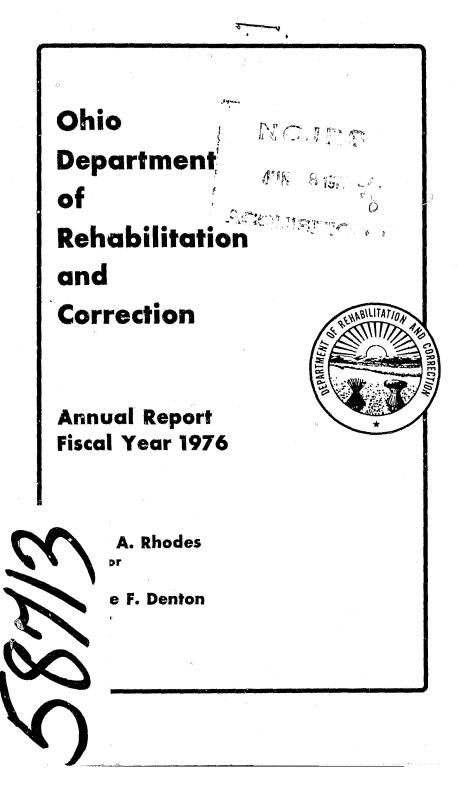
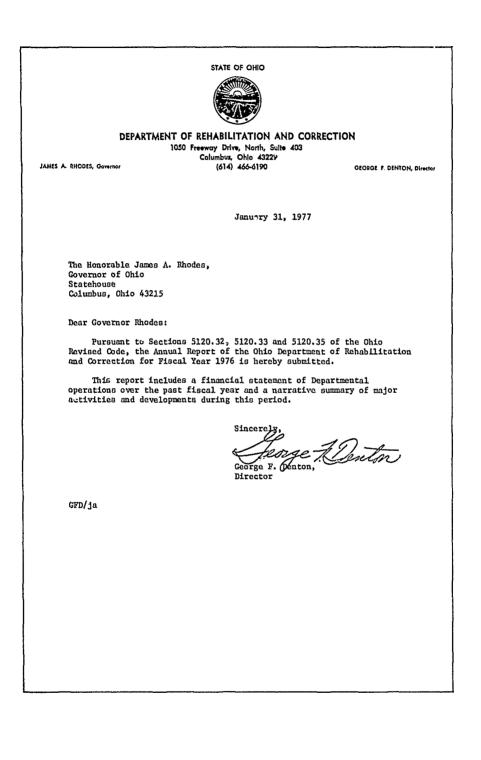
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## ABOUT THE DEPARTMENT

The Ohio Department of Rehabilitation and Correction was established by the 109th Ohio General Assembly through enactment of Amended Substitute House Bill 494 and came into official existence July 12, 1972.

The Department employs approximately 3,500 persons throughout the state and is responsible for administration and operation of both the institutional and community related phases of Ohio's adult correctional system.

Prior to creation of the Department, the correctional system was administered by a division in the former Department of Mental Hygiene and Correction, which also was responsible for state mental hospitals and mental institutions.

By the early 1970s, however, the growth of the correctional system and increased public interest in corrections prompted the State Legislature to establish a separate agency solely responsible for the correctional system.

The overall goal of the Department of Rehabilitation and Correction is to protect society from criminal activity by effectively and efficiently guiding a correctional system that humanely controls the behavior of offenders and provides them with the experiences and opportunities to enable them to change their behavior so that it is acceptable to society.

During fiscal year 1976 (July 1, 1975 through June 30, 1976), the Department was responsible for the daily supervision of an average of more than 22,000 offenders statewide, including 11,000 incarcerated in the state's correctional institutions and another 11,000 who were supervised in the community through parole and probation programs.

## ADMINISTRATION

The Department of Rehabilitation and Correction is headed by a Director who is appointed by the Governor. The Director's immediate staff includes the Assistant Director, the Office of Legal Services and the Public Information Office.

During fiscal year 1976, the organizational structure of the Department was revised to provide for more effective and efficient operation. Under the reorganization, Citizen Councils organized by the superintendent of each correctional institution were provided access to the Director and Assistant Director.

As reorganized, the major functions and responsibilities of the Department are divided among a number of divisions and bureaus. Division chiefs and bureau administrators report to the Director through the Assistant Director. The divisions and bureaus are as follows:

• Division of Special Services: Responsible for the administration and operation of the Department's inmate grievance procedure; includes a Chief Inspector at the Central Office level who coordinates the work of institutional grievance inspectors, monitors operation of the grievance system and handles grievance appeals which reach Central Office; also includes inspectors of institutional services in each correctional institution who attempt to resolve inmate grievances.

• Division of Institutions: Responsible for the overall operation of the eight correctional facilities and the maintenance of institutional security; includes the Bureau of Program Services, which provides immates in each correctional facility with medical, psychological, social and religious services, and educational and volunteer programs; also includes the Bureau of Examination and Classification, which is in charge of receiving new prisoners sentenced by the courts, determining to which institution they should be assigned, and transferring inmates between institutions; also includes the Bureau of Statistics and Research, which is responsible for providing statistical data used in planning, research and operations.

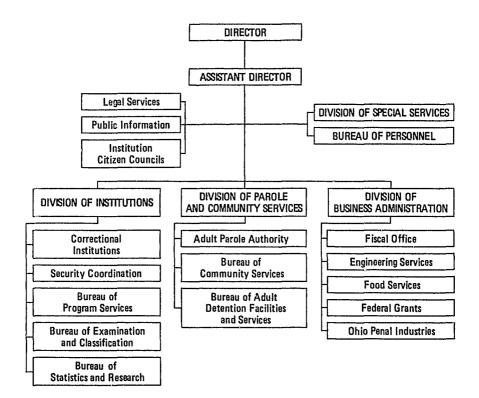
• Division of Parole and Community Services: Responsible for administration and operation of community related correctional programs and services; includes the Adult Parole Authority, which encompasses the Parole Board, parole supervision, probation development, and administration and research; also includes the Bureau of Community Services, which is in charge of a number of programs to assist offenders in returning to society; also includes the Bureau of Adult Detention Facilities and Services, which is in charge of the development and implementation of uniform minimum standards of operation for city and county jails and workhouses throughout Ohio.

• Division of Business Administration: Responsible for matters pertaining to the departmental budget, fiscal planning, capital improvements, general business operations and institutional maintenance, food service operations in each correctional institution and operation of the Department's Federal Grants Program; includes Ohio Penal Industries, which operates shops and factories throughout the correctional system to provide training and work opportunities for inmates and manufacture products for use by state, county and municipal government agencies.

• Bureau of Personnel: Responsible for personnel management, employee training programs, labor relations, minority recruitment and Equal Employment Opportunity and Affirmative Action programs.

An organizational chart of the Department of Rehabilitation and Correction, current as of January 1, 1977, appears below.

