ASSESSMENT OF CHANGES IN INMATE CHARACTERISTICS AND JAIL MANAGEMENT PROCESSES IN HAMILTON COUNTY, OHIO

A final report prepared by the Vera Institute of Justice for the Hamilton County Corrections Review Task Force

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Introduction

This report was prepared in response to a request from the Hamilton County Criminal Justice Commission (Commission). The report examines trends related to the types of individuals admitted into jail; changes in offense categories; and provides an overview of jail utilization patterns. The report, however, is not limited to jail related issues only but attempts to provide an overview of the criminal justice system in Hamilton County (County) and analyze how various policies and processes may impact both jail capacity and community supervision. The County is charged with ensuring public safety for its citizens while utilizing limited resources in the most cost effective manner. Although incarceration is an appropriate disposition for violent offenders; lower risk non-violent offenders may be more effectively managed through non-incarceration alternatives that both promote rehabilitation of offenders and ensure that adequate jail space is available to offenders who pose the greatest risk to public safety.

This report focuses on three primary research questions. First, how is the profile of offenders admitted into Hamilton County Jail in 2006 different that offenders admitted in 2002? The nature of the offenses, the characteristics and needs of the offenders, and source of jail bookings are examined. Second, how are jail resources being utilized? Lengths of stay, release practices and major contributors to the jail bed days are analyzed. Third, what processes or practices need be in place to reduce the recidivism rate within the County and help reduce jail overcrowding? Assessing offenders risk and needs, program availability, effectiveness and alternatives to incarceration are explored.

In comparing the offender profiles for the 2002 and 2006 bookings, there were some similarities, as well as some changes in the types of offenders being booked into the Hamilton County jail. Individuals admitted into jail in 2006 were slightly older, more likely to have education levels of high school or above and to be employed. There was the largest percentage increase in the admissions in 2006 for sex, weapons and drug offenses, whereas the overall percentage for person offenses decreased from 2002 to 2006. When comparing admissions from 2002 to 2006, the raw number of admissions increased for almost all categories – with drug and property offenses showing the greatest increase and motor vehicle offenses showing a decrease. When examining differences in jail bed utilization between 2002 and 2006, the average length of stay decreased for almost all offenses except person and weapons offenses which indicated an increase in percentage of jail bed days compared to DUI and motor vehicle offense which accounted for a smaller percentage of jail bed days. However, drug offenses accounted for substantially more admissions and more jail bed days in 2006 than in 2002. There were fewer offenders released on bond in 2006 than in 2002, but releases onto electronic monitoring showed increases as well as the introduction of "Process Only" releases which were not available in 2002.

This report contains a set of recommendations that the County might consider in managing its current jail space to ensure that adequate capacity remains available for the more serious and violent offenders, while building collaborative and effective community

based punishment options that address the public safety concern of the county as well as the high recidivism rate.

The Origin and Purpose of this Report

In June 2006, the Vera Institute of Justice (Vera) was requested to assist with the work of the Hamilton County Corrections Review Task Force in examining jail capacity needs, assessing alternatives to incarceration and considering options for expanding custodial capacity. Through a combination of interviews and analysis of data utilized in the Correctional Master Plan submitted by Voorhis Associates Inc., Vera submitted a report on July 31, 2006 entitled "Assessment of Inmate Population Characteristics and Jail Management Processes in Hamilton County, Ohio"

One of the recommendations contained in this report was that the County establish a process for long-term solutions to jail overcrowding by creating a permanent body to review, analyze and identify areas or processes within the entire criminal justice system, that through more effective and efficient procedures and operations, can improve public safety for the entire community. The recommendation also noted that this permanent body be composed of key criminal justice representatives, treatment providers and citizens who have decision making power to implement system wide change.

As the result of that specific recommendation, the Hamilton County Criminal Justice Commission (Commission) was created in 2007 to embark on a long term system-wide approach to the County's jail overcrowding issues and high recidivism rate. Acknowledging the complexity and multiple aspects of these issues, the Commission created five subcommittees to examine in depth the impact of various processes and policies on Hamilton County's criminal justice system. The subcommittees included: (1) Policy and Structure, (2) Data and CJIS, (3) Probation, (4) Program Evaluation and (5) Re-entry. The structure employed by the Commission allows for in-depth analysis by key players within each of the five topic areas as to what are the current practices and policies and how can they be modified to be more effective and have an impact on the County jail's ongoing overcrowding problem.

With the challenges faced by the Commission, it was agreed upon at the onset that prior to the implementation any policy or process changes, it was critical to understand factors contributing to the jail overcrowding and changes in types of offenders entering the county jail, as well as the impact of current policies. This is a very complex undertaking given that the Commission is charged with examining the effectiveness of the criminal justice system as a whole and not a single agency. How individual agencies collaborate, share information, develop polices and implement procedures can directly and indirectly impact the overall effectiveness of other agencies within the system and the criminal justice system as a whole.

Vera was requested to analyze differences and similarities of offenders admitted into jail in 2002 and 2006 to determine if the County is experiencing offenders with different risks and needs. In addition, Vera was asked to analyze if these changes have had an impact

on jail bed utilization. This report attempts to respond to these questions. The complexity of doing a multi-year analysis and the limitations of available data constrained the ability to respond to all the questions and to answer them authoritatively. Some questions regarding changes in admissions between 2002 and 2006 just could not be satisfactorily addressed in this report and warrant further study and analysis. However, the information presented in this report does provide a baseline of offenders, offense categories and jail bed utilization that can serve to identify areas of further analysis, provide an overview of current procedures and assist in policy development and/or modifications that may impact jail population levels.

Report Organization

This report begins with a description of the methodology used in the data analysis. This section not only identifies the data sources and the types of analyses completed, it also outlines the limitations and specific issues related to the data and/or methodology. The second section of the report analyzes 2006 admissions into the Hamilton County jail and examines offender demographics, offense categories, criminal history, length of stay, jail bed usage and release type. This section is intended to provide an overview of who comes into the county jail, how long they stay and how they are released. The next section contains the same type of analysis for offenders admitted into jail in 2002, followed by a summary of the key differences and similarities between the two years. Finally, the last section presents conclusions and recommendations for the County to consider that incorporate evidence based best practices.

Data, Methods, and Limitations

Administrative Data

The data used in this analysis come from the Department of Pretrial and Community Transition Services (DPCTS) and is collected by DPCTS from two sources: the Jail Management System (JMS) and the Department of Pretrial and Community Transition Services, Court management Information System (CMIS). CMIS data was added to the JMS data by matching the two databases to the JMS number, a number that uniquely identifies each individual admission. The database from JMS and CMIS, which was used in the analysis of this report, contained information on offender demographics (race, sex, ethnicity, date of birth, and residence zip code), social characteristics (marital status, homelessness, employment status, mental health needs, and education level), admission characteristics (type, date, holder type, intake charge), criminal history (prior adult and juvenile felonies, number of prior adult and juvenile misdemeanors), and length of stay for jail admissions (jail commitments were not included in the data).

Analyses were conducted using total admissions, or cases, which were attained by matching the JMS number with admission date. For the purposes of this study, an admission is defined as an individual booked into the Hamilton County jail. The study population excludes individuals who were admitted to the jail as commitments. The analysis for this report was descriptive in nature. Vera researchers examined frequency and percentage distributions, along with mean values, for variables of interest. For many of the analyses, distributions were broken down by demographic and offense characteristics as well.

Limitations

The data limitations of this analysis fall into two categories: measurement issues and missing data issues. Inaccurate measurement was a problem for a number of variables in the administrative data. Race is one example. At the time of admission, jail staff are instructed to record the race of Hispanics as "white," which is consistent with the coding scheme used by the FBI's National Crime Information Center. As a result, whites are likely to be overrepresented in the data while Hispanics are underrepresented. This was a problem in both the 2002 data and the 2006 data.

Inaccurate measurement was also problematic for all measures of prior convictions in 2002 (adult convictions, felony convictions, etc.). This stems from the fact that prior convictions are overwritten over time in the pretrial services data system. Because data for the 2002 analysis was pulled in December 2007, prior conviction variables included not only all convictions that occurred before 2002, but also all convictions that occurred between 2002 and December 2007. Prior criminal history was omitted from the 2002 analysis because of this problem. The same problem existed for the 2006 data; however, since that data was pulled in the summer of 2007 and the accumulation of criminal history presumably would not have been as extensive, analysis of the 2006 admissions prior criminal history was carried out. That said, there were additional concerns

regarding the measurement of prior convictions in 2006. First, the data only include prior convictions that were verified by national record checks. Because not all states report during these checks, the data do not necessarily represent all prior convictions for each case. A second concern is that juvenile convictions are underrepresented due to their potential for being expunged.

One final issue related to measurement is the accuracy of self-report data: a number of variables related to social demographics, such as education, employment, homelessness, and some mental health needs, were obtained through self-reports. Because self-report data is especially susceptible to inaccuracy, it is unclear whether these variables reflect the true characteristics of the population.

Another limitation of this analysis stems from the substantial amount of missing data in both 2002 and 2006. Generally speaking, missing data was a problem for a number of variables in this analysis. The issues with missing data go beyond the abundance of it though. There were also variables for which the coding of missing data was confusing. An example of this is the coding for mental health needs. In 2002, cases that were not screened for mental health needs were coded as "0," the same code that was used for individuals who were screened but had no flags. As a result, it was impossible to distinguish between cases that were missing data and cases that were coded as having no mental health needs. Other variables that may have been affected by the same or similar missing data problems were: homelessness, admissions due to probation/parole violations, number of charges, and zip code. Finally, there were some variables that did not contain any data, such as felony versus misdemeanor charges and homelessness.

It should also be noted that the analysis contained in this report focuses on offenders who are booked into jail, which may not be representative of offenders in the jail stock population (i.e. the population in jail on a given day). This type of analysis requires the use of periodic snapshot data downloads that could not be completed retroactively for the years 2002 and 2006. As the Commission continues its analysis of the criminal justice system, this type of analysis is recommended to enable policymakers to have a thorough and complete understanding of jail usage patterns.

Analysis of 2006 Jail Admissions: Findings

The purpose of this analysis is to explore characteristics of individuals admitted into Hamilton County jail[1] and to understand how this population has changed over time. First, we present descriptive results for 2006 admissions, the most recent year available for Hamilton County. Then, we explore the same group of characteristics for 2002 admissions. This is followed by a summary of the main similarities and differences between the two populations in order to see if there have been changes in the types of individuals being admitted into the jail.

In 2006, there were 48,267 admissions to the Hamilton County Jail that represent 95% of all jail admissions for the year.[2] Because a substantial number of individuals were admitted multiple times, however, the total number of individuals admitted during the year was much lower, totaling 31,020. Of this total, 69.4% (21,519) of individuals were admitted once, 18.4% (5,709) were admitted twice, and the remaining 12.2% (3,792) were admitted three or more times. The majority of results presented in this section are based on individuals rather than admissions. In cases where admissions are used, it is explicitly noted in the text.

2006 Demographic and Social Characteristics

Generally speaking, there was more racial diversity than gender diversity among individuals admitted to Hamilton County Jail in 2006. The majority of offenders were male, 77.7% (22,968), compared to only 23.3% (6,594) that were female.[3] The racial breakdown, on the other hand, was more evenly split between blacks and whites. Fifty-eight percent (17,226) of the jail population was black and an additional 40.4% (11,940) was white; together, these two racial groups constitute more than 98% of the 2006 population for which race is known.[4] It should be pointed out, however, that because there is no Hispanic code available,[5] and jail staff are instructed to record the race of Hispanics as white, it is likely that whites are overrepresented in this study sample.

As shown in Figure 1, the substantial proportion of blacks in the jail population is not consistent with their representation in the general population. Compared to the almost 60% of individuals admitted to jail that were black, only 25% of the county population was of this racial group. In other words, blacks were overrepresented among the jail population.

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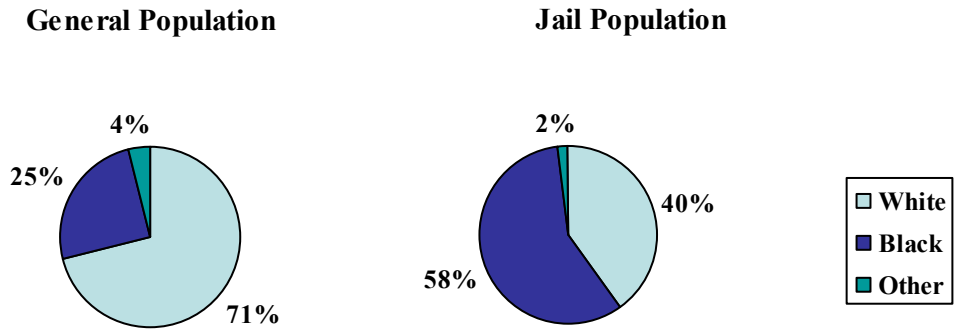
[1] The admissions population for this study includes only individuals who were admitted to the jail on an arrest, not individuals committed to jail.
[2] There were an additional 2,604 admissions that entered the jail bypassing intake, which makes the total number of admissions in 2006 50,871.
[3] Where an individual had multiple admissions, the information used here was what was recorded in their most recent admission
[4] Additionally, 0.1% (26) of admissions was Hispanic, less than 0.1% (9) was another race, and 1.2% (361) was unknown. 1,458 cases were excluded from the total due to missing race data.
[5] This is consistent with the coding scheme used by the FBI's National Crime Information Center.

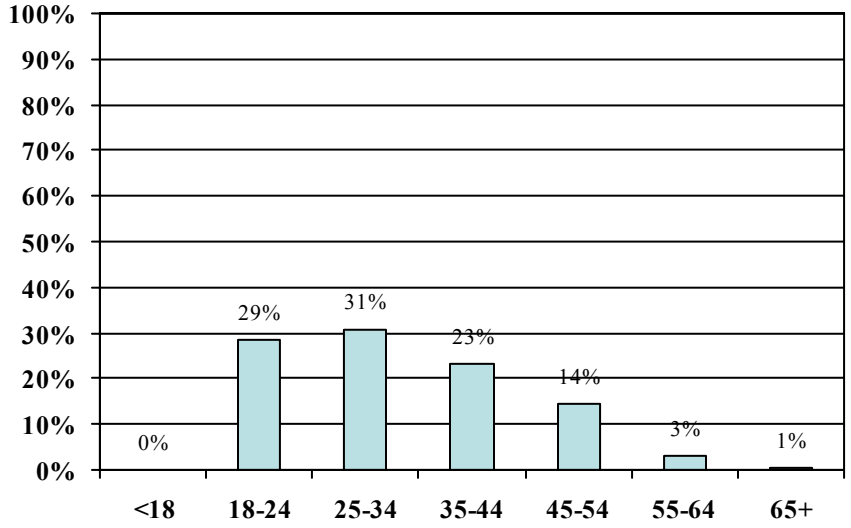
Figure 1
Racial Breakdown of 2006 General Population and 2006 Hamilton County Jail Population



*N=31,020; Missing Data N=1,458 (4.7%)
**General Population information from 2006 Census.
***For the general population, "Other" includes: American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander; and Hispanic or Latino. For the prison population, "Other" includes" American Indian, Hispanic, Asian, and Other.

In terms of age, the majority of 2006 admissions can be classified as adults or young adults. The average age at intake was 33.5 years and as shown in Figure 2, 60% fell between the ages of 18 and 34.

