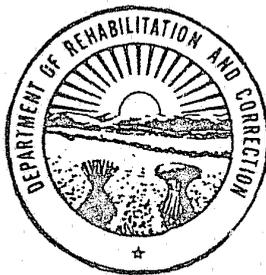


OHIO DEPARTMENT OF REHABILITATION
AND CORRECTION

DIVISION OF PAROLE AND
COMMUNITY SERVICES



ANNUAL REPORT
FISCAL YEAR 1977

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JUN 17 1980

ACQUISITIONS

James A. Rhodes, Governor
State of Ohio

George F. Denton, Director
Ohio Department of Rehabilitation and Correction

John W. Shoemaker, Acting Chief
Division of Parole and Community Services

John W. Shoemaker, Chief
Adult Parole Authority

Nick J. Sanborn, Administrator
Bureau of Adult Detention Facilities and Services

Nick Gatz, Administrator
Bureau of Community Services

Clarence W. Clark, Chairman
Parole Board

Harold E. Harris, Superintendent
Parole Supervision

George W. Farmer, Superintendent
Probation Development

Mary York, Superintendent
Administration and Research

GEORGE F. DENTON, DIRECTOR

JOHN W. SHOEMAKER, CHIEF

LETTER OF TRANSMITTAL

To the Honorable James A. Rhodes, Governor; George F. Denton, Director,
Department of Rehabilitation and Correction; and Members of the Legislature.

Complying with Section 5149.12 of the Ohio Revised Code, we submit the
Annual Report of the Division of Parole and Community Services for the fiscal
year ending June 30, 1977.

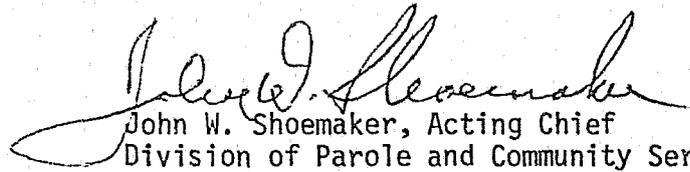

John W. Shoemaker, Acting Chief
Division of Parole and Community Services

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INTRODUCTION

At the end of fiscal year 1977, Ohio's prison population had reached 13,047. During the same year, the Division of Parole and Community Services granted 5,029 paroles, and supervised 9,783 Ohio parolees and 4,280 probationers.

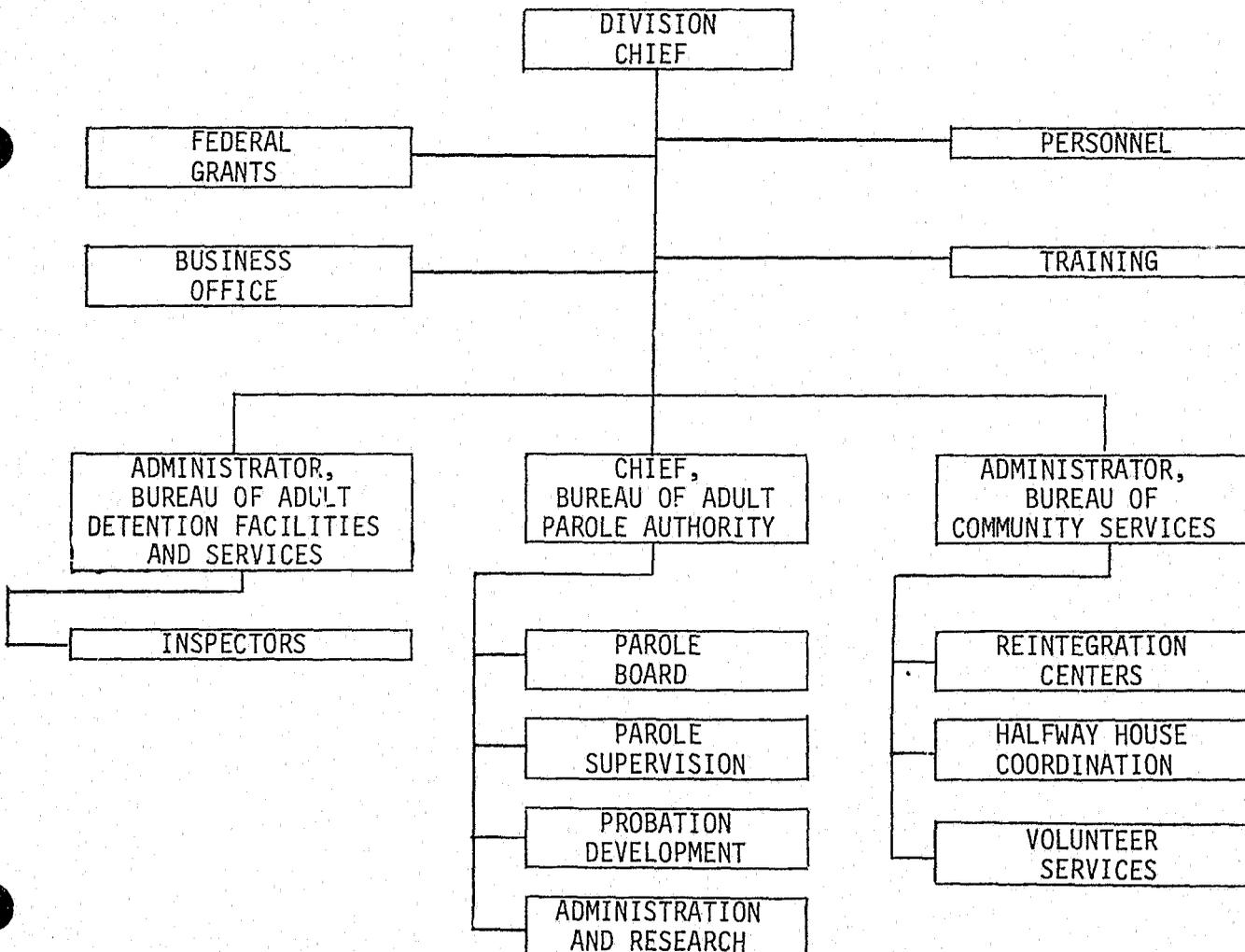
With a total agency staff of 479 during fiscal year 1977, the Division of Parole and Community Services administered many community correctional programs, some of which were maintaining a state-wide parole supervision program, providing probation services to 55 of Ohio's 88 counties, operating three reintegration centers, providing for the early release of inmates through the Vocational and Educational Furlough Program, and leading the development of uniform standards for adult detention facilities. Additionally, the Division has given special attention to various community services which benefit the reintegration of the offender into the community.

Working toward the goals of rehabilitating the adult offender, diverting offenders from needless and costly incarceration, and assuring the safety of the community, the Division of Parole and Community Services continues to plan, establish, and expand non-institutional correctional programs as alternatives to prison commitment.

ORGANIZATION
OF THE
DIVISION OF PAROLE AND COMMUNITY SERVICES

The Division of Parole and Community Services is one of four divisions within the Department of Rehabilitation and Correction. It is this division that is responsible for community based correctional programs, facilities, and services. Within the Division of Parole and Community Services are three bureaus-- the Adult Parole Authority, Community Services, and Adult Detention Facilities and Services, each headed by an administrator who reports to the Chief of the Division. Other Division offices include the Office of Budget and Fiscal Management, Personnel, Federal Grants, and Training.

