

# Hamilton County, Ohio Correctional Master Plan

Final Document

January 28, 2006



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## Executive Summary

### *Background Information*

Hamilton County has been challenged to address correctional capacity problems since the mid-1980's when population levels began to rise in the Justice Center and court orders reduced or eliminated capacity in the Work House and the Hamilton County Jail. Since that time, Hamilton County has searched for a long-term solution to its correctional needs, focusing on both facilities and alternatives to incarceration. This master planning effort found no less than seven prior alternative planning efforts and two full-blown facility planning projects.

The alternative planning efforts recommended a broad spectrum of procedural changes to increase the efficiency of the criminal justice system; these alternatives have been implemented and expanded to the extent that Hamilton County now has one of the most complete array of alternatives to incarceration that the consultant has seen in more than 20 years of practice.

Unfortunately, the facility planning efforts did not fare so well.

- In 1986, a consulting group recommended the construction of a 1,414 bed addition to HCJC. A second planning effort the same year recommended 500 - 700 beds immediately, and 800 additional beds during the next two decades. This did not occur.
- In 1991, the County responded by looking for a temporary solution to house minimum security inmates. The County's submittal to the Bureau of Adult Detention stated, "due to the temporary nature of the facility, all building components will be designed to be functional in the most economical means possible." This planning effort resulted in Queensgate, which will be discussed in greater detail. A 1994 internal County Administration memo anticipated that Queensgate would be phased out by 1999. This did not occur.
- In 1991, the County designed and bid a 1,500 bed facility. The County's submittal to the Bureau of Adult Detention concluded, "When the new 1,500 bed minimum security facility opens, Hamilton County will have the capacity to house at least 2,400 inmates..." This did not occur.

It is clear that the County has participated in a number of correctional planning initiatives - all of which have had to grapple with the same issues:

- The cost of building and operating correctional facilities is significant; the time required to plan, design, and build facilities is also significant. By the time that a situation approaches the threshold of becoming an emergency, the time required to develop a facility solution is past.
- The relationship of facilities and programmatic alternatives is not straightforward. In spite of the best intentions, it is often possible to implement alternatives for a population that is unlikely to remain in jail on a long-term basis; in the absence of these alternatives, the jail would be even fuller. Ultimately, alternatives will fail if there is no facility sanction for non-compliance.
- There is a strong tendency to look toward immediate solutions to criminal justice issues. This occurs in all jurisdictions for multiple reasons ranging from the emergent nature of the catalyst for the planning effort to the length of facility planning cycles in relation to the political process.

These actions (and inactions) are the foundation of the crisis that Hamilton County now faces. For additional information about prior projects, see Section 1.

## *Current Facilities*

Hamilton County operates four correctional facilities, which today accommodate a total of 2,272 inmates; capacity has been fixed since 1999. For additional information about these facilities, see Section 8.

### Hamilton County Justice Center (HCJC)

HCJC is the only facility owned by the County; it opened in 1985 with a rated capacity of 848 as the primary detention facility. This facility now has a fixed, court-mandated capacity limit of 1,240 inmates, based on double occupancy. This facility is the operational hub of the correctional system, providing food service, laundry, health care and other basic services to all four facilities. HCJC was not designed to support the inmate population level it now must support and strain on both facilities and operations is evident. HCJC has operated at approximately 95% of capacity since 1999, far above the 85% suggested by correctional standards and practice. The population it is designed to hold (medium and maximum security inmates) is growing. The distinguishing characteristic between medium and minimum security inmates is a history of violent behavior, which medium security inmates have, but minimum inmates don't. The distinguishing characteristic between medium and maximum inmates is the frequency, intensity, and recency of the violent behavior.

### Queensgate Correctional Facility

Queensgate, owned by the Prison Realty Trust Division of Corrections Corporation of America, opened in 1992 as a three year solution to a critical lack of bed space. Many design elements did not meet the correctional standards of the day, and the Bureau of Adult Detention granted variances because of the anticipated short life of the facility. The facility is the former Kruse warehouse, which was constructed in about 1900. The facility was specifically designed to accommodate 822 minimum security inmates, but today, about half of its inmate populations are in the medium and maximum security classifications. In the last five years, this facility has operated at just over 70% of capacity. This is frustrating for a system which needs bed space, but is a direct result of the types of inmates coming into the system today.

The financial arrangements regarding this facility have not been particularly advantageous to the County. Since 1992, the County has paid in excess of \$27 million dollars to lease the facility, in addition to the costs of operating it, paying property taxes on it, and repairing any damage attributable to inmate or staff damage. Maintenance issues are significant in this facility:

- The materials selected were not correctional grade.
- The security system is inadequate for the level of inmates now held; the magnetic locking system used is not in current use in full-service jails and has severe limitations particularly in the event of a mass evacuation. Other security systems such as intercoms and cameras are almost totally lacking.

In the opinion of the consultant, this facility clearly requires immediate replacement.

### Reading Road Facility

This facility, which is owned by Talbert House, opened in 1991 with a capacity of 100 male offenders and was renovated in 1999 to accommodate an additional 50 male inmates. The facility population now includes 100 minimum security female and 50 male inmates in drug and alcohol treatment. Talbert House provides programming staff while the Sheriff's Office provides security staff. This facility

was constructed in 1930 as an auto dealership. The nature of this facility limits the security level of inmates who can be held here. As a result, this facility often operates below 80% of capacity. The programs housed in this facility could serve a larger population, if it were more secure.

### Turning Point Facility

This non-secure facility is also owned by Talbert House. This facility was originally constructed in about 1930 and was used as a religious retreat housing until the early 1970's when it was occupied by the State Department of Corrections; the facility was re-opened in 1988 with a capacity of 60 inmates. The facility is specifically intended for multiple DUI offenders. Talbert House provides programming staff while the Sheriff's Office provides security staff. Like Reading Road, this facility is underutilized with an occupancy rate of less than 66%; the number of persons eligible for this program has decreased. Similar to Reading Road, this program could be accommodated more efficiently if it were operated within a larger, secure facility.

### *The Current Situation*

During the last year, a number of issues have emerged to raise the issue regarding the need for additional jail capacity as well as the replacement of a number of current beds because of age or inconsistency with the population now incarcerated.

Although Hamilton County population has been declining since 1970, its jail population has grown significantly during that period. Future models for County growth include both stabilization and future growth models. In the opinion of the consultant, there are many factors which suggest that the relationship of crime and county population is not direct. Legislation, public policy and the demographics of who stays and who leaves the region are more significant determinants of jail capacity needs than raw measures of county residency. For additional information about the impact of population and economic trends, see Section 2.

Although index crime rates decreased in the City of Cincinnati until 1999, since that time, they have increased. The changes are most notable in violent crimes. These issues have come to the fore during this year. For additional information about crime patterns, see Section 3.

Average daily population in the Hamilton County Jail system has increased 13% since 2001 in spite of the prevalence of a variety of alternatives to incarceration. Much of the increase in average daily population is a direct result of increased lengths of stay rather than increased admissions. This, in turn, relates to the type of inmates now being held. In 2004, the system had its highest average daily population (ADP) in the County's history (2,049), and year to date ADP for 2005 has exceeded that by approximately 50 inmates per day. For additional information about jail trends, see Section 4.

Based on a review of all charges brought into Court, there are clear shifts in arrest practices which began in 2001 and have continued through the present. For additional information about court trends, see Section 5.

- There are marked decreases in arrests for minor offenses, particularly traffic offenses, such as driving under suspension. This has resulted in a significant decrease in the proportion of minimum security inmates currently in the system. If arrest and traffic enforcement practices revert to levels which were seen prior to 2001, a significant increase in the number of people in the system should be expected.

- There are significant increases in the number of cases which involve violence, weapons and drugs. These individuals help to create a more dangerous and difficult population to manage in the system.

Hamilton County has a wide array of alternatives to incarceration. Most of these have been in place for 10 - 20 years. Without these alternatives, particularly the options available to manage the pretrial population, the County's jail population would be far higher. On the other hand, there are indications that those alternatives which target low risk offenders have had fewer referrals since 1999. There are clear indications that the more violent offender, with or without weapons involvement, is less likely to be a candidate for a variety of the alternatives which are available. For additional information about alternatives, see Section 6.

There is considerable evidence that inmates who were in custody in 2004 are quite different from the in-custody population of 1999. Inmates held in 2004 have more serious offenses and have had more contacts with the justice system. The proportion of inmates who can be released prior to court, through pretrial services, has decreased, while the proportion of medium and maximum security inmates have increased. Most remarkable is the volume of charges per person, which has increased from 2.12 in 1999 to 2.33 in 2004, accompanied by an increase in the number of court appearances made by inmates while in custody. All of this speaks to a higher security level inmate with cases which are more difficult to resolve and who, for a variety of reasons, is not a good candidate for release to the community.

There is also clear evidence of the prevalence of a larger proportion of special needs inmates. Overall, about 25% of inmates held in the system have special medical and/or mental health needs. There is an increased proportion of mentally ill offenders, with an increased from 11% in 1999 to 20% in 2004.

For the last fifteen years, the corrections system has worked to manage its jail population. In addition to assessment of all inmates for the potential use of alternatives, the Pretrial Services Department has worked with the jail to develop and implement three types of population management measures:

- Process only admission, which occurs when capacity is limited and the individual meets specific criteria. In this intervention, the individual is booked, primarily for identification purposes, and released immediately. This is similar to a citation release used by many police departments
- Early release, which occurs when capacity limits are approached, the individual meets specific criteria and is at or near the end of a sentence; this method can be used by the Sheriff's Office without court action.
- Mitigation, which occurs when capacity limits are approached, the individual meets specific criteria and is within five days of sentence completion; this method is managed by the Court.

It is worth noting that these population management measures are used with females more commonly than males, because of the significant limitations in capacity for females, resulting in an artificially small female average daily population. It is also important to note that these mechanisms will need to be used, in increasing proportions, until additional capacity is available. For more information about the nature of the inmate population, see Section 7.

#### *Future Capacity Recommendations*

Population forecasting is not an exact science; it identifies future needs based on a series of assumptions. This analysis has taken the approach that:

- Hamilton County population is likely to decrease during the next 15 years; how significant the decrease is and the point at which growth may again occur is linked to development efforts both within the City of Cincinnati and the western portion of the County.
- The rate at which jail is used will continue to increase as it has during the recent past when the implementation of alternatives moderated the rate of increase.
- The trends in female inmate population have been capacity limited. As a result, the space required for female offenders should be adjusted upward to eliminate the impact of early releases with this population.

This scenario results in a needed system capacity of 3,036 beds, with the goal of reaching 2020 with this count and potentially making this capacity last for a longer period if evidence-based programs being piloted today impact recidivism as anticipated. The capacity includes current, replacement and expansion beds.

- HCJC will be maintained as a primarily pretrial facility, serving maximum and some medium security inmates, at its current capacity (1,240 current beds), although it is likely that the Bureau of Adult Detention would suggest that this facility be returned to its single occupancy capacity (848). Only males will be held in this facility.
- Queensgate, Reading Road and Turning Point will be replaced in a new secure facility (1,032 beds of which 932 are male and 100 are female replacement beds), and
- The new secure facility will include the 1,032 replacement beds and 785 new beds, resulting in a total of 1,817 beds (replacement and new), serving primarily medium and minimum security inmates. This facility will also provide new housing designed for inmates with medical and mental health needs, and all female offenders will be housed in this facility. This will be a program intensive facility.

Although it is clear that Hamilton County needs to plan for no less than 25 years, it makes considerable sense to construct the beds required for a shorter period (15 years). There are several reasons for this approach:

- Implementation of a number of in-facility, evidence-based programs, which are linked to existing community alternatives and programs, has the potential to reduce recidivism. The success of these programs should decrease future need for jail space.
- Just as the type of inmate held today has changed from those held fifteen years ago, it is reasonable to assume that inmates could change again in the future.

It is equally clear that Hamilton County can not continue on its current path without a significant impact on public safety. Correctional facilities exist for two primary reasons. As pretrial facilities, they offer a place which can guarantee to the Courts that inmates will be available during the court process. As sentenced facilities, they are a means of holding people accountable for their behavior in the community. When these missions are compromised, both the justice system and the community feel the impact of the belief that some types of criminal behavior can occur with little or no consequence.

At the same time, correctional facilities have a tremendous opportunity to impact the quality of life in a jurisdiction. With the relatively small percentage of inmates who go into the state prison system (about 7% of those booked at the jail) and who are returned to other communities, everyone who is admitted to the jail is released back into the community. Based on incarceration alone, 70% re-offend; with evidence-based programs, that proportion can be reduced to 40%, decreasing victimization and making the community safer.



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## Section 1. Project Overview

This section of the correctional master plan provides an overview of the current correctional planning effort including an overview of the County's facilities, prior planning efforts, and factors that place individuals at risk of being brought into the criminal justice system. This document is organized into the following sections:

- Section 1. Project Overview, which provides project background information,
- Section 2. County Population Trends, which provides population numbers for the County and the region,
- Section 3. Crime and Crime Rates, which provides information about reported index crimes in the County,
- Section 4. Jail Population Trends, which provides summary information about admissions, average daily population, and length of stay in Hamilton County's Jail system.
- Section 5. Court Activity Trends, which provides information about case processing in Hamilton County,
- Section 6. Intermediate Sanctions, which provides information about alternatives to incarceration and criminal justice interventions currently used in the County,
- Section 7. Inmate Profile, which provided information about Hamilton County inmates, including demographics, charges, in custody characteristics, and dispositions.
- Section 8. Facility Evaluation, which provides summary information about the Hamilton County Justice Center, Reading Road, and Turning Point and detailed information about the Queensgate facility,
- Section 9. Population Projections, which provides scenarios for short and long-term population needs, and
- Section 10. Conclusions and Recommendations.

### County Facilities

Hamilton County has access to four correctional facilities, which will be discussed in greater detail in Section Eight. All are operated by the County.

1. The *Hamilton County Justice Center (HCJC)*, located at 1000 Sycamore Street, is the primary detention facility. The HCJC opened in 1985 and was originally designed to accommodate 848 inmates. HCJC has a direct connection with the Courts facilitating its use as the County's primary pretrial detention facility. After a period when the population of this facility grew to approximately 1,400, the Hamilton County Sheriff's Office approached the Federal District Court to set a fixed capacity for this facility. The fixed cap of 1,240 includes double occupancy housing. The County owns this facility.
2. The *Hamilton County Queensgate Correctional Facility (Queensgate)*, located at 516 Linn Street, is a minimum security facility, which was intended to accommodate the sentenced population. This facility is operated and maintained by the County, but is owned by a private vendor. Queensgate opened in 1992 and was viewed as a short-term facility which was to last 2-3 years while the County developed a more permanent solution. The capacity of this facility is fixed at 822. The Prison Realty Trust section of the Corrections Corporation of America owns this facility.

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3. The Hamilton County Reading Road Facility (Reading Road), located at 1617 Reading Road, has a capacity of 150 male and female offenders. This facility opened in 1991 and was renovated in 1999. The facility was designed to serve extended substance abuse offenders. Talbert House owns this facility and provides treatment staff; the County is responsible for security staff and operations.
4. The Hamilton County Turning Point Facility (Turning Point), located at 2605 Woodburn Avenue, houses up to 60 minimum security inmates. This facility opened in 1988 and is operated by Talbert House. This facility was intended for multiple DUI offenders. Talbert House owns this facility and provides treatment staff; the County is responsible for security staff and operations.

Hamilton County is one of the largest local correctional systems in the United States with current capacity of 2,272. As a result, it is not surprising that there are multiple facilities, with different missions, at different locations. In fact, the current situation represents a consolidation of multiple facilities which were previously operated by the City of Cincinnati and Hamilton County. Table 1.1 provides a summary of the multiple facilities with their associated capacities.

Facility	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005
Hamilton County Jail (Annex)	325	325	325	325	162	162	162	162	162	---	---	---	---	---	---	---	---	---	---	---	---	---
CCI Main Cell Block	550	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Central Detention	50	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Justice Center	---	848	848	848	1,016	1,016	1,016	1,016	1,016	1,168	1,240	1,240	1,240	1,240	1,240	1,240	1,240	1,240	1,240	1,240	1,240	1,240
CCI Women	125	125	125	125	125	125	125	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
CCI - New Infirmary	75	75	75	75	75	75	75	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
CCI - Old Infirmary (Work Release)	---	---	93	93	93	93	93	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Charles Street (Work Release)	50	50	50	50	50	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---	---
Turning Point	---	---	---	---	60	60	60	60	60	60	60	60	60	60	60	60	60	60	60	60	60	60
Reading Road	---	---	---	---	---	---	---	100	100	100	100	100	100	100	100	150	150	150	150	150	150	150
Dayton Contract	---	---	---	---	---	---	---	50	100	---	---	---	---	---	---	---	---	---	---	---	---	---
Queensgate Correctional	---	---	---	---	---	---	---	---	822	822	822	822	822	822	822	822	822	822	822	822	822	822
Total Capacity	1,175	1,423	1,516	1,516	1,581	1,531	1,531	1,388	2,260	2,150	2,222	2,222	2,222	2,222	2,222	2,272	2,272	2,272	2,272	2,272	2,272	2,272

Table 1.1 Hamilton County Facilities and Capacity by Year

## Section 1. Project Overview

Information in Table 1.1 was assembled from previous studies completed by Voinovich Companies and URS, updated with the assistance of the Sheriff's Office and County Administration. It is very difficult to track capacity in the early years and the numbers in this table had to be extracted from a variety of studies. There are also periods when capacity was available for only a portion of the year; 1992, when Queensgate opened is a good example. However, this table clearly shows an initial period of expansion (1985-1991) associated with the development of the Justice Center (HCJC) and consolidation of CCI (the Work House) housing, the Charles Street Work Release Center, the County Jail and Central Detention into the Queensgate Correctional. Since 1999, capacity within the system has remained constant at 2,272 inmates. Table 1.2 provides a summary of the sequence of events represented by capacities in Table 1.1.

Year	Comments
1976	Federal Court orders closure of the Work House (CCI) within two years.
1978	Federal Court orders closure of the Work House (CCI), but allowed to continue operations with 79 court orders
1979	Gruzen and Partners estimated correctional population of 1,000 - 1,100. Proposed a major downtown facility adjacent to the Courthouse and a minimum security facility. Proposed the replacement of the Work House and Charles Street Work Release by the two proposed facilities.
1979	City corrections costs results in their rescinding ordinances and charging all inmates under State Statute
1979	City proposes 1010 Broadway for County minimum security facility. County counters with Drake Hospital as minimum security facility.
1979	Friedlander Pavilion renovated for first time DUI offender program
1979	Architects retained for HCJC
1981	County takes over City Corrections in August
1982	Drawings for HCJC complete in May, with construction following immediately
1985	Hamilton County Jail was court ordered to single cell after years of double and triple celling.
1985	Justice Center opened August 1985 and CCI main cellblock and Central Detention closed.
1986	County remodeled Womens' Section and Old Infirmary
1987	County obtains Federal Court population cap for old jail
1987	Early release of inmates begins
1988	Charles Street Work Release Center closed in September 1988
1988	Turning Point relocates to present location from Rollman Psychiatric Hospital
1988	Phase I of double celling the Justice Center begins in June
1991	Reading Road opens May 1991 to house intermediate and extended treatment DUI offenders
1991	CCI closed June 1991 to prepare for minimum security facility construction
1991	Dayton contract initiated in May 1991 - February 1992
1992	Queensgate opens in August 1992
1993	Hamilton County Jail closed January 1993
1993	Phase II double celling begins in March 93
1994	Phase II double celling completed
1999	Reading Road renovated third floor to add capacity for male treatment program

**Table 1.2** Sequence of Correctional Capacity Events

## Section 1. Project Overview

Review of Table 1.1 and Table 1.2 suggests that Hamilton County has considerable experience with the problems associated with correctional crowding and conducting contemporary correctional operations and programs in older facilities, which are challenging and expensive to maintain. To some degree, the current situation is somewhat reminiscent of the situation in which the County found itself in the late 1980's. For the last 10 years, correctional institutional capacity has remained constant while correctional populations have continued to increase. While the County and its criminal justice partners have implemented a variety of alternatives to incarceration, which will be discussed in section six of this document, in 2005, the County once again has the need to examine the needs of its correctional system.

