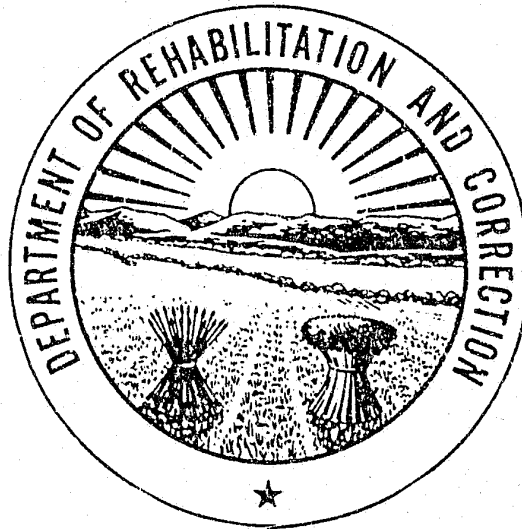


REPORT TO GOVERNOR GEORGE V. VOINOVICH

ON BUDGETARY STATUS OF

OHIO DEPARTMENT OF REHABILITATION AND CORRECTION



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Presented by

Reginald A. Wilkinson, Director

November 17, 1994



George V. Voinovich
GOVERNOR

Mike DeWine
LIEUTENANT GOVERNOR

OHIO DEPARTMENT OF REHABILITATION AND CORRECTION

Reginald A. Wilkinson, DIRECTOR

1050 Freeway Drive, North
Columbus, Ohio 43229

155425

November 17, 1994

NCJRS

AUG 16 1995

The Honorable George V. Voinovich
Governor
77 South High Street - 30th Floor
Columbus, Ohio 43226

ACQUISITIONS

Dear Governor Voinovich:

Please find attached a report detailing the current budgetary status of the Ohio Department of Rehabilitation and Correction. This information contains several national measures of comparison which I believe are helpful in providing a basis for analysis of our FY 1996-97 budget.

I would be pleased to discuss any of this information further with you at your convenience.

Sincerely,

REGINALD A. WILKINSON
Director

/pjm

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U.S. Department of Justice
National Institute of Justice

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Ohio Department of Rehabilitation and Correction Fact Points
November 17, 1994

- * Ohio's prison system is the nation's fifth largest state prison system with 41,514 inmates.
- * Ohio's imprisonment rate of 369 per 100,000 inhabitants is higher than the national average.
- * Ohio's prisons have added over 23,000 inmates since July of 1984.
- * Most Ohio prison growth is due to serious and violent offenders spending longer time in prison, as reflected by a doubling of time served for Felony 1 and Felony 2 offenders over the past decade.
- * During the last five years, the number of offenders in more appropriate state funded community sanctions has more than tripled, rising from 2,173 offenders in July of 1989 to 6,936 offenders in September of 1994.
- * Although the overall GRF budget has increased dramatically in recent years due to the growth in inmate population, when inflation is taken into account, Ohio's average daily inmate cost actually fell 24.3 percent during the past 21 years.
- * Ohio's average daily cost per inmate of \$35.02 in calendar 1993 is lower by at least seven dollars a day than any other major urban state and more than seventeen dollars a day lower than the national average.
- * Ohio's average daily food cost per inmate of \$2.41 in calendar 1993 was 30 percent less than the national average. Ohio's average daily health care costs of \$3.73 per inmate were 37 percent below the national average.
- * Prison construction costs in Ohio are among the lowest in the nation. Comparing the cost of construction of medium security beds in 1993, Ohio's cost of \$24,100 per bed was lower than all comparison states except Florida, and was 59 percent below the national average.
- * With lower staffing levels than the national average, Ohio prisons have a low rate of assaults and escapes relative to other prisons systems. Although Ohio's inmate to correction officer ratio of 8.2 to 1 on January 1, 1994 was second worst in the nation, it has subsequently been lowered to 7.0 to 1 as of November 11, 1994 and will be further lowered to 6.4 to 1 by July of 1995.

THE OHIO DEPARTMENT OF REHABILITATION & CORRECTION

BACKGROUND FOR FY 96-97 BUDGET

Ohio's prison system is the nation's fifth largest state prison system, with 41,514 inmates. Ohio has a crime rate below the national average, and the state uses imprisonment for punishment more extensively than most comparable states. Growth in the Department has posed a major challenge for over 20 years. This growth is represented in high levels of intake, prison population, community corrections population, and departmental budgets. Much of the growth has been caused by policy choices to incarcerate serious offenders longer. Ohio's correctional system has, for the most part, successfully coped with the stresses of growth by maximizing resources. Comparisons suggest that assaults on staff and escapes are low, despite high inmate to officer/staff ratios. Costs are low with regard to food, health, construction, and overall cost per inmate, demonstrating fiscal responsibility.

Crime and Punishment in Ohio and the Nation

Crime and imprisonment rates vary by region of the country and by kind of state. For example, crime rates are usually higher in urban states such as Ohio. In this report comparison states are the large urban states of California, New York, Texas, Florida, Illinois, Pennsylvania, and Michigan. Neighboring states of Kentucky and Indiana are also used for comparison.

In 1992 Ohio's total crime rate was 4,665.5 index crimes (those reported to the FBI-- see Table 1) per 100,000 inhabitants. The national average crime rate of 5,660.2 was almost exactly 1000 more crimes per 100,000 inhabitants than Ohio's rate. Ohio's crime rate was lower than all large urban states except Pennsylvania, lower than neighboring Indiana, but higher than Kentucky's. In contrast, the Ohio imprisonment rate of 369 per 100,000 inhabitants is higher than the national average and higher than all neighboring states except Michigan. Ohio's rate is mid-range for the eight large urban states.

The Challenges of Growth

Ohio's prison population (Table 2) has greatly expanded in the past two decades. In July, 1972, when the Department of Rehabilitation & Correction was established, there were 8,992 inmates. At the start of November, 1994, there were 41,514 inmates, or 4.6 times the original number. Ohio has added over 23,000 inmates since July 1, 1984. Intake to prison per year is over four times as great now as it was in FY 1973, beginning at 4,759, increasing to 9,928 in FY 1984, and to 19,243 in FY 1994.