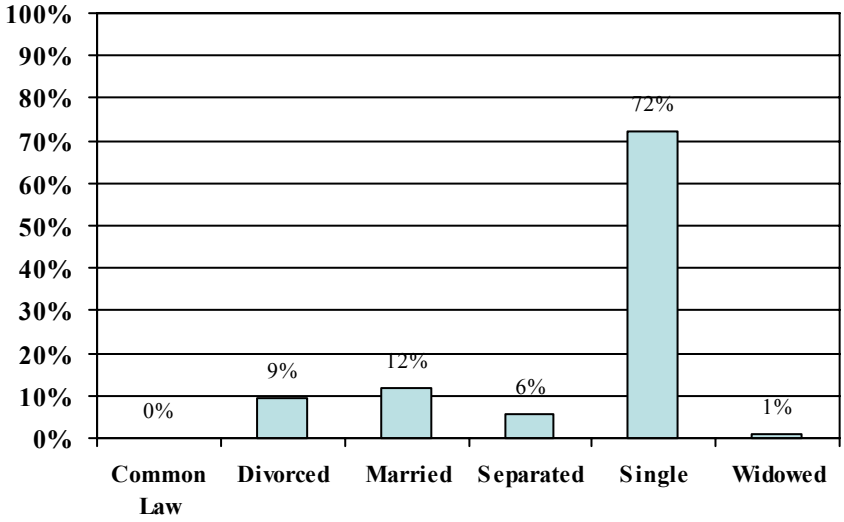
Figure 2
Breakdown of the 2006 Jail Admissions by Age



*N=31,020; Missing Data N=1,667 (3.5%)

Social and employment characteristics among 2006 jail admissions were also examined. Figures 3, 4, and 5 present the results of this analysis. Not surprisingly, over 70% of offenders were single, though 55% had a high school degree or higher education (some college or graduated college). Furthermore, of those who were interviewed by DPCTS, 46% claimed to be employed.[6] Figure 5 shows the type of employment for this 46%. As shown, nearly 80% of employed offenders classified their employment as full-time.

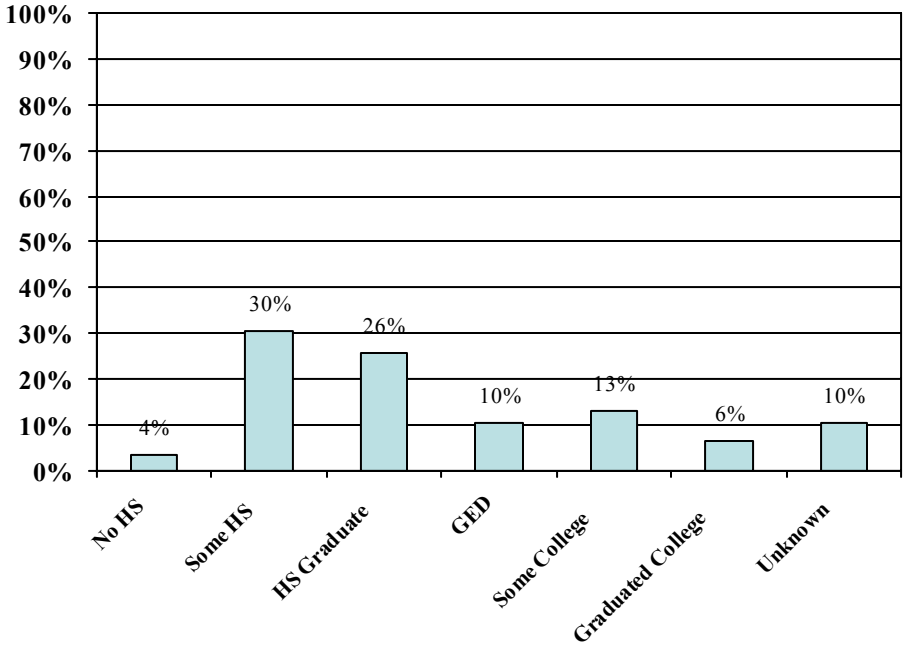
Figure 3
Breakdown of 2006 Jail Admissions by Marital Status



*N=31,020; Missing Data N=2,750 (8.9%)

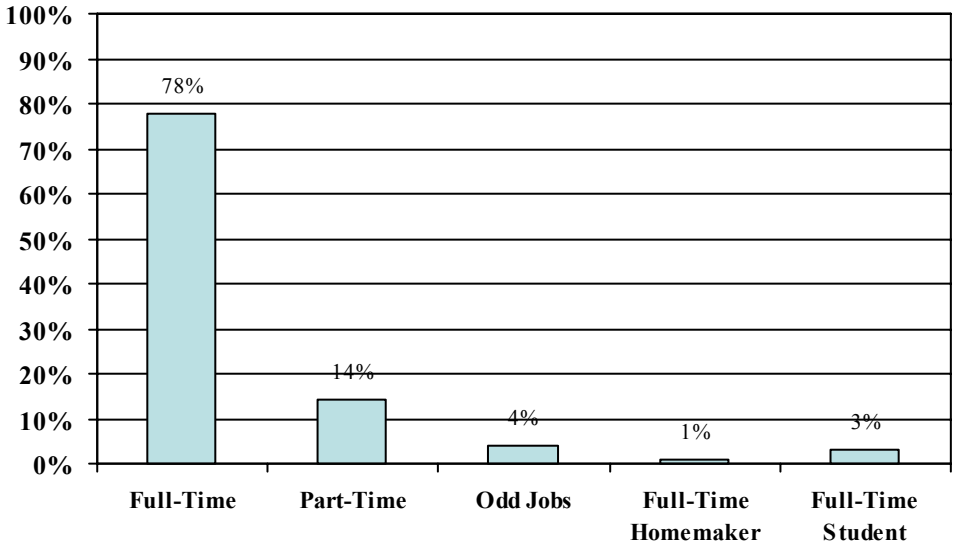
[6] Employment data is based on self-reports. Because unemployed individuals were coded as missing data, it was not possible to calculate an accurate estimate of the percentage of admissions that were unemployed in 2006. The total number of individuals missing data on employment status was 16,205 (52.2% of individual admissions).

Figure 4
Breakdown of 2006 Jail Admissions by Highest Education Level



*N=31,020; Missing Data N=5,863 (23.3%).
**Education data is based on self-reports and could not be verified
*** "Graduated College" includes community college and 4-year colleges/universities.

Figure 5
Breakdown of 2006 Jail Admissions by Type of Employment



*N=14,285; Missing Data N=237 (5.2%)
**This includes only admissions who reported that they were employed. Because unemployed individuals were coded as missing data, it was not possible to calculate an accurate estimate of this subgroup.

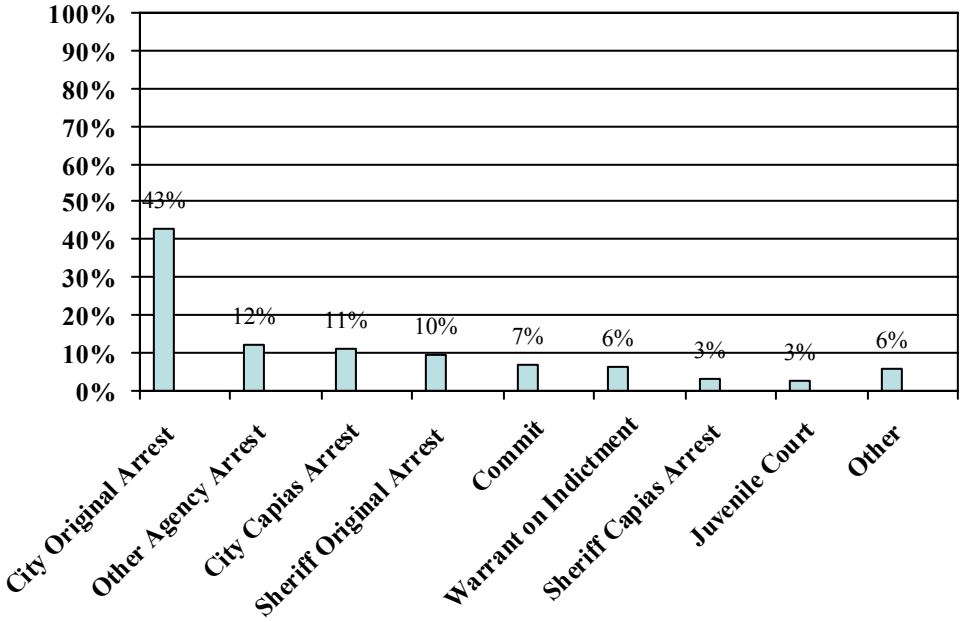
Unfortunately, data on housing and medical needs is limited. Data on almost 70% (20,662) of 2006 offenders admitted into the jail were missing data on housing statistics and almost 60% (18,520) were missing data on mental health needs. As a result, it is difficult to assess the extent to which these needs were present among the population. Of individuals for whom housing status is known 1.0% were identified as homeless, though not all addresses self-reported are verified It is likely that this number is an underestimation of homeless people in the jail. As far as mental health needs, of those for whom information is provided, 33% (4,131) were screened for a mental health need.[7] Of those screened for a mental health need, 64% (2,637) were screened once, 24% (995) were screened twice, 7% (283) were screened three times, and 5% (216) were screened four or more times. No significant differences were found in demographic data between individuals with mental health needs and individuals without recorded mental health needs; however, as previously stated, the data are only representative of a small sample of the admissions population, so it is unclear if this is the case for the larger admissions population.

Figure 6 reveals that the largest proportion of admissions (43.1%) stemmed from original arrests by the city and almost 65% of admissions stemmed from arrests by the City of Cincinnati or other arrests made by Hamilton County (sheriff or other Hamilton County law enforcement agency).[8]

[7] Screenings may be initiated by the person receiving SSI benefits or as a result of a positive response to any of a series of questions designed to assess mental health. As this is mostly self-reported, this number probably underestimates the number of people in the jail with mental health need.

[8] City Capias Arrests, Sheriff Capias Arrests, and Other Capias Arrests are excluded from this percentage, as these arrests are the results of failures to appear.

Figure 6
Breakdown by Percentage of 2006 Jail Admissions by Admission Type

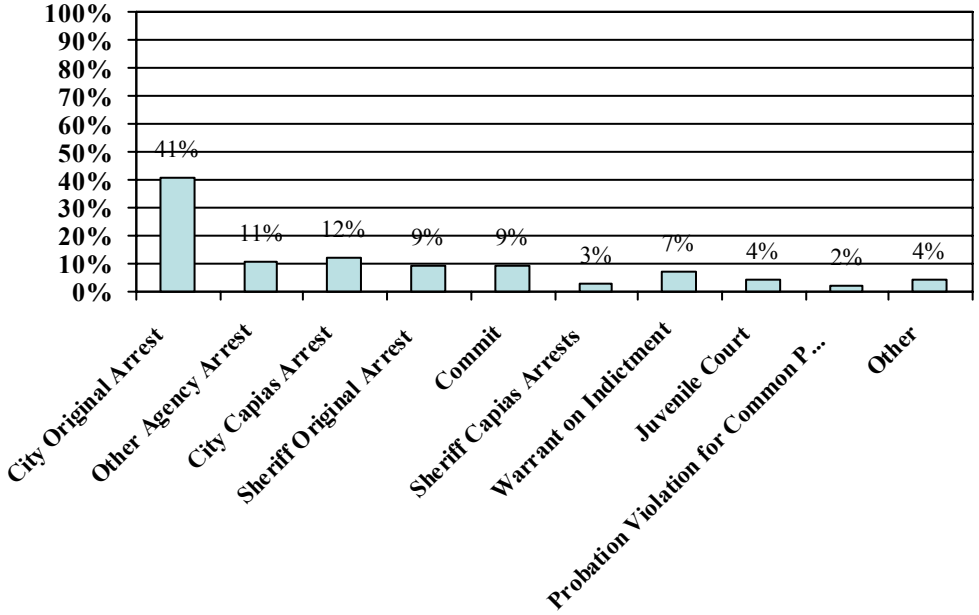


*N=48,267; Missing Data N= 2,388 (4.9%)
**"Other" category includes: Probation Violation for Common Pleas, Other Agency Capias, Other Admissions, Parole Violation, Fugitive Only, Domestic Relations Court, Probate Court, and Mayor Court.

The area of residence of individuals admitted was also examined. In 2006, 38% of individuals admitted to the Hamilton County jail resided outside of Hamilton County, while the remaining 62% resided within Hamilton County.[9] Figures 7 and 8 breakdown admission types for those living within and outside of Hamilton County and show that arrests made by the City of Cincinnati was the most common type of admission.

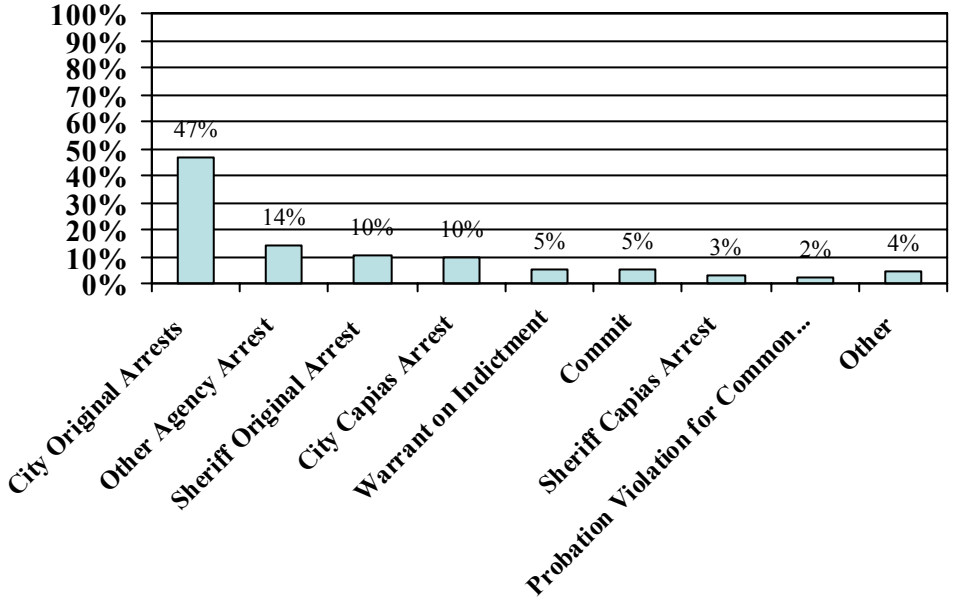
[9] N=48,267; Missing Data N=751 (1.6%).

Figure 7
Breakdown by Percentage of 2006 Jail Admissions by Admission Type for Individuals whose Residences Lie within Hamilton County



N=29,300; Missing Data N=1,513 (5.2%).
** "Other" category includes: Other Agency Capias, Other Admissions, Parole Violation, Fugitive Only, Domestic Relations Court, Probate Court, and Mayor Court.

