

Annual Report

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DEPARTMENT OF REHABILITATION
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STATE OF OHIO



DEPARTMENT OF REHABILITATION AND CORRECTION

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Columbus, Ohio 43229
(614) 466-6190

JAMES A. RHODES, Governor

GEORGE F. DENTON, Director

The Honorable James A. Rhodes,
Governor of Ohio
Statehouse
Columbus, Ohio 43215

Dear Governor Rhodes:

Pursuant to Sections 5120.32, 5120.33 and 5120.35 of the Ohio Revised Code, the Annual Report of the Ohio Department of Rehabilitation and Correction for Fiscal Year 1977 is hereby submitted.

This report includes a financial statement of Departmental operations over the past fiscal year and a narrative summary of major activities and developments during this period.

Sincerely,

A handwritten signature in cursive script that reads "George F. Denton".
George F. Denton,
Director

GFD/gb

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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, *Superintendent*
Correctional Medical
and Reception Center

Roger T. Overberg, *Superintendent*
London Correctional Institution

E.P. Perini, *Superintendent*
Marion Correctional Institution



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. It came into official existence July 12, 1972.

Prior to that date, the correctional system was an arm of the Department of Mental Hygiene and Correction, which supervises state mental hospitals and institutions.

Because of increased growth in the correctional system, the State Legislature, in the early 1970's, decided to establish a separate agency with the sole responsibility to administer correctional services.

The Department employs approximately 3,600 persons throughout the state and is responsible for administration and operation of both the institutional and the community related phases of Ohio's adult correctional system.

It is designed to protect society from criminal activity by operating a correctional system that humanely controls the behavior of offenders and provides them with the experiences and opportunities to change their behavior so it is acceptable to society.

During fiscal year 1977, (July 1, 1976 - June 30, 1977), the Department was responsible for the daily supervision of an average of 24,000 offenders statewide, including 12,000 in the state's correctional institutions and another 12,000 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.

Major functions and responsibilities of the Department are divided among four divisions, each of which is headed by a Chief who reports to the Director through the Assistant Director. These divisions and their area of responsibility are as follows:

DIVISION OF INSTITUTIONS: Responsible for overall operation of the various correctional institutions and coordination of institutional rehabilitation services, including educational, medical, psychological, religious, security, social, and volunteer services.

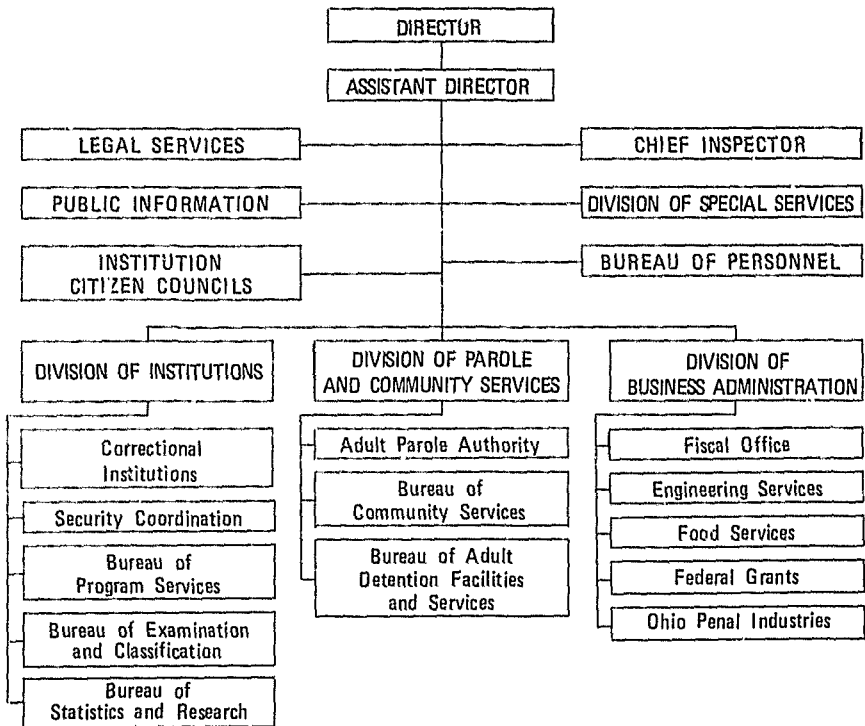
DIVISION OF PAROLE AND COMMUNITY SERVICES: Responsible for overall services provided through community-oriented correctional programs and facilities; includes the Adult Parole Authority, which consists of the Parole Board, parole supervision, and probation development, and community-based correctional services, such as halfway houses, reintegration centers and furlough programs.

DIVISION OF SPECIAL SERVICES: Responsible for the operation of the Department's inmate grievance procedure by monitoring operation of the system at the institutional level and handling appeals which reach the Central Office.

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, Federal Grants Programs and Ohio Penal Industries.

BUREAU OF PERSONNEL: Responsible for personnel management, employee training programs, labor relations, minority recruitment and Equal Employment Opportunity and Affirmative Action programs.

The organizational chart of the Department of Rehabilitation and Correction follows:



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 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.