ORGANIZATIONAL CHART
OF THE
DIVISION OF PAROLE AND COMMUNITY SERVICES



BUDGET AND FISCAL MANAGEMENT

This office is responsible for the Division's fiscal planning, budget preparation, and general business operations and maintenance. Expenditures for the Division during fiscal year 1977 was \$7,982,844.78, an increase of \$955,519.78 over the previous year's expenditures. The table below shows the Division's budget divided into five separate accounting categories:

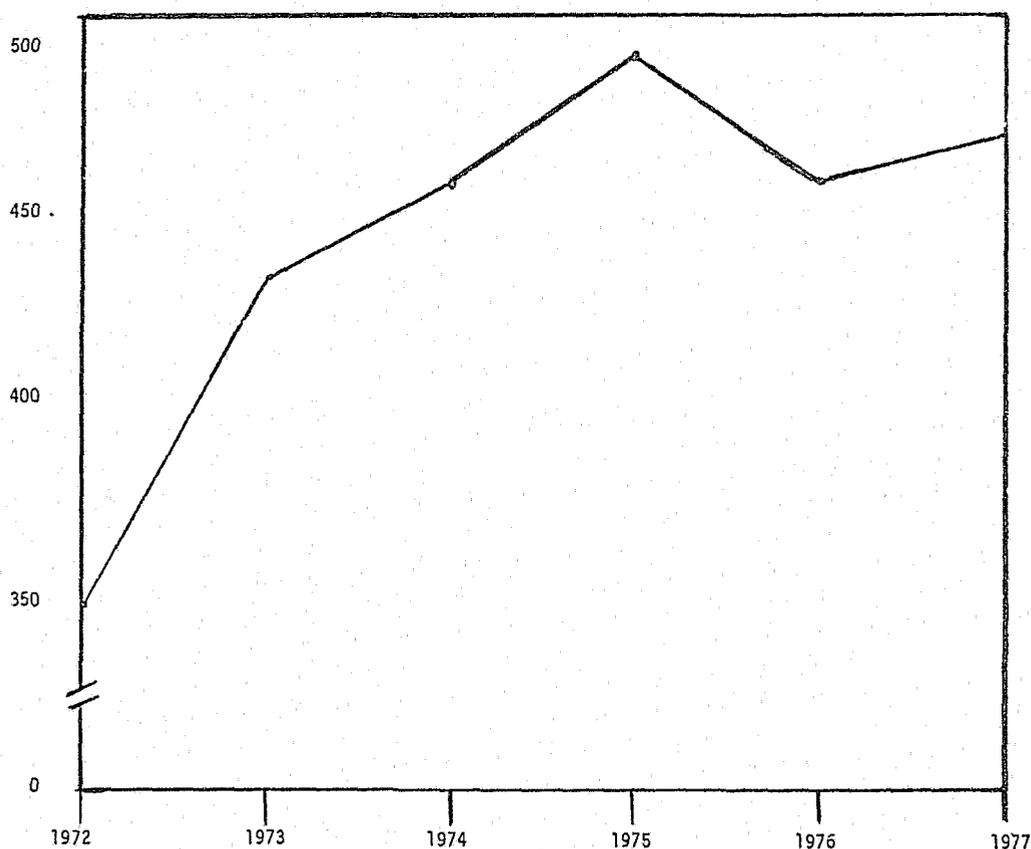
UNIT	PERSONAL SERVICES	MAINTENANCE	FOOD	EQUIPMENT	SPECIAL PURPOSE
Administrative	\$ 94,046.44	\$	\$	\$	\$
Administration and Research	214,071.33	175,809.72		242.19	
Probation	1,525,637.96	268,253.17			
Parole	2,399,632.84	513,609.04		1,317.22	
Furlough	36,880.23	8,430.00			194,033.70
Halfway House	19,465.39	10.00			959,954.30
Reintegration Centers	561,218.46	131,901.36	51,472.12	700.53	
Parole Board	714,923.59	12,041.30			
Bureau of Community Services	79,545.67				
Employee Education and Training	19,648.22				
TOTAL	\$5,665,070.13	\$1,110,054.59	\$51,472.12	\$2,259.94	\$1,153,988.00

Personnel

The personnel office performs functions such as payroll processing, employee attendance record keeping, employee counseling, job analysis, overseeing of grievance and disciplinary hearings, applicant recruiting and interviewing, and general personnel management. This office also administers employee benefit programs for the Division such as processing Workmen's Compensation claims, voluntary payroll deductions, and retirement forms.

During fiscal year 1977, utilizing both state and federally funded positions, the Division's personnel increased by 18, from 461 for the previous year to 479.

NUMBER OF PERSONNEL
FROM FISCAL YEARS 1972-77



The agency operated with a 21% turnover rate through resignations and retirements, which contributed to a constant 8 to 9% under authorized strength.

Federal- Grants

Through the enactment of the Omnibus Crime Control and Safe Streets Act of 1968, the Law Enforcement Assistance Administration of the Department of Justice was created to provide funds and guidance for state and local crime prevention and reduction programs, for correctional programs, and for overall improvement of the criminal justice system.

From the block grant awarded to the State of Ohio, the Division of Parole and Community Services received funds for nine grants totaling \$896,251.00 during fiscal year 1977. These grants are as follows:

<u>TITLE</u>	<u>PURPOSE</u>	<u>GRANT AWARD</u>	<u>LOCAL MATCH</u>	<u>STAFF FUNDED</u>
Structured Community Release	To facilitate the release into the community of offenders on parole or furlough by providing assistance in vocational, educational, medical, and employment services.	\$ 137,192	\$ 15,244	10
Directed Probation	To intensify state probation services in high crime areas by providing quality presentence investigations and supervision as a supplemental aid to metropolitan county probation staffs with high caseloads.	235,000	26,111	19
Improve Detention Centers	To quantify needs of short-term adult detention facilities and develop standards and monitoring procedures, and to provide technical assistance and training to managers of the facilities.	49,714	5,524	5
Using the Ex-Offender as a Parole Case Aide	To assist parole officers in supervision of parolees by providing unique insights into criminal behavior and counseling to crisis-type parolees.	86,625	9,625	8
Impact Investigative Unit	To conduct pre-sentence investigations of offenders convicted of drug and drug-related offenses.	61,240	6,805	5

<u>TITLE</u>	<u>PURPOSE</u>	<u>GRANT AWARD</u>	<u>LOCAL MATCH</u>	<u>STAFF FUNDED</u>
Revocation Adjudication Program	To provide impartial and legally trained hearing officers to conduct on- site hearings in compliance with court decisions regard- ing due process.	\$ 36,250	\$ 4,028	4
Parole Board Hearing Officers	To improve the quantitative and qualitative decision making capability of the Parole Board by partici- pation in the hearing of eligible parole cases.	100,000	11,111	4
Microfilm Conversion	To establish a modern and more efficient information system through the micro- filming of records and legal documents pertaining to parolees.	40,230	4,470	0
Reintegration Centers	To break the prison-parole- prison cycle by providing a structured environment and programs within the community for technical parole violators in lieu of institutional return.	150,000	16,667	7
TOTAL:		\$896,251	\$99,585	62

In addition to the above LEAA funded projects, the Division of Parole and Community Services was the recipient of a \$94,194.00 grant from the Department of Mental Health and Mental Retardation. The purpose of the grant was to fund drug specialists to give counseling and supportive services to the numerous drug abusers who end up in the criminal system.

Finally, the Comprehensive Employment and Training Act was responsible for additional manpower utilized as parole and probation officers throughout the state.

Training

The development and implementation of training goals for fiscal year 1977 concentrated on three areas: entrance training, firearms usage, and management. Results from the entrance training program support the supposition that an officer's initial training is critical to his/her success in the field.

Firearms training is given annually to qualify parole and probation officers in the use of firearms and safety practices.

At the management level, new courses in management by objectives, fiscal analysis, and employee evaluation procedures were introduced.

Goals for fiscal year 1978 include expanded management training, advanced programs in counseling, caseload management and supervision, weapons training, and jail and workhouse management.

BIUREAUS

The Adult Parole Authority

The Bureau of the Adult Parole Authority consists of four sections, each one having statutorily defined duties as follows:

Parole Supervision: Section 5149.04. *Persons paroled or conditionally pardoned shall be under the jurisdiction of the Adult Parole Authority and shall be supervised by the Parole Supervision Section through its staff of parole and field officers in such manner as to insure as nearly as possible the parolee's rehabilitation while at the same time providing maximum protection to the general public. All state and local officials shall furnish such information to the Parole Supervision Section as is requested by the Superintendent of the Section in the performance of his duties.*

Probation Development: Section 5149.06. *The primary duty of the Section on Probation Development and Supervision is to assist counties in developing their own probation services on either a single-county or multi-county basis. The Section may, however, within limits of available personnel and funds available, supervise probationers from local courts. The Probation Development and Supervision Section consists of a Superintendent of Probation and such other personnel as are necessary for performance of the Section's duties.*

Administration & Research: Section 5149.07. *The Section on Administration and Research shall have responsibility for maintaining personnel and fiscal records, preparation of budget requests, publications of the Adult Parole Authority, maintenance of central files and records pertaining to the work of the authority and for coordination of the authority's record keeping with that of other areas of the Department of Rehabilitation & Correction.*

The Administration & Research Section shall conduct research relative to the functioning of clemency, probation, and parole as part of the adult corrections program in this state, which research shall be designed to yield information upon which the Division of Parole and Community Services, the Department of Rehabilitation & Correction, the governor, and the general assembly can base policy decisions.