Year	Comment
1978	Cincinnati Institute of Justice developed a community corrections planning study for the City, recommending a combined City and County capacity of 1,000, raising the issue of an integrated system and identifying alternatives (1)
1979	Gruzen and Partners develops program and master plan for HCJC. This included a 160 bed low security facility. Analysis includes potential use of 1010 Broadway as a minimum security alternative with potential start up of construction in 1980.
1980	Cincinnati Institute of Justice prepares an inmate population study for Hamilton County.
1981	Planning for HCJC begins with target capacity of 750 beds
1982	Planning firm indicates 848 + 300 (1,148) would last to 2000, reached within 3 years. State of Ohio approved this plan contingent upon the construction of an additional 300 bed minimum security facility.
1983	Local study indicates increases in inmates held on felony charges, longer sentences and 100% increase in presentenced inmates
1985	HCJC opens
1985-86	Alternatives to Incarceration Committee met to examine alternatives(2)
1986-87	Focus on convicted misdemeanor productivity (3)
1986	County develops jail overcrowding reduction plan (4)
1986	URS indicates a need for 500-700 additional jail beds in the short-term and 800 additional during the next two decades
1986	Voinovich Consultants retained to analyze correctional needs. They recommend a new minimum security facility addition to HCJC of 1,414 beds.
1987	Voinovich Consultants studies several sites for a facility with final recommendation accepted in August 1987. Most notable site is Drake Hospital.
1987	County selects architectural firm and initiates planning and approval process with the State of Ohio.
1988	Final approval of construction documents scheduled for September 1988.
1989	KZF & Voinovich indicates that a total of 2,108 beds would last until 2010, exceeded within 5 years
1991	County bids a 1,500 bed facility, but facility is not built
1991	County submits Phase I and II Report to Bureau of Adult Detention (BAD) for approval of Queensgate. Design objectives indicate " <b>due to the temporary nature of the facility, all building components will be designed to be functional in the most economical means possible.</b> " Aesthetics will be minimized in order to provide proper emphasis on health and safety issues." Architectural character states that the warehouse was abandoned at this time. Conclusion of this report provides insight into the nature of the planning process and assumptions about the future. (5)
1991	Negotiations with CCA to modify a 100 year old warehouse to lease back to the County for minimum security inmates
1992	Hamilton County Criminal Justice Task Force submits final report (6)

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Year	Comment
1994	County Administration recommends expansion of the system by 85 jail alternative beds, 300 bed justice center expansion, 100 beds from double celling expansion, 200 beds in a community corrections facility and 50 slots in CHIPS (electronic monitoring) expansion. <b><i>This internal memo anticipated that Queensgate would be phased out by 1999. (7)</i></b>
1996	Senate Bill 2 returns 4th and 5th degree felons to the county rather than prison, resulting in 1,000 added inmates (estimate by URS)
1999	County renews lease at Queensgate facility for three years, then three years more on an annual basis
2004	County solicits consultants for master planning/systems study

**Table 1.3** Summary of Correctional Planning Initiatives

## (1) Community Corrections Study Alternatives (1978)

1. Alcohol Safety Action Project (ASAP) established in 1972 to address DUI issues at 18 capacity. ***This program has been replaced by a broad spectrum of statutorily required programs that address driving and drinking issues.***
2. Alcohol Detoxification Center was in place at this time with a capacity of 12. ***This facility was closed between 1985 and 1991.***
3. Greater Cincinnati Bail Project began in 1974 to provide pretrial release information to the court. ***Continues today with significant level of services.***
4. Stationhouse release program began as a police diversion program in 1973. ***This process has continued and has been expanded. Although there are variations among law enforcement agencies, stationhouse release is used through lower level felony offenses. In addition, cases are sometimes "booked and released" for purposes of identification and "process only" cases occur, resulting in a broad spectrum of physical arrests which do not result in a defendant's remaining in custody.***

## (2) Alternatives Committee Recommendations (1985-1986)

1. Expansion of Bail Information and Bail Review by Greater Cincinnati Bail Project. ***Adopted***
2. Recommended reduction in weekend sentencing and split sentencing. ***Partially adopted***
3. Recommended hiring court expeditor. ***Adopted***
4. Recommended implementing jail statistics gathering. ***Adopted***
5. Recommended analysis of home incarceration. ***Adopted current electronic monitoring program***
6. Recommended multiple DUI Offender program. ***Talbert House operates this program.***

## (3) Productivity Actions (1986-1987)

1. Contracted with Talbert House for female work release. ***Adopted but work release has been replaced by electronic monitoring today.***
2. Expanded work release in the Old Infirmary at CCI by 1992. ***Eliminated by 1991, using less restrictive alternatives like electronic monitoring for this population***
3. Community service expanded by Hamilton County Probation Department. ***Adopted***

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## (4) Jail Overcrowding Reduction Plan (1986)

1. Build or renovate minimum security facility. **Not adopted, in spite of two planning efforts to do this.**
2. Reduce "cot" population immediately by options including work details, multiple DUI program (Guardian Interlock) and home incarceration. **Adopted**
3. Double cell 2 floors of the Justice Center. **Adopted**
4. Assembly of project team. **Adopted**

## (5) Conclusion of Phase I and II Bureau of Adult Detention Submittal (1991)

**"When the new 1500 bed minimum security facility opens**, Hamilton County will have the capacity to house at least 2,400 inmates. In addition to the new facility, the Justice Center which opened in 1985 with a capacity of 848 will remain operational as will "Turning Point" a multiple DUI treatment program with a capacity of 52. The "Old County Jail" located on the sixth and seventh floors of the County Courthouse with a capacity of 162 is scheduled to close with the opening of the new facility.

**The other facilities, "Queensgate" and "Reading Road" which were renovated to ease inmate overcrowding pending the completion of the new minimum security facility may remain open if the need for additional inmate beds exists at the time. The Queensgate and Reading Road facilities have capacities of 800 and 100 respectively.** Emphasis added. **Capacity of both of these facilities has been expanded since this submittal and both have remained open.**

## (6) Hamilton County Criminal Justice Task Force Final Report Recommendations (1992)

1. Establish a criminal justice coordinating council to coordinate all the efforts of the criminal justice system in order to better utilize its resources, avoid duplication, set priorities, establish a budget and provide oversight for the entire system. **Council exists and provides some of these functions.**
2. Provide additional training to law enforcement in the areas of sensitivity and cultural diversity. **Status unknown**
3. Police officers should be given more authority to exercise individual judgment and discretion as to if and when to effectuate an arrest. **Status unknown**
4. Police officers should be encouraged to divert individuals and arrestees with special needs from the criminal justice system and a facility should be established to assist in this effort. **Some programs targeting the mentally ill and substance abusers appear to address this.**
5. Increase use of mediation and diversion programs prior to criminal prosecutions. **Implemented**
6. Judges should place greater reliance upon the recommendation of pretrial services with regard to the setting of bonds. **Pretrial services is clearly well developed**
7. The County Prosecutor should assume responsibility for all felony prosecutions from arraignment through final disposition, while the City Prosecutor (Solicitor) should be responsible for all misdemeanor prosecutions. **The County has assumed responsibility for all felony prosecutions; the City is responsible for misdemeanor prosecutions for the City of Cincinnati.**
8. Expand the jurisdiction of municipal court to include jurisdiction over felony 4 offenses. **This has not occurred.**

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9. Cases bound over to the Grand Jury from preliminary hearing should ordinarily be presented to the grand jury on the same day as the preliminary hearing. ***Preliminary hearings have been eliminated in Municipal Court.***
10. Improve and increase the use of the plea bargain process. ***Difficult to assess, although plea bargains are used effectively.***
11. Encourage judges to make better use of current alternatives to incarceration. ***Alternatives are widely used.***
12. The Probation Office and County Correctional facilities should seek accreditation under the auspices of the American Correctional Association. ***Only jail health accreditation has been completed.***
13. Update and modernize the criminal justice information system so that all components of the system have equal access to information. ***Adopted for CMS and JMS, but not for CLEAR.***

## (7) 1994 County Expansion Recommendations (1994)

1. Justice Center expansion of 300 beds on Board of Education Parking Lot at a cost of \$21.5 million. Phasing out part of Queensgate, to deal with higher risk inmates. ***Not adopted.***
2. 100 bed community corrections facility was to be state funded, with work release and then intensive supervision, planned to be expanded to 200 beds. ***Adopted (River City Facility, diverts Department of Corrections bound inmates).***
3. Talbert House contract to be developed for 100 beds for chemical dependency services. ***Adopted.***
4. Turning Point contract to be developed for 52 beds for multiple DUI offenders. ***Adopted with a capacity of 60 beds.***
5. Women's Residential probation program provides 16 beds. ***Status unclear.***
6. Intermediate DUI was implemented and was funded through the Drake Tax levy. ***Adopted, provided by Talbert House.***
7. Jail Alternative programs - 85 slots for a voluntary pre-indictment program, run in conjunction with Drug Court. - ***Adopted by Health Department as a part of Alcohol and Drug Abuse Programs now 35 beds at Rollman Psychiatric Hospital and 16 beds at Talbert House.***

Table 1.3 summarizes correctional planning initiatives completed for Hamilton County during this time period. It is clear that the County has participated in a number of correctional planning initiatives - all of which have had to grapple with the same issues:

- Correctional population exceeds capacity, and predictions regarding future population are often not accurate in the long-term.
- The cost of building and operating correctional facilities is significant.
- The time required to plan, design, and build facilities is significant.
- By the time that the situation approaches the threshold of becoming an emergency, the time required to develop a facility solution is past.
- The relationship of facilities and programmatic alternatives is not straightforward. In spite of the best intentions, it is often possible to implement alternatives for a population that is unlikely to remain in jail on a long-term basis.
- Correctional projects are not "popular projects," and it is sometimes difficult to develop the consensus needed for their support.
- There is a strong tendency to look toward immediate solutions to criminal justice issues. This occurs in all jurisdictions for multiple reasons ranging from the emergent nature of the catalyst for the planning effort to the length of facility planning cycles in relation to the political process.

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- It is clear that the County has implemented a significant number of the recommendations that deal with alternatives to incarceration and methods to increase the efficiency of the justice system.

It is likely that this project will experience some of the same constraints as these are typical of most correctional planning projects. As a result, this assessment will attempt to focus on developing a clear understanding of how the justice system currently uses its correctional facilities and alternatives, identifying the know changes which are likely to occur, and developing a strategy to address the issues that compensates for known changes while providing flexibility to deal with the unknown.

## **Risk and Protective Factors**

When communities are involved in criminal justice planning projects, they focus on the community's institutional and systematic response to criminal behavior. In the consultant's opinion, this is natural, pragmatic, and appropriate. Hamilton County can not address its very pressing correctional problems effectively by implementing crime prevention programs. However, in evaluating future criminal justice needs, it is quite useful to understand the factors which place individuals at risk of becoming involved in criminal behavior and evaluating the degree to which these factors are present in the local environment.

### **Risk Factors**

Extensive research has identified risk factors for crime, violence, and substance abuse. While much of the research has focused on juvenile offenders, it is important to remember that many jail inmates are not much older than juveniles. These factors exist within a communities as a whole, families, schools, peer groups, and within individuals. Some of these risk factors can be modified; others can not. The Office of Juvenile Justice has identified 19 risk factors which place youth at risk.

- Risk Factor 1. Availability of Drugs. The more easily available that drugs and alcohol are in a community, the greater the risk that drug abuse will occur in that community. Perceived availability of drugs in school is also associated with increased risk.
- Risk Factor 2. Availability of Firearms. Firearms, primarily handguns, are the leading mechanisms of violent injury and death in the United States. The easy availability of firearms in a community can escalate an exchange of angry words and fists into an exchange of gunfire. Research has found that communities with greater availability of firearms experience high rates of violent crime, including homicide.
- Risk Factor 3. Community Laws and Norms Favoring Drug Use, Firearms, and Crime. Community norms - the attitudes and policies a community holds concerning drug use, violence, and crime - are communicated through laws, written policies, informal social practices, the media and the expectations that parents, teachers and other members of the community have for young people. Laws, tax rates, and community standards that favor or are unclear about substance abuse or crime put young people at higher risk of delinquency.
- Risk Factor 4. Media Portrayals of Violence. There is growing evidence that media violence can influence community acceptance of violence and rates of violent or aggressive behavior.

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- Risk Factor 5. Transitions and Mobility. Communities with high rates of mobility appear to have increased drug and crime problems. The more frequently people within an area move, the greater the risk of criminal behavior.
- Risk Factor 6. Low Neighborhood Attachment and Community Disorganization. Higher rates of drug problems, crime and delinquency occur in neighborhoods where people have little attachment to the community, where rates of vandalism are high, and where there is low surveillance of public places. Perhaps the most significant issue affecting community attachment is whether residents feel they can make a difference in their lives. If the neighborhood's key players, such as merchants, teachers, police, and human and social service personnel, live outside the neighborhood, residents' sense of commitment will be less.
- Risk Factor 7. Extreme Economic and Social Deprivation. People who live in deteriorating neighborhoods characterized by extreme poverty, poor living conditions and high unemployment are more likely to develop problems with crime and substance abuse and are more likely to engage in violence toward others during both adolescence and adulthood.
- Risk Factor 8. Family History of High Risk Behavior. Children raised in families with a history of addiction are at increased risk of having drug and/or alcohol problems, and children raised in families with a history of criminal activity are at increased risk of delinquency.
- Risk Factor 9. Family Management Problems. Poor family management practices, such as not having clear expectations for behavior, failure to supervise and monitor children, as well as excessively harsh or inconsistent punishment, are at higher risk.
- Risk Factor 10. Family Conflict. Conflict between family members is more important for predicting criminal behavior than family structure.
- Risk Factor 11. Parental Attitudes and Involvement in Problem Behaviors. Parental attitudes and behavior toward drugs and crime influence the attitudes and behavior of children. Children in families in which these behaviors are present are at greater risk of the same behavior - particularly if parents involve children in the behavior.
- Risk Factor 12. Early and Persistent Antisocial Behavior. The earlier that aggressive behavior appears, the higher the risk of substance abuse, delinquency and violence.
- Risk Factor 13. Academic Failure Beginning in Late Elementary School. Academic failure increases the risk of all of the problems listed above. The experience of failure - regardless of the reason - increases the level of risk.
- Risk Factor 14. Lack of Commitment to School. Children who are not committed to school are at higher risk of problem behaviors.
- Risk Factor 15. Rebelliousness. Young people who are alienated or actively rebellious are at higher risk of drug abuse and delinquency.
- Risk Factor 16. Friends who Engage in the Problem Behavior. Young people who associated with peers who present the problem behaviors are at higher risk of the same behavior.
- Risk Factor 17. Favorable Attitudes toward the Problem Behavior. In elementary school, most children express anti-drug, anti-crime and pro-social attitudes. However, by middle school, their attitudes shift toward greater acceptance of the problem behaviors as others they know participate in these activities. This acceptance places them at higher risk.
- Risk Factor 18. Early Initiation of Problem Behaviors. The earlier that young people exhibit the problem behaviors, the more likely they will have chronic problems with the behavior later in life.

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- Risk Factor 19. Constitutional Factors. Some constitutional factors (biological or physiological) contribute to the problem behaviors. These factors, such as sensation seeking, low harm avoidance and lack of impulse control, increase the risk of young people participating in the problem behaviors.

**Protective Factors**

These materials are taken from the OJJDP Publication, "Risk Factors for Delinquency: An Overview" by Michael Shader. Research also suggests that there are influences that can "buffer" the impact of risk factors. These risk factors exist in four domains.

- Protective Factor Domain: The Individual. There are at least five factors which relate directly to the individual and appear to mediate risk.
  - The individual has an intolerant attitude toward deviance.
  - The individual has a high IQ.
  - The individual is female.
  - The individual has a positive social orientation.
  - The individual perceives sanctions for transgressions
- Protective Factor Domain: The Family. There are at least three factors which relate directly to the family and appear to mediate risk.
  - There are warm, supportive relationships with parents or other adults.
  - The parents see the individual's peers as a positive influence.
  - Parents monitor individual behavior.
- Protective Factor Domain: The School. There are at least two factors which relate directly to the individual's involvement in school.
  - The school promotes the individual's commitment to school.
  - The school recognizes the individual's involvement in conventional activities.
- Protective Factor Domain: Peer Group. There is one factor associated with the peer group. The individual has friends who engage in conventional behavior.

**Recidivism and the Risk and Protective Factors**

One of the underlying themes in much recent criminal justice research focuses on the prevention of recidivism - both from an effectiveness and a cost-efficiency perspective. There is considerable evidence that incarceration by itself does little to change future criminal behavior. Most studies of general recidivism have focused on recidivism in prison settings. The Bureau of Justice Statistics Special Report, "Recidivism of Prisoners Released in 1994" found that among nearly 300,000 prisoners released in 15 states in 1994, 67.5% were re-arrested within three years. A similar 1983 study found that 62.5% were re-arrested within the same period.

There is little research in jail environments, and the research that the consultant has found is primarily evaluation of specific programs. However, in systems in which the consultant has been able to identify recidivism within a specific jail, it has generally ranged between

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50% - 60% within a one year period. As a result, a reasonable starting position would be that jail inmates are equally prone to recidivism. It also seems equally clear that the factors which place an individual at risk of criminal behavior relate to recidivism.

As Hamilton County considers how to address its correctional facility needs, it may be useful to think about criminal behavior from two perspectives:

- The degree to which the risk factors are present in the community - or communities - which comprise the County will be a good indicator of the degree to which future criminal behavior can be expected.
- The County may need to think about criminality in much the same way that drug and alcohol treatment providers think about an individual's potential to relapse. If we "treat" the criminal behavior by what occurs as a part of a court imposed sanction, then to prevent recidivism, there must be a strategy to prevent relapse.

**Conclusion**

1. Over the past thirty years, Hamilton County has spent a great deal of time, effort and resources studying criminal justice facility and programmatic needs. It is clear that recommendations which resulted in the development of both programmatic and procedural alternatives to incarceration have, for the most part, been implemented. However, recommendations for the construction of facility-based solutions have not been implemented. Specifically, two prior recommendations for the development of a minimum security facility have been rejected. These choices have led to the current situation the County faces at the Queensgate facility and to the current capacity limitations.
2. In reality, effective criminal justice solutions require a balance of facility-based and community-based solutions. Alternatives inevitably fail if the system lacks facility capacity for those who are non-compliant with alternatives or who require a period of stabilization to succeed in alternative programs. Programs which are confined to facilities fail when they do not include a strong linkage through re-entry planning to a continuum of services, which includes some less secure residential options.
3. This document is not intended to direct the crime and delinquency prevention activities of Hamilton County, and the consultant is not suggesting that the County attack these larger social issues before it addresses its more immediate correctional facility needs. However, the degree to which these risk factors exist within the various communities in the County ultimately, to a large degree, determines future demand on both the criminal justice and human service systems in the County. All communities experience these risk factors to a greater or lesser degree. As the County develops a plan to meet its correctional facility needs, it may be wise to consider the degree to which these factors will continue to affect them.

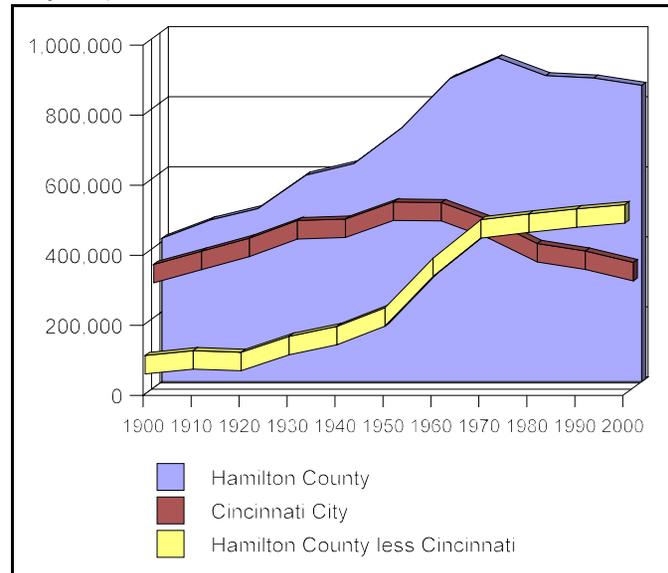


## Section 2. County Population Trends

This section examines trends in the population of Hamilton County and the metropolitan area. Although there are intervening factors that have more immediate impact on correctional populations, an understanding of population growth and the demographics of the population is a helpful foundation on which to begin planning.

### City and County Population Trends

**Figure 2.1** Trend in Hamilton County, Cincinnati City Population



**Table 2.1** Trend in Hamilton County, City of Cincinnati, and Included Municipalities and Township Population

Year	Hamilton County Total	City of Cincinnati	Hamilton County less Cincinnati	Municipalities less Cincinnati	Townships	Cities & Villages
1900	409,479	325,902	83,577	42,033	41,544	367,935
1910	460,732	363,591	97,141	67,231	29,910	430,822
1920	493,678	401,247	92,431	65,789	26,642	467,036
1930	589,356	451,160	138,196	95,118	43,078	546,278
1940	621,987	455,610	166,377	104,421	61,956	560,031
1950	723,952	503,998	219,954	138,975	80,979	642,973
1960	864,122	502,550	361,572	196,191	165,381	698,741
1970	924,017	452,524	471,493	230,968	240,525	683,492
1980	873,224	385,457	487,767	227,370	260,397	612,827
1990	866,228	364,114	502,114	227,942	274,172	592,056
2000	845,303	331,285	514,018	225,214	288,804	556,499
% change	106%	2%	515%	436%	595%	51%
% change since 1950	17%	-34%	134%	62%	257%	-13%

Figure 2.1 and Table 2.1 show US Census data from 1900 through 2000, provided by the Hamilton County Regional Planning Commission. Appendix A provides this information for all municipalities and townships. The population of Hamilton County has doubled in the last century, but demographic changes differ in different sectors of the County. The population of the City of Cincinnati was essentially the same in 2000 as it was in 1900, and reflects a 34% decrease since 1950, when population in the City peaked. The population of the County less Cincinnati has increased 515% since 1900 and 134% since 1950. The population of cities other than Cincinnati has increased 436% since 1900 and 62% since 1950. The population of the townships has increased 595% since

Section 2. County Population Trends

1900 and 257% since 1950. The population of cities and villages has increased 51% since 1900 and has decreased 13% since 1950, primarily because of the decrease in the City of Cincinnati population. The figure clearly shows an overall decrease in total County population since 1970, primarily because of the significant decrease in the City of Cincinnati. Equally apparent is the increase in municipal and township populations outside of Cincinnati.

