

# DEPARTMENT OF REHABILITATION AND CORRECTION

## Annual Jail Report 1999

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### Introduction

The following report describes Ohio's jails in 1999 and draws comparisons between and within the state's four primary jail classifications over the past five years. In addition to these comparisons, the report compares Ohio's full service jails nationally on a number of factors related to capacity, cost and staffing. For Ohio, the data presented provides a breakdown of the characteristics and makeup of the state's 252 jails.

Ohio's jail system is composed of four primary classifications: Full-Service (FSJ); Minimum Security (MSJ); Five-Day (5-D) and Eight-Hour jails. All jails within these classifications are inspected annually by the Ohio Department of Rehabilitation and Correction's Bureau of Adult Detention. In addition to the inspection process for the aforementioned 252 jails, a self-report is conducted for Ohio's 68 Temporary Holding Facilities (THF). This self-report process is completed by each facility and forwarded to the Bureau of Adult Detention. Information on THF's is not included in this report.

In 1999, there were a total of 94 full-service, 15 minimum-security, 106 five-day and 37 eight-hour jails inspected by the Bureau of Adult Detention. These inspections occurred throughout the year, therefore, the actual numbers and percentages reported reflect only what was observed on the day of the inspection. This information should not be considered a true "snapshot" of Ohio's jails due to the time differences between inspections.

### Jail Population

During 1999, Ohio's jails held an average daily population of 17,796 persons. Compared to the previous year, this figure represents an increase of approximately 10 percent and a 34 percent increase over 1995. On average, Ohio jails confined 157 persons per 100,000 Ohio residents, up from 144 persons per 100,000 residents last year. The largest percentage increase occurred in full-service jails, where a 10.1 percent increase was realized, down from 13.5 percent a year ago.

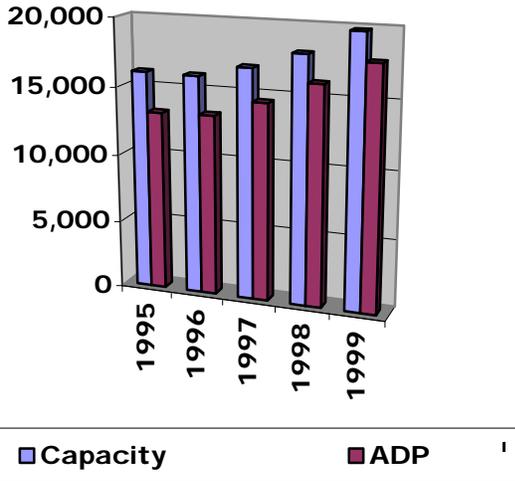
	1995	1996	1997	1998	1999
FSJ	12,172	12,245	13,783	14,959	16,669
MSJ	621	690	923	735	704
5D	382	344	371	377	380
8HR	70	48	39	29	43
TOTAL	13,245	13,327	15,116	16,100	17,796

### Average Daily Population

Despite this increase, Ohio's jails did not have a "statewide" crowding problem in 1999, although crowding continues to be a problem for full-service jails operating in the urban areas of Ohio.

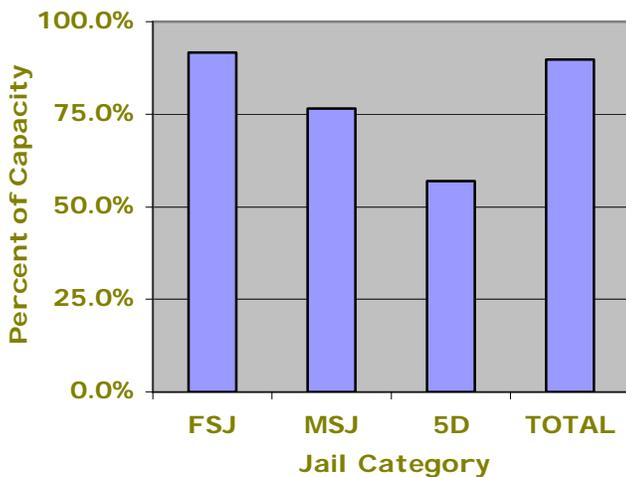
Paralleling national population trends over the past five years, jail capacities also continue to rise. In 1999, the housing capacity of Ohio's full-service, minimum-security and five-day jails was 19,793 beds, representing an occupancy rate of approximately 89.7 percent, mirroring 1998's figures. Jail capacities steadily increased from a low of 7,934 beds in 1983 to its current number, representing an increase of over 149 percent.

