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Annual Jail Report 1998

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Overview

The following report describes Ohio's jails in 1998 and draws comparisons between and within the state's four primary jail classifications over the course of the past five years. In addition, the report compares Ohio nationally over the same period 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 255 jails.

Ohio's jail system is composed of four primary classifications, including Full-Service (FSJ), Minimum Security (MSJ), Five-Day, and Eight-Hour jails. All jails falling into these four classifications are inspected annually by the Ohio Department of Rehabilitation and Correction's Bureau of Adult Detention. The annual inspection process for Ohio's 68 Temporary Holding Facilities (THF) consists of a self-report, which is completed by each facility and sent to the Bureau of Adult Detention. Information on THF's is not included in this report.

In 1998, there were a total of 95 full-service, 17 minimum security, 106 five-day, and 37 eight-hour jails inspected by the Bureau. It is important to note that the actual numbers and percentages reported only reflect that which was observed on the day of inspection, and are therefore amenable to change throughout the year. The information should not be considered a true "snapshot" of Ohio's jails due to the time differences between inspections.

Jail Population



During 1998 Ohio's jails held an average daily population of 16,100 persons. Compared to the previous year, this figure represents an increase of approximately 11 percent and a 34 percent increase since 1994. On average, Ohio jails confined 144 persons per 100,000 Ohio residents. The largest percentage increase occurred in full-service jails, where a 13.5 percent increase was realized. Conversely, the reclassification of two minimum-security jails from 1997 resulted in a 20.3 percent decrease in the MSJ average daily population. In part, the percentage increase realized in full-service jails may be attributed to the decrease in the overall number of minimum-security jails operating in Ohio.

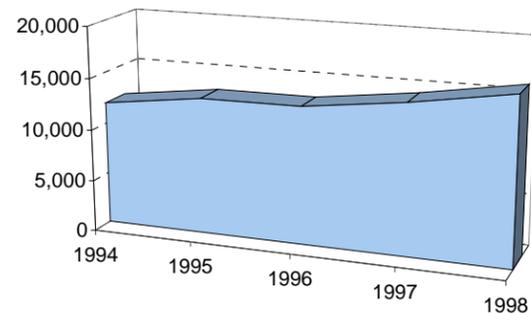
Average Daily Population

	1994	1995	1996	1997	1998
FSJ	11,066	12,172	12,245	13,183	14,959
MSJ	360	621	690	923	735
5D	520	382	344	371	377
8HR	75	70	48	39	29
Total	12,021	13,245	13,327	14,516	16,100

Despite the marked increase in the average daily population, Ohio's jails did not have a statewide crowding problem in 1998. However, crowding continues to be a problem for full service jails operating within urban areas throughout Ohio.

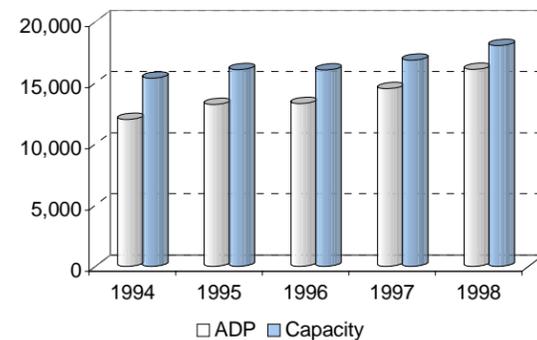
Paralleling the population trends over the past five years, jail capacities have also been on the rise. In 1998, the housing capacity (in addition to the holding capacity of eight hour facilities) of Ohio's jails was 18,055 beds, representing an occupancy rate of approximately 89 percent. Jail capacity has steadily increased over the past five years from a low of 15,377 in 1994 to its present all time high.

Average Daily Population (ADP)



Based upon the average daily population for 1998, full-service jails were housing at approximately 95 percent of their capacity. Throughout the year, the capacity of full-service jails ranged from a low of 82 percent (12,859 offenders) to a high of 108 percent (16,926 offenders).