To a great degree, this pattern is similar to most metropolitan areas, as the development of a transportation infrastructure and the accompanying commuter phenomenon has led to movement away from many center cities. In correctional planning, the issue is often not how many people **leave** the jurisdiction, but who **remains**. In general, there are two competing trends, which the County may be experiencing simultaneously; both relate to the future of the City of Cincinnati. The first trend can be characterized as the “redevelopment” of the center city. In this trend, areas are redeveloped and revitalized, bringing a number of people back to downtown. The residential development associated with this trend is often quite expensive. The second trend is one of outward migration, as people leave the city to live in the suburbs. In Cincinnati, both of these trends have a direct relationship to the potential size and nature of the urban population.

Regional Population

Hamilton County is the largest jurisdiction in the tri-state area; it is the center of industry commerce and entertainment. As a result, there is a significant population that frequently passes through or comes into the County which is not represented by the resident population.

County	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	% change since 70
Boone County, KY	11,170	9,420	9,572	9,595	10,820	13,015	21,940	32,812	45,842	57,589	97,139	196%
Butler County, OH	56,870	70,271	87,025	114,084	120,249	147,203	199,076	226,207	258,787	291,479	343,207	52%
Campbell County, KY	54,223	59,369	61,868	73,391	71,918	76,196	86,803	88,501	83,317	83,866	87,970	-1%
Clermont County, OH	31,610	29,551	28,291	29,786	34,109	42,182	80,530	95,725	128,483	150,187	185,799	94%
Dearborn County, IN	22,194	21,396	20,033	21,056	23,053	25,141	28,674	29,430	34,291	38,835	47,849	63%
Hamilton County, OH	409,479	460,732	493,678	589,356	621,987	723,952	864,121	924,018	873,224	866,228	823,472	-11%
Kenton County, KY	63,591	70,355	73,453	93,534	93,139	104,254	120,700	129,440	137,058	142,031	152,287	18%
Warren County, OH	25,584	24,497	25,716	27,348	29,894	38,505	65,711	84,925	99,276	113,909	181,743	114%
Regional Total	674,721	745,591	799,636	958,150	1,005,169	1,170,448	1,467,555	1,611,058	1,660,278	1,744,124	1,919,466	19%

Table 2.2 Trend in Regional Population

There are several different definitions of the Cincinnati SMSA. With the exception of Butler County above, all of the counties are in the SMSA used by the Census Bureau. However, other federal agencies use a fifteen county region, including seven in Kentucky and have grouped Cincinnati with northern Kentucky for reporting purposes. For this analysis, it seems reasonable to consider the potential impact of jurisdictions which are physically adjacent to Hamilton County. Although the population of Hamilton County has been declining since 1970, the population of the region has grown 184% since 1900 and 19% since 1970. The rate of population growth in the counties which

## Section 2. County Population Trends

surround Hamilton is significant (114% in Warren County, 94% in Clermont County, and 52% in Butler County. The growth in Boone County, immediately across the River, and the site of the airport is very substantial (196% since 1970).

## Age Cohorts

The Ohio Department of Development examines population trends within the State. In addition to providing projections of County population, they examine some of the larger demographic trends, including the differential growth rates for age groups within the population.

AGE COHORTS	CENSUS 1990			CENSUS 2000			% CHANGE 1990-2000			2005 ESTIMATE		
	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL	MALE	FEMALE
	POP	POP	POP	POP	POP	POP						
0-4	67,590	34,720	32,880	56,550	28,890	27,660	-16.3%	-16.8%	-15.9%	53,610	27,440	26,170
5-9	65,060	33,210	31,850	60,720	30,960	29,760	-6.7%	-6.8%	-6.5%	54,460	27,830	26,620
10-14	58,710	30,070	28,650	63,820	32,820	31,010	8.7%	9.1%	8.2%	56,860	28,910	27,940
15-19	59,150	29,980	29,180	60,990	30,950	30,040	3.1%	3.2%	2.9%	64,930	32,700	32,230
20-24	65,760	32,020	33,740	56,940	28,100	28,840	-13.4%	-12.2%	-14.5%	61,400	30,670	30,730
25-29	75,250	36,320	38,930	58,200	28,260	29,940	-22.7%	-22.2%	-23.1%	52,960	26,180	26,780
30-34	75,500	36,460	39,040	59,490	29,170	30,320	-21.2%	-20.0%	-22.3%	53,150	25,970	27,180
35-39	66,960	32,390	34,570	65,260	31,620	33,640	-2.5%	-2.4%	-2.7%	55,440	27,270	28,170
40-44	56,890	27,390	29,500	67,710	32,640	35,070	19.0%	19.2%	18.9%	62,240	30,110	32,130
45-49	44,320	21,090	23,240	61,070	29,240	31,830	37.8%	38.7%	37.0%	64,420	30,990	33,430
50-54	38,520	17,860	20,660	51,110	24,550	26,550	32.7%	37.5%	28.5%	57,180	27,250	29,930
55-59	37,930	17,470	20,460	37,990	17,890	20,100	0.2%	2.4%	-1.7%	46,630	22,080	24,550
60-64	39,160	17,720	21,440	31,560	14,210	17,340	-19.4%	-19.8%	-19.1%	33,350	15,330	18,020
65-69	36,280	15,680	20,600	29,690	12,980	16,710	-18.2%	-17.3%	-18.9%	26,800	11,580	15,210
70-74	28,120	11,290	16,840	28,620	11,980	16,640	1.8%	6.2%	-1.2%	24,420	10,160	14,260
75-79	22,660	8,140	14,520	24,330	9,300	15,030	7.4%	14.2%	3.5%	22,530	8,820	13,710
80-84	15,860	4,990	10,870	16,140	5,550	10,590	1.8%	11.2%	-2.6%	18,540	6,460	12,070
85+	12,510	3,130	9,380	15,130	3,870	11,260	21.0%	23.8%	20.1%	16,810	5,230	11,580
<b>TOTAL</b>	<b>866,230</b>	<b>409,900</b>	<b>456,330</b>	<b>845,300</b>	<b>402,970</b>	<b>442,330</b>	<b>-2.4%</b>	<b>-1.7%</b>	<b>-3.1%</b>	<b>825,710</b>	<b>395,000</b>	<b>430,720</b>

Table 2.3 Hamilton County Population by Age Group

Table 2.3 shows that the population of Hamilton County, like the State and the Nation, is living longer, which results in increasing numbers of people in the 70 and older categories. At one point, the "at risk" theory of incarceration suggested that the age group of 18-28 year-olds, particularly males, were the most likely to be incarcerated. As a result, as this age group decreased in size (as it did from 1990 to 2000),

Section 2. County Population Trends

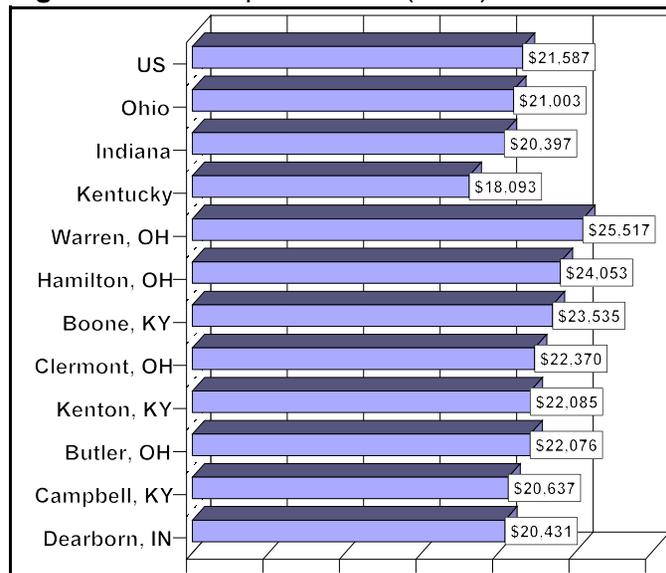
the population of the jail should decrease. That has clearly not been the case in either the nation, the State of Ohio or Hamilton County. It appears that there are factors, such as mandatory sentencing, the impact of highly addictive drugs, and social attitudes toward particular types of crime, such as DUI and domestic violence, that intervene in the at risk theory of incarceration. These shifts may be at the root of most justice systems seeing an “aging” jail population, which includes a more significant number of female offenders.

From a criminal justice planning perspective, there is one other trend which merits some consideration. The population of 10-19 year olds increased from 1990 to 2000. This is the age group that has begun to enter the adult justice system in this decade and it suggests that the system will continue to have a population of younger offenders to manage in the next 10 years. As planning efforts move forward, it will be important to be prepared for the growth which will occur in this segment of the population.

Economic Indicators

Per Capita Income

Figure 2.2 Per Capita Income (2000)



A number of the strongest risk factors for criminal behavior are associated with poverty. This section provides information regarding per capita income in the 2000 census, median household income, and the percentage of individuals living below the poverty level. All information in this section is taken from information available on the U.S. Bureau of Census website and comes from various economic surveys.

Per capita income in the US in 2000 was \$21,587; all three states in the region fall below the national average. In the region, Warren County has the highest per capita income at \$25,517, and Hamilton County’s is second highest at \$24,053. Per capita income is lowest in Dearborn County, Indiana at \$20,431.

Section 2. County Population Trends

Median Household Income

Figure 2.3 Trend in Median Household Income

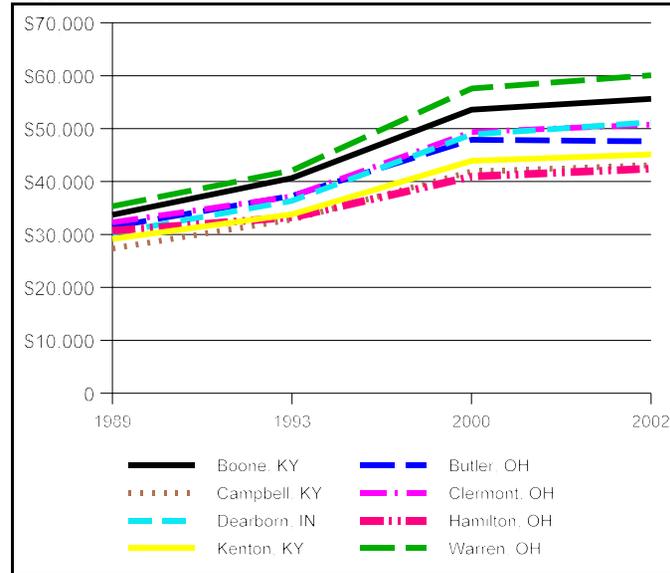


Table 2.2 Trend in Median Household Income

Jurisdiction	1989		1993		2000		2002
	Actual	Adjusted	Actual	Adjusted	Actual	Adjusted	Actual
US	\$28,906	\$41,914	\$31,241	\$38,739	\$41,567	\$43,230	\$42,409
Ohio	\$28,626	\$41,508	\$30,896	\$38,311	\$40,954	\$42,592	\$42,246
Indiana	\$27,769	\$40,265	\$31,055	\$38,508	\$41,567	\$43,230	\$41,973
Kentucky	\$23,392	\$33,918	\$25,222	\$31,275	\$33,672	\$35,019	\$35,875
Warren, OH	\$35,358	\$51,269	\$42,111	\$52,218	\$57,592	\$59,896	\$60,083
Boone, KY	\$33,730	\$48,909	\$40,700	\$50,468	\$53,593	\$55,737	\$55,617
Dearborn, IN	\$30,264	\$43,883	\$36,371	\$45,100	\$48,899	\$50,855	\$51,194
Clermont, OH	\$32,260	\$46,777	\$37,203	\$46,132	\$49,386	\$51,361	\$50,761
Butler, OH	\$31,485	\$45,653	\$37,304	\$46,257	\$47,885	\$49,800	\$47,582
Kenton, KY	\$29,171	\$42,298	\$33,815	\$41,931	\$43,906	\$45,662	\$45,147
Campbell, KY	\$27,354	\$39,663	\$32,801	\$40,673	\$41,903	\$43,579	\$43,087
Hamilton, OH	\$30,714	\$44,535	\$33,248	\$41,228	\$40,964	\$42,603	\$42,457

Adjusted is actual adjusted to 2002 dollars

Medians are often better measures than averages. Medians provide the point at which half of the statistic is below and the other half above the number provided. Averages can be skewed by the extreme cases at either end of the range; medians are not. All of the jurisdictions shown exhibit the same trend in median household income, and all have increased since the 1989.

For the counties shown, 2002 median household income is highest in Warren County at above \$60,000 and lowest in Hamilton County at \$42,457. All of the counties in Ohio are above the average for the State. Since Hamilton County had the highest per capita income, there are several possibilities that explain the difference. Hamilton County may have smaller households, or Hamilton County may have more statistically skewed data in which there are greater extremes at one end of the economic spectrum.

Section 2. County Population Trends

Household Size

Table 2.3 Hamilton County Household Size

	1990	2000	Numeric change	% change
Total Population	866,228	845,303	-20,925	-2.4%
Total Housing Units	361,421	373,393	11,972	3.3%
Total Households	338,881	346,790	7,909	2.3%
Total Population in Households	845,879	826,329	-19,550	-2.3%
Total Population in Group Quarters	20,349	18,974	-1,375	-6.8%
Household Size	2.50	2.38	-0.11	-4.5%

Data in Table 2.3 was provided by Hamilton County Regional Planning and is based on census data. The trend clearly shows that while population has decreased, housing units have increased. This results in smaller household size as suggested above.

Percent Below Poverty Level

Figure 2.4 Percent of Population Living Below the Poverty Level

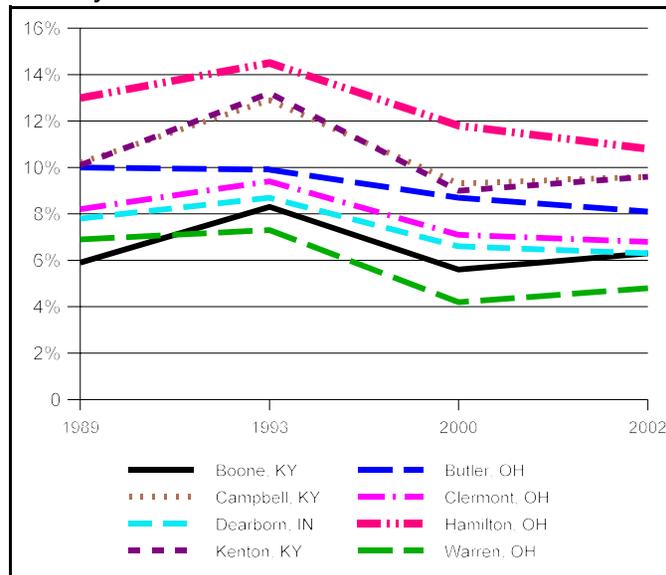


Figure 2.4 and Table 2.4 provide information about poverty in the region. Nationally, about the same proportion are living in poverty in 2002 as in 1989 (the first year for which data is available). Generally, fewer people live below the poverty level in Ohio than in the nation, and of the States for which information is provided, clearly Kentucky has the greatest proportion of its population living in poverty.

Table 2.4 Percent of Population Living Below the Poverty Level

Jurisdiction	1989	1993	2000	2002
US	12.8%	15.1%	12.4%	12.1%
Kentucky	17.2%	19.7%	15.8%	14.8%
Ohio	12.1%	13.7%	10.6%	10.2%
Indiana	10.3%	11.9%	9.5%	9.6%
<b>Hamilton, OH</b>	<b>13.0%</b>	<b>14.5%</b>	<b>11.8%</b>	<b>10.8%</b>
Campbell, KY	10.2%	12.9%	9.3%	9.6%
Kenton, KY	10.1%	13.2%	9.0%	9.6%
Butler, OH	10.0%	9.9%	8.7%	8.1%
Clermont, OH	8.2%	9.4%	7.1%	6.8%
Dearborn, IN	7.8%	8.7%	6.6%	6.3%
Boone, KY	5.9%	8.3%	5.6%	6.3%
Warren, OH	6.9%	7.3%	4.2%	4.8%

Of the Counties analyzed, Warren County has the smallest population living in poverty (estimated at less than five percent in 2002, and Hamilton County has the highest (estimated at 10.8%). There are two patterns shown in Figure 2.4.

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**Section 2. County Population Trends**

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- Hamilton, Butler, Dearborn, and Clermont Counties show a continuing decrease in the proportion of individuals living below the poverty level.
- Boone, Campbell, Kenton, and Warren show an estimated increase in 2002.

**Conclusions**

It is often tempting to think when the population of a jurisdiction is declining that the increase in jail populations will surely begin to reverse itself. Unfortunately, that is rarely the case for at least two reasons. First, nearly all jurisdictions, particularly metropolitan areas, have a non-resident population that routinely passes through their jurisdiction; this group can also use criminal justice resources as either the victim of a crime or the perpetrator. Secondly, beyond the potential for a transient population, there is the very real issue of who leaves the jurisdiction and who stays, which is often a matter of economic development. If the population that remains in the jurisdiction is at greater risk of being involved with the justice system, then in spite of a decrease in County population, the jail population is likely to grow.

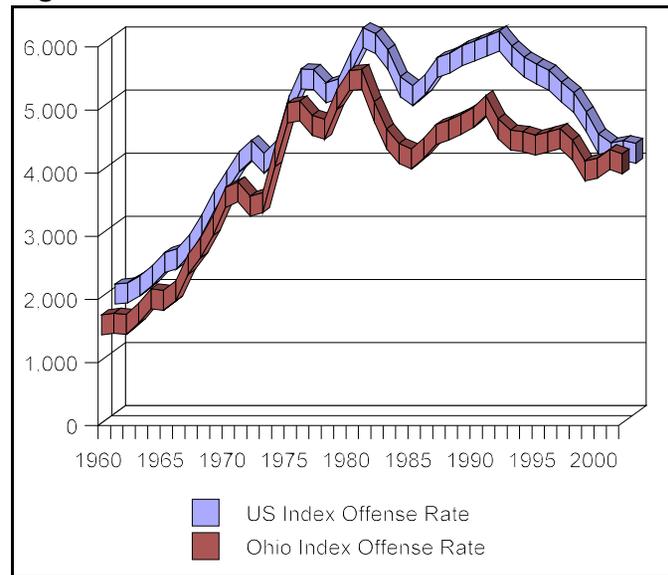


### Section 3. Crime and Crime Rates

Crime trends are a good indicator of the total potential volume of criminal justice activities in an area. Since they are gathered nationally, there is some potential for comparison across jurisdictions. All reported offenses will provide an indicator of the volume of crime in an area, but it is by no means a measure of **all** crime, since many offenses may not be reported to police or may fall into other categories.

#### Index Crime Rates

**Figure 3.1** Index Offense Rates in the US and Ohio



Since 1960, police agencies have reported information about the following key offenses to the Federal Bureau of Investigation: murder, forcible rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft. In 1979, an 8<sup>th</sup> offense, arson, was added to the reporting requirements. These charges were selected because they are serious offenses (felonies), are among the most frequently reported offenses, and tend to have similar elements in the statutes. When “crime rates” are generally reported, these are the **only** offenses considered. Crime rates are useful because they provide a way to compare crimes across multiple jurisdictions of varying sizes.

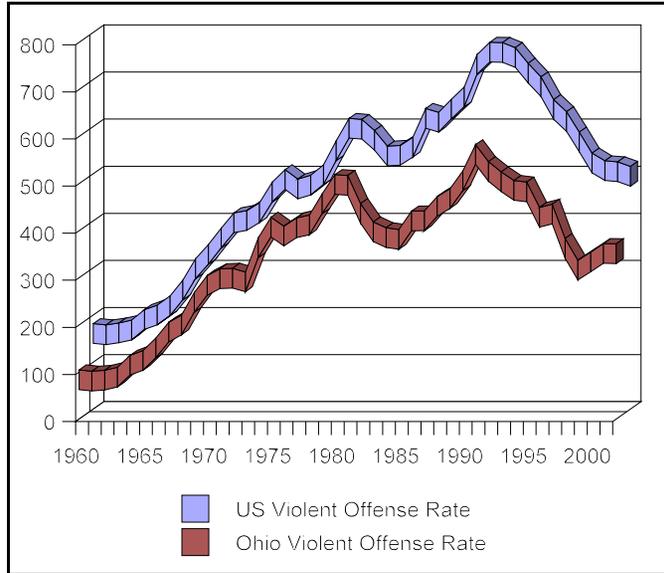
Figure 3.1 shows the national and State pattern in index offenses rates. Rates indicate the number of index offenses per 100,000 residents in the jurisdiction for the year reported. From 1960 through 1980, index offenses consistently increased. Beginning in the 1980's, index offense rates experienced a period of decline to approximately 1985, when another increase began. Since 1991, index offenses have declined consistently until the last two years. Index offense rates in Ohio have generally followed the same pattern. The Ohio rates have consistently been below the national average although since 2000 they appear to be very consistent with the US rates. Data on which these figures and all

subsequent figures in this section are based is provided in Appendix B.

