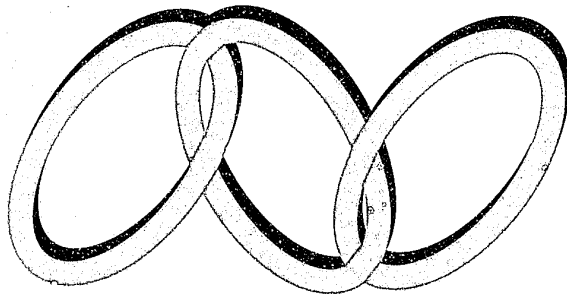


# Community Corrections:

## A Vital Link



Reginald A. Wilkinson  
Director

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# Community Corrections:

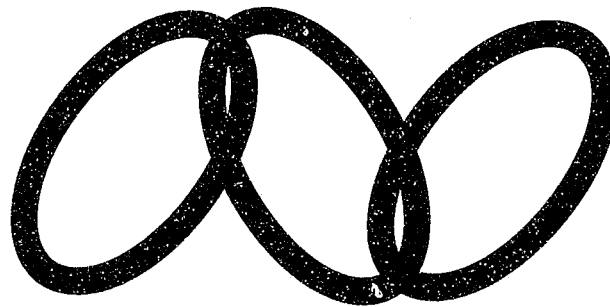
## A Vital Link

In the Criminal Justice System

NCJRS

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## **An Introduction to Community Corrections**

The American public is accustomed to viewing the jailing of offenders as a primary punishment option for all criminal behavior. However, in recent years, this trend has resulted in a large percentage of our tax dollars going toward incarcerating offenders. There are other punishment options.

Up to 12,000 non-violent inmates went through Ohio's prison system last year. Many may have been more effectively punished in the local community. In Ohio, it costs more than \$12,000 a year for each of the over forty-thousand inmates incarcerated in state prisons. Our prisons are bulging at almost 180 percent of capacity. That means that inmates must wait, sometimes for years, to receive appropriate programs or treatment to help them deal with their problems. Many offenders are in prison for too short a time to benefit from any programming at all. As a result, our prisons become expensive revolving doors, and nothing much gets accomplished in terms of improving public safety.

In Ohio, we are working to develop and support alternatives to incarceration for eligible, non-violent offenders. We want judges to have a range of sentencing options from which to choose. Most people are familiar with parole and probation, but community corrections encompasses much more. Punishments, or sanctions as they are sometimes referred to, may include: community service, restitution to victims, electronic monitoring, working at a job while residing at a community-based correctional facility, boot camps, mandatory drug testing and other options.

Community correction options were developed through cooperative efforts among such entities as the Ohio Department of Rehabilitation and Correction (DRC), local criminal justice and law enforcement agencies, the Ohio legislature and other stakeholders. Although the parole system and the Ohio Parole Board have existed in many forms since 1884, Ohio began a legislative approach to community corrections with the passing of the Community Corrections Act in 1979. Such Acts throughout the country served as a basis for states to encourage and support programs that offer an alternative to prison. Throughout the years we have continued to develop a strong inter-agency network that operates statewide to foster local alternatives to jail and prison sentences. The work of the Ohio Criminal Sentencing Commission is expected also to make Ohioans safer by imposing a "truth in sentencing" system, and by supporting local punishment and treatment for eligible individuals.

The key to successful community corrections is the selection of appropriate individuals to participate in the programs. The Department has developed information systems to select non-violent offenders to take part in community-based punishment options.

The purpose of this document is to introduce you to the concept of community corrections and help you understand how it works. Community corrections can reduce prison and jail crowding, and more importantly, helps to prevent new crime victims by ensuring that non-violent offenders receive a better chance at rehabilitation in their own community where they live and work.

If you are interested in more information about community corrections, please contact:

Division of Parole and Community Services  
Ohio Department of Rehabilitation and Correction  
1050 Freeway Drive North, Columbus, Ohio 43229

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## The Importance Of Community Corrections

Community corrections programs present safe, efficient and cost-effective options for punishing and treating eligible offenders in the community. Scarce and expensive prison beds can be saved for serious and violent offenders who need to be removed from society. Offenders can be treated safely in their environment at a fraction of the cost of prison incarceration.

Community punishments can be effectively imposed on the offender to interrupt criminal behavior and support positive improvement.

Throughout the country prison populations are rising:

- Ohio's prisons are approaching 190% of rated capacity.
- In the United States, there are more than 455 offenders incarcerated in prisons and jails per 100,000 people.
- Incarceration in prison is costly. Presently, the State of Ohio devotes almost 5% of its total annual operating budget to corrections, with an annual cost of imprisonment of more than \$12,000 for each offender in state prisons.
- In calendar year 1992 and 1993, more than 24,000 inmates were released from prison after serving a year or less. These prisoners may have been better and less expensively punished at the community level.

*"(Alternative sentencing and work programs) are certainly a very smart thing for us to do. It saves taxpayer dollars in a number of ways. It reduces jail overcrowding and gets work done at a much cheaper cost to the taxpayer."*

*Steven Chabot, Hamilton County Commissioner*

Community corrections represents the best use of available resources in the criminal justice system. The concept of keeping eligible offenders at the local level promotes treating the criminal in his or her environment, teaching them to deal with factors that lead to their criminal behavior. Local agencies support the offenders' efforts to change. Family members can be involved in the process as well, further enhancing the prospect for long-term change. Through these sanctions, offenders are held accountable for their actions in the community at a price averaging less than 20% of incarceration in prison.

Moreover, community corrections programs can be more responsive to the victim. Concepts such as restitution and community service require that the offender make amends for their actions as a part of their punishment. The offender makes a positive contribution to society instead of simply consuming resources.

*"How can it make economic sense to have an ever-expanding pool of people who don't pay taxes, who are supported by the taxpayers, and who are guarded by people whose salaries are paid for by the taxpayers?"*

*Daniel L. Feldman, Chair,  
Corrections Committee, New York State Assembly*

*"For every million (states) spend on building prisons, they will need as much over three years to run them."*

*George Camp, The Criminal Justice  
Institute, U.S. News and World Report, February 29, 1990*

## Community Corrections A Vital Link in the Criminal Justice System

Community corrections represents the choice to maintain offenders in the local community rather than incarcerate them in the local jail or state prison. Clearly, this is not an option for every person who becomes involved in the criminal justice system, but it is an important choice because of its long-term impact in effecting change in an individual's life-style at a cost that taxpayers can afford.