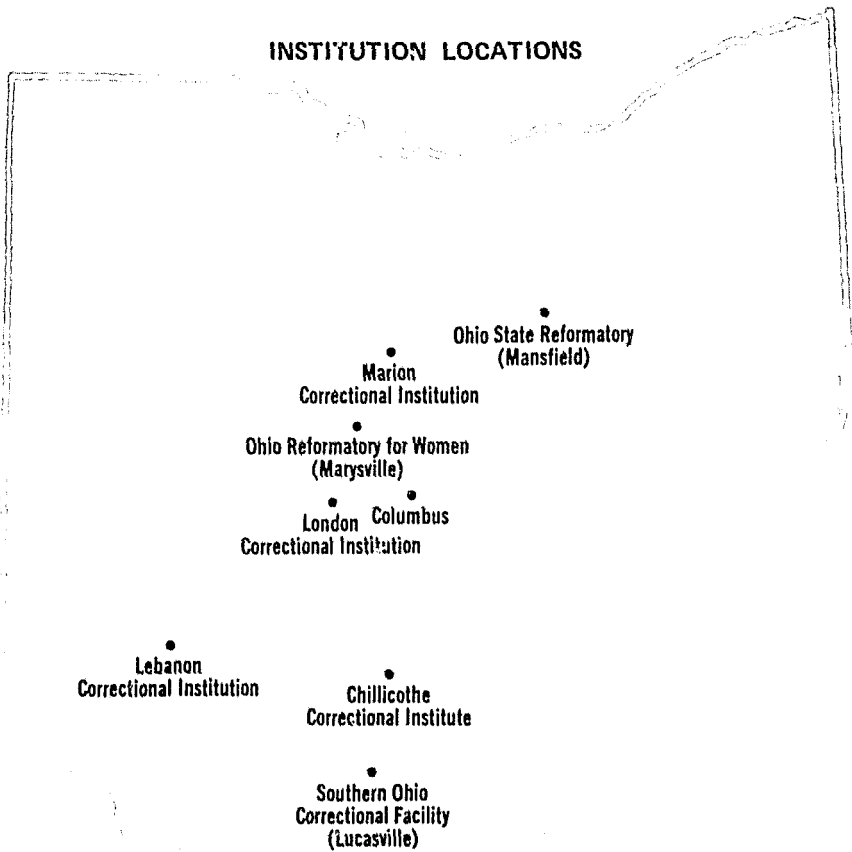
The Ohio Reformatory for Women is Ohio's only correctional institution for adult female offenders. Located on 260 acres of land just outside Marysville in Union County, the institution ranges from maximum- to minimum-security and houses both young first offenders and older repeat offenders. The facility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

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.

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.



INMATE MEDICAL SERVICE

Clinics in the Ohio prisons housing male inmates each handled over 20,000 regular sick call visits by prisoners during fiscal year 1977.

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 features a 100-bed hospital with facilities for limited surgery and a number of medical specialists on a contractual basis to operate 19 separate clinics.

In fiscal year 1977, James Hospital at CMRC recorded nearly 2,000 admissions; this figure was substantially higher than the 1,700 recorded during fiscal year 1976. Just under 200 male inmates received additional services through CMRC at private hospitals in the Columbus area.

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

By fiscal year's end, it appeared the department was getting closer to its eventual goal of closing James Hospital as a hospital, using it only as an infirmary and relying on public hospitals near state institutions for major surgery, similar to the system currently used at Marysville.

HOME FURLOUGH PROGRAM

The home furlough program which allows selected inmates to be released from prison for limited periods of time, successfully completed its second year of operation during fiscal year 1977.

Under the program, which went into operation July 1, 1975, non-dangerous, trustworthy inmates on honor status may be released without supervision for up to seven days for a number of rehabilitative purposes. Most inmates have used the visit to spend time with their families. Prisoners may also be granted furloughs to visit a sick relative, attend a funeral, arrange a parole plan or take part in community programs and service projects.

Since its inception July 1, 1975, 200 furloughs have been issued with no violations of the program reported.

This amazing record resulted in Director Denton hailing the project during the year as, "the most successful of any program in any other correctional system."

INMATE EDUCATION

With some inmates learning to read and write while other inmates were earning a two-year college degree, it cannot be disputed that the department's Ohio Central School System is very successful in meeting the diversified educational needs of the inmate population.

The need for educational programs in the institutions is indicated by population profiles which show that 72% of the inmates are high school dropouts. The need for diversity is indicated by the same profiles which show that the functional grade levels for inmates range from 0 to 12.

Programs of the Ohio Central School System were designed to serve this multiplicity of needs.

- **Adult Basic Education (ABE):** Using the individual learning approach, inmates functioning below the eighth grade level develop basic skills in English and math. This program also placed emphasis on attitude and social skill development.

- **General Education Development (GED):** Pertinent classes are conducted to prepare those inmates functioning above the eighth grade level to pass the high school equivalency examination.

- **High School:** Courses offered meet the requirements of the State Department of Education in awarding a high school diploma.

- **Vocational:** Over 23 different occupational programs enable residents to acquire the basic skills necessary to compete in the labor market.

- **Technical:** Various classes are conducted by personnel of technical schools located near the institutions.

- **College:** Two-year degree programs are conducted in the institutions by personnel of cooperating colleges adjacent to the correctional institutions. Participating colleges are: Wilmington College, Urbana College, Ashland College, Ohio University, Shawnee State College, Marion Technical College and Ohio State University-Marion Branch.

The average monthly school enrollment for the entire system for fiscal year 1977 was 2,874. During the year over 1,487 educational certificates were awarded:

	CCI	LeCI	LoCI	MCI	ORW	OSR	SOCF	TOTAL
General Education Development	101	110	91	78	49	88	69	586
High School Diploma	0	70	0	3	0	78	12	163
Vocational Certificate	17	117	91	99	63	238	45	670
College Degrees	0	20	22	0	9	2	15	68
TOTALS	118	317	204	180	121	406	141	1,487

RELIGIOUS SERVICES

The religious ministries in the institutions experienced an increased number of participants in the establishing of additional opportunities for religious expression as well as involvement. Religious groups were made more firm and supplemental interactions with community related religious bodies were increased. A confined person is able to choose from numerous religious expressions in the institutions and is able to be supported by community services in addition to the institutional resources.

Chaplains arranged their schedule of working hours, within the institutions, to provide, their presence and availability for as many hours of the day and week as humanly possible. Therefore, in the institutions, the Chaplains are available to the imprisoned persons seven days a week and as many as fourteen hours a day.