Figure 8
Breakdown by Percentage of 2006 Jail Admissions by Admission Type for Individuals whose Residences Lie Outside of Hamilton County

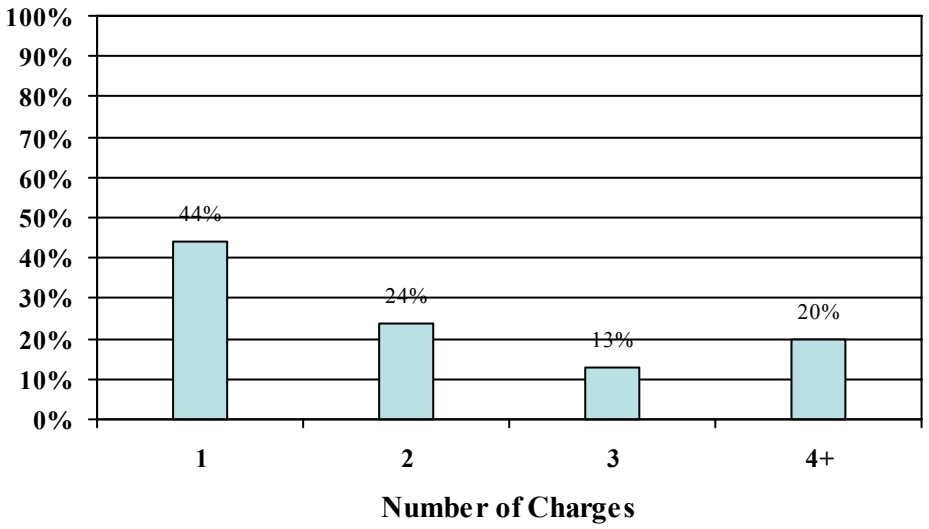


*N=18,218; Missing Data N=461 (2.5%).
** "Other" category includes: Other Agency Capias, Parole Violation, Probation Violation for Common Pleas, Domestic Relations Court, Juvenile Court, Probate Court, Mayor Court, Fugitive Only, and Other.

Current and Prior Offense Information

Figure 9 presents a breakdown of 2006 admissions by number of charges. As shown, approximately 68% of the total had two or fewer charges. Twenty percent of admissions were admitted with four or more charges, though.

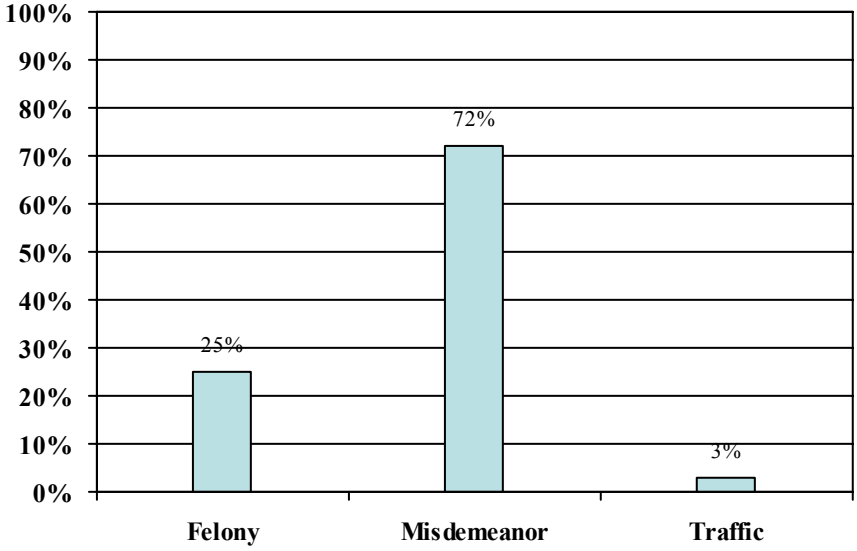
Figure 9
Breakdown of 2006 Jail Admissions by Number of Charges



*N=48,267; Missing Data N=8,440 (17.5%).
** Charges listed as "0" were counted as missing data.

In terms of offense classification, as shown in Figure 10, the majority of admissions were for misdemeanors rather than felony or traffic offenses. Seventy-two percent of cases were admitted for a misdemeanor, while only 25% were admitted for a felony, and the percentage of admissions for traffic offenses was lowest at 3%.

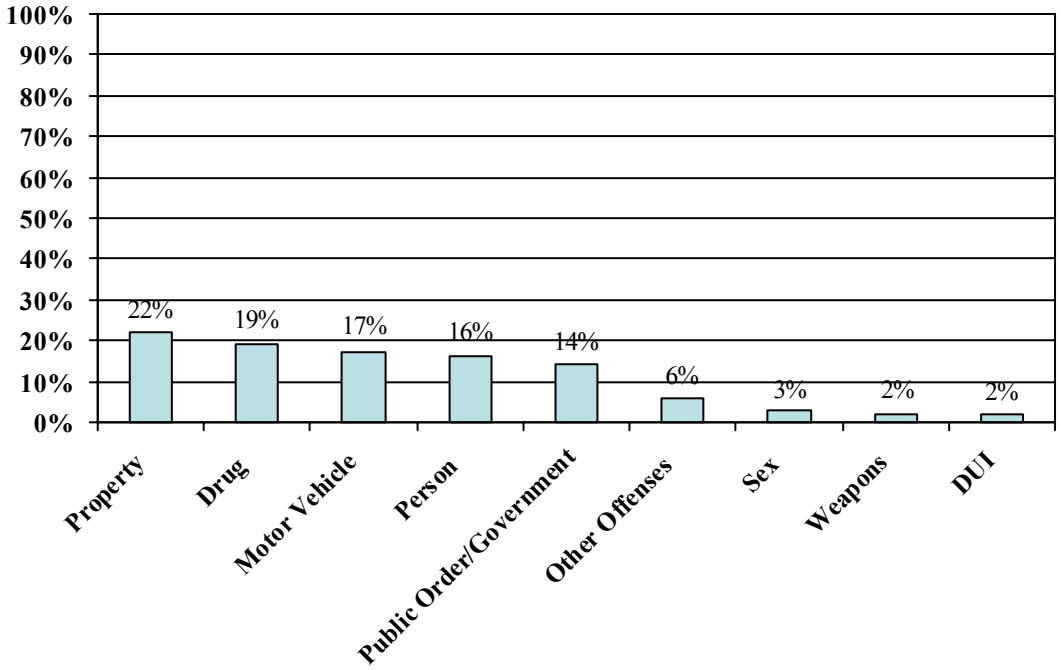
Figure 10
Breakdown of 2006 Most Serious Charge by Conviction Type



*N=48,267; Missing Data N=12,040 (24.9%)
**Conviction Type noted as "Unknown" was counted as missing data.

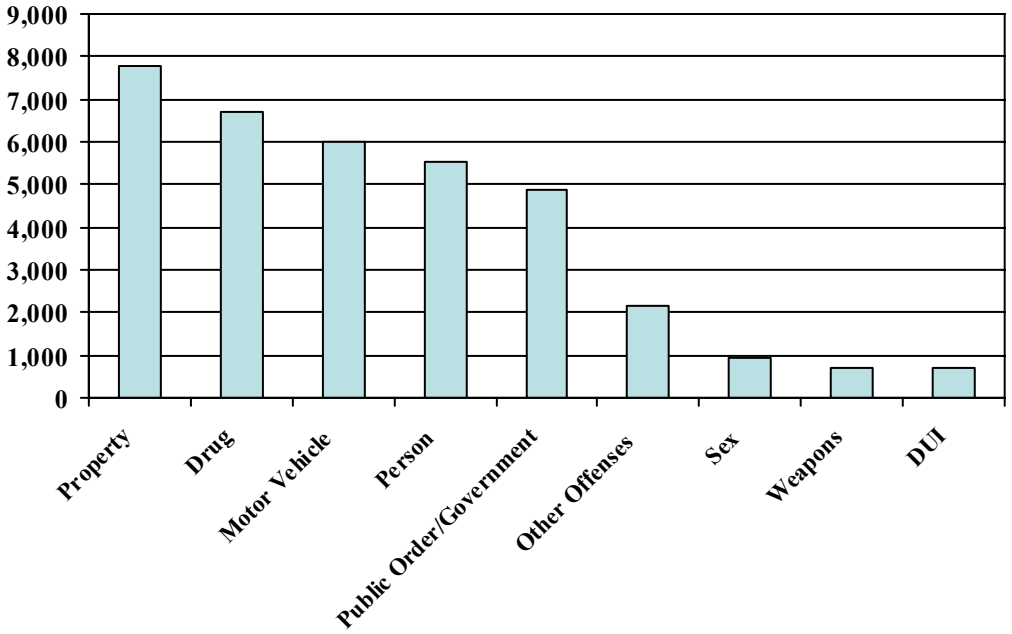
In addition to offense classification, we also examined the most serious offense associated with an admission, and found that the majority of admissions stem from property crimes (21.9%; 7,758), followed closely by drug offenses (18.9%; 6,693). The breakdown of the distribution of offenses by percentage can be seen in Figure 11. Figure 12 describes the distribution of offenses by number. Theft is the most prevalent charge (8.7%), followed by drug possession and domestic violence. The most frequent City of Cincinnati intake offense is possession of marijuana, which accounts for almost 4% of admissions.

Figure 11
Percentage Breakdown of 2006 Jail Admissions by Offense Type



*N=48,267; Missing Data N=12,916 (26.8%); Offense category is classified using the most serious charge that led to jail admission.
** "Sex" category includes prostitution.
*** "Other Offense" category contains: Claim Against City; Terrorism; Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking in Cigarettes.

Figure 12
Number of 2006 Jail Admissions by Offense Type



*N=48,267; Missing Data N=12,916 (26.8%); Offense category is classified using the most serious charge that led to jail admission.
** "Sex" category includes prostitution.
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Adult and juvenile criminal history information for Hamilton County jail admissions was also examined.[10] More specifically, we examined previous convictions among 2006 admissions, using individuals rather than cases as the population, and measuring previous convictions at the latest admission for individuals who were admitted multiple times. It should be noted that the data on prior convictions for this analysis was limited in several ways. First, prior convictions represent only those that were verified by national record checks. Because all states do not report during these checks, the data may not include all prior convictions for 2006 jail admissions. Additionally, the data exclude prior juvenile convictions that are expunged. Finally, because prior convictions are overwritten over time in the pretrial services data system and this data was pulled in the summer of 2007, prior convictions include those that occurred between six months and a year and half after these individuals were admitted to jail. It should also be pointed out that measuring

[10] Missing data for all criminal history categories ranges from 2,420 to 2,438 (approximately 5%). These figures are at the individual level; for those who were admitted more than once, their criminal history was calculated as of their latest admission.

criminal history in this manner likely underestimates the seriousness of previous offending behavior because of cases that are pled down.[11]

Overall, our analysis revealed that most individuals had some type of criminal history, whether the individual is as an adult, juvenile, or both. The average individual admitted into the jail had 12.4 prior convictions (2.0 prior felony convictions and 8.3 prior misdemeanors, based on adult and juvenile convictions). Only 20% had no prior convictions (adult or juvenile) at all. Individuals with violent histories were less common, but still prevalent: 43% of admissions for whom this information was known had been convicted of a violent offense in the past (adult or juvenile, felony or misdemeanor). Of those who had at least one prior conviction for a violent offense, the average number of prior violent convictions was 2.9.

Table 1 shows criminal history information by jurisdiction (adult/juvenile) and type of prior conviction. The results are somewhat consistent with the more general analysis. Table 1 indicates that although most 2006 admissions have had at least one prior felony conviction as an adult, the majority have not been convicted for a violent offense as an adult. Less than 25% had a prior violent misdemeanor (the average was 0.4 violent misdemeanors per individual), and less than 20% had a prior violent felony (the average was 0.3 violent felonies per individual).

[11] JMS also tracks information on "re-incarcerations," which is the number of times a person has been admitted into the jail in the past. For this analysis, we opted to use reconvictions as a measure of criminal history because it has a wider scope. The average number of re-incarcerations per individual, however, was 3.27.

Table 1
Summary of Prior Convictions per Individual Admitted to Hamilton County Jail in 2006 by Jurisdiction of Conviction and Offense Category

Number of Prior Convictions	Total Prior Convictions (Adult and Juvenile)	Prior Adult Convictions	Prior Juvenile Convictions
Violent Felonies			
None	74.9%	81.7%	90.1%
1-2	19.8%	14.9%	9.0%
3 or more	5.3%	3.4%	0.8%
Mean convictions	0.5	0.3	0.1
Felonies			
None	49.6%	61.3%	84.6%
1-2	23.6%	22.9%	10.6%
3 or more	26.8%	15.8%	4.8%
Mean convictions	2.0	1.2	0.4
Violent Misdemeanors			
None	67.5%	76.4%	86.8%
1-2	24.8%	19.3%	10.8%
3 or more	7.7%	4.3%	2.4%
Mean convictions	0.7	0.4	0.2
Minor Misdemeanors			
None	36.9%	43.0%	75.6%
1-2	22.2%	25.4%	11.0%
3 or more	40.9%	31.6%	13.4%
Mean convictions	3.7	2.7	1.0
Traffic			
None	50.1%	52.5%	90.6%
1-2	23.6%	22.8%	8.1%
3 or more	26.3%	24.7%	1.3%
Mean convictions	2.1	1.9	0.2
Misdemeanors			
None	24.2%	40.8%	72.8%
1-2	15.0%	26.1%	15.5%
3 or more	60.8%	33.1%	11.7%
Mean convictions	8.3	3.2	0.8

N=31,020; Missing Data ranged from 2,165 (7.5%) to 2,180 (7.5%)

In contrast to previous adult convictions, the majority of jail admissions did not have a previous juvenile conviction. Just 15% had one or more prior felony conviction as a juvenile (an average of 0.4 felony convictions as a juvenile per individual), and 27% had a prior misdemeanor conviction as a juvenile (or an average of 0.8 prior misdemeanor conviction as a juvenile per individual). The percentages of juveniles with prior violent convictions are even lower: only about 13% of offenders had a previous violent misdemeanor, with an average of 0.2 convictions per individual, and the percentage of offenders with a violent felony was even lower at around 10%, with an average of 0.1

convictions per individual. We also looked at the differences in adult criminal histories between those who had prior juvenile convictions and those who did not and found that, on average, individuals who had a juvenile conviction had longer adult criminal histories. The average number of adult priors for individuals who had no juvenile convictions was 8.6 (1.4 was the average for felonies and misdemeanors was 7.2), compared with 11.6 for those who had at least one juvenile conviction (1.7 was the average for felonies, while the average for misdemeanors was 9.9). Of course, because of the data limitations associated with the expunging of juvenile records, these numbers may underestimate the extent to which 2006 admissions were convicted as juveniles. As a result, these findings should be treated with discretion.

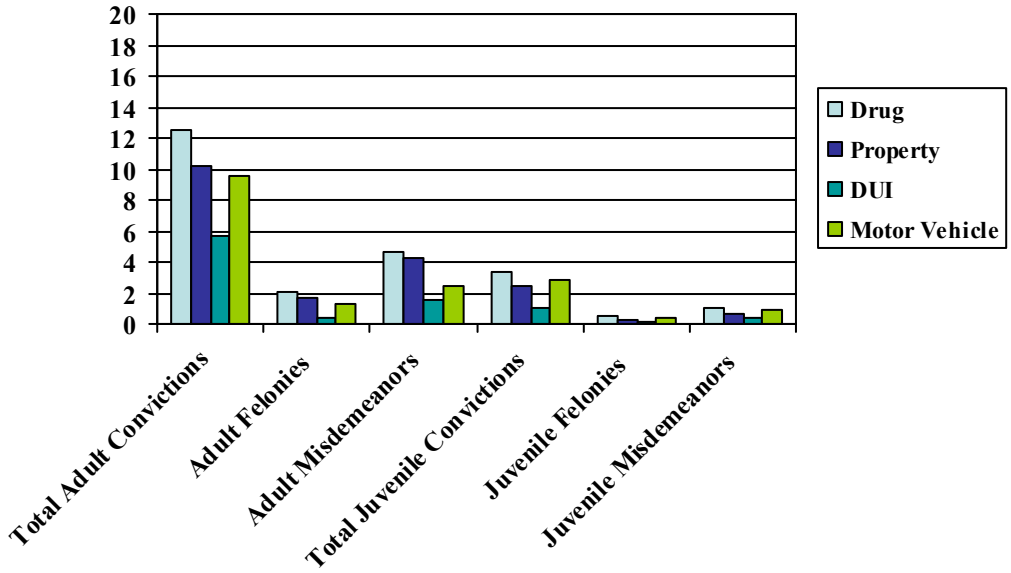
We also looked at criminal history by offense type, focusing on four of the most prevalent admitting offenses: property, drug, motor vehicle, and DUI. Table 2 shows the differences in criminal history between these groups, and it appears that overall, admissions for drug offenses have more extensive criminal histories than the other groups. Drug offenders have more prior convictions than property, DUI, or Motor Vehicle offenders, regardless of how prior convictions are measured (i.e. juvenile convictions, felony convictions, etc). Furthermore, they are more likely to have three or more prior convictions than other offenders, except with respect to prior violent felonies, which are more prevalent among property offenders. Figure 13 presents the average number of convictions per individual in a graph format.

