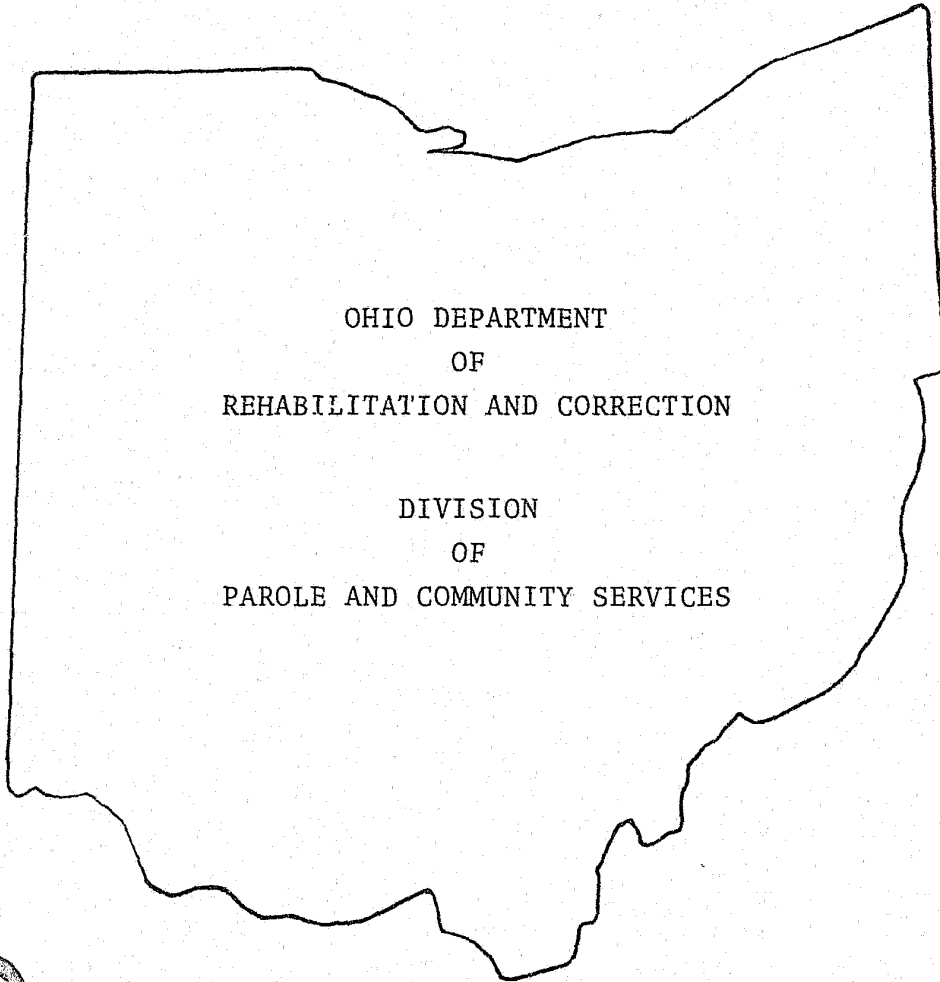


ANNUAL REPORT



OHIO DEPARTMENT
OF
REHABILITATION AND CORRECTION

DIVISION
OF
PAROLE AND COMMUNITY SERVICES

68385

FISCAL YEAR 1978

NCJRS

JUN 17 1986

ACQUISITIONS

James A. Rhodes, Governor
State of Ohio

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

Nick J. Sanborn, Chief
Division of Parole and Community Services

John W. Shoemaker, Chief
Adult Parole Authority

James T. Barbee, 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

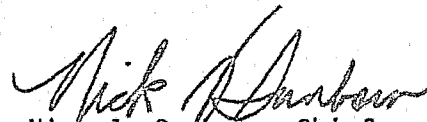
GEORGE F. DENTON, DIRECTOR

NICK J. SANBORN, 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, 1978.



Nick J. Sanborn, Chief
Division of Parole and Community Services

TABLE OF CONTENTS

| | |
|--|----|
| Introduction | 1 |
| Organization of the Division of Parole and Community Services. | 2 |
| Budget and Fiscal Management | 3 |
| Personnel. | 4 |
| Federal Grants | 5 |
| Training | 5 |
| Bureaus | |
| The Adult Parole Authority | 6 |
| Parole Supervision | 6 |
| Educational and Vocational Furlough | 8 |
| Interstate Compact | 8 |
| Probation Development. | 8 |
| Administration and Research | 12 |
| Parole Board | 13 |
| The Bureau of Community Services | 15 |
| Reintegration Centers. | 15 |
| Certification and Funding of Halfway Houses | 16 |
| Special Programs | 17 |
| The Bureau of Adult Detention Facilities and Services. | 17 |
| Appendix | |
| Table I Parole Data | 20 |
| Table II Parole Board Hearings by Institution | 21 |
| Table III Shock Parole Hearings by Institution | 22 |
| Table IV Review Cases by Institution | 23 |
| Table V Prison Population | 24 |

INTRODUCTION

Many offenders benefit from early release from penal institutions, but fail at reintegration into the community unless supervised and assisted during this transitional period. Other offenders and the public benefit when community-based correctional programs, such as probation, are used as alternatives to incarceration.

As responses to these needs, the Division of Parole and Community Services of the Department of Rehabilitation granted 5346 paroles and supervised 11,206 Ohio parolees and 6013 probationers during fiscal year 1978. Some of the key program areas were a state-wide parole supervision program, probation development in 53 of Ohio's 88 counties, reintegration centers for problematic offenders, a vocational and educational furlough program for trustworthy inmates, and the development of uniform standards for adult detention facilities.