Index offenses are divided into two groups: violent offenses and property offenses. Figures 3.2 and 3.3 provide these rates for the US and the State of Ohio.

Section 3. Crime and Crime Rates

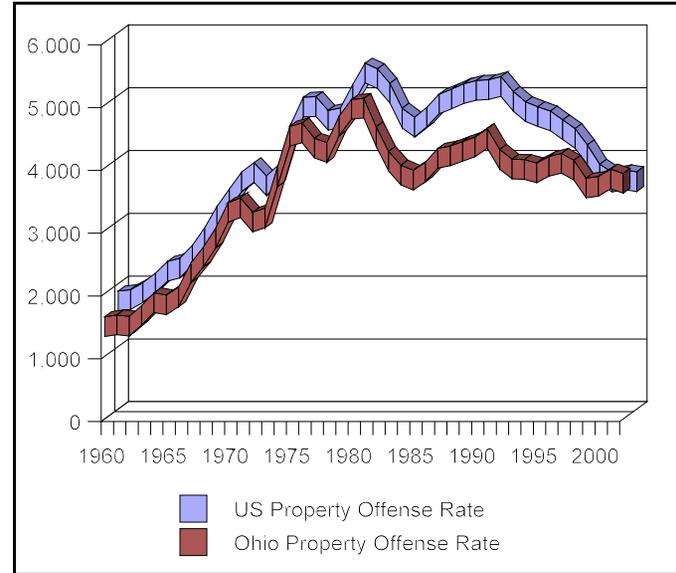
**Figure 3.2 Violent Offense Rates in the US and Ohio**



Review of Figure 3.2 and Figure 3.3 show that violent and property offense rates in the State generally follow the same pattern as the nation. Note that the violent crime rate is much lower per 100,000 than the property crime rate. In 2002, violent crimes were 12% of the national total and 9% of Ohio's.

There are several differences. The violent crime rate in Ohio has been considerably lower than the national rate since the 1980's.

**Figure 3.3 Property Offense Rates in the US and Ohio**



However, Ohio has seen an increase in the violent crime rate since 2000 while the nation has not. The property crime rate in Ohio is very similar to the national property crime trends.

Section 3. Crime and Crime Rates

**Figure 3.4** Index Offense Rates (US, Ohio, Hamilton County Sheriff, Cincinnati Police Department)

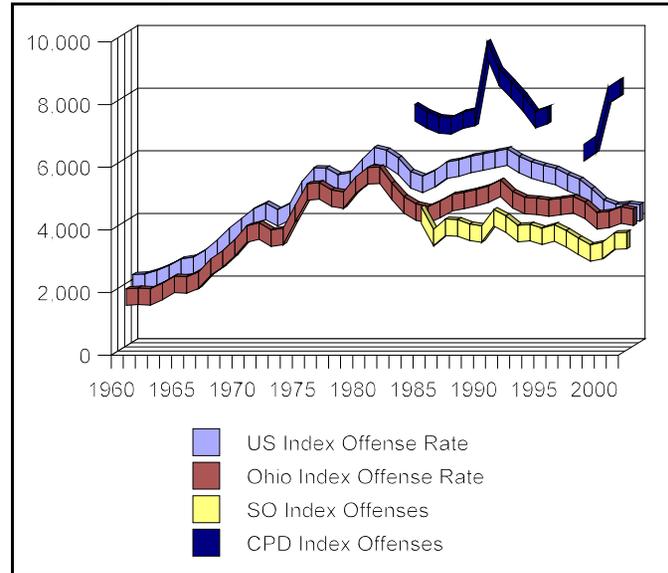
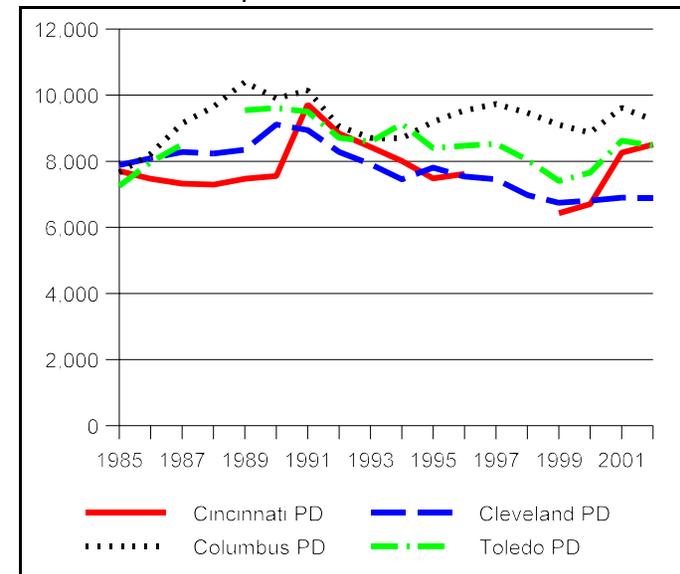


Figure 3.4 adds information that is available for selected Hamilton County agencies (Hamilton County Sheriff’s Office and the Cincinnati Police Department, which together account for approximately 85% of jail bookings). Information by agencies is accessible as far back as 1985, but has not been updated by the FBI beyond 2002. Information about local agencies has been obtained through the Bureau of Justice Statistics web site. Since reporting is voluntary, not all years may be available, and no information is available for the Cincinnati Police Department for years between 1997 and 1998. Figure 3.4 shows that index offense rates for population who reside in areas in which the Sheriff’s Office is the enforcement agency closely parallel the trend in the State. However, index offense rates in those areas policed by the Cincinnati Police Department are significantly higher than both the State and the nation as urban areas typically are. It is also worth noting that the increase in the offense rate has increased significantly during the period from 1999 - 2002.

Although the index crime rate for Cincinnati is higher than that seen in other portions of Hamilton County, it is important to note that it is

not different in a statistical sense from index crime rates in Columbus, Cleveland, and Toledo. The pattern seems most similar to the crime rates in Toledo and has consistently been lower than the crime rates in Columbus. Because crime rates can generate such emotional reactions and because they are among the most misunderstood statistics, it is important to see local information in context with comparable municipalities.

**Figure 3.5** Comparison of Index Crime Rates for Four Ohio Municipalities



Section 3. Crime and Crime Rates

**Figure 3.6** Violent Offense Rates (US, Ohio, Hamilton County Sheriff, Cincinnati Police Department)

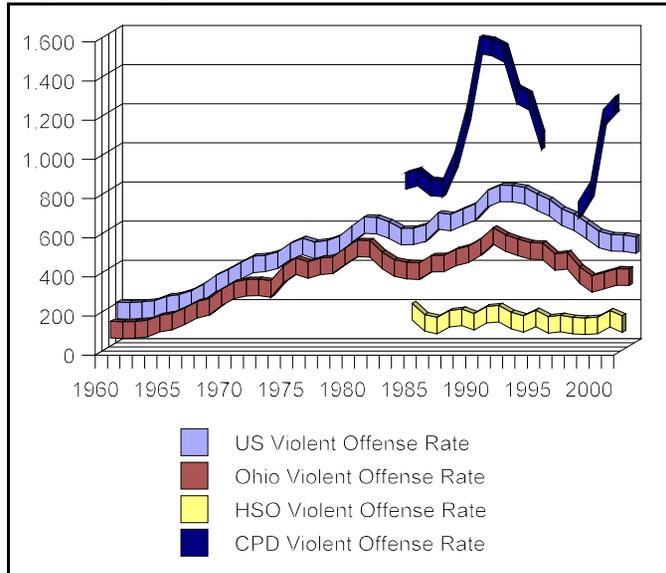
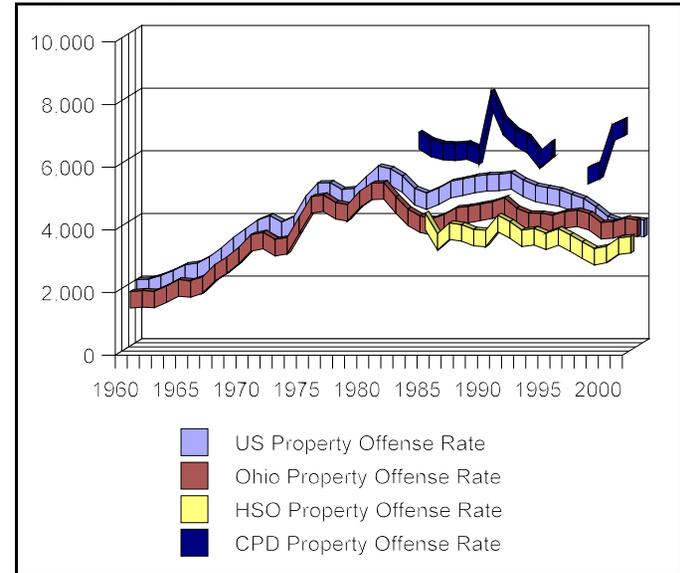


Figure 3.5 and Figure 3.6 provide some additional information. Violent offense rates are very low in areas policed by the Sheriff's Office, but higher in areas policed by the Cincinnati Police Department. It appears that violent crime rates in Cincinnati were decreasing significantly until the mid 1990's. In 1999, violent crime rates began to increase. It is worth noting that even in 2002, violent crime rates are lower in the City than they were in the late 1980's. Property crime rates in the areas policed

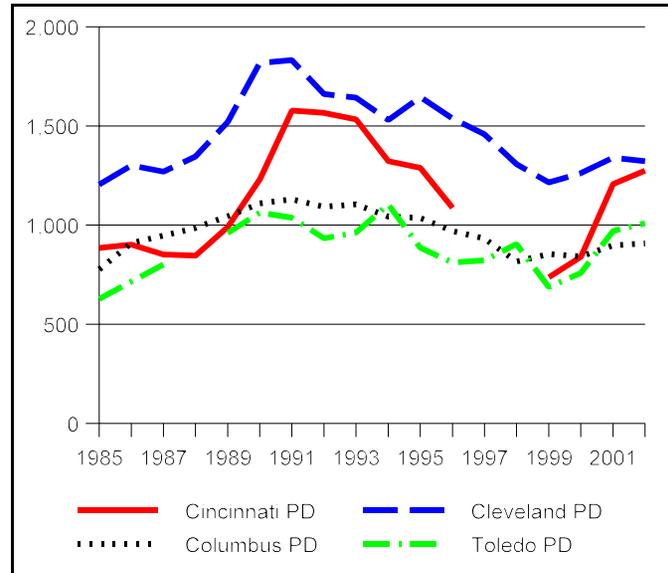
**Figure 3.7** Property Offense Rates (US, Ohio, Hamilton County Sheriff, Cincinnati Police Department)



by the Hamilton County Sheriff are quite consistent with the rates in both the State and the nation. While property crime rates in the City are higher, the extremes are less marked, although the pattern remains the same.

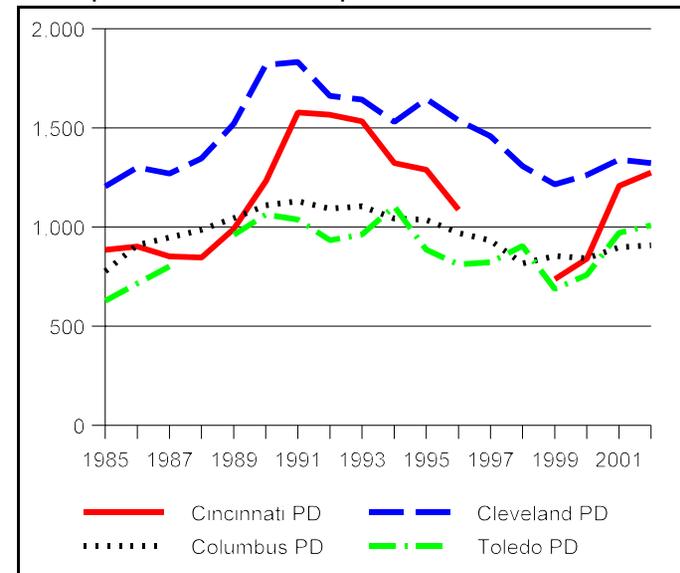
Section 3. Crime and Crime Rates

**Figure 3.9 Violent Index Crime Rates for Four Metropolitan Ohio Municipalities**



Again it is useful to have a context when examining violent and property index crime rates. Violent index crime rates in Cincinnati seem very similar in pattern to those seen in Cleveland, but fall below the level seen there. The trend seen in the late 1990's which continued through 2002 shows violent index crime rates increasing in all four municipalities. A similar pattern emerges for index property offenses.

**Figure 3.8 Property Crime Rates for Four Metropolitan Ohio Municipalities**



It is also worth noting that there is some evidence of a cyclical pattern in which all of these offenses rise and fall. Unlike State and National trends, for which we have the benefit of a very long view, it is more difficult to see the entire trend for specific jurisdictions for whom less data is available. As planning efforts continue, it will be important to continue to monitor crime and arrest patterns.

**Index Crimes**

While crime rates are useful as a means of comparison among jurisdictions, because they express crime as a factor of population, it is also very important to look at the *number* of offenses. If the number of crimes is held constant, but the population decreases, then the crime rate will increase. This is particularly important in this environment when the population of Cincinnati has decreased during the period that is examined.

Section 3. Crime and Crime Rates

**Figure 3.10** Index Offenses (Hamilton County Sheriff and Cincinnati PD)

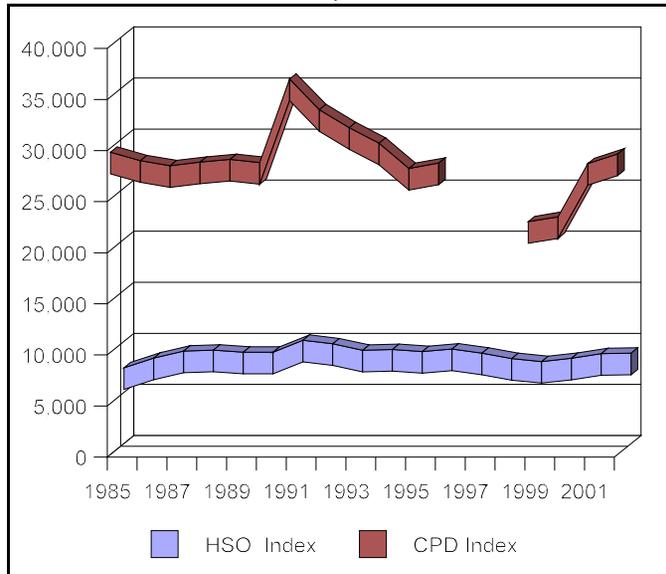
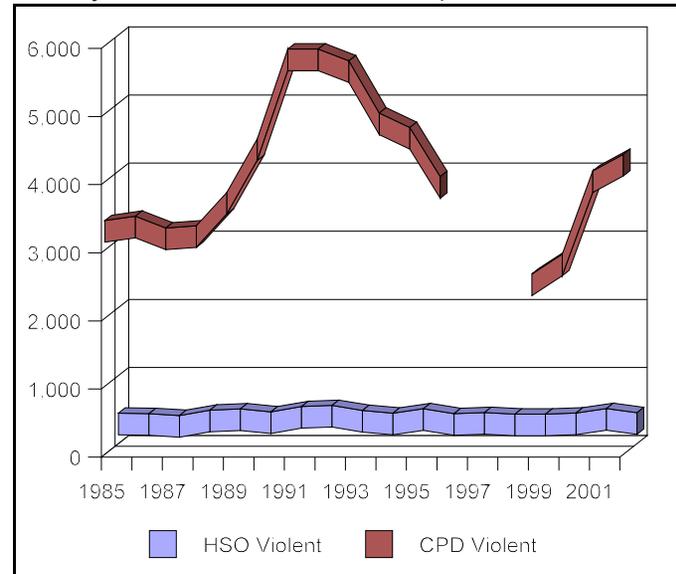


Figure 3.7 shows that the pattern in the actual number of index crimes reported by the two agencies varies significantly. Index crimes are relatively “flat” in the areas policed by the Hamilton County Sheriff’s Office, but they are more volatile in the City of Cincinnati. It may be that there is something cyclical in nature occurring in the City of Cincinnati, since there appears to be one peak (1991-1995) and an implied valley (from 1996-2000). If that is the

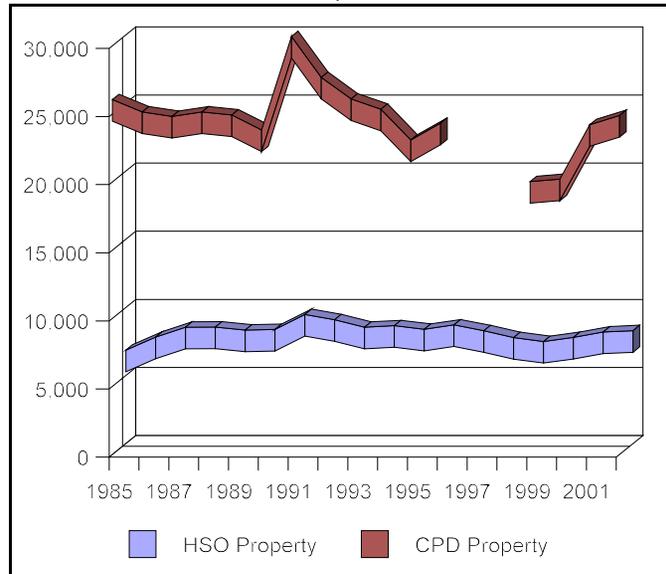
**Figure 3.11** Violent Index Offenses (Hamilton County Sheriff and Cincinnati PD)



case, then the increases seen in index offenses in the City from 2000-2002 may relate to a larger cycle which these statistics represent. This seems particularly likely since the pattern appears to be the same in Figure 3.8 and 3.9.

Section 3. Crime and Crime Rates

**Figure 3.12** Property Offenses (Hamilton County Sheriff and Cincinnati PD)



As noted earlier, there is considerable more volatility in index offenses reported by the Cincinnati Police Department. Violent offenses comprised from 3% - 5% of the index offenses reported in areas policed by the Hamilton County Sheriff's Office, but they were 5% - 18% of the index offenses reported in areas policed by the Cincinnati Police Department.

**Conclusion**

While index crimes will have an impact on the pretrial population of the jail, their real impact tends to be on the prison system, particularly violent crimes. However, many states now provide for some non-violent felons to stay in the local community as a condition of probation, which can result in a period of incarceration in the local jail.

There are a number of other offenses which have more immediate impacts on the local jail. Section five of this document includes information about cases filed in the Courts, which is a good indicator of crimes in Hamilton County.

If county population is the canvas on which criminal justice needs are painted, then crime and crime trends is the first wash of color to go on the painting. How the state and local system respond to these crimes make the shape of criminal justice practices emerge on the canvas. While legislative changes form the parameters in which all local officials operate, local policy and practice has the most significant and immediate impact on crime. When change occurs at the legislative level, however, there can be profound impacts on the demand for local jail resources. In the past, the State of Ohio has legislatively changed which felony offenses go into the state system, and which will stay at the County level. This planning effort must be cognizant of potential changes in both local and state criminal justice policy and practice.



Section 4. Jail Population Trends

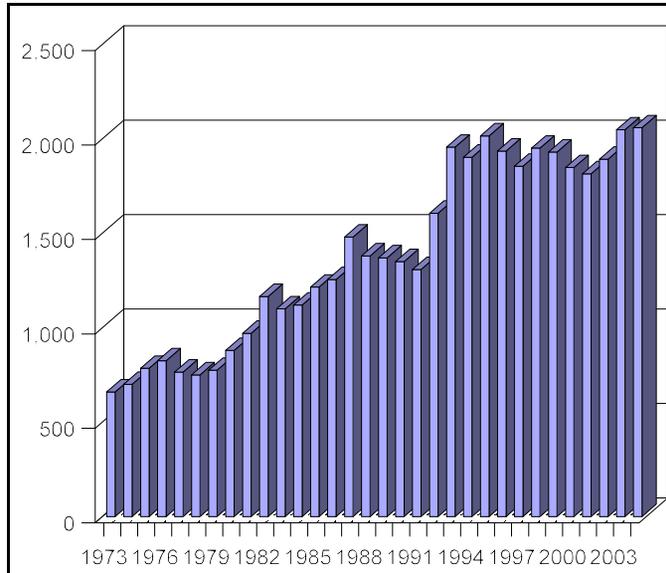
## Section 4. Jail Population Trends

This section of the document examines global jail population trends, including average daily population, admissions and length of stay. Data in this section comes from a variety of sources including prior studies as a part of earlier planning efforts and from internal reports generated by the Sheriff's Office.