Parole Board: Section 5149.10. *The Parole Board shall consist of seven members, one of whom shall be designated as Chairman by the Director of the Department of Rehabilitation & Correction and who shall continue as Chairman until a successor is designated and such other personnel as are necessary for the orderly performance of the duties of the Board.*

Parole Supervision

The Parole Supervision Section is headed by a Superintendent and assisted by a Deputy. This section consists of a statewide but regionally divided network of parole supervision programs. Each of the five regions has a regional supervisor and consists of district offices headed by Unit Supervisors. These field supervisors, under the administrative authority of the Superintendent, oversee all programs of early release, and incorporate into supervision practices, programs relating to employment, community service delivery, educational and vocational furlough, specialized supervision, and community residential facilities.

During fiscal year 1977, this section, with a field staff of 95 parole officers, 9 specialized supervision officers, and 10 parole case aides, supervised a total of 9,783 Ohio parolees and 2,481 out-of-state parolees under the Interstate Compact. This is an increase of 737 offenders over fiscal year 1976. The average caseload per officer on June 30, 1977 was 65.

Parole officers make frequent face-to-face contacts with parolees, and assist them in finding employment, in obtaining community resources, and in resolving personal problems. In addition, parole officers have the power to arrest parolees who have violated the conditions of their release.

During fiscal year 1977, there were 892 parolees returned to prison, either for technical violations of their release or for commission of a new crime. On the other hand, 2,549 parolees were granted a final release from parole supervision during fiscal year 1977. A parolee serves a minimum of one year on parole with no violations before he is awarded a final release. Thus, of the 9,783 Ohio parolees supervised, 26% successfully completed their parole, as opposed to 9% who failed and were returned as parole violators. The remaining 65% were still on parole at the end of the fiscal year.

Besides field supervision, other components of this section contribute to the parole process and parole success. Among these are the Placement Office, the Case Review Unit, and the Interstate Compact Office.

Placement: The Placement Office coordinates institutional parole planning with the placement of parolees in the community. In addition, the office responds to all inquiries from inmates, their relatives, friends, and prospective employers. The following data shows the activity for fiscal year 1977:

In-State Placement	4,615
Out-of-State Placements	58
Total Placement	4,673
Detainers Processed	148
Special Conditions Processed	262

Case Review: Headquartered in Central Office, the case review unit receives all written communication from field officers and evaluates this material for the proper action required in final disposition of individual cases. An average of 150 to 200 pieces of correspondence are received daily which includes progress reports, arrest reports, parole violation reports, arrest supplement reports, final release recommendations, and special reports. The decisions made on many of these reports are of major importance and thus require a review by two or more case review staff. Decisions affecting a parolee's liberty are forwarded to the Superintendent for his approval.

Case Review staff selects candidates for the three Reintegration Centers located in Cleveland, Columbus, and Cincinnati. The unit is also the reviewing arbiter for on-site hearings held by Hearing Officers and field staff. This requires consultation and advice on procedural matters prior to the hearing. After the hearing, a report is sent to Case Review for a final decision before presentation to the Superintendent of Parole Supervision. In those cases where probable cause of parole violation is found and a return to the institution is authorized, Case Review prosecutes the violator before the Parole Board at the revocation hearing.

In summary, the Case Review Unit monitors the quality of supervision in the field, attempts to maximize community protection, and to guarantee that every individual receives maximum benefit of treatment resources and due process as afforded by law and departmental administrative regulations.

Interstate Compact Section:

The Interstate Compact Section is under the supervision of the Compact Administrator who, in turn, delegates his authority to the Deputy Administrator. This Section is responsible for processing all interstate transfers of probationers and parolees. After the transfer is completed, all subsequent correspondence in any case is processed through the Compact Section.

During fiscal year 1977, this Section processed 1,462 investigations for placement and 206 other investigations. There were 422 Ohio probationers and 327 Ohio parolees transferred to other states during the period. There were 690 out of state probationers and 366 out of state parolees transferred into Ohio. Correspondence processed through this office numbered approximately 11,000 pieces. There were 1,294 closed out of state cases and 520 closed Ohio probationers.

Educational and Vocational Furlough: While parole is the most frequently used release program, the furlough of inmates for employment or educational purposes is a form of release of trustworthy inmates into the community prior to being released on parole. Offenders released on furlough are able to engage in vocational training, academic training, or public works employment, while being confined in a halfway house, reintegration center, or other suitable community facility at such times as he is not actually engaged in an approved educational, vocational, or employment program. This program helps reduce needless incarcerations, maximizes the use of community resources, and provides a practical period of transition from the institution to the community. Furloughees are supervised and assisted in their programs by furlough counselors under the direction of the Furlough Program Director. Parole Supervision staff provides supportive services.

During fiscal year 1977, 343 offenders received the benefits of this program. Eighty-five were enrolled in vocational programs; 86 in educational programs; and 172 were placed in employment. One hundred and fifty-five were transferred from furlough to parole. Of the 343 furloughees, 89.8% were successful in the furlough program.

In fiscal year 1977, gross earnings of furloughees totaled \$106,089.82. Of this amount, 18.5% was returned to the community in the form of taxes; 8.9% was paid for child support; 1.2% for court restitution; 3.1% for payment of prior debts. The remaining 68.3% was spent in the local communities.

Probation Development

When an offender is imprisoned and then released on parole, he is referred to as a parolee. If, instead of prison, the offender is placed on probation under the supervision of a probation officer, he is termed a probationer. Surveys indicate that approximately two-thirds of all felony convictions in Ohio are disposed of through probation, fines, short jail terms, or suspended sentences.

For over 40 years, probation in Ohio was strictly a county responsibility. Probation services varied in the counties from inadequate to professional. Some counties lacked even a rudimentary probation system. In 1965, however, the state legislature created a State Probation Section within the Adult Parole Authority, charged with the responsibility of developing probation services in Ohio. The Probation Development Section began providing state probation officers to Ohio's Courts of Common Pleas at the courts' requests in July, 1966. Since that time, slightly more than 94% of the probationers under state supervision have successfully completed their terms on probation. This success rate can be attributed in part to a highly specialized training program for those officers serving the courts, the maintaining of lower caseloads and maximum utilization of community resources.

During fiscal year 1977, the number of probationers under supervision increased 4% from 4,120 to 4,280. The number of officers, however, decreased from 100 during the previous year to 97 in fiscal year 1977. While the number of supervised probationers increased, the number of presentence investigations completed during 1977 decreased from 5,191 to 5,066. The number of counties receiving state probation services remained at 55. The growth of state probation services since 1966 is highlighted in the following table.

YEAR	NUMBER OF COUNTIES SERVICED	CASE UNDER SUPERVISION ON JUNE 30	PSI'S *** BY STATE OFFICERS	NUMBER OF STATE OFFICERS	NUMBER OF PV'S * PER YEAR
1966	5	0	19	2	0
1967	14	207	91	7	9
1968	16	325	244	11	17
1969	23	583	523	20	32
1970	26	683	967	24	54
1971	31	1,077	1,306	37	47
1972	43	2,032	2,264	69	80
1973	48	2,690	2,850	78	181
1974	53	2,963	4,045	87	192
1975	55	3,508	4,956	94	221
1976	55	4,120	5,191	100	217
1977	55	4,280	5,066	97	246

*** PSI'S: Presentence Investigation

* PV'S : Probation Violators committed to penal institutions

Probation is an alternative to prison sentences, and, when utilized, results in a substantial savings of public monies. The cost of keeping a person in prison is nearly ten times the cost of probation supervision. In addition, an individual on probation, if employed, will pay taxes and support the family, thereby lowering welfare costs and contributing to the public revenue.