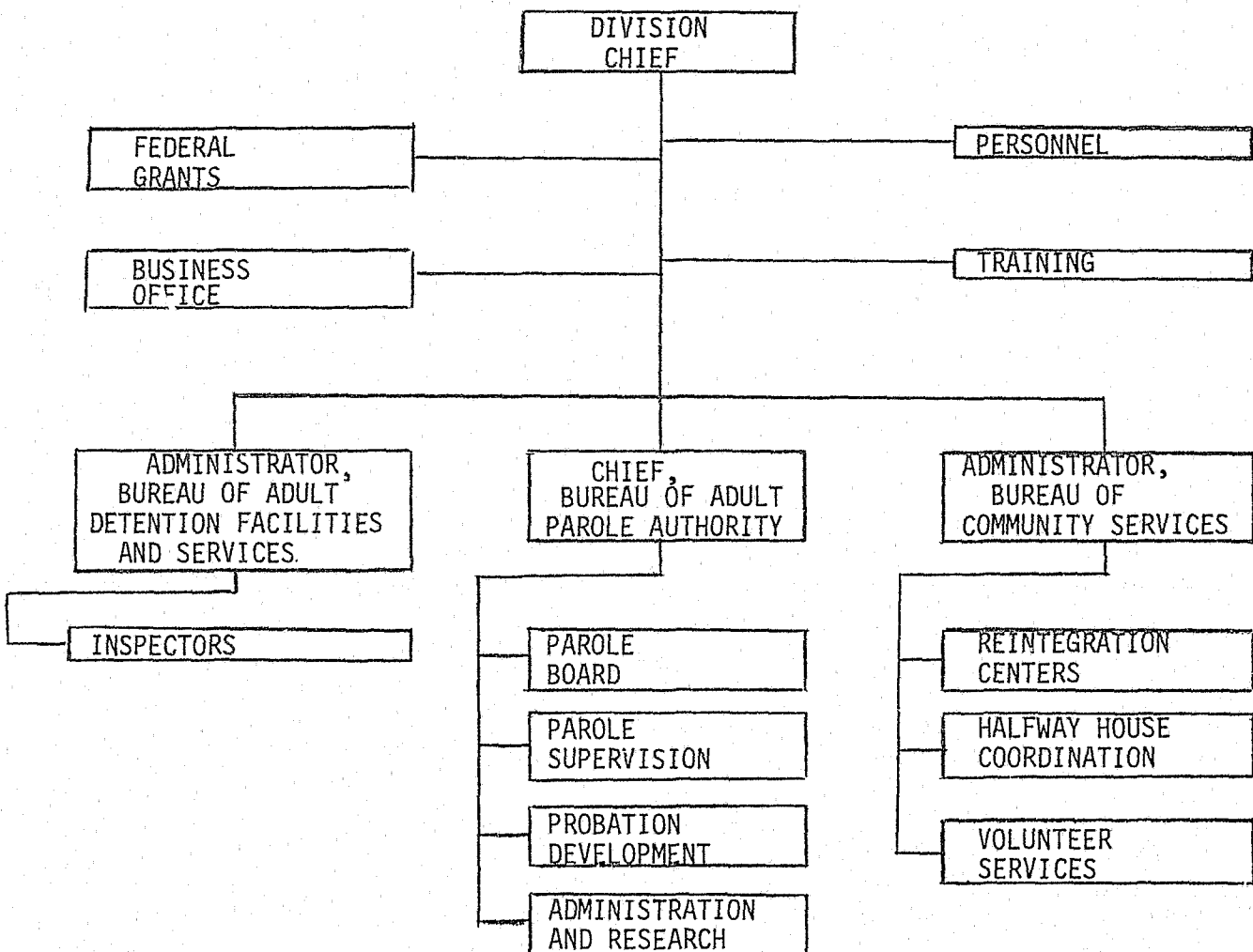
Working toward the goals of offender rehabilitation, diversion from incarceration, and safety of the community, the Division of Parole and Community Services continues to plan, establish, and expand non-institutional correctional programs as alternatives to prison commitment.

This fiscal year 1978 annual report will provide an account of various programs and accomplishments which relate to these goals.

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 and is responsible for community based correctional programs, facilities, and services. The Division is comprised of three bureaus - the Adult Parole Authority, Community Services, and Adult Detention Facilities, each headed by an administrator who reports to the Chief of the Division. Division offices include personnel, business, 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 1978 was \$9,889,880.56, a 24% increase over the previous year's expenditures. This increase was due primarily to the Probation Subsidy account and personal services. The table below shows the Division's budget divided into five separate accounting categories:

| UNIT | PERSONAL SERVICES | MAINTENANCE | FOOD | EQUIPMENT | SPECIAL PURPOSE |
|-------------------------------------|-------------------|----------------|-------------|-------------|----------------------------|
| 101 Administrative | \$140,196.42 | | | | |
| 401 Business and Personnel Offices | 169,916.72 | \$132,711.42 | | \$ 2,384.88 | |
| 408 General Clerical | 879,509.45 | | | | |
| 409 Other Operations | | 45,514.80 | | | |
| 504 Employee Education and Training | 20,855.66 | 540.00 | | | |
| 601 Probation 501 505 | 1,571,062.19 | 348,478.08 | | 1,568.56 | \$199,980.00 669,691.47 |
| 602 Parole | 2,182,877.14 | 539,718.83 | | 8,102.28 | 505 526,926.87 |
| 603 Furlough | 82,552.02 | 38,823.59 | \$ 7,733.28 | | 504 623,474.73 |
| 604 Halfway House | 17,601.19 | | | | |
| 605 Reintegration Centers | 684,667.10 | 137,310.72 | 38,857.39 | 6,166.53 | |
| 606 Parole Board | 703,169.96 | 12,638.38 | | 33,634.30 | |
| 607 Jail Inspection | 15,866.00 | | | 642.00 | |
| 609 Other Comm. | 46,625.20 | | | 83.40 | |
| TOTAL | \$6,514,899.05 | \$1,255,735.82 | \$46,590.67 | \$52,581.95 | \$2,020,073.07 |