### Average Daily Population (ADP)

#### Annual Trends

**Figure 4.1** Annual Trend in Average Daily Population (ADP)



The annual trend in ADP includes all County inmates at County operated facilities. At present, that includes the Hamilton County Justice Center (HCJC), Queensgate, Reading Road and Turning Point. The populations at the individual facilities will be analyzed later in this section. ADP from prior years includes all facilities operated by the County, but not City operated facilities (the Work House) prior to the County's assuming operations.

**Table 4.1** Annual Trend in Average Daily Population (ADP)

Year	ADP	Year	ADP	Year	ADP
1973	660	1984	1,120	1995	2,016
1974	700	1985	1,215	1996	1,935
1975	785	1986	1,255	1997	1,855
1976	825	1987	1,480	1998	1,951
1977	765	1988	1,380	1999	1,930
1978	750	1989	1,370	2000	1,848
1979	775	1990	1,350	2001	1,815
1980	880	1991	1,308	2002	1,892
1981	970	1992	1,606	2003	2,048
1982	1,165	1993	1,956	2004	2,059
1983	1,100	1994	1,903		

Figure 4.1 shows how capacity has influenced ADP. The years when HCJC and Queensgate came on line are clearly shown as is the point at which the last cap at HCJC (1994) was established. Hamilton County has a history of having capacity limits set in its institutions; as noted in section one of this

document, capacity limits were established on both the Workhouse and the original Jail. However, review of the last ten years during which capacity has been constant is worth closer examination. It is clear that Hamilton County has been making a number of efforts to manage its jail population; in 2000 and 2001, the County did achieve a population reduction. However, in 2003 and 2004 (the last full year for which data is available), ADP has increased 13% from 2001 (the lowest point since capacity was increased by the addition of Queensgate) and double celling.

Section 4. Jail Population Trends

Monthly Average Daily Population

ADP by Facility

**Figure 4.2** HCJC ADP, Design Capacity and Operating Capacity

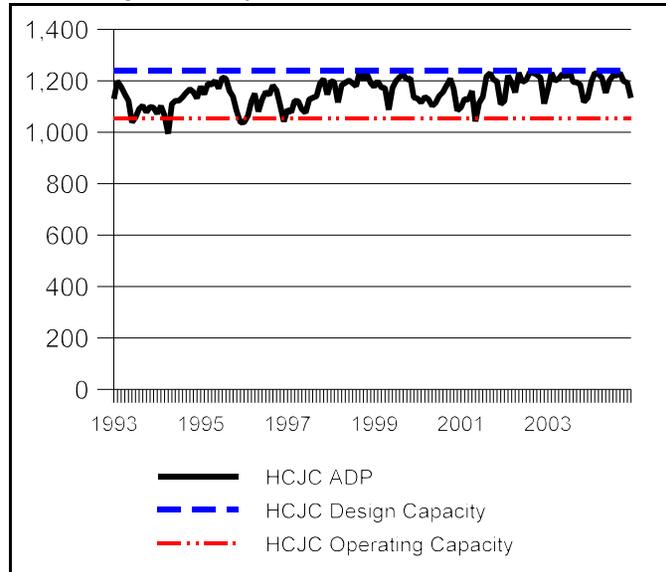
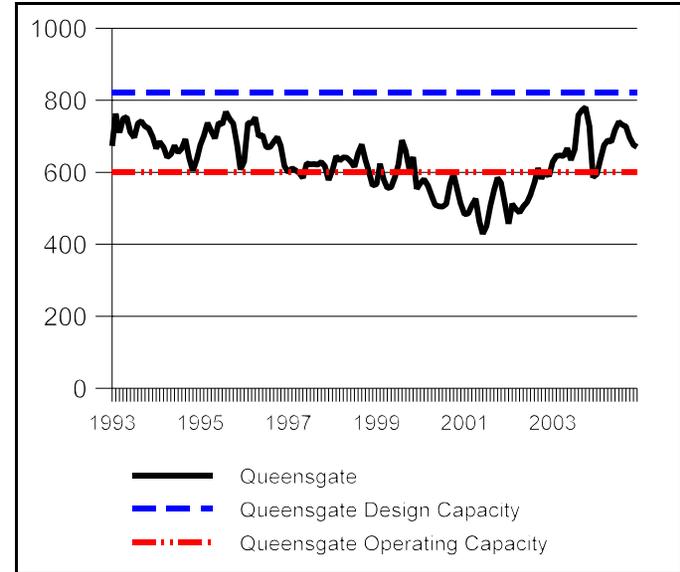


Figure 4.2 and Figure 4.3 show the average daily population, design capacity (as provided in section one) and operating capacity (85% of design capacity). Unlike prisons, jails must always have room for new inmates, and because jails must house a variety of inmate classifications, there must be some open space within the housing units for each classification. This trend is moderately strong; the correlation ( r ) between

**Figure 4.3** Queensgate ADP, Design Capacity and Operating Capacity

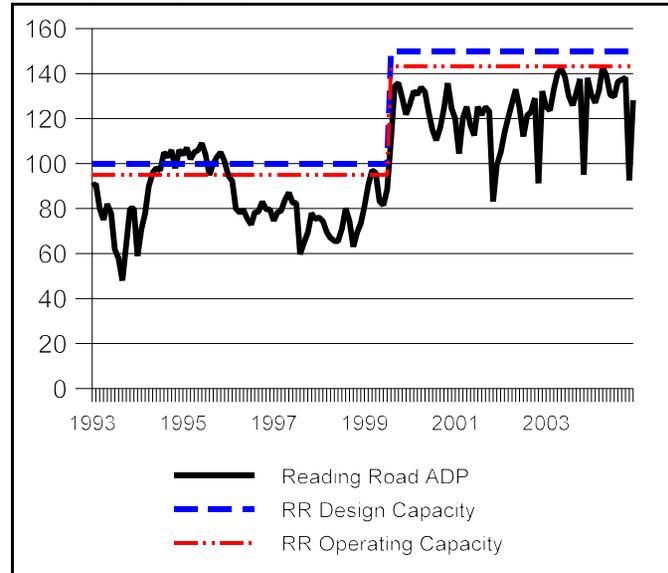


the number of the month) and average daily population for the same month is .61 ( r = .61). Correlations can range from +1 to -1. Stronger trends are closest to +/1.

Figure 4.2 shows that HCJC has consistently operated between 85% and 100% of design capacity. During the same period, Queensgate Correctional Facility has consistently been closer to operating capacity, particularly 1997. In fact, there have been periods when the facility was consistently below operating capacity. Between 2001 and 2002, the minimum security population decreased. Staff at the Sheriff's Office believe that this is because the number of minor arrests made by Cincinnati PD decreased in response to local conditions. In 2004, the population at Queensgate has increased again. This trend is very weak and shows a slight trend to decrease the use of Queensgate ( r = -.15).

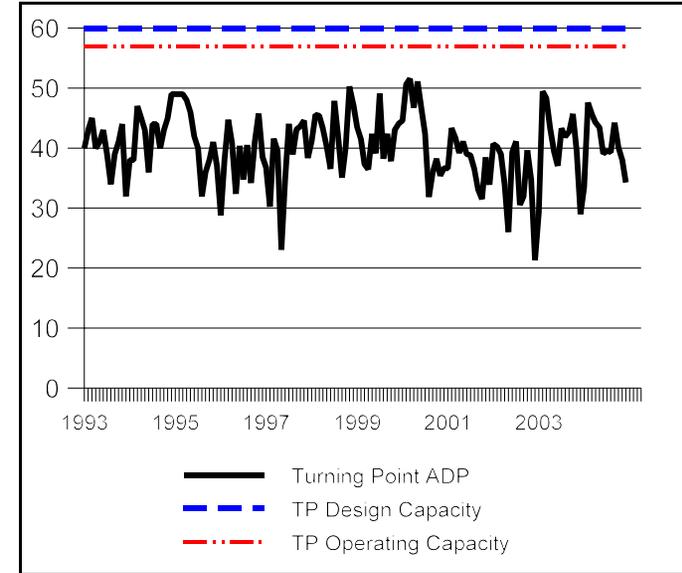
Section 4. Jail Population Trends

**Figure 4.4** Reading Road ADP, Design Capacity and Operating Capacity



Because Turning Point and Reading Road do not house new inmates, theoretically, they should be able to operate at a higher capacity, similar to a prison; 95% would be typical. Figure 4.4 shows the Reading Road Facility's ADP, design capacity and operating capacity. Since mid 1999, ADP at this facility has never exceeded its design capacity and has been below operating capacity during many months. Figure 4.5 provides the same information for Turning Point,

**Figure 4.5** Turning Point ADP, Design Capacity and Operating Capacity



Point, which has consistently operated below design capacity. The trend in the use of Reading Road is the strongest noted in this analysis ( $r = .71$ ), while the trend in the use of Turning Point is weak and inverse ( $r = -.16$ ).

Clarification of the classification system and the use of each facility helps to explain these findings. Reading Road provides substance abuse treatment while Turning Point is a multiple DUI offender program. Queensgate is a minimum security facility, and minimum security inmates meet the following criteria:

- Non-violent pre-sentenced misdemeanor or sentenced misdemeanor.
- A sentenced non-violent felon with local incarceration time, who has no history of conviction for violence in the last five years.

Both of these facilities have been underutilized during much of their life-time. The primary reasons for this level of utilization are:

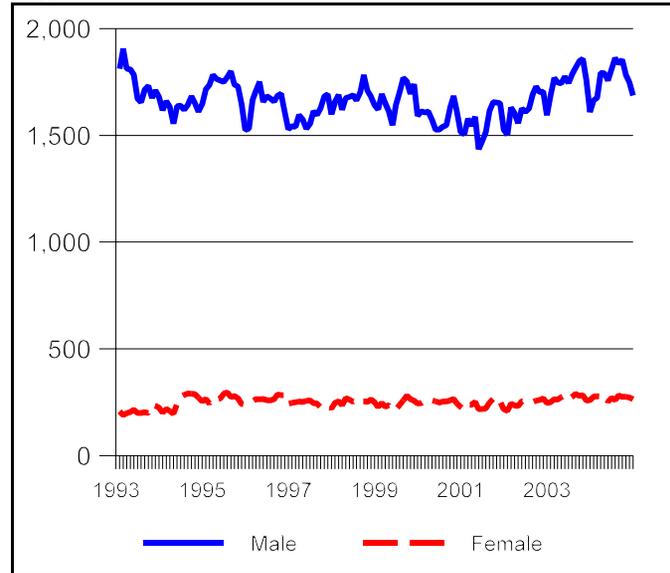
- Limitations in who can be placed at these facilities because of their low security level,
- Potential reduction in the use of residential alternatives for minimum security inmates.

These facilities are discussed in more detail in Section 8.

Section 4. Jail Population Trends

Male and Female ADP

Figure 4.6 Male and Female ADP

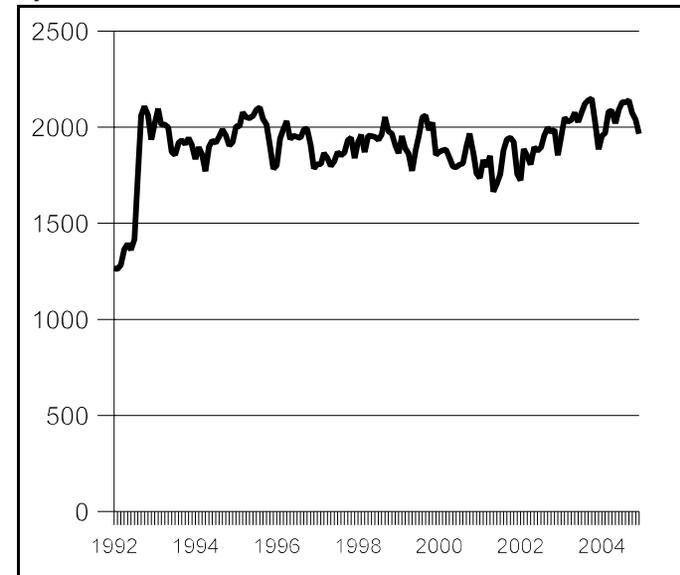


Between 1993 and 2004, male monthly ADP has varied from a low of 1,435 to a high of 1,906. The female monthly ADP has varied from a low of 190 to a high of 296. Female capacity is limited to 315, 100 of which are at Reading Road. The female offender population has frequently been earlier released or processed only because of lack of capacity. As a result, the ADP of females appears to have been constrained by space.

ADP in All Facilities by Month

Figure 4.7 shows the annual trend in ADP in all facilities. ADP in all facilities has ranged from a low of 1,262 in February of 1992 to a high of 2,150 in October of 2003. Overall, the strength of this trend is moderate at best ( $r=.33$ ).

Figure 4.7 Average Daily Population in all Facilities by Month



Since 1993, when most of the current capacity came on line, the trend has been even weaker ( $r = .12$ ). Review of Figure 4.7 shows that the trend was relatively flat until 2002. Since that time an increasing trend has emerged which is relatively strong ( $r = .69$ ). This segment of the trend may be suitable for short-term projections, but given its relatively short duration, is not likely to be accurate beyond 3 years.

Section 4. Jail Population Trends

Seasonal Affects

**Figure 4.8** Monthly System ADP as a Percent of Annual Average ADP

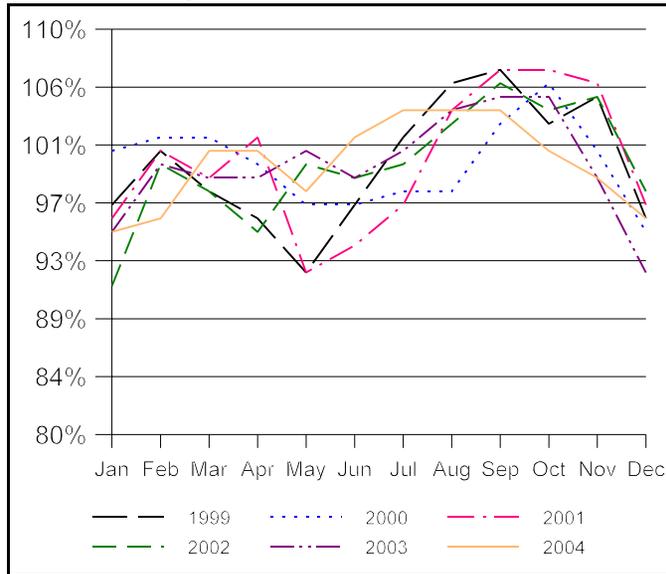
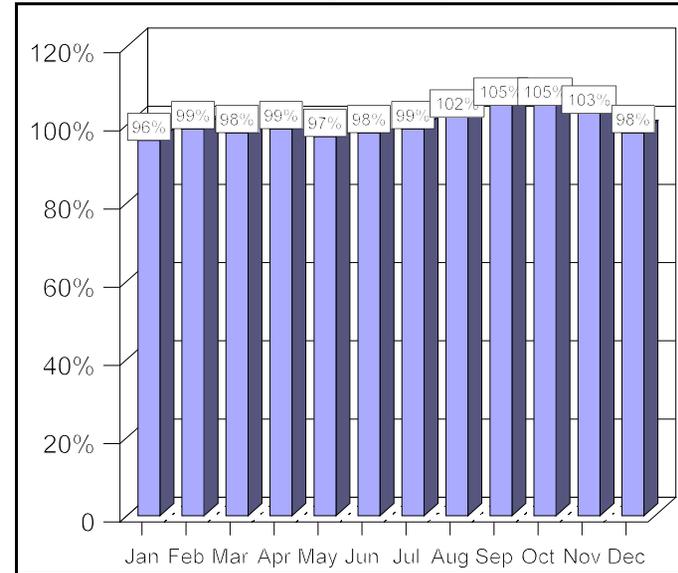


Figure 4.8 is useful in exploring the pattern of monthly ADP. The average ADP for each month is expressed as a percent of the yearly average. Between 1993 and 2004, monthly ADP has varied from a low of 89% of annual to a high of 107%. The pattern is remarkable consistent. Figure 4.9 averages the data shown in Figure 4.8 by month. Population is elevated as much as 105% of average during the summer and fall (August through November). It is lower

**Figure 4.9** Average of Monthly System ADP as Percent of Annual Average ADP (1993 - 2004)



during the cold weather months, spring and early summer (December through July). Although the size of the population is large enough that the type of variations seen in the system will be relatively small percentage wise, the consultant sees this jail population as relatively flat across the months of the year.

Section 4. Jail Population Trends

**Peak ADP**

**Table 4.2** Average ADP, Peak ADP, and Peaking Factor for Total System and Females (Selected Years)

Year	ADP	Peak ADP	Peaking Factor	Female ADP	Peak Female ADP	Female Peaking Factor
1993	1,955.77	2,099.10	107%	210.76	242.55	115%
2000	1,848.30	1,975.41	107%	251.76	273.71	109%
2004	2,056.74	2,172.34	106%	271.78	293.81	108%

Peaking factors examine daily counts for every day of the year in relationship to the average counts for the same year. Peak populations are based on the 36 highest counts (10%). The consultant selected three years for this analysis. 2004 was selected because it is the last full year of data. 1993 was selected since it was the first year for which female ADP is available and the first year for which system capacity approached current levels. 2000 was selected since it was a mid-point which occurred after changes which

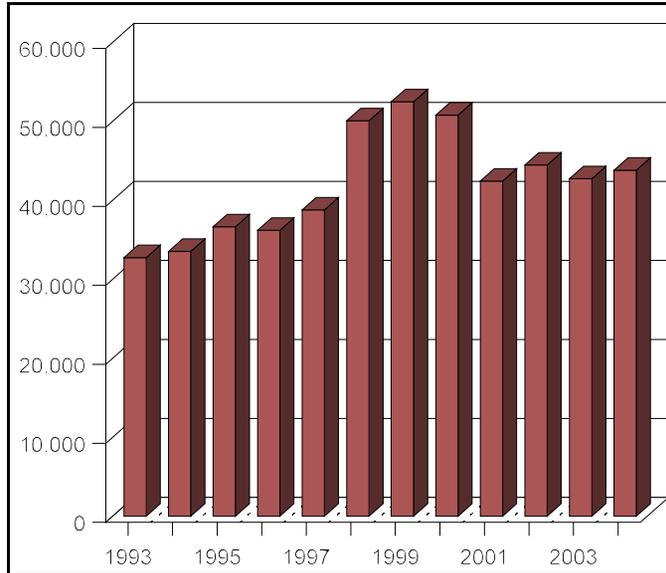
occurred in the mid 90's and before events of 2001. The peaking factors for the total population are very consistent at 106% - 107% of average. The peaking factors for the female ADP are higher. For 2000 and 2004, female peak populations have been 108% - 109% of average. However, in 1993, female population began to reach capacity within the facility, resulting in system changes resulted in early release and process only options for females. In 1993, female peak ADP reached 115% of average female ADP. This may be some of the most direct evidence of the degree to which the female population, certainly, and potential system ADP has become capacity driven.

Section 4. Jail Population Trends

Annual Admissions

Annual Trend in Admissions

Figure 4.10 Trend in Admissions



Admission information is available with reliability only as far back as 1993; this is adequate for master planning purposes, since it includes the period when capacity was established. Review of the trend in admissions is particularly interesting. There are three distinct periods in this trend. From 1993 through 1997, admissions grew modestly from 32,732 to 38,762 (18%). For the next three years, admissions exceeded 50,000 annually, peaking in 1999 at 52,442. In 2001, a third period in which admissions leveled out between 42,000 and 44,500 annually.

Table 4.3 Trend in Admissions and Length of Stay

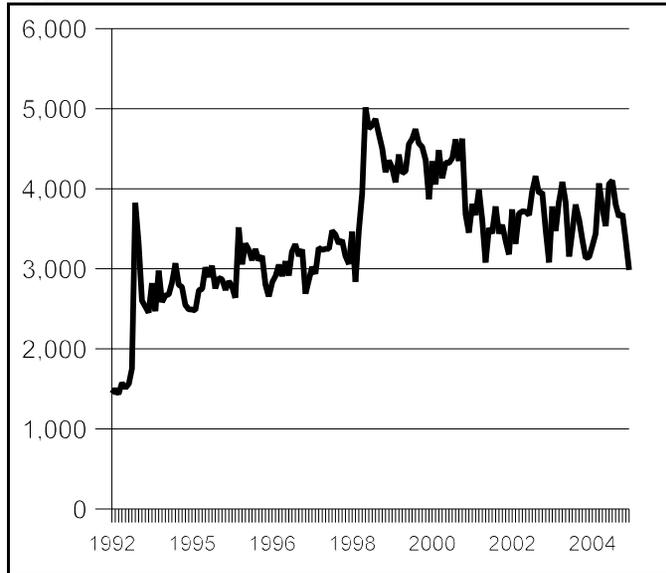
Year	Admissions	Length of Stay
1993	32,732	21.81
1994	33,503	20.73
1995	36,636	20.09
1996	36,194	19.51
1997	38,762	17.47
1998	50,055	14.23
1999	52,442	13.43
2000	50,776	13.29
2001	42,407	15.62
2002	44,453	15.54
2003	42,710	17.50
2004	43,784	17.16

Hamilton County staff believe that the most likely reasons for these shifting patterns lies in the practices and resources of the Cincinnati Police Department. Staff at the Sheriff’s Office noted that there were fewer minor arrests when the County initiated the practice of “process only.” As noted in section one of this document, process only provides a form of stationhouse release based at the jail. In addition, human resources at the Police Department increased from 947 certified officers in 1995 to 1,005 in 1998. This influx of officers would normally result in increased arrests simply based on the number of officers available. It is worth noting that there have been a variety of practice changes at the Police Department in response to community concerns. As a part of these concerns, the Police Department has focused on creating a responsive police presence in the community without necessarily focusing on arrests.