## DEPARTMENT OF REHABILITATION AND CORRECTION TABLE OF ORGANIZATION



## OFFICERS OF THE DEPARTMENT

George F. Denton, Director

E. Blaine Haskins, Assistant Director

David R. McKeen, Chief Inspector Division of Special Services

John P. Canney, *Chief* Division of Institutions

Ray E. Giannetta, *Chief* Division of Parole and Community Services

John W. Shoemaker, Chief Adult Parole Authority

Clarence W. Clark, Chairman Ohio Parole Board

Kenneth E. Tope, *Chief* Division of Business Administration

Lowell G. Ridenour, Administrator Bureau of Personnel Mrs. Dorothy Arn, Superintendent Ohio Reformatory for Women

William H. Dallman, Superintendent Lebanon Correctional Institution

Ted Engle, Superintendent Chillicothe Correctional Institute

Frank H. Gray, Superintendent Ohio State Reformatory

Arnold R. Jago, Superintendent Southern Ohio Correctional Facility

Neil E. Kette, Superintener int Correctional Medical and Reception Center

Roger T. Overberg, Superintendent London Correctional Institution

E.P. Perini, Superintendent Marion Correctional Institution

# EMPLOYEE TRAINING

Over 1,000 separate training sessions were conducted during fiscal year 1976 in an effort to upgrade the skills of employees in various areas of the Ohio correctional system.

The training sessions involved expenditures totaling more than \$345,000, including \$144,000 in state funds and \$201,000 received under a number of federal grants.

The sessions ranged in length from 30 minutes to a full week and were conducted at the Ohio Correction Academy in Chillicothe and at individual correctional facilities throughout the state.

Among programs conducted at the academy was advanced training for correctional officers, in which 157 officers took part during the year. Another 16 officers received training at the academy specializing in the transportation of prisoners.

In all, the 1.036 training sessions conducted in flical year 1976 provided 70.688 hours of training, with a total of 8.357 registrants enrolled in the programs, many in more than one session.

In addition, 45 correction department employees were granted "release time" from their jobs during the year in order to attend job-related courses at a number of Ohio colleges, universities and technical schools.

The 45 'received 68 separate "rclease time" grants amounting to a total of 3.544 work hours.

# INSTITUTIONAL OPERATIONS

The Department of Rehabilitation and Correction operates seven adult correctional institutions throughout the state for the confinement and rehabilitation of convicted offenders.

The map below shows the locations of the seven institutions. An eighth facility, the Correctional Medical and Reception Center, is located in Columbus, the state capital, as are the offices of the Department.

A brief description of the variou: correctional facilities follows the map.

#### INSTITUTION LOCATIONS

Ohio State Reformatory Marion (Mansfield) Correctional Institution Ohio Reformatory for Women (Marysville) London Columbus Correctional Institution

Lebanon Correctional Institution

Chillicothe Correctional Institute

Southern Ohio Correctional Facility (Lucasville)

The Chillicothe Correctional Institute is a medium-security prison housing older and repeat male offenders. Located just north of Chillicothe in Ross County, the institution consists of a 72-acre compound, which includes over 50 buildings, and a 1,500-acre farm operated by inmates. The facility was opened in 1925 by the federal government as a youth reformatory. Ohio began leasing the institution for use as a state prison in 1966.

The Lebanon Correctional Institution is one of two reformatories housing male offenders under the age of 30 who are serving their first prison term. A medium-security facility, the main institution is located on a 40-acre site surrounded by security fences. Outside the fences is a 1,700-acre farm operated by inmates. The institution was opened in 1960 and is located west of Lebanon in Warren county.

The London Correctional Institution is a medium-security prison housing male offenders over the age of 30 and repeat male offenders. It consists of over 70 separate buildings located in the middle of 3,000 acres of land near London in Madison County. The institution's main complex is surrounded by security fences, and over 2,500 acres of the prison site are farmed by inmates.

The Marion Correctional Institution is also a medium-security prison housing male offenders over the age of 30 and repeat male offenders, generally those whose families live in the northern part of the state. Opened in 1956, the institution is located on the northern outskirts of Marion in Marion County. The main facility includes 12 dormitory housing units for inmates and is located inside a 60-acre area surrounded by security fences. Beyond the fences are a 925-acre farm, honor dormitory and several staff residences.

The Ohio Reformatory for Women is Ohio's only correctional institution for adult female offenders. Located on 260 acres of land just outside Marysville in Union County, the institution ranges from maximum-to minimum-security and houses both young first offenders and older repeat offenders. The facility was opened in 1916 and at that time consisted of only one building. Through the years, however, many new structures have been added.

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The Ohio State Reformatory is the state's second reformatory housing male offenders under the age of 30 serving their first prison term. The institution is located on 600 acres of land near Mansfield in Richland County and also operates an honor farm outside the walls of

the main facility, as well as the 2,000-acre Grafton Honor Farm in Lorain County and an honor unit at the Mount Vernon State Hospital. The facility is both maximum- and medium-security and includes an 18-acre compound originally opened in 1896. The Mansfield institution also serves as the reception center for reformatory offenders. Those from the northern area of the state generally remain at the institution, while those from the southern part of Ohio are usually transferred to the Lebanon Correctional Institution to serve their sentence,

The Southern Ohio Correctional Facility is a maximum-security prison housing repeat male offenders and young male offenders convicted of more serious and violent crimes. The institution is located on a 1,900-acre site near Lucasville in Scioto County and consists of a 22-acre complex of structures, all under one roof. The facility was opened in 1972 to replace the former Ohio Penitentiary in Columbus.

The Correctional Medical and Reception Center, located on the site of the former Ohio Penitentiary, provides medical care and treatment to male inmates from other state prisons. The facility also serves as the reception center for incoming male prisoners who are eventually assigned to the Chillicothe, London, Marion and Lucasville prisons. The center's medical facilities include a 100-bed hospital and a limited-duty dormitory housing aged prisoners and those requiring frequent medical attention.

## Institution Citizen Councils

In an effort to develop stronger ties between correctional institutions and their surrounding communities, the Department authorized the establishment of Institution Citizen Councils at each of the state's seven prisons during fiscal year 1976.

Such councils had been operating successfully at two institutions for several years, and the other prison superintendents were asked to organize citizen groups and invite representatives of their local communities to take part.

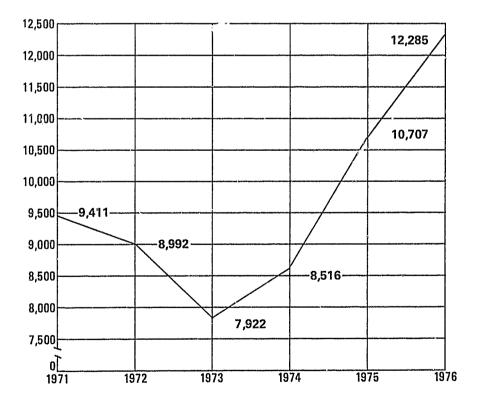
By the end of the fiscal year, the councils were organized and meeting regularly at each institution. In addition, representatives of each council were meeting periodically with Department officials to learn more about overall Department operations.