ADP and Jail Capacity



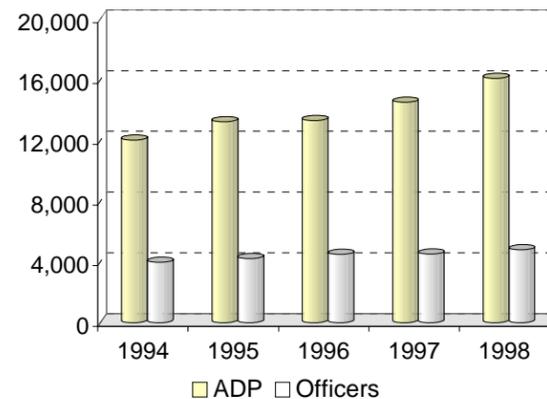
In general, no other jail classification reached 100 percent of capacity. For minimum-security facilities, housing capacity ranged from a low of 42 percent to a high of 88 percent. On average, minimum-security jails were at 64 percent of capacity. Five-day jails averaged a 40 percent capacity rate with a low of only seven percent to a high of 94 percent.

While the overall housing capacity has continued to maintain pace with an increasing offender population, full-time staffing levels in Ohio's jails have also steadily grown, but at a

much slower rate.

For the third consecutive year the number of full-time female security officers increased at a higher rate than their male counterparts. In comparison to last year, the number of full-time female security officers increased by roughly nine percent, from 1,209 to 1,314. Females represent 27.5 percent of all full-time jail security officers.

ADP and Staffing Levels



A five percent increase in the number of full-time male officers was also realized during 1998. A total of 3,469 males are employed full-time in Ohio's jails (72.5%). Overall, 4,783 full-time security officers were employed by the 255 jails. This constituted a six percent increase from 1997.

Jail Inmates

At the time of inspection for each jail, a total of 15,746 persons were confined throughout Ohio. Of these, about half (50.2%) were awaiting court action on current charges, while roughly 48 percent (47.8%) were serving court imposed sentences. The remaining two-percent of the population at inspection represented inmates who were being temporarily housed through agreements with other agencies such as the Ohio Department of Rehabilitation and

For more information concerning the [1998 Annual Jail Report](#), please contact:

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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. As in past years, a number of facilities did not report per-diem bed costs during the annual inspection due to its unavailability.

In comparison to last year, the average cost per bed in a full-service jail remained stable at \$56.63. Conversely, the average bed cost in a minimum-security jail continued to decrease for the fourth consecutive year to \$53.08. After a significant decline in the average bed cost for a five-day jail in 1997, the cost again increased to \$58.06.

Average Bed Cost

	1994	1995	1996	1997	1998
FSJ	54.49	50.88	54.54	56.69	56.63
MSJ	66.55	60.50	58.05	55.15	53.08
5D	67.61	67.54	59.09	50.09	58.06

Minimum-security jails continued to maintain the lowest price per meal in 1998 at \$1.49. This trend has been consistent throughout the five-year period being examined. Full-service jails experienced a minor decrease in the average cost per meal during 1998 at \$1.71.

Five-day jails continued to incur the highest average cost per meal in 1998 at \$3.64. Eight-hour jails also witnessed an increase for the second consecutive year with an average of \$3.02 per meal. The high average cost per meal for eight-hour and five-day jails can be attributed to the absence of a kitchen within the facilities. These types of facilities typically purchase inmate meals from external vendors (e.g., restaurants).

Average Meal Cost

	1994	1995	1996	1997	1998
FSJ	1.21	1.24	1.72	1.77	1.71
MSJ	1.05	0.99	1.17	1.49	1.49
5D	3.65	3.20	2.89	2.94	3.02

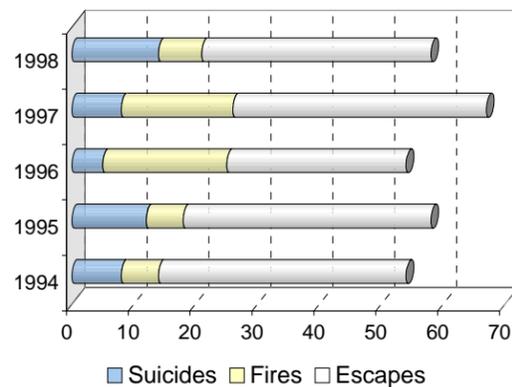
Jail Incidents

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

In 1998, a total of fourteen inmates committed suicide while confined in an Ohio jail. Twelve of the suicides occurred in full-service jails and two in five-day jails. The fourteen suicides represent the highest total in the five-year period examined. Seven fires were also reported in 1998, which is the lowest total reported since 1995. Inmates housed in full-service jails precipitated all seven fires.

There were 37 reported escapes from Ohio's jails in 1998. However, many of the reported escapes from jail typically involve walkaways failing to return from work release or other programs. Unfortunately, data were not collected on the type of reported escape. Most of the reported escapes occurred in either a minimum-security facility (19) or full-service jail (17). One escape was reported from a five-day jail.