**ADP and Jail Capacity**



Based upon the average daily population for 1999, full-service jails housed an estimated 91.6 percent of their rated capacity. Throughout the year, the capacity of full-service jails ranged from a low of 74 percent to a high of 103 percent.

**1999 Average Capacity Ratings**

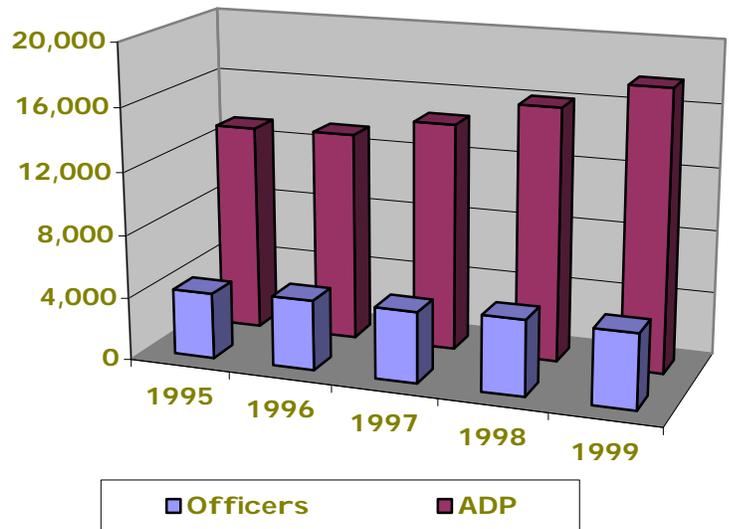


In general, none of the other jail classifications reached 100 percent of capacity throughout the year. Minimum-security jails were, on average, housing 77 percent of their rated capacity, an increase of 13 percent over 1998. Five-day jails, on the average, operated at 57 percent capacity during the year, also a 13 percent increase over 1998.

**Jail Security Staff**

While the total housing capacity has continued to maintain pace with an increasing offender population, full-time staffing levels have not. For the first time in four years, Ohio jail's full-time staffing levels decreased. After realizing an all time high of 1,314 female correction officers in 1998, Ohio jails' full-time female corrections officer level dropped to 1,261 or by 4 percent. Overall, female corrections staff represent 27 percent of all full-time jail corrections staff. Male correction officer levels also experienced a reduction from 3,469 to 3,390 full-time correction staff or 73 percent of the total. Overall, 4,651 full-time correction officers were employed by the 252 jails. This constituted a 9.7 percent decrease from 1998.

**ADP & Staffing Levels**



**Jail Inmates**

Utilizing the figures gleaned from the jails on the date of inspection, 17,007 persons were confined in Ohio's full-service, minimum-security and five-day jails. Of these, 50.1 percent, or 8,518, were awaiting court action on current charges, while 46.1 percent, or 7844, were serving court-imposed sentences. The remaining 3.8 percent, or 645, of the population were being temporarily housed through agreements with other agencies such as the Ohio Department of Rehabilitation and Correction (parole violators), U.S. Marshal's Service or Immigration and Naturalization Service.

Full-service jails showed the greatest amount of variation between sentenced and unsentenced inmates with approximately 50 percent unsentenced, 46 percent sentenced and 4 percent other. As expected, nearly all of the inmates housed in minimum-security jails were serving court imposed sentences (98.3%), while over three-quarters of the inmates housed in five-day jails were unsentenced (78.4%).

