance needed. Twenty-nine training sessions were attended by 1,292 terminal operators in 1974. Presently the system consists of 351 terminals and the Highway Patrol has made 1,532 terminal contacts and conducted 18 training sessions attended by 503 operators.

The Department of Mental Health and Mental Retardation. The Division of Forensic Psychiatry provides technical assistance to agencies dealing with the mentally ill offender. Recently the Division has held a series of two-day seminars in an attempt to examine the issues arising from the adjudication and treatment of offenders falling under the provisions of the "competency to stand trial" and "not guilty by reason of insanity" statutes.

The Ohio Youth Commission. Technical Assistance has been rendered by the Ohio Youth Commission during the past year on a continuing basis to all department heads within the Commission, all institutions under OYC jurisdiction and both the central office and regional offices. This assistance has been in the form of guideline clarification regarding program implementation.

Specifically, technical assistance to the Cleveland Regional Office and the Cleveland Board of Education has been in the area of educational re-entry programs for returnees from institutions to the community.

The Ohio Youth Commission staff has provided technical assistance to:

- The Cincinnati police department regarding their police/school liaison program.
- Licking County Juvenile Court regarding standards and goals for their detention center and child study center. Diagnosis, evaluation and followup services were rendered.
- Training Institute of Central Ohio regarding treatment ideas and modalities within LEAA guidelines.
- Fairfield School for Boys regarding their outdoor recreation and treatment program, also in the area of construction.

- Walbridge, Ohio Police Department in the area of Police/school liaison, drug use and abuse and community relations.
- Dayton Regional Office regarding alternative school functions and tutoring programs.

Technical Assistance also has been provided to community service organizations in the area of aftercare services and to probation officers. Workshops and conferences have been scheduled as the need dictated. Commission personnel have worked closely with foster care groups and individuals in conjunction with finding alternatives to the institutionalization of youth. Much of this technical assistance has been possible due to AJD funded projects.

The Department of Rehabilitation and Correction. During the past year and a half, the staff development section of the Department of Rehabilitation and Correction conducted a symposium series on the criminal justice system. These one-day sessions were held two days each month during this period. Guest speakers and symposium leaders were imported nationwide and were people considered as recognized authorities in their particular fields. These sessions were open to any educational institution. The following agencies or institutions attended some of the scheduled programs:

1. Ohio State University
2. Ohio University
3. Department of Mental Health and Mental Retardation
4. Hocking Technical College
5. Dayton/Montgomery County Criminal Justice Training Academy
6. Akron Probation Department
7. Ohio Youth Commission

Additional technical assistance services provided by the Department of Corrections under an AJD funded project include the following:

- Assistance to the Franklin County Sheriff's office in the creation of training programs for jailers.
- Visited the Ohio Correction Academy for consultation and advice on training problems and solutions.
- Provided technical assistance to the Department of Mental Health and Mental Retardation in the following training areas:

- 1. perimeter security
- 2. institutional food service
- 3. safety
- 4. sanitation
- 5. laundry procedures for institutions
- 6. recreation leaders training
- . Provided three days of technical assistance to representatives from the University of Virginia in the training of corrections personnel.
- . Provided training and information to a group of 30 Kent State University students majoring in criminal justice.
- . Provided technical assistance to the halfway houses in Ohio regarding correctional training.
- . Provided film loan services and speakers to various criminal justice agencies when available and requested.

The following is a listing of technical assistance requested by agencies and processed through the LEAA Regional Office.

<u>Technical Assistance Recipient</u>	<u>Technical Assistance Subject</u>
Sheriff's Office, Ashtabula County	Manpower allocations planning; management assistance
Sheriff's Office, Mercer County	Data processing assistance
Police Department, Toledo	Architectural assistance
Police Department, Liberty Township	Re-drafting and updating of policies and regulations
Police Department, Lorain	Services; command and control; management; organization
Police Department, Delaware	Validated testing
Police Department, Liberty Township	Study of rank structure; manpower allocation
Police Department, Girard	Administration; organization; manpower allocation; architectural

Police Department, Newton Falls	Organization
Police Department, Westerville	Architectural
Police Department, South Euclid	Architectural
Common Pleas Court, Clark County	Space needs and architectural; court administration
Juvenile Court, Lake County	Facilities planning
Juvenile Facility, Mahoning County	Facilities planning
Criminal Justice Facility, Wayne County	Facilities planning
County Jail, Lorain County	Construction
Ten-County Adult Facility, Pike County	Feasibility study; architectural and programming

Future Implications for Technical Assistance. The Administration of Justice Division will continue and expand its present technical assistance delivery system relying, primarily, on the field staff of the Bureau of Project Review to provide requested services, while the Bureau of Grants Management, along with the Bureau of Planning and Research, will be available to provide additional support services as needed.

In the event AJD's in-house capabilities are overextended or other highly specialized technical assistance is requested, numerous state agencies, as indicated above, possess specific T.A. capabilities and are geared to respond to such requests from either AJD or the local agencies. In addition, several colleges and universities possess this capability and willingness to assist.

Additionally, this agency occasionally calls upon the National Clearinghouse for Criminal Justice Planning and Architecture or the Regional Office when the nature of the T.A. requests require such action.

The Administration of Justice Division has not carried out a statewide assessment of all technical assistance needs;

however, in several sections of the plan, mention is made of such needs and AJD is preparing to better respond to this need. Through its present structure, this agency has been highly effective in providing a broad range of technical assistance services as requested throughout the state.

**SECTION E**  
**PROGRESS REPORT**

# Section E. Progress Report

## A. POLICE EFFECTIVENESS (LAW ENFORCEMENT)

### A-1 RECRUITING AND TESTING OF LAW ENFORCEMENT PERSONNEL

Goal. Improve law enforcement by identifying and recruiting those persons most capable of dealing with crime.

Description and Impact. The Ohio Criminal Justice Supervisory Commission (OCJSC) has adopted an Ohio Standard recommending that the Ohio Peace Officers Training Council (OPOTC), by 1976, be empowered to develop and enforce State minimum standards for the selection of police officers. Senate Bill No. 111 has been introduced which adds to the OPOTC functions recommending to the attorney general rules regarding "reasonable minimum standards for peace officers of this state and all its political subdivisions. The standards and qualifications shall relate to physical, mental and moral fitness, and shall govern the recruiting and appointment of all such peace officers." (Amending Section 109.73 of the Ohio Revised Code.) This bill is in committee hearings and has generated both active support and vehement opposition to date. If this bill, or a similar measure is adopted, it will be necessary to define specific minimum standards. Youngstown State University has received \$51,100 to determine, from a sample of police agencies in the State, the impact of current statutes and ordinances upon the police selection process, the routines of the various civil service commissions and the restraints inherent in the job classifications and qualifications which are current in Ohio at this time. This data will be very useful in developing statewide minimum standards.

All of the major police departments have been defendants in suits alleging some form of discrimination. Three critical elements of the process are under attack: (1) the recruiting program, (2) the testing procedure, and (3) the promotion criteria.

Minority recruiting campaigns have been funded in the following agencies:

Akron	\$53,959	2 (years)
Canton	57,057	2
Cleveland	153,103	2
Perrysburg (township)	8,977	1

Akron materially increased its minority representation, Canton and Cleveland lost ground for administrative and financial reasons, while Perrysburg strengthened its rapport with its large Mexican-American community.

Testing procedures and/or validation of testing procedures were funded in these agencies:

Akron	\$18,000	1
Columbus	22,205	1
Dayton	51,000	1
Delaware	17,010	1
Highway Patrol	22,501	1
Lorain (county)	31,112	2
Toledo	61,955	2

Akron and the Highway Patrol have developed validated tests. Dayton, Delaware and Lorain County are building a data base for psychological testing. Toledo has been concerned with developing a new concept and method for the selection of personnel for promotion. Columbus is examining its recruit training program for possible adverse effects upon minority recruits.

The practice of employing student workers and other para-professionals has been attempted and supported in the following agencies:

Ashtabula (city)	\$13,963	Cadets	2
Barberton	37,500	Aides	2
Canton	20,000	Cadets	1

Cincinnati/ Hamilton (county)	\$233/333	Cadets	2
Cleveland	265,084	Cadets	2
Cleveland Heights	155,590	Security Officers	2
Madison (township)	14,176	Cadets	2
Mount Vernon	20,900	Cadets	2
North Star Council of Governments	30,000	Cadets	1
New Carlisle	13,624	Cadets	1
Oberlin	33,284	Cadets	1
Xenia	20,000	Cadets	1

Programs at Cincinnati/Hamilton, North Star COG and Oberlin are both multi-agency and multi-jurisdictional. Mount Vernon begins its cadet recruiting at the high school level. Cincinnati/Hamilton and Cleveland Heights make their cadets or security officers sworn officers to make them eligible for mandatory basic training required of police recruits. Canton has emphasized recruiting of minority group representatives. The employment of cadets and para-professionals materially reduces the number of non-hazardous tasks performed by fully trained more experienced sworn police officers.

Future Implications. The minority recruiting projects have not materially increased the representation of minority groups in the agencies which have pursued this specific goal. With some exceptions, the recruiting effort has not been in step with the implementing agencies employment efforts, and when interest in the target group is generated, there are no jobs immediately available. The time lag between concept and implementation with federal funds makes it difficult to overcome this problem. Therefore, in FY 1976, OCJSC has provided special incentive funding for programs which will identify problem areas in minority recruiting in order that specific procedures can be designed and adopted to resolve these problems. It is hoped that these procedures will be carried out concurrently by local agencies along with their actual selection testing and employment tasks.

Police cadets provide intelligent personnel for financially hard pressed cities to perform non-hazardous duties essential to the routine operation of a police department. However, many of the current programs in Ohio are approaching the end of federal support, but have not received an increase in local financial support to maintain a cadet corps as part of the implementing agencies. The Ohio Standard and the current Ohio Directives on Criminal Justice Planning and Program Development both require that police cadets be full-time college students, who should not work as cadets more than 20 hours per week, except during school vacations. Since the hours a police cadet is available to a police department is limited to 20 hours per week and the demands of the college education make other time demands for tests, studies, events, etc., it is difficult to schedule cadet work hours to provide the continuous effort that the all-day all-week police operations require. Therefore, when federal support of a cadet program decreases, a police agency may turn to the employment of other kinds of civilian employees, not subject to such schedule constraints, to achieve a more favorable cost-benefit ratio.

Many agencies do not have the capability of offering cadets a chance for employment within the employing agency as police officers. It appears that cadet programs operated by a county or other multi-jurisdictional agency might offer cadets a better chance for criminal justice employment. Such employment is essential to relieve cadets from the financial obligations imposed by LEEP, which finances college tuition for many cadets.

Notable Projects. The City of Akron was the defendant in a class action which delayed the hiring of new police personnel. A dual program of minority recruiting and test validation was mounted, which led to the first federal judicial decision in a U.S. Federal Court ruling that the testing procedures in question for hiring police officers was not only job-related, but also free from cultural bias.

The minority recruitment project, conducted by the personnel department of the City of Akron, in conjunction with the development of a battery of validated test instruments by the same department, proved successful as one out of four individuals who passed the test in June, 1973 were minority individuals. In a decision, rendered in January, 1975, the federal judge ruled that the minority recruitment program had been conducted in good faith, and further that the same or a similar program must continue for a minimum of three years.

AJD provided the City of Akron \$69,000 in the past four years to support the Test Validation Program, and \$74,609 in three years for the associated Minority Recruiting Program.

#### A-2 TRAINING OF LAW ENFORCEMENT PERSONNEL

Goal. Improve the ability of officers to deal with crime through in-service training.

Description and Impact. For a number of years, it has been the policy of OCJSC to deny AJD funds for the support of basic police training. Such training is mandated by State law (Sections 109.71 to 109.77, inclusive, Ohio Revised Code) and the cost of basic police training is required of local police agencies in any case. OPOTC rules prescribe 280 hours for basic recruit training, but only suggest that every Ohio police officer receive 40 hours of in-service training annually.

However, OPOTC is presently constructing a police training facility at London, Ohio adjacent to the laboratory and identification facilities of the Bureau of Criminal Identification and Investigation (BCI&I). This training academy, towards which AJD contributed \$550,000 for construction, will be completed before January, 1976. OPOTC is presently developing a curriculum and creating a staff, in order that this facility can provide high quality in-service training for police officers throughout the State.

Four State agencies received \$268,234 for in-service training and BCI&I expended part of their grant to train law enforcement personnel, not employed by BCI&I. Twenty local agencies received \$605,777 for in-service training, 1974 - 1975. With the exception of Columbus, these local agencies provide the training upon a regional basis. Columbus will run a post-academy in-service training project with the peculiar (if any) problems of the minority or female recruit in mind. The programs operated by the Sheriff's Association and the Chiefs' Association reimburse employers for funds advanced for travel, lodging, meals and tuition of law enforcement personnel who have attended seminars and short courses on advanced or special subjects. About 300 individuals have taken advantage of this discretionary training opportunity.

<u>Local Agencies</u>	<u>1974</u>	<u>1975</u>
Akron	\$32,250	
Buckeye State Sheriffs' Association		\$25,000
Cincinnati/Hamilton		108,712
Clark County	19,967	27,643
Columbus	22,205	
Coshcocton County	23,935	
Delaware	2,850	
Lake County	29,975	20,000
Lancaster		6,318
Liberty Township	12,300	
Lorain County	14,400	9,506
Mansfield	5,333	
Medina County	4,950	9,906
North Star COG	8,469	
Nelsonville (Hocking Tech)	50,000	
Ohio Association of Chiefs of Police	24,000	16,000
Portage County	25,000	16,666
Reynoldsburg	2,450	
Toledo/Lucas RPU	8,000	
Stark County	41,938	27,958
Total Local Agencies	\$328,022	\$267,709

State Agencies

Attorney General, BCI&I		\$25,000
Department of Liquor Control	\$54,385	3,833
Department of Natural Resources	50,000	59,216
State Highway Patrol	39,212	33,125
Total State Agencies	\$143,597	\$121,174
Total In-Service Training	\$471,619	\$388,883

Problems. Larger police departments often fail to provide 40 hours of annual in-service training because day-to-day operational requirements have a higher priority for the limited personnel resources. Under a legislative mandate every sworn officer in the State of Ohio received 40 hours of classroom training in the new Ohio Criminal Code, but it was conservatively estimated the wages for personnel attending this course cost the police agencies in the State in excess of \$5 million.

Smaller departments, which are typical in Ohio, find it almost impossible to release enough personnel to develop a class large enough to warrant formal instruction. Therefore, a demand has grown for regional law enforcement training, which has been met partially by criminal justice centers and colleges. The most successful training programs have been those with funds to pay for travel, food and lodging of students, who are charged no tuition.

Future Implications. To reduce the cost of travel and lodging such regional training centers should be located close to a concentration of law enforcement personnel.

AJD has used several means of addressing this problem. One is to require all funded training projects to be regional in nature. Another is to require special training components in programs funded which initiate activity in some area new and unfamiliar to the subgrantee's personnel. Discretionary funds for professional law enforcement associations to reimburse employers for advances to employees for in-service training away from home have been so successful, that they have been exempted from the routine "step-down" funding rule.

AJD must continue to encourage law enforcement agencies to address the operational and financial problems which must be solved at the local level to permit personnel to maintain an adequate level of professional and technical competency in law enforcement.

Notable Projects. A special training fund administered by the Ohio Association of Chiefs' of Police (OACP) a non-profit statewide organization, has been a useful device to provide advanced and specialized training for the municipal police officers employed by small and medium-sized law enforcement agencies in the State of Ohio.

In the past four years, OACP has received a total of \$57,000 from AJD which has been used to reimburse employers for expenditures for travel and tuition for 314 individual officers. In addition, OACP supported a seminar which developed the design for an executive development seminar subsequently conducted by the International Association of Chiefs' of Police (IACP).

This special training fund has made it possible for OACP to make small but essential grants to police agencies to enable them to commit their limited personnel to educational opportunities on relatively short notice without

creating budgetary problems for the agency. The amount of the individual grants are below the practical minimum that AJD can handle, and the grants are made after attendance, which cannot be scheduled in advance in a manner which would enable the agencies to make their own request for AJD funds.

A similar fund has been awarded to the Buckeye State Sheriff's Association (BSSA), which meets the needs of sheriffs and their deputies.

#### A-3 CONSTRUCTION AND IMPROVEMENT OF LAW ENFORCEMENT FACILITIES

Goal. Improve police facilities so that law enforcement agencies may be better equipped to deal with crime.

Description and Impact. Because of the high cost of construction, funding in this category has been limited to support of locally funded construction where the major financial burden was borne by the subgrantee. The largest grant, \$550,000 for the OPOTC Training Facility was described under Program A-2. The fund represented the difference between the receipts from capital improvement bonds and the actual bid on the construction of the training facility due to inflation.

Delaware County received \$7,000 for an emergency generator and security surveillance equipment to complete a new facility built at local expense. The sheriffs of Pickaway and Union Counties received a total of \$7,000 to complete their radio dispatch rooms, while Perkins Township received \$2,500 for security surveillance equipment.

Problems. Construction costs continue to increase and present criminal justice facilities continue to deteriorate. Growing communities need new facilities to meet the demands of the community and decaying communities wear out facilities they are no longer able to maintain. The total needs are beyond the capability of AJD, even though half the cost of construction must be borne by the subgrantee.

Future Implications. AJD funds construction and improvement of law enforcement agencies, juvenile agencies, courts and correctional agencies, and has a D-5 program, Consolidation of Services, which provides support to large projects such as criminal justice centers and regional training facilities.

Renovation is often essential for new facilities when an agency embarks upon a new activity and provisions must be made for funding such renovation.

But AJD will continue to support the construction of regional facilities to continue the momentum of regionalism generated by the Ohio Communications Plan. At the same time it will continue to provide necessary facilities for new programs.

The FY 1976 Directives on Criminal Justice Planning and Project Development have eliminated all new construction of law enforcement facilities, except remodeling/renovation which is an essential part of a new larger project. Perhaps all construction program categories, except D-5, Consolidation of Services, should be eliminated as separate entities, and necessary remodeling/renovation should be funded (at 50% match) only when it is an essential part of a larger project.

#### A-4 MANPOWER UTILIZATION, PLANNING AND MANAGEMENT ASSISTANCE

Goal. Improve the capability of law enforcement agencies to reduce crime by better utilization of police manpower, by development of a planning capability within the law enforcement agencies and by the application of technological resources.

Description and Impact. Geauga, Hamilton, Stark and Warren Counties spent \$65,650 to develop an in-house planning capability in 1974 and will spend \$46,940 for the same purpose in 1975. The City of Toledo spent \$20,000 in 1974, increased to \$22,000 in 1975, to develop a planning bureau within the police department. Each of these agencies have one or more persons, familiar with the criminal justice environment, who can plan for the law enforcement agency. Reynoldsburg, with \$9,000 in AJD funds, obtained a professional analysis of its police department to assist a new chief of police.

In the period 1974-1975, Akron has spent \$77,375 in the development of a computer oriented chronological-geographical data base for manpower allocation, which will be operational shortly for dispatching and manpower allocation. Cuyahoga Falls, in the same period, invested \$75,496

of AJD funds in the recruiting, testing and training of women for regular police work and found them capable of such duty and acceptable to the department and the community. The presence of these policewomen enabled Cuyahoga Falls to inaugurate a special residential burglary oriented patrol which has had a measurable effect upon burglaries in the patrol area.

The North Star Council of Governments with AJD funds supported a project to hire college students to perform clerical tasks for law enforcement agencies in the area, thereby both encouraging college students to seek law enforcement careers and assisting police departments with their paperwork burden.

Nine law enforcement agencies spent \$114,188 in 1974, and four spent \$94,978 in 1975, exploiting technology for law enforcement purposes. Akron spent \$8,100 for a selected burglary alarm system from selected targets in a high crime commercial area into the police radio dispatcher's office.

Four of the agencies have invested a total of more than \$150,000 in either word processing or microfilm systems. Seven other agencies purchased power files or recording equipment.

Cleveland Heights, East Cleveland, Oberlin, Painesville and Streetsboro spent \$148,943 in 1974 and will spend \$111,843 in 1975 for Community Service/Aid Officers. These cities received essential services from these civilian para-professionals which released sworn personnel for more critical demands from the public.

Problems. This program attempts to encourage law enforcement agencies to engage in planning, hopefully that they might develop concepts which could be implemented to make better use of their limited resources. The number of planning bureaus funded is small and the number of projects which address management problems is even smaller, since there is a tendency to use the program to acquire supplementary personnel and sophisticated gadgets to help them solve their routine problems. It is difficult to promulgate regulations, which limit funding in this area to high priority needs.

Future Implications. It became apparent to OCJSC that some special requirements should be placed upon the use of technology for routine operations, to discourage the use of

sophisticated expensive equipment in agencies where ordinary modern business equipment would be more than adequate. A \$5,000 power file does not always have a real cost benefit over two \$200 file cabinets for a police department with less than ten full-time officers.

Therefore, in the future, all grant applications in this area must be supported by hard quantitative data regarding the dimensions of the storage and retrieval of records and indicate general compliance with the special conditions already laid down by OCJSC for projects requesting funding under D-1, Criminal Justice Systems, which is now construed as applying to computer oriented, microfilm and other mechanical-electronic filing systems.

Notable Project. AJD has provided \$31,603 to a Criminal Justice Coordinator in Geauga County to serve ten law enforcement agencies. The CJC has developed a countywide intercept plan, a standard case report and a monthly crime report for the county agencies. Emphasis has been given to centralized records and improved communications, including training radio dispatchers upon a mock console.

The CJC has conducted product research and developed programs to make more efficient use of limited personnel resources: mutual aid agreements, central dictation and comprehensive disaster plan for the county.