The training of community clergy, Theological seminary students, and interested persons of the religious community continued and was expanded to some extent. These foundations, which have been laid over recent years, are the prelude to the offering of formalized opportunities to provide, in the near future, accredited clinical Pastorial education and training.

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.

During the fiscal year, the councils met 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.

INMATE GRIEVANCE SYSTEM

Following a six month review by department staff and outside professionals in the second half of fiscal year 1976, the inmate grievance system was materially altered. Alterations included redefining the duties and functions of the Institutional Inspectors and the Chief Inspector, streamlining the grievance process in terms of time limits, and requiring close monitoring, evaluation and training. The revised Inmate Grievance System was implemented in January of 1977. During the first six months of operation, 1,139 grievances were filed and responded to throughout the department. There were 23 appeals responded to by the Chief Inspector. These figures represent a large increase over the previous fiscal year. The previous year's figures indicated 166 inmate grievances were handled, 141 at the institution level and 25 at the department level.

As in the past, inmate grievances were filed covering various areas of concern. The two areas representing the highest number of complaints were property and medical. Several departmental changes in policy and procedure have resulted from resolutions of inmate grievances.

During the first six months of operation, a Special Grievance Monitoring Committee was appointed to review and monitor the implementation and effectiveness of the revised Inmate Grievance Procedure. Their report, completed in June of 1977, showed overall satisfaction with the new system and its operation, but did recommend certain revisions of the administrative regulations to comport with actual practice. The revised regulations should be issued in fiscal year 1978.

COURT OF CLAIMS

The Court of Claims of Ohio was established January 1, 1975 by the Ohio General Assembly to provide a forum in which the various state agencies could be sued in accordance with the same rules of law applicable between private parties. Prior to that date, state agencies generally could not be sued.

Fiscal Year 1977 saw a dramatic increase in the number of lawsuits filed against the department. During 1975, 98 suits were filed naming the department or its institutions as defendants. During fiscal year 1977, 190 suits were filed. Of these, 143 were of the informal administrative variety, in which a clerk of the Court of Claims renders a decision without a hearing. There were 45 cases of the formal judicial variety with the possibility of full civil trials before a judge.

The 190 suits filed claimed a total of \$5,329,781 in damages. The largest claim was for \$1.5 million in a suit claiming negligence in the death of an asthmatic inmate at SOCF. The smallest claim was for \$3.95, the value of a corn cob pipe which was broken by a correction officer in an institution mail room.

Many of the cases filed during the fiscal year and previous years were resolved by court decisions or out-of-court settlement. This past fiscal year, 38 cases were dismissed.

Overall, the department paid \$39,603.26 to plaintiffs. Additionally, the department paid \$1,315.36 in court costs and incurred other expenses for expert witnesses and other defense preparation purposes.

EMPLOYEE TRAINING

Over 800 separate training sessions were conducted during fiscal year 1977 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 \$270,582, including \$130,028 in state funds and \$140,554 in federal funds made available through grants from the Law Enforcement Assistance Administration.

The sessions ranged in length from 30 minutes to a full week (40 hours) and were conducted at the individual correctional facilities and agency offices throughout the state, at the Ohio Correction Academy in Chillicothe, Ohio for the period 1 July 1976 through 31 March 1977, and then at the Ohio Peace Officer Training Academy, London, for the remainder of the fiscal year.

The programs conducted at the Academy in Chillicothe were primarily a one week session for correctional officers and a one week session for newly hired probation and parole officers. The training programs were expanded, at the time the transfer of centralized training was made from Chillicothe to the Ohio Peace Officer Training Academy, to include a series of specialized weapons training sessions for correctional officers, weapons qualification for probation and parole officers, and a series of mid-management training programs, 48 hours in length.

In all, the 804 training sessions conducted in fiscal year 1977 provided 87,699 hours of training, with a total of 8,234 registrants enrolled in the programs. On the average, each employee was registered in at least two training sessions during the year, with an average of 24 hours of training per employee.

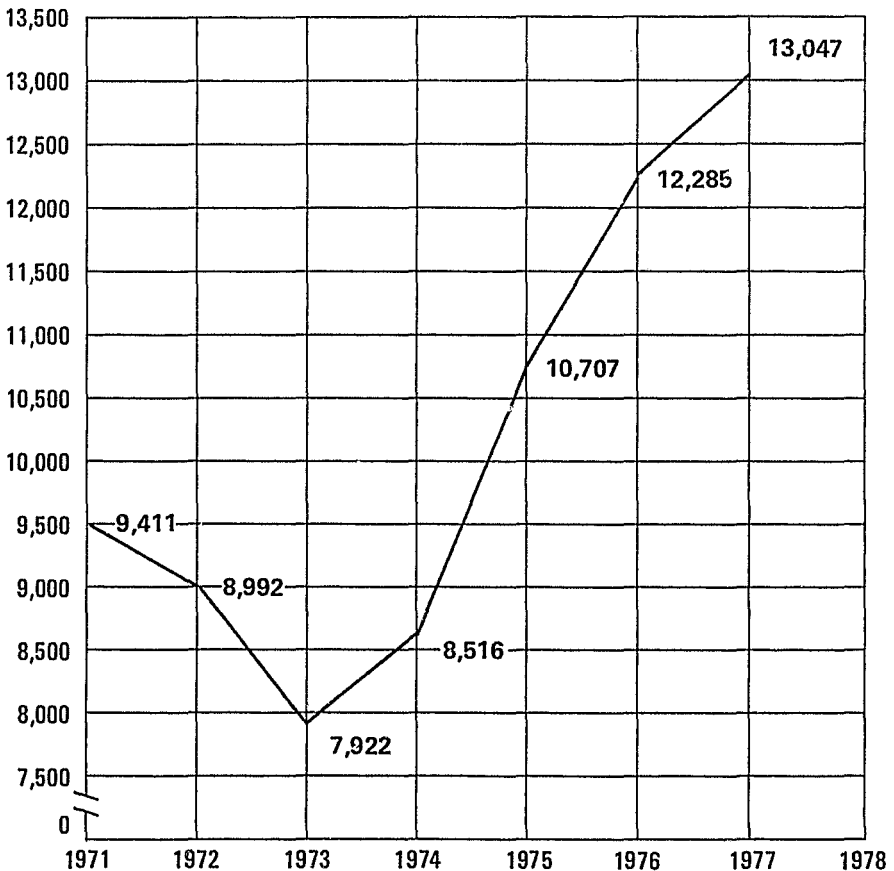
In addition, 59 "release time" applications were granted in the Department to permit employees to attend job-related courses at a number of Ohio colleges, universities, and technical schools.