Personnel

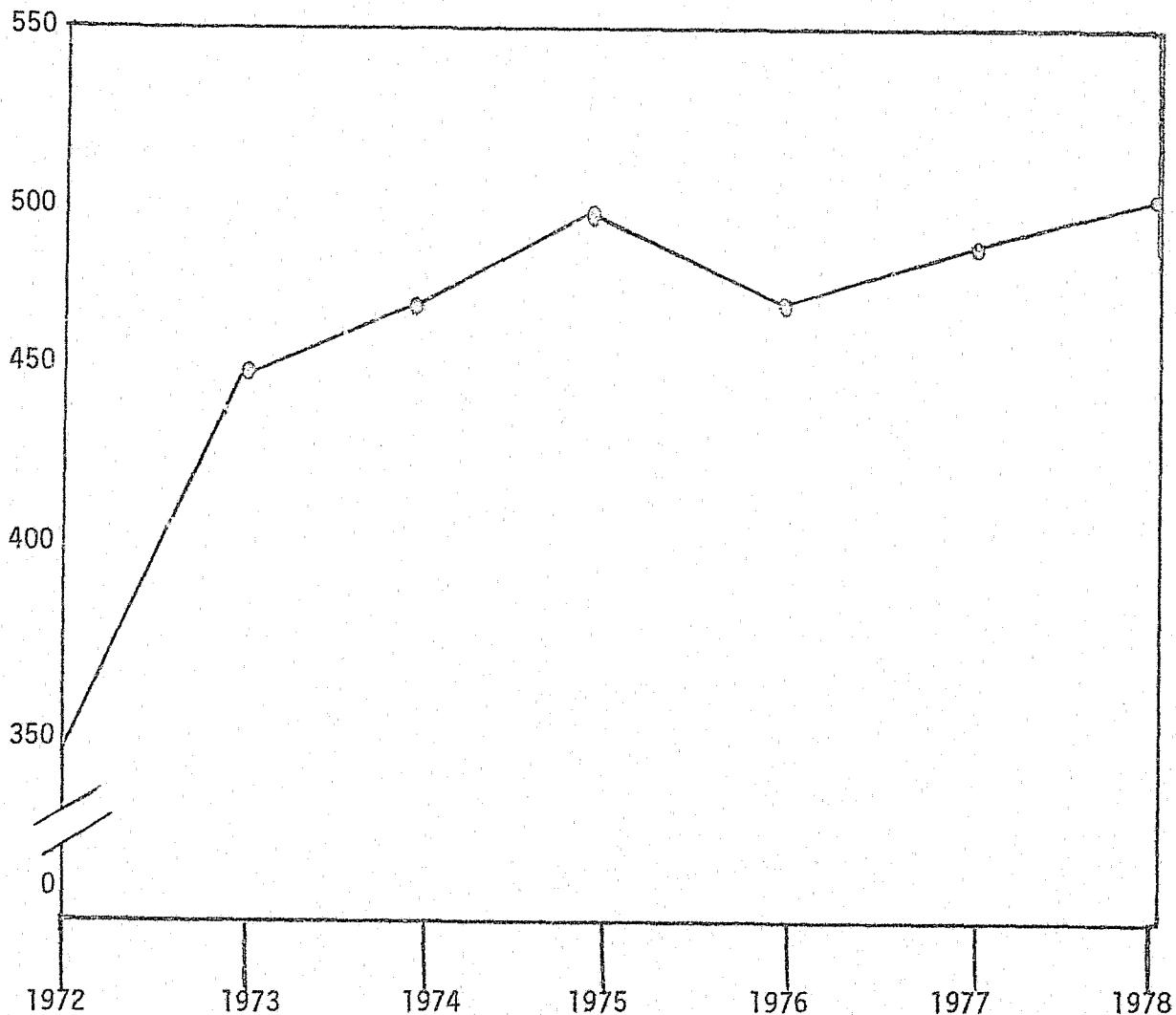
The personnel office performs specialized functions such as payroll processing, employee counseling, job analysis, grievances and disciplinary hearings, applicant interviewing, processing of Worker's Compensation claims, and general personnel management.

In fiscal year 1978, the Division's state and federally funded positions increased from 479 during the previous year to 503. At the end of the fiscal year 1978, authorized state funded positions totaled 487. There was a 17.7% turnover rate through resignations, retirements, and other separations.

A reclassification of field officer positions during October, 1977 made possible a promotional ladder and additional salary steps for career employees.

During the fiscal year, positions funded by the Comprehensive Employment and Training Act increased by 313%, while those funded by the Law Enforcement Assistance Administration decreased by 36%.

NUMBER OF PERSONNEL
FROM FISCAL YEARS 1972-78



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.

Federal monies continued to support the operation of the Bureau of Adult Detention Facilities and Services as well as provide training through the Bureau for local officials in implementation of minimum jail standards. The continuation of the revocation adjudication program, in accordance with legal decisions such as Gagnon vs. Scarpelli and Morrissey vs. Brewer, was made possible with federal funds. This program assures due process in the parole revocation procedure. A grant also supplied additional funding needed to maintain the employment of parole board hearing officers. These officers assisted the Ohio Parole Board in handling the increasing number of cases which resulted from a spiraling prison population. Other projects similarly supported were the educational-vocational furlough program and several probation services programs. The furlough program enabled the release of inmates to structured community settings where these inmates received vocational training or attended educational programs geared to the development of productive life skills. The project provided staff assistance, per diem expenses to the community residences and paid for medical care. Through federal grants, probation services were offered to counties which enabled them to improve and expand the pre-sentence investigation and supervisory functions.