Table 2
Summary of Prior Convictions for 2006 Admissions Charged with Drug, Property, and DUI/Motor Vehicle Offenses

Number of Prior Convictions	Drug N=3,633	Property N=4,389	DUI/Motor Vehicle N=4,237	
			DUI	**MV**
Total Adult Convictions			**N=424**	**N=3,731**
None	16.3%	25.1%	32.3%	21.8%
1-2	12.1%	15.7%	20.1%	13.3%
3 or more	71.6%	59.2%	47.6%	64.9%
Mean convictions	12.5	10.2	5.7	9.5
Total Juvenile Convictions				
None	60.0%	68.6%	83.0%	62.3%
1-2	9.3%	8.1%	7.6%	10.6%
3 or more	30.7%	23.4%	9.4%	27.1%
Mean convictions	3.3	2.4	1.0	2.8
Violent Felonies				
None	72.4%	73.9%	87.5%	77.2%
1-2	21.8%	19.5%	10.9%	18.9%
3 or more	5.8%	6.6%	1.6%	3.9%
Mean convictions	0.7	0.6	0.2	0.4
Adult Felonies				
None	43.9%	55.4%	80.4%	61.2%
1-2	26.3%	22.0%	14.7%	23.8%
3 or more	29.8%	22.6%	4.9%	15.0%
Mean convictions	2.1	1.7	0.4	1.3
Violent Misdemeanors				
None	67.1%	70.1%	76.9%	70.5%
1-2	26.0%	22.5%	18.9%	23.2%
3 or more	6.9%	7.4%	4.2%	6.3%
Mean convictions	0.5	0.5	0.4	0.6

* Drug Missing Data N=91 (2.4%); Property Missing Data N=99 (2.2%); DUI Missing Data N=15 (3.4%); MV Missing Data N=67 (1.8%).

Figure 13
Average Number of Prior Convictions for 2006 Jail Admissions by Offense Type



*Drug N=3,633; Drug Missing Data N=91 (2.4%);
Property N=4,389; Property Missing Data N=99 (2.2%);
DUI N=424; DUI Missing Data N=15(3.4%);
Motor Vehicle N=3,731; Motor Vehicle Missing Data N=67 (1.8%)

2006 Length of Stay

The average length of stay for the 2006 admission was about 16 days,[12] although there was a great deal of variation between cases. As shown in Table 1 in Appendix 1, approximately 66% of 2006 admissions spent 7 days or fewer in jail, while only 3.9% (1,869) of cases spent between 91 and 180 days in jail. Table 1 also highlights the impact of this variation on the distribution of jail bed days, the number of days that a jail bed is occupied over the course of a year. As shown, a small percentage of individuals disproportionately occupied space in Hamilton County Jail in 2006. While the 66% of cases that spent 7 days or fewer in jail accounted for just 5% of the total jail bed days (38,961), the 3.9% (1,869) of cases that spent between 91 and 180 days in jail accounted for almost 30% (230,000) of the total jail bed days.

Table 3 shows the length of stay and jail bed days by offense type. As can be seen, weapons offenses have the longest average length of stay, followed by person offenses, while motor vehicle offenses have the shortest average length of stay. The shorter lengths of stay for motor vehicle and DUI offenses may reflect a preference to divert these cases to substance abuse, mental health, and welfare-to-work programming through organizations such as Talbert House. On the other hand, when we reexamine offense categories based on total number of jail bed days, we see that property offenses account

[12] N=48,267; Missing Data N=215 (0.4%). See Appendix 1 for more detailed information on length of stay.

for the greatest percentage (23.3%) followed by person and drug offenses (21.2% and 20.4%, respectively). It should be noted that 26.8% of admissions are missing data on offense type, so these results are not representative of the entire 2006 population.

Table 3
Length of Stay and Total Jail Bed Days for 2006 Admissions by Offense Type (Sorted by Total Jail Bed Days)

Offense Type	Number of Admissions	Average Length of Stay	Total Jail Bed Days	Percent of Total Jail Bed Days
Property	7,758	15.83 days (max = 354)	122,623	23.3%
Person	5,539	20.27 days (max = 490)	111,573	21.2%
Drug	6,693	16.08 days (max = 469)	107,393	20.4%
DUI/Motor Vehicle	6,676	10.07 days (max = 321)	67,194	12.8%
DUI	680	13.1 days (max = 278)	8,873	1.7%
Motor Vehicle	5,996	9.7 days (max = 321)	58,321	11.1%
Public Order/Government	4,866	9.78 days (max = 332)	47,528	9.0%
Other Offense	2,176	17.41 days (max = 354)	37,850	7.2%
Weapons	696	26.51 days (max = 342)	18,210	3.5%
Sex	947	14.54 days (max = 332)	13,715	2.6%
All offenses	35,351	14.92 days (max = 490)	526,086	100%

*Offense Type N=48,267; Missing Data Offense Type N=12,916 (26.8%).
** "Sex" category includes prostitution.
*** "Other Offense" category contains: Claim Against City; Terrorism; Telecommunications harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking in Cigarettes.

When we break down the most serious intake offenses by charge, however, we find that the longest length of stay is linked to drug offenses (possession of drugs, with an average of 18.55 days). The substantial percentage of days taken up by admissions for illegal drug paraphernalia is somewhat surprising, although this may be a function of the new municipal code enacted after 2002 that made possession of marijuana a municipal offense (possession of marijuana is still a state offense as well). Because violations of municipal codes are considered to be less serious than violations of the Ohio Revised Code, anyone who is admitted for possession of marijuana and illegal drug paraphernalia would have paraphernalia listed as his/her most serious charge.

Table 4
Length of Stay and Total Jail Bed Days for 2006 by Most Serious Charge (Top 10 Only)[13]

Offense	Number of Admissions	Average Length of Stay	Total Jail Bed Days	Percent of Total Jail Bed Days
Theft (ORC 2913-02)	3,118	12.97 days (max = 335 days)	49,314	6.3%
Possession of Drugs (ORC 2925-11)	1,758	18.55 days (max = 337 days)	44,496	5.7%
Domestic Violence (ORC 2919-25)	2,356	10.39 days (max = 324 days)	30,258	3.9%
Arrest of Probationer (ORC 2951-08)	1,220	15.31 days (max = 179 days)	18,679	2.4%
Illegal Drug Paraphernalia (ORC 2925-14)	1,573	8.86 days (max = 181 days)	15,104	1.9%
Obstruct Official Business (ORC 2921-31)	1,074	12.34 days (max = 253 days)	13,229	1.7%
Driving Under Suspension (ORC 4510-11)	1,042	10.69 days (max = 224 days)	11,929	1.5%
Driving Under Financial Responsibility Suspension (ORC 4510-16)	1,243	7.65 days (max = 238 days)	9,682	1.2%
Driving without a valid license (ORC 4510-12)	982	7.09 days (max = 202 days)	7,239	0.9%
Possession of Marijuana (MC 910-23)	1,262	1.63 days (max = 210 days)	2,061	0.3%

*Offense Type N=48,267; Missing Data N=12,296 (25.5%).
**Highlighted sections are those that are also top 10 most serious charges in 2002.

2006 Release Type

Table 5 shows the distribution of admissions by release type. As shown, most offenders (26%) are relased on "bond" followed by offenders released early due to a lack of bed space, or "process only" cases, which account for an additional 18% of releases. These early released spent an average of 0.03 days in jail.

[13] Please note that there are other offenses with fewer admissions that have longer average lengths of stay.

Table 5
Breakdown of 2006 Jail Admissions by Release Type

Release Type	Number of Admissions	Percent of Admissions
Bond	12,498	26.0%
Process Only	8,595	17.9%
Forthwith (Bad arrest/Juvenile arrest)	5,468	11.4%
Court (Judicial release)	5,204	10.8%
Time Expired/Completed Sentence	5,173	10.8%
Other Agency	2,729	5.7%
Orient (Released to DOC/Orient)	2,721	5.7%
Eight Hours (Program)	1,058	2.2%
Electronic Monitoring Unit	808	1.7%
Motion to Mitigate	598	1.2%
Ignored	503	1.0%
Probation Department	392	0.8%
River City Correctional Center	388	0.8%
Parole Department	354	0.7%
Refused by Medical (During Intake)	285	0.6%
Marysville (Ohio Reformatory for Women)	285	0.6%
Paid Fine	234	0.5%
Other Release Type	764	1.6%
Totals	**48,057**	**100.0%**

*N=48,267 Missing Data N= 210 (0.4%)

When we look more closely at the characteristics of cases that are released early, we see that females, property offenders, and DUI/Motor Vehicle offenders are overrepresented, as can be seen in Table 6. Female offenders constitute 48.7% of early releases compared to only 21.4% of total admissions, which is likely due to the fact that there are very few facilities where female offenders can be sent, and thus females are processed out in order to avoid the issue of where to place them if they are incarcerated. Together, property and DUI/Motor Vehicle cases make up over half of the cases processed out prior to arraignment, compared to less than 40% of total admissions. Additionally, when offense type is measured as a specific charge, we find that theft charges are the most frequently processed out at 15% (1,285). On the other hand, the racial breakdown of early releases is similar to that of the admissions population: roughly 60% of people processed out are black offenders.

We also looked at who was being released on bond.[14] Overall, fewer females were released on bond than males. While females make up 21.4% of cases, they account for just 14.5% of bond releases. However, this may be explained by the fact that they are overrepresented in process only releases. Similar to process only cases, 60% of individuals released on bond are black. As expected, the average length of stay for bond releases is significantly lower than for the rest of the population—5.45 days compared

[14] The racial breakdown was similar to the overall racial breakdown.

with 16.33 days overall. Table 7 shows the bond releases by primary offense type.[15] While property offenses are the most frequent overall, drug offenses are the most prevalent charges for bond releases.

[15] Missing Data N=1,422 (11.4%)

Table 6
Breakdown of 2006 "Process Only" Releases by Offense Type, Highest Intake Charge, Gender and Race

	Number of Process Only Releases	Percentage of Process Only Releases
Offense Type:		
Property	2,666	31.0%
DUI	209	2.5%
Motor Vehicle	1,626	19.8%
Drug	1,323	15.4%
Public Order/Government	1,163	13.5%
Other Offense	473	5.5%
Sex	433	5.0%
Person	308	3.6%
Weapons	12	0.1%
Gender:		
Male	4,350	51.3%
Female	4,131	48.7%
Race:		
White	3,336	39.3%
Black	5,051	59.6%
Other	94	1.1%
Number of Charges:		
1	3,597	42.3%
2	1,942	22.9%
3	1,114	13.1%
4+	1,845	21.7%
Charge:		
Theft (ORC 2913-02)	1,285	15.0%
Drug Paraphernalia (ORC 2925-14)	611	7.1%
Driving Under Financial Responsibility Suspension/Cancellation (ORC 4510-16)	412	4.8%
Possession of Marijuana (MC 910-23)	404	4.7%
Operating Motor Vehicle Without a License (ORC 4510-12)	367	4.3%
Obstructing Official Business (ORC 2921-31)	339	3.9%
Arrest of Probationer (ORC 2951-08)	287	3.3%
Soliciting (ORC 2907-24)	275	3.2%
Receiving Stolen Property (ORC 2913-51)	272	3.2%
Driving Under Suspension (ORC 4510-11)	265	3.1%

*N=8,595**;** Offense Type Missing Data N=382 (4.4%); Gender Missing Data N=114 (1.3%); Race Missing Data N=114 (1.3%); Number of Charges Missing Data N=97 (1.1%); Charge Missing Data N=295 (3.4%).
** "Sex" category includes prostitution.
*** "Other Offense" category contains: Claim Against City; Terrorism; Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking in Cigarettes.

Table 7
Breakdown of 2006 "Bond Only" Releases by Offense Type, Highest Intake Charge, Gender and Race

	Number of Bond Only Releases	Percentage of Bond Only Releases
Offense Type:		
Property	1,826	16.5%
DUI	286	2.3%
Motor Vehicle	1,844	14.8%
Drug	2,458	22.2%
Public Order/Government	1,363	12.3%
Other Offense	709	6.4%
Sex	200	1.6%
Person	1,977	17.8%
Weapons	413	3.7%
Gender:		
Male	10,452	85.5%
Female	1,774	14.5%
Race:		
White	4,598	37.6%
Black	7,452	60.9%
Other	177	1.4%
Charge:		
Possession of Drugs (ORC 2925-11)	947	7.6%
Domestic Violence (ORC 2919-25)	861	6.9%
Theft (ORC 2913-02)	656	5.2%
Possession of Marijuana (MC 910-23)	564	4.5%
Driving Under Financial Responsibility Suspension/Cancellation (ORC 4510-16)	446	3.6%
Driving Under Suspension or in Violation of License Restriction (ORC 4510-11)	389	3.1%
Arrest of Probationer (ORC 2951-08)	356	2.8%
Drug Trafficking (ORC 2925-03)	340	2.7%
Obstructing Official Business (ORC 2921-31)	309	2.5%
Assault (ORC 2903-13)	300	2.4%

*N=12,498; Offense Type Missing Data N=1,422 (11.4%); Gender Missing Data N=271 (2.2%); Race Missing Data N=271 (2.2%); Charge Missing Data N=1,235 (9.9%).
** "Sex" category includes prostitution.
*** "Other Offense" category contains: Claim Against City; Terrorism; Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking in Cigarettes.

2006 Special Issues of Interest to Stakeholders

Holds

The length of stay analyses presented earlier in the report include both time spent in jail as the result of an admission and time spent in jail on a hold. A number of stakeholders expressed an interest in examining length of stay and jail bed days just for time spent as the result of an admission, however, out of concern that these more inclusive estimates were skewed by time spent in jail for holds. Holds usually result in longer lengths of stay for many individuals, and as a result it is possible that they make up a significant percentage of jail bed days. Due to data limitations, it was not possible to separate the length of time a person was in the jail for their primary offense and their length of stay for the hold. We were able to run separate analyses of cases with and without a hold, however.[16] Tables 8 and 9 present average lengths of stay and total jail bed days by most serious charge, first for cases on which there was no hold (N=34,010), and then for cases in which there was a hold (N=14,257). Consistent with stakeholder expectations, we see that while the primary offense type distribution did not change, the average length of stay was lower when holds were excluded. For example, the average length of stay for property offenses decreased from 16 days to less than 10 days and for weapons offenses it dropped from 26.51 days to 16.14 days.