Jail Incidents



This year represents the first time that the Bureau of Adult Detention has collected information on the frequency of inmate-on-staff and inmate-on-inmate assaults within Ohio's

jails. Thus, 1998 will ultimately serve as a baseline for future yearly comparisons. 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.

For 1998, a total of 242 inmate-on-staff assaults occurred in Ohio jails. As expected, a majority (195 or 80.6%) of inmate assaults on staff occurred in full-service jails, followed by five-day (32 or 13.2%), eight-hour (8 or 3.3%), and minimum-security jails (7 or 2.9%).



There were 750 inmate-on-inmate assaults during 1998. Full-service jails also had the highest occurrence of inmate-on-inmate assaults in 1998 with a total of 687 reported (91.6%).

Minimum-security jails reported 52 inmate-on-inmate assaults (6.9%), and five-day jails 11 (1.5%). No inmate-on-inmate assaults were reported for eight-hour jails in 1998.

Minimum Jail Standards

The 1998 annual inspections revealed that compliance with the *Minimum Standards for Jails in Ohio* for each jail classification were at one of their highest levels over the five-year period examined. The average compliance

rates on the minimum jail standards showed full-service jails at 89 percent, minimum security at 87 percent, five-day at 95 percent and eight-hour facilities at 92 percent. The focal point for the minimum jail standards during the year involved such areas as laundry, food, commissary, work release, and inmate workers.

Although caution should be taken when comparing compliance levels over time due to the different standards examined from year to year, the findings from 1998 are noteworthy. In addition, the number of standards examined between the four jail classifications vary on a yearly basis. For example, the number of jail standards to be met by a minimum-security jail in 1998 was 33, followed by full-service jails (32), five-day (17), and eight-hour (5).

Comparisons to National Trends

Similar to 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 Bureau of Justice Statistics.

Data obtained from the Bureau of Justice Statistics is based upon mid-year 1998 (June 30, 1998). For Ohio, the information provided for comparison only concerns the 95 full-service and 17 minimum-security jails. The national data presented is also based upon full-service and minimum-security type facilities.

The average cost per day in Ohio decreased slightly from the five year high in 1997,

Comparison of Ohio and National Rates

	1994	1995	1996	1997	1998
Average Cost Per Day					
Ohio	\$54.49	\$50.88	\$54.54	\$56.69	\$56.08
U.S.	\$46.97	\$52.67	\$55.41	\$54.53	N/A
Ratio of Inmates Per Officer					
Ohio	3.0	3.0	3.0	3.3	3.4
U.S.	4.5	4.7	4.7	4.9	5.2
% of Capacity Occupied					
Ohio	88.1%	86.4%	87.6%	90.2%	93.0%
U.S.	96.0%	93.0%	92.0%	97.0%	97.0%
Average Daily Population					
Ohio	12,426	12,793	12,935	14,106	15,694
U.S.	479,757	509,828	515,432	556,586	593,808
% Increase in Population					
Ohio	2.0%	3.0%	1.1%	9.1%	11.3%
U.S.	6.7%	4.2%	2.3%	8.0%	6.7%
Incarceration Rate Per 100,000					
Ohio	110	115	116	126	140
U.S.	188	193	196	212	219
Sex of Local Jail Inmates					
Ohio					
Male	89.4	87.6	88.2	87.3	87.1%
Female	10.6	12.4	11.8	12.7	12.9%
U.S.					
Male	90.0	89.8	89.2	89.4	89.2%
Female	10.0	10.2	10.8	10.6	10.8%

dropping to \$56.08 in 1998. Although 1998 national figures are currently unavailable, 1997 data reveal that Ohio's average cost per day was significantly higher than the national average.

Ohio's jails continue to excel in terms of the ratio of jail inmates to full-time security officers. However, for the second consecutive year the ratio of inmates to officers in Ohio rose to 3.4 inmates to each officer (3.4:1). Conversely, the national rate for mid-year 1998 was 5.2 inmates to each officer (5.2:1).

Despite the steady increases in the average daily population over the past five years for both Ohio and the nation as a whole, Ohio has done well to maintain a much lower inmate to officer ratio.

As previously discussed, statewide crowding in Ohio's jails does not seem to be a problem on average. Crowding does continue to be problematic within some of the larger

jurisdictions in Ohio. This also seems to be the case nationally.