THE PRISON POPULATION

For the fourth consecutive fiscal year, Ohio's prison population climbed during fiscal year 1977. The number of inmates in the state's correctional institutions went from 12,285 on July 1, 1976 to 13,047 on June 30, 1977, an increase of 762.

While it was an increase for the fourth year in a row, the increase was not as great as the increase reported during fiscal years 1974, 1975 and 1976. Still, the jump in the number of prisoners was enough to keep the growing prison population at the top of the Department's list of major problems.

The following chart, which shows the number of inmates on the last day of fiscal years 1971-1977, illustrates how the population has increased over the last four years, after being on the decline from 1965 through 1973.



The shortage of inmate housing space that developed in fiscal year 1975 because of the growing prison population continued to be a critical problem in 1977. The fiscal year was marked with continued double celling, while Federal District Judge Timothy Hogan in Cincinnati ordered the department to formulate alternatives to eliminate double celling at Lucasville. By the end of the fiscal year, those alternatives were being prepared for the court.

The statewide prison population reached 13,263 in May, 1977 breaking the previous record high of 12,060, set in April of fiscal year 1976. However, the population has steadily declined since May 1977 and currently remains rather stable averaging about 13,000.

Despite the obvious need for additional prison facilities to provide more housing space and replace antiquated institutions still in operation, efforts to obtain additional funding for construction through the legislature were unsuccessful in fiscal year 1977.

1977 PRISON COMMITMENTS

The increase in prison commitments continued to head the list of reasons behind the rising Ohio prison population in fiscal year 1977.

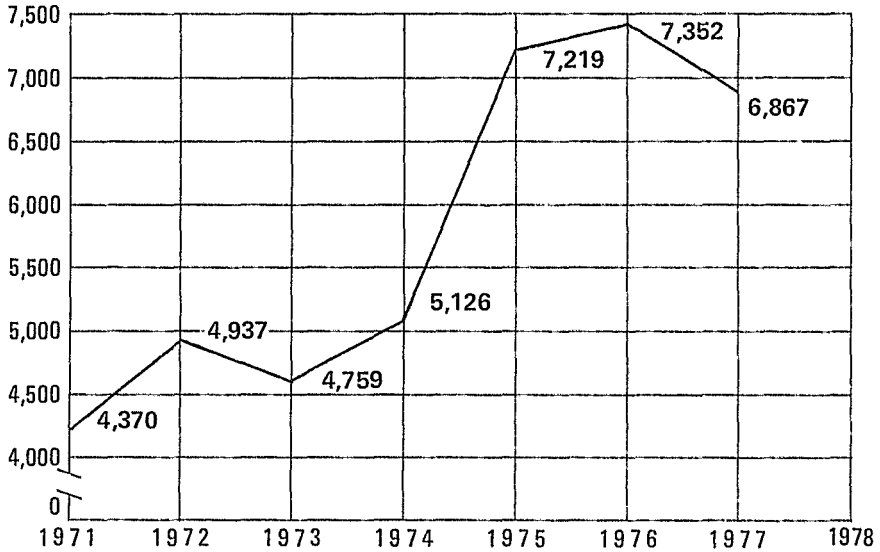
For the first time in two years, however, commitments dipped below the 7,000 figure. Only 6,867 prisoners were committed to state prisons during the year, compared with last year's record high of 7,352 and the 7,219 figure recorded during fiscal year 1975. Still, 1977's commitment figure of 6,867 is far higher than the figures reported for the first half of this decade, when commitments averaged less than 4,800 per year.

Over 75% of those committed to institutions during fiscal year 1978 were being sent to prison for the first time as adults, although many may have previously been confined as youths under the Ohio Youth Commission. Of the 6,867 committed, 4,896 were processed for the first time. There were 1,445 committed for the second time and only 526 inmates with three or more commitments.

The fiscal year saw a large increase in the number of male offenders under the age of 30 who were being sent to prison for the first time. The fiscal year 1978 total was 3,282, down slightly from a year ago, but far ahead of the number of repeat male offenders and those over the age of 30.

The number of female offenders committed to prison during fiscal year 1977 rose to 540, an increase of 70 over the previous year.

The following chart, which shows the number of persons committed to state prisons in fiscal years 1971–1977, illustrates the sharp increase during fiscal years 1975 and 1976 and the decrease reported during fiscal year 1977.



1977 COMMITMENTS BY COUNTY

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

The six counties and number of commitments from each were: Cuyahoga, 1,056; Hamilton, 926; Franklin, 807; Montgomery, 425; Summit, 385; and Lucas, 376. While these counties continue to send the largest number of people into the system, all the above figures are down considerably when compared to figures from a year ago.

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

Consequently, the total of the following list is higher than the actual number of persons committed to prison in 1977, and the number of commitments shown for individual counties is in some cases slightly higher than the actual number received.