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

Training

Goals for training during fiscal year 1978 concentrated on four major areas: training jail managers, separate entrance training programs for parole and probation, management institutes for all mid-level managers, and a comprehensive firearm qualification program. All four goals were achieved, setting a benchmark for fiscal year 1979.

Training goals for fiscal year 1979 include the continuation of the advanced program developed in fiscal year 1978 with the addition of specialized programs for key areas of the Division, such as the Parole Board and Community Services.

BUREAUS

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 and 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 and Correction.

The Administration and 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 and 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 and 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, headed by a Superintendent and assisted by a Deputy, consists of a statewide but regionally divided network of parole supervision programs. Each of the five regions has a supervisor and consists

Parole Supervision - Cont'd

of district offices headed by Unit Supervisors. These field supervisors, under the administrative authority of the Superintendent, oversee all programs of 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 1978, this section supervised a total of 11,206 Ohio parolees and 2543 out-of-state parolees under the Interstate Compact. This is an increase of 1485 offenders over fiscal year 1977. The average parole officer caseload as of June 30, 1978, was 66.

Parolees generally remain under supervision for a period of one year. During this period, parole officers make frequent face-to-face contacts with them, and assist them in finding employment and in obtaining community resources. If the parolee completes supervision successfully, he is granted a final release. However, parole officers have the power to arrest and recommend return of parolees who have violated the conditions of release.

Of the 11,206 Ohio parolees supervised throughout the year, final releases were granted to 3,526, with an additional 979 out-of-state cases granted final release. Of those supervised during the year, 722 were returned to prison for the commission of a new crime and 326 for technical violation of their parole. The remaining parolees were still under supervision at the end of the 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 Office of Specialized Services.

The Placement Office coordinates institutional parole planning with the placement of parolees in the community. In addition, the office responds to all inquiries regarding release from inmates, their relatives, friends, and prospective employers.

The centrally headquartered 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. Reports reviewed by this unit include progress reports, arrest reports, parole violation reports, and final release recommendations. 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.

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 then prosecutes the violator before the Parole Board at the revocation hearing.

The Office of Specialized Services is responsible for the development of special community services for parolees such as employment and drug/alcohol treatment programs. In the area of employment, the PREP Program, a five-week crash course in how to find and keep a job, remained active in fiscal year 1978, particularly in the Lima area where 136 offenders participated with more than 50% being placed in full-time jobs.

Educational and Vocational Furlough: While parole is the most frequently used release program, the furlough of inmates for employment or educational purposes is used to release 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 not actively 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 provide supportive services.

During fiscal year 1978, 469 inmates were on furlough status, with 318 of these being released on furlough during the year. Of the 469, 117 received vocational guidance, 117 educational services, and 235 were placed in employment. Two hundred and twenty-one were transferred from furlough to parole.

During this fiscal year, gross earnings of furloughees totaled \$228,900.72. Of this amount, 15.9 percent was returned to the community in the form of taxes; 6.6 percent was paid for child support; .2 percent went for court restitution; and 1.8 percent was paid on prior debts. The remaining 75.5 percent was spent in the local communities.

Interstate Compact Section: This agreement among states to accept the transfer of probationers and parolees from one state to another was first authorized in 1934 by Congress through the Crime Control Consent Act. Ohio was one of the early signators of the Agreement.

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 1978, this section processed 1538 placement investigations and 217 other types of investigations. There were 402 Ohio probationers and 531 Ohio parolees transferred to other states for supervision. There were 704 out-of-state probationers and 383 out-of-state parolees transferred into Ohio. Closed cases during the year totaled 370 probation cases and 292 parole cases. During the year, the average total cases under supervision of the Interstate Compact was 3125.

Probation Development

Enacted March 18, 1965, Section 5149.06 of the Ohio Revised Code established the Probation Development Section of the Adult Parole Authority. The primary duty of the Section is to "assist the counties in developing their own probation services on either a single county or multiple county basis." However, "within limits of available personnel and funds available", the Section may supervise selected probationers from local courts.

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.

Probation Development - Cont'd

The Probation Development Section began providing state probation officers to Ohio's Common Pleas Courts at the courts' requests in July, 1966. Since then, this section has grown to include 157 employees, with 113 of these being field officers. Presently, the Section provides probation services in the form of presentence investigations and offender supervision to Common Pleas Courts in 53 of Ohio's 88 counties.

The growth of state probation services since 1966 is highlighted in the following table.

| YEAR | NUMBER OF COUNTIES SERVICED | CASES UNDER SUPERVISION** | 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 | 1077 | 1306 | 37 | 47 |
| 1972 | 43 | 2032 | 2264 | 69 | 80 |
| 1973 | 48 | 2690 | 2850 | 78 | 181 |
| 1974 | 53 | 2963 | 4045 | 87 | 192 |
| 1975 | 55 | 3508 | 4956 | 94 | 221 |
| 1976 | 55 | 4120 | 5191 | 100 | 217 |
| 1977 | 55 | 4280 | 5066 | 97 | 246 |
| 1978 | 53 | 6013 | 4960 | 99 | 286 |