*"Any society that depends on only two sentencing options - confinement or nothing at all - is unsafe and unjust. We need a full array of effective sentencing tools that actually suit our various sentencing purposes."*

*Michael Smith, President, Vera Institute of Justice*

Community corrections additionally offers programs and services that are administered in the community rather than in jails and prisons. Offenders are selectively supervised in their communities as punishment for their crimes. Existing community human service programs assist in efforts to deal with offenders' social problems while they are simultaneously being punished for their criminal behavior.

The criminal justice system has a number of opportunities for decision makers to determine whether an individual should be allowed to remain in the community or be incarcerated. When an individual is found guilty of a crime, the local judge determines the appropriate punishment, either in the community or in prison.

Once an individual has spent at least six months in prison, they may be eligible at periodic intervals for hearings before the Ohio Parole Board to determine if they are capable of returning to a community sanction, usually parole (see flowchart in Appendix A - Community Corrections Decisions in the Criminal Justice Process).

Maintaining offenders in local communities holds them financially accountable for their actions by having them do unpaid work to benefit the community, such as cleaning and maintaining public parks and buildings. At the same time they must seek or maintain employment to pay restitution to their victim(s), support their families and contribute to the cost of the community sanction through fees or fines.



Offenders who fail to abide by the conditions of their community sanction may be placed in a more restrictive community sanction, or if appropriate, sent to jail or prison. When offenders violate conditions that jeopardize public safety, such as possessing a weapon, they are immediately incarcerated. Probation officers for the court, or parole officers for the Parole Board, assist the judge and Board in deciding whether an offender should be removed from the community.

*"The goal is to balance the interests of society and the citizens of Ohio in having fair sentencing that reflects appropriate punishment for the crimes committed, within the resources we have available."*

*Chief Justice Thomas J. Moyer, Ohio Supreme Court*

*"Intermediate punishments can provide the means by which we can hold offenders accountable for their illegal actions, and achieve our goal of increasing public safety."*

*Richard Thornburgh, Former U.S. Attorney General*

## A Safer Community

Crime exists in our cities, towns, neighborhoods and rural areas. It must be dealt with through a shared approach by the criminal justice system and the community.

In a concerted effort, the Ohio Department of Rehabilitation's (DRC) Division of Parole and Community Services (DPCS) has worked to develop linkages in the communities where we all work and live. Grants have been made available to local criminal justice systems, especially judges, to develop sanctions for offenders they feel can be safely punished in their community. In addition, state-provided community punishments are located in areas of the state where they are needed.

At the present time, the Division has grant programs in over 30 counties in Ohio, and 400 parole and probation field officers working throughout the state. These field officers work out of 26 offices in all parts of the state. As a result, they share the same concerns about community safety as everyone else.

Field officers working for local governments or for the state are trained to work with the criminal offender, keeping close linkages with local law enforcement and community resources. Through close field supervision of offenders, officers come to know the criminals, their families, friends and movements.

Efforts are made to help offenders succeed under supervision and remain in the community. This is accomplished by addressing behaviors which contribute to the risk of an offender returning to criminal activity.

Research studies have identified the following needs that often must be addressed:

- Literacy skills
- Drug or alcohol addictions
- Recognition and avoidance of risky situations
- Sheltered living arrangements and treatment for chronically psychiatrically troubled individuals
- Anti-social peer associations
- Anti-social attitudes and feelings
- Poor self control, self management
- Inadequate problem-solving skills

*"From 1985 to 1990, we found that 83 percent of (community corrections participants) have not been rearrested for anything."*

*Dennis Langer, Montgomery County, Ohio,  
First Assistant Prosecutor*

*"We do very little to rehabilitate nonviolent property offenders when we put them in crowded prisons. It is not good business practice. It is not good public policy. It doesn't make us any safer."*

*Allen Tapley, Executive Director, The Sentencing Institute,  
Montgomery, Alabama, 1992.*

### **Relapse Prevention**

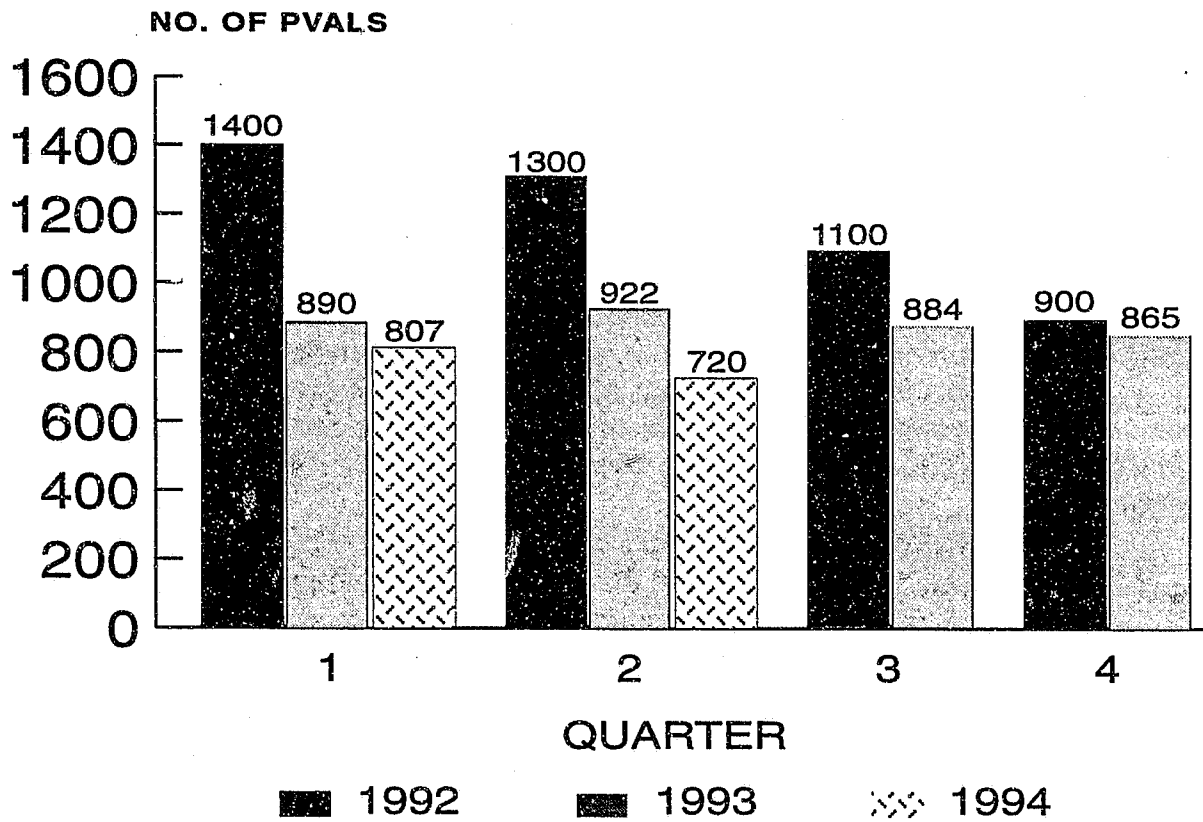
A combination of treatment programs along with close supervision and monitoring has a positive effect on recidivism. One of the most effective ways to reduce criminal behavior is through relapse prevention, the recognition of behavior patterns that eventually lead to a criminal act. Criminal acts are not random incidents, but follow a very orderly process.