The councils range in size from five to 13 members and include educators, doctors, lawyers, judges, local law enforcement and government officials, and representatives of the news media, business and industry.

For the third consecutive year, Ohio's prison population climbed steadily during fiscal year 1976. The number of inmates in the state's seven correctional institutions went from 10,707 on July 1, 1975, to 12,285 on June 30, 1976, an increase of 1,578.

Although not as great as the increase of 2,191 recorded during the previous year, the jump in the number of prisoners in 1976 was still enough to keep the growing prison population at the top of the Department's list of major problems.

The chart below, which shows the number of inmates in Ohio prisons on the last day of fiscal years 1971-1976, illustrates how the prison population, on the decline from 1965 through 1973, ha, increased over the past three years.



#### **OHIO PRISON POPULATION 1971-1976**

SOURCE: Bureau of Examination and Classification Department of Rehabilitation and Correction The shortage of inmate housing space that developed in fiscal year 1975 as a result of the growing prison population grew more critical in 1976. It was necessary to continue assigning inmates two to a cell at the Lebanon Correctional Institution and the Southern Ohio Correctional Facility, a practice begun at the two prisons the year before.

In addition, female prisoners at the Ohio Reformatory for Women, where the inmate population went from 406 to 479 during the year, were assigned two to a room in one of the minimum-security facility's dormitories due to the increase in inmates.

As the statewide prison population reached 12,060 in April, breaking the previous record high of 12,024 set in 1965, the Department began work to transfer an inmate reception center for incoming male prisoners from the Chillicothe Correctional Institute to the site of the former Ohio Penitentiary in Columbus.

With the opening of the reception center at the Columbus location in July, 550 cells previously used for reception purposes at the Chillicothe institution became available for housing inmates in the prison system's general population.

Transfer of the reception center and the assignment of inmates two to a cell enabled the Department to provide sufficient housing space for the increased prison population in 1976, but other problems created by the increase in prisoners were not as easily solved.

The larger inmate populations at the various institutions meant sizeable increases in operating costs, which, coupled with inflation, resulted in a drain on other funds intended for use in areas such as employee training and the development and expansion of programs.

Institutions were hard pressed to find adequate work assignments for their larger populations, and in many cases waiting lists developed for prisoners seeking entrance to educational programs, since the lack of funds prevented the hiring of additional staff.

Despite the obvious need for additional prison facilities to provide more housing space and replace antiquated institutions still in use, efforts to obtain funding for a construction program were unsuccessful in fiscal year 1976.

In November, 1975, voters defeated a proposed bond issue that would have provided \$75-million to construct new facilities and renovate existing institutions. A more comprehensive \$220-million program was proposed by two State Representatives in January, 1976, but the State Legislature failed to act on the measure.

#### **1976 Prison Commitments**

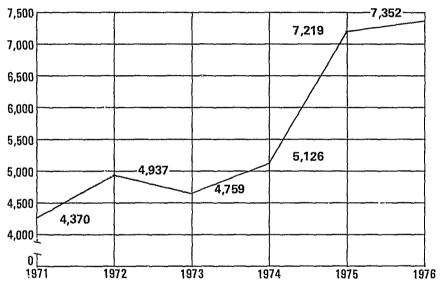
Soaring prison commitments continued to be the number one cause of the increase in Ohio's prison population during fiscal year 1976.

A total of 7,352 persons were committed to state prisons during the

year. It was the largest one-year commitment figure in the history of the correctional system and the second year in a row that commitments exceeded 7,000.

Although the 1976 figure was only 133 higher than that recorded the previous year, it was still dramatically high when compared to figures for the first half of the 1970s, when prison commitments averaged less than 4,800 a year.

The chart below, which shows the number of persons committed to state prisons in fiscal years 1971-1976, illustrates the sharp increase in commitments that began in fiscal year 1975 and continued through 1976.



**OHIO PRISON COMMITMENTS 1971-76** 

SOURCE: Bureau of Examination and Classification Department of Rehabilitation and Correction

Over 75 percent of those committed to prison during fiscal year 1976 were being sent to prison for the first time as adults, although many may have previously been confined as youths in juvenile facilities. Of the more than 7,000 committed, only 1,840 had served previous prison terms.

A large increase was recorded in the number of male offenders under the age of 30 who were being sent to prison for the first time. The number went from 3,772 in 1975 to 4,084 in 1976. However, the number of repeat male offenders and those over the age of 30 decreased, from 3,032 in 1975 to 2,798 in 1976. The number of female offenders committed to prison during fiscal year 1976 rose to 470, an increase of 55 over the previous year.

While all of Ohio's 88 counties contributed to the number of prison commitments in fiscal year 1976, the state's six large urban counties were responsible for over half the total number of commitments.

The six counties and the number of commitments from each were: Cuyahoga, 1,443; Hamilton, 1,018; Franklin, 907; Montgomery, 470; Summit, 435; and Lucas, 384.

The following table shows the number of prison commitments received from each of the state's 88 counties in fiscal year 1976.

Because of the separate record-keeping systems of reformatory and penitentiary institutions, inmates transferred from one type of institution to the other during the year are recorded as two commitments.

Consequently, the total of the list below is 283 higher than the actual number of persons committed to prison in 1976, and the number of commitments shown for individual counties is in some cases slightly higher than the actual number received.

## 1976 COMMITMENTS BY COUNTY

A dams	4
Allen	
Ashland	21
Ashtabula	32
Athens	33
Auglaize	26
Belmont	19
Brown	15
Butler	146
Carroll	6
Champaign	31
Clark	110
Clermont	80
Clinton	28
Columbiana	62
Coshocton	16
Crawford	23
Cuyahoga	1443
Darke	36
Defiance	31
Delaware	37
Erie	45
Fairfield	45
Fayette	
Franklin	

Fulton	7
Gallia	8
Geauga	18
Greene	
Guernsey	32
Hamilton	1018
Hancock	39
Hardin	13
Harrison	6
Henry	17
Highland	28
Hocking	7
Holmes,	
Huron	29
Jackson	21
Jefferson	14
Knox	19
Lake	79
Lawrence	17
Licking	65
Logan	20
Lorain	165
Lucas	384
Madison	17
Mahanina	100

## 1976 COMMITMENTS BY COUNTY (CONTINUED)

Marion	53
Medina	32
Meigs	18
Mercer	4
Miami	73
Monroe	4
Montgomery	470
Morgan	2
Morrow	11
Muskingum	76
Noble	6
Ottawa	9
Paulding	8
Perry	13
Pickaway	46
Pike	15
Portage	52
Preble	
Putnam	10

Richland84
Ross54
Sandusky23
Scioto14
Seneca23
Shelby17
Stark
Summit435
Trumbull81
Tuscarawas28
Union13
Van Wert6
Vinton2
Warren60
Washington42
Way ne
Williams10
Wood
Wyandot7

SOURCE: Bureau of Examination and Classification Department of Rehabilitation and Correction

A breakdown of Ohio's 1976 prison commitments by offense shows breaking and entering was the crime for which the largest number of offenders, 996, were sent to prison during the year.