The CJC, under the administrative control of the county commissioners, is an excellent device to coordinate criminal justice activities in a county with no cities (more than 5,000 population), but containing twenty-one political entities in an SMSA having a total population of more than 2 million people.

#### A-5 LEGAL ADVISORS

Goal. Insure that the requirements for enforcing the criminal law are properly carried out, by providing law enforcement officers with legal assistance in every phase of law enforcement.

Description and Impact. Legal Advisors (full-time attorneys) were active in 1974 - 1975:

Akron	\$73,316
*Ashtabula (city)	14,941
*Athens (city)	15,894
Athens (county)	15,000
Barberton	15,000
**Cuyahoga Falls	27,500
Darke (county)	10,000
Geauga (county)	8,000
Jefferson (county)	12,300
Lawrence (county)	12,000
Preble (county)	10,800
*Springfield	5,590
*Warren (county)	10,800

\*Law enforcement agency was subgrantee.

\*\*Enforcement agency subgrantee first year, 2nd year law department.

All of the above legal advisors make material contributions to the improvement of the efficiency of prosecutors and the courts, but few provide very much non-criminal legal advice to police officers.

Problems. In concept, a police legal advisor might be called general counsel for the police department, which has need for legal advice in matters other than criminal law, particularly when the police department is cast in an adversary role in its relationships with other elements of the system. Public attorneys by law and/or custom are usually under the control and administration of the law department/prosecutor of the political entity served by the law enforcement agency. Many prosecutor's staffs are undermanned and, therefore, unable to provide the full spectrum of legal advice needed by law enforcement agencies in management, labor relations, internal discipline and community relations. Individual officers need advice and assistance, but administrators also need counsel.

Future Implications. Items addressed by presently funded legal advisors are search warrants, arrest and seizure, collection of evidence, recording of testimony and new laws and judicial decisions. NAC Police Standard 11.2 indicates that other elements should be addressed by a police legal advisor:

- . Counsel chief in administration and operations
- . Review orders and training to insure legal sufficiency
- . Advisory participation in difficult operations.
- . Participation in training.
- . Counsel for ad hoc projects, grant proposals and special enforcement problems.

These important elements, plus discipline, labor relations, equal opportunity, fair labor act, etc., lie upon the border of the statutory obligation of prosecutors to advise and assist law enforcement agencies. Legal services in the planning and initiation of activities in these areas would materially lessen the burdens of police administrators and might materially reduce the time in court, defending actions which might have been modified with prior legal advice.

Notable Project. AJD has made two grants of \$12,300 to a legal advisor under the administrative control of the common pleas court of Jefferson county. This legal advisor has approached his task as both a legal attache for the law enforcement officers in the county and as a legal instructor.

In the first year of operation, the legal advisor trained personnel from ten different law enforcement agencies, providing 3 eight-hour seminars in investigational techniques, collecting evidence, fingerprinting, restoration of serial numbers, and plaster casts, in addition to supporting personnel in law enforcement activities in preparation for prosecution.

The Ohio Code makes this type of legal advisor possible by permitting (almost requiring) the judge of common pleas to be the administrator, rather than the county prosecutor, who must have judicial approval of special assistants before employment.

#### A-6 SCIENCE AND LAW ENFORCEMENT

Goal. Complete scientific investigation of each reported crime is critical in solving cases and in supporting the prosecution or defense at the time of court trial. The objective of this program has been to improve crime scene processing through improved collection, identification, preservation and examination of physical evidence for the purpose of identification of criminals.

Description and Impact. Projects have been funded at State, county or city levels which assist agencies with more efficient collection of crime scene evidence. This may entail purchase of mobile evidence, vehicles and equipment; employment of specially trained evidence technicians from sources outside the sworn police service.

During the past two years, funds have been used to support 13 evidence technician units and/or mobile crime laboratories; 21 crime lab projects; eight polygraph projects; seven photography projects; and nine other projects. In addition to continuing support of three BCI&I crime labs, the Attorney General has been given sufficient funds to start another crime laboratory in the east central portion of the State. Continued support was given to the Springfield/Clark County crime lab, the State Arson Bureau lab, the Hamilton County Coroner's lab, the Miami Valley Regional crime laboratory and new laboratories at Lakeland Community College, Lorain Community College, and Hocking Technical College. In addition, AJD is supporting the expansion of the Toledo Police Department crime laboratory to serve all of Lucas County.

Notable Projects. Support was given to countywide evidence technician units in Ashland, Fayette, Fulton, Paulding, Pickaway and Union Counties. Support was given to evidence technicians/mobile crime laboratory units in the cities of Broadview Heights, Canton, Mansfield, Mount Vernon and Warren, Ohio most of which are to be used on an areawide basis. A bomb squad was supported in Summit County.

The Ohio State Arson Bureau crime lab is unique and has achieved an important first. It is the only laboratory operated by State government designed exclusively for the examination and analysis of evidence from suspected arson/bombing cases. The lab is available to state arson investigators as well as to local arson investigators. More than half of the 327 cases, involving 1,040 pieces of evidence examined during the second year of operation in 1974, were from local arson investigators. The laboratory originally cost \$202,000 to equip with \$137,000 coming from federal funds and the remaining from the Ohio Department of Commerce. Two full-time forensic chemists man the laboratory. A separate project supported the mobile crime laboratory and equipped each State arson investigator with a simple gas chromatograph which may be used to screen evidence for flammable fluids before making the trip from the field to the central laboratory in Columbus.

Three other crime laboratory projects, Lorain Community College, Lakeland Community College and Youngstown State University were finally able to hire a criminalist and were able to get underway in the last few months of 1974.

The purchase of polygraph instruments and the initial training of polygraph operators was supported in Lorain County, the Ohio Department of Liquor Control and the Cities of Canton, Madison, Mansfield, Painesville and Warren.

Other progress was made in modernizing police records, identification systems, multiple image makers and other science and law enforcement projects.

#### A-7 RADIO COMMUNICATIONS

Goal. The objectives of this program are to replace old and unreliable radio equipment; to increase interagency coordination; to reduce channel congestion and interference; to improve citizen access to patrol forces; to improve patrol access to other information resources; to increase manhours on patrol; and to increase clearance rates of crimes in progress.

Description and Impact. From a modest expenditure of less than \$21,000 in three projects during the first year of funding, planning for improvement of police radio communications in Ohio has grown to over \$2,000,000 per year, averaging about 100 projects annually. During the first seven years of the block grant program in Ohio, 659 police radio communications projects have been reviewed, with funds awarded to 517 projects as of May 1, 1975. Funds awarded to these projects total more than \$9,000,000. (See accompanying figure.)

While the following map shows an uneven distribution of police radio communications grants over Ohio, it does not truly indicate the impact of LEAA funds on the improvement of police radio communications. Several counties received only a few grants; however, some of those grants provided countywide coordinated systems. Wherever possible, mobile radio district (MRD) communications projects are encouraged through priority funding.

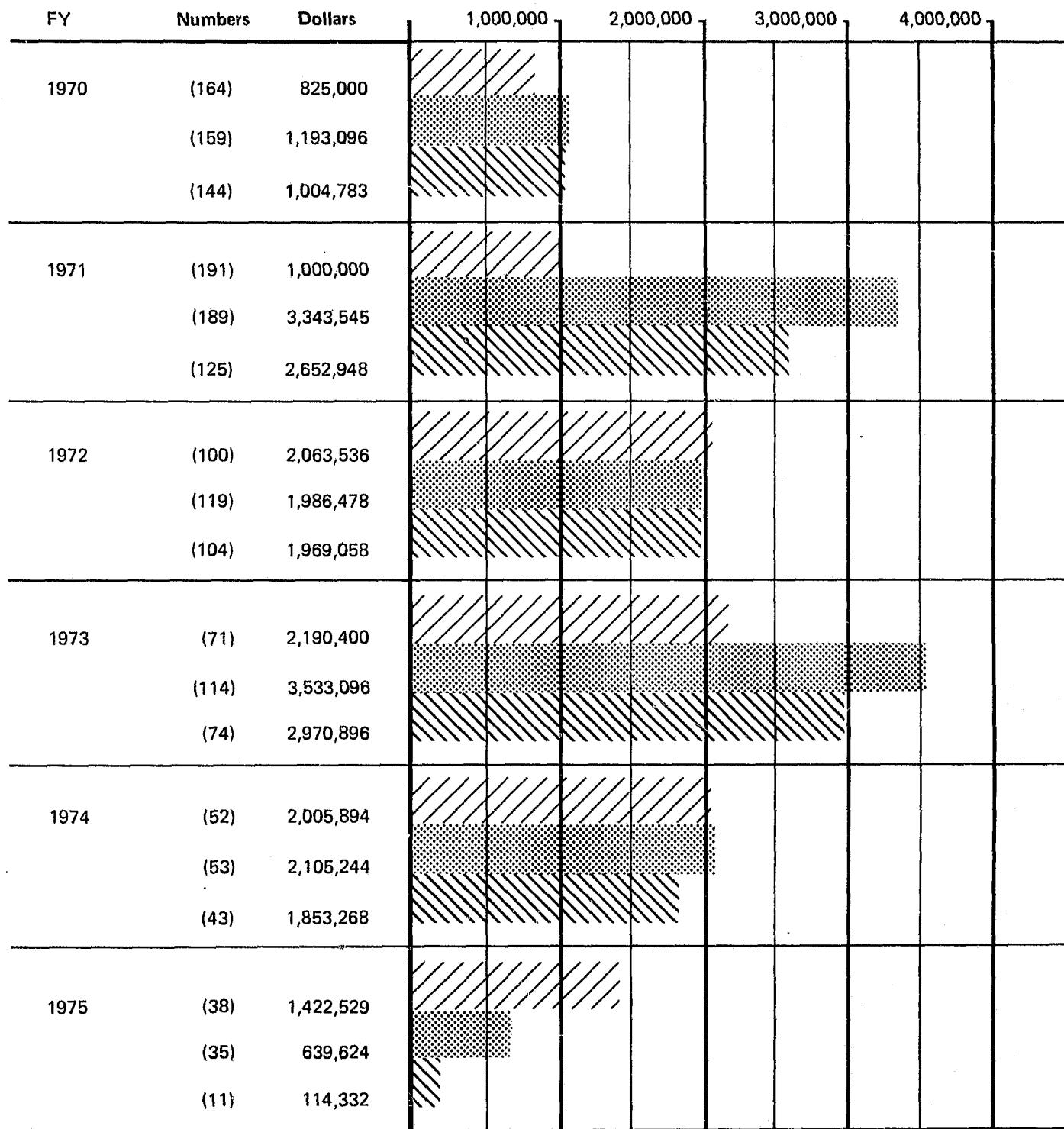
**FIGURE E-1**

**Police Radio Communications Grant Applications by County, 1969 to May 1, 1975**



**FIGURE E-2****Police Radio Communications Projects Planned, Reviewed  
and Awarded (1969 to April 1, 1975)**

Planned  
Reviewed  
Awarded



Problems. Achievement of cooperative dispatching and implementation of countywide systems is often hampered by the reluctance of local agencies to surrender their independent systems.

Notable Projects. During the past year, 14 more countywide communications projects have been funded with LEAA funds for a total of 46 countywide systems either presently in operation or in the process of being developed at the local level. (See Figure

At least eight additional counties have some means of common areawide police communications, though not precisely the same as that specified in the "Ohio Plan for Improving the Effectiveness of Police Radio Communications." The Ohio State Highway Patrol, with its mobile command center, has the capability of transmitting and cross-banding on a variety of frequencies. Franklin County is continuing to implement a countywide communications plan which calls for converting the entire county from a mixture of low and high frequency radios to an ultra-high frequency system. During the past year, Hamilton County altered its plan from a mixture of low, high and ultra-high frequency radios to a countywide UHF system.

During the past year Hardin, Marion, Morrow, Fayette, Highland, Vinton, Fairfield, Licking, Coshocton, Holmes, Portage, Belmont, and Monroe Counties have implemented coordinated countywide police radio communications systems with the assistance of LEAA funds. In order to complete previously started MRD countywide systems, various villages and townships have been funded.

The City of Lima and Allen county, although separately funded for a total of \$153,200 pooled their resources and developed a countywide system. This includes one console, four base stations, 37 mobile and 93 portable radios.

Columbiana County law enforcement officials, working together, decided to pool all frequencies in the county to be included in all police vehicles in the county. They have also implemented the first low frequency repeater system in Ohio, allowing complete countywide communications, mobile to mobile, with low powered equipment.

Lucas County, one of the six major metropolitan counties in Ohio, including the City of Toledo, has

developed a countywide UHF system. Radio districts in the county are based upon the Lucas County Municipal Court districts. Being in the northwestern corner of the state, planning and coordination of the Lucas County MRD involved Indiana, Michigan and Canada.

As the Columbus Police Department and Franklin County Sheriff's Department radio systems approach completion, Franklin County, one of the six major metropolitan counties in Ohio, will have a substantially complete MRD system. The system in this county is based upon the configuration of the suburban communities. A locally developed UHF system was adopted as a part of the Ohio Plan and is being so implemented.

#### A-8 SPECIAL PREVENTION AND ENFORCEMENT

Goal. To combat such activities as illegal narcotics traffic and organized crime, which require regional efforts to control.

Description and Impact. This program encompasses a number of different emphases, all of which include some type of specialized units, focusing on specific types of crimes.

Major funding in this program supports metropolitan enforcement groups (MEG). More than \$1.7 million was awarded during the past two fiscal years to support these units, whose primary focus is illicit drug traffic and consumption. A total of 31 counties are now covered by MEG units, including the two new units funded in FY 1975, namely Wayne/Medina Counties and Jefferson/Belmont Counties.

The units, for the most part, are located in northeastern Ohio. Exceptions are the above mentioned Jefferson/Belmont unit, Hamilton County unit in southwestern Ohio and the Allen/Auglaize County unit in west central Ohio. Additionally, the State Attorney General's unit has statewide jurisdiction and coverage.

The arrest and conviction rates by these units far exceeds that of their police counterparts. This is understandable since the units devote their complete effort to the activity being full time narcotics agents. In almost all instances, the agents are sworn police officers, either

from metropolitan police departments or sheriff's offices. A few of the units branch out into the general organized crime fields thereby cooperating, if not actually becoming engaged in organized crime investigations and arrests, with the appropriate responsible police agency.

The MEG units, in conjunction with AJD, have drafted a manual for use by MEG units, and particularly for use by new units, which shows the administrative and management guidelines that have been found to be successful. The manual includes both management and fiscal sections designed to assist new MEG directors in setting up units and streamlining management of existing units.

The Bureau of Criminal Identification and Investigation (BCI&I) of the Attorney General's office has established an intelligence records clearinghouse which receives information of an organized crime nature from state and local agencies and from MEG units. The unit makes the information available to inquiring law enforcement agencies, local, state, federal and international upon request and it maintains records, analyzes and evaluates the information. Requests from non-law enforcement agencies are not honored.

Four projects were planned in FY 1975, but only one, the Attorney General's Organized Crime Unit, has been operational long enough to assess its progress. The unit has agents placed geographically across the State and has become involved in investigations of sizeable gambling operations in Ohio, to the extent that the Attorney General has asked that a special Grand Jury be convened. The unit answers about 20 requests for assistance per quarter from local agencies, with an average response time of 48 hours. Time expended from start to termination runs about three months per investigation.

Problem. There remains the problem that, in some instances, MEG agents are not accepted as bona-fide law enforcement officers. A second hindrance to effectiveness is that "buy money", in many cases, is not sufficient in amount.

Future Implications. A number of the units are facing the termination of funding through AJD. It appears that many of the units will be dissolved with this termination, since they are expensive to operate and many localities are unable or unwilling to budget sizeable amounts of funds for the maintenance of these projects. It is anticipated that the BCI&I project will continue after AJD funds are withdrawn.

Even though AJD is allocating nearly \$900,000 per year for the operation of these units, it appears that the average year's confiscation of drugs, amounting to about \$4,500,000, makes them well worth the price paid. It is difficult to place an evaluation on this sort of program, since there is no way of knowing how many persons were deprived of the drugs nor what the social cost is to society.

## B. PREVENTION, DIVERSION AND COMMUNITY RELATIONS

### B-1 SPECIAL SECURITY PROGRAMS FOR HIGH-CRIME AREAS

Goal: Reduce crime in high-crime target areas.

Description and Impact. Akron has committed \$212,500 of AJD funds to employ personnel in a saturation patrol in high crime areas continuously identified by a computer analysis of complaints, previously described under Program A-4. This effort will reduce response time for serious complaints and prevent crime in high crime areas by the visible presence of more patrol officers. This is a crime specific effort in that patrol emphasis is given to areas which have reported concentrations of a specific type of crime at a known time of day, but the specific crime varies according to the kind of information provided by computer analysis. Akron has also spent \$11,891 on a Residence Burglary project, in which citizens are advised of various security measures to insure the safety of their homes and are also provided with the means to mark their personal property with identification numbers.

Cuyahoga County, through its Office on Aging, will spend \$125,861 on a coordinated approach to the impact of crime upon the elderly in six urban areas of the county, largely in public housing projects for the elderly. This project coordinates the safety-law enforcement plans of both the public and private sector and provides education for the elderly in crime prevention measures. Through a senior safety center and an ombudsman it provides both walk-in service to senior citizens, or provides advice and service via a "hot-line" telephone.

Cincinnati has established a Rape Crisis Center with \$30,100 of AJD funds, which instructs women in methods of preventing rape and also offers counseling and support to victims of rape.

More than \$141,000 has been invested by AJD in Project MACSI (Multiple Agency Crime Specific Intervention) in Dayton and several suburban communities. MACSI attempts to establish

model urban and suburban crime prevention components, using methods which have been found feasible for the specific community. The major emphasis is to reduce burglaries in target areas by education.

In relation to MACSI, Dayton has recruited and trained a force of 120 NAOs, volunteer citizens who assume non-enforcement duties, convey police objectives to the community and provide community input for the Dayton Police Department's management staff. A unique feature of the Dayton project is the use of NAOs in non-intervention surveillance of robbery and burglary targets.

Toledo has committed \$70,000 for a pilot NAO program.

Problems. There has not been a great amount of enthusiasm for programs in this category from potential subgrantees. This lack of enthusiasm probably arises from the same administrative attitudes which were apparent in the previously discussed lack of interest in planning and manpower utilization discussed under Program A-4.

Future Implications. NAC National Strategy to Reduce Crime established one national goal: to reduce crime rates of crimes against persons by at least 25 percent and the rate of burglary by at least 50 percent by 1983. LEAA has designed program descriptors to identify the specific crimes addressed by a program, and these descriptors identify the crimes enumerated in the NAC national goal.

There is now some empirical evidence that certain crime prevention programs or techniques have a measurable effect upon crime. Various publications and institutes, such as the National Crime Prevention Institute, identify these programs and detail the manner in which they can be implemented. The present information is not complete enough to permit final judgement about the cause of the apparent success of these programs. Does target hardening and marking personal property reduce burglary because of the program activities, or because of its advertising effect upon potential burglars, or can it be attributed to a "Hawthornden effect" upon citizens, who become more active in their individual crime prevention efforts because the criminal justice system is giving them some personal attention.

Major efforts have been mounted in Ohio in some of these programs: Team Policing supported by the Ford Foundation in Cincinnati, Neighborhood Assistance Officers supported by AJD

in Dayton, and Patrol Emphasis Programs (PEP) in Toledo and Cleveland Heights with discretionary funds from LEAA. The Kansas City Patrol Experiment raises serious questions about the probable effectiveness of these various patrol programs.

AJD is seriously concerned about the types of programs that should and can be funded to materially reduce crime.

Notable Project. Dayton's NAO project was initiated in 1970, as part of Model Cities, with five NAOs and has since grown into the present force of 116 trained para-professional men and women, who perform non-enforcement service tasks for the community and act as police aides in support of the Dayton Police Department.

Each NAO candidate must be at least 18 years of age, undergo a training course of 105 classroom hours in a seven week period, ride with a police officer for eight hours and demonstrate competency while assigned to an experienced NAO during a three month probationary period. A total of 137 NAOs have completed the seven week course since 1972.

Each NAO, uniformed and equipped with radio and emergency kit which does not include weapons, works 4 hours a week, 16 hours per month. An NAO is reimbursed at the rate of 13½¢ per mile (up to a maximum of 20 miles per month) for the expense of operating his personal vehicle on duty.

During the year 1974, NAOs were dispatched or responded otherwise to 5,993 calls to aid officers, an increase over 3,037 such responses in 1972, and 3,648 in 1973. In 1974, NAOs conducted 301 non-intervention surveillances of assigned potential burglary sites.

## B-2 COMMUNITY/HUMAN RELATIONS AND CRIME PREVENTION

Goals. To enhance the communication between the public and the criminal justice system, to facilitate cooperative crime prevention and to reduce the possibility of civil disorders and violent crimes.

Description and Impact. Projects in this program category were conducted in two general areas: (1) crime prevention/ community relations bureaus in law enforcement agencies, and (2) educational programs directed largely at juveniles.

In the first area, Liberty Township operated a burglary unit which endeavors to educate the community in means to prevent burglary, and has a full-time officer who is charged with the investigation of the burglaries that occur despite the prevention program. In Newark the personal property marking aspect plays an important part. In Springfield, a mobile van is used to bring the personal security message to the public.

#### Crime Prevention/Community Relations Projects

Blue Ash	\$ 22,000
Cambridge	27,583
Huron County (N.S. COG)	12,000
Lima	26,076
Liberty Township	30,000
Marion County	30,230
Mt. Vernon	8,000
Newark	14,000
Pickaway County	39,126
Richland County	28,013
Springfield	51,466
Steubenville	32,000
Wooster	<u>52,742</u>
	\$ 373,236

In the second area, education, Ashtabula County operated a two-pronged project with an element for adults and another for high school students. The University of Cincinnati has a program which assists public and parochial teachers to teach students about the community and the law. Franklin and Summit Counties have special programs which have an effect upon segments of the community which are antagonistic toward the police and the establishment. The City of Hamilton has an ambitious program of teaching 90 hours of an elective course for high school students, which is taught by police officers. The Ohio Youth Commission attempted to reach institutionalized juveniles by bringing clergymen into the institution. The Summit County project used a van, operated by the YMCA to reach its special target group.