Each criminal has his or her own process or pattern which leads to a criminal act. These may be alcohol or drug use, temper flare-ups and numerous other key behavior patterns. Officers are trained to recognize these patterns and intervene as needed. The offender can also be taught to recognize these same patterns and the thought process that leads to these patterns and criminal acts. Relapse prevention techniques have been successfully used in sex offender programs, substance abuse control and domestic violence programs, and are expanding into other areas of criminal behavior. By monitoring behavior, an officer can prevent new crimes from being committed.

### **Parole Violators at Large**

Occasionally, offenders in community punishments fail to maintain required contacts, or move without notifying their parole officer. A program was initiated in 1992 to specifically track offenders on parole who abscond from supervision. Using computer linkages such as the Law Enforcement Automated Data System (LEADS), National Crime Information Center (NCIC) and the cooperation of major police departments and the Division's field staff, this effort has been very successful in reducing the number of Parole Violators at Large (PVAL's) from over 1,400 in 1992 to approximately 700 today. (See chart on next page)

## PER QUARTER AVERAGE COMPARISON FOR PAROLE VIOLATORS AT LARGE 1992 - 1994



Other community corrections programs throughout the state also have mechanisms to look for offenders who flee their supervision (using local law enforcement agencies).

## Public Support

The public will support punishing offenders in ways other than traditional incarceration if they understand the sanctions and the circumstances of the offense. Public support for community corrections has been documented by both state and national polls.

*"Alternative sentencing is perceived as giving judges more flexibility, as tougher on criminals than probation, and as providing a better chance for the rehabilitation of offenders. Citizens have made it clear, however, that alternatives are only appropriate for those offenders who they see as having little potential for committing violent crimes in the community."*

*Steve Farkas, Senior Research Associate,  
The Public Agenda Foundation*

Citizens in several states have been asked about using community corrections for non-violent offenders.

- Focus groups of citizens in Alabama, Delaware and Pennsylvania felt alternative sentences to prison were appropriate for many offenders; alternatives gave judges needed flexibility to make the punishment fit the crime; and improved the chances of offenders being rehabilitated.
- In Colorado, citizens and criminal justice officials were surveyed. Results revealed that a majority of both groups recommended structured community punishments when given detailed information about the offender and the crime.

*"Four out of five respondents favored community corrections programs over prison for criminal offenders who are not dangerous."*

*from "New Public Opinion Poll Cites Support for Intermediate Punishment Programs" article by Neil Tilow, President, International Association of Residential and Community Alternatives (IARCA), from Perspectives, Winter 1992*

A 1993 survey of citizens' attitudes conducted by the Ohio Office of Criminal Justice Services netted similar results:

- A majority of Ohioans support the use of alternatives to prison for non-violent offenders.
- Creation of community treatment centers was the most popular of five options offered for handling prison crowding in Ohio.

*"If I can get (offenders) into a Community Corrections Program, I want that structure, that contact, that control - because somebody's got to guide that person out of the path they've taken."*

*Judge Evelyn Stratton, Franklin County  
Common Pleas Court*

The Ohio Criminal Sentencing Commission also favors community corrections options for non-violent offenders. In their July, 1993 report, "A Plan for Felony Sentencing in Ohio," the Commission recommended that sentencing judges mete out punishments that fit offenders and their crimes. The Commission also recommended that a variety of sanctions be available to sentencing judges, and placed in law as independent sanctions rather than as conditions of probation.

## "Do community corrections programs work?"

A 1989 research project \* concluded, "If offenders successfully complete their community-based correction program, they are less likely to be incarcerated later than similar (third and fourth degree felons with short sentence lengths and expired definite sentences) offenders."

This study compared offenders participating in community corrections programs such as Community-Based Correctional Facilities, Intensive Probation Supervision, and the Community Corrections Act programs, with similar felons who went to prison. Results show that 25.6 percent of the inmates released at the expiration of definite prison sentences returned to prison within 30 months. Those that completed community-based programs returned at nearly half that rate.

### Successful Program Completions

Community Corrections Act Releases	390
Community Corrections Act Incarcerated	50
Community Corrections Act % Incarcerated	12.8%
Intensive Probation Supervision Releases	129
Intensive Probation Supervision Incarcerated	12
Intensive Probation Supervision % Incarcerated	9.3%
Community-Based Correctional Facility Releases	211
Community-Based Correctional Facility Incarcerated	58
Community-Based Correctional Facility % Incarcerated	<u>27.5%</u>
Total Releases	730
Total Incarcerated	120
Total % Incarcerated (Average)	16.4%