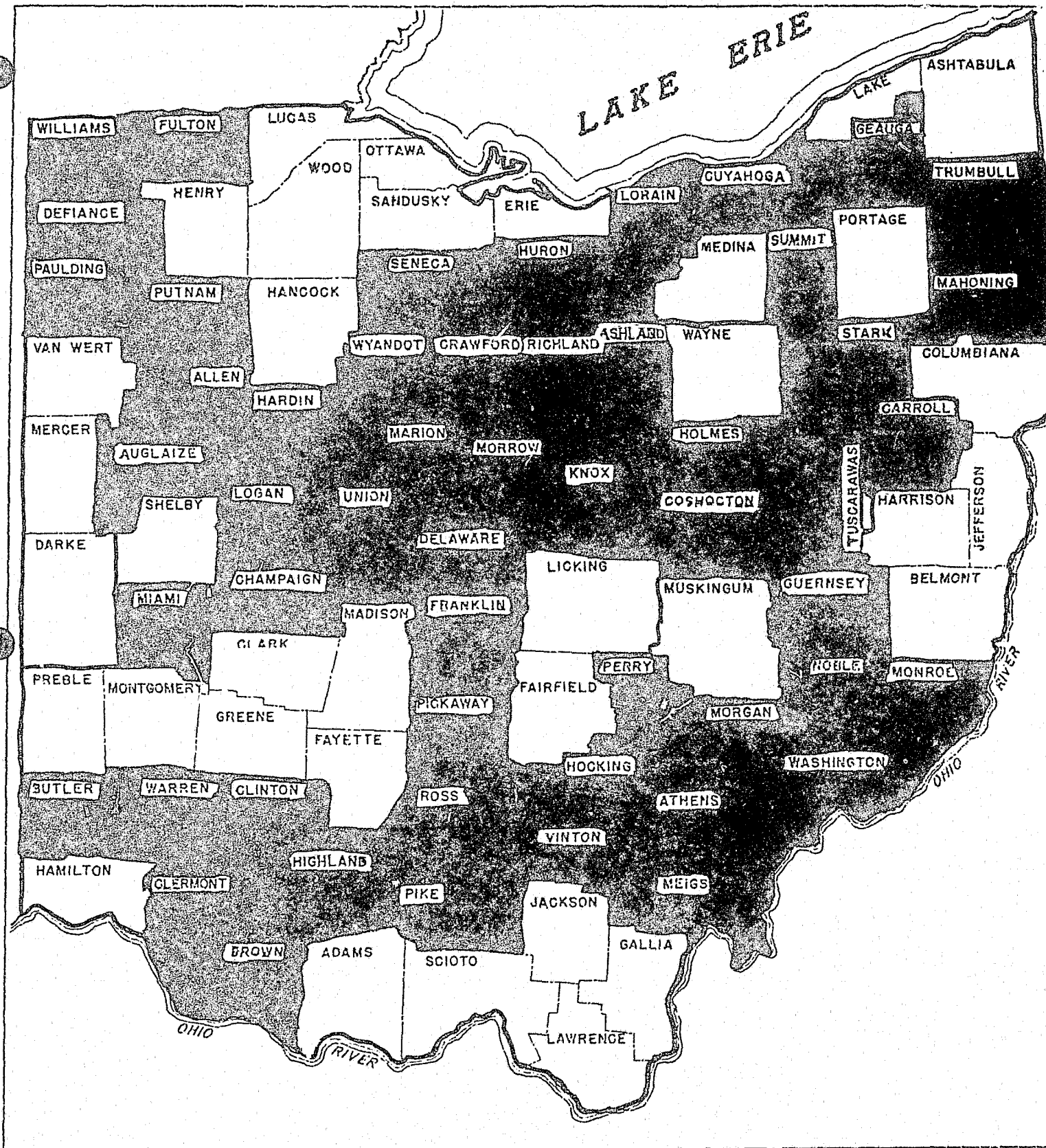
*** PSI's: Presentence Investigation

* PV's: Probation Violators Committed to Penal Institution

** For all years except 1978, the figures reflect the caseload on June 30 of the respective fiscal year. For 1978, the figure denotes all cases under supervision during the year.

"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 the law was that some offenders require only short term confinement in an institution to "shock" them into abandoning 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. At the end of calendar year 1978, 1247 offenders were released under this statute. The number of offenders released over the thirteen year period of this law's existence totals 11,859.



Shaded area designates counties served by the Probation Development Section of the Adult Parole Authority.

Probation Development - Cont'd

SHOCK PROBATION RELEASES*

| <u>CALENDAR YEAR</u> | <u>NUMBER OF SHOCK CASES</u> | <u>SHOCK CASES RECOMMITTED**</u> | <u>PERCENT RECOMMITTED</u> |
|----------------------|------------------------------|----------------------------------|----------------------------|
| 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 | 1292 | 115 | 8.9% |
| 1973 | 1132 | 137 | 12.9% |
| 1974 | 1079 | 118 | 10.9% |
| 1975 | 1528 | 157 | 10.3% |
| 1976 | 1478 | 166 | 11.2% |
| 1977 | 1522 | 152 | 9.9% |
| 1978 | <u>1247</u> | <u>150</u> | <u>12.0%</u> |
| TOTAL | 11,859 | 1,243 | 10.5% |

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

** Does not show probationers who absconded supervision.

During fiscal year 1978, a new program of probation subsidy was initiated by the Probation Development Section, as authorized by the General Assembly's appropriation of \$500,000 in the 1978-79 biennium budget. Three Common Pleas Courts were invited to submit proposals for spending the money: Hamilton, Lucas, and Montgomery counties. Hamilton County refused while Lucas and Montgomery counties submitted proposals.

Lucas County's contract of \$109,545 was to provide an Incarceration Division Unit consisting of probation officers who would intensely supervise probationers with difficult problems. Each of the three officers would supervise only 25 cases. On a short-term basis, success of the program will be measured by reduced commitments to state institutions with no increased danger to the community. On a long-term basis, the program will be evaluated in terms of a reduction in recidivism and an increase in employment/education.

Montgomery County received \$390,455 to provide a structured community release program entitled Monday Community Corrections Facility. The program is designed to take non-violent convicted felons who would otherwise be sentenced to a state institution and provide treatment for them in a secure setting on the grounds of the Dayton Human Rehabilitation Center. The treatment, for those selected, consists of getting them into vocational/educational community programs designed to make them become self-supporting, law-abiding citizens. The Monday program offers another alternative between regular probation and incarceration in a state penal institution. The program is expected to service 150-200 inmates per year.