"Shock Probation" (Section 2947.061 Ohio Revised Code): In 1965, a law was passed permitting judges to release a felon from prison in weeks instead of years. The rationale behind this law was that some offenders require only short term confinement in an institution to induce them to abandon criminal careers.

Under the shock statute, offenders may be sentenced to an institution and then released by the judge within 130 days after serving at least 30 days. By the end of calendar year 1977, a projected 1,522 offenders will be released under the Shock Probation statute. The total number of offenders released over the twelve year period of this law's existence totals 10,612.

Administration and Research

Records Management: In order to comply with court decisions on offenders' rights, correctional administrators are requiring more and more easily retrievable and updated information on which to base decisions. The Adult Parole Authority maintains over 23,000 active records on parolees and inmates. To keep these records current requires many transactions, which include adding correspondence and documents to the files, retrieving files for agency personnel, and posting actions taken by the Parole Board, Parole Supervision, and the Institutions. Each month the records office personnel conduct an average of 35,000 transactions on these records.

In addition to the active records, the Adult Parole Authority maintains over 50,000 files on offenders who, at one time, were under parole supervision or who were released from the institutions after serving the maximum sentence. Altogether, over 17,000,000 documents are stored in the Adult Parole Authority's record system. The master card index file, used for quick retrieval of information, is kept for all offenders who have come into the state correctional system and contains over 250,000 cards.

The record office is also responsible for processing all incoming and outgoing mail for the Division. Each year, over 7 tons of mail is received, processed, distributed, or sent out. Most correspondence will end up in the offender's case file for future reference.

The record office is the center for information needed for most decision making in the Adult Parole Authority. For this reason, it is necessary to maintain a record system that is both current and available at any time to all sections of the agency. During fiscal year 1977, conversion of active inmate and parolee records to microfilm was completed. This system was implemented to save space and to enable several simultaneous uses of the same records.

Research and Statistics: The Administration and Research Section is responsible for maintaining current statistics concerning the agency operation. The statistician compiles data for each unit field office for the purpose of monitoring the caseload movement of Ohio and compact parolees and probationers. This information is reported to administrative staff for decision making and planning.

The Research Coordinator conducts research projects to determine the value of agency programs and to recommend expansion, adjustment, or termination of such programs. This office also coordinates research efforts with other divisions of the Department, and with other agencies in Ohio and out of state.

Parole Board

The Parole Board is comprised of seven members and is assisted by five hearing officers. This is a decision making body which considers the cases of inmates eligible for release prior to the expiration of their sentences, and also decides whether the parole of an alleged violator is to be revoked or not. The Parole Board also reviews the circumstances of any individual applying for clemency and makes a recommendation to the Governor for appropriate action.

Throughout the month, the Parole Board visits each of the eight penal institutions to conduct release hearings. In fiscal year 1977, the Parole Board conducted a total of 11,895 hearings, an increase of 1,115 over fiscal year 1976. A breakdown of each type of hearing conducted by the Parole Board along with a percentage of time utilized for each type of hearing is shown below:

<u>TYPE OF HEARING</u>	<u>% OF TIME</u>
Regular Parole Hearings	74%
Shock Parole Hearings	15%
Parole Revocation Hearings	7%
Clemency, Furlough, and Review Hearings	4%

Regular parole hearings, which account for 74% of the Parole Board's time, totaled 8,768 for the year. Of this number, 4,548, or 52%, were paroled.

During the year, the Parole Board heard 1,810 shock parole hearings with 481 receiving parole, or 26.57%. The statute authorizing shock parole became effective January 1, 1974. This law authorizes the release after six months of non-dangerous offenders who are serving their first prison term. To merit consideration, all of the following must apply:

- A. The offense for which the prisoner was sentenced was an offense other than aggravated murder or murder.
- B. The prisoner has not previously been convicted of any felony for which, pursuant to sentence, he was confined for thirty days or more in a penal or reformatory institution in this state or in a similar institution in any other state in the United States.
- C. The prisoner is not a dangerous offender as defined in Section 2929.01 of the Revised Code.
- D. The prisoner does not need further confinement in a penal or reformatory institution for his correction or rehabilitation.
- E. The history, character, condition, and attitude of the prisoner indicate that the prisoner is likely to respond affirmatively to early release on parole and is unlikely to commit another offense.

Hearing Officer Activities: Five Hearing Officer positions were established prior to 1974 in order to accommodate the anticipated increased workload resulting from the Shock Parole law.

From the very inception of the program, the Hearing Officers became integrally involved in parole decision making. Hearing Officers participated in parole release hearings by sitting with one or more Parole Board members during the parole interview.

In November, 1976, new parole board procedures were instituted which utilized the Hearing Officers more effectively, while at the same time lightened the workload of the seven Parole Board members. The new Parole Board procedure is designed to complement the Ohio Criminal Code which has classified crimes into degrees of seriousness. Unlike the former procedure where all crimes were treated the same and all convicted felons eligible for parole were heard by the Parole Board, the new procedure divides crimes into first, second, third, and fourth degree felony cases. The third and fourth degree felonies are interviewed by a Hearing Officer who then makes a recommendation for or against parole to a Parole Board member. The member can either accept or reject the recommendation. In cases where parole is not granted, the inmate may appeal the decision and a hearing before a Review Panel is granted. This Review Panel is comprised of two Parole Board members and one Hearing Officer not involved in the original recommendation.

In addition to an active participation in the parole process, the Chief Hearing Officer is a permanent member of the Formal Parole Revocation Panel, and schedules and tapes the hearing, and participates as one of the three voting members.

Review Officer Activities: The Review Process was first instituted by the Adult Parole Authority in 1968. When an inmate has been continued at the initial hearing to a date eighteen months or more in the future, this program provides the opportunity to earn release consideration in less time through the inmate's active participation in self-improvement programs. The review officers spend a great deal of their time at the institution to which they are assigned and work closely with institution personnel in evaluating the performance of these types of continued cases. Each eligible case comes under review on a monthly basis, when he is interviewed and evaluated by a review committee comprised of the review officer and two institution staff members. If the inmate has demonstrated a positive attitude and has participated in meaningful programming, he is referred to the Chairman of the Parole Board who schedules him for a parole hearing prior to his continued date.

During fiscal year 1977, Review Officers screened 1,068 inmates and approved 223 for early appearances before the Parole Board. Of the 223, 136 were paroled. These were offenders who would otherwise still be serving long terms in prison.

Parole Board Investigations: As a direct result of the Shock Parole statute, an immediate need for information concerning the offender's background (i.e., the actual details of the offense, the offender's prior criminal record, any prior probation or parole history, community attitude towards release) was apparent. To satisfy this need, the Parole Board Investigations Section was established in July, 1974 through federal funding. This section is comprised of a centrally located Investigations Coordinator who administratively controls the field operations, unit supervisors in the major cities in Ohio, and the field investigators.

The scope of investigations was increased during the second half of this fiscal year to require an investigation of all Parole, Furlough, or Home Furlough candidates, while maintaining the responsibility of any Pardon or Commutation investigation requested by the Parole Board. The information provided has proven to be a great assistance to the Parole Board, Hearing Officers, and Review Officers in rendering decisions concerning release of offenders to the community.

During fiscal year 1977, 6,435 investigations were completed as compared to 6,052 in FY 1976 and 4,012 in FY 1975.

The Bureau of Community Services

The Bureau of Community Services was established on July 1, 1976 pursuant to Sections 5120.06 and 5120.10 Ohio Revised Code. The responsibilities of the bureau are as follows:

- 1) Maintenance and supervision of the Community Reintegration Centers;
- 2) Certification and funding of halfway houses;
- 3) Development of specialized community programs to aid probationers, parolees, or furlougees;
- 4) Organization and training of volunteers.

Reintegration Centers

The reintegration centers began operation in the fall of 1972 through a \$500,000 grant from the Law Enforcement Assistance Administration. This grant established three reintegration centers; one in Cleveland, one in Cincinnati, and one in Columbus. The purpose of the centers is to reduce the number of technical parole violators being returned to prison. For example, in the seven years, 1965 to 1976, Ohio parole authorities returned 3,021 technical parole violators or an average of 431 per year.