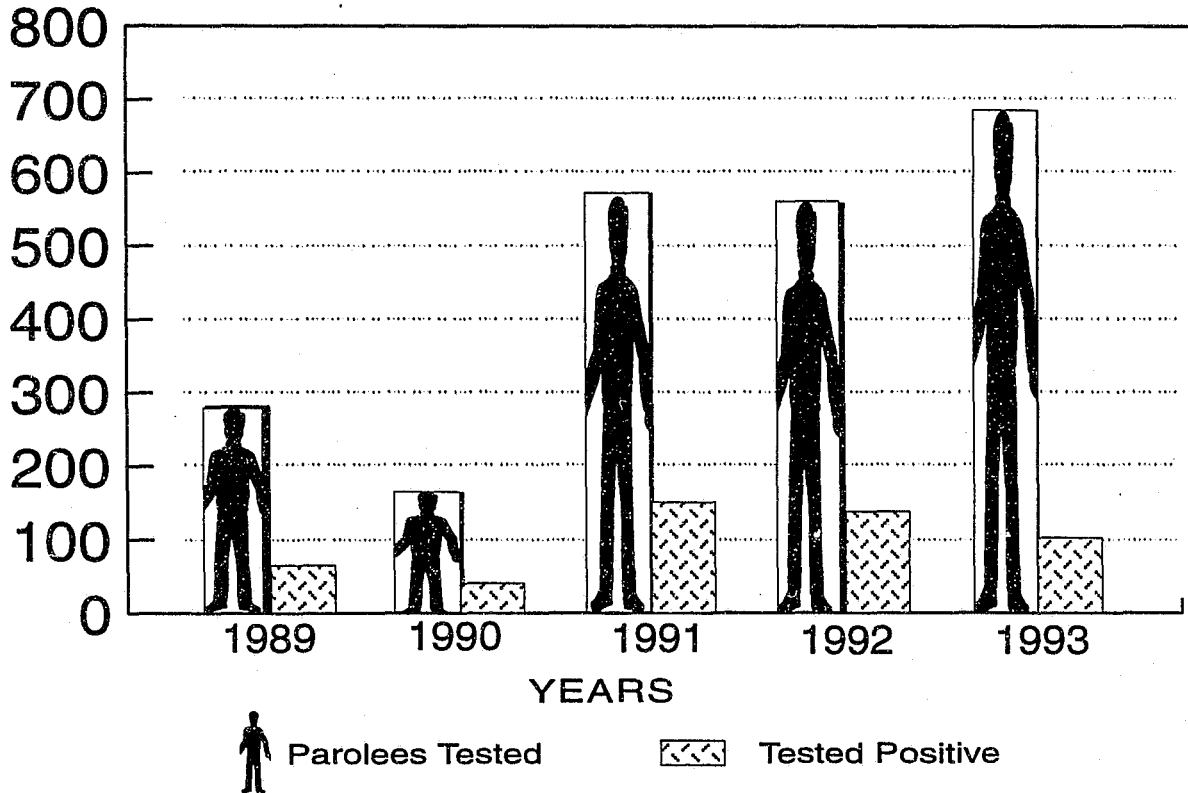
\*Monitoring of offenders participating in community-based corrections programs, Ohio Department of Rehabilitation and Correction, Steven V. Anderson and Michelle Matheron, Bureau of Planning and Research July 1991.

## Testing Reduces Drug Use

When we identify and address the offender's problems which lead to his criminal behavior, then community corrections works.

An indisputable correlation exists between drug usage and criminal activity. Drug screening, used increasingly by field officers, is found to be very effective in detecting drug use and potential criminality among offenders. During the past five years, a Lima field Unit has used urinalysis testing on clients. Both random and scheduled weekly testing was used. As clients became aware of the chances of being caught, the reduction in drug use was remarkable.

### Random Urinalysis Testing on Parolees Lima Region Study



This chart demonstrates that as the number of clients being tested more than doubled, proportionately, the number of clients testing positive remained low.

Drug screening is being expanded to all parts of the state, and is viewed as a very promising tool in deterring the use of drugs among clients.



## Employment And Education - Keys To Success

The majority of community corrections programs include employment and education components.

*"We have found that greater participation by offenders in counseling, employment, restitution and community services is associated with lower levels of recidivism."*

*Susan Turner, Senior Researcher, RAND Corporation*

Ohio halfway houses provide offenders with more than just a structured place to live. They also assist offenders to regain their self-respect with education and employment opportunities. Ninety-four percent of halfway house residents are employed within 14 days of their arrival.

*"A halfway house's employment service might be its most important aspect. We're getting the people that probably have the least chance of succeeding after prison. Of the 300 who were trained last year, 240 found jobs."*

*Robert Gloeckner, President, Alvis House, Columbus*

*"The program helped me become more confident and find a job. A lot of my friends are still running around the streets with no jobs and getting into trouble. I'll never go back to that kind of life."*

*Lugene Simmons, ex-felon and resident of Alvis House*

With the assistance of federal and state funds, Ohio's Community-Based Correctional Facilities have implemented literacy and adult basic education programs. Currently 73 percent of offenders placed in these facilities are academically deficient.

## Ohio's Innovative Programs And Initiatives

Ohio is a leader in the national evolution of community corrections (see Appendix B - Significant Events). A growing network of innovative programs are effectively managing offenders in local communities. Often, offenders pay victim restitution, court costs and support their families, which they could not do if incarcerated in the state prison system. This saves taxpayers money, and the offender becomes a tax producer - not a tax consumer.

### **Community-Based Correctional Facilities (CBCF)**

Imagine a family member or clergy being assigned as a community sponsor for a released offender. Follow that treatment with one year of aftercare and support groups and you have the Western Ohio Regional Treatment and Habilitation (WORTH) program. This is an example of a Community-Based Correctional Facility (CBCF) in Ohio. The map in Appendix C shows the location of this and other community corrections programs. Such innovative programs help the offender deal with adjusting to community life.

Summit County Judge Jane Bond received a letter from a woman who she sentenced to the Summit County CBCF instead of prison. The letter states, "I had always wondered how to get out of the hole that I dug myself in, and when I went through treatment, the CBCF gave me the tools I need to do just that. I wanted you to know that I am working a full-time job...and I'm happy to tell you that I got my girls back. Thank you for sending me somewhere where I received help. I'll always be grateful."

A lifetime of drug dependency and minor felonies had landed "Frank" in the SEPTA Center in Athens County. He performed 63 hours of community service and was able to earn a GED. After three months at the center, Frank was able to get a job as a laborer, and pay back his court costs. Frank was released from the SEPTA Center after a six month sentence. His employer promoted Frank to head grounds keeper. One month later, Frank relapsed and smoked marijuana. Through assistance from his employer and the skills learned at the SEPTA Center, Frank was able to regain sobriety and keep his job. Thirteen months later, Frank remains drug free, and credits SEPTA Center with turning him around. "If it wasn't for SEPTA, and getting away from my old friends, I wouldn't be where I am today."

Each CBCF in Ohio requires offenders to work. Wages earned by offenders facilitate paying victim restitution, court costs and the costs of incarceration. The rates of pay per hour range from minimum wage to skilled pay meeting free market and union rates. A welder in one CBCF earned \$18,000 while welding during the day and returning to the CBCF in the evening for supervision. He had previously been an unemployed welder with an alcohol problem. While under the influence

of alcohol, he was convicted of damaging a bar at a cost of \$10,000. His wages earned while incarcerated enabled him to make restitution for the damages. Restitution would not have been paid if he had been sent to state prison.

CBCFs in Ohio are very successful with offenders completing the program. Treatment in the facilities includes:

- Chemical dependency counseling
- Education assistance
- Employment/Jobs skills training
- Attitude adjustment and aftercare follow-up with probation staff

"John" had served his country as a Marine and had participated in Desert Storm. His friends welcomed him home with a party. While driving home drunk, John was in an accident which killed his best friend and left John paralyzed. He faced charges of aggravated vehicular homicide. Instead of sending him to prison, the judge sentenced John to the Summit County CBCF. At first, his wheelchair bound condition was unsettling to others, but John's positive outlook soon won everyone over. John completed alcohol dependency treatment and availed himself of the computer learning lab. He soon abandoned his wheelchair for a simple cane. John's determination to overcome his problems won him back his job with the military, where he was assigned to a recruitment office. The CBCF programs allowed him to work through his painful problems and emerge with a brighter future.