The second largest number, 905, were incarcerated for armed robbery, while 891 were committed for grand theft and larceny, and another 724 were imprisoned for burglary.

These three categories of offenses alone were responsible for over one-third of the more than 7,000 persons committed to Ohio prisons in fiscal year 1976.

The following table provides a breakdown of the 1976 commitments as to the number of offenders sent to prison for various offenses and the approximate percentage of the year's total commitments they represent.

As in the preceding table, which showed the number of commitments per county, the total commitments listed in the breakdown by offense is 283 higher than the actual number committed during the year, and the numbers shown for various offenses are in some cases slightly higher than the actual numbers incarcerated for that offense.

#### **1976 COMMITMENTS BY OFFENSE**

		Approximate
	1976	Percent of
Offense	Commitments	Total
Murder	30	
(Death Sentence)		
(Life Sentence)		
Other Homicides	•••	
Armed Robbery		
Other Robbery-Related Offenses		
Grand Theft and Larceny		
Burglary		
Breaking and Entering		
Other Sex Offenses		
Kidnapping		
Drug Law Violations		9.0%
Forgery and Other Check-Related Offenses	• • • • • •	
Embezzlement and Fraud		4%
Arson		5%
Firearms Law Violations		2.8%
		1.0%
Auto Theft		6%
All Other Offenses		<u>2.3%</u>
Total 1976 Commitments		100.0%

SOURCE: Bureau of Examination and Classification Department of Rehabilitation and Correction

With prison commitments exceeding 7,000 for the second year in a row, correction department officials grew more concerned this year that the commitment rate established in 1975 would continue for the foreseeable future.

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The continuation of such a trend, especially with the increase in commitments for violent crimes that carry lengthy sentences, would raise serious questions about the ability of Ohio's existing correctional facilities to provide adequate space for future inmate populations.

As for the reasons behind the record-setting upsurge in commitments, rising crime rates, unemployment and improved law enforcement techniques no doubt are contributing factors; however, as 1976 commitment data reveal, the bulk of the increase in commitments is among youthful offenders being sent to prison for the first time as adults. This tends to support the contention that the one factor most responsible for the increase in prison commitments is the rapid increase in the youth population, where the incidence of crime is traditionally the greatest.

#### Inmate Grievances and Disciplinary Appeals

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A total of 166 inmate grievances, dealing with a wide range of prisoner complaints and problems, were resolved through the Department's inmate grievance procedure during fiscal year 1976.

Of the total, 141 were resolved at the local institution level by Inmate Liaison Officers (staff members in each institution who are responsible for investigating and resolving inmate grievances).

The remaining 25 grievances were resolved at the Department's Central Office level by the Division of Special Services, which oversees operation of the inmate grievance procedure throughout the prison system.

In addition to the grievance procedure, the Department provides a system under which inmates may appeal the disciplinary decisions of Rules Infraction Boards in the various correctional institutions.

Such appeals are made to the Director of the Department and reviewed by attorneys in his office who recommend decisions as to whether the actions of the Rules Infraction Boards violate the rights of the prisoners.

In fiscal year 1976, 292 appeals were filed by inmates who had been found guilty by the boards of violating institutional rules of conduct. Two-hundred-eight of the appeals were denied for lack of merit.

Of the 84 appeals considered, the decisions of the Rules Infraction Boards were upheld in 40 cases, reversed in 20, partially reversed in four and modified in six. The remaining 14 cases were still pending at the end of the fiscal year.

#### Inmate Education Programs

The number of inmates enrolled in prison education programs operated by the Department of Rehabilitation and Correction increased substantially during fiscal year 1976.

The programs, operated under a Special Purposes School District Charter awarded the Department in 1973 by the State Department of Education, are conducted by an educational staff of 156 employed in the various correctional institutions.

Operation of the programs in 1976 involved expenditures totaling more than \$2.5-million, some \$223,000 more than the amount spent on

inmate educational programming in 1975.

The 1976 expenditures included nearly \$1.7-million in state funds, \$64,500 more than the year before, and over \$856,000 in federal funds, an increase of \$158,600 over 1975.

The overall educational programming made available to Ohio prison inmates is designed to meet the needs of prisoners performing at various levels of educational achievement.

The programs include: Adult Basic Education, providing instruction in basic reading, writing and math skills to inmates achieving below eighth grade level; high school courses to enable prisoners to work toward completion of credits needed for their high school diploma.

The General Educational Development testing program, which provides inmates the opportunity to obtain the equivalent of a high school diploma by achieving a passing score on a national standardized test; and vocational courses ranging from automobile mechanics and carpentry to graphic arts and computer programming.

The average monthly enrollment of the programs totaled nearly 2,900 in fiscal year 1976, up from an average monthly enrollment of 2,300 in 1975. Shown below is a comparison of the average monthly enrollments of the various educational programs in fiscal years 1975 and 1976.

Educational Program	Average Monthly Enrollments 1975 1976
Adult Basic Education	415 652
High School	738 1,006
General Education Development	618 598
Vocational Education	<u>. 547</u> <u>605</u>
Total	2,318 2,861

Increases also were recorded in 1976 in the number of inmates completing educational programs: 289 prisoners completed Adult Basic Education programs, 59 more than in 1975; 738 finished high school and high school equivalency programs, an increase of 158 over the year before; and 650 completed vocational education programs, 194 more than in 1975.

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Opportunities for higher education provided inmates were expanded in 1976 through agreements between the Department and universities and colleges located near correctional institutions.

Under the agreements, instructors from the colleges and universities visit the prisons to conduct classes in basic subjects required in the freshman and sophomore years of college.

Similar arrangements have been made between the Department and a number of technical schools to provide inmates the opportunity for technical training. In fiscal year 1976, the college programs recorded an average monthly enrollment of 337, while the technical school programs had an average monthly enrollment of 137.

In addition, an average of 264 prisoners were enrolled in college and another 14 in technical schools through correspondence programs during fiscal year 1976.

The Department's inmate education programs underwent a thorough evaluation by State Department of Education officials in 1976. Among comments made by the officials in their report were:

"Substantial progress has been made to provide appropriate facilities, instructional materials and equipment, certificated staff and related service personnel to support the school programs.

"The educational component is well-organized and supervised by professional administrative leadership.

"Educational opportunities have been greatly accelerated and expanded, particularly in the basic skills and vocational areas."