**Survey of Jail Inmates**

Sentenced	7844
Male	6699
Female	1140
Juvenile	5
Unsentenced	8518
Male	7318
Female	1136
Juvenile	64
Other	645
Male	496
Female	149
Juvenile	0

**Offender Confinement**

Offenders held in Ohio’s minimum-security jails are staying for longer periods of time. The average stay in a minimum-security jail for 1999 was 38.8 days, up from 30.1 in 1998. This represents the longest confinement period for any of Ohio’s jail classes. Full-service jails realized a reduction of 3.2 days in the average stay, from 23.8 in 1998 to 20.6 in 1999. Five-day jails remained unchanged, with an average stay of 1.5 days for offenders.

	1995	1996	1997	1998	1999
FSJ	23.8	16.5	19.9	23.8	20.6
MSJ	36.9	26.9	25.1	30.1	38.8
5D	1.9	2.2	1.5	1.5	1.5

In addition to the decrease in average stay at the full-service jails, Ohio’s jails experienced another reduction, the number of persons waiting to serve their sentence. During 1999, a total of 6,036 persons were waiting to serve their jail sentence, down from the 7,747 the previous year. Nearly all of these offenders were waiting to serve their term in a full-service jail. This represents the third consecutive year that this population has declined. This decline may be explained by the implementation of community justice and alternative sentencing programs.

**Average Per Diem Costs**

All three of the Ohio’s jail classifications realized an increase in per diem costs during 1999. It is important to note that the daily costs for each jail were weighted according to their average daily population (ADP). Weighting the reported costs for each facility by the ADP produces a more accurate representation of the per day costs for each classification. Therefore, an unusually high bed cost for one jail, for example, does not skew the average cost for an entire jail classification, as would occur in the traditional method of calculating an average. A number of jails did not report per diem bed costs during the annual inspection. For full-service jails, 23 did not report a per diem cost. Five-day and minimum-security jails did not report a per diem cost for 87 and 6 jails respectively.

The most significant increase among the three classifications was the five-day jails, recording a cost of \$76.80 or an \$18.74 increase. The next largest increase occurred in the full-service jails, which recorded an increase of \$5.80 over last year, for a per diem of \$62.43. Minimum-security jails realized the smallest increase, with per diem costs rising from \$53.08 in 1998 to \$56.77 in 1999.

	1995	1996	1997	1998	1999
FSJ	\$50.88	\$54.54	\$56.63	\$56.63	\$62.43
MSJ	\$60.50	\$58.05	\$55.15	\$53.08	\$56.77
5D	\$67.54	\$59.09	\$50.09	\$58.06	\$76.80

The price per meal increased in the minimum-security and five-day jails while decreasing in the full-service jails. The average price per meal for the minimum-security jails, traditionally the lowest, increased from \$1.49 in 1998 to \$1.62 during 1999. This surpassed the full-service jails' average cost per meal of \$1.60, which was down from \$1.71. This is the third year in a row that meal costs have decreased in full-service jails. Five-day jails experienced a significant increase in meal cost, from \$3.02 in 1998 to \$3.72 in 1999.

	1995	1996	1997	1998	1999
<b>FSJ</b>	\$1.24	\$1.72	\$1.77	\$1.71	\$1.60
<b>MSJ</b>	\$0.99	\$1.17	\$1.49	\$1.49	\$1.62
<b>5D</b>	\$3.20	\$2.89	\$2.94	\$3.02	\$3.72

**AVERAGE MEAL COST**

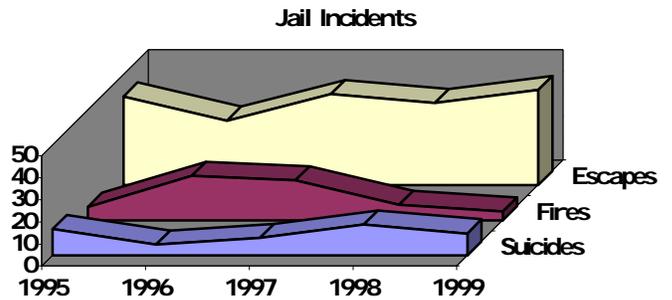
**Jail Incidents**

For the purpose of this report, a jail incident is defined as the occurrence of an inmate suicide, fire precipitated by inmate(s), escapes and inmate assaults.