Probation Development - Cont'd

Both subsidy programs are expected to reduce commitments to the state's already overcrowded institutions and to provide unique, community-based rehabilitation of convicted felons.

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. All active inmate and parolee records are microfilmed 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 from 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. One such out-of-state on-going project which is very important to agency monitoring and evaluation is the Uniform Parole Reports project with the National Council of Crime and Delinquency. Through participation in this nation-wide project, the Adult Parole Authority can compare Ohio's parole program performance with those of other states.

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 institutions to conduct release hearings. In fiscal year 1978, the Parole Board conducted a total of 13,017 hearings. Compared to the prior year, this is an increase of 1122 hearings. 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 | 72.29% |
| Shock Parole Hearings | 13.45% |
| Parole Revocation Hearings | 8.66% |
| Clemency and Furlough Hearings | 5.60% |

Regular parole hearings which account for the majority of the Parole Board's time, totaled 9410 for the year. Of this number, 4772, or 50.71%, were paroled.

Shock Parole (Section 2967.31 Ohio Revised Code): The statute authorizing shock parole became effective January 1, 1974. This law makes first offenders eligible for release after serving a minimum of six months in the institution. Shock parole is a highly restrictive program and all prisoners are not eligible. To merit consideration, all the following must apply:

1. The inmate must have been confined in a penal or reformatory institution under the jurisdiction of the Department of Rehabilitation and Correction for six (6) full months without diminution or jail-time credit, regardless of the minimum sentence imposed by the sentencing court;
2. The offense for which the inmate was sentenced must be other than Aggravated Murder or Murder;
3. The offense for which the inmate was sentenced must be other than a felony of the First Degree, Narcotic Drug Offense under Ohio Revised Code, Section 3719.20 (A) through (H), Hallucinogen offense under Ohio Revised Code, Section 3719.44 (C) through (E), or Felony Drug Abuse offense under Ohio Revised Code, Chapter 2925, who shall be presumed to be dangerous offenders;
4. The inmate must not have been previously convicted of any felony for which he was confined in the Ohio, Federal, Military, or other State penal or reformatory institution and was released after serving thirty (30) or more days;
5. At the time of consideration for shock parole the inmate is not serving a sentence for a felony committed while in confinement in a State penal or reformatory institution, nor while on escape or authorized leave from such confinement;

Parole Board - Cont'd

6. The inmate must not have been adjudicated by any court of competent jurisdiction to be a psychopathic offender as defined in Section 2947.24, of the Ohio Revised Code, who shall be conclusively presumed to be a dangerous offender.

During fiscal year 1978, the Parole Board conducted 1751 shock parole hearings. Of those offenders who were eligible for shock parole consideration, 574 or 32.90% were released.

Hearing Officer Activities: Five hearing officers participate in parole decision making by sitting with one or more Parole Board members during the parole interview. They assist the Parole Board through recommendations for release or denial, and participate in all types of hearings with the exception of clemency cases.

Review Officer Activities: The review process is a program first instituted in November, 1968, by the Adult Parole Authority. It provides the inmate who has been continued an opportunity to earn early release consideration through his or her active participation in self-improvement programs. Each institution has a Review Committee composed of the Deputy Superintendent of Treatment, the Personnel Officer, and the Review Officer who systematically reviews each eligible case on a monthly basis. Those cases that are approved are referred to the Chairman of the Parole Board who schedules them for parole hearings.

During fiscal year 1978, Review Officers screened 1486 cases and approved 416 for early appearances before the Parole Board. As a result of the review, 160 were paroled. These were offenders who would otherwise have served long terms in prison. Review does much to better morale in prisons and to fix an optimum release time.

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 recently increased 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, the Review Officers in rendering decisions concerning release of offenders to the community.

During fiscal year 1978, 6769 investigations were completed as compared to 6435 in fiscal year 1977.

The Bureau of Community Services

The Bureau of Community Services was established on July 1, 1976 when the Director of the Department, pursuant to Section 5120.06 and 5120.10 established the Bureau by issuing Executive Order 004. This order prescribes the responsibilities of the Bureau of Community Services:

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 furloughees;
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 violators being returned to prison. For example, in the eight years, 1969 to 1977, Ohio parole authorities returned 3,318 technical violators or an average of 34 per month.

To keep a man in prison costs the State of Ohio \$4,054 per year. When a parole violator is returned he may spend two years more in prison before he is reparaoled. Thus, the cost of keeping 3,318 men incarcerated for one year comes to over \$26 million. Obviously, returning parole violators costs the state a great deal of money. 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, furloughees and other offenders in the community.

During the year our three reintegration centers assisted 352 offenders. Since the program began in 1972, a total of 1,102 people went through the reintegration center program.

This year, operating costs for the three reintegration centers totalled \$864,307.64. Individual operating costs are shown on the following page.

REINTEGRATION CENTER OPERATING EXPENSES

7/1/77 - 6/30/78

| | <u>CINCINNATI</u> | <u>CLEVELAND</u> | <u>COLUMBUS</u> |
|-----------------------|-------------------|------------------|------------------|
| Rent | \$ 21,600.00 | \$ 19,800.00 | \$ 26,644.81 |
| Utilities | 7,112.13 | 6,395.37 | (With Rent) |
| Telephone | 4,036.48 | 5,217.63 | 4,500.00 |
| Medical | 727.99 | No charge | 1,618.00 |
| Food | 16,925.82 | 17,536.71 | 12,764.88 |
| Supplies & Materials | 1,309.49 | 1,906.86 | 3,368.17 |
| Maintenance & Repairs | 939.34 | 1,659.05 | 2,030.25 |
| Equipment | 5,715.38 | -0- | 534.55 |
| Personal Services | 1,352.33 | 7,292.43 | 7,177.97 |
| Salaries | 239,055.00 | 210,775.00 | 236,402.00 |
| TOTAL | \$298,773.96 | \$270,493.05 | \$295,040.63 |
| | | GRAND TOTAL | \$864,307.64 |

The three reintegration centers have a combined capacity of 75; however, from time to time additional offenders are accommodated when emergencies or other pressing circumstances appear. In the past year, reintegration center records show that 222 or 64 percent of the reintegration center residents were placed in employment. The average hourly rate state-wide was \$2.97 per hour.