### Education Projects

Ashtabula County	\$13,650
Cincinnati University	135,000
Delaware	24,150
Franklin County	53,640
Hamilton (city)	216,819
Jackson County	14,355
Ohio Youth Commission	1,012
Summit County	70,833
Xenia	<u>60,277</u>
 Education	 <u>\$589,736</u>
 Bureaus	 <u>373,236</u>
 TOTAL	 <u>\$962,972</u>

The total of \$962,972 represents the total funds allotted by AJD to the enumerated projects for the past life of each project, which may have been more than one year.

Problems. To ascertain the effectiveness of police-community relations bureaus, AJD provided \$40,364 to Youngstown State University to study the police-community relations programs in nine Ohio communities, ranging in population between 2,390 and 67,865, which employed between four and 112 full-time sworn officers. In 1974 a study: Police-Community Relations in Medium Sized Cities: The Ohio Experience was published.

This study provided the following observations:

1. Changes in department policies and practices:
  - a. Communities channeled appropriate matters to PCR officer.
  - b. Communities placed greater emphasis upon PCR and Human Relations.
  - c. Police provided better community services for the public.
2. Resolution of specific police-community problems.
  - a.. Initial objective not specific problem but:

- (1) broadening community awareness of the police department,
- (2) providing crime prevention education,
- (3) developing community service programs.

b. Police departments apparently felt specific problems could not be confronted directly.

3. Pattern of interaction changes:

- a. PCR had more contact with the public than previously.
- b. Citizens had more contact with the police, primarily the PCR officer.
- c. Line officers began to refer community problems to the PCR officer.
- d. Police representation/participation on civic boards and commissions was initiated.
- e. Specific incidents were occasionally resolved through mediation headed by the PCR officer.

The study, in discussing PCR, indicated that two concepts are omnipresent: "relationship" and "communication". Relationship implies the setting, context or basis upon which communication can take place. Communication is the sharing of ideas, thoughts, etc., between two or more people. But all of the nine police-community relations projects studied were almost singularized by police-community services activities.

Future Implications. OCJSC reacted to this study by placing a new special requirement upon all new crime prevention projects. New projects must have a staff training component and part of this training component will be attending the Crime Prevention Institute or receiving training of equivalent nature.

OCJSC had previously refused to fund purely public relations programs and has begun to examine more critically the results of community service projects, which have been funded as crime prevention programs.

In the future, greater emphasis must be given to programs which use tested methods of crime prevention. Citizen preventive measures reduce the likelihood of the citizen being the victim of opportunity of amateur criminals or juvenile delinquents, but offer little protection against the determined efforts of professional criminals. Immediate police action at the scene of the crime, while the offender is still present, appears to be the only presently available weapon that can be used to counter the efforts of the competent criminal.

Target hardening, alarm systems, efficient complaint receipt and radio dispatching and manpower resource allocation based upon crime analysis are the known means to enhance the ability to have police officers at the scene of the crime, while the offender is still present. Crime prevention bureaus must be limited to those agencies which have made a serious effort to use the facilities already available to combat crime.

Notable Project. "Community Life and the Law" is a program implemented by the Center for Law Related Education, University of Cincinnati, which conducts extensive teacher training programs for elementary, secondary and special education teachers from Cincinnati and Hamilton County public and parochial schools in a study of the law and its social implications.

This program has restored and increased an awareness and favorable acceptance of youths, from kindergarten through grade twelve, of the criminal justice system as a proper and viable instrument of effecting the orderly conduct of social activity.

This project develops and distributed instructional materials for both students and teachers, coordinates the use of community resource people and student field trips. It has transmitted information about careers in criminal justice which has developed favorable attitudes toward such careers in secondary schools.

This project is effective because it increases the capability of the educational system to socialize students. The materials developed by this program are available to other educational systems. AJD has provided \$234,750 for this project in the past three years.

### B-3 NARCOTICS AND DANGEROUS DRUGS

Goal. The objective of this program is to reduce drug abuse and related crimes.

Description and Impact. Of the 13 projects funded in this program during the past two years, the largest number, seven, have been drug treatment and rehabilitation projects. In addition, one detoxification center and three drug offender projects have been funded. While success in such projects has been difficult to measure, perhaps the effort is too small to demonstrate a major impact on the narcotics and dangerous drug abuse problem in Ohio.

One type of project in this program area which has shown some success is the development and establishment of special offender treatment sections within court probation departments to handle drug abuse cases. There appears to have been a number of benefits derived by training probation officers to be special counselors to drug abuse clients. The first benefit has been to the clients in that they have received specific attention to their specific problem. With drug abusers being handled more efficiently, regular probationers have benefited from being able to receive more attention from their regular probation officers. As a result, probation departments seem to be experiencing an overall decline in recidivism. Of course, the fact that the judge has required special drug abuse counseling as a condition of probation may have some positive effect on the outcome of post-conviction offender projects.

Notable Projects. "Habilitation and Rehabilitation of the Drug Addict -- Drug Control Council for Clark County, Springfield", has as its goal the effective change in a drug using life style through vocational rehabilitation. As clients become more dependent upon themselves and less dependent upon the staff of the drug control counsel, they may be discharged with expectations of a life of continued abstinence. Vocational rehabilitation is used as the catalyst of client flow into, through and from the program. The principle types of services offered are recreational, medical, group psychotherapy and counseling toward vocational diagnosis, training and job placement. One-thousand-forty-eight drug related contacts were made during 1974. Sixty-four percent of the clients had

been previously charged or convicted of addiction related crimes. Nine percent of the clients had been previously charged or convicted of other crimes. One-hundred-thirty persons, all adult, are currently enrolled in the program, a 70 percent increase over the previous year. The subgrantee reported a 70.3 percent reduction in anti-social behavior as measured by the number of arrests of a 50 group sample, during the first year of patient involvement.

"Drug Offender Rehabilitation Program -- City of Springfield", is closely related to the Clark County Habilitation and Rehabilitation project. It is a drug offender diversion project with the City of Springfield as the subgrantee and the same Drug Control Council for Clark County as the implementing agency. The patients in this group are convicted drug offender probationers, referred to the Drug Control Council by the common pleas, municipal and juvenile courts of Clark County. During the year 1974, seven clients were referred from the common pleas court, 31 from the municipal court (misdemeanors), and 25 from the juvenile court, for a total of 63 clients. This was a 125 percent increase over the previous year. The drug offender diversion project is more heavily involved in medical care, psychological diagnosis and individual psychotherapy than the first project, which is more involved in group psychotherapy, vocational counseling and job placement.

The objective of this project of providing treatment for at least 30 drug offenders on probation was far surpassed. All court personnel interviewed supported the project, not only as an alternative to incarceration, but as an effective treatment modality.

"Treatment Alternatives to Street Crime (T.A.S.C.)" in Montgomery County is a four part project, including, (1) identification of drug usage by analysis of urine specimens from defendants, (2) forwarding data to arraigning judge for his assistance in selling bail bond, (3) supervising the released defendant, and (4) assuring client appearance in court together with data to the judge regarding clients' treatment and progress toward reduction of possible recidivism. During the past two years, T.A.S.C. has screened 2,087 clients of whom 527 (25.2%) were drug positive. Of these, 207 accepted T.A.S.C. referral and treatment. The project is supported by \$188,179 in AJD funds.

## B-4 ALCOHOLISM AND ALCOHOL

Goal. The objectives of this program are to treat the alcoholic as an alcoholic; to divert the alcoholic from the criminal justice system; and to reduce alcohol related crimes.

Description and Impact. During the past two years, in spite of the limited number of projects, this program has shown some success. The criminal justice system in general, and the law enforcement segment in particular, realize that a cost savings might be accomplished by diverting alcoholics from the criminal justice system. Thus, support by almost all segments of the criminal justice system has been received for the development of alcohol treatment programs. It is fortunate that AJD and the Department of Health have coordinated efforts because, at a time when support for diversion of alcoholics was growing, there was sufficient program emphasis to take in the first influx of clients.

AJD has funded 17 alcohol and alcoholism projects in three types of programs: 9 involved treatment and rehabilitation, 6 involved detoxification centers and 2 involved post trial offender projects. In a limited way, the projects are capable of providing necessary services to the alcoholic and to the criminal justice system. Projects have been instituted in both urban and rural areas.

Notable Projects. The Tri-County Alcoholism Center supported by \$55,734 in AJD funds serves Erie, Ottawa and Huron Counties. It began FY 1975 with an open caseload of 109 and ended the first quarter with an open caseload of 128. Considerable emphasis was placed on building public awareness of the Tri-County Alcoholism Center's program through the public media and through agency contact work. Staff development continued through training at Rutgers University and at the Midwest Institute on Alcoholism. Treatment services during a recent 90-day period included 309 individual sessions, 20 family sessions and 28 group sessions. In order to serve more clients, emphasis is being given to group treatment. Referrals from the three county area included 131 from Erie, 29 from Ottawa and 81 from Huron County.

A project in Ashtabula County, supported by \$40,735 in AJD funds, is a group living, multi-service, non-medical detoxification center serving clients in the northeast corner of Ohio. The total number of clients served in a recent six-month period were 31. Fifteen of these were resident clients. Services included individual and group counseling, medical and dental care, employment assistance and legal aid.

A third project in Hamilton County, funded at \$160,000, has a 35-bed, medically supervised, emergency treatment program designed to provide therapeutic alternatives to the present criminal justice approach to handling public intoxicants. In addition, there is an outpatient referral unit, the primary source of referrals being from the Cincinnati Detoxification Center. Patients are made aware of the counseling and Antabuse program and, if interested, participation is cleared through the medical director. He may thus start on Antabuse prior to discharge from the Center.

#### B-5 DIVERSION OF OFFENDERS

Goal. To reduce the number of crimes committed by previous offenders by diverting those considered to be good risks from the system and offering them positive alternatives to future criminal behavior.

Description and Impact: Pretrial adult diversion is a formalized procedure whereby persons who are accused of certain criminal offenses and meet pre-established criteria have their prosecution suspended and are placed in a community based rehabilitation project. If conditions of the diversion referral are satisfied, the prosecution may be nolle prossed or the case dismissed; if not, the accused is returned for normal criminal processing.

Although initially the development of diversion projects in Ohio was slow, AJD is currently funding ten projects, including two deferred prosecution projects. While the newer projects are still trying to gain public acceptance and therefore are only diverting first offenders and non-violent misdemeanants, some of the more ambitious projects are concentrating their efforts on felony offenders.

These projects have not been in operation long enough to assess their relative success. However, in Summit County one project has been operating since May, 1974. With the exception of the Franklin County project, the Summit County project is the only diversion project in Ohio that works only with felony violators -- individuals charged with committing a non-violent felony and have not yet demonstrated a pattern of anti-social behavior. Almost half of the clients involved have been charged with either breaking and entering or grand theft. Of the sixty participants actively engaged in the project, only two persons have committed subsequent offenses.

Upon successful completion of the project, the client's record may be expunged.

The Medina County Diversion Project has been in operation since June, 1974, and is designed to serve individuals involved in non-violent, non-traffic offenses (felony or misdemeanor) where there is no pattern of continuing antisocial behavior. Since implementation, the project has handled forty referrals, of which twenty-three were felony cases and seventeen misdemeanors. To date, fourteen persons have completed the program.

In FY 1974, over \$147,000 was appropriated to projects funded within this program. Four projects were funded including two drug diversion projects, and the Summit and Medina Counties projects which have already been discussed.

Problems. Acceptance of the diversion concept by the criminal justice community has been a long time coming. Projects often have to begin with low risk referrals and by the time that the project has progressed to the point of handling felons, AJD funding has gone into step-down.

A major problem in any diversion project involves the confession of guilt. Obviously, those persons who have not committed a crime should not be considered for diversion, even though they have been arrested and charged with a criminal offense. In several of the diversion projects AJD has funded, special conditions were required to prevent the prosecution from obtaining a signed confession before the individual could be considered for diversion.

Future Implications. It would appear that with the massive increase in street crime, alternatives to trial and incarceration would be explored that are designed at rehabilitating the offender and thereby breaking the chain of repeated criminal behavior. An increased acceptance of the diversion concept is expected, when the successes of pilot projects funded in Ohio are published and closely examined.

## C-1 UPGRADING JUVENILE SERVICES PERSONNEL

Goal. The objective of this program is to reduce juvenile delinquency by upgrading the quality and quantity of personnel serving juveniles, from the time of first encounter with the system until release, through improved recruitment and training programs. The goal is to achieve 80 hours recruit and 20 hours in-service training annually.

Description and Impact. Projects in this program area have been directed primarily at the training of new recruits and existing staff in various youth serving agencies at both the State and local levels. Again, in 1974, the majority of funding in the area of training went to the Ohio Youth Commission.

The Juvenile Intensive Training Laboratory, a project implemented by the Summit County Juvenile Court, has received \$163,784 in AJD funds. This project has provided continuous training sessions for juvenile court personnel including judges, administrators and line staff. Programs address the areas of Management by Objectives, Reality Therapy, Behavior Modification, Transactional Analysis and Family Crisis Intervention. During the past year, emphasis was directed in the following areas: (1) training in individual counseling for probation staff; (2) training in group processes for detention staff; (3) orientation and training of new probation community workers; (4) orientation and training of staff from the Children's Services Board; and (5) orientation of student placements from Kent State University. This project will be continued with 1975 funding.

The Juvenile Correctional Training Academy in Cleveland has been funded since 1973. Its primary functions have been to survey the staffs of public and private correctional treatment agencies in order to first identify and then eliminate staff training needs through the provision of appropriate and necessary training services. Such training has impacted the staffs of the Cuyahoga County Juvenile Court,

the Youth Development Center and several other community youth service agencies.

Problems. Subscription has been relatively low in the area of training and no projects were received in the specific area of recruitment. Efforts are needed in attracting additional qualified staff personnel, especially minority persons, to meet the growing demands of community-based efforts in dealing with the problems of troubled youth. An additional problem encountered has been the failure of local communities in being able to continue the funding of training programs following the step down of AJD monies.

Future Implications. The success of several projects in this area will give impetus to future funding of staff training efforts. Special effort will be directed at upgrading personnel in community-based juvenile programs utilizing professional, paraprofessional and volunteer workers. This is increasingly needed as more non-institutional alternatives are developed for troubled youth. Some recent interest has been expressed in developing training programs on a multi-county basis in several parts of the State. This is particularly prevalent in communities that are exploring non-institutional alternatives in dealing with the less serious delinquent youth.

Notable Projects. The Staff Development Unit-Ohio Youth Commission, funded for a total of over \$1.1 million since FY 1970, has provided training and staff development to personnel of the Ohio Youth Commission to assist them in carrying out their responsibilities in the areas of prevention, care, custody and treatment of delinquent youth. Such training has been directed to both institutional and community-based staff members at all levels of employment, as well as to other community agencies working with youth.

Training needs are identified by specialists who formulate a training design and deliver the determined training package. Training by objectives and process learning are stressed in training delivery and the various programs are evaluated to assess program effectiveness.

In keeping with the standards for Part E training projects, the OYC Staff Development Unit has continued to provide 80 hours to pre-service training for all new employees and 20 hours of in-service training for all OYC staff members.

The Staff Development Unit has also provided training to other community agencies who deal with unruly and delinquent youth. Since 1970, this project has provided 10,274 individuals with over 186,000 hours of pre-and in-service training.

The Staff Development Unit has served to increase the interest and ability of the OYC staff in more effectively handling the youths committed to its care. This fact has expressed itself in increased staff involvement in treatment programs in several of the OYC facilities, particularly in its community-based efforts.

#### C-2 JUVENILE DIAGNOSTIC AND REFERRAL SERVICES

Goal. The objective of this program is to prevent juveniles from committing delinquent acts by enhancing the early identification and diagnosis of juvenile problems and assuring that appropriate treatment is made available according to individual needs.

Description and Impact. Projects funded under this program area have been primarily directed at enhancing the early identification, referral and treatment services for pre-and early delinquent youth. The majority of these projects funded in 1974 were Youth Service Bureaus (YSBs). Ohio now has 18 operating YSB or YSB-type agencies funded with AJD monies. These YSBs are located in the following cities or counties:

Akron	Dayton
Allen County	Fostoria
Bay Village	Hamilton County
Butler County	Lincoln Heights
Cincinnati	Lorain
Clermont County	Miami County
Cleveland Heights	Reading
Clinton County	Toledo
Columbus	Wayne County

Collectively and independently these Youth Service Bureaus are noncoercive, independent agencies designed to provide services to troubled youth separate from the established juvenile justice system. This is being accomplished by: (1) mobilizing community resources to solve youth problems; (2) strengthening existing resources and developing new ones; and (3) promoting positive programs to remedy situation and conditions that breed delinquent activities.

These YSBs are not necessarily a part of the formal juvenile justice system, but certainly they receive large numbers of referrals from it. They are geared toward providing needed services to the pre-delinquent and minor juvenile offender in lieu of formal adjudication by the juvenile court. The current YSBs vary in their operational procedures from providing only referral and follow-up services in some cases to delivering fully staffed, direct treatment services to others.

The positive impact of YSBs in Ohio is being felt and accepted by the agencies and communities in which they are operating. Several juvenile courts are attributing a sizeable reduction in juvenile cases, especially unruly children, to the services to established YSBs.

Also funded under this program are several countywide projects which assist the courts in the evaluation, diagnosis and treatment planning of troubled youth. These projects are staffed by psychological teams who work very closely with judges, probation staff and existing youth serving agencies in the community. The success of these diagnostic and referral programs is evidenced by the requests they receive for additional services.

Problems Encountered. There has not been a great deal of activity in the area of providing diagnostic and assessment services at the local level. Many counties still must send youngsters to the Ohio Youth Commission as a temporary commitment for diagnostic work-ups, then return them to the local juvenile court for disposition. While these services are needed at the local level, they are indeed very costly to maintain, which places a heavy burden on local jurisdictions.

Future Implications. The heavy funding of youth service bureaus will continue based on the indicated improvement of service delivery to pre-delinquent youth in many communities. However, hard data is needed as to the specific areas of success and failure within the YSB's currently being funded. AJD is awaiting the results of an evaluation of random YSB's in Ohio currently underway at Youngstown State University. It is expected that this study will assist in providing direction for YSB funding in the future.

Notable Projects. The Butler County YSB is a private, community-based agency involved in the areas of delinquency prevention through the diversion of youth from the juvenile justice system, youth development and advocacy services, as well as providing direct services as needed. An additional function has been the coordination of needed youth services among the various social service agencies in Butler County. This project has received \$238,693 in four years of funding.

This YSB has been seen by many community agencies as a realistic alternative in providing services for troubled youth. A significant number of youth have been diverted from the juvenile court through referral to the YSB by the schools, police departments, juvenile court and other agencies in Butler County. In a recent 24-month period, 1,093 youth were referred to the YSB for service.

In 1973, the annual Juvenile Court Report showed a 42% decrease in the number of unruly cases handled by the court as compared to the previous year. In 1974, the juvenile court noted another 17% reduction in runaway children from 1973 and a 62% decrease over a two year period. Since 1971, the three year reduction in truancy referrals to juvenile court was 59%.

Late in 1973, the YSB opened its STAY Center, an emergency shelter care facility for runaway or "pushed out" youth, providing crisis intervention and counseling, both to the youth and his family. A diversion agreement has been reached whereby all youths not in need of secure custody at the Butler County Detention Center are referred to the YSB's STAY Center. A youth worker also sits in on all juvenile court referee hearings and acts as an advocate for youth. Those youth referred to the YSB are not charged and no official records are kept. This YSB has developed a model of the types of diversified services that can and should be provided troubled youth at the community level.

### C-3 JUVENILE SERVICES PLANNING AND MANAGEMENT

Goal. The objective of this program is to improve the effectiveness of agencies in attempting to prevent and control juvenile delinquency by improving their capability for the planning of future programs through evaluation, research and coordination of services.

Description and Impact. Programs in this category are aimed at the systematic assessment and evaluation of project operations. It is intended that such projects allow for an objective analysis and appropriate planning regarding needed changes and modification of direction in the delivery of programmatic services to youth. Such efforts have been encouraged in both demonstration and established projects. Also encouraged are projects designed to enhance planning and coordination of services to improve the juvenile justice system.

Since 1972, the Ohio Youth Commission has been funded for a total of \$361,721 to establish and implement a computerized information system. This system is designed to process relevant information for management decision-making on a day-to-day basis, budgeting, evaluating on-going treatment programs and long-range planning.

This information system permits the OYC to maintain records and communicate data regarding the status and activities of an average daily population of over 6,000 children, over 2,600 employees and 11 institutions and seven regional offices throughout the State. Eventually, OYC will have computer terminals throughout all its institutions and offices.

One project has established a juvenile services coordinator under the juvenile court of a rural county. His primary function centers around reviewing, analyzing and recommending action on current programs and needed services to youth throughout the county. A solid and expanding court volunteer program has emerged as a result of this planning effort.

The Youth Planning and Development Commission of Cuyahoga County has received \$102,400 in an intensified effort to formalize the coordination of approximately 250 public and private youth service agencies in this large metropolitan county. A director, two professional planners and a secretary are focusing on the difficult task of service coordination and determination of both service gaps and overlapping of services. A major development has been the emergence of a youth information clearinghouse.