COUNTY	NUMBER	PERCENT	COUNTY	NUMBER	PERCENT
Adams	4	.06	Licking	64	.94
Allen	114	1.68	Logan	32	.47
Ashland	13	.19	Lorain	120	1.77
Ashtabula	31	.46	Lucas	376	5.53
Athens	24	.35	Madison	8	.12
Auglaize	57	.84	Mahoning	97	1.43
Belmont	16	.24	Marion	69	1.02
Brown	8	.12	Medina	44	.65
Butler	103	1.52	Meigs	32	.47
Carroll	9	.13	Mercer	12	.18
Champaign	18	.26	Miami	62	.91
Clark	127	1.87	Monroe	2	.03
Clermont	81	1.19	Montgomery	425	6.26
Clinton	38	.56	Morgan	2	.03
Columbiana	50	.74	Morrow	14	.21
Coshocton	5	.07	Muskingum	95	1.40
Crawford	20	.29	Noble	3	.04
Cuyahoga	1,056	15.54	Ottawa	10	.15
Drake	25	.37	Paulding	11	.16
Defiance	25	.37	Perry	33	.49
Delaware	35	.52	Pickaway	55	.81
Erie	38	.56	Pike	13	.19
Fairfield	68	1.00	Portage	50	.74
Fayette	38	.56	Preble	32	.47
Franklin	807	11.88	Putnam	18	.27
Fulton	12	.18	Richland	65	.96
Gallia	13	.19	Ross	46	.68
Geauga	17	.25	Sandusky	26	.38
Greene	56	.82	Scioto	28	.41
Guernsey	34	.50	Seneca	45	.66
Hamilton	926	13.63	Shelby	28	.41
Hancock	47	.69	Stark	162	2.38
Hardin	19	.28	Summit	385	5.67
Harrison	7	.10	Trumbull	68	1.00
Henry	11	.16	Tuscarawas	27	.40
Highland	20	.29	Union	22	.32
Hocking	13	.19	Van Wert	7	.10
Holmes	7	.10	Vinton	4	.06
Huron	18	.27	Warren	38	.56
Jackson	16	.24	Washington	36	.53
Jefferson	18	.27	Wayne	37	.55
Knox	8	.12	Williams	20	.29
Lake	69	1.02	Wood	50	.74
Lawrence	14	.21	Wyandot	10	.15

1977 COMMITMENTS BY OFFENSE

A breakdown of Ohio's 1977 prison commitments by offense shows breaking and entering was the crime for which the largest number of offenders, 890 or 13%, were sent to prison during the fiscal year.

The second largest number, 623 or 9%, were incarcerated for burglary, while 548 or 8%, were committed for aggravated robbery and another 516, or 7%, were imprisoned for theft.

These three categories of offenses alone were responsible for nearly one-third of the 6800 commitments to Ohio prisons in fiscal year 1977.

As in the preceding table, the next table on total commitments by offense shows a slightly higher number than the actual number committed and the numbers shown for various offenses are in some cases slightly higher than the actual number incarcerated for that offense.

Offense	1977 Commitments	Approximate Percent of Total
Breaking and Entering	890	13.10%
Aggravated Burglary	623	9.17%
Aggravated Robbery	548	8.07%
Other Robbery-Related Offenses	542	7.98%
Theft-Related Offenses (other than Grand Theft & Larceny)	516	7.20%
Drug Law Violations	456	6.71%
Receiving and Concealing Stolen Property	438	6.45%
Forgery, Fraud, Check-Related Offenses	433	6.38%
Grand Theft and Grand Larceny	399	5.88%
Burglary	275	4.05%
Aggravated Assault	184	2.71%
Firearm Law Violations	182	2.68%
Various Manslaughter Charges	173	2.54%
Felonious Assault	153	2.25%
Murder	159	2.35%
Death Sentence	32	.47%
Life Sentence	44	.65%
Other Homicides	83	1.23%
Rape	145	2.13%
Other Sex Offenses	127	1.87%
68 Miscellaneous Offenses	EACH LESS THAN 1% OF TOTAL	

Even though prison commitments were reduced during the fiscal year, correction department officials continued to voice their concern over the number of people still coming into the system.

Many of the facilities continue to be crowded and efforts to obtain money from the legislature for new facilities proved fruitless again during fiscal year 1977. Eventually, more facilities will be needed if commitments continue at their current rate and each year without increased funding from the legislature grows more crucial to the future of the Ohio penal system.

As for the reasons behind the commitments, rising crime rates, unemployment and improved prosecution conviction rates are major contributing factors, but just as important is the continued increase in 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.

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 for parole and determines whether they are to be released. The Board also considers the cases of inmates seeking clemency 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 supervisory services of probation officers to county probation departments in an effort to enable local courts to place offenders on probation when appropriate in lieu of sending them to state prisons. Probation officers also compile pre-sentence investigations to assist the court in determining an offender's sentence.

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

PAROLE BOARD ACTIVITIES

The Ohio Parole Board, assisted by the five parole hearing officers, conducted a total of 11,895 hearings during fiscal year 1977, compared to 10,780 hearings conducted in fiscal year 1976.

The number of 1977 hearings was over 1,100 more than the number conducted in 1976 and represents a substantial increase in the Parole Board's annual workload. The increase in the number of parole board hearings per year can be attributed to the continuing growth of the statewide prison population.

The following chart provides a breakdown of Ohio Parole Board activities during fiscal year 1977.

Total Regular Hearings	8,768
Paroles Granted	4,548
Cases Continued	4,220
Total "Shock Parole" Hearings	1,810
Paroles Granted	481
Paroles Denied	1,285
Cases Continued	44
Parole Revocation Hearings	916
Clemency Hearings	23
Educational-Vocational Furlough Hearings	378
Total 1977 Parole Board Hearings	11,895

Among Hearings conducted by the parole Board during the year were 8,768 regular parole hearings which resulted in the release of 4,548 offenders on parole. The figures compare to the 7,023 regular parole hearings conducted and the 3,915 paroles granted in 1976.