"Mary," a frightened and confused 28-year old woman, was sentenced to the MonDay Center in Dayton on a charge of breaking and entering. A past filled with sexual and physical abuse had left her with a terrible lack of self-esteem. Her academic testing showed low scores in all areas, and Mary was convinced she was too stupid to learn. Mary was assigned a tutor and enrolled in Adult Basic Education classes. She also attended classes in "Taking Charge," communications and dialogue. Through hard work and determination, Mary is currently on her way toward getting a GED and attending college to develop a newly-discovered artistic talent. She feels confident that she can be a strong, supportive wife and mother.

## Community Corrections Act Programs

The purpose of the Ohio Community Corrections Act (CCA) grant program is the diversion of non-dangerous felons from state prison by funding community punishments created by local court systems. Twenty-six counties now participate and have established their own unique punishment options.

"Community Corrections provides a much needed alternative to the severe sanction of incarceration," says Franklin County Court of Common Pleas Judge Evelyn J. Stratton. "The Court sees so many defendants with severe drug addictions underlying their criminal activities. Community Corrections programs attempt to address the underlying problem in a community setting that involves treatment, education and job training. It provides the Court with a much needed tool in the war against crime."

A variety of community corrections programs have been developed by court systems throughout Ohio using grant funds provided by the state. One such program in Wood County places offenders into an "industry program" located in the county jail, where they receive GED preparation, job skills, vocational and actual, paid on-the-job training.

The Honorable George E. Martin, Judge of the Portage County Court of Common Pleas serves as Chairperson for the Portage County Community Corrections Board. "Portage County has been able to establish an Intensive Supervision Program allowing us to conduct a more intensely structured program of rehabilitation that focuses on the chemically dependent offender." Judge Martin says, "Our county is looking forward to our continued association with the Ohio Department of Rehabilitation and Correction in our joint effort to divert selected felony offenders from state penal institutions."

Should offenders with mental health problems or mental disabilities be incarcerated? Cuyahoga County favors another approach for these offenders. Their judges have created a program in partnership with the County Mental Health Board which enables offenders with mental handicaps to be placed into community services.

"The CCA program has provided our courts with the ability to address non-violent offenders through the use of community sanctions," asserts the Honorable James W. Jackson, Judge of the Lake County Court of Common Pleas. "Our monitoring and supervision have been strengthened through the use of drug testing and the electronic monitoring of probationers which results in better protection of our community."

Lorain County has focused its effort on offenders who are addicted to drugs or alcohol. In a partnership with the county's alcohol and drug abuse agency, their local punishment option provides offenders an opportunity to establish drug and crime-free lifestyles.

## Halfway Houses

The Talbert House is one of 20 halfway houses in Ohio which contract with criminal justice agencies to manage offenders. Neil Tilow, agency president, says their program is unique because they offer a "layering of services" to their residents. They can address several needs of their clients simultaneously, from parenting skills to chemical dependency to job counseling. In a five year period, this program has seen a 30 percent reduction in recidivism.

"Rex" was sent to Beekman (a Talbert House in Cincinnati) to serve out a furlough sentence. He adjusted well to the program, participating in chemical dependency, parenting, life skills and relapse prevention programming. Rex obtained a job at a business next door to the halfway house. When his discharge date approached, his supervisor asked him to stay on, and offered him a supervisory position with the company. Rex adjusted his plans, stayed with the company, and was instrumental in hiring other halfway house residents. Rex used his own success to help others.

Halfway houses are primarily used by individuals making the difficult transition from prison back into society. In a letter received by Dayton's Alvis House, a resident praised the work of his caseworkers. "Ms. Carol Knight and my caseworker, Ms. Karen Davis, directed their considerable expertise to the completion of my rehabilitation. They exhibited understanding and compassion while maintaining patience and support... My arrival at Alvis House found me still suspicious and defensive. I left a few weeks later confident and eager to get on with living. I am now on parole in my home state, prepared to cope with adversity and joyfully adhering to the rules of civilized society. Consider this a tribute to truly understanding persons who are too seldom recognized for their vital contributions."

Halfway houses are often equipped to provide residential housing, employment services, education, life skills and substance abuse education for offenders.

Some people are sent to a Halfway House as a final step before being sent to prison. "Mary" is a good example of the latter. Mary could not remember a time when she was not on drugs. She functioned by scamming, lying, stealing and fighting. She could not remember her children's birthdates or what grades they were in. Despite her attitude, the Community Corrections Association staff in Youngstown saw something worth saving in Mary. They discovered that Mary was afraid to change, and did not know how to begin. The staff spent time counselling Mary, both individually and in group sessions. They would not let her give up on herself. Mary earned a G.E.D. during the time she spent in the halfway house, entered college, got a full-time job and reestablished ties with her family. Mary calls the staff weekly. Although it's been difficult, she has maintained her sobriety, her job, school and new life.

There are other unique variations of this option in Ohio. The Intermediate Transitional Detention (ITD) phase of the DRC's Shock Incarceration Program (Boot Camp) is a 30- to 60-day halfway house program geared toward treating primarily first-time drug offenders. Offenders must complete an intensive 16 hour daily program, including: independent living skills, self-improvement, pre-employment counseling, support services, community service work and family re-unification.

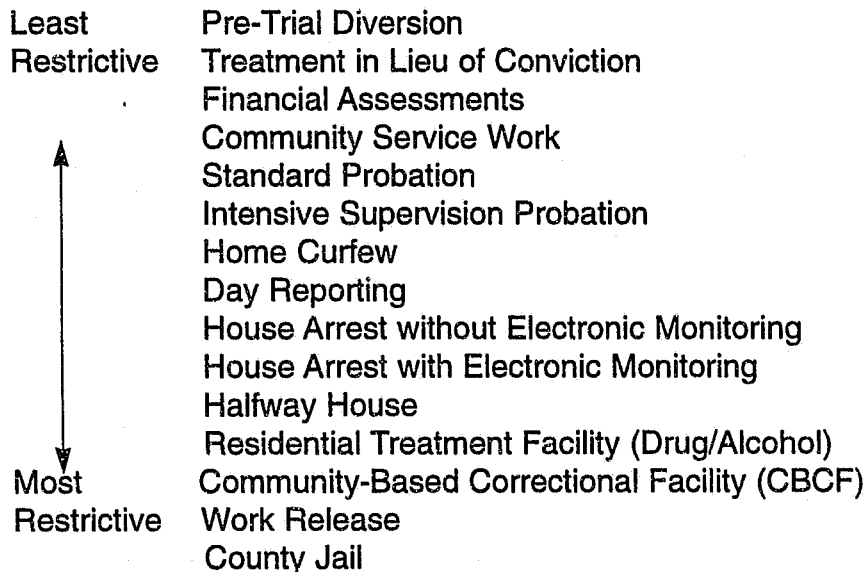
In another part of the state, a Therapeutic Community is being created in a halfway house for addicted offenders released on parole. The six to nine-month program is designed to assist offenders in rebuilding their sense of self-worth and enhancing coping skills for meeting day-to-day challenges without reliance on drugs or alcohol.