In 1998, the population in Ohio's full-service and minimum-security jails was at 93 percent of capacity, while all U.S. jails averaged 97 percent of capacity. Over the past five years, neither Ohio nor the U.S. averaged 100 percent of capacity. For the second straight year, increases in the jail population jumped dramatically for both Ohio and the nation. From 1997 to 1998, U.S. jails experienced a 6.7 percent increase in the

average daily population while Ohio witnessed an 11.3 percent increase in its full-service and minimum-security jail populations. Consequently, the incarceration rate per 100,000 citizens also increased. Nationally, 219 citizens per 100,000 are incarcerated in jail compared to 140 in Ohio. These figures represent the highest levels of incarceration over the five years examined.

Male inmates made up 87 percent of the local jail inmate population in Ohio during 1998, nearly two percentage points lower than in 1994. Nationally, male inmates made up 89 percent of the inmate population, with approximately 11 percent being female. The percentage of female inmates confined in Ohio's jails continued to increase, although only marginally, from 1997 to 1998.

Correction (parole violators), U.S. Marshal's Service, or Immigration and Naturalization Service. For inspection purposes, these state and federal inmates are classified as "other."

Full-service jails showed the greatest amount of variation between sentenced and unsentenced inmates with approximately 52 percent unsentenced, 46 percent sentenced, and two percent other. As expected, virtually all of the inmates confined to a minimum security jail were serving imposed sentences (99.3%), while over three-quarters of the inmates housed in a five-day jail were unsentenced (78.2%). For eight-hour jails, two-thirds of the inmates were sentenced (66.7%), with the remaining one-third awaiting sentencing.

Survey of Jail Inmates

Sentenced	7,528
Male	6,470
Female	1,052
Juvenile	6
Unsentenced	7,904
Male	6,882
Female	941
Juvenile	81
Other	314
Male	284
Female	29
Juvenile	1

Offenders Confined Longer

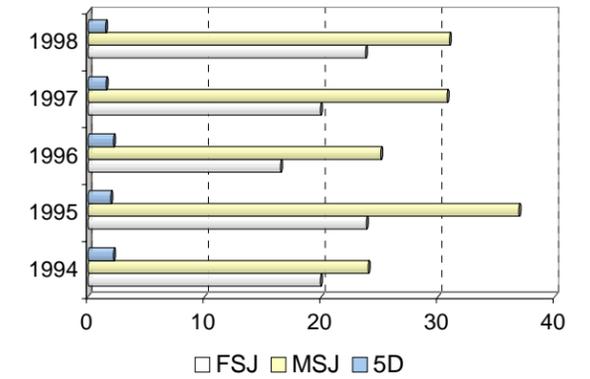
Offenders held in Ohio's jails are staying for longer periods of time on average. In 1998, the average length of stay in a full-service jail increased to 23.77 days, an increase of almost four days from 1997.

Average Length of Stay (Days)

	1994	1995	1996	1997	1998
FSJ	19.9	23.8	16.5	19.9	23.8
MSJ	24.0	36.9	25.1	30.1	31.0
5D	2.2	1.9	2.2	1.5	1.5

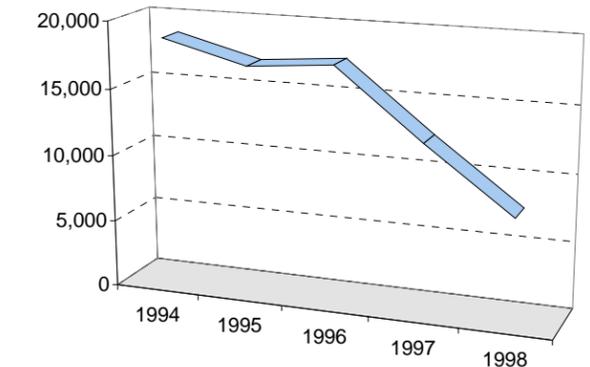
Compared to 1997, the average stay in a minimum-security jail increased only slightly to roughly 31 days (30.98), and five-day jails remained virtually unchanged at 1.5 days on average.

Average Length of Stay (Days)



Significant decreases in the number of offenders waiting to serve a jail term continued for the second consecutive year. During 1998, a total of 7,747 persons were waiting to serve their jail term. The vast majority of these offenders were waiting to serve a sentence in a full-service jail.

Inmate Waiting List



Average Per Diem Costs

Fluctuations continued to occur in comparing the average bed costs for each of the three jail classifications of full-service, minimum security, and five-day facilities. It is important to note that the daily costs for each jail were weighted according to their average daily population. Weighting the reported costs for each facility by the ADP produces a more accurate representation of per day costs for each classification. Therefore, an unusually high