Section 4. Jail Population Trends

Monthly Trend in Admissions

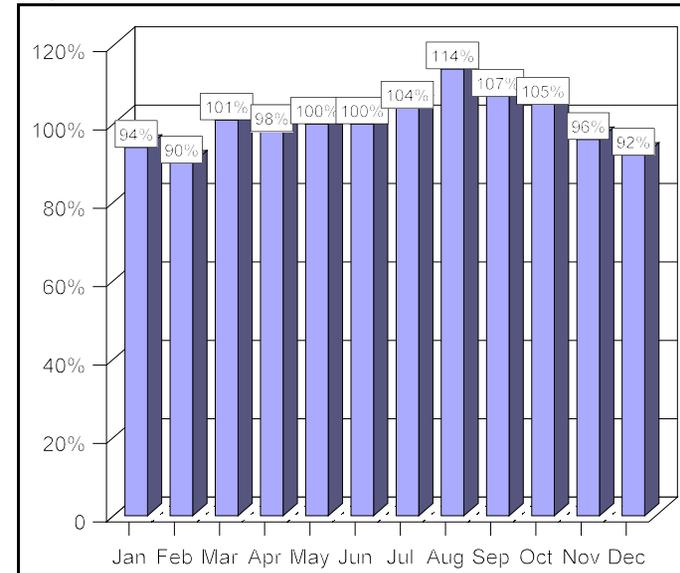
Figure 4.11 Monthly Trend in Admissions



The monthly trend in admissions shows two periods that were significantly different between 1992 and 2004. For the first year for which monthly admission data is available (1992), admissions were low; this is most likely related to the reduced capacity that was available at this time. The second period from May of 1998 to November of 2000. Overall, the strength of the trend is moderate ( $r = .62$ ). When the second period is eliminated from the trend analysis, the trend is considerably stronger ( $r = .75$ ).

Figure 4.12 clearly shows months when admissions are markedly higher. In general, admissions appear to be elevated in the warm weather months of the year, particularly August.

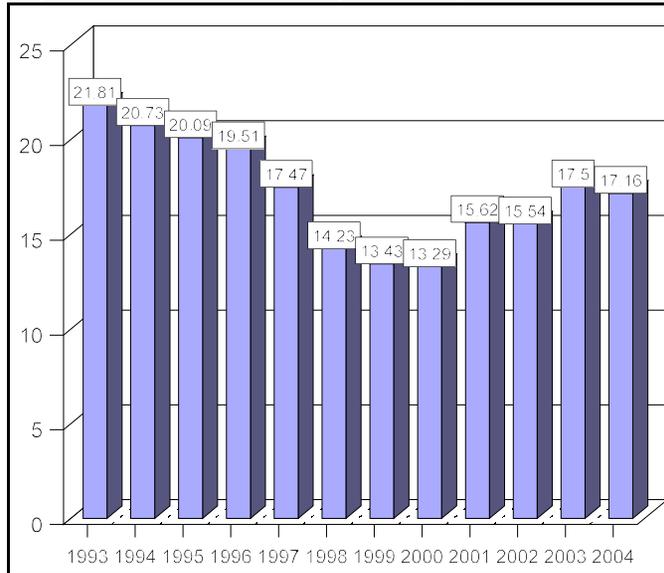
Figure 4.12 Seasonal Trend in Admissions



## Section 4. Jail Population Trends

## Annual Average Length of Stay (ALOS)

Figure 4.13 Trend in Length of Stay



There is a relationship among these population statistics. Average daily population equals average length of stay times the number of admissions divided by the number of days in the year. Figure 4.13 shows the trend in length of stay which shows four distinct periods. From 1993 through 1997 length of stay decreased modestly from 21.81 days to 17.47. ALOS remained low between 1998 and 2000, at 13 - 14 days. This was a period when the number of admissions was markedly higher than in previous years. When viewed in light of length of stay, since average daily population remained relatively flat, it suggests that a lower level of offenders, who could be released more readily, were coming into the system. LOS increased to 15 in 2001 and 2002, and LOS has increased again, to 17 days in 2003 and 2004. These are significant increases, given the large number of people admitted.

## Conclusions

1. The data provided in this section are shaped by a variety of conditions. Changes in arrest standards and practices help to shape admissions, while changes in legislation and sentencing philosophy helps to shape length of stay. During this period, a number of significant shifts have occurred:
  - a. There have been a variety of initiatives associated with driving while intoxicated. These initiatives and legislative changes first changed system response to this offense and have begun to shape social behavior.
  - b. A heightened awareness of domestic violence has resulted in increased mandatory arrests and the increasing use of protective orders.
  - c. Senate Bill 2, which changed the type of offenses which could be served locally, significantly changed prison populations and resulted in the emergence of community corrections.
  - d. Increased penalties associated with firearms and drugs have resulted in significant shifts in the prison and jail population. These changes in social policy influence both the prison and jail populations.
2. It is clear that elevated jail population levels are driven by length of stay in the system to a much greater degree than admissions.
3. There is considerable evidence that the system has become capacity driven. Review of average daily population clearly shows times when HCJC and Queensgate opened; these times resulted in an increase in population that was "waiting" to fill the beds which were created. It is also clear that when the number of beds are limited, the system adapts its behavior to function within the level of beds which are available.

**Section 4. Jail Population Trends**

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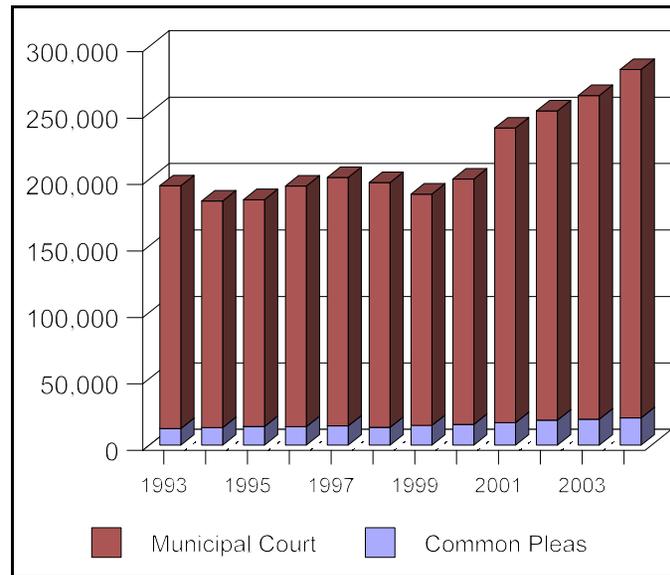
4. Unfortunately for Hamilton County, it has a significant number of beds which can not be used by “any” inmate. Beds at Reading Road and Turning Point are linked to program participation, and beds at Queensgate are restricted to lower security inmates. HCJC, however, has been particularly crowded during the entire period studied, suggesting that the type of housing which is available at that location is the type which is needed.

## Section 5. Court Activity Trends

This section of the report provides information about the flow of cases through the Hamilton County Court of Common Pleas and Municipal Courts.

### Civil and Criminal Case Flow

**Figure 5.1** Common Pleas and Municipal Court Case Flow



Data in Figure 5.1 and Table 5.1 was provided from two sources. All data related to Municipal Court was taken from Annual Reports of the Municipal Court except for 2003 and 2004. In those years, it was necessary to exclude traffic cases, which were not included in prior years. Data related to the Court of Common Pleas for 1993 - 2000 was taken from Annual Reports. In 2001, the Court stopped producing Annual Reports. Data from 2001 - 2004 was extracted from the Annual Report of the Supreme Court of Ohio, Common Pleas General Division.

**Table 5.1** Common Pleas and Municipal Court Case Flow

Year	Common Pleas	Municipal Court	Total
1993	12,476	182,656	195,132
1994	13,225	170,497	183,722
1995	14,046	170,635	184,681
1996	13,892	181,058	194,950
1997	14,424	187,003	201,427
1998	13,376	184,151	197,527
1999	14,831	174,058	188,889
2000	15,606	184,603	200,209
2001	16,924	221,674	238,598
2002	18,824	232,624	251,448
2003	19,580	243,429	263,009
2004	20,569	262,049	282,618

During this period, the Court of Common Pleas cases have accounted for seven percent of all criminal and civil case filings. These cases, however, because of their seriousness typically require more hours of effort to come to a resolution. After a period of relative stability from 1993 to 2000, cases filed in both the Court of Common Pleas and Municipal Court have increased significantly. Cases filed in Municipal Court increased 42% between 2000 and 2004, while cases filed in the Court of Common Pleas have increased 32%. The Core Team indicated that they believe that the quality of the population is changing as well; this population is perceived as more violent and more likely to be involved with a lifestyle which includes drugs and weapons.

## Section 5. Court Activity Trends

The ability of the Court to process cases depends on both the volume of cases filed and the judicial resources that are available to hear them. During this same period, judicial resources remained constant at 16 judges in the Court of Common Pleas and 14 judges and six magistrates in the Municipal Court. The number of cases assigned to each judge has increased.

### Common Pleas Caseload Information

#### Common Pleas Criminal Caseload Information

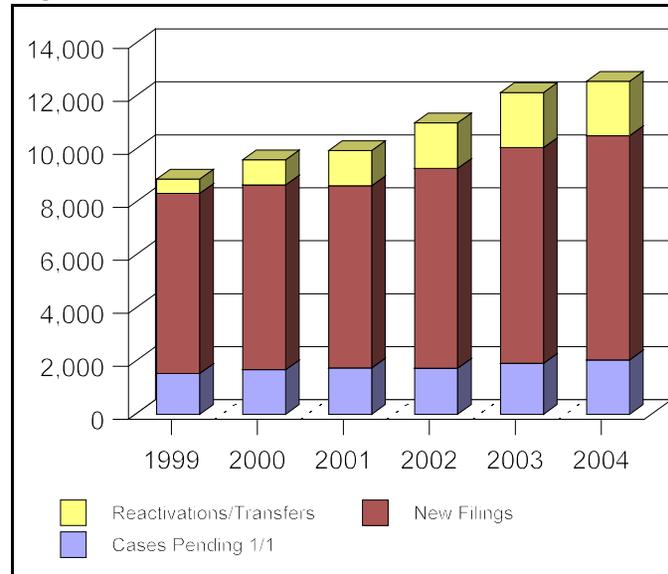
This section provides information extracted from the Annual Reports of the Supreme Court of Ohio, General Division of the Courts of Common Pleas.

**Table 5.2** Criminal Caseload Information (Hamilton County and State of Ohio)

	1999	2000	2001	2002	2003	2004
<b>Hamilton County</b>						
Cases Pending 1/1	1,544	1,686	1,756	1,741	1,929	2,057
New Filings	6,798	6,974	6,874	7,548	8,143	8,465
Reactivations/Transfers	540	947	1,328	1,715	2,078	2,053
Total Cases	8,882	9,607	9,958	11,004	12,150	12,575
Total Terminations	7,171	7,858	8,217	9,075	10,093	10,244
Clearance Rate	97.7%	99.2%	100.2%	98.0%	98.7%	97.4%
Cases Pending 12/31	1,711	1,749	1,741	1,929	2,057	2,331
Cases Pending Beyond Guidelines	25	49	85	90	106	167
Cases Beyond Guidelines as % of Total Cases	0.3%	0.5%	0.9%	0.8%	0.9%	1.3%
<b>Statewide</b>						
Cases Pending 1/1	16,541	17,879	18,422	21,162	22,393	25,005
New Filings	59,683	61,014	66,871	68,544	72,261	73,785
Reactivations/Transfers	7,006	7,909	9,959	10,519	12,246	13,274
Total Cases	83,230	86,802	95,252	100,225	106,900	112,064
Total Terminations	65,382	68,404	74,090	77,848	81,894	86,620
Clearance Rate	98.0%	99.2%	96.4%	98.5%	96.9%	99.5%
Cases Pending 12/31	17,848	18,398	21,162	22,377	25,006	25,444
Cases Pending Beyond Guidelines	1,763	1,952	2,538	2,817	3,631	3,575
Cases Beyond Guidelines as % of Total Cases	2.1%	2.2%	2.7%	2.8%	3.4%	3.2%

Section 5. Court Activity Trends

Figure 5.2 Criminal Caseload Information



Information in Table 5.2 and Figure 5.2 show that all types of criminal case filings have increased. Criminal case terminations have also increased. This trend is not isolated in Hamilton County, but is clearly suggested by summary State findings.

Hamilton County experienced a 33% increase in the number of cases carried over from the prior year in contrast with the State which showed a 51% increase in cases carried over. Both Hamilton County and the State in general showed a 25% increase in cases filed. Hamilton County experienced a 280% increase in reactivations/transfers in contrast to a more modest, but still significant 89% increase in this category at the State level. Overall, the increase in filings in Hamilton County has been more substantial (42%) than in the State as a whole (35%).

Hamilton County experienced a 43% increase in case terminations in contrast to the State average of 32%. Hamilton County also has a lower proportion of cases pending at the end of the year (36%) than the State as a whole (43%).

When discussing cases pending beyond the guidelines (90 days), it is important to note that Hamilton County has had a much lower percentage of cases pending beyond the guidelines than the State as a whole.

In 1999, Hamilton County had only .3% of cases beyond guidelines. This proportion grew during the period between 1999 and 2004 to 1.3% of cases in 2004. The State, in contrast, in 1999 had 2.1% of cases pending beyond guidelines; this increased to 3.2% in 2004.

It is important to acknowledge how efficient case processing is in this Court. In 2000, the National Institute of Justice published an evaluation of case processing in nine large urban court systems.<sup>1</sup> Hamilton County provided the most expeditious felony case processing time.

<sup>1</sup> NIJ, Research in Brief, "Efficiency, Timeliness and Quality: A New Perspective from Nine State Criminal Trial Courts, June 2000.

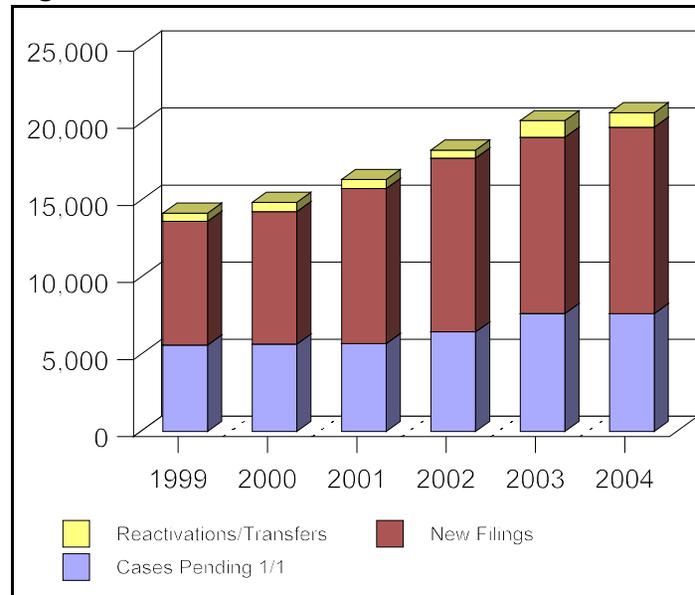
Section 5. Court Activity Trends

Common Pleas Civil Caseload Information

Table 5.3 Hamilton County Civil Caseload Information

	1999	2000	2001	2002	2003	2004
<b>Hamilton County</b>						
Cases Pending 1/1	5,613	5,676	5,711	6,470	7,663	7,645
New Filings	8,034	8,599	10,050	11,276	11,437	12,104
Reactivations/Transfers	520	595	595	514	1,067	934
Total Cases	14,167	14,870	16,356	18,260	20,167	20,683
Total Terminations	8,490	9,214	9,886	10,597	12,522	12,843
Clearance Rate	99.3%	100.2%	92.9%	89.9%	100.1%	98.5%
Cases Pending 12/31	5,677	5,656	6,470	7,663	7,645	7,840
Cases Pending Beyond Guidelines	328	270	208	353	348	382
Cases Beyond Guidelines as % of Total Cases	2.32%	1.82%	1.27%	1.93%	1.73%	1.85%
Total new cases	14,832	15,573	16,924	18,824	19,580	20,569

Figure 5.3 Civil Caseload Information



Although information about civil caseload does not have a direct bearing on criminal justice planning, it is provided here because civil caseloads are a significant portion of the Court's business and thus influence the use of judicial resources. During the period studied, civil cases pending at the first of the year increased 36%. New filings have increased 51%, and reactivations and transfers have increased 80%, resulting in an overall caseload increase of 46%.

Civil terminations have increased 51% and cases pending beyond guidelines have increased 16%. Civil cases pending beyond guidelines as a percentage of total cases has decreased from 2.32% in 1999 to 1.85% in 2004.

It seems clear that Hamilton County has a more efficient system for processing both criminal and civil cases than the State as a whole. However, it also appears that the level of judicial resources in this Court is beginning to have an impact on the ability of the Court to maintain what is a very rapid processing period.

## Section 5. Court Activity Trends

## Common Pleas Criminal Case Terminations

Table 5.4 Common Pleas Criminal Case Terminations

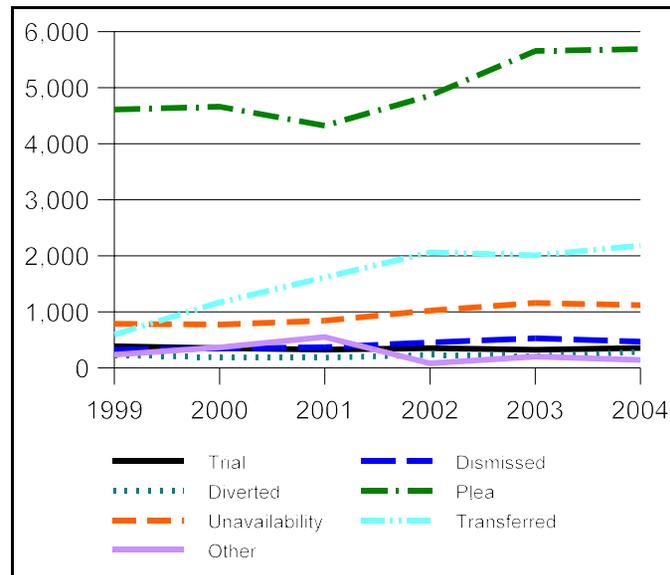
	1999	%	2000	2001	2002	2003	2004	%
<b>Hamilton County</b>								
Jury Trial	130	1.8%	152	144	159	139	155	1.5%
Court Trial	256	3.6%	199	184	192	186	201	2.0%
Settled or Dismissed Pretrial	25	0.3%	22	1	0	0	5	0.0%
Dismissal	277	3.9%	299	352	451	520	449	4.4%
Dismissed for Lack of Speedy Trial	21	0.3%	25	15	6	11	17	0.2%
Diversion/Arbitration	231	3.2%	189	183	235	209	288	2.8%
Guilty or No contest to Original Charge	3,155	44.0%	3,383	2,483	1,835	1,890	2,360	23.0%
Guilty or No contest to Reduced Charge	1,455	20.3%	1,279	1,841	3,026	3,766	3,326	32.5%
Unavailability of Party	789	11.0%	771	845	1,024	1,160	1,119	10.9%
Transferred Out	595	8.3%	1,173	1,618	2,062	2,008	2,181	21.3%
Bankruptcy Stay/Interlocutory Appeal	2	0.0%	1	1	2	0	4	0.0%
Other Termination	235	3.3%	365	550	83	204	139	1.4%
Total Terminations	7,171	100.0%	7,858	8,217	9,075	10,093	10,244	100.0%
<b>Statewide</b>								
Jury Trial	1,680	2.6%	1,589	1,747	1,711	1,643	1,653	1.9%
Court Trial	727	1.1%	623	712	741	803	934	1.1%
Settled or Dismissed Pretrial	1,543	2.4%	1,553	1,643	1,574	1,564	1,385	1.6%
Dismissal	3,198	4.9%	3,296	3,441	3,823	4,038	4,406	5.1%
Dismissed for Lack of Speedy Trial	97	0.1%	108	110	99	104	119	0.1%
Diversion/Arbitration	1,939	3.0%	1,939	2,143	2,282	2,763	2,841	3.3%
Guilty or No contest to Original Charge	23,685	36.2%	27,347	25,869	24,906	26,814	31,558	36.4%
Guilty or No contest to Reduced Charge	22,743	34.8%	21,260	25,874	28,871	28,891	26,209	30.3%
Unavailability of Party	4,955	7.6%	5,222	6,112	6,847	7,275	8,149	9.4%
Transferred Out	3,376	5.2%	3,849	4,454	5,263	5,523	6,790	7.8%
Bankruptcy Stay/Interlocutory Appeal	69	0.1%	77	72	78	46	72	0.1%
Other Termination	1,370	2.1%	1,541	1,913	1,653	2,430	2,504	2.9%
Total Terminations	65,382	100.0%	68,404	74,090	77,848	81,894	86,620	100.0%

Section 5. Court Activity Trends

Figure 5.4 summarizes the data which is provided in greater detail in Table 5.4. During the years from 1999 through 2004, the number of criminal trials has ranged from a low of 325 in 2003 to a high of 386 in 1999. In general, criminal trials decreased 8% from 1999 to 2004 in Hamilton County; in contrast, criminal trials in the State increased 7%. An additional difference is that there is a greater use of court trials in Hamilton County (58% of all trials from 1999 to 2004) than in the State (31% of all trials for the same period).