To keep a man in prison costs the State of Ohio \$4,423. When a parole violator is returned he may spend two years more in prison before he is reparaed. Thus, the cost of keeping 3,021 men incarcerated for one year comes to over \$12 million. The manifest purpose of the reintegration centers is to redeem technical parole violators. However, the centers have expanded and serve a broad useful community purpose including helping probationers, furlougees and other offenders in the community.

During the year the three reintegration centers handled 435 offenders. Since the program began in 1972, a total of 1,450 people went through the reintegration center program.

This year, operating expenses for the three reintegration centers totalled \$774,291.24 or \$19.78 per manday. Individual operating costs are shown below.

REINTEGRATION CENTER OPERATING EXPENSES
7/1/76 - 6/30/77

	<u>CINCINNATI</u>	<u>CLEVELAND</u>	<u>COLUMBUS</u>
Rent	\$ 24,000.00	\$ 19,800.00	\$ 22,100.00
Utilities	11,535.64	11,455.02	(With Rent)
Telephone	3,839.72	4,252.98	1,820.86
Medical	6,972.32	No Charge	5,185.19
Food	15,089.86	19,862.97	16,267.10
Office & Custodial Supplies	1,080.77	1,716.85	7,170.86
Miscellaneous Maintenance	3,053.43	3,877.57	4,445.52
Salaries	207,452.96	175,643.78	206,976.64
Equipment	230.40	230.40	230.40
TOTAL	\$273,255.10	\$236,839.57	\$264,196.57
	GRAND TOTAL		\$774,291.24

The reintegration centers are small residential-type facilities manned by a staff of 18. Each has a rated capacity of 25.

REINTEGRATION CENTER ACTIVITY

MONTH	INTAKE	RELEASE	ON-SITE VIOLATIONS
July, 1976	35	27	0
August, 1976	28	26	1
Sept., 1976	29	40	1
Oct., 1976	37	29	8
Nov., 1976	23	27	2
Dec., 1976	35	31	0
Jan., 1977	27	24	2
Feb., 1977	21	28	0
March, 1977	33	34	2
April, 1977	24	26	1
May, 1977	33	35	1
June, 1977	34	27	2
SUBTOTAL	359	354	20
IN RESIDENCE AS OF JULY 1, 1976	76		
TOTAL	435	354	20

Certification and Funding of Halfway Houses

Often men released from prison find freedom frightening. They become confused over things ordinarily taken for granted--getting and holding a job, using public transportation, making friends.

Halfway houses ease the transition from prison to people. The understanding counsel found in halfway houses and the association with peer groups give a parolee assurance and support. Eventually, he gains confidence and self-respect and gradually takes his place in the community.

Recognizing the value of these halfway houses, the Ohio Legislature appropriates funds to help them operate. This year these facilities handled 718 offenders. The average state cost to maintain these men was \$15.04 per day. The Bureau of Community Services inspects halfway houses and certifies them. Today there are 28 approved and certified halfway houses throughout the state with a combined capacity of 561.

This year the Division of Parole & Community Services dispensed \$1,123,506.30 to halfway houses to care for parolees, probationers, and furloughees.

Special Programs

The Bureau of Community Services is charged with development of special programs, and a number of community based programs are in daily operation through existing resources at our reintegration centers. These include:

- Alcoholics Anonymous meetings at the reintegration center to help ex-offenders cope with their problems through fellowship, counseling and professional help.
- University collaborative programs: The reintegration centers work closely with Cleveland State University, Ohio State University and University of Cincinnati to conduct research, training seminars and intern projects.
- Interagency team effort: Many ex-offenders are handicapped physically, mentally, or economically. The Bureau of Community Services staff maintain an ongoing dialogue with sister agencies such as the Welfare Department, the Department of Mental Health, the Bureau of Vocational Rehabilitation and the Bureau of Employment Services. These interagency efforts develop community resource management skills in our professional staff and assure cooperative efforts in alleviating the problems of ex-offenders.
- Board of Education: The Board of Education provides free educational instruction for reintegration center residents to develop Adult Basic Education skills leading to a GED diploma, and the Retired Teacher's Association sends volunteers to supplement basic curricula.

- Volunteers: These include a variety of people from every walk of life including senior citizens and retirees.
- Maintenance Resources: Reintegration center staff is adept at procuring material and services from the community such as clothing, tobacco, paint, tools, food and other necessities.
- Recreation Resources: The community leaders respond in force by providing sports equipment, the use of recreation areas and facilities, tickets to football games, baseball games, concerts, and movies.

Organization and Training of Volunteers

A volunteer coordinator is assigned to the Bureau of Community Services. This person's responsibilities include planning volunteer service programs, recruiting volunteers, supervising volunteers and attending to all the details of a state-wide volunteer program.

During fiscal year 1977, twenty volunteers were recruited and donated approximately 1,300 hours in tasks ranging from teaching arts and crafts at a Reintegration Center to working with parole case review analysts. Their contribution in hours amounted to approximately seven thousand dollars in direct service, but the indirect benefits, public relations and agency goodwill, are incalculable. In conjunction with the Volunteer Coordinator from the Southern Ohio Correctional Facility, a departmental volunteer services handbook was constructed. Fiscal Year 1977 saw the birth of a new program concept, Alvis House--Columbus Reintegration Center--Traynor House. ACT is a cooperative venture of a State agency with local private agencies in recruiting and placing volunteers within community residential settings. The program was slowly developed over a period of months with the goal of initiating it in Fiscal Year 1978.

The Bureau of Adult Detention Facilities and Services

The Bureau of Adult Detention Facilities and Services was created in May, 1976, under Executive Order 005 issued by the Director of the Department of Rehabilitation. Under Section 5120.10(A) Ohio Revised Code, the Division of Parole and Community Services is charged with the responsibility of "The investigation and supervision of county and municipal jails, workhouses and other penal or reformatory institutions and agencies." Specific objectives outlined in Executive Order 005 include: Prepare and publish adult detention facility standards; institute inspections and other non-regulatory programs leading to the improvement of adult detention facilities throughout the state; provide technical assistance, staff consultation and develop training strategies for adult detention managers; and to develop minimum standards for the renovation of old facilities and the construction of new facilities.

During the first year, the Bureau has been fully funded by the Law Enforcement Assistance Administration. The monies received were primarily used to pay the cost of personnel and travel allowances.

The Bureau is staffed by an Administrator, three Criminal Justice Specialists and a secretary. The State has been divided into three regions-- Northern Ohio, Central Ohio, and Southern Ohio, with a Criminal Justice Specialist assigned to each region. There are a total of 365 municipal and county facilities through the state.

Training of Staff

Considering the new arena of operations for the Division, training new staff in jail management was a high priority with the Bureau. A training program was developed in cooperation with the staff development section. The objectives, process and validation are as follows:

- A. The training objectives were for each Specialist to identify community resources in his region; to explicate laws affecting jails and workhouses; to know jail standards adopted by several jurisdictions; to be able to conduct an inspection of a jail; and, to identify technical assistance and training needs.
- B. The process involved each Specialist developing a handbook which included: (1) the laws affecting jails in Ohio; (2) the names and addresses of each jail or detention facility in his region; (3) a compendium of standards relating to jail management; and, (4) other resources available in each county.

The validation involved a written examination with a passing grade of 70. Certificates of Completion were issued to all Specialists.

Survey of Local Jails in Ohio

Bureau personnel have surveyed each county to determine the number of jails and their function. Based upon this survey and information provided by the Buckeye State Sheriffs' Association, the following characteristics describe existing facilities:

A. NUMBER AND SIZE OF FACILITIES.

The Bureau has listed 365 jails. The primary adult detention facility is the county jail and is utilized for detaining pre-trial misdemeanants and felons, and sentenced misdemeanants for a period not to exceed one year. Each county has a centrally located facility and municipalities have a variety of adult detention facilities. All local jails have been classified on a continuum from one to five. The following criteria were used for this determination:

CLASS I is an adult detention facility used to detain sentenced and unsentenced inmates and having an inmate capacity of three-hundred (300) or more.