During the prison population increase, appropriate community punishments were developed for non-violent offenders otherwise sentenced to prison. This effort was small enough in the past that statistics were not routinely published before 1989. Statistics published since then show major growth. On July 1, 1989, there were 2,173 offenders in more appropriate, state-funded community alternatives to prison. On September 1, 1994, that number had risen to 6,936, 3.2 times as many in just over five years.

Most prison growth has been the result of changes in criminal justice policy. Serious and violent offenders are spending longer time in prison. While average time served for low level property and drug offenders has remained relatively stable since the early 1980's, the amount of time spent in prison before release for Felony 1 and Felony 2 offenders has doubled in just a decade. Table 3 details these patterns. On average, in 1993 serious offenders served 130 percent of the minimum sentence before release.

Growth in the correctional system has required an increase in budget. The Department's total budget for FY 1973 was just under \$48 million. Prison costs were \$13.18 per inmate day. In FY 1984 the total DRC budget increased to \$163 million, with prison costs of \$24.15 per inmate day. In FY 1994 the total DRC budget (not including debt service) was \$551 million, a figure over eleven times that of 21 years earlier. Prison costs per day for an inmate were \$37.49. When inflation is taken into account, it was 24.3 percent less costly to house an inmate in Ohio's prisons in FY 1994 than it was in FY 1973.

Comparing Ohio Correctional Costs

Compared to other states, Ohio has a low operational cost per inmate day. Using Corrections Yearbook: Adult Institutions--1994, Ohio, with a cost of \$35.02 an inmate day for Calendar Year 1993, is lower by at least seven dollars a day than any other major urban state (Table 4) and more than seventeen dollars less a day than the national average. Nine states have lower per day costs; all are southern or border states with lower labor and heating costs than Ohio.

The largest single expense in any prison system is staff. Because Ohio prisons are very crowded, the ratio of inmate to correctional officer (CO) and inmate to total prison staff are high (Tables 5 and 6). On January 1, 1994, Ohio's inmate to CO ratio of 8.2 to 1 was higher than that in any other state except Oklahoma. Concerning inmate to total prison staff, Ohio's ratio of 4.1 to 1 surpassed all states except Alabama. Prisons can be run safely with higher staff ratios, as is indicated by Ohio's low rate of assaults on staff and low rates of escape (See Tables 7 and 8). A hiring expansion for CO's during FY 94/95, lowered Ohio's inmate to staff ratio to 7.0 to 1 (as of November 11, 1994). Future hirings will further lower this ratio to 6.4 to 1 by the end of the biennium, permitting more safeguards against inmate unrest and misbehavior.

Interstate comparisons of daily food and health costs per inmate (see Tables 9 and 10) show Ohio to be one of the least costly states in both areas. With regard to food, Ohio costs of \$2.41 per inmate day are thirty percent less than the national average. Ohio shares with one other state the lowest health costs, at \$3.73 per inmate day, a figure 37 percent below the national average.

Prison construction costs in Ohio are among the lowest in the nation (Table 11). Comparing the cost of construction of medium security beds during 1993, Ohio's cost of \$24.1 thousand a bed was lower than all the comparison states except Florida. The cost was 59 percent lower than the national average cost for a medium custody bed.

TABLE 1

Crime Rate Per 100,000 Inhabitants: Total, Violent, Property-- 1992 and Incarceration Rate, June 30, 1994, for Contiguous and other Large Urban States

	Total Rate	Crime Rates Violent Rate	Property Rate	Incarceration Rate
California	6,679.5	1,119.7	5,559.8	382
Florida	8,358.2	1,207.2	7,151.0	404
Illinois	5,765.3	977.3	4,788.1	302
Indiana	4,686.9	508.5	4,178.5	256
Kentucky	3,323.5	535.5	2,788.1	281
Michigan	5,610.6	770.1	4,840.5	423
New York	5,858.4	1,122.1	4,736.3	361
Ohio	4,665.5	525.9	4,139.6	369
Pennsylvania	3,392.7	427.0	2,965.7	224
Texas	7,057.9	806.3	6,251.6	545
West Virginia	2,609.7	211.5	2,398.2	106
National Average	5,660.2	757.5	4,902.7	343

Crime rates from Uniform Crime Reports, summarized in Sourcebook of Criminal Justice Statistics: 1993, Table 3.109

Incarceration rates from U.S. Dept. of Justice press release, October 27, 1994, Table 1.