[16] It is also important to note that not all holds resulted in an individual being retained in jail. There are some holds categorized as such that actually function as notifications rather than holds. According to DOC staff, Holds for Court Order, Special Circumstances and Other (DNA test) rarely result in an inmate's release being held up.

Table 8
Length of Stay and Total Jail Bed Days for 2006 Admissions by Offense Type
(Excluding Cases with Holds)

Offense Type	Number of Admissions	Average Length of Stay in Days	Total Jail Bed Days	Percent of Total Jail Bed Days
Property	6,075	9.38 (max = 279)	56,971	7.3%
Drug	5,431	10.27 (max = 409)	55,723	7.1%
Person	3,849	12.71 (max = 483)	48,814	6.2%
DUI/Motor Vehicle	4,983	5.45 (max = 321)	27,164	3.5%
DUI	588	9.6 (max = 278)	5,644	0.7%
Motor Vehicle	4,395	4.9 (max = 321)	21,520	2.7%
Public Order/Government	3,949	4.72 (max = 253)	18,620	2.4%
Other Offense	1,645	9.82 (max = 277)	16,162	2.1%
Weapons	529	16.14 (max = 263)	8,536	1.1%
Sex	742	4.76 (max = 207)	3,524	0.4%

*N=34,010; Missing Data N= 6,799 (20%).
** "Sex" category includes prostitution.
*** "Other Offense" category contains: Claim Against City; Terrorism; Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking in Cigarettes.

Table 9
Length of Stay and Total Jail Bed Days for 2006 Admissions by Offense Type
(Including Only Cases with a Hold)

Offense Type	Number of Admissions	Average Length of Stay in Days	Total Jail Bed Days	Percent of Total Jail Bed Days
Property	1,683	39.20 (max = 354)	65,652	8.4%
Person	1,690	37.74 (max = 490)	62,759	8.0%
Drug	1,262	41.27 (max = 469)	51,670	6.6%
DUI/Motor Vehicle	1,688	23.71 (max = 305)	40,030	5.1%
DUI	91	35.9 (max = 232)	3,229	0.4%
Motor/Vehicle	1,601	23.0 (max = 305)	36,801	4.7%
Public Order/Government	917	31.66 (max = 332)	28,908	3.7%
Other Offense	531	41.00 (max = 354)	21,688	2.8%
Sex	205	50.45 (max = 332)	10,191	1.3%
Weapons	167	61.23 (max = 342)	9,674	1.2%

*N=14,257; Missing Data N=6,110 (42.9%).
** "Sex" category includes prostitution.
*** "Other Offense" category contains: Claim Against City; Terrorism; Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking in Cigarettes.

Table 10 expands on this analysis by breaking down average length of stay and jail bed days taken up by type of hold. Again, in this table, the average length of stay is based on time spent as a result of the hold as well as time spent as a result of the original arrest/conviction. Cases involving a hold for new charges take up the largest percentage of bed days at 8.8%, followed closely by cases involving holds due to an indictment for common pleas at 8.5% and local arrests at 8.4%. Overall, the average length of stay for this group is significantly higher than the rest of the jail population: 30.86 days compared with 16.33 days. They use 56% of the total bed days – 437,121 jail bed days out of 784,624.

Table 10
Length of Stay and Total Jail Bed Days for 2006 Admissions with a Hold by Type of Hold

Type of Hold	Number of Admissions	Average Length of Stay in Days	Total Jail Days	Percent of Total Jail Days
In Pop Arrest (new charge)	1,348	51.44 (max = 490)	69,340	8.8%
HAMCO (indictment from Common Pleas)	2,294	29.13 (max = 351)	66,820	8.5%
Local (Hamilton County arresting agency)	2,581	25.50 (max = 322)	65,817	8.4%
Other (DNA test, high profile inmate, or individuals to be notified upon release)	870	45.63 (max = 354)	39,701	5.1%
Juvenile (juvenile case/charge)	1,969	17.57 (max = 322)	34,605	4.4%
EMU (bond condition/EMU anklet removed)	1,036	29.43 (max = 412)	30,490	3.9%
Parole Department (Ohio Adult Parole Dept.)	774	34.67 (max = 406)	26,838	3.4%
Out of State Warrant (another state)	585	33.30 (max = 332)	19,480	2.5%
Juris (bond condition for Juris monitoring – DV)	729	24.40 (max = 332)	17,786	2.3%
Sex Offender (registration)	389	43.75 (max = 294)	17,019	2.2%
Domestic Relations (case from Domestic Relations Court)	374	26.70 (max = 161)	9,986	1.3%
Court Order (for a blood test)	194	49.57 (max = 397)	9,617	1.2%
Special Circumstances (inmate to be transported back to another penitentiary)	391	22.37 (max = 189)	8,748	1.1%
Federal Warrant (U.S. Marshals/Federal Govt.)	84	106.38 (max = 469)	8,936	1.1%
In-State Warrant Ohio (another county)	416	13.27 (max = 204)	5,522	0.7%
Probation (hold for bed or order by PO)	102	49.37 (max = 165)	5,036	0.6%
Immigration (Dept of Homeland Security)	20	67.50 (max = 238)	1,350	0.2%
Military (AWOL)	8	3.75 (max = 12)	30	0.0%
Total	**14,257**	**30.86 (max = 490)**	**437,121**	**55.7%**

Probation/Parole Violators

A second issue of importance for stakeholders is the extent to which jail admissions are the result of probation and parole violations. There is concern that much of the problem of overcrowding in jails is due to the large number of admissions of probation and parole violators, which could imply that more work should be done with probation and parole.

Unfortunately, the data for measuring probation and parole violations among jail admissions is limited. While the data shows that 0.6% (311) of 2006 admissions was the result of a parole violation and 1.8% (883) was admitted for a Common Pleas probation violation, there is reason to believe that violations were underrepresented as a result of unreliable recording procedures. Along similar lines, the data contains information on admissions due to probation arrests (3.5% of admissions fall into this category), but this number includes only probationers arrested under this specific statute code and does not necessarily capture individuals arrested on a new charge. Finally, Table 9 shows that 774 cases were under a hold from Parole, while 102 cases were under a Probation hold.

Illegal Drug Paraphernalia and Possession of Marijuana

Another concern raised by stakeholders was the prevalence of admissions for possession of illegal drug paraphernalia. This charge accounted for 4.4% (1,573) of total admissions and was the fourth most frequently occurring, however it is unclear why an individual would be in possession of drug paraphernalia without possessing drugs. As previously discussed, one possible explanation for the representation of this offense among 2006 jail admissions relates to the enactment of MC 910-23, which makes possession of marijuana a violation of municipal code. In cases where an individual is charged with possession of marijuana and illegal drug paraphernalia, the latter will be listed as the most serious charge because violations of ORC are considered to be more serious than violations of MC. The data does not provide a great deal of support for this explanation, however. When looking at the second highest charge for these cases, it was found that 34% (320) of cases had no second charge, 38% (363) had another drug paraphernalia charge listed as the second highest charge and 2.4% (23) had possession of marijuana as the second highest charge.

Along similar lines, stakeholders were also interested in the charge of possession of marijuana and the jail bed days being used by this population. This charge accounted for 3.6% (1,262) of total admissions and was the fifth most frequent offense. We also looked at the second highest charge for these cases and found that 77% (974) had no second charge and that 5% (68) had another possession of marijuana as the second highest charge. In regard to jail bed days, even though possession of marijuana was the fifth most frequent offense, this population, on average, did not take up many jail bed days. The average length of stay was 1.6 days and the percentage of jail bed days taken up by these admissions was only 0.3%.

Child Support

The issue of admissions for lack of child support payment was another area of concern. While the concern was that a large number of people were admitted for this offense, we found only 18 cases where this was either the highest charge or the second highest charge and no cases where civil contempt was charged due to non-payment.

Analysis of 2002 Jail Admissions: Findings

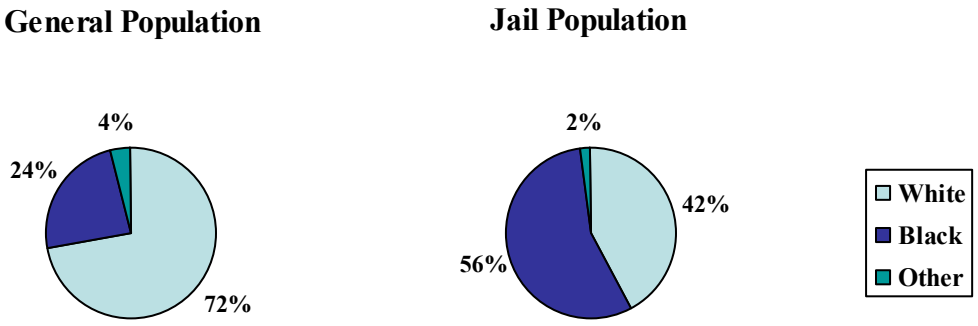
In 2002 there were a total of 44,459 jail admissions representing 29,488 individuals. Of these 29,488 individuals, 69.9% (20,610) were admitted once, 18.9% (5,568) were admitted twice, and 11.2% (3,310) were admitted three or more times.[17] Again, similar to the 2006 analysis, the majority of results presented in this section are based on individuals rather than admissions. In cases where admissions are used, it is explicitly noted in the text.

2002 Demographic and Social Characteristics

Of the 29,488 individuals admitted into the jail, 77.9% (22,816) were male and 22.1% (6,463) were female.[18] Similar to 2006 admissions, the racial breakdown was not as disparate as the gender breakdown, with 41.6% (12,262) of offenders classified as white and 56.2% (16,565) classified as black. As previously described in the 2006 section, it should be noted that because jail staff were not able to code admissions as Hispanic and were thus instructed to code Hispanics as white, the racial breakdown presented in this report likely over represents the white population.

Also similar to 2006, blacks were overrepresented in the jail population when compared to the general population. As can be seen in Figure 1, while blacks made up only 24% of the general population, they made up 56% of the jail population.

Figure 1
Racial Breakdown of 2002 Hamilton County General Population and 2002 Hamilton County Jail Population

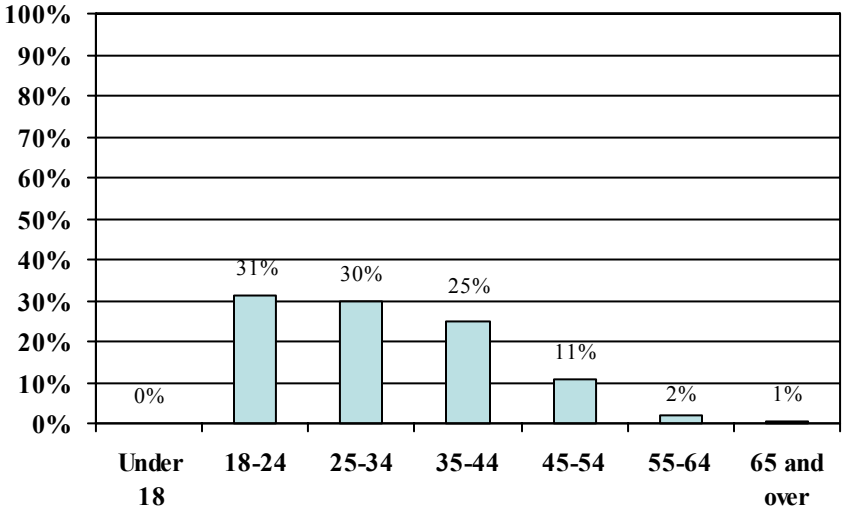


*N=29,488; Missing Data N=210 (0.7%)
**General Population information from 2002 Census
***For the general population, "Other" includes: American Indian and Alaska Native; Asian; Native Hawaiian and Other Pacific Islander; and Hispanic or Latino. For the prison population, "Other" includes" American Indian, Asian, and Other.

[17] Missing Data N=7,247 (24.6%)
[18] Missing Data N=209 (0.7%)

The breakdown of admissions by age is also consistent with 2006 findings. The majority of individuals admitted can be described as young adults or adults. Sixty-one percent of the population fell between the age ranges of 18 and 34, and the average age of individuals admitted at the time of intake was 32 years. Figure 2 shows the breakdown by age.

Figure 2
Breakdown of the 2002 Jail Admissions by Age

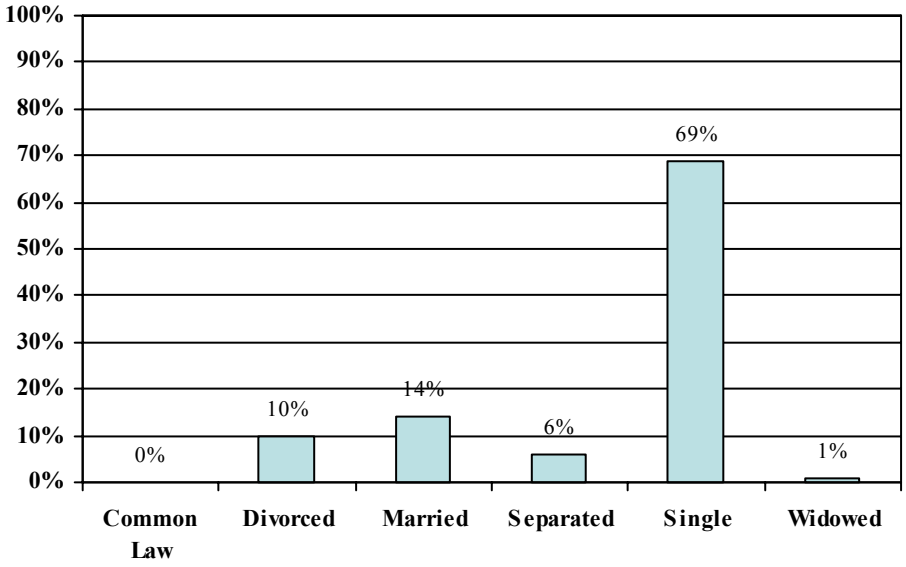


*N=29,488; Missing Data N=212 (0.7%)

Upon analyzing social and employment data from 2002, it was found that 69% of offenders were single, 63% had achieved a high school education or higher, and 75% claimed to be employed.[19] Additionally, as can be seen in Figure 5, 76% of those who reported being employed also reported that they were employed full-time; an additional 17% claimed to have been employed part-time.

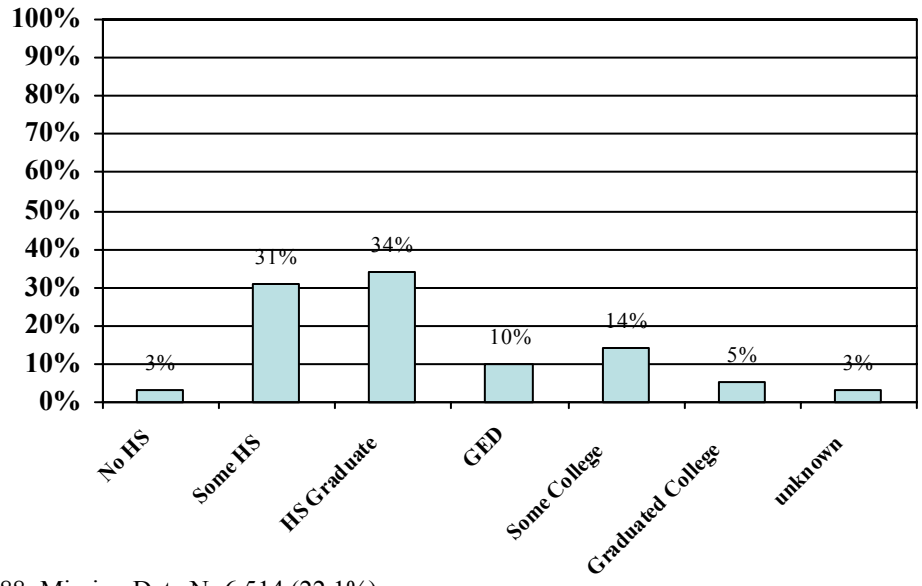
[19] Missing Data N=3,741 (12.7%). Please note that employment information is based on self-reports.