During this period, Hamilton County has seen a 46% increase in dismissals in contrast with the State aggregate at 22%. Hamilton County's use of diversion appears to be less than the State's, showing a 25% increase from 1999 to 2004, in contrast to the State's increase in diversions of 47%.

**Figure 5.4** Trend in Common Pleas Criminal Case Terminations



Pleas are by far the most common way in which cases are resolved, accounting for more than 55% of all terminations between 1999 and 2004. About half of all pleas are to the original charge, while the remainder are to a lesser included or reduced charge. This pattern is consistent with that seen in the State as a whole.

Between 1999 and 2004, Hamilton County experienced a 42% increase in the number of cases that were terminated because a party was unavailable. This could indicate the degree to which individuals who are involved in a criminal case do not make themselves available to the Court. Hamilton County has a slightly higher proportion of cases which are terminated for this reason (11% between 1999 and 2004) than the State (8.5% for the same period). Core team members report that changes in the behavior of defendants and their associates have resulted in potential for a higher degree of witness and (potentially) juror intimidation, which may relate to the greater degree of witnesses who do not make themselves available to the Court. Finally, there has been a very large increase (267%) in cases which are transferred out. The core team believes that these transfers are primarily back to Municipal Court. A common scenario that would lead to a transfer would be a case which is charged as a felony is returned from the Grand Jury as a misdemeanor, which must then be transferred from Common Pleas to Municipal Court.

Section 5. Court Activity Trends

Municipal Court Caseload Information

Table 5.5 New and Reactivated Municipal Court Criminal and Traffic Cases

	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
Criminal Court	54,210	52,691	56,007	57,843	63,049	65,107	64,629	66,057	49,769	46,151	51,087	52,507
Traffic Court	74,754	70,826	70,110	79,230	79,375	68,611	61,000	67,975	44,120	45,584	56,134	58,670
Criminal Violations Bureau	5,058	2,528	2,059	2,834	3,123	4,077	5,397	6,027	2,629	2,447	2,448	1,775
Traffic Violation Bureau	92,073	87,885	84,773	85,536	84,070	87,669	83,568	77,148	45,705	49,127	57,691	54,487
Total Criminal and Traffic	226,095	213,930	212,949	225,443	229,617	225,464	214,594	217,207	142,223	143,309	167,360	167,339

Figure 5.5 New and Reactivated Municipal Court Criminal and Traffic Cases

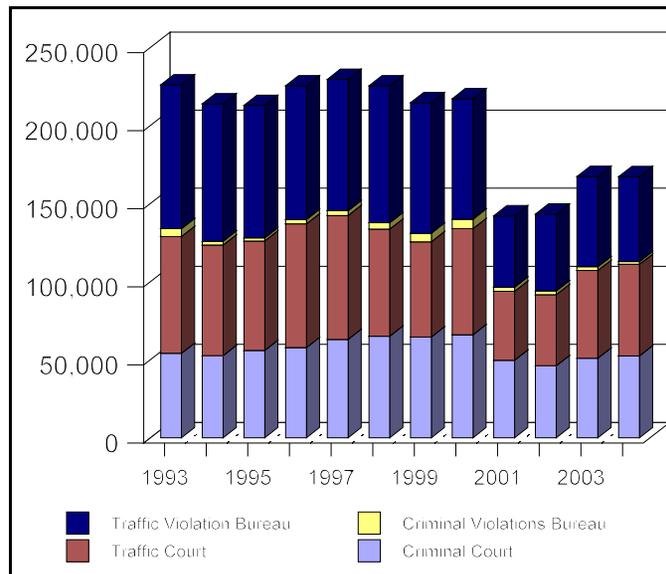


Table 5.5 and Figure 5.5 show the trend in Municipal Court Criminal and Traffic caseloads. Between 1993 and 2004, there was a 26% reduction in new and reactivated criminal and traffic cases. The most significant change is in the reduction of cases processed by the Traffic Violation Bureau, which has experienced a 41% reduction in new and reactivated cases. Since this was a large category, this is a significant number of cases. However, the Criminal Violation’s Bureau, which has a smaller number of cases, has had an even more significant decrease (65%).

Members of the core team believe that at least two factors have influenced this pattern:

- parking tickets were decriminalized, resulting in a reduction of traffic offenses, and
- Cincinnati Police Department traffic enforcement strategies were modified in the last few years, resulting in fewer traffic contacts.

## Section 5. Court Activity Trends

## Charges Filed in Municipal Court

The MIS Section of the Court provides annual summary information of charges filed in the Court. Although this may not represent all charges filed in Hamilton County (because some charges may be filed directly in the Court of Common Pleas as part of Grand Jury direct indictments), this information does present information about the nature of offenses which result in prosecution. Because MIS system coding has been modified during this period, there will be some inconsistencies in categories, such as the 2004 inclusion of violations related to the required registration of sex offenders.

Offense	1999	2000	2001	2002	2003	2004	% change 99-04	Low	High
<b>Homicide and Assault</b>									
Involuntary Manslaughter	na	na	na	na	2	2		2	2
Aggravated Murder/Murder	17	21	34	21	36	42	147%	17	42
Felonious Assault	750	666	652	768	712	741	-1%	652	768
Aggravated Assault	57	41	45	28	38	23	-60%	23	57
Aggravated/Vehicular Homicide/Vehicular Assault	39	17	33	35	42	64	64%	17	64
Menacing by Stalking	138	100	93	101	100	91	-34%	91	138
Aggravated Menacing	593	494	519	654	628	606	2%	494	654
Assault/Negligent Assault/Assault on a Police Officer	1,679	1,524	1,984	1776	1,826	1,779	6%	1,524	1,984
Menacing	287	285	260	310	286	331	15%	260	331
Patient Neglect	na	1	1	na	na	1		1	1
<b>Subtotal</b>	<b>3,560</b>	<b>3,149</b>	<b>3,621</b>	<b>3,693</b>	<b>3,670</b>	<b>3,680</b>	<b>3%</b>		
<b>Kidnaping &amp; Extortion</b>									
Kidnaping	24	17	23	45	44	51	113%	17	51
Abduction/Unlawful Restraint/Child Stealing	74	41	50	72	68	70	-5%	41	74
Enticement/Coercion	8	2	2	13	3	10	25%	2	13
Extortion	na	na	na	na	2	2		2	2
<b>Subtotal</b>	<b>106</b>	<b>60</b>	<b>75</b>	<b>130</b>	<b>117</b>	<b>133</b>	<b>25%</b>		
<b>Sex Offenses</b>									
Rape	91	52	49	68	114	121	33%	49	121
Sexual Battery	11	5	2	4	16	18	64%	2	18
Corruption of a Minor	49	18	14	26	63	59	20%	14	63
Gross Sexual Imposition	41	31	18	26	32	58	41%	18	58
Sexual Imposition	43	31	49	41	35	37	-14%	31	49
Importuning/Promoting/Compelling Prostitution	22	14	10	46	50	36	64%	10	50
Voyeurism	6	7	2	na	7	9	50%	2	9
Public Indecency	187	156	170	149	99	109	-42%	99	187
Prostitution/Soliciting	673	614	485	868	1,089	1,204	79%	485	1,204

## Section 5. Court Activity Trends

Offense	1999	2000	2001	2002	2003	2004	% change 99-04	Low	High
Pandering Obscenity	na	na	na	na	32	40		32	40
<b>Subtotal</b>	<b>1,123</b>	<b>928</b>	<b>799</b>	<b>1,228</b>	<b>1,537</b>	<b>1,691</b>	<b>51%</b>		
<b>Arson Related Offenses</b>									
Aggravated Arson	27	16	22	40	19	21	-22%	16	40
Arson Related Offenses	14	11	11	8	5	17	21%	5	17
Vandalism/Disrupting Public Service	51	60	87	44	98	95	86%	44	98
Criminal Damage/Mischief	764	730	777	826	816	922	21%	730	922
Terrorist Threats	na	na	na	na	na	2		2	2
<b>Subtotal</b>	<b>856</b>	<b>817</b>	<b>897</b>	<b>918</b>	<b>938</b>	<b>1,057</b>	<b>23%</b>		
<b>Robbery/Burglary/Trespass</b>									
Aggravated Robbery	225	203	232	348	343	401	78%	203	401
Robbery/Burglary/Trespass	304	296	293	320	297	322	6%	293	322
Aggravated Burglary	153	127	167	150	155	145	-5%	127	167
Burglary/Safecracking/Tampering Coin	338	363	327	412	463	449	33%	327	463
Breaking & Entering	181	193	277	277	227	259	43%	181	277
Criminal Trespassing	2,006	1,628	1,254	1,292	1,196	1,571	-22%	1,196	2,006
<b>Subtotal</b>	<b>3,207</b>	<b>2,810</b>	<b>2,550</b>	<b>2,799</b>	<b>2,681</b>	<b>3,147</b>	<b>-2%</b>		
<b>Thefts &amp; Frauds</b>									
Thefts	3,955	3,683	3,980	3,938	4,220	4,369	10%	3,683	4,369
Unauthorized Use of Motor Vehicle	440	475	403	493	504	514	17%	403	514
Passing Bad Check	1,298	916	712	888	564	575	-56%	564	1,298
Misuse of Credit Card	115	113	117	137	148	248	116%	113	248
Forgery/Fraud	486	423	517	781	771	861	77%	423	861
Tampering w/Records	20	19	59	34	55	46	130%	19	59
Receiving Stolen Property	924	840	1,059	1,160	1,284	1,367	48%	840	1,367
Criminal Simulation	na	na	na	na	37	24		24	37
Taking ID of Another	na	na	na	na	50	101		50	101
<b>Subtotal</b>	<b>7,238</b>	<b>6,469</b>	<b>6,847</b>	<b>7,431</b>	<b>7,633</b>	<b>8,105</b>	<b>12%</b>		
<b>Gambling</b>									
Gambling	106	111	61	136	99	91	-14%	61	136
<b>Subtotal</b>	<b>106</b>	<b>111</b>	<b>61</b>	<b>136</b>	<b>99</b>	<b>91</b>	<b>-14%</b>		
<b>Offenses Against Public Peace</b>									
Inciting to Violence	4	4	na	3	4	3	-25%	3	4
Aggravated Riot/Riot	13	20	36	na	23	9	-31%	9	36
Disorderly Conduct	3,935	3,630	2,714	2,553	2,717	2,623	-33%	2,553	3,935
Telephone Harassment	142	158	142	190	155	205	44%	142	205
Induce Panic/False Alarm	103	153	143	133	136	142	38%	103	153

## Section 5. Court Activity Trends

Offense	1999	2000	2001	2002	2003	2004	% change 99-04	Low	High
<b>Subtotal</b>	<b>4,197</b>	<b>3,965</b>	<b>3,035</b>	<b>2,879</b>	<b>3,035</b>	<b>2,982</b>	<b>-29%</b>		
<b>Offense Against the Family</b>									
Endangering Children	397	247	190	358	364	365	-8%	190	397
Interference w/Custody	25	20	22	33	32	36	44%	20	36
Domestic Violence	4,824	4,088	4,121	4,369	4,229	4,097	-15%	4,088	4,824
Violation of Temporary Protective Order	381	467	573	679	735	709	86%	381	735
Non-support	na	na	na	na	116	146		116	146
<b>Subtotal</b>	<b>5,627</b>	<b>4,822</b>	<b>4,906</b>	<b>5,439</b>	<b>5,476</b>	<b>5,353</b>	<b>-5%</b>		
<b>Offense Against Justice/Public Administration</b>									
Bribery/Intimidation	52	44	44	52	45	49	-6%	44	52
Tampering w/Evidence	151	155	87	136	148	210	39%	87	210
Falsification	998	1,129	669	690	922	1,085	9%	669	1,129
Obstructing Justice	114	89	58	73	44	58	-49%	44	114
Obstructing Official Business	2,631	2,544	1,984	2,445	2,618	2,719	3%	1,984	2,719
Resisting Arrest	1,318	1,258	1,017	974	955	989	-25%	955	1,318
Failure to Comply w/Police Officer/Flee/Elude Police Officer	192	203	260	209	328	350	82%	192	350
Conveyance Detention Facility	20	25	24	21	23	24	20%	20	25
Escape	153	45	77	64	54	63	-59%	45	153
Theft in office	1	1	2	2	6	1	0%	1	6
Impersonating a Police Officer	7	4	8	5	1	7	0%	1	8
Harass by Inmate	na	na	na	na	2	4		2	4
<b>Subtotal</b>	<b>5,637</b>	<b>5,497</b>	<b>4,230</b>	<b>4,671</b>	<b>5,146</b>	<b>5,559</b>	<b>-1%</b>		
<b>Weapons/Ordinance/Conspiracy/Attempt</b>									
Conspiracy	na	na	na	na	28	30		28	30
Attempt	80	86	97	120	113	123	54%	80	123
Complicity	178	144	164	206	234	218	22%	144	234
Carry Concealed Weapon	496	411	405	568	597	618	25%	405	618
Weapon Intox/Disability	136	139	230	378	490	521	283%	136	521
Discharge Firearm/Motor Vehicle/Dangerous Ordinance	57	158	73	135	153	143	151%	57	158
Possession Criminal Tools	175	199	209	238	235	278	59%	175	278
<b>Subtotal</b>	<b>1,122</b>	<b>1,137</b>	<b>1,178</b>	<b>1,645</b>	<b>1,850</b>	<b>1,931</b>	<b>72%</b>		
<b>Drug Abuse Offenses</b>									
Corruption Another w/Drugs	6	7	4	4	3	9	50%	3	9
Trafficking	966	923	714	1,184	1,598	1,884	95%	714	1,884
Possession of Drug	3,272	2,600	2,384	2,862	3,471	4,315	32%	2,384	4,315

## Section 5. Court Activity Trends

Offense	1999	2000	2001	2002	2003	2004	% change 99-04	Low	High
Minor Misdemeanor Drug Abuse	3,082	3,246	1,628	1,944	2,730	2,762	-10%	1,628	3,246
Permitting Drug Abuse	36	40	25	29	58	54	50%	25	58
Drug Paraphernalia/Instruments	2,500	2,142	1,535	1,909	2,551	3,340	34%	1,535	3,340
Deception to obtain Dangerous Drug/Theft of Drugs	184	193	129	93	171	136	-26%	93	193
Illegal Processing of Drug Document	75	68	66	70	89	62	-17%	62	89
Harmful Intoxicants/Trafficking in Harmful Intoxicants/Counterfeit Control	142	121	65	77	80	98	-31%	65	142
Illegal Manufacture/Fund/Distribution	na	na	na	na	38	32		32	38
<b>Subtotal</b>	<b>10,263</b>	<b>9,340</b>	<b>6,550</b>	<b>8,172</b>	<b>10,789</b>	<b>12,692</b>	<b>24%</b>		
<b>Sexually Oriented Offenses</b>									
Duty to Register	na	na	na	na	na	24		24	24
Failure to Comply	na	na	na	na	na	74		74	74
Failure to Verify Address	na	na	na	na	na	40		40	40
<b>Subtotal</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>102</b>	<b>138</b>			
<b>Miscellaneous Codes, Traffic &amp; Secondary Charge Offenses</b>									
Ethnic Intimidation	12	9	19	5	20	10	-17%	5	20
Habitual Sex Offender	na	4	6	4	na	na		4	6
DUI	1,921	1,691	1,407	1,468	1,572	1,493	-22%	1,407	1,921
No Drivers' License/DUS	8,869	7,638	5,611	6,892	9,062	8,167	-8%	5,611	9,062
Miscellaneous Traffic	13,033	15,441	9,710	7,198	9,535	12,903	-1%	7,198	15,441
Open Container	2,238	2,834	1,480	1,526	1,531	1,703	-24%	1,480	2,834
Arrest of Probationer	6,853	3,940	3,351	4,406	4,530	4,261	-38%	3,351	6,853
Miscellaneous Misdemeanors	6,773	1,590	3,434	5,442	2,125	1,382	-80%	1,382	6,773
<b>Subtotal</b>	<b>39,699</b>	<b>33,147</b>	<b>25,018</b>	<b>26,941</b>	<b>28,375</b>	<b>29,919</b>	<b>-25%</b>		
<b>Grand Total</b>	<b>82,741</b>	<b>72,252</b>	<b>59,767</b>	<b>66,082</b>	<b>71,448</b>	<b>76,478</b>	<b>-8%</b>		

Table 5.6 Trend in Offenses Filed in Municipal Court

It is important to recognize that relatively small numbers of offenses, i.e., less than 100 in the category, will show much greater percentage variations than larger offense categories. For that reason, it is important to examine the **range** of offenses as well as percentage increases. It is clear that there have been significant shifts in enforcement and/or charging patterns in Hamilton County during the years between 1999 and 2004.

1. Homicide and Assault
  - a. Overall, this category has increased 3% with a range from a low of 3,149 in 2000 to a high of 3,693 in 2002. Although these are very serious offenses which will often result in pretrial detention, the overall change is relatively small.

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**Section 5. Court Activity Trends**

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- b. Although there are few cases in the aggravated murder/murder category, the increase is significant (147%), from a low of 17 in 1999 to a high of 42 in 2004. This group is likely to use a great deal of criminal justice resources, including jail beds.
  - c. The largest category in this group has been (simple) assaults which have increased 6% and actually peaked in 2001.
  - d. It is important to note that the difference between murder and felony assault is often the degree to which emergency medical care is able to intervene on behalf of the victim.
2. Kidnaping and Extortion
- a. Overall, this category has increased 25% since 1999, ranging from a low of 60 in 2000 to a high of 133 in 2004.
  - b. The most significant percentage increase in this category is kidnaping (113%), which reached a high of 51 in 2004.
  - c. Although this is a relatively small category, this group also includes a number of very serious offenses which are likely to result in a significant use of criminal justice resources.
3. Sex Offenses
- a. Overall, this category has increased 51%, ranging from a low of 799 in 2001 to a high of 1,691 in 2004.
  - b. This category includes a number of offenses against persons, such as rape and sexual battery, as well as other offenses, such as prostitution.
    - i. Among the person-oriented sexual offenses, there are significant increases in rape (33%, with a range from 49 in 2001 to 121 in 2004) and sexual battery (64%, with a range from a low of two in 2001 to a high of 18 in 2004). Gross sexual imposition has also increased 41% since 1999.
    - ii. Among the other types of sex offenses, the most significant increase is a 79% increase in prostitution/solicitation offenses since 1999. This category ranged from a low of 485 in 2001 to a high of 1,204 in 2004.
4. Arson-Related Offenses
- a. Overall this category has increased 23%, ranging from a low of 817 in 2000 to a high of 1,057 in 2004.
  - b. The most significant percentage change is in the vandalism/disrupting public service category, which experienced an 86% increase. This continues to be a relatively small category, ranging from a low of 44 in 2002 to a high of 98 in 2003.
  - c. The most significant numeric change is in the criminal damage category, which had a 21% increase, ranging from a low of 730 in 2000 to a high of 922 in 2004.
5. Robbery/Burglary/Trespass
- a. Overall, this category has decreased slightly (2%), ranging from a low of 2,550 in 2001 to a high of 3,207 in 1999.
  - b. The patterns in this category are mixed.
    - i. Aggravated robbery, which is a serious person offense, has increased 78% from a low of 203 in 2000 to a high of 401 in 2004. This is a large enough category that this percentage increase should be viewed seriously.
    - ii. There are increases in both burglary (33% increase, from a low of 327 in 2001 to a high of 463 in 2003) and breaking and entering (43% increase, from a low of 181 in 1999 to a high of 277 2001).
    - iii. There is a significant decrease in criminal trespassing (22%, ranging from a low of 1,196 in 2003 to a high of 2,006 in 1999). Since this charge is often a “step down” charge for burglary, this may reflect changes in charging

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**Section 5. Court Activity Trends**

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practices as well as changes in actual offenses. In 2004, this category was up from prior years and should be monitored.