# Continuum Of Sanctions

To maximize the use of limited correctional funding, local jurisdictions are beginning to share criminal justice resources and coordinate correctional services. To facilitate this effort, DRC is currently planning a pilot project to establish policy-based continuums of punishments in three local criminal justice systems. Currently, counties that receive funds under the state's Community Corrections Act are required to develop such continuums as a part of their comprehensive criminal justice plans.

Sanctions that are part of a continuum enable judges to place offenders in more, or less, restrictive punishments depending on an offender's behavior throughout the sanction period. For example, if an offender fails to abide by the supervision requirements of standard probation, the court may require stronger punishments. These may include intensive probation supervision, day reporting, house arrest with electronic monitoring and halfway house placement. If the offender continues to fail to abide by the requirements, the court may require the offender to be placed in a community-based correctional facility (CBCF) or the county jail. The continued lack of positive adjustment would indicate that commitment to state prison is warranted. Offenders in Ohio's community corrections system may progress through nine different, sometimes concurrent sanctions before being sent to prison.

## CONTINUUM OF INTERMEDIATE SANCTIONS



## Forming Partnerships

Community corrections in Ohio is the result of the coordinated efforts of a number of organizations and individuals. The existence of a unique cooperative partnership between state and local officials, and not-for-profit organizations has created an effective network of resources to deal with offenders.

### Advisory Boards

Nowhere is this partnership better exemplified than in the existence of the Ohio Community Corrections Advisory Board (OCCAB). The OCCAB consists of 41 persons and is chaired by the Deputy Director of the Department of Rehabilitation and Corrections responsible for community corrections. The Board is a cross section of officials representing state and local governments and a number of recognized organizations that are part of Ohio's criminal justice system. Established by state law and Executive Order of the Director of the Department, the OCCAB serves to enhance the dialogue between the Division of Parole and Community Services and local officials. OCCAB helps direct and develop community corrections initiatives in Ohio including parole and probation services and state-subsidized community corrections programs.

A similar advisory board was created to assist in working with local jails. In addition, some parole officers and supervisors sit on local advisory boards for halfway houses, community-based correctional facilities, mental health boards, community projects, service agencies and other related community groups.

### Reducing Risk of Reoffending

The Division has joined in partnership with community-based treatment providers to increase offender opportunities for rehabilitative treatment, especially sexual disorders. On July 1, 1994, the Division contracted with several providers throughout the state to obtain needed treatment services for offenders with special needs.

The program is designed to provide services only for offenders who, for various reasons, are not currently receiving services through our normal linkages with the community. The project was not enacted to replace any current community services, but to supplement them. Through this example, we hope to encourage more community agencies to provide treatment services for special needs offenders and to increase local agencies' knowledge and willingness to provide services.



## **Threat Group Initiative**

We are presently involved in a program with Ohio prisons and law enforcement to track security threat groups (gangs). An intensive intelligence network is in place to identify various threat groups within the prisons. This information is then passed to the field officers to aid in community supervision. The same officers are trained to identify these groups and provide information to the institutions when threat group members are sent to prison. Both field officers and institutional personnel are members of various community, state and interstate gang task forces to enhance tracking of these groups.

## **Audio Conferences**

Audio conferencing is a method of bringing nationally known consultants in the field of corrections to local audiences. Four recent conferences sponsored by the National Institute of Corrections covered the following topics:

- Emerging legal issues in corrections
- Medical / Mental health legal issues
- Personnel legal issues
- Legal issues in correctional facilities

The Division hosted the conferences for professionals in the criminal justice field.

## **Technical Assistance**

The state assists local jurisdictions in developing a continuum of intermediate sanctions or punishments. A conference was held in 1992 to share information concerning how to link programs and establish continuums.

The Department has opened its Corrections Training Academy to many local agencies. Many county and city probation agencies send their staff to the training academy. Local jail officials recently had the opportunity to attend a seminar provided by the Department on emergency preparedness to share information on dealing with jail or prison unrest.

The Division of Parole and Community Services also provides assistance to local programs in other ways, including: reviewing written procedures and rules, participation in jail or CBCF construction planning meetings, review and recommendation on the adequacy of staffing numbers and their deployment, provision of planning models, sharing correctional trends and innovative solutions utilized by others and referral to other technical assistance sources.

## **Our Commitment To Victims**

Victim issues are an integral part of the Ohio Department of Rehabilitation and Correction's operation. In community corrections, staff are actively involved in addressing victims' concerns.

### **Presentence Investigation (PSI) Reports**

Prior to sentencing offenders to community sanctions, courts must request a presentence investigation (PSI). The PSI contains detailed information about the offender and his/her offense, to aid the judge in selecting an appropriate sanction.

These reports include a section on victims' losses, whether monetary, physical, psychological or other. If the victims have recovered financial losses through insurance, field officers may even contact the insurance companies to determine necessary reimbursement. When contacting victims, officers advise them how to file with Ohio's Court of Claims, and how to alert the Parole Board that they wish to receive notification when the assailant has a parole hearing.

### **Restitution and Fees**

In community corrections, offenders are often made accountable for their actions by paying victim restitution, in addition to fines and court costs. In the near future, offenders will have even greater accountability because they may be required to pay supervision fees under a new law enacted in Ohio. Fees collected will be used to help fund community punishments.

### **Community Service**

Sometimes, restitution can take a more general approach. Courts can order offenders to perform up to 200 hours of community service, work that benefits the community without offenders receiving compensation. Community service is a common component of community corrections programs, and includes such activities as removing debris from public roadways, cleaning parks or other public buildings, or even helping disabled persons with daily tasks.

Many of these services would not be available if it were not for community service programs. Offenders have an opportunity to "pay back society" by performing services that save taxpayers' dollars.

## **Supervision**

Offenders are held accountable for their behavior while under supervision in the community. They are required to adhere to strict rules of conduct, or face revocation of their freedom. Field officers monitor offenders' activities and arrest them, or take other necessary actions when offenders show signs of repeating criminal behavior. Officers use a variety of techniques to prevent offenders under their supervision from committing new crimes. These include sporadic urinalysis testing to detect drug usage, random home or work visits and contact with friends and family members.