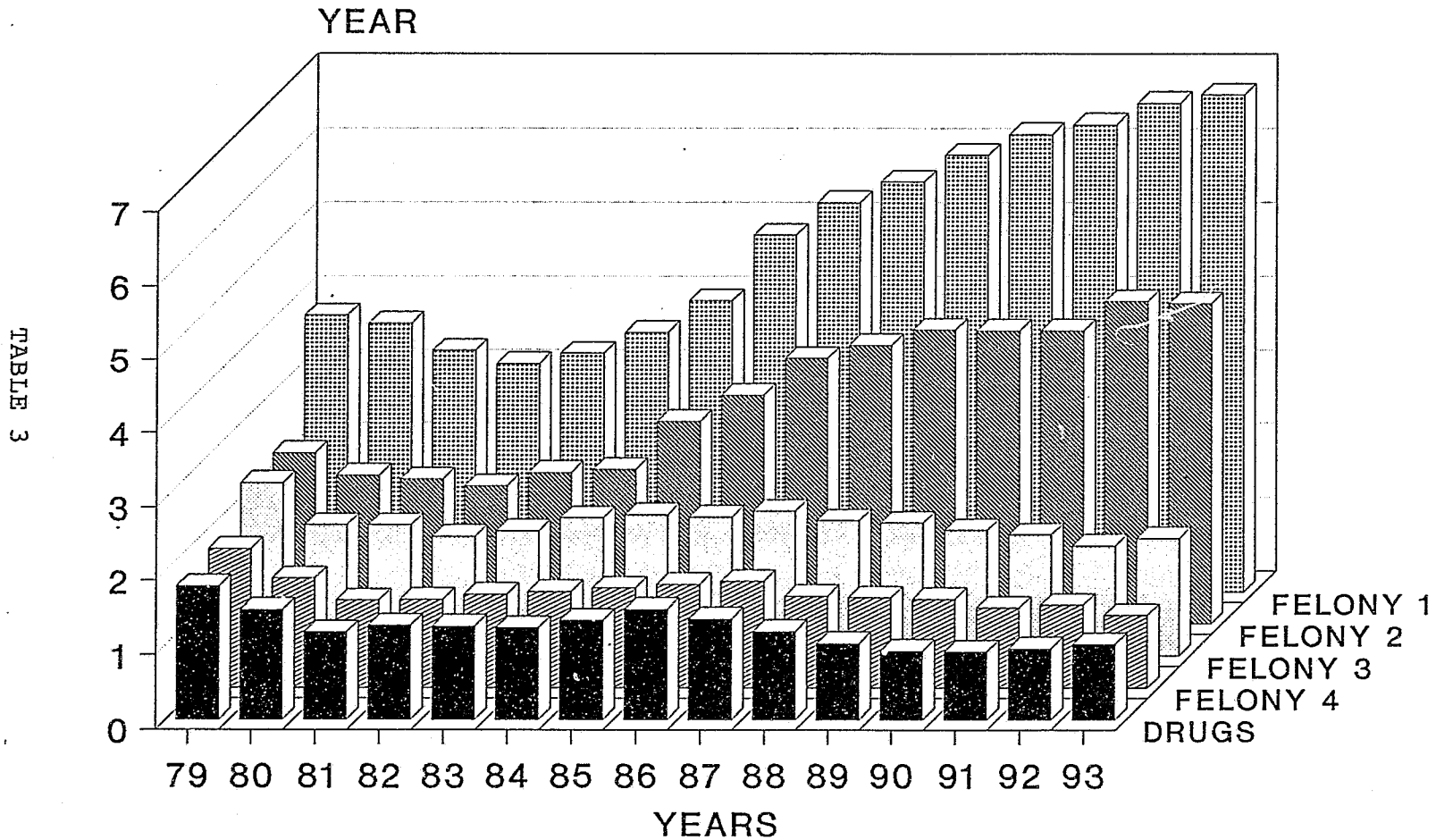
TABLE 2

FISCAL YEAR INTAKE AND POPULATION ON JULY 1, 1971-1994,
WITH PERCENTAGE CHANGE FROM PRECEDING YEAR
UPDATED 9/12/94

FY	INTAKE	% CHANGE	POPULATION	% CHANGE
1971	4370		9411	
1972	4937	13.0	8992	-4.5
1973	4759	-3.6	7922	-11.9
1974	5126	7.7	8516	7.5
1975	7219	40.8	10707	25.7
1976	7352	1.8	12285	14.7
1977	6867	-6.6	13047	6.2
1978	6930	0.9	13221	1.3
1979	6907	-0.3	13639	3.2
1980	7728	11.9	13392	-1.8
1981	9086	17.6	14246	6.4
1982	10133	11.5	16135	13.3
1983	10529	3.9	18054	11.9
1984	9928	-5.7	18479	2.4
1985	9670	-2.6	19864	7.5
1986	10143	4.9	21621	8.8
1987	10686	5.4	23230	7.4
1988	11415	6.8	24750	6.5
1989	14261	24.9	28076	13.4
1990	17696	24.1	31862	13.5
1991	17896	1.1	33353	4.7
1992	20568	14.9	37116	11.3
1993	20199	-1.8	39396	6.1
*1994	19243	-4.7	40784	3.5

*As of July 1, 1994, a change in policy no longer counts inmates
AWL to court as prison population.