Figure 3
Breakdown of 2002 Jail Admissions by Marital Status



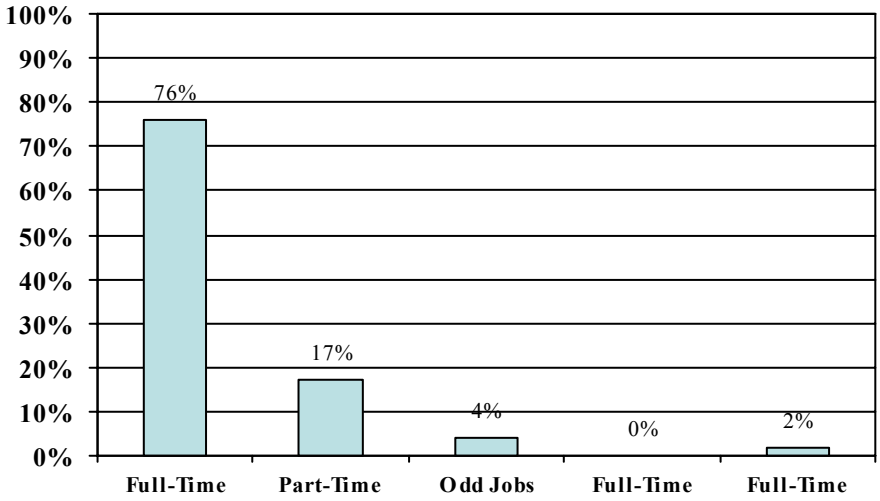
*N=29,488; Missing Data N=5,612 (19%)

Figure 4
Breakdown of 2002 Jail Admissions by Highest Education Level



*N=29,488; Missing Data N=6,514 (22.1%)
**Education data is based on self-reports and could not be verified.
*** "Graduated College" includes community college and 4-year colleges and universities.

Figure 5
Breakdown of 2002 Jail Admissions by Type of Employment



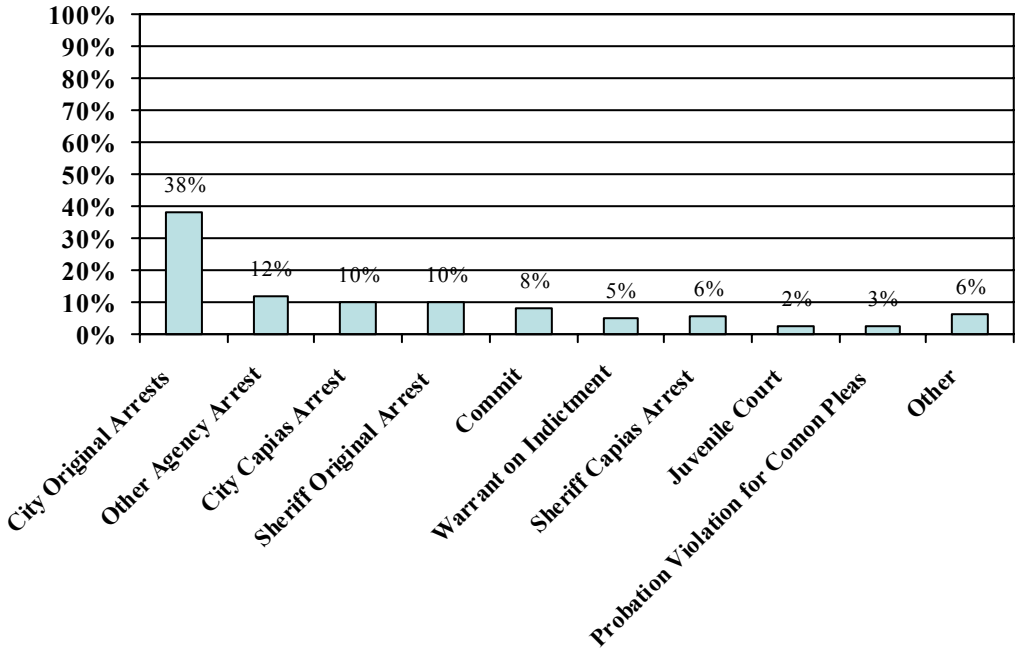
*N=19,243; Missing Data N=6,834 (35.5%)

Unfortunately, our ability to assess the prevalence of different needs among the 2002 admissions population is limited. Information on housing was absent from the 2002 data, and only 8% of cases were screened for mental health issues.[20] Four and a half percent of individuals had been screened four or more times for mental health issues.[21]

Figure 6 shows a breakdown of admissions by type and, as shown, the majority of admissions stemmed from arrests. Thirty-eight percent of admissions represent City of Cincinnati arrests, and a total of 60% stemmed from arrests made by Hamilton County (City of Cincinnati, sheriff, or other Hamilton County law enforcement agency).

[20] In the 92% of cases remaining, missing data and cases with no mental health screenings could not be distinguished, as they were all coded as "0."
[21] Screenings may be initiated by the person receiving SSI benefits or as a result of a positive response to any of a series of questions designed to assess mental health. As this is mostly self-reported, this number most likely underestimates the number of people in the jail with mental health needs.

Figure 6
Percentage of 2002 Jail Admissions by Admission Type



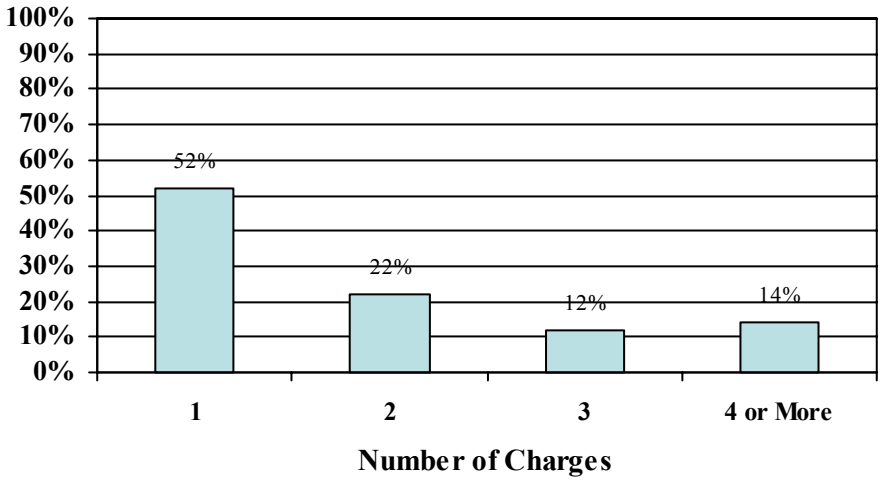
*N=44,459; Missing Data N=2,741 (6.2%)
** "Other" category includes: Other Agency Capias, Parole Violation, Domestic Relations Court, Probate Court, Mayor Court, Fugitive Only, and Other.

It is also difficult to assess the extent to which the 2002 admissions population came from within the county as opposed to outside the county. Over 80% of the data on zip codes was missing. Of those admissions for which data was available, 80% (6,716) resided within Hamilton County, while the remaining 20% (1,627) resided outside of Hamilton County. In 2006, we were able to analyze the breakdown of admission types for individuals who resided outside of Hamilton County and for individuals who resided within Hamilton County. Because over 80% of the data on zip codes were missing, that analysis would not have been representative of 2002 admissions, and thus was left out of the 2002 analysis.

2002 Current and Prior Offense Information

Figure 7 shows the number of charges per admission. As shown, 52% of admissions had only one charge and 74% had two or fewer charges. There were fewer admissions with four or more charges in 2002 compared to 2006 though (14% vs. 20%).

Figure 7
Breakdown of 2002 Jail Admissions by Number of Charges

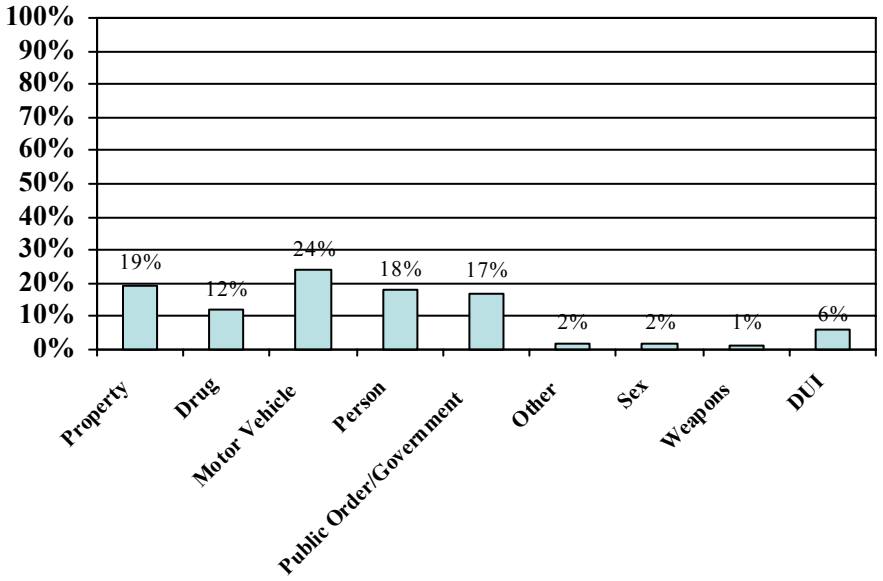


*N=29,488; Missing Data N=7,247 (24.6%)
**Charges listed as "0" were added to the Missing Data N.

In terms of the most serious offense associated with an admission,[22] we found that the majority of admissions stemmed from motor vehicle crimes (24%) followed by property crimes (19%) and person crimes (18%). This is somewhat different than the pattern that emerged in 2006. When looking at specific charges, we see that domestic violence is the most common (8.1%), followed by theft (6.8%) and permitting operation by unlicensed driver (6.4%). Figure 8 shows the percentage of admissions by offense type and Figure 9 shows the number of admissions by offense type.

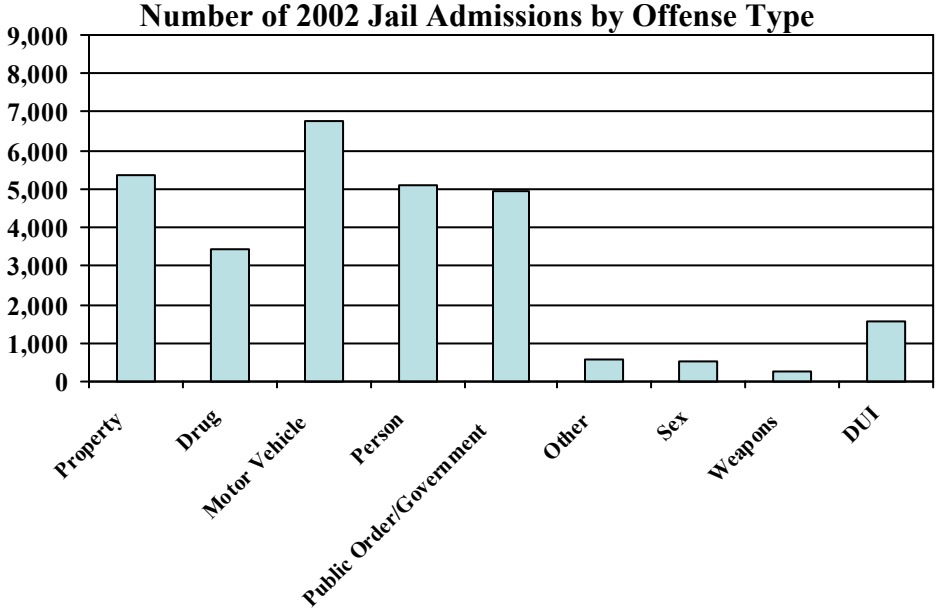
[22] We were unable to examine the distribution of offenses by classification (felony, misdemeanor, traffic) because the data were not available in 2002.

Figure 8
Percentage of 2002 Jail Admissions by Offense Type



*N=28,563; Missing Data N=15,896 (35.8%); Offense category is classified using the most serious charge that led to jail admission.
** "Sex" category includes prostitution
*** "Other" category contains: Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking Cigarettes.

Figure 9
Number of 2002 Jail Admissions by Offense Type



*N=44,459; Missing Data N=15,896 (35.8%); Offense category is classified using the most serious charge that led to jail admission.
** "Sex" category includes prostitution.
*** "Other" category contains: Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking Cigarettes.

Unfortunately, due to data limitations we were unable to explore criminal histories of 2002 admissions. As mentioned in the last section, prior convictions are overwritten over time in the pretrial services data system. Since this data was pulled in December 2007, prior convictions included not only those that occurred before individuals were admitted into the jail in 2002, but also all convictions that occurred between 2002 and December 2007. Because of the large span of time between when these individuals were admitted into jail and when prior convictions were calculated, it is likely that this data substantially overestimates the criminal histories for 2002 admissions and would not provide a useful comparison for 2006 estimates.

2002 Length of Stay

The average length of stay for the 44,459 admissions in 2002 was 16.1 days. As can be seen in Table 1 in Appendix 2, approximately 66% of 2002 admissions spent seven or fewer days in jail, while only 3.2% of cases spent 91 to 180 days in jail. Table 1 also shows that a small percentage of individuals disproportionately occupied space in jail in 2002. While the almost 66% of cases that spent seven days or less accounted for less than 6% of jail beds, the 3.2% of cases that spent 91 to 180 days in jail accounted for 28% of the total jail bed days.

Table 1 shows the length of stay and jail bed days by offense type. Sex offenses have the longest average length of stay at nearly 30 days, followed by other offenses, with 27 days and weapons offenses with nearly 25 days. As with the 2006 data, public order/government offenses have the shortest average length of stay. However, when we look at offense type by total jail bed days, we find that motor vehicle charges take up the largest amount of bed days (23.3%), followed by property offenses (21.8%). Again, as with the 2006 data, these results are not representative of the entire 2002 population, as nearly 36% of the data on offense type are missing.

Table 1
2002 Length of Stay and Total Jail Bed Days for 2002 Admissions by Offense Type (Sorted by Total Jail Bed Days)

Offense Type	Number of Admissions	Average Length of Stay in Days	Total Jail Bed Days	Percent of Total Jail Bed Days
Property	5,338	23.0(max=458)	122,943	21.8%
Person	5,124	17.6 (max=1,253)	89,906	15.9%
Drug	3,455	20.0 (max=356)	69,015	12.2%
DUI/Motor Vehicle	8,333	18.5 (max=547)	162,416	28.8%
DUI	1,579	19.7 (max=355)	31,117	5.5%
Motor Vehicle	6,754	19.4 (max=547)	131,299	23.3%
Public Order/Government	4,936	16.5 (max=533)	81,587	14.5%
Other Offense	576	27.3 (max=303)	15,711	2.8%
Weapons	270	24.8 (max=387)	6,703	1.2%
Sex	531	29.5 (max=301)	15,646	2.8%
Total Offenses	28,563	19.7 (max=1,253)	563,927	100%

*N=44,459; Offense Type Missing Data N=15,896 (35.8%).
** "Sex" category includes prostitution.
*** "Other Offense" category contains: Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking Cigarettes.