#### Inmate Medical Services

Clinics in the six Ohio prisons housing male inmates each handled an average of over 22,000 regular sick call visits by prisoners during fiscal year 1976.

The clinics provided inmates with a number of services, including emergency medical treatment, bed-patient care, physical examinations, x-ray and laboratory tests, minor surgeries, dental care, eye examinations and eyeglasses.

Male prisoners requiring additional services were transported to the Correctional Medical and Reception Center (CMRC) in Columbus, which includes a 100-bed hospital with facilities for limited surgeries.

CMRC also employs a number of medical specialists on a contractural basis to operate 19 separate clinics dealing with specific medical, dental and psychiatric problems.

In fiscal year 1976, the facility recorded nearly 1,700 hospital admissions and 433 surgeries, while clinics operated by CMRC handled over 5,500 visits by prisoners. Over 200 male inmates received additional services through CMRC at private hospitals in the Columbus area.

Medical services were provided female inmates in 1976 by the Ohio Reformatory for Women in Marysville, either through its own facilities or those of private hospitals.

During the year, the ten clinics operated by the women's institution recorded over 17,000 inmate visits. Medical services provided female prisoners also included 123 admissions to private hospitals, 85 of which involved surgeries, and 407 out-patient visits to private hospitals.

A new program that allows selected honor inmates to be released from Ohio prisons for limited periods of time successfully completed its first year of operation during fiscal year 1976.

Known as the "home furlough program" because most of the prisoners taking part were released to spend time with their families, the program was made possible by legislation enacted in 1974 by the Ohio General Assembly.

Under the program, which went into operation July 1, 1975, non-dangerous, trustworthy inmates may be released without immediate supervision for up to seven days for a number of rehabilitative purposes.

Besides the home visits, prisoners may be granted furloughs to allow them to visit a sick relative, attend the funeral of a relative, arrange a parole plan or take part in approved community programs, educational seminars, organization meetings, volunteer activities and community service projects.

A total of 73 furloughs were granted under the program in fiscal year 1976. The vast majority were for a period of two days and allowed inmates to spend a weekend with their families.

All of those released reported back to their institutions at the end of their furloughs. None became involved in criminal activity while on furlough, and there were no serious violations of the furlough program regulations.

Department officials attributed the success of the program to the screening process set up by the program's regulations. The regulations allow only prisoners classified as minimum-custody or top honor status for an uninterrupted period of at least two years to apply for furloughs to visit their families or participate in most outside activities.

The regulations exclude inmates sentenced to prison more than twice for commission of a felony and more than once for a felony of an assaultive nature from taking part in the furlough program.

In addition, the regulations require three separate reviews of each furlough application, including a community investigation, and final approval for each furlough must be given by the Director's office.

# PAROLE AND COMMUNITY SERVICES

Approximately 95 percent of the offenders committed to Ohio prisons eventually are released. Under the state's indeterminate sentencing law, persons are not sent to prison for a fixed period of time but are given sentences ranging from a minimum to a maximum number of years.

A small number of offenders are released only after they have served their full maximum sentence, but the vast majority are released on parole sometime between the, end of their minimum sentence and the expiration of their maximum term.

The administration and operation of Ohio's system of parole is the responsibility of the Adult Parole Authority, which was established by the State Legislature in 1965 and operates within the Division of Parole and Community Services of the Department of Rehabilitation and Correction. The parole authority consists of four major organizational units:

• The seven-member Ohio Parole Board considers the cases of inmates eligible under Ohio law for release on parole and determines whether those eligible for parole are to be released. The Board also considers the cases of inmates seeking elemency and makes appropriate recommendations to the Governor for action. The Board is assisted in its work by five parole hearing officers who aid in hearing and deciding the cases of inmates eligible for parole.

• The Parole Supervision Section is in charge of supervising inmates released on parole through its staff of parole officers located throughout the state. The parole officers maintain close contact with paroled offenders, evaluating their progress and providing assistance when possible.

• The Probation Development Section provides assistance to county probation departments throughout Ohio in an effort to enable local courts to place offenders on probation when appropriate in lieu of sending them to state prisons. Assistance provided includes state probation officers who assist the county departments in supervising offenders placed on probation.

• The Administration and Research Section maintains all parole authority personnel and fiscal records, as well as all central files and records pertaining to the work of the agency.

The Ohio Parole Board, assisted by the five parole hearing officers, conducted a total of 10,780 hearings during fiscal year 1976, compared to 10,982 hearings conducted in 1975.

Despite the slight decrease from the previous year, the number of 1976 hearings was still over 3,000 more than those conducted in 1974 and represents a substantial increase in the Parole Board's annual workload.

The sharp increase in the number of parole board hearings per year can be attributed to the impact of Ohio's "shock parole" law, which went into effect in fiscal year 1975, and the continuing growth of the statewide prison population.

The following chart provides a breakdown of Ohio Parole Board activities during fiscal year 1976.

## **1976 PAROLE BOARD HEARINGS**

Total Regular Parole Hearings
Paroles Granted
Cases Continued
Total "Shock Parole" Hearings
Paroles Granted
Paroles Denied
Cases Continued
Parole Revocation Hearings
Clemency Hearings 49
Educational-Vocational Furlough Hearings
Total 1976 Parole Board Hearings 10,780
IU,/80

Source: Adult Parole Authority Department of Rehabilitation and Corraction

Among hearings conducted by the Parole Board during the year were 7,023 regular parole hearings, which resulted in the release of 3,915 offenders on parole. The figures compare to 6,223 regular parole hearings conducted and 3,025 paroles granted in 1975.

The Board also conducted a total of 2,833 "shock parole" hearings in 1976. Under the state's "shock parole" law, non-dangerous offenders serving their first prison term may be considered for parole after they have served only siz months of their sentence.

"Shock paroles" were granted to 574 offenders in 1976, while the remaining hearings resulted in 2,034 denials of "shock parole" and continuances in 225 cases in which additional information was required.

In other 1976 activities, the Parole Board conducted 665 hearings dealing with the revocation of paroles previously granted. The hearings

involved offenders charged with either the commission of a new crime or the violation of technical provisions of their parole.

The Board also held a total of 49 elemency hearings during fiscal year 1976 involving offenders appealing to the Governor for a reduction in their sentence and 210 hearings concerning inmates who were being considered for release under the Educational-Vocational Furlough Program.

Inmates approved for participation in the program are generally released from prison about six months prior to their parole eligibility in order to take part in academic or vocational education programs or accept public works employment.

#### Parole Supervision

Ohio parole officers supervised a total of 11,527 paroled offenders over the course of fiscal year 1976.

The total includes 9,489 who had been paroled from Ohio prisons and another 2,038 released from out-of-state institutions, and compares to a total of 10,004 parolees who were supervised in 1975.

The average parole officer caseload at the end of the year (June 30, 1976) was 61, an increase of 21 over the previous year.

Once released on parole, offenders generally remain under supervision for a period of one year. If they complete the supervision period successfully, they are granted a final release from parole.