Problems. The subscription of funds in this area has been rather weak, perhaps due to the desire of various agencies to implement programs aimed at meeting immediate needs, as opposed to a studied assessment of longer range needs and

services. It also appears that some agencies are reluctant to involve themselves in appropriate evaluation and research of their current programs.

Future Implications. Efforts will continue at directing support toward more extensive research and evaluation projects designed to determine the effectiveness and results of current programs. Data collection, analysis and evaluation are key components of effective juvenile services and AJD will continue to encourage subscription in this area. Also emphasis will continue to support various efforts at developing planning capabilities in both rural and metropolitan areas. It is anticipated that funding requests for multi-county planning services will increase during the next several years.

#### C-4 JUVENILE DELINQUENCY PREVENTION

Goal. The objective of this program is to prevent juveniles from committing delinquent acts by supporting community services which address the needs and problems of troubled youths before they are drawn into the juvenile justice system. This program has been one of the largest funded of all categories. The services developed through these projects have helped thousands of Ohio's youth through difficult times in their relationships with parents, schools, courts, police, youth centers and other community agencies. Services include educational tutoring and special classes, recreational services, individual and family counseling, short-term residence and employment assistance.

Thus, projects and services developed under this program have been rather extensive and broad-ranging in their scope. Over the past three fiscal years, approximately 20 police department juvenile services bureaus have been funded for more than \$800,000 throughout the State. These units include one to four juvenile officers and are located primarily in small to medium-sized city police departments or county sheriff's offices. Such juvenile bureaus routinely handle all juvenile complaints, apprehensions and interrogations as well as channeling youth to more appropriate social service agencies.

Often, the juvenile officer will serve as a liaison person or advocate for a youth in relation to the school, the court or even the parents. For many youths, the juve-

nile officer is utilized as a resource person for almost any problem with which he is confronted, and thus potential delinquent behavior is often averted.

One project in Medina County, funded for \$46,300 over two years, has developed a very effective delinquency prevention effort as a component of a larger countywide program. Included in this project is a youth employment program, a learning center at a local high school, as well as a local community drop in center in Medina. This project serves as an example of good planning, coordination and delivery of comprehensive prevention services in a rural county.

Huckleberry House in Columbus, funded for \$50,200 in 1974, has been a model program in providing temporary housing, food and individual and group counseling services to both male and female runaway youth. This walk-in facility has good community support and has a reputation for meeting the needs of troubled youth before they become formally involved in the juvenile justice system.

Six separate juvenile volunteer services programs were funded during the past two years for a total of \$420,505. The activities of these projects have been preventative in nature, reaching pre-delinquent youth through informal counseling and recreation efforts, Big Brother, VIA club programs and other means of reaching troubled youth in high crime areas. The recruitment, training and supervision of volunteers has been an important and necessary part of these projects with the intent that they will be continued at the local level after being initiated with federal monies.

Problems. Some serious thought and discussion has centered around the capability and effectiveness of police juvenile bureaus in preventing juvenile delinquency. It appears that the majority of the activities of currently funded police juvenile bureaus are primarily directed toward investigation, apprehension and interrogation of troubled youth as opposed to basic prevention services.

Future Implications. The development of prevention programs and services has been a high priority in the past and will continue to be emphasized for funding in the future. Continued fund flow in the area of prevention has been encouraged by the recent passage of the Juvenile Justice and Delinquency Prevention Act of 1974. It is anticipated that an increasing number of pre-applications will be received from

private agencies for the provision of prevention and pre-delinquency programs and services.

Also, the O.C.J.S.C. Juvenile Delinquency Task Force is planning to study the issues surrounding police juvenile bureaus and alternate education programs in preparation for establishing funding priorities for FY 1977.

Notable Projects. Begun in 1973, the Community Employment and Training project (OYC), has been funded for a total of \$375,803 to date. While the program design has undergone several changes, its primary focus has been on the provision of training and employment services to both OYC releases and to troubled youth in the community. While it cannot be proven that employment alone will reduce recidivism and delinquency, there are some basic indications that vocational training, pre-employment counseling and employment, in conjunction with other needed services, have a most positive impact on the re-adjustment of troubled youth in the community.

This project, with its staff of twelve specialists, has shown some rather attractive results, both in reducing recidivism of paroled youth and with prevention services to local agencies and the courts. In 1973, operating as an employment resource, this project placed or assisted in placing nearly 3,000 youths into jobs or job training positions. In 1974, 1,192 adjudicated delinquents were placed in jobs and 259 were placed in training programs. Also in 1974, this project serviced over 2,000 youth in the community who had not yet been adjudicated delinquent. A most beneficial component of this project is its ability to follow up on job placements and provide appropriate assistance through OYC's regional offices.

The Delinquency Prevention project in Erie County has been funded by AJD for three years, totaling \$55,500. This volunteer approach to delinquency prevention has been rather unique and most effective in serving the needs of troubled youth in Erie County. The majority of referrals come from the court itself as an alternate to court handling. Each juvenile is served in a manner appropriate to his particular situation through the guidance of a trained adult volunteer and the support of his peer group, which has been organized as a part of the VIA Club program.

Since the inception of this program in 1973, 110 persons have been trained as volunteer sponsors and 50 are currently actively serving a total of 53 clubs. The project has served a total of 435 youths of which 270 are presently being served. This program has achieved a great deal of community support and is now providing services to troubled youth in every community in Erie County.

#### C-5 COMMUNITY TREATMENT FOR DELINQUENT YOUTH

Goal. The objective of this program is to prevent recurrent juvenile delinquency by providing community-based services of sufficient number and quality to handle juvenile offenders who do not need to be institutionalized, within the community.

Description and Impact. Projects funded under this program have included a broad range of services and facilities designed to permit innovative and effective methods of treating young offenders in the communities in which they live. The development of community-based treatment programs has clearly had a positive impact upon the quantity and quality of sentencing alternatives available to the juvenile courts through the state. Confined in institutions without the availability of these types of services, the majority of these delinquents would never learn how to successfully function in the society with which they have already encountered conflict.

Under this program, probation services have increased in numerous juvenile courts in the State. Many of these courts and probation departments have initiated professionally guided local volunteer efforts which have provided individualized attention for juveniles in the areas of school tutoring, vocational guidance and placement, as well as simply the art of getting along.

Increased emphasis over the years on the establishment of group home facilities has given juvenile court judges alternatives to institutionalization that were previously lacking. Although additional facilities are needed, many more judges now have the option of providing appropriate rehabilitative services to juvenile offenders rather than releasing them entirely, placing them on an overcrowded

probation list which allows them little more than an opportunity to "report in" to their probation counselors, or sending them to large and impersonal institutions which are not geared to addressing their individual problems.

Probation is clearly one of the most widely used alternatives in the sentencing process today. The Ohio Youth Commission has received \$750,000 in the past two fiscal years to carry out a direct probation subsidy program to enhance probation services at the county level. Through this OYC subsidy incentive program, a county may receive \$4,000 for each reduced juvenile commitment below an established base figure. The county can then provide additional probation services at the local level, i.e., provide local services to meet local problems. During the past fiscal year the OYC subsidized five counties in the following amounts:

Clark County -	\$28,000
Lucas County -	\$114,000
Montgomery County -	\$106,000
Muskingum County -	\$30,000
Summit County -	\$48,000

In the first two years of operation, this project provided specialized probation services to 242 juveniles. Support services were provided to regular probation case-loads of 436 males and 237 females. Thirty-six students were provided remedial education not available in their regular school system. Forty-seven students were placed in job training programs. In summary, needed services were provided to 1,098 juveniles in the five participating counties.

The Youth Commission currently has received requests from four more counties for probation subsidy funds, as it appears this program is meeting with reasonable success. This project will receive an additional \$400,000 in FY 1975 funds.

An increase in volunteer programs has been noted during the past several years, particularly those operated by courts. In FY 1973 and FY 1974, 15 separate court volunteer programs were funded for nearly \$565,000. These programs were primarily designed to recruit, train and supervise volunteers to serve as counselors and friends on a one-to-one basis with juveniles on probation. These efforts have additionally served to lessen the heavy caseload of the county probation officers, who often carry 100 to 150 cases.

Group home facilities and services are receiving increasing usage as an alternative to institutional placement both by the counties and by the Ohio Youth Commission. Nearly all of the major cities and many of Ohio's counties are either operating group homes or are contracting with private agencies for these short-term residential services. Group homes for girls have increased in number over the past two years, based on the need recognized by the major referral agency, the Juvenile Court. Twenty group homes and short-term residential case centers were funded in FY 1974 and 24 facilities will be funded in FY 1975.

Future Implications. There have been no major problems with the types of projects submitted for funding in this program area. Increased encouragement and funding support will be continued for projects that provide a variety of effective and realistic alternatives to the institutionalization of the non-serious adjudicated delinquent youth. Such projects will clearly include group homes, halfway houses and short-term residential centers, employment and vocational training efforts, individual and family counseling services and the enrichment, expansion and more effective use of probation services at the local level. Also, encouragement will be given to the improvement of various juvenile court programs and the coordination and cooperation of community agencies in providing services to delinquent youth.

Notable Projects. The Community Residential Facilities Project (OYC) has been funded for four years for a total of \$1,280,875. It was designed to provide a variety of communities with residential group homes as an alternative to incarceration or any prolonged period of institutionalization.

To date, more than 1,100 youths have been served through this project in the twenty-six group homes that have been opened and/or supported. With the Youth Commission's plan to institutionalize fewer youth, group homes take on added importance as a tool to reintegrate youth who have been institutionalized. The youth placed in these group homes have approximately the same recidivism rate of other OYC youth; however, they are higher risk youngsters having committed more serious offenses such as burglary, robbery, auto theft and offenses against the person.

A project for Decentralization of Probation Services in Franklin County has continued to support the Franklin County

Juvenile Court program to place probation officers and teacher/probation officers in neighborhood offices and extend the accessibility of services to troubled youth. Funded for three years, this project has received \$434,834 to date.

Major accomplishments of this project include the establishment of four branch offices, the separation of investigative services from probation supervision services and the extension of hours of service to include evenings and Saturday mornings. Also, the increased number of probation officers and teacher/probation officers has reduced caseloads and allowed more meaningful and effective relationships to develop with probationers.

#### C-6 Construction and Improvement of Juvenile Facilities

Goal. The objective of this program is to provide multi-jurisdictional treatment facilities and short-term detention settings conducive to the rehabilitation and treatment of juvenile offenders.

Program Description and Impact. This program area was established to provide for the improvement and/or construction of facilities designed to better meet the detention and treatment needs of Ohio's delinquent youth who by decision of the courts, must be detained for a period of time. Feasibility studies to determine renovation or construction needs are also considered for funding under this program.

During the past year, one \$30,000 project was funded to establish the needs, costs, practicalities and alternatives to the construction of three-county juvenile services network consisting of possibly a short term detention center, a treatment facility and a series of group homes. This study is nearly completed and has done a great deal to involve the juvenile justice authorities and local government officials of these three northern counties in the planning and refinement of what will hopefully be a workable and effective juvenile services delivery system.

Likewise, a four-county study was conducted in northwestern Ohio to consider the feasibility of constructing and jointly operating a multi-county juvenile detention and treatment center. This study has been completed, an architect has been retained and plans are being developed for construction of the joint facility.

Problems. Subscription in this program area has been relatively low in recent years, primarily due to the increased emphasis on developing alternatives to the incarceration of juvenile offenders. Additionally, the high cost of construction materials and labor, and the limited amount of dollars available have curtailed activities under this program. Efforts to get sparsely populated counties to plan together for joint construction and/or renovation purposes has not been an easy task, especially when the assurance of large dollar amounts cannot be guaranteed.

Future Implications. Within the funding limitation of AJD, support will be considered for the construction of multi-county or regional facilities and services designed to better meet the needs of the juvenile offender. Heavy emphasis will be placed upon the documentation of problems and needs, as well as the geographic area and size of population to be served. Also, on the same basis limited funding of renovation efforts will be considered.

Also, AJD has required that all State and local new construction projects be reviewed and approved by the National Clearinghouse for Criminal Justice Planning and Architecture. The Clearinghouse is funded by LEAA to provide gratis consultation to any agency requesting assistance in planning and programming renovation or construction for criminal justice facilities and services.

#### C-7 INSTITUTIONAL TREATMENT FOR DELINQUENT YOUTH

Goal. The objective of this program is to prevent recidivism among juveniles committed to institutions by encouraging the continued development of new and improved methods for the treatment of institutionalized youth.

Program Description and Impact. Projects funded in this program area have been directed to the improvement of treatment services to those youth who are incarcerated. Some projects have developed in local and countywide facilities. However, the larger dollar amounts are awarded to Ohio Youth Commission operated programs. The primary impact of these projects has been the development of more humane and realistic treatment services that take into consideration the needs of individual offenders placed in institutional settings.

The Drug Awareness Unit of the OYC has received \$168,305 during the past three years. Recognizing the increase in the number of youths having drug-related problems in OYC's institutions and under parole supervision, the project has been geared toward providing all levels of the staff with an appropriate awareness of the drug problem and how best to deal with it. Accomplishments of this project over the past three years include: (1) a central resource library consisting of 500 books, several thousand pamphlets, four films and two commercial cassette packages; (2) regular bi-weekly publication of the Drug Awareness Unit Report; and (3) staff training in six OYC institutions and several regional offices.

A three-year project for \$100,112 has developed an extensive group work treatment effort at OYC's Training Institute of Central Ohio. TICO is comprised of the older, aggressive, hard-core youths committed to the OYC. Eight group leaders are established in the eight living units and use the group treatment techniques of reality therapy and transactional analysis to help youngsters look more realistically at their current situations and their futures.

A behavior modification project was operated for two years at OYC's Zanesville Youth Camp before the camp closed. It was very successful in that small setting and contributed to a 10 percent drop in the recidivism rate for that facility. The project was then transferred to the Fairfield Boys School in 1974. For various reasons, this project has not been successful in such a large facility and the project is being phased out.

Another OYC project, funded over the past three years for a total of \$226,376, is being carried out at the 100-year-old Fairfield Boys School. Activities have developed in the following areas: (1) institutional treatment program; (2) crisis intervention; (3) diagnostic evaluations; (4) in-patient and outpatient treatment, and (5) staff training and development. While the project has attempted to relate to the entire population of approximately 700 to 800 youths, the most severe behavioral adjustment problems have received the majority of attention in the readjustment center.

While this project has met with some limited success on an individual basis, overall evaluation has suggested it to be a rather weak and inefficient program due primarily to the effects of the population crisis. This project is now being phased out.

Problems Encountered. Some of the problems encountered in this program are problems which are unique to large institutions. Heavy population pressures restrict program activities, security and control take precedence over treatment activities and individual care and attention give way to numbers and mass handling. These issues have had a direct and negative effect upon treatment efforts in several programs.

Future Implications. Selected projects will be funded in this program in the future with more attention given to the probability of realistic treatment potential. Unless institution populations can be reduced, the future of effective institutional treatment programs will remain rather bleak. It is anticipated that subscription under this program will increase from smaller, non-state operated facilities. Institutional treatment services will continue to receive a medium to low funding priority. Institutional Volunteer Services is the title of a new project operated by the Ohio Youth Commission designed to create and improve diversified volunteer programming in each of the ten OYC juvenile institutions. This project will be funded in 1975 for \$223,017 and is a natural extension of smaller volunteer programs in two OYC facilities. Through 1974, these programs have involved thirty civic and church groups, totaling more than 300 volunteers who have provided direct community contact inside the institution on a monthly basis. The majority of volunteers have been involved on a one-to-one basis with selected youth, although some have directed small group rap sessions.

Notable Projects. The Community Involvement - Project (OYC) is now operating in its fourth year and has received \$101,763 in AJD funds. It is designed to involve twenty 15 to 19 year old delinquent girls at the Riverview Girls School in a program of helping disadvantaged children at nearby Bellepoint School, a facility for trainable mentally retarded youth. The activities of the girls include serving as a teachers aide in academic work, physical care, and assisting in specialized activities such as music, arts and crafts, swimming, bowling and trips into the community.

As of March, 1975, a total of 66 girls have participated in this project. Evaluation reports indicate that institutional length of stay for project participants has decreased. The following information is rather significant on those participants who were released during the first two years of the project. Seventy-eight percent of the participants have remained in their initial placement upon release while 70

percent of the non-project girls have done so. Although 30 percent of both project and non-project participants have full or part-time jobs and report to work regularly, an additional 20 percent of the non-project participants have been released from their jobs due to irresponsibility, while none of the project participants who have had jobs has been released.

## D. SYSTEM DEVELOPMENT

### D-1 CRIMINAL JUSTICE INFORMATION SYSTEM

Goal: The objective of this program is to reduce delay in criminal identification and apprehension and to provide offender data to police, courts, and corrections agencies so that crime can be effectively dealt with by all components of the system. Accomplishment of this objective will be provided through the development of a statewide criminal justice information system with the capability of interagency information-sharing and tie-in to the National Crime Information Center (NCIC).

Description and Impact: Police Departments have been the first group of the criminal justice agencies to move to the automated method of record keeping and report processing. Police agencies in the larger metropolitan areas have had most of the data processing capability to date because of the availability of funds and/or the availability of a large-scale computer facility that could be shared with those outside the criminal justice system. Some of the systems, subsystems and administrative support record systems are reviewed below.

LEADS, the Law Enforcement Automated Data System, is operated by the Ohio State Highway Patrol. This is the largest State operated law enforcement system in the United States. LEADS has an inquiry/response application named "Wants and Warrants." There are records for individuals that have an outstanding warrant against them.

LEADS also received funds to upgrade its telecommunication network in order to support the new LEADS computer system and CJIS. Part of the design, development and implementation funds were used to implement a microcomputer subsystem that can monitor the telecommunications network.

BCI&I, the Bureau of Criminal Identification and Investigation at London, Ohio, has received several grants to convert hard copy criminal history records to a computer-based record system.

Also, BCI&I has procured a minicomputer to use as an RJE to the SDC administrative computer. This minicomputer will enable BCI&I to have 24-hour access to the SDC computer facility. BCI&I will perform housekeeping functions on the ACR files during the low-activity period from 12 midnight to 8:00 a.m. The minicomputer can also be used to perform the in-house administrative support functions. This minicomputer was purchased with a FY 1973 award and cost approximately \$42,000.

During 1974, OSHP effected an on-line interface for criminal histories with NCIC/CC. This interface will allow BCI&I to receive NCIC/CCH data from the FBI. Also during 1975, BCI&I increased the converted criminal history records. Search of the master name index of criminal history records produces approximately 50 percent hits. This ratio of hits on such a limited range of names in the file indicates that not all records must be stored on line. In fact, the storage and conversion costs could be reduced by establishing realistic criteria for conversion and retention of records converted.

AJD is combining the CJIS project and including the OBSCIS as a corrections subsystem in CJIS. To support CJIS and LEADS, AJD supported a \$35,000 study to stimulate the volume of CJIS activity and LEADS activity in order to properly "size" and model the host configuration that will support CJIS and LEADS. The study was completed in October, 1974 and the new hardware was ordered in November. In order to maintain productivity in the development and testing of software for CJIS, AJD utilized a computer in Perrysburg, Ohio via a remote terminal in Columbus.

Because the 1106's supporting LEADS, OMV, and ODL files cannot support the on-line services and support the listing of the CJIS software, AJD has funded an interim stand-alone 1106 configuration. This configuration and partial payment of the new configuration was funded by an FY 1974 grant of \$500,000.

In Cuyahoga County, the sheriffs information system project has applied for a \$35,000 grant to complete the final phase of a project to computerize offender type records. This project will interface with the state CJIS.

Also OSHP will develop an automated Police and Procedure file that will enable management to communicate the goals, objectives and operational guidelines to the personnel. This grant is for \$31,500.

Notable Project: The Franklin County Corrections Center Information System (FCCCIS) is the first mini-computer installation funded by AJD. This improved automated record keeping will support the following general functions:

1. A common slating procedure adopted for the Franklin County Jail and the Columbus City Jail.
2. The ability of either law enforcement agency to access prisoner related information regardless of the detention facility.
3. The ability of either law enforcement agency to enter prisoner related information (i.e., want and warrant) regardless of the detention facility.
4. Instantaneous access to prisoner records.
5. Expansion of the amount of information retained for a prisoner.
6. Elimination of problems inherent in manual filing system (i.e., lost or misfiled information).
7. Reduction of paper work required to slate and subsequently incarcerate a prisoner.

The purpose of the FCCCIS is to provide a more efficient and less burdensome method of slating prisoners into jail and to provide help in the daily operation of the correctional facility. To accomplish these objectives development of the FCCCIS will be broken down into the following subsystems:

1. Prisoner Handling Subsystem. The object of the Prisoner Handling Subsystem is to aid the slating officer in the daily process of not only slating prisoners, but answering numerous inquiries into the current status of a particular prisoner. To this end, the following program modules will be developed:

On-line slating,  
automatic cell assignment/reassignment,  
on-line prisoner population statistics,  
prisoner record access by slate number,  
prisoner record access by name,  
sequential record search.

2. Status Reporting Subsystem. The object of the Status Reporting Subsystem is to alleviate some of the paper work required with the current system. The following program modules will be developed with this purpose in mind:

- .Court log generation
- .Commitment and release report
- .Prison population mapping
- .Daily, weekly or monthly activities reports
- .Non-court appearance report

3. Accounting Reporting Subsystem. This is to replace the current method of providing "bill-back reports" for meals served. A single program module will be developed to provide this monthly report.

Future Implications: The future goal for the implementation of criminal justice information systems should be to expand processing services to the courts area.

Most data systems in Ohio at the local level will be either multiagency and/or multijurisdictional in scope of service. These types of data systems will require a multidisciplinary approach to management and coordination. A number of projects have been delayed because of lack of local cooperation or coordination and the lack of needs analysis at the local level.