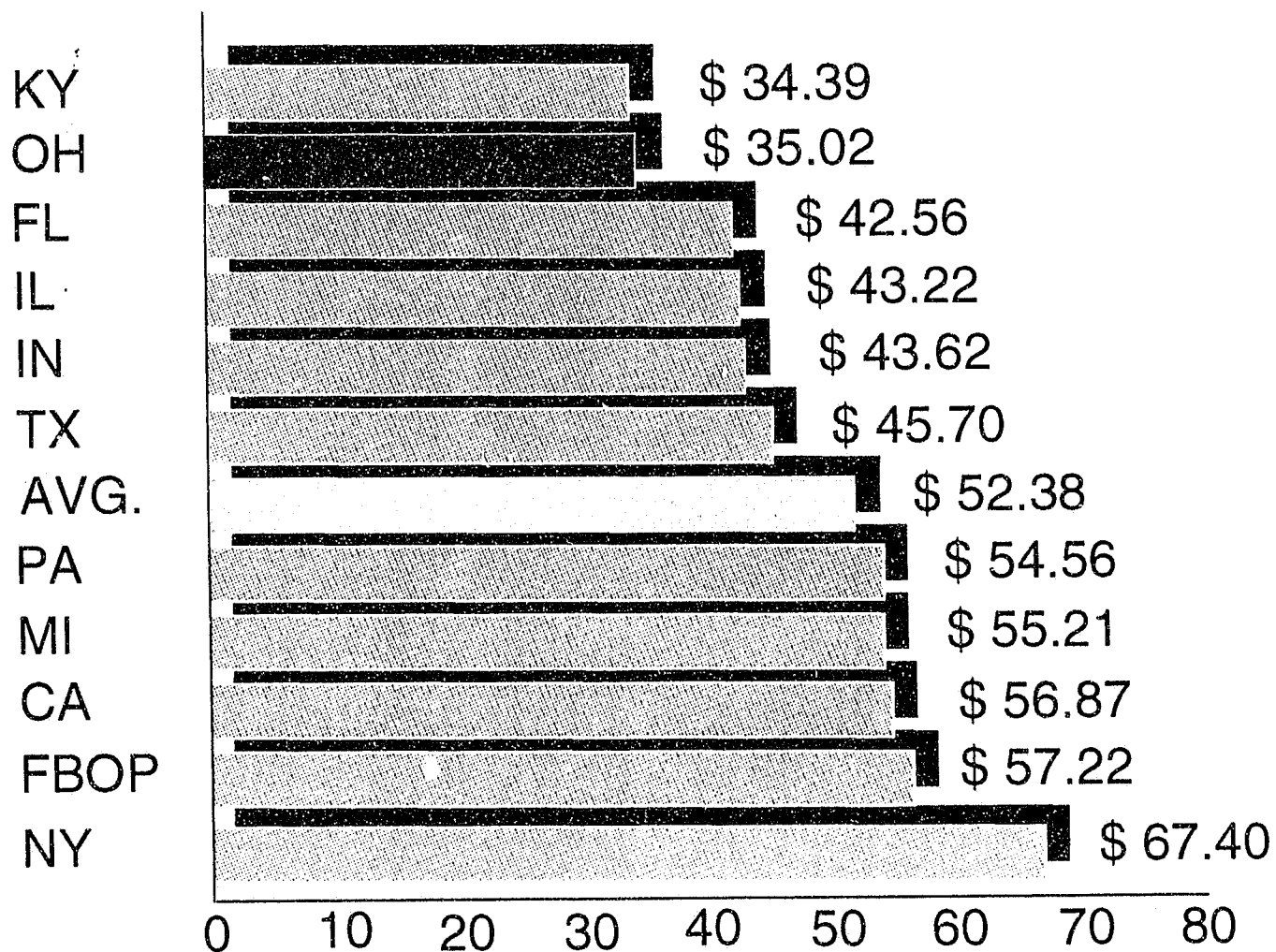
AVERAGE TIME SERVED BY OFFENSE TYPE IN THE OHIO PRISON SYSTEM



SOURCE: MGT. INFO. SYSTEMS (9/30/94)
EXCLUDES MURDERS

Inmate Cost Comparison To Ohio

State



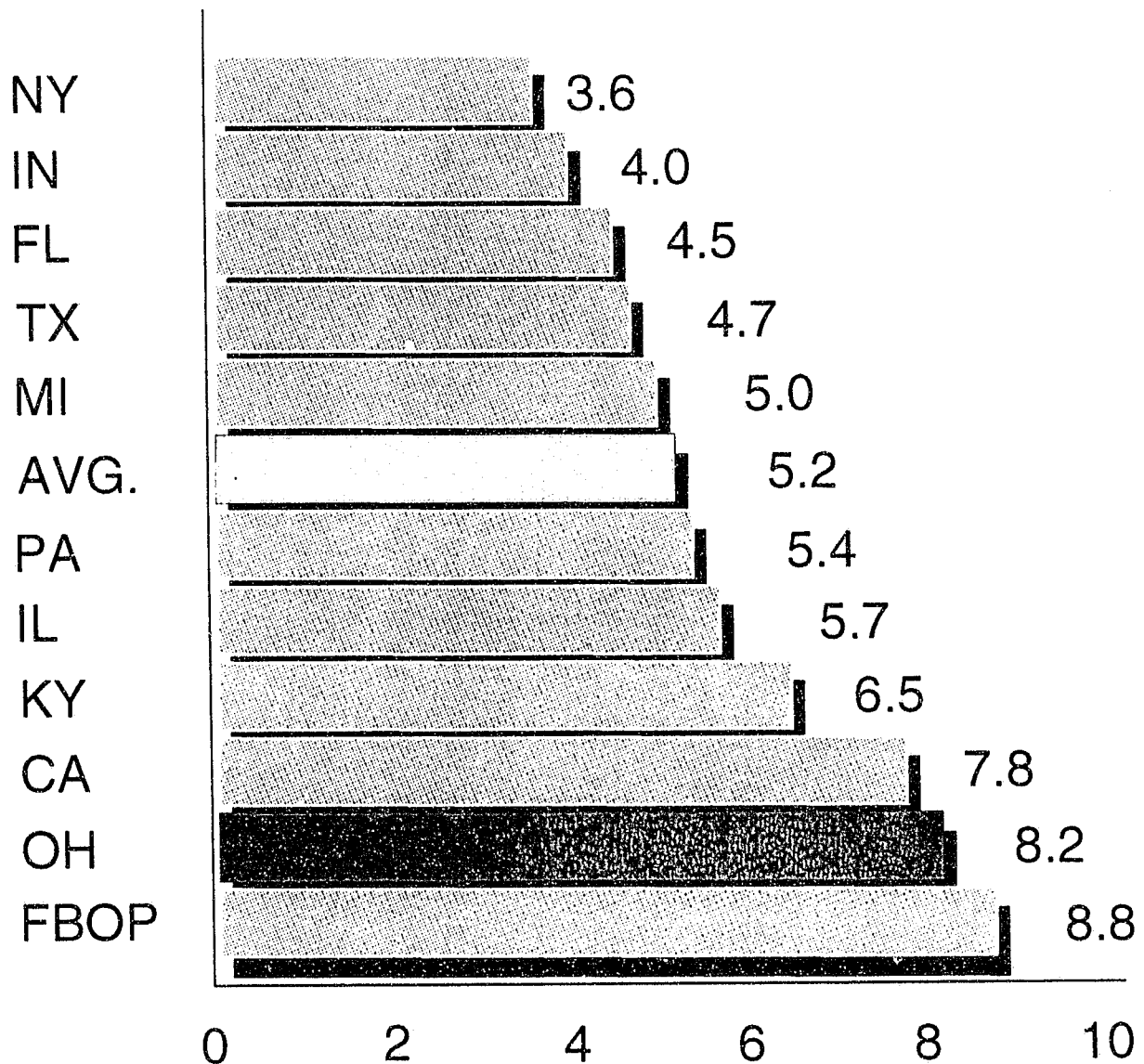
Cost Per Inmate Per Day
Source: Corrections Yearbook -- 1994