Officers also monitor restitution payments ordered by the court. If offenders refuse to pay when they can, officers may schedule a hearing with the court to determine if additional sanctions are warranted. In some cases, officers advise victims to file in civil court to collect restitution.

## **Victim Access To The Parole Board**

Prior to an inmate's parole hearing, victims are encouraged to meet with or write to the Ohio Parole Board to provide details regarding how the crime affected their lives. These meetings are held once a month and enable victims to share information that otherwise may not be available to Board members. Parole Board staff also speak periodically with victim's groups, explaining the parole process and how victims may affect prison release decisions.

## Our Vision For Community Corrections

The Ohio Department of Rehabilitation and Correction (DRC) envisions a collaborative and cooperative partnership between state and local agencies in providing offender services and sanctions in local communities. State resources will be used to facilitate continuums of sanctions in each jurisdiction which provide punishments and services tailored to offender behaviors and needs. Information will be consolidated and shared with all decision-makers in the criminal justice system.

### Community Corrections Goals

- To manage prison crowding by providing more non-prison sentencing options for the courts and the Parole Board for offenders who would benefit from community punishment.
- To provide funding, training and other resources for local officials and DRC probation/parole employees to develop continuums of punishments and services for offenders in local communities.
- To establish automated information systems and personnel to manage information regarding the offender population considered for or placed in community corrections options.
- To provide resources to conduct comprehensive offender background investigations prior to sentencing for all significant convictions that occur in counties with state probation services; and for all offenders that appear before the Ohio Parole Board.
- To continue to expand offender services and treatment available in local communities.

## Recent Progress Towards Goals - FY94 And FY95

The Ohio Department of Rehabilitation and Correction received funding to expand the continuum of punishments that exist in several counties, and to increase capacity in several others.

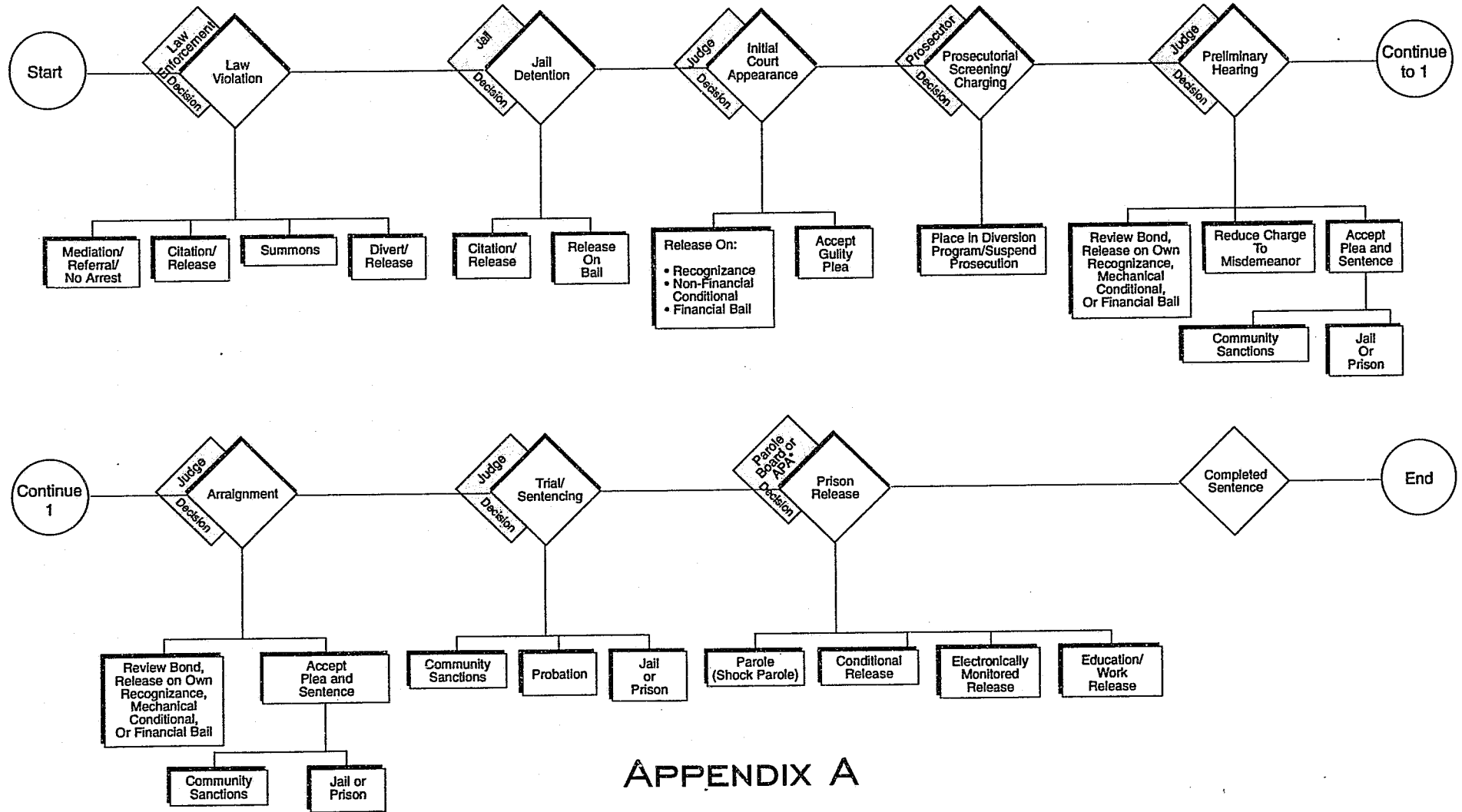
- The Department has aggressively pursued initiatives to expand residential sanctions in local communities. Ohio's unique residential probation program, the Community-Based Correctional Facilities (CBCF) program, is expected to increase by five more facilities. The number of counties accessing the existing eight facilities will also be increased.
- Contractual halfway house beds are also being augmented to expand the availability of residential punishments for use by both the courts and the Ohio Parole Board.
- In another landmark change, 12 counties received Community Corrections Act (CCA) grants to initiate non-jail punishments for offenders currently placed in local detention facilities. This is the state's first attempt to address jail crowding with CCA grants.
- For the first time in its history, DRC will be contracting for offender services not available through other funding sources for parolees who have mental or sexual disorders, or multiple problems.
- To further our ability to assess the extent of an offender's substance abuse addiction, a grant has been submitted to the Office of Criminal Justice Services to hire certified chemical dependency counselors in each Adult Parole Authority regional office.
- Graduated sanctions are being developed to provide parole staff a variety of actions they can take to respond to offenders who violate minor conditions of parole.
- The continuum of post-release (after prison) options is being expanded to include two new forms of release: conditional release and electronically monitored early release.