From time to time, reintegration center residents become involved in criminal or anti-social behavior resulting in readjudication or return as a parole violator. However, on-site hearings are required in such instances. This year, reintegration center personnel participated in 58 such hearings resulting in 40 residents being removed from the centers.

The reintegration centers deal with parolees, probationers, and furloughees. This year, the Cleveland center had 95 percent parolees and 5 percent probationers during the year. The Cincinnati center had 89 percent parolees and 11 percent probationers. In November, the Columbus center was converted to a furlough center and during the year therefore the center had a population of 55 percent parolees and 45 percent furloughees.

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 parole. 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 1,123 offenders: 280 parolees, 374 probationers, 319 furloughees, and 150 "others". The average state cost to maintain these men was \$15.04 per day. The Bureau of Community Services also inspects halfway houses and certifies them. Today we have 26 approved and certified halfway houses throughout the state with a combined capacity of 579.

Halfway Houses - Cont'd

In fiscal year 1978, the Division of Parole & Community Services dispensed \$1,756,230 to these halfway houses to care for parolees, probationers, and furloughees throughout the state.

Special Programs

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

1. Alcoholics Anonymous meetings at the reintegration center to help ex-offenders as well as the general citizenry cope with their problems through fellowship, counseling and professional help.
2. University collaborative programs: The reintegration centers work closely with the Cleveland State University, Ohio State University and University of Cincinnati to conduct research, training seminars and intern projects.
3. 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 like 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.
4. 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. Also, the Retired Teacher's Association sends volunteers to supplement basic curricula.
5. Volunteers: These include a variety of people from every walk of life including senior citizens and retirees.
6. Maintenance Resources: Reintegration center staff is adept at procuring material and services from the community: clothing, tobacco, paint, tools, food and other necessities.
7. 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.

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 and Correction. 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

Bureau of Adult Detention Facilities and Services - Cont'd

training strategies for adult detention managers; and to develop minimum standards for the renovation of old facilities and the construction of new facilities.

Minimum Jail Standards

The Minimum Standards for Jails in Ohio were submitted to the Joint Committee on Agency Rule Review of the Ohio General Assembly for review and approval. The Minimum Standards were approved and filed with the Secretary of State enacting the standards into Administrative Law, and have been delivered to each County Sheriff, Workhouse Administrator and principal Municipal Jail Administrator.

The Minimum Standards for major jail renovation and new construction remain in draft form. The Bureau's Ad-Hoc Advisory Committee representing the Buckeye State Sheriffs Association, Ohio Chiefs of Police, American Institute of Architecture on Criminal Justice, Consulting Engineers 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 Marshal's Office is continuing to work towards a completion date in early 1979. The proposed standards have been made available to local jurisdictions engaged in planning, renovation or new construction of adult detention facilities.

Detention Facility Inspection

The Bureau has inspected the management and operations of seventy (70) adult detention facilities. The majority of the facilities were inspected based upon proposed minimum standards. A revised inspection form has been developed to reflect the finalized standards. Facilities inspected against proposed standards will be updated to reflect the standards in their final form.

Technical Assistance

During the year, technical assistance has been provided to fifteen (15) local jurisdictions planning, renovating or constructing new jails in the state. The Bureau staff has provided these jurisdictions assistance in coordination/facilitating jail planning committees, identifying possible funding resources and assisting architects and local planners.

The Bureau has provided technical assistance to jail administrators in a variety of management and operational issues including: staff allocation; security issues; food services; suicides; due-process issues; health and sanitation; medical care; and, budgeting. The level of Federal Court intervention into the administration of jails in Ohio through Section 1983 of the Federal Civil Rights Act has heightened the awareness of jail administrators to the constitutionality of their facilities. This heightened awareness has prompted increased requests for assistance from Bureau staff in addressing existing problems and avoiding future problems.

The Bureau has worked jointly with the State Planning Agency's Administration of Justice Division (AOJ) providing information which will be pertinent to the Criminal Justice Planning process. Efforts have been and continue to be made to identify available money at the state and federal level to assist local jurisdictions in complying with the minimum jail standards.

Bureau of Adult Detention Facilities and Services - Cont'd

Assistance has been provided by the Bureau to national organizations and agencies who are active within the jail arena (i.e., National Institute of Corrections, American Correctional Association, National Corrections Recreational Association, etc.) The Bureau serves as liaison between many national and state agencies who offer services to or require interaction with local adult detention facilities in Ohio. The Bureau's staff has spoken before numerous local and national organizations regarding the Minimum Jail Standards in Ohio.

Technical assistance is being provided through working with jail administrators and local government officials in identifying ways to comply with the minimum standards at the least possible cost to the local units of government. The phased-in approach to standards implementation represents a portion of this effort.

Suggested "Jail Rules and Regulations" have been developed and made available to jurisdictions operating jails under antiquated rules.

Jailer Training

The Bureau with the assistance of a National Institute of Correction (NIC) training grant, developed a "Training Program in Adult Detention Facility Standards and Due Process" for jail administrators. The due-process portion of the program was facilitated by Law Professors from Case Western Reserve University Law School. The training took place in thirteen (13) regional seminars across the state.