## D-2 DEVELOPMENTAL RESEARCH

Goal: To improve the ability of criminal justice agencies to perform their functions more effectively by encouraging research or testing of new ideas or programs.

Description and Impact: The three projects that have been funded in this program area are: A study of the displacement of crime between urban and suburban areas, a study of the effectiveness of shock parole and the testing of a new program of victim assistance. These projects have accomplished the following:

The Crime Displacement Study established a preliminary research design which considered all pertinent aspects of crime displacement into a unified approach and outlined the methods of data collection. The second phase of the project involved the collection of the data and produced an analysis

of the effects of the Impact Program, and of the price variables on crime incidence. Data aggregation and analysis models were also developed which utilized comparative analysis of five police mobile radio districts.

This project has been continued with a FY 1975 grant award.

The Shock Parole Research project has submitted five progress reports to the Adult Parole Authority. These reports document the ongoing monitoring of prosecutorial, judicial, police, correctional, general public and media findings about the economics of shock parole, review the historical development of shock parole and examine the actual administration of shock parole. Initial findings of comparisons of inmates released on shock parole with those on regular parole are also included in these reports.

The Victim/Offender Relationship project is geared to satisfy the need of a victim service unit to be co-ordinated between the Cleveland Municipal Court and the Cleveland Police Department. Between November, 1974, and June, 1975, this project contacted 1,203 people and served 338 with an average caseload of 13-15 per counselor. Project staff counseled 142 people during this period and addressed 17 community groups (325 total attendance with 10-51 people per group). The project also referred clients to the following agencies:

Prosecutor	58	Red Cross	7	Independent Housing	20
Welfare	9	Higher Education	22	Mental Health	10
Legal Aid	57	VISTA	10	AAA, and Drug Abuse Clinic	2

Future Implications: Each of the three D-2 projects have specific expected results. The Crime Displacement Study's results will be used by planners within the RPU and the police departments in decisions involving the allocation of LEAA funds, police manpower, and the nature of specialized units. The Shock Parole Research project will provide answers to key questions which will undoubtedly be asked of the APA relative to the effectiveness and desirability of shock parole in Ohio. It is anticipated that the future activity of the Victim/Offender Relationship project will be developed on a systemwide approach taking the victim through the felony process then applicable in common pleas court.

## D-3 CRIMINAL LAW REFORM AND LEGISLATION

Goal: To improve and update criminal laws at all levels and the responsibilities of agencies operating under those laws; to promote the development of needed reform measures and to support their implementation.

Description and Impact: General projects funded within this program represent AJD's efforts to assist legislation within the state by the use of studies and staff coordination. Funds may also be available for the implementation of comprehensive legislation, such as the newly enacted criminal code. Also, funding is available to the Ohio Supreme Court to implement their rule making authority as provided by the Ohio Constitution. Currently, the Supreme Court is drafting Uniform Rules of Evidence for Ohio's Courts under a grant made by AJD.

In FY 1974, over \$70,000 was appropriated to projects funded within this program. About \$40,000 was used by the Ohio Supreme Court to draft Uniform Rules of Evidence that will be implemented in FY 1976 in Ohio.

Problems Encountered: AJD does not fund lobbying expenses to encourage legislative activity. In addition, the position has never been established within the agency concerning strong legislative liaison with the General Assembly. Being a part of a separate branch of government and being an agency within a broader department do not enrich the prospects of increased activities within this program.

Future Implications: Funding in this program will continue to be sparse within the next few years. Assistance will be available to the Ohio Supreme Court and nonprofit agencies to assist them in law reform and legislative activities.

## D-4 PROGRAM EVALUATION

Goal: To measure the effectiveness of programs in reducing crime through comprehensive evaluation of major programs supported by AJD funds in order to assure that future funds are directed into programs which demonstrably affect the reduction of crime.

Description and Impact: The one project funded in this program for 1975 is in the process of beginning its operation. This project will establish a comprehensive evaluation unit within the Franklin County Regional Planning Unit to measure the effectiveness of programs in reducing crime. The major programmatic functions of this project are:

1. Develop evaluation methodologies.
2. Design system for collecting required information.
3. Assess project and program objectives.
4. Conceptualize variables impacting on Criminal Justice and programs.
5. Conduct evaluation of selected projects.

Problems Encountered: The identification of methodologies that are capable of measuring the effectiveness of projects remains a major problem in this area. Another problem is the need to develop evaluation systems that require minimal financial backing so they can be utilized by all projects.

Future Implications: The Columbus RPU plans to incorporate the evaluation systems developed by this project into its planning process. This will enable the RPU to direct its funding towards the projects that will have the greatest impact in improving the criminal justice system. This evaluation system will also be available to the five other RPU's as they develop their evaluation capabilities.

With increased emphasis by LEAA on the need to perform in-depth evaluation, AJD will undoubtedly need to consider using a greater portion of Part C funds to support evaluation projects.

#### D-5 CONSOLIDATION OF SERVICES

Goal: To improve the effectiveness of the criminal justice system by fostering increased cooperation between jurisdiction where such action would increase economy, reduce crime or result in improved capacity to deliver criminal justice services.

Description and Impact: The projects in this program area fall into four categories: records consolidation, criminal justice centers, service consolidation and training centers. While all grants have not been awarded to date, it is anticipated that \$1,613,136 in FY 1974 funds and \$1,449,460 in FY 1975 funds will be expended.

Record consolidation may, to some degree, improve the capacity to deliver criminal justice services, by eliminating a number of contacts to various segments of the system, thereby reducing the time expended. Construction of new buildings to house elements of the system either within the same building or within a complex also increases access to records, information and personal contact; however, even though these activities partially meet the intent of this category, it is felt that service consolidation and training centers more nearly accomplish the goals intended.

To this end, it appears that the Toledo RPU Regional Criminal Justice Training and Education Center most nearly complies. The center has been developed to provide training for police, courts, corrections and juvenile personnel as well as the development of a community component. The consolidation of services consists of a systemwide approach to training by the establishment, staffing and equipping of a facility to provide training services on a comprehensive basis. In its first full year of existence, it has sponsored in-service and pre-service training for police, corrections and juvenile agencies. Management seminars and an area criminal justice conference have been held. The results of such coordinated activities reflect a reduction of duplication of criminal justice training; an increase in the amount of in-service training for each participating agency and an increase in employee job skills and organizational effectiveness of all criminal justice agencies.

Problems Encountered: The major problems in this category is that physical location of records, information systems and personnel may not necessarily result in a consolidation of services.

Future Implications: The need is to develop realistic consolidation of services which bring the services of police, courts, corrections and juvenile agencies together for more effective delivery.

## E. IMPROVEMENT OF THE JUDICIAL PROCESS

### E-1 IMPROVEMENT OF PROSECUTION

Goal: To increase efficiency and quality of prosecution by providing in-service training, investigation assistance, and management tools to prosecutors and their staffs.

Description and Impact: The major thrust of this program is to provide staff assistance for prosecutors who are understaffed and underfinanced, to enable them to more effectively handle heavy caseloads. Although funds are not available to hire assistant prosecutors, as that is considered a local responsibility, funding has been used to hire investigators and legal interns. It is believed that the additional staffing will alleviate the prosecutor's workload and create more time for more thorough trial preparation.

Also included in this program are projects that screen criminal complaints. Such projects have been initiated in most of the RPU counties and in several medium sized counties. Private complaints consume a substantial portion of court and police resources. Often these conflicts can be resolved without involving the criminal justice system and without the necessity of making a criminal arrest or issuing a criminal charge. By resorting to a nonjudicial forum, the issues can be resolved without the use of a criminal record imposed upon one of the parties. This procedure generates a quicker response to the specific problem than court proceedings. The parties generally may still pursue a court remedy if their problem is not effectively resolved.

Another type of project funded within this program is consumer fraud units. Currently, there are two ongoing pilot projects (Columbus and Akron) that were initially funded in FY 1974. Both projects emphasize the investigation and prosecution of violators. Preliminary evaluations have been submitted which indicate that both projects are well designed and are being effectively administered.

In 1974, over \$580,000 was appropriated to projects funded within this program. Of this amount about \$340,000 went to large metropolitan counties and \$240,000 was used for investigative assistance in the medium size and smaller counties.

Problems Encountered: In funding investigators for prosecutors, there is a fine distinction between assisting a prosecutor and his staff in preparing for trial and assisting the police department in solving crimes. Although both functions are commendable and desirable, the latter is not a proper function of courts projects and is very possibly a local responsibility. The problem is complicated in smaller counties where a prosecution investigator is not a full-time responsibility and they by necessity become involved in police work. Also, in consumer fraud projects most of the investigation is designed to uncover crimes in addition to preparing cases for trial.

Legal interns provide a valuable resource to prosecutors as well as judges and defenders. They generally have good book-knowledge of the criminal law, are eager to gain experience and can be employed for a very reasonable wage. Under Ohio law, an intern must be a law student who has completed at least two thirds of studies in good standing. This makes such individuals employable for about one year, which creates a hardship in having to recruit and train new interns each year. Also, even though Ohio has an abundance of good law schools, they are generally located in the large metropolitan areas which makes it difficult for medium and smaller sized counties to obtain such assistance.

Future Implications: Because of the vast number of applications received for investigator type projects, the directives will be modified to limit the amount of funding in this area. Either the salaries of investigators will be limited to a fraction of the prosecutors salary or a restriction will be inserted to limit the functions of these investigators.

Notable Projects: Implemented by the Summit County Prosecutor's Office, the "Fraud Squad", as it is commonly called, aggressively investigates complaints by consumers who have allegedly been defrauded in commercial trade or business. FY 1974 and 1975 funds totaled \$76,629. Staffed with a director, three investigators and an intake inspector,

the program has been operational since 1973 and has handled hundreds of complaints. Once a complaint is received, efforts to reach an agreeable solution between the consumer and the business are initiated. Where all efforts to resolve the complaint fail and the fraudulent practice continues, an indictment may result.

The program has received complaints from private citizens, private attorneys, the city prosecutor, the Consumer Protection Agency and the Better Business Bureau. Since receiving AJD funds, the project has successfully obtained indictments in approximately seventeen businesses, a one hundred percent conviction rate. During the 1974 calendar year, the restitution amount returned to the community was approximately fourteen times the LEAA amount received. The mere existence of the program serves as a visible deterrent to the would-be corrupt businessman in Summit County.

#### E-2 COURTS MANAGEMENT

Goal: To reduce pre-trial delay by improving the administration and management of the courts.

Description and Impact: The Courts Task Force of the National Advisory Commission has assigned first priority to achieving speed and efficiency in making the final determination of the accused's guilt or innocence. The Ohio Criminal Justice Supervisory Commission has assigned its top courts priority to the implementation of court practices and procedures so as to increase the speed at which cases are handled. The American Bar Association points out that without a speedy trial, the ability of the accused to prove his defense may diminish. He may also be subjected to a long period of pretrial imprisonment or conditional release and to a long period of anxiety and public suspicion arising out of the accusation.

The lack of effective court management practices is a major factor contributing to pretrial delay. The case-load that courts must arrange has made it increasingly difficult for an urban judge to act in a judicial capacity and at the same time to administer the court.

Court administrators have been funded in large metropolitan counties and cities to help manage the courts. Such projects are invaluable to the judicial system since they allow the judges to spend more time trying cases and less time with administrative matters. In FY 1974, six court administration projects were funded for \$180,500 and in FY 1975, allocations to seven projects totalled \$176,251.

Ohio's large metropolitan areas have taken major strides in the last several years to computerize their criminal justice operations. Advanced computer technology has been utilized in the areas of caseflow management, calendaring and scheduling, case docketing, assignment of judges and courtrooms, jury selection and witness control.

Projects that utilize microfilm to store court records have been funded under this category. Also, audio-visual recording equipment projects that are used to transcribe court proceedings fall within this program.

Ohio has drawn national recognition for the innovative uses employed in audio-visual transcription of trials. These uses include criminal and civil trial demonstrative evidence, depositions, witness testimony and recording the entire trial for appellate review.

In 1974 over \$706,000 was appropriated to projects funded within this program. Of this amount about \$125,000 went to nonmetropolitan areas, with the remainder going to the large metropolitan courts. These projects included a court information system in Columbus, computerized transcription in Hamilton County, six court administrator projects, and the Cuyahoga County Court Management Project.

Problems Encountered: With the new Rules of Criminal Procedure, Ohio's new Criminal Code and annual increases of docket size, Ohio's metropolitan court systems continue to face extremely heavy workloads. Although some of these problems can be alleviated by the effective use of court administrators, the only remedy of this situation would be an extensive re-organization of Ohio's trial court system by the legislature whereby additional judges would be permanently assigned to those areas that are currently undermanned. This is not to suggest that these court administrators are not providing an invaluable resource to the judiciary, but rather that additional judges are also needed.

The regional computer systems that are becoming operational can have only a limited utility until the statewide Criminal Justice Information System begins operation. But even then, Ohio's court system will have only limited use of such a system since criminal information comprises only one part of the total court docket.

Future Implications: Ohio's Criminal Justice Information System (CJIS) should become operational some time in 1976. Funding will be available to assist local courts prepare for initial implementation, as additional personnel may be necessary. Larger counties will continue to be funded with regional law enforcement and court information systems.

With the increase in court processing and no foreseeable increase in resources, the video taping of criminal and civil trials and pre-trial proceedings will be expanded.

Notable Project: Since FY 1971, a total of \$202,490 has been awarded to the Video Appellate Project in Franklin County, to help defray the expense of recording all criminal trials and proceedings on video tape and audio cassettes in four courtrooms of the Court of Common Pleas, together with the furnishing of a type-written copy of the record to the Court of Appeals, the prosecuting attorney and Legal Aid (when applicable) whenever an appeal is processed. The video record has insured complete accuracy in the record of the trial. There can be no doubt about the questions and responses of those parties who testify. Nuances often lost in a written transcript alone are captured by the video tape.

Before this project was initiated, approximately 270 days elapsed between the end of trial and the day that the appellate court would render a decision. This time has now been reduced to 115 days. This project resolves the problem of delay, accuracy and completeness of the record by providing a record immediately after the trial and a written transcript within 20 days.

### E-3 COURTS PERSONNEL TRAINING

Goal: To increase the effectiveness of the courts by upgrading the skills of courts personnel.

Description and Impact: This program is designed to include all projects that provide professional training for courts personnel, including judges, prosecutors, defenders, administrators, bailiffs, clerks, etc. Such training may take place on the regional, state or national level. Changing social and legal conditions call for a structured program of continuing legal education. By treating these positions as career assignments within the criminal justice system, it is hoped that capable individuals will continue to be recruited into these areas and will continue to develop the skills necessary to improve the overall system.

Funds have gone to the Ohio Prosecuting Attorney's Association to provide training for all county prosecutors. In addition to providing in-service training, funds were used to send prosecutors to Northwestern University and to the National College of District Attorneys. An award also went to the Ohio Municipal League to establish an in-state comprehensive training project for municipal prosecutors.

Extensive training has been provided to judges and other courts personnel across the State to provide comprehensive training encompassing the new Ohio Criminal Code, the new Rules of Criminal Procedure and recent developments involving the Rules of Superintendence.

Training seminars have been funded in various locations throughout the State to provide advanced training for criminal justice personnel. This training was made available to various judges, probation officers, court clerks and juvenile court personnel.

In 1974 almost \$195,000 was appropriated to projects funded within this program. Most of this amount went for a training project in Cuyahoga County, whereas the additional funds was used for training prosecutors and judges as a statewide basis.

Problems Encountered: Projects funded within this program area are for a very limited purpose: training of courts personnel. AJD does not fund general administrative and operating expenses of subgrantees through the guise of a training project. This problem has been solved with the addition of a program restriction.

With the exception of the judiciary, county prosecutors, and court clerks, courts personnel have very weak State associations through which to operate training projects. Municipal prosecutors and public defenders currently have training projects in operation despite the lack of strong statewide associations. There is no training in process for court administrators and it is unlikely that such a project would develop until a State association is established.

Notable Project: Since FY 1972, AJD has allocated over \$294,000 to the Judiciary of the State of Ohio, for Continuing Judicial Education. This training has involved a comprehensive in-state training project as well as scholarships to seminars and conferences held out of state.

To assure that the in-state training sessions reach the maximum number of persons (575 members), they are conducted at the meetings of the various organizations of judges and court personnel who make up the Ohio Judicial Conference. Special attention has been placed on current developments in administrative techniques, the new Criminal Code and Rules of Procedure and the most recent cases involving constitutional issues in the criminal justice system.

The court system differs from other criminal institutions in that it lacks the ability to limit the input of new cases. A basic skill that must be acquired by judges is the means to cope with this serious input problem. For example, in 1972 there were 24,155 criminal arraignments in Ohio's common pleas courts. Two years later, in 1974, that number had increased to 28,782, an increase of nearly 20 percent

By the use of statistics, it is not possible to measure the quality of the substantive justice dispensed. However, administratively the cases are being processed in a timely manner. On January 1, 1972, there were 1,897 criminal cases that had been pending for more than six months. On January 1, 1975, there were 197 cases over six months old; a reduction that can be at least partially attributed to the training that judges have received and continue to receive at the state and national levels.

#### E-4 LEGAL DEFENSE

Goal: To improve the quality of justice by assuring that all defendants, regardless of means, have access to legal counsel.

Description and Impact: The major thrust of this program is to provide legal counsel to indigent persons who may suffer a loss of liberty if found guilty of the charged offense. In addition to the presence of counsel at trial, the accused has the right to counsel during police interrogation, at preliminary hearings, at post-indictment line-ups, at arraignment, during sentencing and on appeal. The presence of counsel is also required in delinquency cases, in certain commitment proceedings and in parole or probation renovation hearings. It is believed that only through a well-organized statewide defender organization can these services be delivered to those entitled to them in an effective and efficient manner. Although legislation is again pending in the General Assembly, great uncertainty prevails.

AJD has played a major role in funding defender projects throughout Ohio. Besides funding projects in each of the six RPU counties, AJD has also funded defender offices in most of the larger APD counties.

In 1974, more than \$930,000 was appropriated to public defender projects. This amount included over \$300,000 that was to be used to assist in the development of a statewide defender project. About \$400,000 went to medium sized counties with the remainder to Ohio's large metropolitan counties.

Problems Encountered: Although public defenders remain a viable component of the courts system, there still exists in Ohio no permanent funding mechanism for providing these services. Until or unless the General Assembly decides to legislate in this area, the existing system of appointed counsel will continue to provide less than optimum representation. Since AJD funds must be regarded as seed money, the defender offices that AJD has implemented are running out of monies and face the alternative of either closing their doors or pursuing local support which is all too often illusory.

AJD is organizing offices in the middle-size counties, since most of the large counties are no longer eligible for funding. A major problem has surfaced in these smaller projects. The U.S. Supreme Court has interpreted the Fourth Amendment as requiring representation for all jailable offenses. LEAA, on the other hand, has primary concern with having an impact on crime. These smaller offices provide representation in cases of driving while intoxicated, driving without a licence, nonsupport and similar type offenses that involve jail sentences. These offenses represent a significant portion of the caseloads of these projects.

Future Implications: In a time where the LEAA dollar is dwindling, and the state planning agencies are under increased pressure to do effective planning, it would appear that AJD support of Ohio's existing public defender system will dwindle, absent legislative action in this field.

Those projects that will be funded will more than likely be multi-county efforts in middle-sized counties that service all courts.

Notable Project: The Springfield Public Defender project began operation in November of 1972. At that time the project employed one full-time attorney who also served as project director, one part-time attorney and one part-time secretary. Since that time the project has expanded to three full-time attorneys, one full-time secretary, one part-time administrative assistant, one investigator and several work-study students.

When the project began, it was planned that eventually all indigent defendants in municipal and common pleas courts could be represented by the defender office. This proved to be an unrealistic goal in the face of the project budget. Because of Ohio's current situation, whereas assigned counsel for misdemeanants receive no compensation, this phase of representation received high priority by the defender office. Presently the office represents all accused misdemeanants, all juveniles, all accused felons through arraignment, all shock probation hearings, probation revocation hearings, all probate commitment hearings and all appellate matters from all courts within the county.

In a fifteen-month period, which included the last three months of 1973 and all of 1974, the Springfield public defender office handled 474 felony cases through arraignment, which included 343 preliminary hearings. In addition, 620 misdemeanants were represented, which included only 33 traffic related offenses. Of these, 109 were dismissed prior to trial and 307 cases actually went to trial.

#### E-5 PRE-TRIAL AND PRE-SENTENCE INVESTIGATION

Goal: To reduce crime and recidivism by providing information about the individual prior to setting bail and sentencing to determine the most appropriate treatment for that individual.

Description and Impact: Projects in this program are designed to assist the court in making decisions regarding incarceration or institutionalization of defendants. These projects attempt to provide full and accurate information to the court prior to trial and sentencing. Special release on recognizance projects are also eligible for funding. The new Ohio Rules of Criminal Procedure that became effective in mid-1973 downplay the use of money bail as a basis for pretrial release and encourage the use of release on recognizance, release in the custody of another or use of any other constitutional condition considered reasonably necessary to assure appearance at all stages of the criminal proceedings.

In addition to providing social investigations, the court often requires psychiatric assistance prior to the decision to release pending trial or sentencing. In the past, there has been no alternative to Lima State Hospital if psychiatric examination were required. Decentralized psychiatric treatment centers have been established in Cuyahoga, Lake, Hamilton, Lucas, Butler, Scioto, Summit, Franklin, Muskingum and Montgomery counties.

These projects are funded through Ohio's Department of Mental Health and Mental Retardation. Most of these centers will serve neighboring counties.

In 1974, over \$314,000 was appropriated to projects funded within this program. Of this amount, about \$62,000 was used to establish psychiatric evaluation centers and the remainder was used to implement pre-trial release projects in medium and large metropolitan areas.