The Board also conducted a total of 1,810 "shock parole" hearings in 1977. Under the state's "shock parole" law, non-dangerous offenders serving their first prison term may be considered for parole after they have served six months of their sentence.

"Shock paroles" were granted to 481 offenders in 1977, while the remaining hearings resulted in 1,285 denials of "shock parole" and 44 continuances in which additional information was required.

The Parole Board conducted 916 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 23 clemency hearings during fiscal year 1977 involving offenders appealing to the Governor for a reduction in their sentence.

Hearings concerning inmates who were being considered for release under the Educational-Vocational Furlough Program totaled 378. Inmates approved for participation in the program are generally released from prison about six months prior to their parole eligibility in order to attend academic or vocational educational programs or accept public works employment.

PAROLE SUPERVISION

Ohio parole officers supervised a total of 12,264 paroled offenders over the course of fiscal year 1977.

The total includes 9,783 offenders who had been paroled from Ohio prisons and another 2,481 released from out-of-state institutions, and compares to a total of 11,527 parolees who were supervised in 1976.

The average parole officer caseload at the end of the year (June 30, 1977) was 65, an increase of four 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 9,783 Ohio parolees supervised throughout the year, final releases were granted to 2,549. Meanwhile, 892 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 of 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 1977, 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 1977, 5,066 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 4,280 offenders placed on probation by local courts.

In the map below, shading indicates those counties receiving probation development services during fiscal year 1977.



COMMUNITY CORRECTIONAL PROGRAMS

A number of programs are operated by the Adult Parole Authority to assist offenders who are on parole or 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, includes:

- **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 1977, 343 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 1977, the correctional department contracted with the owners and operators of 28 private halfway houses throughout the state to provide services for 496 offenders, including 224 parolees and 272 probationers.

- **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 1977, the centers, located in Cincinnati, Columbus and Cleveland, served a total of 435 offenders.

- **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 1977, 193 parolees took part in the program. Despite the poor job market resulting from the national economic slump, 42 percent of those in the program were placed in full-time jobs earning an average of \$3.33 an hour.

- **The Parole Officer 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.

Bureau Of Adult Detention Facilities And Services

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

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 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.

During fiscal year 1977, the bureau worked with county and city officials throughout Ohio to develop uniform minimum standards of operation for the more than 360 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.

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 1977. The names of the correctional institutions are abbreviated in the tables as follows: Chillicothe Correctional Institute, CCI; Correctional Medical and Reception Center, CMRC; 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, SOCF.

OPERATING EXPENDITURES BY APPROPRIATION UNIT FISCAL YEAR 1977

Major Program Area	1977 Expenditures	Approximate Percent of Total
Administration	\$ 1,413,431	2.3%
Treatment	9,462,918	15.5%
Custody	16,418,418	26.9%
Operations	24,196,416	39.7%
Education	1,861,901	3.1%
Community Programs	7,479,041	12.3%
Employee Training	<u>130,028</u>	<u>.2%</u>
Total	<u>\$60,962,153</u>	<u>100.0%</u>

**OPERATING EXPENDITURES BY INSTITUTION FOR MAJOR AREAS
FISCAL YEAR 1977**

	Personal Services	Maintenance	Equipment	Special Purposes	Total
Central Office	\$ 1,305,844	\$ 395,101	\$ 12,070	\$2,460,000	\$ 4,173,015
Parole & Community Services	5,665,070	1,161,527	2,260	1,154,000	7,982,857
CCI	5,028,677	1,710,742	29,184	-0-	6,768,603
CMRC	3,567,047	1,949,497	26,835	-0-	5,543,379
LeCI	4,199,782	1,947,442	38,157	-0-	6,185,381
LoCI	3,838,798	2,067,358	50,938	32,995	5,990,089
MCI	3,642,282	1,804,728	23,085	62,956	5,533,051
ORW	2,385,360	724,618	26,753	-0-	3,136,731
OSR	5,235,367	2,349,397	36,046	-0-	7,620,810
SOCF	5,786,206	2,222,787	19,244	-0-	8,028,237
Total	\$40,654,433	\$16,333,197	\$264,572	\$3,709,951	\$60,962,153

**SUMMARY DATA REPORT
FISCAL YEAR 1977**

	Average Number of State-Funded Employees	Average Daily Inmate Population	Inmates Per Employee	General Operating Costs	Annual Cost Per Inmate	Daily Cost Per Inmate
Central Office	67.8	-0-	-0-	\$ 2,782,010	-0-	-0-
Parole & Community Services	388.2	-0-	-0-	-0-	-0-	-0-
CCI	391.9	1,497	2.6	6,768,603	\$4,521.44	\$12.39
CMRC	258.0	862	3.0	5,543,379	6,430.83	17.62
LeCI	317.5	2,101	1.5	6,185,381	2,944.02	8.07
LoCI	296.0	1,705	1.7	5,990,089	3,513.78	9.63
MCI	290.5	1,368	2.1	5,533,051	4,044.63	11.08
ORW	171.7	535	3.2	3,136,731	5,863.05	16.06
OSR	407.6	2,473	1.6	7,620,810	3,081.61	8.44
SOCF	483.5	2,183	2.2	8,028,237	3,677.62	10.08
TOTAL	3,072.7	12,724	2.4	\$51,588,291*	\$4,054.41*	\$11.11*

* Formula for computation of Annual Cost Per Inmate and Daily Cost Per Inmate include General Operating Costs for the eight institutions plus two-thirds of the General Operating Costs for Central Office.