TABLE I

PAROLE DATA *
FISCAL YEAR 1978

| INSTITUTION | REGULAR PAROLES GRANTED | SHOCK PAROLES GRANTED | TOTAL PAROLED | NUMBER ON PAROLE 7-1-77 | TOTAL ON PAROLE DURING YR. | NEW SENTENCES | | PV'S RETURNED | | TOTAL RETURNED | FINAL RELEASES | ADMINIS- TRATIVE RELEASES |
|------------------|-------------------------------|-----------------------------|------------------|-------------------------------|----------------------------------|---------------|-------|---------------|-------|-------------------|-------------------|---------------------------------|
| | | | | | | REGULAR | SHOCK | REGULAR | SHOCK | | | |
| CCF | 247 | 12 | 259 | | | 627 | 21 | 82 | 2 | 732 | 76 | 16 |
| LOCI | 589 | 25 | 614 | | | 15 | 1 | 35 | 0 | 51 | 423 | 23 |
| MCI | 594 | 20 | 614 | | | 6 | 0 | 11 | 0 | 17 | 402 | 9 |
| CCI | 655 | 46 | 701 | | | 9 | 0 | 14 | 0 | 23 | 362 | 4 |
| OSR | 957 | 134 | 1,091 | | | 13 | 0 | 100 | 3 | 116 | 943 | 7 |
| LECI | 1,099 | 269 | 1,368 | | | 0 | 0 | 45 | 0 | 45 | 955 | 7 |
| ORW | 261 | 65 | 326 | | | 21 | 1 | 17 | 0 | 39 | 218 | 3 |
| SOCF | 370 | 3 | 373 | | | 8 | 0 | 17 | 0 | 25 | 147 | 1 |
| TOTAL | 4,772 | 574 | 5,346 | 5,860 | 11,206 | 699 | 23 | 321 | 5 | 1,048 | 3,526 | 70 |
| COMPACT CASES | 1,087 | | 1,087 | 1,456 | 2,543 | | | | | 57 | 979 | |
| GRAND TOTAL | 5,859 | 574 | 6,433 | 7,316 | 13,749 | 699 | 23 | 321 | 5 | 1,105 | 4,505 | 70 |

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

TABLE II

Parole Board Hearings by Institution
Fiscal Year 1978

| TYPE OF HEARING | CCF | LOCI | MCI | CCI | OSR | LECI | ORW | SOCF | TOTAL |
|------------------------|------|------|------|------|------|------|-----|------|--------|
| Total Regular Hearings | 699 | 1137 | 1051 | 1184 | 2030 | 2049 | 460 | 800 | 9,410 |
| Paroled | 247 | 589 | 594 | 655 | 957 | 1099 | 261 | 370 | 4,772 |
| Continued | 452 | 548 | 457 | 529 | 1073 | 950 | 199 | 430 | 4,638 |
| Parole Violators | 738 | 55 | 25 | 32 | 146 | 59 | 43 | 29 | 1,127 |
| Furlough Violators | 2 | 25 | 11 | 14 | 9 | 6 | 4 | 0 | 71 |
| Shock Parole | 48 | 85 | 71 | 160 | 548 | 711 | 117 | 11 | 1,751 |
| Clemency | 13 | 12 | 28 | 11 | 3 | 1 | 4 | 1 | 73 |
| Furlough | 20 | 98 | 93 | 50 | 97 | 82 | 119 | 0 | 559 |
| Furlough to Parole | 0 | 8 | 2 | 2 | 4 | 3 | 7 | 0 | 26 |
| TOTAL HEARINGS | 1520 | 1420 | 1281 | 1453 | 2837 | 2911 | 754 | 841 | 13,017 |

TABLE III

Shock Parole Hearings by Institution

Fiscal Year 1978

| | CCF | LOCI | MCI | CCI | OSR | LECI | ORW | SOCF | TOTAL |
|-----------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Total Shock Parole Hearings | 48 | 85 | 71 | 160 | 548 | 711 | 117 | 11 | 1,751 |
| Paroled | 12 | 25 | 20 | 46 | 134 | 269 | 65 | 3 | 574 |
| Continued | 23 | 24 | 30 | 71 | 223 | 219 | 25 | 3 | 618 |
| Denied | 13 | 36 | 21 | 43 | 191 | 223 | 27 | 5 | 559 |
| Percent Paroled | 25.00 | 29.41 | 28.16 | 28.75 | 24.45 | 37.83 | 56.30 | 27.27 | 32.90 |

TABLE IV

Review Cases by Institution

Fiscal Year 1978

| | CCF | LOCI | MCI | CCI | OSR | LECI | ORW | SOCF | LSH | TOTAL |
|----------------------|-----|------|-----|-----|-----|------|-----|------|-----|-------|
| Screened | 86 | 231 | 238 | 220 | 224 | 179 | 23 | 266 | 19 | 1,486 |
| Interviewed | 86 | 210 | 231 | 207 | 223 | 179 | 22 | 223 | 19 | 1,400 |
| Approved | 18 | 53 | 110 | 72 | 63 | 30 | 13 | 50 | 8 | 417 |
| Parole Board | 6 | 46 | 51 | 44 | 41 | 20 | 9 | 26 | * | 243 |
| Paroled | 4 | 27 | 31 | 30 | 24 | 19 | 9 | 16 | * | 160 |
| Favorable Clemency | 4 | 4 | 4 | 3 | 0 | 0 | 0 | 0 | 0 | 15 |
| Unfavorable Clemency | 5 | 4 | 32 | 12 | 0 | 0 | 4 | 7 | 2 | 66 |

* Lima State Hospital Parole Board figures unavailable. They are combined with Marion Correctional Institution figures.

TABLE V
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 | 11,806 | 479 | 12,285 |
| 1977 | 12,440 | 607 | 13,047 |
| 1978 | 12,603 | 612 | 13,221 |

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 through 1978 figures derived from Division of Classification and Statistics, Department of Rehabilitation and Correction.