TABLE 4

Security - Inmate: Officer

Comparison To Ohio

State

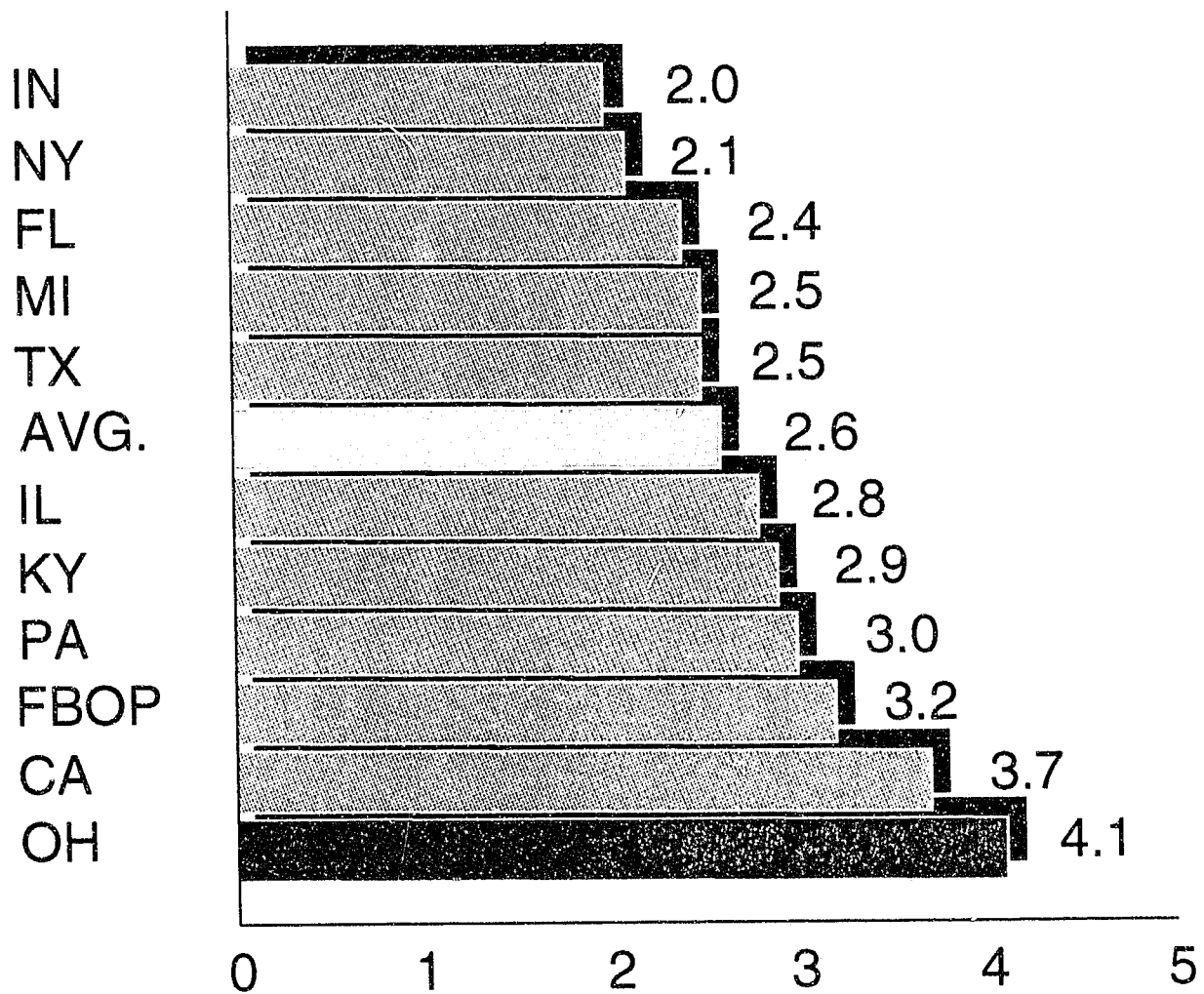


Ratio of Inmates to Correctional Officer
 Source: Corrections Yearbook -- 1994

TABLE 5

Security - Inmate: Staff Comparison To Ohio

State



Ratio of Inmates to Staff