FEDERAL FUNDING

During fiscal year 1977, Federal funding to the Department of Rehabilitation and Correction amounted to \$4,662,028.85. These funds were used in the following areas:

STAFF DEVELOPMENT: Federal funds in the amount of \$193,210.96 were expended for correctional staff improvement. Of that amount \$155,580.66 was expended for training and education of correctional personnel; \$25,337.72 was expended in the area of minority staff recruitment and training; \$5,457.96 was used to evaluate the staff of departmental educational and vocational instructors and \$6,834.62 was spent on a riot control project that trained special contingency squads for prison disturbances and management training in methods to prevent and deal with riots.

INSTITUTIONAL SERVICES: A total of \$662,116.89 was expended in the area of Institutional Services. Of the total, \$45,868.04 was used to finance the continuation of a behavior treatment environment for the psychiatrically disturbed residents at the Chillicothe Correctional Institution; \$32,697.86 was spent for the renovation of the new reception center at the Correctional Medical and Reception Center, and \$3,549.90 was used to provide cameras and other identification equipment for the reception center.

A Geriatrics Treatment Program for approximately 100 elderly residents at the Central Medical Center was established with \$127,212.86. This project provided specialized social and medical treatment for the older inmates. Another \$146,535.58 was expended for an institutional drug treatment program. This project provides approximately 300 residents having histories of drug abuse with specialized education and detox programming. An additional \$27,975.93 was spent on alcohol education and rehabilitation, and \$65,364.30 was expended to provide inmates with outside contact with various private and non-profit organizations that provide different kinds of social programming on a volunteer basis.

A total of \$93,108.37 was expended in institutional programming for the improvement of detention centers. These funds were used to begin upgrading the condition of various detention centers in accordance with L.E.A.A. standards. Another \$79,804.05 was spent to convert all inmate records from card files and other cumbersome methods to microfilm.

COMMUNITY SERVICES PROGRAMS: The Department expended a total of \$1,027,304.21 in Federal funds for Community Services Programs. Of that amount \$24,024.01 was spent for the Talbert Halfway House for Women. This project provided both a pre-institution and post-institution residential guidance center for women 18 years or older who are on legal status (parole, probation, furlough and/or work release.)

A total of \$149,271.40 was made available for a structured community release project. This project enabled the Department of Correction to assist and monitor the conduct of released persons. The structured community was closely related to both furlough and halfway house programs. Another \$61,328.33 was expended for the continuation of the Revocation Adjudication Program. The RAP in accordance with recent court decisions such as Gagnon vs. Scarpelli and Morrissey vs. Brewer provided legal consultation for residents subjected to parole revocation hearings. The Ex-offender project was continued with \$92,584.46. This project employed eight (8) former offenders as Parole Officer Aides. Drawing from their backgrounds and personal experiences the eight ex-offenders provided an aide to the regular parole staff. Another \$46,631.56 in Federal assistance was used to fund the Impact Investigative Unit project. This project employed a specialized investigation unit to conduct pre-sentence investigation reports on drug offenders and to make recommendations for sentencing and rehabilitative plans. A total of \$3,841.37 was expended to support the Expanded Probation project which again was to expand and improve probation services for the Common Pleas Courts. An additional \$244,394.48 was spent for the continuation of the Directed Probation project. The thrust of this project was to retain state probation officers who are presently supplementing county probation services in urban areas throughout the state.

The amount of \$54,274.30 was expended to provide a Community Assistance to Probationers project. This project resulted in a reduction of recidivism among youthful probationers by identifying their individual needs through P.S.I.'s, diagnosis, and classifications, and placed additional emphasis on the probation officer's function as a community resource manager. A specialized Probation Caseload project was provided by an H.E.W. grant of \$79,994.17. Another \$154,541.54 was expended to continue the Community Reintegration Project. This program provided community services to both probation and parole violators, as well as technical furlough violators. This program has also demonstrated that community facilities can be established and successfully operated within the community and still provide a much needed service for the Criminal Justice system. The Man-to-Man project was funded with \$23,067.34. A total of \$93,351.25 was expended for the continuation of the Parole Board Hearing Officer project. This project funded an additional five (5) hearing officers to expand the capabilities of the Parole Board.

EDUCATIONAL PROGRAMS: A total of \$756,889.77 in Federal funds were expended for educational programming. Of that amount \$49,555.09 was spent to continue the Individualized Basic Education project that was directed to helping residents raise their educational achievement level; \$106,487.66 was used to operate the Adult Basic Education project; \$358,347.14 was expended for vocational instructions in welding, bricklaying, auto mechanics, auto body repair, carpentry, office machine repair, house wiring, meat cutting, appliance repair, and dental technology; \$31,001.90 was spent for a supplemental data processing project that provided instruction in data processing. A special \$124,414.94 O.N.D. grant was used to provide academic education for institutionalized persons under the age of 21 years. Another \$64,271.45 was expended for a L.S.C.A. library grant which provided library materials for all institutions. An additional \$22,811.59 was spent on the Reformatory Community Reintegration project which enabled residents to earn college credits at various branch universities.

PUBLIC EMPLOYMENT PROGRAMS: The Department of Rehabilitation and Correction spent \$1,995,971.90 for Concentrated Employment and Training Act Project which provided needed staff positions within the Department.

STUDIES AND RESEARCH: The Department also spent \$66,535.12 for studies and research projects. Of that amount \$33,735.12 was used to fund the Evaluation of Treatment and Reintegration Modalities as related to institutional classification and specialization. This project stressed the development of a behavioral typology for the institutional population.

An Employee Attitude Analysis was funded with \$30,000.00. This project was designed to contract for the administration of psychological examinations designed to describe any propensity for racism, sadism, and/or brutality at the Marion Correctional Institution to staff and/or on a pre-hire basis to candidates for staff positions. An additional \$2,800.00 was spent on an Inmate Grievance Model project.