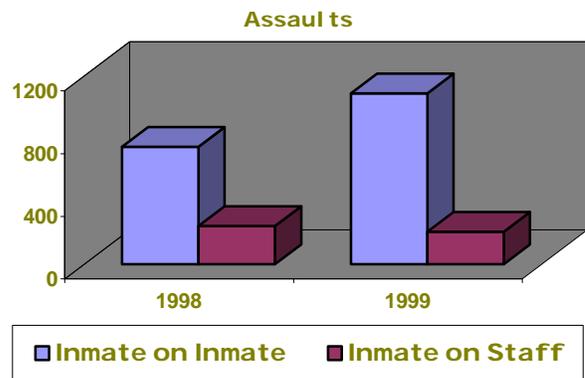
In 1999, inmate suicides decreased to 10, down from 14 during 1998. Of the 10 reported suicides, seven suicides occurred in full-service jails and three occurred in five-day jails. The number of fires reported decreased from seven in 1998 to four in 1999. This comprises the lowest total since 1993. As in 1998, inmates in full-service jails precipitated all of the reported fires.

The only increase noted in jail incidents is in the number of escapes. This figure rose from 37 in 1998 to 43 in 1999. However, many reported escapes involved walkaways failing to return from work release or other programs. Unfortunately, data were not collected on the type of reported escape. Over half, 24, of the escapes were reported from minimum-security jails, with full-service jails reporting 14 and

five-day jails having 5 escapes. Data on the types of escapes were not collected.



This is the second year that the Bureau of Adult Detention has collected information on the frequency of inmate-on-inmate and inmate-on-staff assaults within Ohio's jails. The type of assault (e.g., fight, kick, throwing of liquids, etc.) and location within the jail (e.g., food service, recreation area, receiving, etc.) were not recorded for the purpose of this report. The following shows a comparison between 1998 and 1999.



For 1999, a total of 205 inmate-on-staff assaults were reported in Ohio's jails. The vast majority, 85.4% or 175 occurred in full-service jails. Five-day jails had a total of 30 or 14.6%, while there were no inmate-on-staff assaults reported in minimum-security jails.

Inmate-on-inmate assaults increased significantly in 1999. The reported assaults increased 31%, from 750 in 1998 to 1,092 in 1999. All but 3% occurred in full service jails. Five day jails accounted for 2.7% and, as one would expect, minimum-security jails accounted for the remaining 0.3%.

### Minimum Jail Standards

The 1999 annual inspections revealed that compliance with the *Minimum Standards for Jails in Ohio* for each jail classification remained consistent overall. Full-service jails dropped from a compliance rating of 89 percent in 1998 to 86 percent in 1999. Five-day jails dropped from 95 percent compliance in 1998 to 87 percent compliance in 1999. An increase in compliance from 87 percent in 1998 to 92 percent in 1999 was realized by minimum-security jails. The focal points of the 1999 annual jail inspection standards included visitation, correspondence and programming.

Caution should be taken when comparing compliance rates over time. Each year, jails are inspected on approximately 10% of the total number of *Minimum Standards for Jails in Ohio*. Thus, the inspections focus on different standards each year.

### Comparisons to National Trends

As in past years, this report compares Ohio nationally over the same five-year period on a number of important factors related to capacity, cost and staffing. In an effort to examine how Ohio compares to other jurisdictions across the country, national jail information was collected from two sources: the *Corrections Yearbook* and the *Bureau of Justice Statistics*.