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Problems Encountered: Pre-trial release projects, generally, are needed in all high crime areas. The major problem associated with AJD funding involves consolidation of services. There are a variety of agencies that provide pre-trial interviewing with limited investigation for a variety of purposes including diversion, public defenders, and pre-trial release. A consolidation of such services in interviewing and investigation could prove cost effective in many cases, but is complicated by federal funding in some limited areas.

A good pre-trial release project is cost effective if the local judiciary are responsive to the project. Costs saved include incarceration costs in already overcrowded facilities. However, when the court system assigns arbitrary bonds, the best interests of the community are not served.

Future Implications: Psychiatric evaluation services will be established regionally within the State, eventually to serve all counties. This will greatly reduce the need for such evaluations by Lima State Hospital and this service will vastly reduce pre-trial delay where the defendant's psychiatric status is an issue.

Notable Projects: The time period from arrest to trial is a particularly agonizing one in the criminal justice system. It is unfair to the accused to be imprisoned for long periods of time awaiting trial and it is also unfair to the community to release a dangerous person for months prior to trial. This problem is compounded when the defendant is indigent and cannot pay even a modest amount of bail to obtain his pre-trial release.

The Montgomery County Pre-trial Release project funded by AJD is FY 1974 and FY 1975 for a total of \$221,974 seeks to assist the court by providing information and a recommendation as to whether or not the accused should be released on own recognizance. Pursuant to current procedure, a two shift, sixteen hour interviewing day is provided by staff. The goals of this project are to: (1) eliminate inequities in the present bail system; (2) assure the release of more defendants whose character and community ties warrant release pending trial; and (3) balance the public interest with that of the accused. Since 1972, the project has increased its recommendations approximately 25 percent and has obtained release of approximately 16 percent more defendants.

This project has provided an invaluable service to the courts in Montgomery County. In the 30-month period ending last June, the staff interviewed 3,121 defendants, recommending 1,576 (50.5 percent) for release on their own recognizance. Of those recommended for release, the court accepted the recommendations 978 times (62 percent). One indication of the degree of confidence that local judges have in staff recommendations is that the percentage of those released by the court over staff recommendations not to release in 1974 is one-fourth of what it was in 1972, when the project first started.

#### E-6 CONSTRUCTION AND IMPROVEMENT OF COURT FACILITIES

Goal: To provide an environment in which the judicial process can effectively deal with crime, by upgrading court facilities.

Description and Impact: This program includes all projects which seek to upgrade court facilities. This may be accomplished by remodeling existing court facilities, planning and architectural studies, equipment purchase and the construction of new multi-jurisdictional facilities. Because of the high costs involved in financing projects and the limited resources available to AJD, this program has been assigned the lowest priority in the courts area. Less than \$70,000 has been appropriated in FY 1974 and FY 1975 for minor renovation only.

Problems Encountered: Because of the limited availability of funds and the increased awareness by court principles throughout Ohio, the condition of Ohio's courtrooms receive minuscule funding. This is in no way to be interpreted as indicating that a need does not exist to update and modernize these facilities: the existing status of such facilities is detrimental to an upgrading of criminal justice.

Future Implications: Because of the great costs involved in constructing new facilities, such efforts will not receive funding support from AJD. Minor renovations will still be considered for overage funds, as AJD concentrates its limited resources in court improvements of a more programmatic nature.

## E-7 COURT-COMMUNITY RELATIONS

Goal: To establish facilities and procedures for providing information concerning court processes to the public and to participants of the criminal justice system.

Description and Impact: This program was created for funding in FY 1975. Grant awards for these projects are now being made, so it is impossible to assess their impact at this date.

However, it was anticipated that this program would provide funding in the general areas of witness co-ordination, manned-information services, and other innovative projects designed to assist witnesses, jurors, and victims of crime.

Problems Encountered: Response to this new program area has been slow. Only three projects were approved in FY 1975 for funding.

Future Implications: It is still believed that there is a need in the larger courts to develop projects to assist witnesses, jurors and victims, who are all too often overlooked by the criminal justice system. Funding will continue, but on a rather limited basis.

## F. ADULT CORRECTION AND REHABILITATION

### F-1 RECRUITING OF CORRECTIONS PERSONNEL (FY 74 - \$89,155)

Goal. To improve the capability of corrections agencies to rehabilitate offenders and prevent recidivism by encouraging qualified persons to enter the corrections field.

Description and Impact. "Low salaries, low prestige, and lack of opportunities for training and advancement, have discouraged many people from seeking a career in corrections." (Lynn Dixon and Stephen Davis, City Jails: A Call to Action, National League of Cities and U.S. Conference of Mayors, Fall 1973, p. 3.) Lacking career minded, competent professional staffs, the correctional system has failed to achieve many of its objectives and has suffered many setbacks. Before any recruitment programs can be operated successfully, the above areas of concern have to be addressed.

Since FY 1971, the Department of Rehabilitation and Correction has been attempting to develop an adequate minority recruitment program which would seek out minority personnel from all segments of the Ohio population. Probably the greatest value to emerge from this program was a clearer understanding as to why minorities, among others, are not attracted to careers in corrections. In addition to the reasons cited above, the physical location of Ohio's major institutions has also contributed to the recruitment problem.

The City of Toledo received \$15,690 to initiate a recruitment program for paraprofessionals to aid Toledo's municipal probation department. Two such individuals have been recruited and hired and have become an essential element in the overall operation of the department. The success of the program has been considered such as to warrant expansion of the program to the county level.

Future Implications. All these considerations have led the Ohio Criminal Justice Supervisory Commission to establish

special incentive funding for minority recruitment in FY 1976. The objective of this funding proposal is to encourage comprehensive assessments of how to remove artificial barriers to the employment of women and minorities in criminal justice agencies. Hopefully, such funding will also indicate future directions that should be taken to insure effective recruitment procedures and policies.

The Toledo/Lucas County RPU will continue to fund the municipal probation department. In addition, the RPU will provide funds to expand its recruitment program to the county level.

#### F-2 TRAINING OF CORRECTIONS PERSONNEL

Goal. To improve the capability of corrections agencies to reduce recidivism by upgrading the quality of corrections personnel. The goal is to achieve 80 hours recruit and 20 hours of in-service training annually, for all corrections personnel.

Description and Impact. The proper training of corrections personnel is essential in order to develop sound offender rehabilitation programs. The Department of Rehabilitation and Correction has received over 2½ million dollars since 1969 for the purpose of establishing and maintaining a comprehensive training program at the state level. During FY 1974 alone, over 11,000 correctional staff from across the State were provided with over 87,000 training man-hours.

The Department of Mental Health and Mental Retardation, Division of Forensic Psychiatry, has received \$213,966 since FY 1971 for the purposes of improving the capabilities of treatment staff to deal with the psychosocially handicapped and mentally disturbed offenders. Approximately 434 Division employees have been provided with over 25,000 hours of training.

Training of local correctional personnel has been considered a high priority by the Ohio Criminal Justice Supervisory Commission. As a result, the Commission approved approximately \$214,000 for such purposes for fiscal years 1974 and 1975. At the completion of the FY 1975 projects, more than 1,200 local correctional personnel will have received 20 hours in-service training in all aspects of the criminal justice system.

Nearly \$130,000 has been provided to the Cincinnati/Hamilton County RPU for the purpose of initiating and maintaining in-service training programs. In 1974, the RPU received \$42,750 to maintain such programs and another \$47,700 in FY 1975 funds.

Cleveland received \$25,000 in 1973 and was approved for another \$18,000 in FY 1975 for the purpose of providing area correctional personnel with the basic necessary skills for the optimum performance of their duties. At the present time, all local correctional personnel have received this in-service training and will continue to do so in FY 1975.

The Dayton/Montgomery RPU has received \$136,535 in 1973, 1974 and 1975 funds for pre- and para-professional case aide training along with staff in-service training. Funded projects have provided and will continue to provide, the common pleas court adult probation department in-service training to upgrade the skills of the personnel and increase their understanding of current correctional issues.

Future Implications. Due to the fact that the Department of Rehabilitation and Correction has closed down its training academy and is concentrating its training activities within the State institution's, new programs will be developed and funded to continue and expand training programs for correctional personnel in local and county jails and workhouses, county and municipal probation departments and other community correctional programs existing throughout the state. Agencies which function on a statewide basis, e.g., Ohio Halfway House Association, hopefully will take the initiative in developing training programs which address the needs of their particular members.

#### F-3 CONSTRUCTION AND IMPROVEMENT OF CORRECTIONAL FACILITIES (FY 74 \$155,877)

Goal. To provide a correctional climate which is conducive to reducing recidivism by eliminating substandard conditions in county jails and other correctional facilities, making such improvements as are necessary to initiate rehabilitation programs and supporting the construction of innovative facilities which meet advanced standards in program design.

Description and Impact. Substandard conditions have a negative impact on the possible rehabilitation process of individuals

incarcerated in local correctional facilities. A squalid, unhealthy facility can do little to contribute to an individual's reintegration process. Indeed, it probably reinforces the criminal intent of a man by breeding bitterness and contempt for the criminal justice system.

Projects funded in this program have provided local communities with the opportunity to renovate facilities not only in terms of modernization but also in the development of programs designed to address the needs of each inmate. Where possible, the recommendations of the National Clearinghouse for Criminal Justice Planning and Architecture have been applied. For fiscal years 1972, 1973 and 1974, over \$1.5 million dollars has gone into renovation of some 39 county jails and several municipal jails and city workhouses. Another \$123,875 out of FY 1975 funds was allocated for similar projects.

Notable Projects. On July 24, 1974, as a result of an AJD grant, a contract was signed by the Pike County Commissioners, representing the Ohio Valley Regional Development Commission, to conduct a study to determine the feasibility of providing an adult corrections facility to serve ten counties in the Ohio Valley Regional Development District. The counties included: Adams, Brown, Gallia, Highland, Jackson, Lawrence, Pike, Ross, Scioto and Vinton. An advisory committee, made up of members from each of the counties involved, was created with the specific purpose of coordinating and facilitating informational meetings with local citizens, law enforcement agencies, community service agencies and community leaders.

The assessment process quickly established the need for development of a region-wide correctional system involving numerous agencies and programs. In addition to the wealth of information and data collected by the personnel of this project, ten rural counties have shown a positive willingness to amalgamate their resources to provide a comprehensive correctional service system devoid of unnecessary duplication and dedicated to providing individualized treatment and/or punishment. The system developing has the potential of serving as a model of correctional planning for the remaining non-metropolitan counties within the State of Ohio.

Future Implications. The demand for renovation of existing detention and jail facilities in Ohio has been far greater than the limited funds available in this program area. Emphasis will continue to be stressed for projects serving large multijurisdictional and/or population areas. Projects initiated in areas where gravely unsatisfactory jail and detention situations exist will be considered only if they

are documented by the local proposals and other available statistics. Security systems will continue to be funded only if they correspond with the guidelines and recommendations of the National Clearinghouse.

F-4 CORRECTIONS PLANNING AND MANAGEMENT (FY 1974 - \$111,903)

Goal. To improve the capability of corrections agencies in rehabilitating offenders by encouraging planning capabilities within correctional agencies in order to coordinate programs, evaluate their effectiveness and study new methods of offender treatment and rehabilitation.

Description and Impact. In past years, this program has remained virtually untapped. In FY 1974, a project was funded for the Cleveland Municipal Court to hire a program coordinator whose major responsibility would be to locate, identify and provide for the more efficient utilization of all local public and private agencies. This project has succeeded in establishing a pre- and in-service training module; restructuring the departmental organization and coordinating community resources.

FY 1972 and FY 1974 were provided for a corrections panel project sponsored by the Department of Rehabilitation and Correction. This panel, working in conjunction with the Department, addressed many of the problem areas facing the department and have aided in developing solutions resulting in a more viable correctional system.

Future Implications. Local communities, hard pressed financially, generally apply lower priority to management and administrative streamlining when even minimum standards cannot be met. Efforts will be directed toward an attempt to determine correctional needs of various areas of the state. Projects directed toward the development of improved methods of offender rehabilitation will be given special consideration.

F-5 INSTITUTIONAL TREATMENT OF ADULT OFFENDERS  
(FY 74 - \$1,744,283)

Goal. To rehabilitate offenders and reduce recidivism by encouraging the development of improved methods, techniques, and programs within adult correctional institutions.

Description and Impact. Confinement, devoid of any programmatic services, does little to effect a reduction of crime or offender recidivism. Failure to rehabilitate institutionalized offenders results in convicted offender, upon release, once again returning to criminal careers which lead them back to confinement.

In an effort to rid the system of this costly and ineffective "revolving door" syndrome, projects have been funded to initiate rehabilitative programs within State and local institutions. In FY 1974, more than \$489,000 was provided for programs in local jails and workhouses. Another \$22,000 went to the Department of Rehabilitation and Correction and to the purpose of providing treatment programs, other than for drug and alcohol treatment, to inmates of State institutions. More than \$250,000 went to the Department of Rehabilitation and Correction for establishing and maintaining drug and alcohol treatment programs. As a result of this funding, 5 county jails and 3 city workhouses have developed and implemented treatment and rehabilitation programs. In addition, among other accomplishments, parole board hearing officers have assisted in 6,212 parole cases (75%). Volunteer coordinators have been assigned to each of the State adult facilities and have, as a result, utilized over 12,000 individual volunteers to assist the Department of Rehabilitation and Correction in the reintegration process of its clients.

Notable Projects. During FY 1973 and FY 1974, Project Ohio NewGate (Ohio Board of Regents) received approximately \$300,000. A major portion of the original grant was used to purchase the equipment necessary to operate the program. Over the span of the project's seven operational quarters (covering two grant periods), 156 residents of Ohio's penal institutions have had the opportunity to participate in NewGate. To date, they have enrolled for a total of 390 quarters of full-time college coursework. During the period of operation, 30 men (less than 20%) left the program for behavioral reasons. Further, of these 30 men, less than half had violated their conditions of furlough seriously enough to warrant their return to prison.

Academically, NewGate students have been doing quite well, exceeding the average grades attained by college freshmen. Grades earned have run the expected gamut, ranging from a few failures to straight "A"s.

Within the institutions, students have established their own Student Senate; they are handling group-effecting

individual misbehavior; have established a newsletter, a speaker's bureau, institutional athletic teams and a NewGate recruiting team.

Future Implications. Though increased interest has been developed in community-based corrections, as long as the need remains to keep high-risk and dangerous offenders institutionalized, projects in this program must continue to be encouraged and solicited. In addition, being faced with the staggering increase in inmate populations, the need for such programs as discussed above, becomes even more apparent.

Funds will continue to be made available to local units of government and State agencies addressing the needs of institutions throughout the State, especially in the area of programmatic services. Areas of funding will continue to include medical and psychiatric treatment, counseling, vocational training and placement, remedial education, work/education release, all aimed at bringing the inmate into a closer, more constructive relationship with the community.

#### F-6 COMMUNITY TREATMENT FOR ADULT OFFENDERS (FY 74 - \$2,942,865)

Goal. To reduce recidivism and the rate of incarceration by strengthening and broadening community based treatment of adult offenders who do not require traditional institutional confinement.

Description and Impact. AJD has continued to provide a major portion of the adult corrections allocation for this program area. In FY 1975 almost \$4 million, or 60 percent of the adult corrections allocation went into projects focusing on community oriented reintegration projects. In FY 1974, nearly \$3 million was awarded in this program.

The Department of Rehabilitation and Correction has received over \$1.4 million in FY 1971, 1972, and 1973 funds for its community reintegration center program. In August of 1972, the first center was opened in Columbus. Since that time, two additional centers were opened in Cincinnati and Cleveland. Since its establishment, 638 technical violators have benefited from the program.

Fifty-two of Ohio's 88 counties are receiving comprehensive State probation services as a result of AJD and State funding. In addition, specialized probation services are being provided to four counties and several SMSAs. These

services are primarily in the area of pre-sentence investigation activities, thereby relieving the local probation officer to perform supervisory and counseling activities.

A correctional center for female parolees has been established at Talbert House in Cincinnati. This facility houses 15 individuals for an average of five to six months. Statistics have indicated that 76 percent of the clients successfully moved into the community, eight percent have been transferred to other programs, and 16 percent have absconded.

Notable Projects. The Department of Mental Health and Mental Retardation has received \$96,800 for fiscal years 1972 and 1973. For FY 1975 the project received another \$55,000 to provide the courts of the Toledo/ Lucas County RPU, through the Court Diagnostic and Treatment Center (CD&TC), psychiatric evaluations of offenders and expert testimony required in cases specified by the Ohio Revised Code. This project has offered a favorable alternative to incarceration. This project has been able to provide comprehensive evaluations within a shorter period of time than are available from Lima State Hospital. Short-term treatment and examinations have been available for referred offenders and emergency psychiatric services have been available to inmates of the Lucas County jail and Toledo workhouse. Counseling has also been provided for probationers and parolees in the immediate service area.

In short, this project has succeeded in providing the Toledo/Lucas County RPU correctional system with comprehensive forensic services.

Future Implications. The demand for community-based corrections programs continue to surpass the combined capabilities of block grant and local funds. Yet when such programs are not available, there are no alternatives other than the sentencing of an offender to an institution ill-equipped to deal with his particular difficulties, or the total release of a convicted offender without adequate supervision. Community resistance, political considerations and unskilled practitioners continue to hamper the development of a comprehensive and effective community based correctional system.

Future consideration will be given to the continued expansion of probation services, especially in the area of municipal probation. All types of community-based correction programs will be given consideration, with emphasis on those projects which coordinate and utilize existing community services.

F-7 OFFENDER DIAGNOSIS AND CLASSIFICATION SERVICES  
(FY 74 - \$369,202)

Goal. To reduce recidivism of offenders by selecting rehabilitation and treatment programs designed to suit individual needs, based on diagnosis and classification of offenders entering institutions and on probation.

Description and Impact. Increased complexity has been the predominant characteristic of the correctional process in recent years. As a result, there has been an ever-increasing demand for diversification of treatment modalities with the purpose of individualizing the offender treatment process. Treatment programs are in the process of being designed to suite individual needs. As a result, diagnosis and classification become necessary components of the criminal justice process for offenders entering the institutions as well as for offenders being placed on probation or being released on parole. Testing instruments and methodologies must be developed and utilized in order to most effectively use the diverse treatment programs.

For FY1974, \$244,400 went to Lucas County, Cleveland and Dayton for the purpose of establishing local diagnostic services. The Cleveland project has not yet gotten underway. The Dayton Human Resources Center (DHRC) has improved the procedures of the Diagnostic and Classification committee. As a result of the committee's activities, the DHRC has developed a workable selection criteria for the two major programs currently underway at the Center. In addition, the diagnosis component provides for a more effective utilization of all services provided by the DHRC.

Notable Projects. The Psycho-Diagnosis Clinic in Lucas County has received \$165,000 total out of FY 1972, FY 1973, and FY 1974 AJD funds. The overall objectives of the project are to: (1) reduce the time of evaluation; (2) eliminate the need for commitments to Lima State Hospital; (3) provide a consultant service to the courts; (4) develop more effective communications with other agencies such as local municipal courts and their respective probation departments.

The clinic has been successful in assuming the role that Lima State Hospital abandoned and has, in addition, provided all courts a more in-depth assessment of those defendants referred. The evaluation time compared to that of Lima State Hospital has been reduced by two-thirds. The clinic made possible the establishment of a casework treatment program for defendants who are seeking and/or are amenable to treatment. In 1974, there were 198 referrals made to the

clinic. In addition, the average evaluation per client for the year was 22 days and over 99 percent of the clinic's recommendations were adopted by the courts.

Future Implications. With the ever-increasing multiplicity and complexity of community and institutional corrections, the need for valid diagnostic and classification tools becomes more apparent. It appears that the system of forensic centers being established throughout the State under the auspices of the Division of Forensic Psychiatry, will go a long way in providing such services. (See Program E5.)

In addition, AJD will continue to emphasize projects which effectively assess the offender's needs, capabilities, strength, and weaknesses.

The development of these types of services, noncomitant with the development of a variety of community based correctional programs, should result in a more effective utilization of sentencing alternatives by the courts and by the parole board.

## PROGRESS TOWARDS MIS

The operation of a State Planning Agency (SPA) involves a variety of tasks: the review of pre-applications, the writing of an annual comprehensive plan, the review of applications, the processing of payments and grant revisions, the monitoring and evaluation of project activities, and the auditing of grants. Being interested in doing this work in as business-like a manner as possible, the Ohio SPA has been actively involved with a Management Information System (MIS) project sponsored by the National Conference of State Criminal Justice Planning Administrators (NCSCJPA) with LEAA financial support.

The MIS Committee of NCSCJPA undertook a project during 1972 to develop a uniform MIS which is expandable and could be used by many State Planning Agencies. The resulting comprehensive Management Information System has now been made available to members of the NCSCJPA.

The MIS has been developed in both manual and automated forms. The automated form is a computer-based batch system. The manual system utilizes the conceptual design and many of the operating manuals and procedures of the computer-based system and was developed simultaneously with the automated system. Both systems have four subsystems which conform to the major activities of a SPA: Planning, Application, Financial Management, and Monitoring/Auditing/Evaluation.

Although the generalized MIS has been developed for uniform application, each State implementing the system has the ability to provide, in stages, additional input to the system, and to expand the number of activities and processes encompassed by the system. This provides each of the States with the flexibility to meet the unique characteristics of the State's own criminal justice process and to provide the level of detail required to adequately administer the LEAA program.

The Administration of Justice Division has opted to implement the automated version of MIS and can report substantial progress. NCSCJPA and LEAA approved AJD's MIS Workplan in late January, 1975, and the computer programs for the system were transferred to Ohio in early April. AJD's conversion to MIS should be complete in early 1976.

## MIS COMPONENTS

The functional subsystems included in the MIS system design are briefly described below.