OHIO PENAL INDUSTRIES

The Ohio Penal Industries (OPI) complex is comprised of 24 factories and shops, located in Ohio's seven adult correctional institutions, and a central office, warehouse and shipping facility, located at 900 Freeway Drive North, Columbus, Ohio.

The complete program is administered by the Division of Administrative and Fiscal Operations of the Ohio Department of Rehabilitation and Correction under the direction of a general manager. All financial and sales transactions, budgeting planning policies and necessary controls are administered from OPI's central office by a staff of 15 persons.

The Ohio Penal Industries operates under various Ohio codes which govern pricing, limit sales to state agencies and political sub-divisions, regulate printing, and control inmate wages and working conditions.

A large percentage of the men and women admitted to Ohio's prison system have few or no job skills which they could use to earn a living.

Many of them have never worked at any sort of job that provides a reasonable measure of economic security. Others have never developed the good work habits they will need to secure and hold a job. These are the individuals for whom the training provided by the Ohio Penal Industries is designed. Expressed another way, OPI seeks to provide the inmate with a skill that he can take into the job market and be reasonably sure that such a skill is in demand.

OPI training is on-the-job training which allows inmates to work in small shops and factories making products that OPI sells to other departments in Ohio state government and political sub-divisions.

OPI showed a net profit of \$655,832 in fiscal 1977; an increase of \$237,000 over last year. This profit increase is significant in that 1977 net sales were \$9,747,883, a decrease of \$1,883,000 from fiscal 1976.

Total net sales were down due mainly to fewer license plates being manufactured at the Lebanon Tag Shop. This was an "off year" for plates, with only new registrations and replacements being stamped. (A multi-year plate was made in 1976). Substantial increases were shown at the London Garment Shop, Marion Validation Plant, and Chillicothe Truck Modification Operation. Several other shops had small increases, which contributed to the overall increase.

No new factories were added during fiscal year 1977, but badly needed new or replacement machinery was purchased for several shops. We have been working to bring about efficiencies within our present shops, before expanding or adding new operations. This has resulted in more profit on less total sales, as reflected in the figures above.

The mattress operation at Chillicothe Correctional Institute was temporarily discontinued in April due to reconsideration of foam mattress materials. This will be replaced with a re-designed operation to include cotton and innerspring mattresses to be completed in the spring of 1978.

There were 1,828 inmates employed in the 24 shops as of June 30, 1977. This was an increase of 287 over 1976.

OHIO PENAL INDUSTRIES
CONSOLIDATED PROFIT AND LOSS STATEMENT
YEAR ENDING JUNE 30, 1977

Gross Sales	\$9,874,919.83	101.3%
Less: Freight on Sales	\$ 33,265.61	
Returns and Allowances	<u>93,770.76</u> <u>127,036.37</u>	.1%
Net Sales	\$9,747,883.46	100.0%
Less Cost of Goods Sold	<u>6,032,174.76</u>	61.9%
Gross Profit	\$3,715,708.70	38.1%
Operating Expense:		
Salaries	\$1,204,909.40	
Professional Services	167.55	
Prisoners' Compensation	---	
Heat, Light & Power	214,994.26	
Telephone & Telegraph	286.40	
Travel	696.44	
Office Supplies	5,827.56	
Postage	---	
Plant Oils & Lubricants	1,368.93	
Boiler Fuel	18,833.81	
Motor Vehicle Supplies	1,056.70	
Motor Vehicle Repairs	904.58	
Machine & Equipment Repairs	99,479.96	
Miscellaneous	5,609.74	
Rents & Royalties	53,763.49	
Depreciation	377,719.87	
Packing & Shipping	79,249.07	
Building Repairs	3,438.16	
Shop Tool Expense	6,908.20	
Payroll Taxes	218,622.19	
Catalogs & Price Lists	---	
Factory Supplies Expense	<u>56,447.41</u>	
Total Operating Expense	<u>\$2,350,283.72</u>	24.1%
Profit or Loss on Operations	\$1,365,424.98	14.0%
Plus Other Income	35,152.91	.3%
Less: Other Expenses		
Administration Expense	\$ 358,772.31	
Central Office Allocation	333,003.49	
Selling Expense	<u>52,969.99</u>	
Total Other Expenses	<u>\$ 744,745.79</u>	7.6%
Net Profit or Loss	\$ 655,832.10	6.7%

OHIO PENAL INDUSTRIES
Average Number of Residents by Shop

	1977	1976
Fiscal Year		
<u>O.S.R.</u>		
Furniture	98	105
Clothing	58	83
Print	<u>20</u>	<u>21</u>
Total	176	209
 <u>L.O.C.I.</u>		
Brush	30	37
Shirt	182	201
Soap	<u>60</u>	<u>68</u>
Total	272	306
 <u>O.R.W.</u>		
Sewing	40	36
Key Punch	<u>30</u>	<u>26</u>
Total	70	62
 <u>M.C.I.</u>		
Chair	62	81
Metal	65	71
Garment	38	17
Validation	<u>39</u>	<u>18</u>
Total	204	187
 <u>Leb.C.I.</u>		
Tag	260	234
Bed	109	86
Sign	<u>92</u>	<u>93</u>
Total	461	413
 <u>C.C.I.</u>		
Tobacco	51	31
Mattress	16	17
Modification	276	76
Dental	<u>16</u>	<u>11</u>
Total	359	135
 <u>S.O.C.F.</u>		
Sheet Metal	100*	53
Print	44	45
Machine	54	50
Shoe	81	81
Sign Shop	<u>7</u>	<u>----</u>
Total	286	229
Grand Total	1,828	1,541

* Extra Shifts

This report was prepared by the Public Information Office of the Ohio Department of Rehabilitation and Correction, 1050 Freeway Drive North, Columbus, Ohio 43229.

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