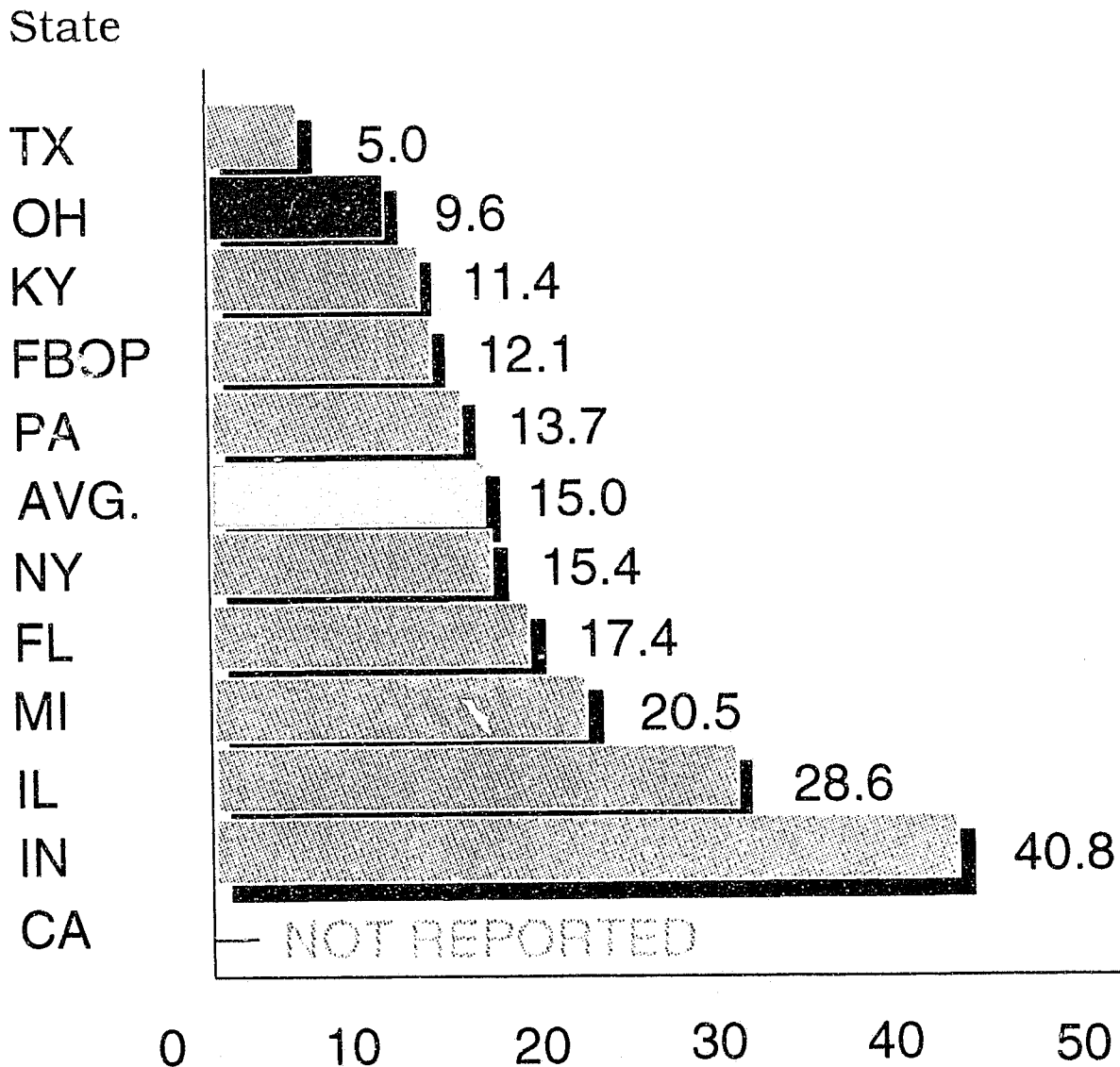
Source: Corrections Yearbook -- 1994

TABLE 6

Safety - Assaults On Staff

Per 1000 Inmates

Comparison To Ohio

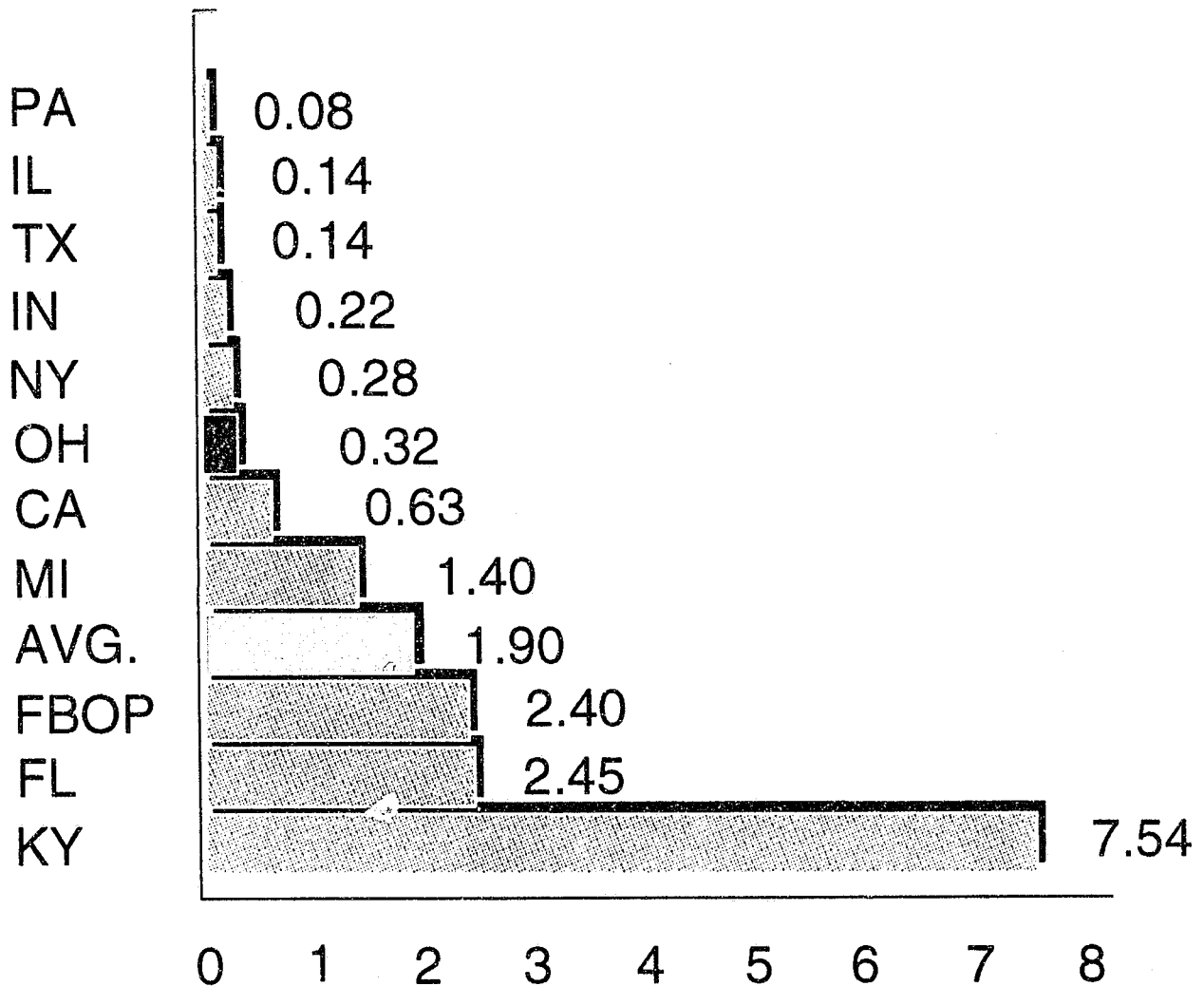


Rate of Inmate Assault on Staff
 Source: Corrections Yearbook--1994
 Definitions may vary greatly by state.