CLASS II is an adult detention facility used to detain sentenced and unsentenced inmates and having an inmate capacity of one-hundred-fifty (150) to two-hundred-ninety-nine (299).

CLASS III is an adult detention facility used to detain sentenced and unsentenced inmates and having an inmate capacity of fifty (50) to one-hundred-forty-nine (149).

CLASS IV is an adult detention facility used to detain sentenced and unsentenced inmates and having an inmate capacity of under fifty (50).

CLASS V is a temporary holding facility used for holding inmates up to seventh-two (72) hours.

Using the above criteria, the following classes of jails have been identified:

TABLE I

<u>CLASS</u>	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>	<u>TOTALS</u>
Municipal	1	3	2	60	211	= 277
County	<u>3</u>	<u>4</u>	<u>10</u>	<u>71</u>	<u>-0-</u>	= <u>88</u>
	4	7	12	131	211	365

B. JAIL POPULATION.

Definitive information is not available concerning the municipal jails; however, the following table shows the average daily population, and aggregate average daily population for all county facilities:

TABLE II

<u>Class I</u>	<u>FACILITIES</u>	<u>AGGREGATE A.D.P.</u>
Class I	3	1,008
Class II	4	777
Class III	10	701
Class IV	<u>71</u>	<u>1,839</u>
Class V	88	4,325

It is noteworthy that 71 of the 88 county facilities have an average daily population of less than fifty. The population characteristics of these Class IV facilities are further defined in Table III.

TABLE III

<u>AVERAGE DAILY POPULATION</u>	<u>FACILITIES</u>	<u>PERCENTAGE OF TOTAL (71)</u>
1-- 9	15	21%
10--19	26	36%
20--29	15	21%
30--39	10	14%
40--49	5	8%

There are seven workhouses in Ohio operated primarily by municipalities. The workhouses and their average daily populations are presented in Table IV.

TABLE IV

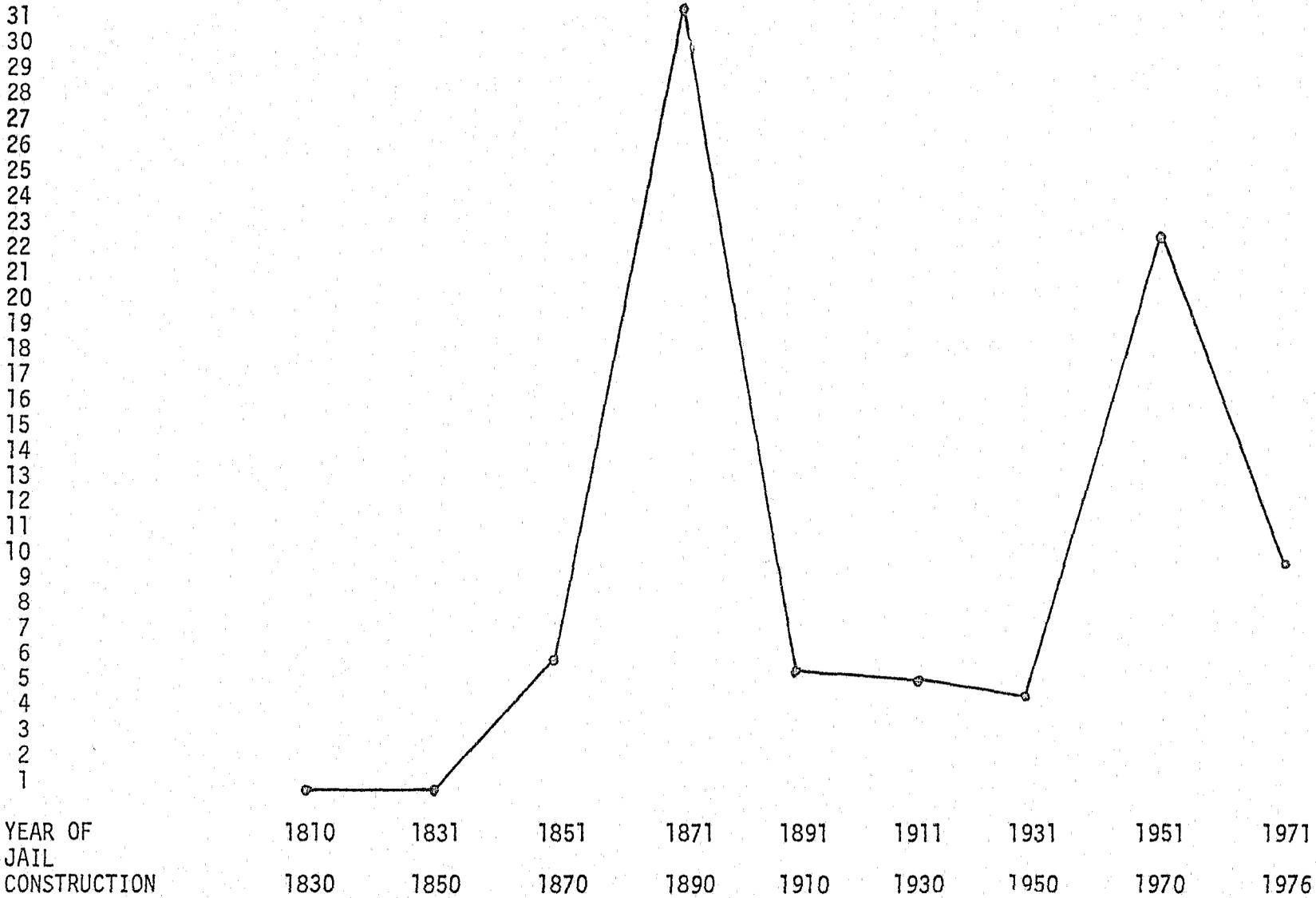
<u>LOCATION</u>	<u>AVERAGE DAILY POPULATION</u>
Akron City Workhouse	40
Cleveland House of Corrections	300
Columbus Mens' Correctional Institution	120
Columbus Womens' Correctional Institution	35
Cincinnati Correctional Center	425
Dayton Human Rehabilitation Center	197
Toledo House of Corrections	<u>200</u>
	1,317

C. AGE AND CONDITION OF FACILITIES.

Many of Ohio's local adult detention facilities are antiquated and do not lend themselves to modern correctional management. Ohio has eighty-eight county jails, six regionalized workhouses, and two hundred-seventy-one municipal jails housing approximately 8,000 criminal offenders. The local jails have not received priority funding and, subsequently, some are out of pace in providing the needed environment for the effective management of the criminal offender.

In Ohio, the monies to build or renovate local jails have been derived primarily from appropriations from either the County Commissioners, the Municipal Councils, Law Enforcement Assistance Administrator, or local bond issue. A survey of all bond issues filed with the Secretary of State indicates that only three local issues for jail construction have passed during the past sixteen years. Further, L.E.A.A. monies have not been used primarily for new construction, but for renovation and equipment. The renovation or new construction of local jails have not been high priority funding items despite a dramatic crime rate increase with a corresponding increase in local jail populations. Many jails are overcrowded, in a state of deterioration, and have been the focus of federal court intervention.

A survey by the Bureau of Adult Detention Facilities and Services in 1976 indicates that forty-one (41) of the eighty-eight (88) county jails were constructed prior to 1900. New facilities either constructed or renovated since 1970 include Cuyahoga, Franklin, Muskingum, Carroll, Coshocton, Lorain, Adams, Lawrence, Miami, Warren, Wayne, and Lucas Counties. Many other facilities are in planning stages for significant renovation or new construction. The following chart provides a review of county jail construction pattern.



COUNTY JAIL CONSTRUCTION PATTERN

D. OPERATIONAL PROBLEMS OF LOCAL DETENTION FACILITIES.

1) Insufficient Operational Staff.

With the exception of large facilities, many jurisdictions are not providing adequate staffing to properly supervise inmates. Most facilities provide a position with responsibilities to include the answering of telephone, radio dispatcher, receiving and discharging of prisoners, and supervising jail operations.

2) Inadequate Physical Facility.