Of the 9,489 Ohio parolees supervised throughout the year, final releases were granted to 2,688. Meanwhile, 634 of those supervised during the year were returned to prison, either for the commission of a new crime or the technical violation of their parole. The remaining parolees were still under supervision at the end of the year.

#### Probation Development Services

Not all persons convicted of a felony offense in Ohio are sentenced to state prisons. Some are fined and others are given short terms to be served in county jails. About half those convicted each year are placed on probation.

Although probation is chiefly a function of the courts in each of the state's counties, the Adult Parole Authority operates a probation development program to aid the courts in making greater use of probation, thereby avoiding the costly imprisonment of offenders who do not require confinement in a correctional institution.

Probation development services were provided to courts in 55 of Ohio's 88 counties during fiscal year 1976, the same as the year before.

The services included supervising offenders placed on probation by

local courts and providing the courts with presentence investigations (background reports used to determine whether offenders should be placed on probation).

During fiscal year 1976, 5,191 presentence investigations were provided under the probation development program, and at the end of the fiscal year state probation officers were supervising a total of 3,455 offenders placed on probation by local courts.

In the map below, shading indicates those counties receiving probation development services during fiscal year 1976.



Source: Adult Parole Authority Department of Rehabilitation and Correction

### **Community Correctional Programs**

A number of programs are operated by the Adult Parole Authority to assist offenders who are on parole and probation throughout Ohio in successfully returning to society.

With the expansion of the programs in recent years, it was decided that a separate unit was needed to insure proper administration and coordination of the community related services. Consequently, a new Bureau of Community Services was established within the Division of Parole and Community Services at the end of fiscal year 1976 to oversee operation of the programs.

The programs, designed to ease the transition from prison to life in the community for those offenders released on parole and to provide the necessary assistance to enable offenders on probation to complete their probationary period successfully, include:

• The Educational-Vocational Furlough Program permits selected inmates to be released from prison, usually six months prior to parole, to take part in educational programs or public works employment. In fiscal year 1976, 226 inmates were released under the furlough program.

• The Halfway House Program provides housing and counseling services to paroled offenders and some probationers. In fiscal year 1976, the correctional department contracted with the owners and operators of 24 private halfway houses throughout the state to provide services for 1,320 offenders, including 1,180 parolees and probationers and 140 inmates participating in the Educational-Vocational Furlough Program.

• The Reintegration Centers Program diverts technical parole violators and some prison inmates from prolonged and costly imprisonment by providing a strict regimen of activities and supervision within the community. During 1976, the centers, located in Cincinnati. Columbus and Cleveland, served a total of 417 offenders, with 37, or nine percent of those taking part, being returned to correctional facilities because they failed to adjust or reverted to criminal activity.

• The Plan for Action Program identifies hard-core unemployed parolees and provides them with a five-week crash course in how to find and keep a job. In fiscal year 1976, approximately 1,000 parolees took part in the program. Despite the poor job market resulting from the national economic slump, 46 percent of those in the program were placed in full-time jobs earning an average of \$2.83 an hour. In addition, 78 percent of those in the program successfully returned to the community on parole.

• The Parole Office Aide Program gives selected ex-offenders the opportunity for employment assisting parole officers in supervising and counseling parolees. Since the program began in 1972, 37 ex-offenders have been hired as parole officer aides, with a number being promoted to work as parole officers and correctional counselors.

• The Specialized Drug Treatment Services Program, operated in conjunction with the Ohio Bureau of Drug Abuse, provides intensive supervision and assistance for parolees with a history of drug abuse. In 1976, the first year of the program, 375 parolees were provided services, with 76 percent of those involved still under parole supervision at the end of the year. Ten percent successfully completed the program during the year, while 14 percent encountered major difficulties while under supervision.

## Bureau of Adult Detention Facilities and Services

A new Bureau of Adult Detention Facilities and Services, financed by federal grants totaling approximately \$150,000, was established within the Division of Parole and Community Services during fiscal year 1976.

The bureau is working with county and city officials throughout Ohio in an effort to develop uniform minimum standards of operation for the more than 400 city and county jails and workhouses in the state.

Development of the standards is considered the first step toward an overall evaluation of the facilities to determine improvements that may be necessary in order to bring them up to appropriate levels of operation.

Legislation that created the corrections department in 1972 gave the agency responsibility for investigating and supervising the local facilities, but no action was taken in the area due to a lack of funds. Receipt of the federal grants, however, made possible establishment of the new bureau.

The bureau will not be a regulatory agency attempting to supersede the authority of local officials in operating jails and workhouses. Instead, the agency is intended to serve as a coordinator of information on jail and workhouse operations and will attempt to assist local officials in obtaining technical assistance that may be needed in upgrading the facilities.

# FINANCIAL OPERATIONS

The following tables, compiled by the Division of Business Administration, comprise a statement of operating expenditures and related data for the Department of Rehabilitation and Correction during fiscal year 1976. The names of correctional institutions are abbreviated in the tables as follows: Chillicothe Correctional Institute, CCI; Correctional Medical Center, CMC (now the Correctional Medical and Reception Center); Lebanon Correctional Institution, LeCI; London Correctional Institution, LoCI; Marion Correctional Institution, MCI; Ohio Reformatory for Women (Marysville), ORW; Ohio State Reformatory (Mansfield), OSR; Southern Ohio Correctional Facility (Lucasville), SOCF.

## OPERATING EXPENDITURES BY APPROPRIATION UNIT FISCAL YEAR 1976

1976 Major Program Area Expenditures	Approximate Percent of Total
Administration	2.5%
Treatment\$ 9,589,581	15.8%
Custody	31.2%
Operations	37.1%
Education	2.8%
Community Programs	10.3%
Employee Training	<u>0.3%</u>
Total\$60,766,840	100.0%

SOURCE: Division of Business Administration Department of Rehabilitation and Correction

## OPERATING EXPENDITURES BY INSTITUTION FOR MAJOR AREAS FISCAL YEAR 1976

	Personal Services	Maintenance	Equipment	Special Purposes	Total
Central Office	\$ 1,377,364	\$ 347,091	\$ 2,243	\$ 2,510,000	\$ 4,236,698
Parole & Community					
Services	\$ 5,127,331	\$ 1,071,546	\$ 4,654	\$ 848,000	\$ 7,051,531
CCI	\$ 5,959,339	\$ 1,784,012	\$ 34,333	\$	\$ 7,777,684
CMC	\$ 2,608,570	\$ 1,045,552	\$ 17,902	\$ 26,000	\$ 3,698,024
LeCI	\$ 4,342,294	\$ 1,894,992	\$ 58,926	\$	\$ 6,296,212
LoCI	\$ 3,994,872	\$ 1,942,006	\$ 37,422	\$	\$ 5,974,300
MCI	\$ 4,035,996	\$ 1,729,227	\$ 35,098	\$	\$ 5,800,321
ORW	\$ 2,325,567	\$ 652,228	\$ 32,810	\$	\$ 3,010,605
OSR	\$ 5,705,768	\$ 2,391,287	\$ 62,529	\$	\$ 8,159,584
SOCF	\$ 6,700,104	\$ 2,022,164	\$ 39,613	\$	\$ 8,761,881
Total	\$42,177,205	\$ 14,880,105	\$325,530	\$ 3,384,000	\$60,766,840