Table 2 shows a breakdown of admissions, associated lengths of stay and jail bed days for the ten most frequently occurring charges. The most frequent charges in 2006 are highlighted in yellow. As indicated, the charge associated with the longest average length of stay is a public order/government offense, obstructing official business, which had an average of 26.2 days.

Table 2
Length of Stay and Total Jail Bed Days for 2002 Admissions by Most Serious Charge (Top 10 Only)

Offense	Number of Admissions	Average Length of Stay in Days	Total Jail Bed Days	Percent of Total Jail Bed Days
Theft (ORC 2913-02)	1,969	23.3 (max=348)	45,788	6.4%
Permitting Operation by Unlicensed Driver (ORC 4507-02)	1,862	19.5 (max=382)	36,268	5.1%
Illegal Drug Paraphernalia (ORC 2925-14)	1,031	23.9 (max=344)	24,617	3.5%
Obstruct Official Business (ORC 2921-31)	902	26.2 (max=458)	23,623	3.3%
Domestic Violence (ORC 2919-25)	2,353	9.5 (max=254)	22.438	3.2%
Assault (ORC 2903-13)	752	19.6 (max=397)	14,731	2.1%
Operating Vehicle Under Influence (ORC 4511-19)	725	18.4 (max=341)	13,341	1.9%
Possession of Drugs (ORC 2925-11)	976	10.9 (max=352)	10,656	1.5%
Disorderly Conduct (ORC 2917-11)	879	11.6 (max=284)	10,226	1.4%
Open Container (ORC 4301-62)	840	9.6 (max=204)	8,100	1.1%

*Offense Type Missing Data N=15,440 (34.7%).
**Highlighted sections are those that are also top 10 most serious charges in 2006.

Release Type

Table 3 displays the distribution of admissions by release type and shows that the most common type of release was release by bond (38%), followed by judicial releases (16%).

Table 3
Breakdown of 2002 Jail Admissions by Release Type

Release Type	Number of Admissions	Percent of Admissions
Bond	17,072	38.7%
Court (Judicial release)	6,880	15.6%
Time Expired/Completed Sentence	6,185	14.0%
Forthwith (Bad arrest/Juvenile arrest)	4,621	10.5%
Other Agency	2,277	5.2%
Orient (Released to DOC/Orient)	2,134	4.8%
Paid Fine	1,510	3.4%
Parole Department	754	1.7%
Motion to Mitigate	554	1.3%
Ignored	529	1.2%
River City Correctional Center	373	0.8%
Electronic Monitoring Unit	343	0.8%
Probation Department	313	0.7%
Marysville (Ohio Reformatory for Women)	229	0.5%
ORAD apt	146	0.3%
Or to EMU	141	0.3%
Lewis Center	87	0.2%
Twin Valley	3	0%
Escape	3	0%
Totals	**44,154**	**100%**

*N=44,459; Missing Data N=305 (0.7%)
**No individuals were released via "Process Only" in 2002

When we look more closely at releases on bond, we see that the average length of stay is much shorter, at 3.7 days, compared to the rest of the jail population, which has an average of 16.1 days. Table 4 breaks down bond releases by demographic and offense characteristics. As shown, the most frequent offense type is person, followed closely by motor vehicle offenses. Along similar lines, domestic violence is the most frequent admitting charge for bond releases.

Table 4
Breakdown of 2002 "Bond Only" Releases by Offense Type, Highest Intake Charge, Gender and Race

	Number of Bond Only Releases	Percentage of Bond Only Releases
Offense Type:		
Property	1,637	17.3%
DUI	200	2.1%
Motor Vehicle	2,199	23.3%
Drug	1,241	13.1%
Public Order/Government	1,412	14.9%
Other Offense	239	2.5%
Sex	145	1.5%
Person	2,224	23.5%
Weapons	156	1.7%
Gender:		
Male	13,300	77.9%
Female	3,772	22.1%
Race:		
White	6,940	40.7%
Black	9,839	57.6%
Other	293	1.7%
Charge:		
Domestic Violence (ORC 2919-25)	1,060	6.2%
Permitting Operation by Unlicensed Driver (ORC 4507-02)	583	3.4%
Theft (ORC 2913-02)	534	3.1%
Possession of Drugs (ORC 2925-11)	461	2.7%
Assault (ORC 2903-13)	314	1.8%
Obstructing Official Business (ORC 2921-31)	309	1.8%
Domestic Violence (ORC 2919-25A)	243	1.4%
Possession of Illegal Drug paraphernalia (ORC 2925-14)	243	1.4%
Disorderly Conduct (ORC 2917-11)	206	1.2%
Permitting Operation by Unlicensed Driver (ORC 4507-01B1)	195	1.1%

*N=17,072; Offense Type Missing Data N=7,619 (44.6%); Gender Missing Data N=0 (0%); Race missing Data N=0 (0%); Intake Charge Missing Data N=7,477 (43.8%).
** "Sex" category includes prostitution.
*** "Other Offense" category contains: Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking Cigarettes.

Special Issues of Interest to Stakeholders

Stakeholders expressed interest in specific issues, which were addressed in the 2006 section and have also been addressed using the 2002 data. Again, the issues of concern were: holds; probation and parole violation admissions; admissions due to charges of illegal drug paraphernalia and possession of marijuana; and admissions due to non-payment of child support.

Holds

As described in the last section, stakeholders were concerned that estimates for length of stay and jail bed days were misleading because they included time spent in jail for holds. Although it was not possible to separate time spent as the result of an admission from time spent for holds, we were able to conduct separate analyses of cases that included a hold and cases that did not. Tables 5 and 6 present the results of this analysis, first for cases on which there was no hold (N=39,938), and then only for cases in which there was a hold (N=11,521). Except for a switch between person and property offenses, the order of offense types did not differ, however the average lengths of stay for all offense types were lower when holds were excluded. For example, the average length of stay for DUI/motor vehicle decreased from 37 days for cases involving holds to 14.4 days for cases excluding holds.

Table 5
Length of Stay and Total Jail Bed Days for 2002 Admissions by Offense Type (Excluding Cases with a Hold)

Offense Type	Number of Admissions	Average Length of Stay in Days	Total Jail Bed Days	Percent of Total Jail Bed Days
Property	4,010	14.8 (max=458)	59,239	8.3%
Drug	2,725	14.6 (max=356)	39,735	5.6%
DUI/Motor Vehicle	6,437	14.4 (max=382)	92,370	13.0%
DUI	1,458	17.6 (max=341)	25,679	3.6%
Motor Vehicle	4,979	13.4 (max=382)	66,691	9.4%
Public Order/Government	3,969	10.7 (max=533)	42,476	6.0%
Person	4,068	11.8 (max=766)	47,880	6.7%
Other Offense	413	16.0 (max=280)	6,557	0.9%
Sex	398	22.0 (max=201)	8,760	1.2%
Weapons	222	13.1 (max=219)	2,909	0.4%

*N=32,938; Offense Type Missing Data N=10,696 (32.5%).
** "Sex" category includes prostitution.
*** "Other Offense" category contains: Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking Cigarettes.

Table 6
Length of Stay and Total Jail Bed Days for 2002 Admissions by Offense Type (Including Only Cases with a Hold)

Offense Type	Number of Admissions	Average Length of Stay in Days	Total Jail Bed Days	Percent of Total Jail Bed Days
Property	1,328	48.0 (max=407)	63,704	8.9%
Person	1,056	39.8 (max=1,253)	42,026	5.9%
Drug	730	40.1(max=352)	29,280	4.1%
DUI/Motor Vehicle	1,896	37.0 (max=547)	70,040	9.8%
DUI	121	44.9 (max=355)	5,438	0.8%
Motor Vehicle	1,775	36.4 (max=547)	64,608	9.1%
Public Order/Government	967	40.4 (max=458)	39,111	5.5%
Other Offense	163	56.2 (max=303)	9,154	1.3%
Sex	133	51.8 (max=301)	6,886	1.0.%
Weapons	48	79.0 (max=387)	3,794	0.5%

*N=11,521; Offense Type Missing Data N=5,200 (45.1%).
** "Sex" category includes prostitution.
*** "Other Offense" category contains: Telecommunications Harassment; Conspiracy; Attempt to Commit an Offense; Complicity; Possessing Criminal Tools; Duty to Register (sex); Notice of Residence Change (sex); Periodic Verification of Address (sex); Arrest of Probationer; Admission Tax; Income Tax Violation; Possessing Cigarettes Without Stamps; and Trafficking Cigarettes.

Table 7 illustrates the average length of stay and jail bed days taken up by type of hold. In this table, the average length of stay is based on time spent as a result of the hold as well as time spent as a result of the original arrest/conviction. Cases involving local holds take up the largest amount of bed days at 25.8%. The next most frequently seen type of hold is that involving parole, which takes up 7.7% of total jail days. Overall, the average length of stay for this group was higher than the overall average, at 37.8 days compared to 16.1 days. They used 52% of the total bed days in 2002 (371,961 out of 711,948).

Table 7
Length of Stay and Total Jail Bed Days by Type of Hold

Type of Hold	Number of Admissions	Average Length of Stay in Days	Total Jail Days	Percent of Total Jail Days
Local (Hamilton County Arresting agency)	5,493	33.47 (max=567)	183,832	25.8%
Parole Department (Ohio Adult Parole Dept)	1,320	41.6 (max=382)	54,849	7.7%
Other (DNA test, high profile inmate, or individuals to be notified upon release)	789	33.9 (max=911)	26,737	3.8%
Juvenile (juvenile case/charge)	1,656	15.5 (max=547)	25,584	3.6%
Federal Warrant (US Marshals/Federal Govt.)	275	64.1 (max=448)	17,630	2.5%
Out of State Warrant (another state)	490	29.5 (max=290)	14,430	2.0%
In Pop Arrest (new charge)	180	79.8 (max=1,253)	14,359	2.0%
Special Circumstances (inmate to be transported back to another penitentiary)	286	31.2 (max=549)	8,918	1.3%
Domestic Relations (case from Domestic Relations Court)	373	21.3 (max=262)	7,958	1.1%
Court Order (for a blood test)	196	28.4 (max=312)	5,575	0.8%
In State Warrant Ohio (another county)	245	21.6 (max=295)	5,286	0.7%
Juris (bond condition for Juris monitoring – DV)	107	32.5 (max=173)	3,474	0.5%
EMU (bond condition/EMU anklet removed)	91	25.7 (max=224)	2,341	0.3%
Immigration (Dept of Homeland Security)	9	100.1 (max=285)	901	0.1%
Military (AWOL)	10	4.6 (max=10)	46	0.0%
HAMCO (Indictment from common pleas)	1	41 (max=41)	41	0.0%
Total/Average	**11,521**	**37.8 (max=1,253)**	**371,961**	**52.2%**

Probation/Parole Violations

Again, as mentioned in the previous section, another concern for stakeholders was the extent to which jail admissions are the result of probation and parole violations.

Unfortunately, 2002 data was limited in the same ways as the 2006 data with respect to its usefulness in answering these questions. The data indicate that 1.5% (620) of admissions was the result of a parole violation and 2.7% (1,151) of admissions were the result of a Common Pleas probation violation. However, it is believed that violations are underrepresented due to unreliable recording procedures. We also looked at the extent to

which probation and parole account for holds in 2002, but again the data were limited. We found that 7.7% (1,320) of holds were from Parole; however, there was no information on number of holds from Probation in 2002.

Illegal Drug Paraphernalia and Possession of Marijuana

As previously discussed, a number of policymakers were interested in understanding why possession of illegal drug paraphernalia was so prevalent among jail admissions in 2006. One possible explanation relates to the introduction of MC 910-23 after 2002, which made possession of marijuana a violation of the Hamilton County municipal code. We did not find evidence for this in our 2006 analysis. Our analysis of 2002 data does not provide any strong support for this explanation either, as possession of illegal drug paraphernalia was still among the top ten charges despite the fact that MC 910-23 had not yet been enacted. On the other hand, the percentage of admissions for this charge was noticeably lower in 2002 compared to 2006. In 2002, 2.3% (1,031) of total admissions were charged, compared to 4.4% in 2006. Of these cases, 52.9% (545) had no second charge and 0.4% (4) of cases had another drug paraphernalia charge as the second charge.

Child Support

There was concern among stakeholders about the number of admissions due to non-payment of child support. While the number of cases charged with non-payment was low in 2006 (18 cases), there were no cases in 2002 with this charge, either as the highest charge or as the second highest charge.

Comparison of 2002/2006 Hamilton County Jail Admissions

As stated in the introduction, the purpose of this report is to examine the characteristics of individuals booked into the Hamilton County jail, assess the extent to which the population has changed over time, and provide recommendations to the Hamilton County Criminal Justice Commission based on these findings. In the last two sections we presented the results from our analyses of individuals booked into the jail in 2002 and 2006, providing a general overview of what each population looked like in terms of demographics, offenses, and lengths of stay, among other characteristics. In this section, in turn, we highlight the main similarities and differences between the populations when comparing the two years, with some discussion of what these trends mean as well. Similar to the structure of the last two sections, this section is broken down into substantive categories of interest, beginning with a comparison of demographics.

Demographic and Social Characteristics

Overall, our findings indicate that the demographic and social composition of jail admissions has not changed much between 2002 and 2006. In both years, the population consisted primarily of males, blacks, and single people. There was a noticeable shift in the age distribution, however, toward a slightly older population. In 2006, for example, the average age of admission was 33.5 years, while in 2002 it was only 32 years of age. Additionally, in 2006, the percentage of admissions 45 and older was 20%, compared to only 14% in 2002, while the percentage of admissions for 18 to 24 year-olds decreased between the two years (29% in 2006 vs. 31% in 2002).

We do not see much change with regard to social characteristics either, although given the jail overcrowding problem in Hamilton County and the need to reserve jail beds for the highest risk offenders, it is important to note the substantial presence of individuals with higher education and/or full-time employment among the admissions population in both years. Although education data is based on self-reports and thus could not be verified, in both 2006 and 2002 there is a considerable proportion of individuals (19%) with either some college education or who had completed college.[23]

Employment information is also based on self-reports, and thus could not be verified either. Still, in both 2006 and 2002, over 75% of individuals admitted to the jail reported being employed full-time. Even if we were to assume that half of individuals who reported full-time employment were not actually employed full-time, it would still mean that about 38% of individuals were employed full-time, which in itself is a substantial proportion.

Current and Prior Offense Information

The distribution of admission types looks fairly similar for 2002 and 2006. Arrest by the city of Cincinnati was the most frequent type of admission for both years, although it was slightly more prevalent in 2006 (an increase of 5 percentage points from 2002). On the

[23] "Graduated College" includes community college and 4-year colleges and universities.

other hand, the percentage of admissions through sheriff capias arrests decreased by three percentage points in 2006.

As far as the number and types of offenses linked to jail admissions, it appears that offenders booked in 2006 came in with more charges than their counterparts in 2002. Fifty-seven percent of admissions had more than one charge in 2006 compared to 49% in 2002, and the proportion of individuals admitted with four or more charges increased by 5% in 2006.

It appears that there were some positive changes with respect to the types of offenses linked to jail admissions. Admissions for sex and weapons charges increased in 2006. At the same time though, admissions for drug charges also increased by 7% in 2006, and the percentage of admissions for person offenses decreased. When we compare raw numbers, admissions for almost all offense types increased, which is not surprising given the increase in overall bookings between the two years. The exception to this trend is motor vehicle offenses and DUI offenses, which both decreased.