Fifty percent of local jails were constructed prior to 1900, and many, due to architectural constraints and deteriorated conditions, do not lend themselves to modern programming.

3) Lack of Training for Jail Personnel.

Most of the facilities employ either deputy sheriffs or policemen who are very well trained in law enforcement, but have received little or no training in jail operations.

4) Lack of Operational Procedures.

There are 365 jails in Ohio operating autonomously. Some have highly sophisticated procedures; however, most facilities are functioning on standing verbal orders.

5) Fragmented Laws Concerning Responsibilities and Inspections.

Several bodies in Ohio are specifically charged by law to regulate and inspect the operation of local jails. These groups, by nature, are fragmented and do not represent a uniform approach to alleviating substandard conditions.

The Development of Minimum Standards

During the past year, the Bureau has worked in close cooperation with an Ad-Hoc Advisory Group comprised of representatives from the Buckeye State Sheriffs' Association, the Ohio Chiefs of Police, Ohio Municipal League, Ohio County Commissioners' Association, and the Ohio Common Pleas Judges' Association. In April, 1977, the Bureau published a draft of minimum operational standards for all adult detention facilities in Ohio. There are 215 standards which address all areas of confinement which include: Reception/Release; Medical; Classification; Security; Communication; Discipline; Food Service; Housing; Sanitation/Environmental Conditions; Staff; Staff Training; Recreation/Programming; and, a Code of Ethics for correctional workers.

The draft standards will remain tentative until Bureau staff review fifty-one facilities. This review will determine the efficacy of the standards, and will allow any addition, deletion or modification prior to their promulgation into administrative law. The minimum standards will be completed by November, 1977.

Simultaneously, the Bureau has developed a draft of minimum standards for the renovation or new construction of adult detention facilities. These standards are being developed in close cooperation with the Buckeye State Sheriffs' Association, Ohio Chiefs of Police, American Institute of Architecture on Criminal Justice, Consulting Engineers Council of Ohio, National Clearinghouse for Criminal Justice Planning and Architecture, Federal Bureau of Prisons, Ohio Board of Building Standards, Ohio Department of Health-Plumbing Inspection Section, and the State Fire Marshall.

The draft of minimum renovation/construction standards includes the following areas: Needs Assessment; Planning and Implementation; Reception/Release; Classification; Medical; Security; Visitation; Food Services; Housing, Environment and Sanitation; and, Staff and Staff Training areas. It is anticipated that the renovation/new construction standards will be complete in December, 1977.

Technical Assistance

The Bureau is a non-regulatory agency with specific objectives to develop minimum standards for uniform operations in local jails. The major thrust will be in the area of providing technical assistance to local jurisdictions to upgrade their facilities. Thus far, technical assistance has been provided at the request of facility administrators in the areas of staffing, developing new jail rules; security; food service; visitation; medical; classification; and planning phases for new construction.

The Ad-Hoc Advisory Board

The Bureau of Adult Detention Facilities and Services created an Ad-Hoc Advisory Board to assist in the development of minimum standards. The members of the Advisory Board have worked diligently in close cooperation with Bureau staff to provide the needed cooperation to effectively develop appropriate standards which will upgrade conditions of confinement in Ohio.

TABLE I
PAROLE DATA*
FISCAL YEAR 1977

INSTITUTION	REGULAR PAROLES GRANTED	SHOCK PAROLES GRANTED	TOTAL PAROLED	NUMBER ON PAROLE 7-1-76	TOTAL ON PAROLE DURING YEAR	NEW SENTENCES	TECHNICAL VIOLATORS REVOKED	TOTAL RETURNED	FINAL RELEASES GRANTED
CMRC	105	15	120			446	22	468	49
LOCI	605	19	624			26	43	69	320
MCI	467	17	484			18	50	68	323
CCI	492	26	518			75	29	104	243
OSR	1,151	122	1,273			0	73	73	606
LECI	1,142	246	1,388			0	46	46	679
ORW	242	35	277			15	8	23	162
SOCF	344	1	345			15	26	41	167
TOTAL	4,548	481	5,029	4,754	9,783	595	297	892	2,549
COMPACT CASES	366		366	2,115	2,481			25	1,294
GRAND TOTAL	4,914	481	5,395	6,869	12,264			917	3,843

* Data taken from Adult Parole Authority Monthly Statistical Reports and the Parole Board Minutes.

TABLE II

Shock Probation Releases*

CALENDAR YEAR	NUMBER OF SHOCK CASES	SHOCK CASES RECOMMITTED**	PERCENT RECOMMITTED
1966	85	5	5.8%
1967	183	26	14.2%
1968	294	18	6.1%
1969	480	48	10.0%
1970	632	68	10.7%
1971	907	83	9.2%
1972	1,292	115	8.9%
1973	1,132	137	12.9%
1974	1,079	118	10.9%
1975	1,528	157	10.3%
1976	1,478	166	11.2%
1977	1,522***	152***	9.9%***
TOTAL	10,612	1,093	10.3%

* Data taken from Department of Rehabilitation & Correction Statistical Summary Report.

** Does not show probationers who absconded supervision.

*** Projection Based on 1976 Third & Fourth Quarter FY Totals.

TABLE III
 PAROLE BOARD HEARINGS BY INSTITUTIONS
 FISCAL YEAR 1977

TYPE OF HEARING	CMRC	LOCI	MCI	CCI	OSR	LECI	ORW	SOCF	TOTAL
Total Parole	409	1,228	908	995	2,142	1,893	415	778	8,768
Paroled	105	605	467	492	1,151	1,142	242	344	4,548
Continued	304	623	441	503	991	751	173	434	4,220
Total Violator	492	68	58	93	90	59	16	40	916
Total Clemency	6	0	11	5	0	0	0	1	23
Shock Parole	38	76	92	124	573	768	128	11	1,810
Furlough	8	107	68	34	94	36	31	0	378
Total Hearings	953	1,479	1,137	1,251	2,899	2,756	590	830	11,895

TABLE IV
 SHOCK PAROLE HEARINGS BY INSTITUTION
 FISCAL YEAR 1977

	CMRC	LOCI	MCI	CCI	OSR	LECI	ORW	SOCF	TOTAL
Total Shock Parole Hearings	38	76	92	124	573	768	128	11	1,810
Paroled	15	19	17	26	122	246	35	1	481
Continued	2	3	0	3	12	19	5	0	44
Denied	21	54	75	95	439	503	88	10	1,285
Percent Paroled	39.5	25.0	18.5	21.0	21.3	32.0	27.3	9.1	26.6

TABLE V
 REVIEW CASES BY INSTITUTION
 FISCAL YEAR 1977*

CASES	CMRC	LOCI	MCI	CCI	OSR	LECI	OWR	SOCF	TOTAL
Screened	43	199	182	197	316	276	47	261	1,521
Interviewed	43	194	182	190	251	276	47	234	1,417
Approved	19	45	62	31	75	38	17	40	327
Parole Board **	16	39	46	26	87	36	15	32	297
Paroled	11	20	26	12	61	33	10	19	192
Sentence Modified	4	2	4	2	36	0	2	9	59
No Modification	2	17	13	14	22	1	2	11	82

* Figures taken from review officers' monthly reports

** These figures represent rehearings before the board

TABLE VI
PRISON POPULATION

YEAR	MALES	FEMALES	TOTAL
1966	10,741	409	11,150
1967	10,032	361	10,393
1968	10,041	342	10,383
1969	9,702	325	10,027
1970	9,305	300	9,605
1971	9,087	282	9,369
1972	8,646	274	8,920
1973	7,667	277	7,944
1974	8,225	291	8,516
1975	10,301	406	10,707
1976	12,106	479	12,285
1977	12,467	607	13,074

Source: 1966-1970 figures taken from "Adult Correctional Institute Population Characteristics" Bureau of Statistics, Department of Mental Hygiene and Correction, Reports for 1966, 1967, 1968, 1969, and 1970. 1971 and 1972 figures obtained from "Monthly Statistical Summary" June 1971 and June 1972, Bureau of Statistics Department of Mental Hygiene and Correction. 1973 figures from unpublished report of Bureau of Statistics, Department of Mental Hygiene and Correction. 1974 thru 1977 as of July 1 of fiscal year figures derived from Bureau of Classification and Reception Monthly Progress Report.