SOURCE: Division of Business Administration Department of Rehabilitation and Correction

## SUMMARY DATA REPORT FISCAL YEAR 1976

	Average Number of State-Funded Employees	Average Daily Inmate Population	Inmates Per Employee	General Operating Costs	Annual Cost Per Inmate	Daíly Cost Per Inmate
Central Office	76.0			\$ 4,236,698		
Parole & Community Services	380,3			\$ 7,051,531		
CCI	437.0	1,529	3.50	\$ 7,777,684	\$ 5,087	\$13.94
CMC	162.4	220	1,35	\$ 3,698,024	\$16,691	\$45.73
LeCI	302.5	1,901	6.28	\$ 6,296,212	\$ 3,312	\$ 9.07
LoCI	285.6	1,640	5.74	\$ 5,974,300	\$ 3,643	\$ 9.98
MCI	271.3	1,322	4.87	\$ 5,800,321	\$ 4,388	\$12.02
ORW	166 <i>.</i> 3	445	2.68	\$ 3,010,605	\$ 6,765	\$18.53
OSR	401,4	2,506	6.24	\$ 8,159,584	\$ 3,256	\$ 8.92
SOCF	506.1	1,870	3.69	\$ 8,761,881	\$ 4,685	\$12.83
Total	2,988.9	11,433	4.51	\$60,766,840	\$ 4,574	\$12.53

SOURCE:

Division of Business Administration Department of Rehabilitation and Correction

## FEDERAL FUNDING

During fiscal year 1976, the Department of Rehabilitation and Correction received support from agencies of the Federal Government totaling \$4,661,545.

**Employment and Training Programs:** Federal funds in the amount of \$150,000 were provided by the Law Enforcement Assistance Administration (LEAA) for staff development training and education. During fiscal year 1976, approximately 70,688 man-hours of training took place.

An LEAA grant of \$16,666 was used to recruit minority group persons for employment in correctional institutions during 1976 as a part of the Department's efforts to provide equal employment opportunities.

Special compensation funding permitted prospective employees to receive on-the-job training under the Concentrated Employment and Training Act. Total fiscal year expenditure for the training was approximately \$1,767,384 with an additional \$250,000 being used for training of inmates in various vocational areas.

A program providing specialized training in preventing and dealing with prison disturbances which was begun in 1974 under a special two-year LEAA grant of \$93,000 was completed. The program provided training to selected groups of institutional personnel and resulted in development of a disturbance prevention and control manual.

Institutional Programs: A grant totaling \$120,051 was awarded under the Elementary and Secondary Education Act to finance instruction in basic educational skills for inmates under the age of 21 who met requirements of the Orphans, Neglected Children and Delinquent Act.

An LEAA grant of \$48,402 financed instruction in basic reading, writing and math skills for inmates achieving below the eight. grade level.

A total of \$66,179 was provided under the Adult Basic Education Act to provide instruction enabling inmates to increase their level of education through high school.

A special \$10,973 grant in federal educational funds financed an institutional teacher evaluation project at the Lebanon Correctional Institution with 30 instructors participating in the program.

An LEAA grant provided \$50,754 to finance a program to train inmates in food services and small engine repair at the Chillicothe Correctional Institute.

A grant of \$27,458 was provided under the Supplemental Training for the Disadvantaged law to finance instruction for inmates in business data processing and business machine operation.

An LEAA grant of \$150,000 permitted continuation of the Reformatory Community Reintegration Project, providing educational and vocational instruction for approximately 178 inmates in community vocational schools and colleges.

A total of \$57,000 was provided under the Library Services and Construction Act for the purchase of library books and library supplies and equipment for use by inmates in each correctional institution.

An LEAA grant of \$66,666 continued to finance employment of a volunteer coordinator for each institution. This program provides inmates with outside contact with various private and non-profit organizations that provide different kinds of programming on a volunteer basis.

An LEAA grant totaling \$166,581 was awarded to finance development of a geriatric treatment program at the Correctional Medical and Reception Center in Columbus. The program will provide special medical and social services to assist aged and infirm prison inmates.

Operation of a drug treatment program for inmates was continued during fiscal year 1976 under a \$210,000 grant from LEAA.

An LEAA grant of \$12,827 continued financing of an anti-alcohol education program for a selected group of inmates during 1976.

An LEAA grant of \$137,192 was provided in 1976 for the continuance of a behavior treatment program for psychiatrically disturbed inmates at the Chillicothe Correctional Institute.

Parole and Release Programs: A grant of \$86,625 continued operation of the Parole Officer Aide Program in 1976. Under the program, selected former prison inmates are employed to assist parole officers. During the year, 16 ex-offenders were employed in the program and assisted parole officers in handling a total of 1,500 parolees throughout the state.

An LEAA grant amounting to \$100,000 financed the employment of five parole board hearing officers, who assisted members of the Ohio Parole Board in conducting hearings for inmates eligible for release.

Federal funds totaling \$36,250 were made available to the Department during the last half of fiscal year 1976 to make possible the employment of attorneys to represent the Department at on-site and parole revocation hearings.

**Probation Services:** LEAA funds totaling \$235,000 were used in 1976 to finance continued operation of the Department's program providing assistance to probation departments in 55 of Ohio's 88 counties. The assistance included aid in development of county probation programs

and probation officers to help counties supervise offenders released on probation by local courts.

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A special two-year program financed by a \$250,000 LEAA grant was completed in fiscal year 1976. The program was designed to demonstrate the effectiveness of employing probation officers in selected urban and rural areas throughout the state to serve as coordinators of available social service agencies. Probation officers participating in the project provided additional services to offenders on probation by directing them to agencies which could meet their specific needs.

**Community Corrections:** A federal grant of \$150,000 provided for continued operation of Community Reintegration Centers in Columbus, Cleveland and Cincinnati, which provide programming designed to divert technical parole violators from further institutional confinement. The centers served 417 such offenders in 1976.

Federal funds totaling \$137,192 financed operation of the Vocational-Educational Furlough Program during 1976. The program enables selected prison inmates to be released from institutions shortly before their parole in order to attend academic or vocational education programs, or accept public works employment. A total of 226 inmates were released under the program in 1976.

An LEAA grant of \$49,174 during the second half of fiscal year 1976 financed establishment of the Bureau of Adult Detention Facilities and Services within the Department's Division of Parole and Community Services. The bureau is working with city and county officials throughout the state to develop uniform minimum standards of operation for city and county jails and workhouses.