## Future Directions

The Division of Parole and Community Services will:

- Initiate electronic tracking of offender activity
- Provide as much information electronically as possible to the Ohio Parole Board at an offender's hearing to improve the timeliness and readability of the information.
- Establish an offender treatment/service network with regional offices coordinating linkages between community and institution providers and Adult Parole Authority staff. Examples of such linkages will include information sharing about offenders, gang involvement, psychological status and the like.
- Identify and begin to develop core resources needed in state and local continuums.

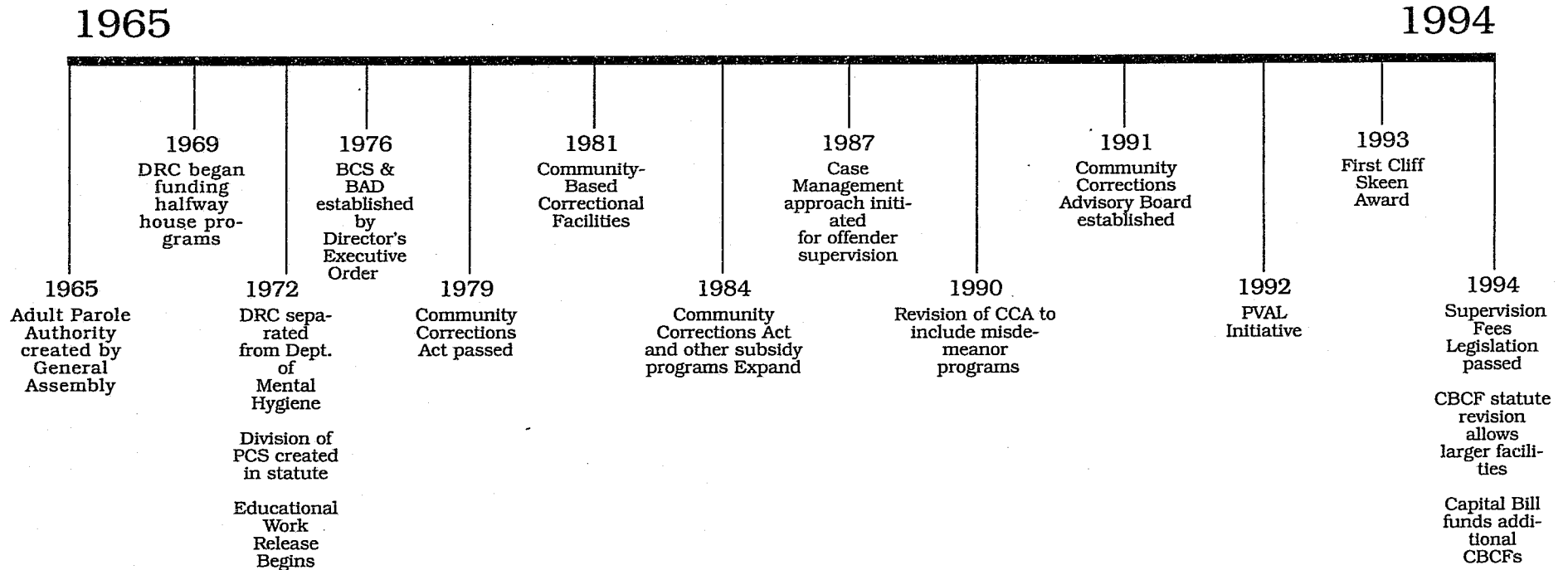
# COMMUNITY CORRECTIONS DECISIONS IN THE CRIMINAL JUSTICE PROCESS



APPENDIX A

# Community Corrections Timeline

## Significant Events







APPENDIX B





**LEGEND:**

- Halfway House ----- 
- Community-Based Correctional Facility (CBCF's) ----- 
- Counties served by CBCF ----- 
- Community Corrections Act Programs ----- 

All counties have parole office coverage and basic probation services. With the exception of Van Wert, Pike and Vinton counties, all others have jails.

**APPENDIX C**

# DEFINITIONS OF INTERMEDIATE SANCTIONS

**Intensive Supervision:** A form of probation with reduced officer to offender ratios (usually 30-35 offenders per officer instead of 500-100). There are increased contacts between the officer and the offender and more attention to assisting with the offender's service needs, e.g., substance abuse treatment, than on regular probation.

**Electronic Monitoring:** An electronic bracelet worn on the ankle or wrist sends out a continuous signal to a receiver in the offender's home. Offenders can be monitored 24 hours a day to confirm their presence in the home. It may be used in combination with another sanction.

**House Arrest:** A sanction which restricts an offender to his or her residence for specific periods of time. Offenders may be permitted to leave for employment, medical needs or other approved activities.

**Community Service Work:** Offenders may agree to perform work without pay for a charitable organization, political subdivisions or other agencies of the state that render services to the community. It is usually done as a condition of probation.

**Outpatient Treatment:** Programs that offenders attend during the day, including mental health, drug, and/or alcohol rehabilitation.

**Residential Treatment:** Programs for which offenders must be on the premises on a 24-hour basis for mental health, drug, and/or alcohol treatment.

**Restitution:** The court may order an offender to make restitution for all or part of the value of property or other cost of the crime. It may be a sanction itself or a condition of probation.

**Victim/Offender Reconciliation Program:** The offender and the victim are brought together voluntarily with the help of a trained mediator to express their feelings about the crime and sometimes to work out a restitution agreement.

**Community-Based Correctional Facilities:** Offenders reside in the facility for up to six months followed by a period of probation. They receive a variety of treatment and programming geared to reintegrating them into the community. Offenders may leave the facility for employment, treatment and other approved activities.

**Halfway House:** A residential facility for offenders on probation, parole or furlough which provides a structured living environment. Movement in and out of the facility may be controlled depending on the offender. Offenders are assisted in obtaining needed counseling, treatment and employment.

**Work Release:** Offenders confined in jail may be allowed to leave to continue their regular employment during the daytime, but return at night and weekends.

**Day Reporting Center:** A center to which offenders physically report daily, provide a schedule of their planned activities, and participate in designated programs and services provided by the center or community agencies. The offender may be required to remain at the center during the daytime hours.

**Day Fines:** A judge determines the number of "fine units" warranted based on the severity of the crime. The monetary value of each day fine unit is then geared to offender's income.

**Boot Camp/Shock Incarceration:** A para-military residential program which is three to six months in duration. Offenders are expected to learn self-discipline and team work, and develop self-respect. Offenders may be placed in a halfway house, other community residential facility, and/or placed on probation for a period of supervision following completion of the program.