Unfortunately, because prior conviction data is overwritten over time and 2002 data was not pulled until 2007, we were unable to use data on 2002 prior convictions for comparison purposes, and thus we cannot assess the extent to which admissions have become more or less criminally active over time. That said, we were able to explore the criminal histories of 2006 admissions. Overall, findings indicate that although the majority of 2006 admissions had at least one prior felony conviction (about 50%), the majority of them did *not* have any previous convictions for violent felonies (about 75%), Juvenile histories were not as extensive as prior adult conviction histories, but this may be due to the expunging of juvenile records.

When we look at criminal histories among admissions for the three most common offense types--property, drug, and motor vehicle--we see that drug offenders have more extensive conviction histories regardless of the type of conviction (adult or juvenile adult felony), except with respect to violent felonies (property offenders have more extensive violent histories). The large majority of drug, property and DUI/motor vehicle offenders have no prior violent felonies though (estimates range from 72% to 88%).

Length of Stay

For most offenses, the number of bookings increased between 2002 and 2006—the exception is DUI/motor vehicle admissions, for which there was a substantial decrease, and, to a lesser extent, public order/government admissions, for which there was a slight decrease. That said, the length of stay for most offenses decreased in 2006, except for person and weapons offenses. Generally speaking, this is a positive development, since person and weapons offenders pose the biggest threat to public safety. As far as the distribution of jail bed days among offense types, DUI and motor vehicle offenders took up a smaller percentage of jail bed days in 2006, while person and weapons offenders took up a greater percentage. Again, this is a positive development.

Release Type and Holds

The biggest difference between 2002 and 2006 releases is that there were no "process only" cases in 2002, while a substantial proportion of cases (17.9%) were released early in 2006 due to lack of space. As far as other types of releases go, the proportion of individuals released on bond decreased in 2006, while the proportion of those released to the electronic monitoring unit increased. It appears that the composition of bond releases also changed a bit between the two years. In 2006, the percentage of releases on bond that were admitted for drug offenses was higher, along with the percentage admitted for other offenses; however, there was also an increase in the percentage of bond releases comprised of weapons offenders.

There was not too much difference in patterns of release among cases with and without holds between the two years. As might be expected, cases with a hold had longer lengths of stays for 2002 and 2006, across all offense types.

Summary

Overall, trends in the Hamilton County Jail admissions population between 2002 and 2006 can be summarized as follows:

1) There has been an increase in the percentage of admissions who are in what can be considered "lower-risk" demographic groups (older, more educated, full-time employees).

2) As far as booking offenses go, we see some positive and negative changes. A greater percentage of 2006 bookings were admitted for sex and weapons offenses, which represents a positive change. At the same time though, there was also an increase in the percentage of admissions for drug offenses, and a decrease in percentage of admissions for person offenses. Criminal histories for the 2006 population were somewhat extensive, although only a quarter of them were previously convicted for a violent felony (less than 20% as an adult). Generally speaking, criminal histories were more extensive for drug and property offenders, although the majority still has no prior violent felony convictions.

3) Also, as far as length stay goes, we see some positive and negative changes. The percentage of jail bed days decreased for DUI and motor vehicle offenders, but it increased substantially for drug offenders.

Conclusions and Recommendations

Jail overcrowding in the simplest terms means having more offenders than jail beds available. This situation can be attributed to one of two factors or a combination of these two factors – there is an increase in admissions to jail or an increase in the length of time offenders stay in jail and in the worst case scenario an increase in both admissions and lengths of stay. As simple as reasons for jail overcrowding may appear, the complexity of the issues that impact admissions or lengths of stay are immense. Variables often include laws, policies, processes, community values, alternatives, resources and priorities. It is a complex issue that often involves balancing public safety with the reality of limited jail beds. The point of focus becomes jail overcrowding rather than the wide range of decisions that ultimately results in the offender being booked into jail and in turn impact the length of time that an offender will occupy a jail bed.

The initial step any jurisdiction must take to address jail overcrowding is to understand who is entering a jail system. One of the concerns expressed with regard to Hamilton County is that offenders booked into jail are more dangerous and violent which would pose a higher risk to public safety. This appears to be consistent with trends, since 2006 bookings show a percentage increase over 2002 bookings sex and weapons offenses – clearly public safety issues but overall admissions for violent offenses were down. However, a greater percentage point increase in bookings was identified for drug and property offenses.

Given the data limitations identified earlier with regards to criminal history it was not possible to compare prior records for 2002 and 2006 admissions. In looking at the 2006 data however, about half of the bookings had a prior felony but less than a quarter had a prior violent felony. Drug and property offenders appear to have more extensive criminal histories, but drug offenders have fewer violent priors and property offenders overall have more violent criminal histories.

When examining lengths of stay, the data indicate an increase for weapons and other person crimes. This indicates that more serious offenders are being held longer in jail, thus contributing to public safety. There was a decrease in lengths of stay for DUI and motor vehicle offenses, which appears to be the result of the availability of alternative programs placements for this offense category.

From the comparison of 2002 and 2006 data, it appears that there has been an increase in both bookings and lengths of stay for weapons offenses, which is consistent with the promotion of public safety within Hamilton County. In addition, lengths of stay for person crimes have also increased, again ensuring violent offenders are held accountable. However, the largest percentage increase has been in the property and drug offense categories. With property offenders this may be due to the fact that their criminal histories appear be more extensive and violent in nature.

Of greater concern is the increase in bookings for drug offenses, especially given the less violent criminal histories. Although drug offenders do have somewhat longer criminal

histories this is could be a result of their addiction and related to funding their substance abuse habits. This population should be further analyzed to understand in more details the specific factors contributing to this increase and to profile this offender class with regards to both risk and needs. It appears from the analysis completed that targeting this offender class through a combination of evidence-based practices and effective assessment and treatment modalities could have a significant impact on the jail population, especially since this offender population shows an increase in bookings.

This report does not intend to set forth an array of simple solutions to jail overcrowding but rather to identify offender populations that are contributing to significantly to the jail population. The incarceration of weapons, sex, and person offenders is warranted. On the other hand, the incarceration of other offender populations such as property, public order, and drug offenders, should be examined in more detail to determine if it is directly related to public safety, or if it is the result of limited or effective alternatives that can still hold the offender accountable while being more cost-effective for the County.

In reviewing processes, the data analysis shows that more offenders are being booked into jail with fewer offenders being released within 24 hours. Bond releases have decreased from 2002 to 2006 and more releases are attributed to administrative discharges such as process only. Finally the impact of "holds" on lengths of stays is notable in both 2002 and 2006.

The changes in offender population combined with changes in processes may be an indication that the County criminal justice system may not be operating as effectively as possible. Incarceration is necessary and appropriate for certain offenders but it is also the most expensive method of punishment that often will only ensure public safety for the period the offender is detained if no program or services are provided to the offender while incarcerated. There has also been research indicating that incarcerating non-violent low risk offenders can actually be detrimental to the success of the individual. Incarceration is an appropriate tool for certain offenders under certain circumstances but when jail beds are limited should be targeted to offenders presenting the greatest threat of harm to the public.

Incarceration alone will not reduce recidivism. Jail overcrowding is just one piece of the problem facing the overall criminal justice system in Hamilton County and should not be the sole focus of the Commission. Given the offender populations identified in this study, there appears to be an opportunity for the County to target specific offender populations and develop a continuum of community sanctions – not just a single program – to address the needs of the offenders while holding the offender accountable for the criminal behavior.

The recommendations set forth in this report should serve as guide to achieving multiple goals for county including reducing jail overcrowding, reducing recidivism, ensuring public safety and utilizing limited resources effectively

Recommendation #1: Conduct further analysis of offenders charged with drug and property offenses

As indicated in the data analysis presented in this report, both property and drug offenses are having a significant impact on both jail bookings and jail bed utilization. It is important to understand the factors contributing to this increase to determine if there are appropriate alternatives that could currently be utilized or if there are processes and policies that are impacting these specific offense categories. It is important to examine this target population in more detail to understand the how they are entering the system, why they are staying the increased time and how they re-cycle through the systems since both of these offense categories have notably high recidivism rates. In addition, it is important to understand the demographics of this specific offender group and the substance abuse or mental health needs so that the most effective intervention can be made at the earliest time possible. Until a more detailed system understanding of this offender group based on valid data is known it is difficult, if not impossible to develop effective alternatives or to increase capacity in current alternatives to incarceration. The focus for these offender groups should be on reducing both jail bed days and recidivism from a criminal justice system perspective

Recommendation #2: Implement a policy requiring the use of a risk/needs assessment county-wide

The most significant factor on how the criminal justice system processes offenders is offense classification. While the seriousness of an offense should always be a consideration, it does not necessarily need to be the only consideration. Many criminal justice policies are imposed in a blanket fashion with limited ability to modify responses to the individual offender. It is recommended that a valid risk/needs assessment tool be utilized by criminal justice agencies throughout the county. This does not mean that the exact same instrument should be used by every criminal justice agency (which would be the best possible approach but comes with costs and turf battles), but whichever instrument is used – it must be validated to the population in Hamilton County. Equally important is that the instrument measure risk and needs. To aid in reducing recidivism and increasing the rehabilitation efforts of the system, understanding and addressing the needs of a specific offender is important. No two offenders are the same or have the same background or respond to the same approach. With the criminal justice system always pushed to capacity, it often becomes the norm to respond in with a "one size fits all" approach which has the potential to actually contribute to recidivism. This recommendation may result in some initial up front costs to the county but would result in long term savings both in resources and productive citizens.

Recommendation #3: Establish a procedure for the county to measure recidivism and provide this information annually

Many of the conversations over the past year expressed concern over the 70% recidivism rate in Hamilton County. To the public and all agencies involved in the criminal justice system the high recidivism rate raises questions and concerns. However it is hard to

measure the success of policy and process changes if there is no baseline from which to start. Recidivism is measured in a variety of ways from re-arrest, to reconviction, to re-incarceration over different time periods such as a year, 3 years or 10 years. There is not one single correct definition nationwide. Recidivism can be measured however a city or county or state decides to define it, as long as the definition is consistent and shared.

It is suggested that the county adopt a definition of recidivism, measure it annually and report it to the public. This process can serve two purposes – (1) allow the county to measure the success of various initiatives and policy changes and (2) provide for transparency and gain public support for funding and new initiatives. If the county measures its successes and failures then data-driven decisions can be made as to the policy and process impact. Too often changes are implemented without the means to thoroughly evaluate whether the desired impact actually occurred, and if it didn't, then the reason for that. If the Commission is taking a system-wide approach in addressing criminal justice issues, it is critical to be able to identify intended and unintended consequences of policy and process changes.

Recommendation #4: Expand the examination of processes and procedure issues

As mentioned in the beginning of this section, various policies have a direct and indirect impact on jail population levels. It is often the case that the way a policy is interpreted, as well as the manner in which the policy or process is implemented, varies among players in the criminal justice system. On the other hand, in many cases it is also true that the policy or process is doing exactly what it was intended to do.

The Policy and Structure Subcommittee has begun to address some of these issues, such as dual prosecution, potential expansion of specialty courts, and accessing mental health services for offenders booked into the jail. The examination of these types of policy issues is not to criticize or find fault with the current process or procedures but rather to determine if it is working effectively and to find ways in which to improve the overall outcome. There has been good success with the policies and procedures examined to date. Often having all the parties present to discuss the issues is informative to all parties involved and once the issues are identified; consensus can be reached to reduce inefficiencies and duplications, thus making over policy or process more effective.

It is recommended that policies and processes related to: bonds, disposition of old warrants, holds, treatment in lieu of treatment, and probation revocations be re-examined to determine if there efficiencies or practices that could result in a decrease in jail population or result in earlier releases from jail.

Recommendation #5: Improve data information systems and data sharing capabilities

Hamilton County has fairly good criminal justice case management systems – such as the Department of Pretrial and Community Transition Services (DPCTS), the Jail Management System (JMS) and the Court Management Information System (CMIS). Each system collects a variety of data related to their individual agency. However, the

data is not easily accessed or shared among agencies. Problems arise with trying to track an offender through multiple data systems, obtaining offender-based data versus aggregate offense-based data, retrieving text-based information that is not in a coded form, and analyzing historical data that is written over with more current data.

As with many criminal justice systems developed years ago, these systems were designed to track cases and not intended to collect data to analyze trends or the impact of policies. Thus, often the information needed to do an in-depth analysis of the effectiveness of the systems is simply not available or not available in a form that is conducive to statistical analysis. To put it simply, it is like try to push a square peg in a round hole. As counties and states move towards utilizing data-driven decision making, adequate data systems become essential. In jurisdictions where there are multiple systems operating, there are also issues with ownership of the data, responsibility for the accuracy of the agency and who has access to the data, as well as, other administrative issues.

Currently the Data and CJIS Subcommittee is working to resolve many of these issues, and individual agencies are continually trying to improve their systems. However many of the long term issues may require either securing new data systems or extensive updates to current systems that would address some of the data limitations identified in this report and in the previous report. Data systems should be able to address many of the issues related to following individual offenders through different stages of the criminal justice system as well as generate informational reports for policy makers on a regular basis to help inform both resource and policy discussions.

We are hopeful that the information contained in this report will enhance the Commission's understanding of the changes in types of offenders booked into the jail and the impact that change has had on the jail population. In addition, the recommendations set forth are actions the Commission may consider as they move forward in their efforts to improve the criminal justice system in Hamilton County.

Appendix 1: 2006 Length of Stay Analysis for All Admissions

Table 1
Cases and Jail Bed Days by Total Number of Jail Days Given

Jail Bed Days (Range)	Total Number of Cases and Percentage of Total Cases	Total Number of Jail Bed Days and Percentage of Total Jail Bed Days
< 7 days	31,814 (66.2%)	38,961 (5.0%)
8-30 days	9,017 (18.8%)	154,523 (19.7%)
31-90 days	4,987 (10.4%)	272,382 (34.7%)
91 – 180 days	1,869 (3.9%)	230,200 (29.3%)
> 180 days	367 (0.8%)	88,558 (11.3%)

Table 2
Length of Stay and Total Jail Bed Days by Population

	Number of Bookings	Average Length of Stay in Days	Jail Bed Days
Overall	48,054	16.33 (max = 490)	784,624
Cases with a hold	14,164	30.86 (max = 490)	437,121
Highest Intake Charge			
Felonies	9,092	31.91 (max = 490)	290,139
Misdemeanors	26,063	9.30 (max = 354)	242,329
Race			
White	17,637	15.11 (max = 379)	265,745
Black	28,455	17.05 (max = 490)	482,938
Gender			
Male	36,507	18.19 (max = 490)	664,034
Female	9,934	9.27 (max = 412)	92,048

Appendix 2: 2002 Length of Stay Analysis for All Admissions

Table 1
Cases and Jail Bed Days by Total Number of Jail Days

Jail Bed Days (Range)	Total Number of Cases	Percentage of Total Cases	Total Number of Jail Bed Days	Percentage of Total Jail Bed Days
<7	29,311	65.9	41,458	5.8%
8-30	8,367	18.8	139,216	19.6%
31-90	4,552	10.2	248,429	34.9%
91-180	1,602	3.2	199,312	28.0%
>180	322	0.7	83,533	11.7%

N=44,459; Missing Data N=305 (0.7%)