TABLE 7

Security - Escapes Comparison To Ohio

State

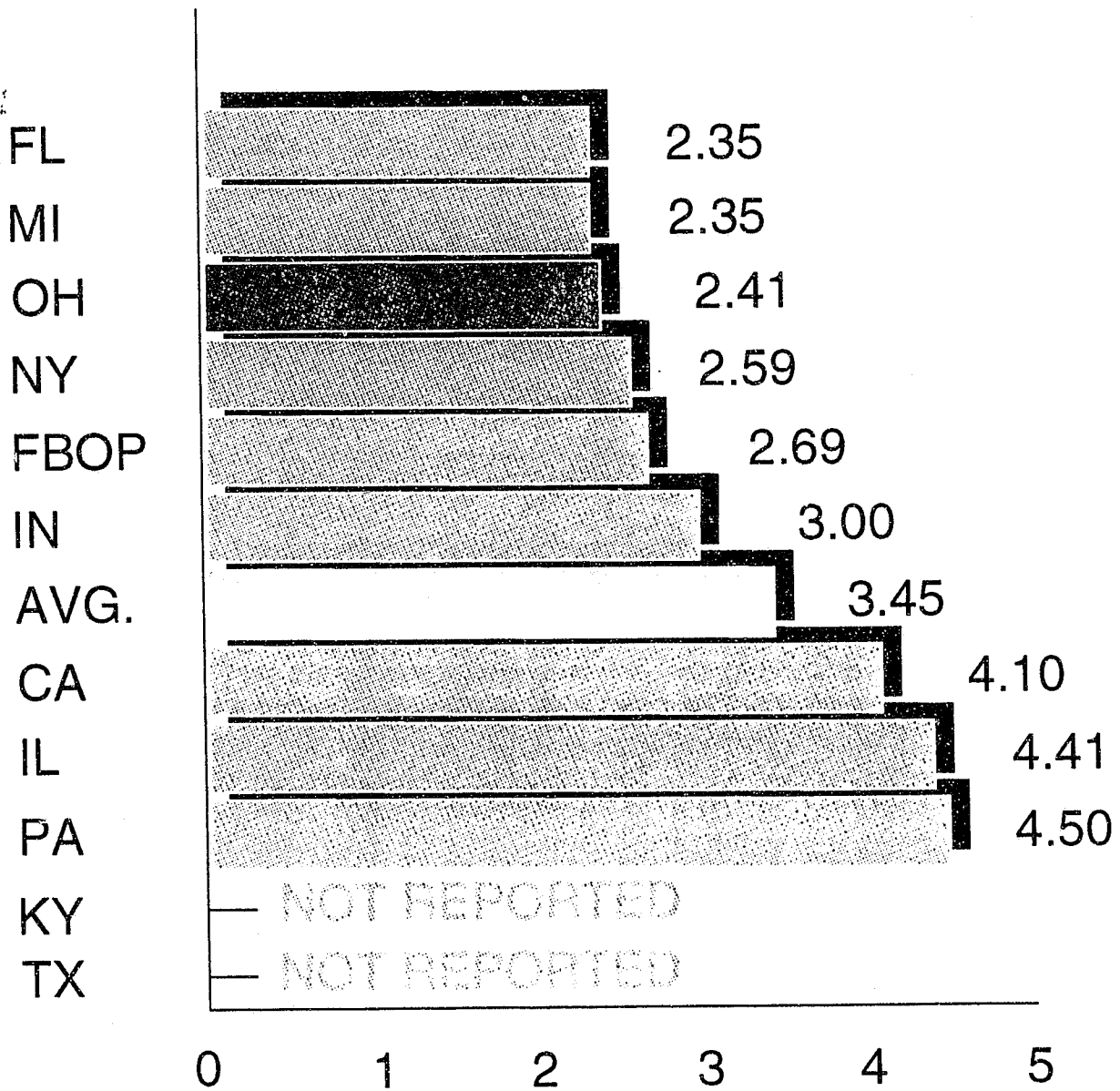


Escapes per 1000 inmates
Source: Corrections Yearbook -- 1994

TABLE 8

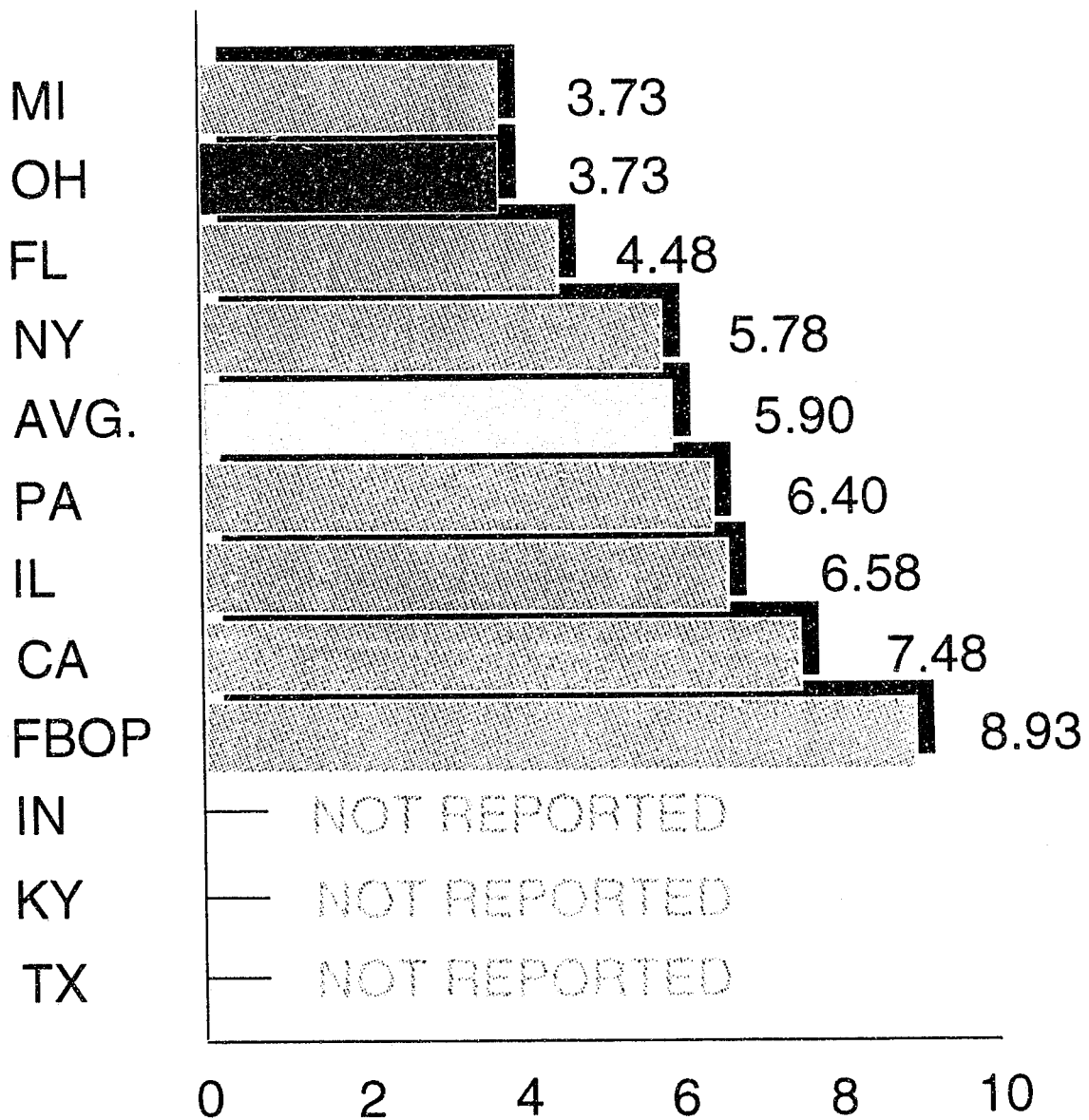
Inmate Food Cost Comparison To Ohio