Planning Subsystem - The planning function is defined as the development of a comprehensive plan which provides possible solutions to problems and needs identified in the criminal justice process. Mechanisms and procedures to set program and project priorities are established and applied to determine the projects to be funded in any given fiscal year. The subsystem will provide for monitoring of implementation schedules and projects during the pre-application process.

The planning subsystem will support the SPA in its efforts to assess the effectiveness of the State's Criminal Justice Action Program. A state may utilize this module in conjunction with the application, financial management, and monitoring/audit/evaluation subsystems to provide required and desirable background information for use in developing future plans.

Application Subsystem - This subsystem allows an SPA to monitor and control a subgrantee's application from its receipt through its final disposition. The application subsystem terminates with a notice to the applicant of award or denial of funding.

All activities relating to the subgrant application and processing are recorded within this module so that information on any particular application(s) having specific characteristics may be obtained. Additionally, scheduled status reports will be produced by the system. Use of this module allows the planning agency to satisfy a wide variety of requests for information as they relate to subgrant applications (e.g., applications for a particular region, program area, etc.).

This module provides SPA management with a mechanism for tracking and monitoring the status of applications submitted to the planning agency throughout the application review, modification and approval process.

Financial Management Subsystem - This subsystem is composed of three separate modules. These modules are: (1) general financial information; (2) detailed budget and expenditure information; and (3) grant/appropriation information.

The financial management subsystem accepts grant status and grant identifying information that has been entered and recorded in the application subsystem, if it is

utilized in the mechanized form. Otherwise, data will be entered directly into this subsystem. The three separate modules are briefly described below.

- The subgrant financial information module records transactions concerning awards, adjustments, budgets, cash requests and obligation and expenditures of funds for up to nine budget categories. This module also provides a record of detailed transactions to provide for audit trails.
- The detailed budget expense module accommodates the recording of financial activity of subgrants and provides expenditure analyses, including budget variances, for up to 729 detailed budget categories.
- The grant/appropriation and allocation module contains summarized information relating to the Federal Block Grant and/or State appropriations. The data may be entered and maintained by fiscal year, fund type, SPA program category and SPA region. This module will also account for adjustments to original allocations in any of the above categories.

The major benefits of this subsystem are increased capabilities in controlling and recording financial transactions and in providing basic subgrant, program, and funding information to other areas of SPA operations.

Monitoring/Audit/Evaluation Subsystem - This subsystem provides SPA management with the tools to manage the audit, programmatic, and evaluation aspects of subgrants. This subsystem will contain three modules: (1) a monitoring module; (2) an audit module; and, (3) an evaluation module.

The monitoring module serves three basic functions and provides for:

- Reporting subgrant progress as a basis for project control by comparing actual performance against anticipated performance.
- Scheduling of on-site inspection visits to assure that progress is being reported accurately and that the project is being well implemented.
- Collecting inspection results to provide a basis for future inspection and management analysis.

The monitoring efforts will be supported with procedures and mechanisms to maintain active and historical information relating to both subgrants and the performance of subgrantees.

The audit module provides for the capability to schedule audit activity and to record the audit results. Briefly, the module:

- Prints a schedule of audits to be performed on grants to verify adherence to legal and fiscal requirements in accordance with schedules established by the SPA's auditing staff.
- Provides a listing of subgrantees and factors or aspects to be checked for individual projects.
- Prints follow-up reports of unresolved audit exceptions to assure that they are cleared.
- Provides management data on the financial reliability and performance of selected subgrantees, regions, etc.

The evaluation module provides statistical data either in support of the audit and monitoring function or separate from the audit and monitoring functions. The evaluation module supports evaluation efforts by allowing for:

- Comparison of expected results of the subgrant with actual results as determined by SPA personnel.
- Input concerning the quality of overall project management.
- Input to the following year comprehensive plan particularly as it relates to continuation or redirection of ongoing programs and projects.
- Comparative reports based on control breakouts that are selected by the user.

The evaluation module is the basis for scheduling evaluation efforts and for collecting the results of the evaluation effort. The data base created during this process is then available for management analysis.

The overall objective of the Ohio SPA will be to implement all of the MIS functional subsystems. It should be

noted that if any single MIS supporting subsystems, i.e., the Reference and Validation subsystems, must also be implemented.

The Reference Subsystem - The Reference Subsystem has two files -- the Code Reference File and the Name/Address File. The Code Reference File allows the SPA to define many of the code values as used in the system. The Name/Address Reference File contains that information for each subgrantee, fiscal officer, project director, and authorizing official.

Validation Subsystem - MIS allows the SPA to define some of the validation criteria to be used in the system.

#### MIS ENHANCEMENTS

A series of enhancements to the basic MIS package are also contemplated. They will be supported through an LEAA discretionary grant. Work on them will begin in 1975 and continue into 1976. These system improvements fall into four broad categories: a general report writer, text processing, automated accounting, and statistical analysis.

- Many of the MIS reports need to be tailored to the specific requirements of the Ohio SPA. The utilization of a general report writer will be of great assistance in this matter.
- As originally conceived, the NCSCJPA MIS was to have included a text file, but it was never developed. Having such a file is important to the Ohio SPA.
- The NCSCJPA MIS is not an automated accounting system, but the data base can be used to make this extension. We believe that it would be most desirable for the SPA to have this added capability.
- Finally, the MIS data base includes a wealth of information which could be used by management in analyzing the operation of the SPA. To fully benefit from this information, however, it will be necessary to use statistical techniques which go beyond the ability of the present system.

## CIVIL RIGHTS ACTIVITY

On March 9, 1973, the Law Enforcement Assistance Administration of the Department of Justice (LEAA), issued Equal Employment Opportunity Guidelines "based on a belief that the equal participation of women and minority individuals in employment opportunities in the criminal justice system is a necessary component to the Safe Streets Act's program to reduce crime and delinquency in the United States".

In November, 1973, at the request of the Ohio Criminal Justice Supervisory Commission, the Administration of Justice Division, Ohio's State Planning Agency, formulated the following policy position regarding civil rights compliance as it relates to funding priorities:

(1) AJD would appoint at least one full time Civil Rights Compliance Officer (CRCO) to its staff.

(2) Each implementing agency required to prepare an EEO Program as outlined in Subpart E, would be required to file a copy of its program with AJD within 30 days receipt of a grant award.

(3) All complaints alleging discrimination by an implementing agency be investigated and forwarded to LEAA for final review.

These recommendations were designed to supplement and strengthen the civil rights activities already ongoing in AJD. A Civil Rights Compliance Checklist was also designed and was sent to all recipients to appraise them of EEOC Guidelines.

In order to assure that agencies required to prepare EEO Programs would have the capability to do so, AJD assumed the responsibility for providing detailed technical assistance to implementing agencies which had 50 employees or more and which had received \$25,000 in funding. AJD planned a series of workshops to address specific areas of EEO Programs: Subpart E; test validation; physical agility tests; and minority recruitment.

During the workshops, it was brought to AJD's attention that few agencies had the capability to gather the data required under Section 42.304 of the EEO Guidelines; thus, AJD developed a record-keeping system that complied with the EEO Guidelines.

GENERAL OBJECTIVE FOR 1976.

(1) AJD will retain consultants to provide training to criminal justice agencies in the area of background investigations, polygraph utilization and oral interview.

(2) Many standards and goals being proposed have a direct impact upon an agency's EEO position, i.e., minimum entrance requirements. AJD's Civil Rights Compliance Officer will coordinate relevant workshop topics with proposed standards in the same area.

(3) AJD intends to expand its EEO functions to all recipients of LEAA funding. While AJD is presently capable of assisting those agencies which meet the personnel minimum set out in Subpart E, (50 employees or more), it is felt that AJD should insure compliance of all recipients. This would triple the CRCO's activities from 79 agencies to 225 agencies.

(4) The record-keeping system designed by AJD offers many agencies the first personnel management system available to them. A logical adaption for this system is the identification of personnel for additional training and education. A secondary use is the identification of functions that would be better performed by civilian personnel. Thus, this proposal would begin to assist criminal justice agencies in the department of personnel management systems.

PROGRAM OBJECTIVES.

AJD plans to sponsor ten (10) workshops on relevant EEO topics. The topics to be presented are:

1. The use of polygraph examinations in the selection process and the cultural bias in background investigations.
2. Non-assembled testing (oral interviews) and psychological examinations.
3. Constructing a personnel system.

4. Employee grievance procedures.
5. Job analysis and developing job-related training programs.

As AJD works with various agencies in the criminal justice system, we realize the need to both assist and educate personnel people. Most public agencies have totally abdicated the personnel selection process to Civil Service Commissions. There is a need, however, to help educate criminal justice agencies so that they may have input into those commissions. Thus, the listed topics are those areas in which personnel people have the least expertise. Six (6) consultants will be retained to direct the workshops.

## PROMISING PROJECTS

The projects described in this section have been selected by RPU and AJD staff as examples of projects with documented success in attaining the objectives set for them and with definite promise of future success. Monitoring reports which document the reasons for the selection of each project are available at AJD. Because of these projects' proven success, the Administration of Justice Division is particularly interested in encouraging local units of government to support those projects as they reach the step-down funding stage. Since another criteria for selection of these projects is potential for replication, each of these projects will be featured in the AJD newsletter and the results of these projects will be used in development of future projects.

### Regional Crime Laboratory

(Dayton)

#### Amount of LEAA/AJD Funding:

FY 1970	\$117,725
FY 1971	271,880
FY 1972	146,973
FY 1973	134,088
FY 1974	89,300
FY 1975	<u>42,488</u>
TOTAL	\$802,454

#### Project Objectives:

- A. Provide expert laboratory analysis services to area police agencies for the evaluation of physical evidence found at crime scenes.
- B. Develop a workable schedule for support for the operation of the laboratory after the expiration of federal funds.
- C. Train law enforcement officers in the proper method of recognition, collection, preservation and submission of physical evidence found at crime scenes.

Data Verifying Project's Progress:

The Regional Crime Laboratory (RCL) provides trained laboratory personnel for forensic analysis in chemistry, microanalyzation, documents and firearms for five counties. Each of the five counties has a mobile crime lab van manned by trained evidence technicians. RCL is presently in its fifth year of AJD funding and has met its objectives as evidenced that:

1. During 1973, RCL processed 5,080 cases as compared to 1974 when a total of 6,736 cases were handled by the lab. The personnel doing evaluation and developing the evidence have, in every case, been recognized by the courts as "expert" and allowed to testify.
2. Federal support terminates at the end of 1976. The schedule of shared governmental expenses has been developed and will be approved by each governmental agency before the end of 1976.
3. During project operation, over 200 law officers have been trained as evidence technicians. These trainees are operating as evidence technicians for five counties.

Document of these achievements is on file at the project and is available upon request. Ultimate success will be confirmed when local units of government totally support the project as it now operates. This RPU has supported this project with five years of LEAA funding and through an advocacy role to achieve local support.

References

Grover O'Connor, Dayton Chief of Police, 335 Westh Third, Dayton, Ohio (513) 222-9511

John Shryock, Kettering Chief of Police, 3600 Shyoyn Rd., Kettering Ohio (513) 296-2555

Work Experience Cadet

(North Star Council of Governments)

Amount of LEAA/AJD funding:

FY 1973	\$ 30,000
FY 1974	30,000
FY 1975	30,000
FY 1976	<u>20,000</u>
TOTAL	\$110,000

Project Objectives:

- A. Relieve fulltime police officers for other duties.
- B. Provide a recruitment pool of semi-trained police persons.

Data Verifying Project's Progress:

Of the nineteen cadets currently enrolled in the project, six have been cadets for 3 years, one for two years and ten have become cadets during this year. Ninety percent of the cadets' time was used during the past year to relieve police officers. This allowed the officers to spend more time doing law enforcement activities.

Fifty two cadets have left this project. Their present involvement with the law enforcement area is as follows:

- 13 are in local law enforcement fields
- 4 are in law enforcement fields outside of this region
- 4 are receiving additional law enforcement training
- 7 are in other careers after further schooling
- 3 were fired
- 3 quit
- 6 are unemployed
- 4 unknown

During on site visits to this project the APD field staff have been impressed with the contributions the cadets have made to the law enforcement departments, and with the quality of training and on the job experience the cadets receive.

References

John Borgia, Huron County Sheriff  
Norwalk, Ohio 44857

Joseph C. Kindred, Jr., Sandusky County Sheriff  
Freemont, Ohio 43420

Centralized Dispatching

(Fulton County)

Amount of LEAA/AJD Funding:

FY 1972	\$22,500
FY 1974	23,817
FY 1975	25,000
FY 1976	<u>16,667</u>
TOTAL	71,317

Project Objectives:

- A. Provide 24-hour answering and dispatching for every law enforcement agency in Fulton County.
- B. Provide service to the Ohio LEADS Terminal and provide direct contact with two Ohio Highway Patrol Posts, six Ohio Sheriffs' Departments, one Michigan Sheriff's Department and one Michigan State Police Post.

Data Verifying Project's Progress:

In order to increase the efficiency and insure the safety of all police officers and citizens of Fulton County with the most economical and feasible means possible, the sheriff's department was selected to be responsible for central dispatching services. It has the responsibility of providing services for 35,000 people over a 407 square mile area. Although Fulton County is primarily a rural area, the crime rate has increased steadily at a rate of between 5 and 10 percent per year. A great part of this increase is due, in part, to the following factors:

1. The Ohio Turnpike has brought Fulton County within easy reach of three metropolitan areas;
2. The influx of migrant farm workers during the spring and summer months;

3. The rapid population increase in the eastern part of the county;

4. The rapid rise in narcotics traffic as people move from the metropolitan areas to the small communities and/or rural areas.

There are five villages in Fulton County who maintain their own police departments with the use of one-man patrol cars. These communities do not have the funds nor the personnel to maintain dispatching services on a 24-hour basis. (An estimated cost per village would be at least \$33,000 plus the duplication of effort and equipment.)

The following statistical data has been compiled for the Fulton County Sheriff's Department for a 12-month period of time, January 1, 1974, to January 1, 1975.

Complaints Received . . . . .	3,972
Complaints Responded To . . . . .	2,801
Complaints Investigated . . . . .	2,211
Crimes Detected . . . . .	776
Arrest and/or Convictions . . . . .	203
Radio Transmissions . . . . .	17,119
*Average Response Time For The County . . . . .	8 min.
Average Response Time For The Village . . . . .	3 min.

\* Response time must be considered on the basis of the 407 square miles within the boundaries of Fulton County.

Monitoring reports submitted to AJD record a 25 percent reduction in response time and an increased on-scene apprehension rate. An equally important effect of this project has been the increased contact between law enforcement agencies in the area and the increased availability of assistance. On site monitoring of AJD staff confirmed the reduction in response time and the increase in on-scene apprehensions. The AJD staff report also emphasized a definite increase in feeling of unification of all participating departments.

#### References

Lester J. Trigg, Fulton County Sheriff, Fulton County Jail, Wauseon, Ohio 43567

Ray R. Peebles, Fulton County Commissioners, Fulton County Court House, 115 Court House Plaza, Wauseon, Ohio 43567

Neighborhood Assistance Office

(Dayton)

Amount of LEAA/AJD Funding:

FY 1972	\$ 89,234
FY 1974	50,000
FY 1975	60,463
FY 1976	<u>40,308</u>
TOTAL	\$240,005

Project Objectives:

- A. To allow citizens a greater input and participation in the action arm of the judicial system.
- B. To provide individuals to act in a service capacity for the Dayton Police Department.

Data Verifying Project's Progress:

The Neighborhood Assistance Office (NAO) project recruits volunteers from neighborhoods, trains and equips them so they are able to serve the Dayton Police Department in a service capacity. Working under the direction of the police department, these unpaid volunteers respond to police dispatcher's requests for assistance and service. Project has been accepted by the City of Dayton and the Dayton Police Dayton Police Department as a major achievement and is heralded as a national model of citizen participation. The accomplishment of each goal is evidenced by:

1. The project has recruited over 120 volunteers who in 1974 served 23,213 hours, handling 4,879 radio investigations, while attending 277 neighborhood meetings.

2. The second objective was accomplished by handling 4,013 calls for service; examples of such calls are: abandoned vehicles, assistance to motorist, barking dog complaints, missing persons, removals, etc.

3. The project accomplished the third objective as evidenced by the fact that NAO's were called 370 times to locate suspects, discovered 99 breaking and enterings, investigated 116 false fire alarms, observed and reported 72 criminal offenses, made 4,395 park and playground checks and 129 prowler checks, performed 284 surveillances, driving a total of 84,040 miles within the city limits.

Documentation of these 1974 achievements is on file in the project and at the Dayton RPU and is available upon request.

Further evidence of success is available through evaluation reports, personal interviews and total data examination. The Dayton RPU has supported this project with three years of funding and will provide step-down funding in 1976. This RPU is also active as an advocate to city officials in order to insure local support. It should also be noted that this project has the distinct honor of placing second in the nation for exemplary projects through competition judged by NILE, Washington D.C.

#### References

Mike Schierloh, City Commissioner of Dayton,  
101 West Third Street, Dayton, Ohio (513) 225-5148

Len Roberts, Assistant to City Manager, 101 West  
Third, Dayton, Ohio (513) 225-5145

#### Law and Community Education

(Cincinnati)

##### Amount of LEAA/AJD Funding:

FY 1973	\$ 80,000
FY 1974	75,000
FY 1975	60,000
FY 1976	<u>23,800</u>
TOTAL	\$238,800

##### Project Objectives:

The major objective of this project is to improve understanding of and increased confidence in all aspects of the law and law enforcement. Four procedures are used to attain this objective:

1. Train over 300 elementary and secondary teachers from Hamilton County;
2. Develop instructional materials for the training of the teachers;
3. Utilize community resource persons and field trip experiences in a manner which enhances the instruction;

4. Disseminate information concerning the project to interested parties.

Data Verifying Project's Progress:

During FY 1973, the Center for Law-Related Education planned and conducted a four-week summer institute, an intensive teacher training program for secondary teachers and four fall and spring mini-course programs. The mini-courses included:

Law and the Community (Fall - Spring at the University of Cincinnati)

The City and Its Police (Fall - Mt. Healthy Center and Spring - Woodward - Cincinnati Center)

America's System of Corrections (Fall - University of Cincinnati)

Youth and The Law (Fall - University of Cincinnati and Spring - Mt. Healthy Center)

Teaching Elementary School Children About the Law (Spring - University of Cincinnati)

Forty secondary school social studies teachers attended the Center's 1973 summer institute while approximately 150 secondary school teachers and administrators participated in the mini-courses. An additional thirty elementary school teachers participated in a spring mini-course offering.

During FY 1974, the Center planned and conducted its second four-week summer institute and five fall and spring mini-course programs. The mini-courses, housed at schools geographically distributed throughout the Cincinnati-Hamilton County area, included:

Law and the Community (Fall - Oak Hills Center and Spring - Mt. Healthy Center)

The City and Its Police (Fall - Mariemont Center and Spring - Oak Hills Center)

Youth and the Law (Fall - Woodward-Cincinnati Center and Spring - Mariemont Centers)

Teaching Elementary School Children About the Law (Fall - Annunciation-Archdiocese Center and Mt. Healthy Center)

Teaching Elementary School Children About the Law:  
Revised (Spring - Woodward-Cincinnati Center)

Teaching Constitutional Issues to Elementary School  
Children (Spring-Annunciation Archdiocese Center)

A total of forty-five Hamilton County teachers attended the Center's second Summer Institute held in 1974, twenty of whom were secondary social studies teachers and twenty-five of whom were elementary school teachers. Approximately 275 Hamilton County teachers and administrators participated in the FY '74 Mini-Course Program, of whom 150 were at the secondary school level and 125 were at the elementary school level.

In the area of curriculum, the Center, with the assistance of the program participants, prepared during FY 1973 six instructional units for use in the secondary schools. These materials included:

Crime in America  
The Community and its Police  
Your Freedom to Believe  
Your Freedom to Express Yourself  
Your Right to Associate and Act Together  
Your Freedom to Read, to Watch...to Know

Also, during FY 1973, a ten-week course of study for junior and senior high school students based on the unit entitled The Community and Its Police, a career exploration unit, was in part piloted in two city high schools.

During FY 1973 and 1974, the Center staff conducted a series of in-service teacher workshops in various schools throughout Hamilton County. Efforts to implement law-related education courses have met with some success. A number of teachers have successfully implemented lessons on the law and criminal justice system in regular curriculum offerings. Others have successfully taught specialized courses in law studies. School systems such as those of Princeton City, Sycamore, Cincinnati Public, Northwest Public Schools have implemented specialized courses dealing with the law and criminal justice system.

During FY 1973 the Center coordinated some eighty visits of its volunteer resource personnel, including police officers, attorneys and corrections officials, to Hamilton

County secondary school social studies classrooms. These volunteers made presentations on such diverse topics as "Careers in Law," "Criminal Law," "Consumer Law," and "Juveniles and the Law." In addition, the Center arranged for several teacher in-service programs and field trip experiences utilizing its pool of law and criminal justice resource personnel.

During FY 1974, the Center greatly increased this service. To date, the Center has coordinated more than 130 visits by its volunteer resource personnel and student visits to the municipal courts, federal courts, and Cincinnati Police Division Headquarters. The Center greatly expanded its pool of resource personnel to include the F.B.I., both municipal and common pleas court judges, Seventh Step Foundation, Hamilton County Prosecutor's Office, Hamilton County Sheriff's Department, local mayors, as well as more attorneys, police officers and law school professors.

The Center has involved both secondary school children and elementary school children with classes of fourth-grade students visiting the municipal courts to observe the proceedings and discuss them with the participating judge. In addition, the Center has successfully arranged for mock trials, teacher in-service programs, P.T.A. and other adult education programs, and programs for undergraduate students enrolled in teacher education programs.