The data obtained from the Bureau of Justice Statistics is based upon mid-year 1999 (June 30, 1999). For Ohio, the information will focus on the full service and minimum-security jails, as those classifications mirror those in other states.

The average cost per day in Ohio rose from \$56.08 in 1998 to \$62.27 in 1999. Although the 1999 national figures are unavailable, this

\$6.19 increase in per diem costs places Ohio jails significantly above the national average of \$54.39 in 1998.

Ohio's jails continued to excel in terms of the ratio of jail inmates to full-time security officers. Although Ohio's ratio increased .4 to 3.8 (3.8:1) inmates to each officer this year, it remained well below the national mid-year average of 5.1 (5.1:1) in 1999. Despite the marked increase in population over the past several years, Ohio has maintained a low inmate to officer ratio.

On average, crowding is not a problem for Ohio jails. However, it is a problem in some of the larger jurisdictions in Ohio, as is the case nationally. Ohio's three largest jurisdictions (Cuyahoga, Franklin and Hamilton counties), each having capacities above 1,350, had an average daily population that was 105 percent of their rated capacity.

### Comparison of Ohio and National Rates

	1995	1996	1997	1998	1999
<b>Average Cost Per Day</b>					
Ohio	\$50.88	\$54.54	\$56.69	\$56.69	\$62.27
U.S.	\$52.67	\$55.41	\$54.53	\$54.59	N/A
<b>Ratio of Inmates Per Officer</b>					
Ohio	3.0	3.0	3.3	3.4	3.8
U.S.	4.7	4.7	4.9	5.2	5.1
<b>% of Capacity Occupied</b>					
Ohio	86.4%	87.6%	90.2%	93.0%	90.8%
U.S.	93.0%	92.0%	97.0%	97.0%	93.0%
<b>Average Daily Population</b>					
Ohio	12,793	12,935	14,106	15,694	17,373
U.S.	509,828	515,432	556,586	593,808	607,978
<b>% Increase in Population</b>					
Ohio	3.0%	1.1%	9.1%	11.3%	10.70%
U.S.	4.2%	2.3%	8.0%	6.7%	2.40%
<b>Incarceration Rate Per 100,000</b>					
Ohio	115	116	126	140	154
U.S.	193	196	212	219	222
<b>Sex of Local Jail Inmates</b>					
Ohio					
Male	87.6	88.2	87.3	87.1%	85.7%
Female	12.4	11.8	12.7	12.9%	14.3%
U.S.					
Male	89.8	89.2	89.4	89.2%	88.8%
Female	10.2	10.8	10.6	10.8%	11.2%

During 1999, Ohio's full-service and minimum-security jails operated at 90.8 percent capacity, down from 93 percent the previous year. Jails across the United States averaged 93 percent capacity, a four percent reduction from last year. Over the past year,

neither Ohio nor the U.S. averaged 100 percent of capacity. Although jails operated, on average, at lower percentages of their capacity, jail populations on a whole increased. Ohio again outpaced the national average, realizing a 10.7 percent increase in its jail population over 1998. Nationally, a 2.4 percent increase was the first time in three years that the percentage increase was less than 5 percent. As a result of the increase in population, Ohio's incarceration rate per 100,000 increased to 154, still well below the national average of 222. It was the second year in a row that Ohio experienced an increase in its incarceration rate, which is up 38 per 100,000 since 1996. The national increase over the same period was 26 per 100,000.

Male inmates made up 85.7 percent of the local jail inmate population in Ohio during 1999, 2.5 percentage points lower than in 1996. Nationally, male inmates made up 89 percent of the inmate population, with approximately 11 percent being female. The percentage of females confined in Ohio's jails continued to increase, up from 10.8 percent in 1998 to 11.2 percent in 1999.

For more information concerning the 1999 **Annual Jail Report**, Please contact :

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