State



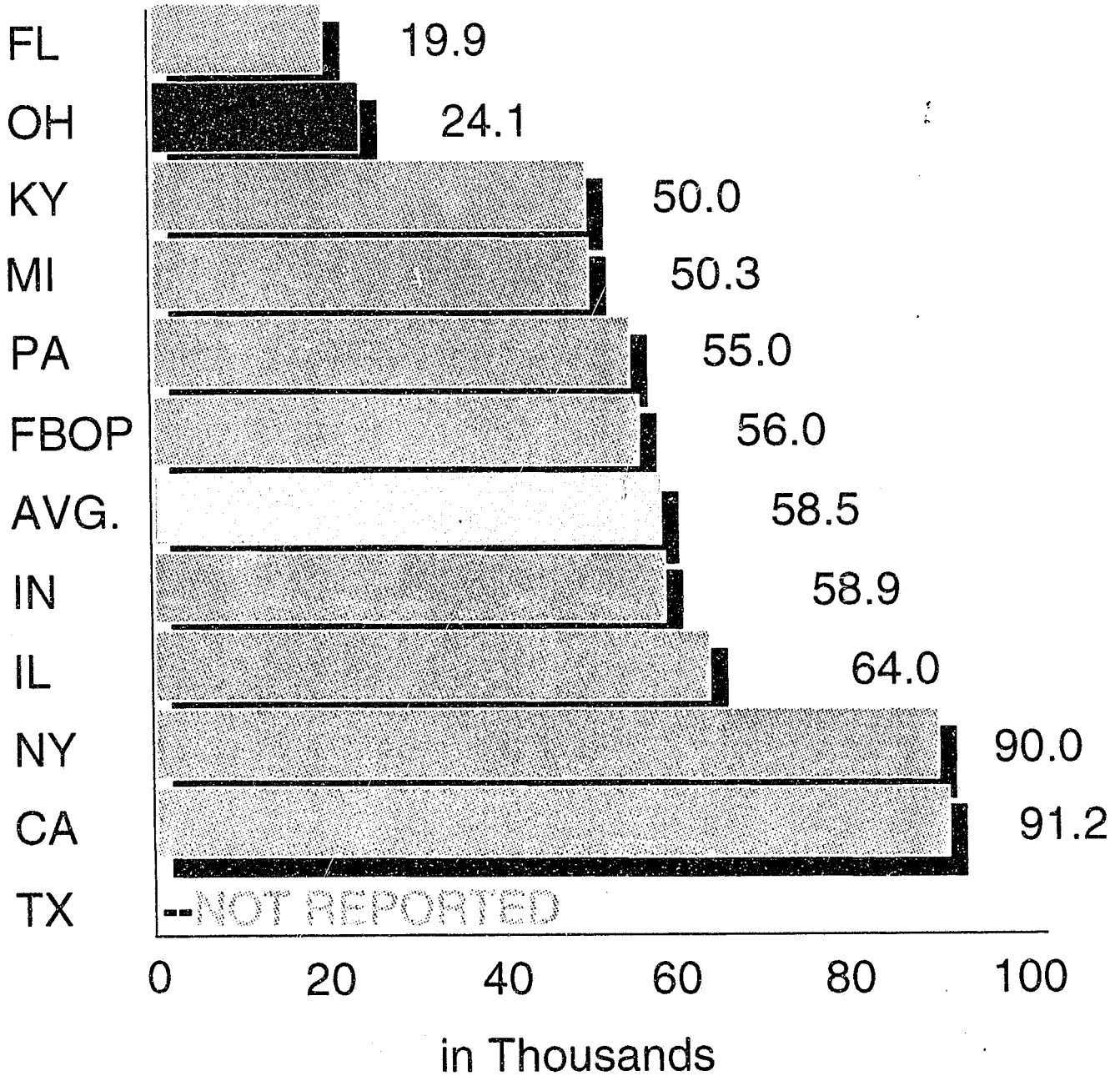
Inmate Health Cost Comparison To Ohio

State



New Bed Cost Comparison To Ohio

State



Construction cost for medium bed
Source: Corrections Yearbook -- 1994

TABLE 11