Federal funds totaling \$29,315 assisted in operation of the Halfway House for Women Program in 1976, providing housing and related services for 55 female offenders during the year.

A grant of \$31,666 was awarded to finance the Man-To-Man Project in 1976. Under the program, citizens are recruited to visit and develop relationships with incarcerated offenders in order to enable the offenders to develop community ties prior to their release from prison.

# OHIO PENAL INDUSTRIES

The Ohio Penal Industries (OPI) complex consists of a central office and a number of factories and shops located in the state's seven adult correctional institutions.

OPI operates under the direction of an administrator within the Division of Business Administration. All financial and sales transactions, budgets, planning, policies and necessary controls are administered by the OPI central office.

'The OPI program provides job training and encourages the development of work habits among prison inmates to enable them to develop a marketable skill which will help them return to society as responsible and productive citizens. Under the program, inmates are employed in shops and factories throughout the prison system to produce a variety of products which are sold to state, county and municipal governmental agencies.

During fiscal year 1976 the number of OPI shops increased from 22 to 25, and additional industries were being planned for future expansion to accomodate the increasing number of Ohio prison inmates.

Net sales during the fiscal year totaled \$11,630,726, an increase of 32 percent over 1975. The increase enabled OPI to show a profit of \$418,916 for fiscal year 1976.

A number of factories showed significant increases in sales during the year, including the license tag shop at Lebanon Correctional Institution, the garment shop in the Marion Correctional Institution, the furniture factory at the Ohio State Reformatory, the shoe factory at the Southern Ohio Correctional Facility, and the mattress factory at the Chillicothe Correctional Institute.

At the end of the fiscal year, a total of 1,694 inmates were employed in OPI shops throughout the correctional system, an increase over the 1,514 prisoners employed in the shops at the same time in 1975.

On the following pages are a consolidated balance sheet as of June 30, 1976, a consolidated profit and loss statement for the fiscal year and a listing of the number of inmates employed in OPI shops at the end of fiscal year 1976 compared to 1975.

## CONSOLIDATED BALANCE SHEET FISCAL YEAR 1976

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Current Assets:		
Cash-Treasurer of State\$ (392,879.38) Accounts Receivable		
Balancing Account ,		
Contingent Fund\$ 215,000.00		
Inventories\$ 3,113,082.20		
Prepaid & Deferrad Expense <u>\$ 242,704.86</u>		
Total Current Assets \$ 4,054,395.71		
Fixed Assets:		
Furniture & Fixtures     \$ 64,152.20       Motor Vehicles     \$ 62,315.63       Machinery & Equipment     \$ 3,630,532.95       General Plant Equipment     \$ 473,206.79       Building & Improvements     \$ 481,720.27       Reserve for Depreciation     \$ (2,671,083.83)		
Total Fixed Assets <u>\$2,040,844.01</u>		
Total Assets \$ 6,095,239.72		
LIABILITIES AND INVESTMENTS		
Accounts Payable\$		
Earned Prisoners' Compensation <u>\$ 1,336,855.46</u>		
Total Liabilities		
Surplus\$ 1,048,313.10		
Investments		
Total Liabilities and Investments\$ 6,095,239.72		
Source: Ohio Penal Industries Department of Rehabilitation and Correction		

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## CONSOLIDATED PROFIT AND LOSS STATEMENT FISCAL YEAR 1976

TISOAL TEAT 10.0	
Gross Sales	100.3%
Less: Freight on Sales\$ 26,693.16	
Returns and Allowances \$ 11,003.66 37,696.82	0.3%
Net Sales \$ 11,630,726.87	100.0%
Less Cost of Goods Soid \$ 7,686,561.09	66.1%
Gross Profit\$ 3,944,165.78	33.9%
Operating Expense: Salaries\$ 1,172,600.99	
Professional Services\$ 11,678.62	
Prisoners' Compensation \$ 302.67	
Heat, Light & Power	
Telephone & Telegraph	
Travel\$ 650.20	
Office Supplies	
Postage \$ 17.87	
Plant Oils & Lubricants \$ 885.49	
Boiler Fuel	
Motor Vehicle Supplies \$ 435.38	
Motor Vehicle Repairs	
Machine & Equipment Repairs \$ 99,122.24	
Miscellaneous\$ 4,266.13	
Rents & Royalties\$ 55,018.75	
Depreciation \$ 135,173.09	
Packing & Shipping\$ 191,538.42	
Building Repairs \$ 27,672.23	
Shop Tool Expense\$ 26,033.47	
Payroll Taxes\$ 210,526.19	
Catalogs & Price Lists	
Factory Supplies Expense <u>\$ 61,791.71</u>	
Total Operating Expense	24.4%
Profit or Loss Operations\$ 1,107,004.55	9.5%
Plus Other Income	.5%
Less: Other Expenses	
Administration Expense \$ 416,122.59	
Central Office Allocation \$ 270,628.13	
Selling Expense	
Total Other Expenses	6.4%
Net Profit or Loss	3.6%
Source: Ohio Penal Industries	
Designment of Republication and Correction	

Department of Rehabilitation and Correction

HISCAL TE	ARS 1975-76	
	1976	Fiscal Year 1975
Chillicothe Correctional Institute	1070	1979
Tobacco	43	19
Print	••	32
Mattress Modification	13	7
Dental	155	60
	15	14 14 14 12 14 14 14 14 14 14 14 14 14 14 14 14 14
	otal	118
Lebanon Correctional Institution		
License Plates	290	344
Bed	114	67
Sign Brogramming (Discontinue I)	105	54
Programming (Discontinued)		54
	otal	519
London Correctional Institution		
Brush	40	35
Shirt	215	172
Soap	77	69
To	otal	276
Marion Correctional Institution		
Chair	58	73
Metal	48	78
Garment	42	
License Validation Stickers	_ 55	••
To	otal	151
Ohio State Reformatory		
Furniture	96	89
Clothing	59	97
Print	_29	23
То	tal	209
Ohio Reformatory for Women		
Sewing	38	
Key Punch	24	44
To	tal 62	<u>_24</u> 68
		00
Southern Ohio Correctional Facility		
Sheet Metal Print	31	26
Machine	. 35	43
Shoe	· 47	30
Ter	_ <u>65</u> tal	74
10	tal	173
Grand To	tal 1, 694	1 = 1 /
Source: Ohio Penal Industi		1,514
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## COMPARISON OF INMATES EMPLOYED FISCAL YEARS 1975-76

This report was prepared by the Public Information Office of the Ohio Department of Rehabilitation and Correction, 1050 Freeway Drive North, Columbus, Ohio 43229; Joe Ashley, Public Information Officer; Jill Nienberg, editorial and layout assistance; printed by the Ohio Penal Industries at the Southern Ohio Correctional Facility, Lucasville, Ohio.

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