In its efforts to disseminate information about law-related education in general, and its programs in particular, the Center developed, published and distributed: (1) a 1973 summer program describing its first summer institute; (2) a series of fall and spring program announcements; and (3) a general information brochure outlining the Center's primary goals and objectives as program emphasis.

During FY 1974, the center again developed, published and distributed a brochure describing its 1974 summer institute. In addition, the first issue of the projected Center newsletter, Focus on Law, was printed and distributed in November, the second issue in January and a third issue in April. In addition to describing aspects of the Center's programs (e.g., mini course announcements, Law Resource Service visitations, etc.), Focus on Law contains teaching strategies, articles on careers within the criminal justice system, recent Supreme Court decisions, and other law-related material. Approximately 1,600 copies of each issue were distributed to Hamilton County educators, participants in the Law Resource Personnel Service and other interested persons.

In addition to these activities, the Center, during FY 1974 continued to make itself and its activities known throughout Hamilton County and elsewhere by: (1) having Center staff speak before interested community groups; (2) receiving an extremely complimentary editorial praising the Center (Cincinnati Enquirer, February, 1975) and appearing on a local radio show; and (3) being featured in a 1975 published report of the American Bar Association's Special Committee on Youth Education for Citizenship entitled, Law-Related Education in America: Guidelines for the Future, as one of the outstanding local law-related education projects in the United States.

This data shows that the program is gaining more recognition and more followers each year. The information given above, in each phase of the project's operation, is indicative of growing success.

The best way to validate the success of the projects is to visit the teachers who have participated. They have been interviewed and have expressed continued interest in these programs. Increased numbers of elementary and secondary teachers are learning of the program through the word of mouth, as well as published material.

A second method of validation is to talk with those people who are resource volunteers for the different courses. These persons, who are in-service professionals, are repeat performers for the Center. Lastly, the success may be validated by reviewing the evaluations which the participants themselves have written at the end of their particular courses.

At this time, the project is in step-down funding. Although the Regional Planning Unit can offer little more financial support, it can offer support insofar as recommending the project both to individuals wishing to participate and to other funding sources. Plans are now being formulated by the Center for absorption into the College of Education and Home Economics at the University of Cincinnati.

#### References

Roman Walton, Principal, Burton Elementary School,  
5827 Kenoll, Cincinnati, Ohio 45213

Carol Walker, Citizen, 1270 Adams Road, Cincinnati,  
Ohio (513) 729-1406

Alcohol Treatment Program

(Butler County)

Amount of LEAA/AJD Funding:

FY 1974	\$196,209
FY 1976	<u>106,000</u>
TOTAL	\$302,209

Project Objectives:

- A. To minimize the public inebriate's involvement with the criminal justice system;
- B. To reduce the high recidivism rate for alcoholics and symptomatic problem drinkers in all categories of crime;
- C. To establish and demonstrate the viability of a community based rehabilitation program for persons diagnosable as alcoholic returning to the community after a period of incarceration;
- D. To provide a viable alternative and supplement to incarceration and/or fines for persons convicted of alcohol related offenses or for persons evidencing an obvious alcohol problem as a contributing factor in their criminal behavior and who might benefit from a program of education and treatment;
- E. Based on the project's experience to date, the following operational service objectives are forecast:

Residential Treatment	6,200 client days
Detoxification	4,000 patient days
Outpatient Counseling	3,000 counseling hours

Data Verifying Project's Progress

This Alcohol Treatment Program is designed to minimize the contribution to crime by public intxication and alcoholism. Specific services include detoxification, residential treatment, sheltered living and outpatient/aftercare services. The program is aimed at public inebriates, adjudicated felons, misdemeanants and potential offenders and

will accept referrals from all criminal justice and community service agencies. The program effectiveness will be measured by its impact on the criminal justice system including reduction of arrests and adjudication and by its impact on individuals served as clients.

The project has provided the following services during the first half of 1975:

Residential Treatment	2,635	Client days
Detoxification	1,290	Patient days
Outpatient Counseling	625	Counseling hours

The project's director believes that an important aspect of the effect of this project is the number of former clients who return to assist current clients and also the positive support offered by the community. Although this project had been in operation for less than one year at the time of submission for a second year of AJD funding, its pre-application included forty-nine letters of support. These letters were from people working in a variety of public service positions and included chiefs of police, the sheriff, judges, lawyers, probation officers, mayors, city managers, hospital administrators, ministers, doctors, and directors of social service agencies. Employers also expressed support because of the positive effects this program has had on their employees.

The project staff is committed to evaluation as an important means for improving the project's effectiveness. They utilize the following methods for measuring the progress of the project in achieving its goals:

- 1) By considering its impact directly on the criminal justice system, i.e., reduction in number of arrests, court cases, etc.;
- 2) By studying cost benefits to the criminal justice system;
- 3) By monitoring the project's internal cost efficiency, i.e., cost per patient day and similar cost breakdowns for comparison with similar and alternative approaches to alcoholism treatment;
- 4) By monitoring the project's effectiveness with clients, i.e., stabilization of alcohol and personal problems, recidivism to the criminal justice system and readmission to the program.

The Alcoholism Council is currently collecting baseline data for measuring the project's direct impact on and cost benefit to the criminal justice system and the necessary comparative data for internal cost efficiency. The project's effectiveness with clients is being measured utilizing a Goal Attainment Scaling system developed by a team of University of Cincinnati researchers in cooperation with the Southwestern Ohio Regional Council on Alcoholism. This evaluation is being performed in part by the evaluation team employed by the Southwestern Ohio Regional Council on Alcoholism and in part by the Alcoholism Council of Butler County assisted by Miami University students working in the project as a field placement.

References

Edward M. O'Connell, Regional Director, Southwestern Ohio Regional Council on Alcoholism, Room 505-C, 222 East Central Parkway, Cincinnati, Ohio 45202, (513) 621-7202

Judge Fred B. Cramer, Butler County Court of Common Pleas, Hamilton, Ohio 45011

Lieberman Family Center

(Akron)

Amount of LEAA/AJD Funding:

FY 1972	\$ 69,986
FY 1973	71,560
FY 1974	66,940
FY 1975	44,623
FY 1976	<u>14,874</u>
TOTAL	\$267,983

Project Objectives:

By the end of the third year of full project implementation, the objectives are:

A. A twenty per cent decrease in recidivism for children involved with Lieberman Family Center, compared to unruly and delinquent children handled by means of regular court methods, during 1970 and 1971.

B. A twenty per cent reduction in the rate of children involved with Lieberman Family Center being placed in the detention home, as compared to unruly and delinquent children handled through regular court processes in 1971 and 1972.

C. A statistically significant reduction in the rate of unruly children involved with Lieberman Family Center who later commit serious delinquent acts compared with the rate processes in 1970 and 1971 who later committed serious delinquent acts.

Data Verifying Project's Progress:

The Lieberman Family Center is a community-based diversion strategy for unruly and delinquent children and their families who come to the attention of the juvenile court. The primary goal is to divert these children who have family-related problems from the juvenile justice system and to help them resolve their problems within their own families and communities.

The project offers immediate, short-term family counseling services with emphasis on counselors working intensively with all family members. The project also provides short-term residential shelter home service for youngsters unable to return home immediately. The target population, originally limited to unruly, pre-delinquent children has been expanded to include both unruly and delinquent children has been expanded to include both unruly and delinquent children whose problems are considered family-related.

The project will be beginning its fifth year of LEAA funding with the 1976 program. Since project implementation, there has been an average of thirty families per month diverted to the Center. Recent data collected from the project indicated that the recidivism rate for Lieberman Family Center families (experimental group) is 39 per cent while those who qualify for Lieberman Family Center, but come to the court through the regular system on Fridays and Sundays (control group) is 89 per cent.

As indicated by the above data, the program is meeting one main objective, that of reducing recidivism of those youth who are diverted to the program. In addition, over 300 families are counseled annually by the three professional staff, which has significantly demonstrated a reduction in the use of detention facilities.

Funding for FY 1976 constitutes the final year of funding of this program by LEAA. The project has been highly successful and the court is making plans to pick-up the entire funding in the future.

#### References

Judge William Kannel, Summit County Juvenile Court,  
650 Dern Street, Akron, Ohio 44310

Charles Simensen, Director of Court Services,  
Summit County Juvenile Court, 650 Dern Street,  
Akron, Ohio 44310

#### Alternative School

(Mansfield)

#### Amount of LEAA/AJD Funding:

FY 1973	\$60,779
FY 1975	47,000
FY 1976	<u>50,000</u>
TOTAL	\$157,779

#### Project Objectives:

- A. To reduce the incidence of expulsions and suspensions in junior and senior high schools in the Mansfield City Schools;
- B. To reduce the number of crimes committed by juveniles and young adults in the City of Mansfield;
- C. To prevent students who are moved from school from falling behind in their school work;
- D. To give the students help in improving their basic communicative and mathematics skills;
- E. To prevent turning students loose, free to roam the streets, with no constructive activities;
- F. To provide an adequate understanding of the missions and functions of law enforcement in our society;
- G. To develop involvement of both the parents and children in the school.

Data Verifying Project's Progress:

During the past year, the number of expulsions and suspensions in the junior and senior high schools in Mansfield, Ohio has decreased. There were nine expulsions and 894 suspensions this school year (1974-1975) as compared with 85 expulsions and 1,316 suspensions the previous year (1973-1974). Much of the credit for these improvements belongs to the Alternative School, although it should be recognized that the school system has also provided additional alternatives to expulsions and suspensions. Another objective of the program is to reduce juvenile crime in the City of Mansfield. The following tabulation shows the number of arrests made of Alternate School students before admission to the school in comparison to the number made after admission:

Student	<u>Before</u>	<u>After</u>
A	4	0
" B	4	0
" C	1	0
" D	1	0
" E	1	0
" F	1	0
" G	2	0
" H	1	0
" I	5	0
" J	2	0
" K	8	0
" L	7	0
" M	2	0
" N	3	0
" O	1	0
" P	1	0
" Q	1	0
	<hr/>	<hr/>
	45	0

It is recognized that a comparison is being made between several years and several months. However, it is encouraging to see that the students who have accumulated a total of 45 arrests did not have any arrests after admission to the school. One young man who had been arrested ten times before admission was arrested soon after he was admitted and was sent to the Ohio Youth Commission.

During the 1974-1975 school year, 39 students were transferred from their home schools to the Alternative School. The backgrounds of these students were:

Sex		Grade		Race	
Male	Female	7-9	10-12	Black	White
32	7	24	15	33	6

At the end of the third and fourth six week grading periods, a total of eleven students were returned to their home schools. Of those eleven students, only two have had difficulties to the extent that additional corrective action had to be taken. One of these students was expelled from school for the remainder of the year. Another student's case is presently pending final solution and a tutoring arrangement for this student is being arranged. Although it is too early to fully evaluate the success of returning students to their home schools, there are initially favorable indications of success. A tracking method is being employed to track each child that has returned to school and will be followed up for a year to identify both behavior and academic success.

#### References

Judge Arbaugh, Juvenile Court Judge, Richland County Court Building, Mansfield, Ohio 44902

Lieutenant Wayne Cairns, Mansfield Police Department, Mansfield, Ohio 44902

#### Community Youth Service Bureau

(Cincinnati)

#### Amount of LEAA/AJD Funding:

FY 1973	\$ 95,000
FY 1974	196,000
FY 1975	225,000
FY 1976	<u>93,350</u>
TOTAL	\$609,350

#### Project Objectives:

The objectives, as outlined in the attached program description, are to divert youth from the juvenile justice system by:

- A. Linking youth to services (service brokerage, referral and resource development);

B. Filling existing gaps in services (individual and group activities);

C. Modifying systems that are not conducive to service youth (community youth advocacy).

Data Verifying Project's Progress:

The objectives cited above are currently being met through twelve neighborhood field units, a juvenile court liaison, a school-community liaison, a research division, and a central office which coordinates units, monitors and serves an advocate. This project recently began to use a new reporting format which is designed to standardize data and provide a more precise report about how objectives are being met. Extensive youth needs assessments are available at the project and the Cincinnati RPU. Modification of systems is perhaps the most difficult of the objectives to measure, but can be documented by the implementation of the juvenile court liaison, increased court and police referrals, development of significant youth advisory boards as well as neighborhood youth councils.

The Community Youth Service Bureau reports the following for 1974:

<u>Referral Source</u>		<u>Cases</u>		<u>Service Rendered</u>	
Parent/Family	29	Males	1,176	Counseling	369
Self	120	Females	1,343	Referral	93
School/Agency	627	Ages 5-12	938	Educ/Rec	1,638
Friend/Peer	131	Ages 13-18	1,567	Employment	202
Police	27	Over 18	14	Other	260
Court	11	White	322		
		Black	2,197		
		TOTAL	2,519		

The above services were provided by several components of the Community Youth Service Bureau. The five field units funded by AJD are responsible for many of the services and are designed to offer programs suited for each particular neighborhood. An example of a field unit is the College Hill program which began in October of 1973. It is staffed by a supervisor and three full-time degreed youth advocates and offers a human sexuality program, therapeutic services through cooperation with Mental Health Services, a police-youth relations project, films and rock concerts, a drop out program, rap groups on youth problems and needs, school,

probation and employment assistance, and individual, group and family counseling and referral services.

The central office of the Community Youth Service Bureau is involved in several functions, including:

1. Community Research - a sophisticated, comprehensive study of youth related problems in each of Cincinnati's forty-four (44) statistical neighborhoods and Hamilton County.
2. Field Unit Supervision - including specific program planning, resource development, staff development, monitoring of procedures, reporting and evaluation; establishing new field units.
3. Coordination - providing technical assistance to any individual or agency planning youth services through proposal planning, evaluation, fund seeking; acting as an information center for government or funding groups for all youth related services.
4. Special Health Services - city-wide human relations training project which will provide community with peer sex-education experts, health-related newsletter fund and resource specialist in health, mental health and education realms.

This central office also has arranged for an evaluation by consultants from the University of Cincinnati which is currently in process. This evaluation is expected to be an accurate validation of the project's progress.

#### References

Dr. Donald Waldings, Cincinnati Board of Education,  
230 E. 9th, Cincinnati, Ohio 45202 (513) 369-4000

Steve Reece, Assistant to Mayor, City Hall, 8th &  
Plum Streets, Cincinnati, Ohio 45202 (513) 352-  
3000

Youth Service Bureau Stay Center

(Butler County)

Amount of LEAA/AJD Funding:

FY 1973	\$ 48,000
FY 1974	37,500
FY 1975	54,000
FY 1976	<u>36,000</u>
TOTAL	\$175,500

Project Objectives:

- A. Divert a majority of the "status offenders ("unruly") youth from the detention facility's custody and from official court handling. In addition, provide an alternative short term placement for other youth such as those in the custody of the Welfare Department. The target population is both male and female youths from 13 through 17 years old who are in need of short-term placement.
- B. Provide an environment for youth living at the Stay Center that is non-stigmatizing, non-threatening and can provide social services either directly or through referrals.
- C. Successful return to the community.

Data Verifying Project's Progress:

The Butler County Youth Service Bureau operates the STAY (Short Term Aid for Youth) Center which is a non-coercive, crisis placement resource for acting out pre-delinquent youth. In the past, these youth were placed in the juvenile detention center with a subsequent court appearance. Through the STAY Center, non-judicial handling of these young people occurs and enables appropriate social service intervention to take place on a prevention/diversion level. The program incorporates intensive group work in reality orientation with regard to law, drugs, alcohol, sex, etc. As a result, the STAY Center is one of 15 such facilities in the nation to receive a three-year grant to conduct a study for the National Institute on Alcohol and Alcohol Abuse.

During the second year of operation (10-1-73 to 10-1-74) the STAY Center recorded the following information:

	<u>Male</u>	<u>Female</u>	<u>Total</u>
Referrals	122	152	274
Admitted to Residency	74	89	163
		(average age 14.8)	

<u>Major Referral Sources</u>	<u>Problem Area on Referral</u>
Self/Guardian	Runaway 145-53%
Court	Pushout 89-32%
Police	Dependency 39-15%
Children's Services	
Youth Service Bureau (Community Service Comp.)	

<u>Geographic Breakdown</u>	<u>Average Length of Residency</u>
Hamilton	11.8 days
Oxford	
Fairfield	
Middletown	
Out of County	
West Chester	

<u>Major Referrals to Other Agencies</u>	<u>Dispositions</u>
Hospital	Return to Natural Home
Family Service	71 43%
Court	Relative Placement 21
Children's Service	Foster Home 48
Youth Service Bureau (Community Service Comp.)	Group Home 7
Youth Service Bureau (Crisis Family Therapist)	Institution 6
	Independent Living 4
	Other 92-51% 6

An evaluation of the STAY Center and its effectiveness is being conducted by the Miami University Sociology Department. The results of this evaluation are expected to assist this project to verify its progress as it approaches step-down AJD funding and must begin to seek increased local support. The project staff is hopeful that a tax levy to provide funds for this project will be approved in the fall of 1975.

## References

William E. Schaffner, Director, Butler County Welfare Department, 6111 Maple Avenue, Hamilton, Ohio 45011, (513) 895-6971

George McNally, Chief of Police, Municipal Building, Monument at High, Hamilton, Ohio 45011, (513) 895-7401

John F. Bookman, Director of Court Services, Butler County Juvenile Court, Hamilton, Ohio 45011

## School Social Work

(Trumbull County)

### Amount of LEAA/AJD Funding:

FY 1974	\$ 42,158
FY 1975	42,157
FY 1976	<u>57,623</u>
TOTAL	141,939

### Project Objectives:

A. Provide service to 180-200 youth a year in grades 7 to 9 within the school system who have had contact with law enforcement personnel, the juvenile court, and those who are at risk of becoming involved with the juvenile justice system.

B. Reduce the total number of referrals to juvenile court of both initial and recidivism cases by 5% immediately (68 youth) and by 10% long term (13 youth).

C. Provide early identification of juveniles having behavior problems at a younger age when intervention is more likely to be successful. This should result in a reduction of the number of juvenile arrests.

### Data Verifying Project's Progress:

Currently in its second year of AJD funding, the School Social Work project has consistently provided needed services to junior high school youth who have behavior problems within the school system. During the second quarter of 1975, this project conducted eight different counseling

groups. Four of these groups utilized the Guides Group Interaction (GGI) technique. This technique was introduced to the program's staff through training in the first quarter provided by an LEAA grant. Of the 125 youth served during the quarter, 57 were involved in group counseling. Thirty-two of these youth completed group counseling with a successful termination and the one young person who left the program before successful completion did so because he moved out of the school district. The remaining 24 youth are still involved in group session. In the group concept being utilized, individuals graduate from the group when they can "make-it" on their own and are considered more independent and responsible individuals by the other group members and the leader. Peer pressure is the main force, a dynamic that is in operation in the group method. Five similar groups were added during the summer.

The six schools served by this project recorded a 50% per cent reduction in expulsions from the previous year (8 in 1973-74 and 4 in 1974-75.) Besides data on expulsions and suspensions, the project has begun to collect detailed data on each client in order to accurately identify needs and to possibly identify behavior patterns. This effort will also attempt to measure the value and pertinence of the services presently offered by the project to the youth clientele and also to their parents.

#### References

Mr. John D. DePietro, Trumbull County Juvenile Court Judge, Trumbull County Courthouse, Warren, Ohio 44083

Joyce Runion, Planner, Trumbull County Children's Services Board, Reeves Road, Warren, Ohio 44083

#### Court Arbitration (Akron 4-A)

(Akron)

#### Amount of LEAA/AJD Funding:

FY 1972	\$10,000
FY 1973	20,000
FY 1974	4,500
FY 1975	30,000
FY 1976	<u>30,000</u>
TOTAL	\$94,500

Project Objectives:

A. Provide a forum, independent of the court, for resolution and reconciliation of complaints.

B. Have direct or indirect impact upon reducing the workload of the municipal prosecutor's office, Akron Municipal Court, and the police department's manpower time requirements.

Data Verifying Project's Progress:

The Akron 4-A program has been LEAA funded since February, 1974. Prior to this time, the staff provided the City of Akron Law Department with a three-month demonstration project (cost-free), to prove the merits of the program. The implementing agency is the National Center for Dispute Settlement of the American Arbitration Association.

Staffed with a director, assistant director, tribunal clerk and a secretary, the project utilizes a source of professional arbitrators under the rules of the American Arbitration Association to provide party litigants a basis to have their case submitted to a trained arbitrator, as opposed to prosecution through the courts. Referrals are made to the program at no cost to the parties. Hearings are normally scheduled one week from the date of complaint filing.

On an average, the Akron 4-A will arbitrate approximately fifty per cent of the complaint load filed with the Akron Municipal Prosecutor. With formal complaint days being held each Monday, Wednesday and Friday from 1:00 P.M. until 4:00 P.M., referrals to Akron 4-A are definitely advantageous to the prosecutor, as it tends to free-up much time for the assistant prosecutors to devote to the more serious misdemeanor cases and felony preliminaries. As of this writing, the program has conducted hearings on approximately 2,237 cases, with less than seventy cases having to be referred back to the prosecutor for criminal prosecution.

As evidenced from the above data, the program does appear to meet one of its objectives by providing lasting settlements in interpersonal or inter-group disputes. Also, the heavy volume of intake from the prosecutor's office is indicative that the program's efforts are experiencing meaningful impact on manpower resources in the system. Funding appropriations for FY 1976 constitutes the final

year of full funding of this program by LEAA. Since most of the present work undertaken for the Akron Law Department, it is hoped that this department will sustain the program's efforts once LEAA funding has terminated.

References

William Baird, Law Director, City of Akron, Municipal Building, Akron, Ohio 44308

Fred Rossi, Director of Housing Division, Akron Health Department, 177 South Broadway Street, Akron, Ohio 44308

**END**