*Denotes "average daily population" for fiscal year.

CHART 1

GROWTH OF PAROLE:
OHIO PAROLE AND COMPACT SUPERVISION CASES
FISCAL YEARS 1972 TO 1977

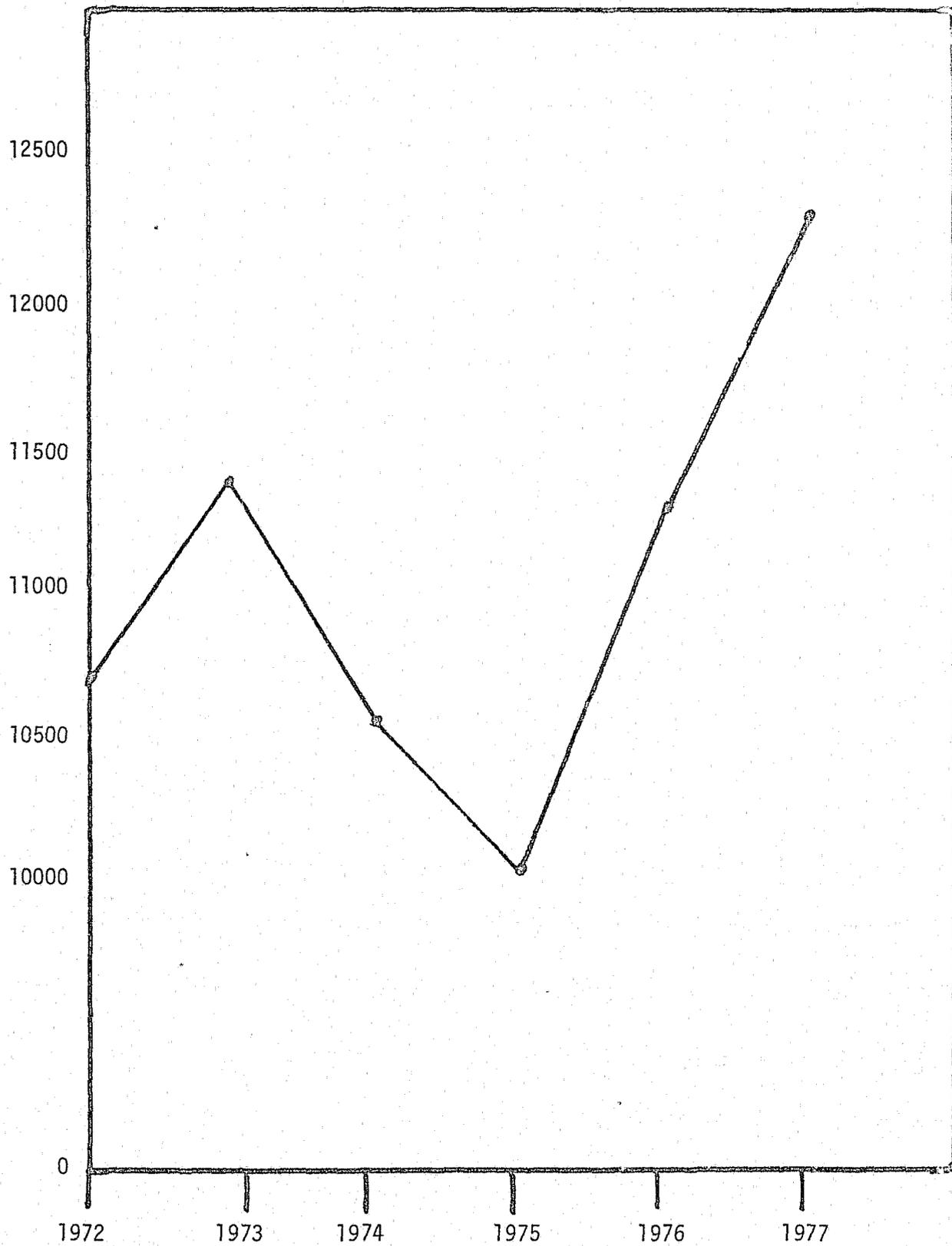
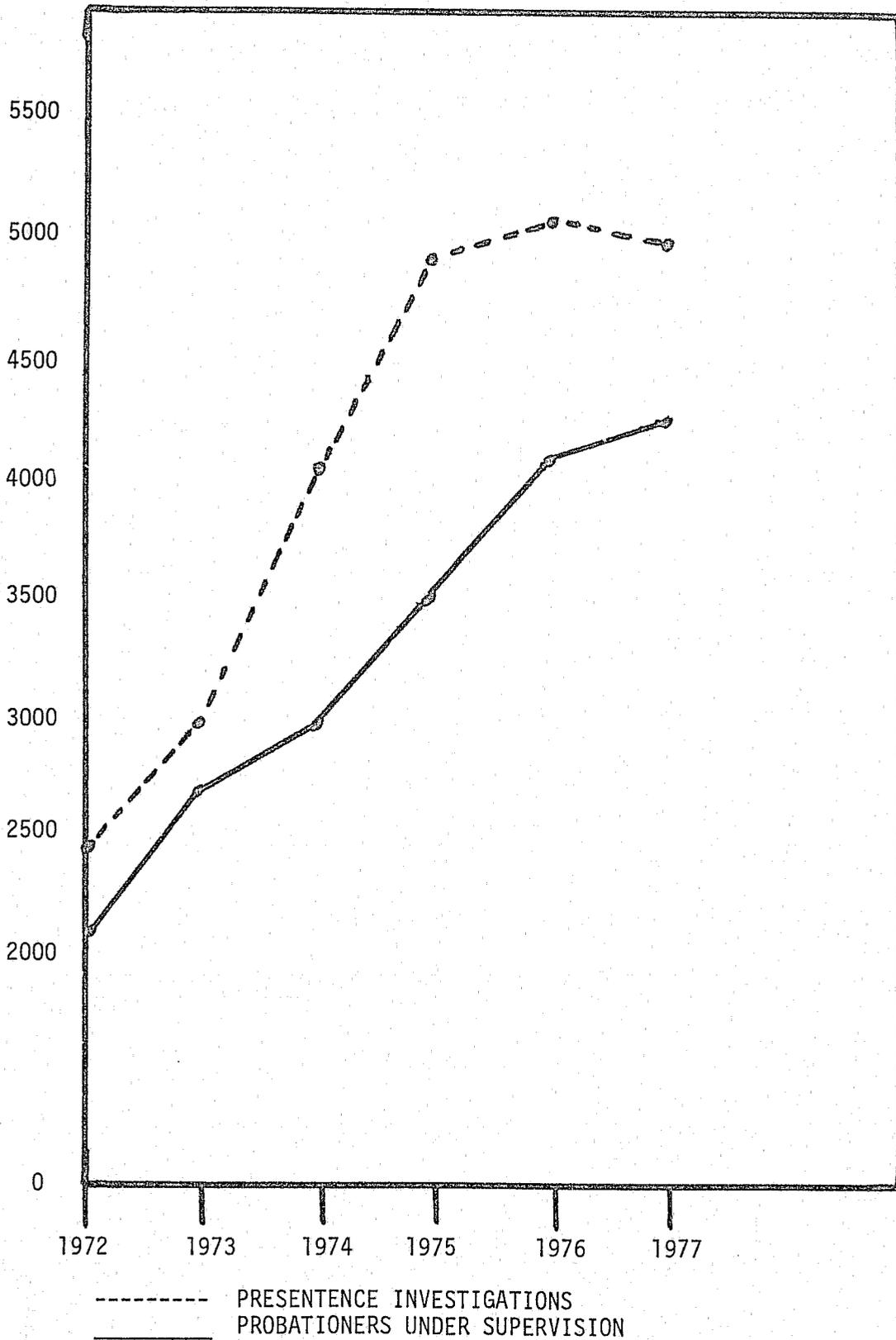


CHART 2
GROWTH OF PROBATION DEVELOPMENT:
SUPERVISION CASES AND
PRESENTENCE INVESTIGATIONS
FISCAL YEARS 1972 TO 1977



END