6. Thefts and Frauds
  - a. Overall, this category has increased 12% since 1999, with a range from a low of 6,469 in 2000 to a high of 8,105 in 2004.
  - b. There are a number of significant changes in this category.
    - i. Receiving stolen property, which is one of the more frequent offenses in this category has increased 48%, with a range from a low of 840 in 2000 to a high of 1,367 in 2004.
    - ii. Thefts, which is the most common offense in this category, have increased 10% since 1999, from a low of 3,683 in 2000 to a high of 4,369 in 2004.
    - iii. Bad check charges have decreased 56% since 1999, ranging from a low of 564 in 2003 to a high of 1,298 in 1999.
    - iv. However, credit card misuse and forgery/fraud have increased 116% and 77% respectively. Both offenses reached their peaks in 2004.
7. Gambling
  - a. This is a very small category, ranging from a low of 61 in 2001 to a high of 136 in 2002.
8. Offenses against the Public Peace
  - a. Overall offenses in this category have decreased 29% since 1999, from a low of 2,879 in 2002 to a high of 4,197 in 1999.
  - b. With the exception of telephone harassment and inducing panic/false alarms, which have increased 44% and 38% since 1999, all other charges in this category have decreased.
  - c. The most noteworthy of the decreasing categories is disorderly conduct, which has decreased 33% since 1999, ranging from a low of 2,553 in 2002 to a high of 3,935 in 1999. The consultant believes that this change represents a real change in law enforcement practices, since this is a very easy charge on which to generate an arrest.
9. Offenses Against the Family
  - a. Overall, offenses against the family have decreased 5% since 1999, ranging from a low of 4,822 in 2000 to a high of 5,627 in 1999.
  - b. The most frequent offense in this category is domestic violence, which has decreased 15% during this period, ranging from a low of 4,088 in 2000 to a high of 4,824 in 1999.
  - c. Violations of temporary protective orders has increased 86% during this period, ranging from a low of 381 in 1999 to a high of 735 in 2003. This is an interesting statistic which may suggest that:
    - i. More temporary protective orders are being sought - and therefore more are being violated, or
    - ii. Arrest on this charge has become a preferred option, or
    - iii. There is heightened sensitivity to the potential risk to victims.
10. Offenses Against Justice/Offenses Against Public Order
  - a. Overall, the change from 1999 to 2004 is a 1% decrease. However, this appears to reflect more significant decreases in the intervening years, with a substantial increase in 2003 and 2004. Offenses in this category were lowest in 2001 (4,230) and highest in 1999 (5,637).
  - b. There are significant decreases in some offenses:

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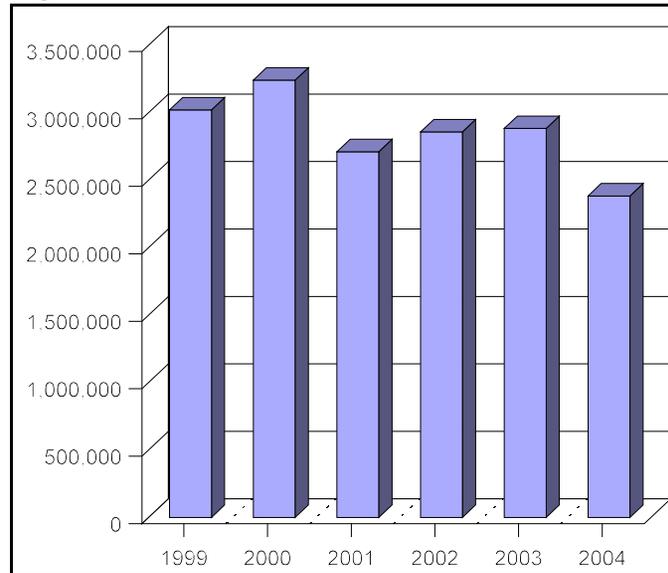
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- i. Obstructing justice has decreased 49% since 1999, with a range from a low of 44 in 2003 to a high of 114 in 1999. This is likely a change in charging or arrest preference, since obstructing official business has returned to levels seen in 1999 (3% increase for this period) after a period of significant decrease in 2001.
  - ii. Resisting arrest has decreased 25% from a low of 955 in 2003 to a high of 1,318 in 1999. This also likely reflects a change in charging practices.
- 11. Weapons Offenses
  - a. Overall, there has been a 72% increase in weapons offenses since 1999, ranging from a low of 1,122 in 1999 to a high of 1,931 in 2004. This appears to be a significant trend.
  - b. There has been a 25% increase in carrying a concealed weapon since 1999, ranging from a low of 405 in 2001 to a high of 618 in 2004. This is a charge which is often associated with another charge since concealed weapons aren't visible.
  - c. There has been a 283% increase in charges associated with carrying a weapon while impaired, ranging from a low of 136 in 1999 to a high of 521 in 2004.
  - d. There has been a 151% increase in charges associated with discharging a firearm, ranging from a low of 57 in 1999 to a high of 158 in 2000.
  - e. Changes in this offense category may reflect shifts in enforcement priorities as well as changes in the environment.
- 12. Drug Abuse Offenses
  - a. Overall, there has been a 24% increase in charges associated with drug abuse, ranging from a low of 6,550 in 2001 to a high of 12,692 in 2004.
  - b. Perhaps the most notable change has been in the degree of seriousness of the offense. There has been a 95% increase in trafficking offenses since 1999, ranging from a low of 923 in 2000 to a high of 1,884 in 2004. This could reflect changes in law enforcement charging practices as well as changes in the environment.
  - c. There has been a 32% increase in drug possession charges since 1999, ranging from a low of 2,394 in 2001 to a high of 4,315 in 2004.
  - d. There has been a 34% increase in possession of drug paraphernalia since 1999, ranging from a low of 1,535 in 2001 to a high of 3,340.
  - e. There have been small decreases in offenses related to procuring drug documents, possession of harmful intoxicants, and manufacturing harmful intoxicants, which probably relate to changes in the environment (type of drugs being abused).
  - f. Altogether, it appears that drug abuse has become a focus of law enforcement activity.
- 13. Sexually-Oriented Offenses
  - a. This is a new category, related to sex offender registration.
  - b. There is not enough data to comment.
- 14. Miscellaneous Codes, Traffic & Secondary Charge Offenses
  - a. This has consistently been the largest category and as a result changes in this area will be felt in system workload.
  - b. Overall, offenses in this category have decreased 25% since 1999, ranging from a low of 25,018 in 2001 to a high of 36,699 in 1999.
  - c. Arrests for DUI have decreased 22% since 1999, ranging from a high of 1,921 in 1999 to a low of 1,407 in 2001.

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- d. Driving without a License or Under Suspension offenses have decreased 8% since 1999, ranging from a low of 5,611 in 2001 to a high of 9,062 in 2003.
- e. Open container violations have decreased 24% since 1999, ranging from a low of 1,480 in 2001 to a high of 2,834 in 2000.
- f. Probation violations have decreased 38% since 1999, ranging from a low of 3,351 in 2001 to a high of 6,835 in 1999.
- g. Miscellaneous misdemeanor offenses have decreased 80% since 1999, ranging from a high of 6,773 in 1999 to a low of 1,382 in 2004.

Figure 5.6 Mobile Data Transactions



Another measure of the decrease in traffic activity was provided by the Regional Computer Center. Figure 5.6 shows the trend in data transactions which occur when police officers query the system. This typically occurs during traffic stops when an officer runs “wants and warrants.” Figure 5.6 shows a decrease in data transactions, beginning in 2001. There were small increases in 2002 and 2003, and a significant decrease in 2004.

Table 5.6 Mobile Data Transactions

Year	Mobile Data Transactions
1999	3,021,405
2000	3,241,240
2001	2,710,557
2002	2,857,653
2003	2,883,653
2004	2,382,793

Conclusions

1. There are a number of significant shifts in offenses being brought into Court. Although there is an overall decrease in the number of offenses, decreases have come in categories which relate to less serious offenses, such as traffic offenses. Members of the Core Team believe that this reflects a change in arrest practices which began in 2001 and has continued, with some slow increases, since that time. This suggests that there may be a number of relatively minor offenders in the community who used to come into the criminal justice system who are not brought into the system at this time.
2. At the same time, there are clear indications of increases in a number of the more serious offenses involving violence, weapons and drugs. These offenses are increasing. Because this is court filing data rather than reported offenses, it is hard to separate how much of this reflects changing law enforcement priorities and how much reflects true change in the community. In the case of violent offenses, these almost always result in law enforcement activity; as a result, increases in these categories are likely to result from true increases in the activity. However, in the case of sex offenses, increases in this category could also reflect an increased willingness to report these offenses to law enforcement.
3. In the case of drug and weapon offenses, both of these could clearly reflect shifting law enforcement priorities to place an emphasis on these crimes. If that is the case, then it is difficult to separate out how much of the substantial increases in these

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**Section 5. Court Activity Trends**

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offenses comes from true change in the community versus increased law enforcement emphasis or increased ability to develop arrests in these areas. At the risk of stating the obvious, it is important to understand that it is serious offenders who tend to drive the pretrial population of the jail. If this population continues to increase, the jail can expect to have a more serious offender population who present a variety of risks in custody as well as in the community.

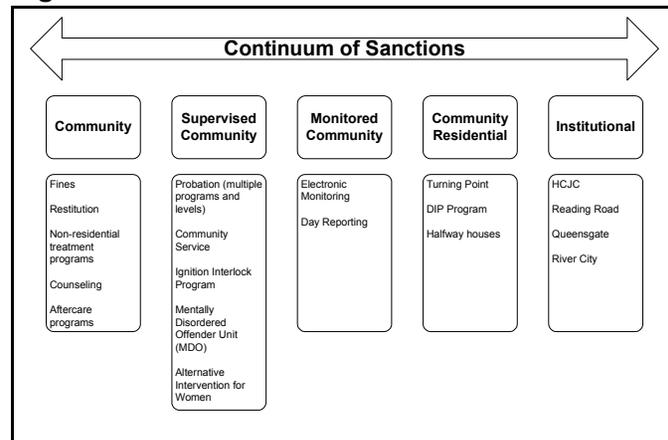
4. Perhaps the most significant change, however, is in the “who is *not* being arrested category. In the past, there have been a significant number of individuals who have come into the system as a result of traffic enforcement activities. It appears that these practices began to shift significantly in 2001 and have continued at lower levels. If these practices revert to levels seen in 1999 and 2000, the consequences for the criminal justice system will be significant - both in the potential increase in the jail population as more of these offenders are sentenced to jail time and in the workloads experienced by the courts and the various elements of the criminal justice system which manage the alternatives to incarceration.

## Section 6. Intermediate Sanctions

Intermediate sanctions and interventions in the criminal justice system vary greatly in the level of control and/or penalty imposed, the point in the criminal justice process at which they are imposed, and the over-all impact on the incarcerated population. In a system which is not constrained by population pressure, a tendency may exist to “widen the net” by putting people into alternative programs who would otherwise have received a lesser sanction rather than diverting people from jail. In the case of Hamilton County, population pressures have resulted in a broader use and a wider array of intermediate sanctions and procedural interventions aimed at making the justice system work more efficiently. The approach intends to provide an appropriate balance between public safety interests, cost-effectiveness, and appropriate delivery of evidence-based services that impact risk of recidivism.

### Overview

Figure 6.1 Continuum of Sanctions



Intermediate sanctions exist on a continuum of sanctions which ranges from secure institutional placements at one end to community based sanctions at the other. Intermediate sanctions can have a powerful impact on the **sentenced** population, because they are imposed as part of a judicial process.

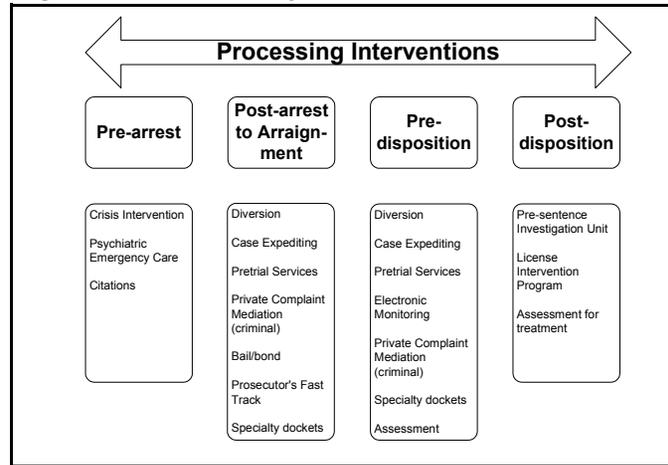
**Community** programs include sanctions which do not typically include frequent client contacts with the client in the community although the Court monitors to determine if conditions have been completed. **Supervised community** programs include a more formal contact between the criminal justice agency and the client, such as the various forms of probation. **Monitored community** sanctions provide for a higher level of supervision while the client resides in his or her own home. **Community residential** sanctions require that the client live in a group facility of some type; this facility is typically not secure. **Institutional** placements are secure residential placement. A number of these sanctions and specialized programs were developed as a result of two trends:

- The limited bed capacity, which has necessitated the development of this full continuum, particularly when considered in the light of legislative changes, such as Senate Bill 2, and
- Mandated programs, particularly those associated with drinking and driving.

There is a strong tendency, because of the degree to which these sanctions are spread among various agencies, to see these as “either-or” options in which the Court selects which of these options provides the required level of sanction, balancing the desire to use the least restrictive (and least costly) option while maintaining public safety. However, these continua are often most effective when they are viewed as “both-and” options in which an offender may move through several of these options during their involvement with the justice system.

Section 6. Intermediate Sanctions

Figure 6.2 Processing Interventions



However, a jurisdiction's ability to manage its **pretrial** population depends on the ability to process cases efficiently and to offer alternatives to continued custody. *As a result, it is important to recognize that both intermediate sanctions for sentenced inmates and interventions which focus on pretrial processing efficiency will be essential components of the system.*

Processing interventions occur at key decision points in the justice system. The first key decision is associated with **arrest**. Law enforcement agencies control actions which are taken at this point. Options which are available at this point can result in a person being diverted from the system, as might occur if law enforcement determines that the individual should be taken for psychiatric evaluation and potential placement. They can also result in diversion from the jail, as occurs when citations in lieu of arrest are used.

The second key decision point is first appearance or **arraignment**. There are a variety of interventions which occur at this point to divert individuals from the jail and to resolve the situation. Although electronic monitoring and day reporting are included on the previous page as sanctions, they are also used at this and later points as a condition of release. These interventions range from bail or bond to a broad spectrum of pre-trial services. The third key decision point occurs after a finding has been made in the case, but **before disposition** occurs. Interventions which occur at this point include a broad spectrum of assessments and actions which would allow for a deferred sentence. A final decision point occurs after disposition; interventions which occur at this point focus on assessments and interventions that allow for mitigation of a sentence.

The next section provides information about specific intermediate sanctions and procedural interventions currently in place in Hamilton County.

## Section 6. Intermediate Sanctions

## Hamilton County Sanctions and Processing Interventions

System Resources	Pre or Post	Type	Operating Agency	Service Population
Alternative Interventions for Women	Pre and Post	Supervised community	Hamilton County Central Clinic Forensic Services	Provides a continuum of mental health services for women in the justice system with co-occurring mental health and substance abuse disorders. Includes day reporting.
Arrest Screening, Expedited Bail and Adjudication Services	Pre	Procedural	Pretrial Services Department	All persons booked at HCJC to determine intervention needed to expedite release of defendants with pre-set bails or minor pay-outs (8 hour sentence to intake facility)
Behavior Controls Program	Post	Supervised community	Hamilton County Probation Department	Assigned sex offenders from Common Pleas court
Case Expediter	Pre	Procedural	Pretrial Services Department	Expedites cases of in-custody inmates, case coordination
Case Management Services	Pre	Procedural	Pretrial Services Department	All persons released on non-financial status to assure compliance
Check Resolution Services	Pre	Procedural	Hamilton County Municipal Court	Bad check diversion and settlement program
Community Service Program (CSP)	Post	Supervised community	Hamilton County Probation Department	Defendants order by the Court
Court Clinic Forensic Services	Pre and Post	Community, supervised community, community residential, institutional	Hamilton County Central Clinic Forensic Services	Provides a variety of services associated with evaluation, competency restoration, anger management and other treatment groups, medical and somatic services, individual counseling and psychotherapy and community support provider services
Court Interpretive Services	Pre and Post	Procedural	Pretrial Services Department	Assists non-English speaking defendants through the court process
Criminal Misdemeanor Mediation	Pre	Procedural	Hamilton County Municipal Court	Intake and mediation services for referred clients
Crossroads Program (life skills)	Post	Community	Hamilton County Probation Department	Assigned Municipal Court offenders
Day Reporting Plus Program	Post	Supervised community	Hamilton County Probation Department	Defendants who have violated probation and would otherwise be committed to HCJC

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System Resources	Pre or Post	Type	Operating Agency	Service Population
Day Reporting Program	Pre and Post	Monitored community	Hamilton County Probation Department with Volunteers of America	Higher risk defendants
District Engaged for Neighborhood Dedicated Supervision (DEFNDS)	Post	Supervised community	Hamilton County Probation Department with Cincinnati PD District 4	
Diversion Services	Pre	Procedural	Pretrial Services Department, in conjunction with Hamilton County and Cincinnati City Prosecutors	Determines eligibility for these programs, which serve 1st time offenders, primarily thefts, welfare fraud
Driver Intervention Program (DIP)	Post	Community residential	Talbert House, with HCPD	72 hour residential program for 1st time DUI offenders
Drug Court	Pre	Procedural	Court of Common Pleas	Diverts felony drug offenders from prison, with treatment
Electronic Monitoring Unit (EMU)	Pre and Post	Monitored community	Hamilton County Probation Department	Higher risk defendants
Electronic Monitoring Unit (EMU), Protective Order Monitoring (JURIS)	Post	Monitored community	Hamilton County Probation Department	Defendants at risk of violating temporary protective/restraining orders
Extended Treatment Program	Post	Institutional	Talbert House in conjunction with HCSO	Males serving 45-90 days, intensive inpatient chemical dependency program.
Failure to Appear Unit	Pre	Procedural	Pretrial Services Department	Provides means for voluntary surrender of FTA targeted population
Hamilton County Mental Retardation/Developmental Disabilities Board	Pre and Post	Community, community residential	Hamilton County MRDD	This program provides services for individuals with developmental disabilities, including those in the criminal justice system, including community residential placements.
Hamilton County Substance Abuse Mental Illness (SAMI) Project/"No Wrong Door"	Pre and Post	Community, supervised community, community residential, institutional	Collaboration of mental health, substance abuse, human service, education and criminal justice systems	This collaborative initiative works to provide an integrated system of care for persons with SAMI co-occurring disorders.

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System Resources	Pre or Post	Type	Operating Agency	Service Population
Hamilton County Treatment Accountability for Safer Communities (TASC)	Pre and Post	Supervised community	Hamilton County Alcohol and Drug Addiction Services Board	This intervention program provides assessment, referrals, intensive case management and testing for defendants who substance abuse treatment needs.
HIV & Drug Testing	Pre	Procedural	Pretrial Services Department	Court ordered defendants
Ignition Interlock Driving Payment Assistance	Post	Community	Hamilton County Probation Department, with funding from County Commission and HCSO	Indigent defendants who opt for ignition interlock program
Ignition Interlock Driving Program	Post	Community	Hamilton County Probation Department	DUI offenders who consent to this program (allows them to drive)
Indigent Drivers Alcohol Treatment (IDAT)	Post	Community	Hamilton County Probation Department with local ADAS Board and participating treatment agencies (Prospect House, Center for Chemical Addictions Treatment, Central Community Health Board, Crossroads, First Step Home, Talbert House Drug and Family	Indigent DUI offenders
Intensive Supervision Program	Post	Supervised community	Hamilton County Probation Department	Common Pleas defendants
ISP-East Walnut Hills Intervention Project	Post	Supervised community	Hamilton County Probation Department	ISP clients who reside in this neighborhood
ISP-Lifestyles	Post	Supervised community	Hamilton County Probation Department	ISP clients who need cognitive education
ISP-Madisonville Intervention Project	Post	Supervised community	Hamilton County Probation Department	ISP clients who reside in this neighborhood
Jail Monitoring: Offender Classification and Post Conviction Services	Pre and Post	Procedural	Pretrial Services Department	Provides emergency release activity with HCSO in role of Court jail monitor

## Section 6. Intermediate Sanctions

System Resources	Pre or Post	Type	Operating Agency	Service Population
License Intervention Program	Pre and Post	Procedural	Assignment Commissioner	Processes, expedites matters pending with Ohio Bureau of Motor Vehicles. Offers recommendations to Court of certain driving violations
Mental Health Court	Pre	Procedural	Court of Common Pleas, Municipal Court	Diverts defendants with significant mental health problems from criminal justice system to mental health treatment
Mentally Disordered Offender Program (MDO)	Post	Supervised community	Hamilton County Probation Department	Defendants diagnosed with major mental illness, funding through Mental Health Board
Mentally Retarded Offender Program (MRO)	Post	Supervised community	Hamilton County Probation Department	Defendants classified as mentally retarded
Moses Docket	Pre	Procedural	Hamilton County Municipal Court	Defendants with minor offenses
Off the Streets <b>Proposed</b> Project (Prostitution Engagement/Empowerment for Recovery) and JEP (John Education Program)	Pre	Community, community residential	Collaboration of criminal justice, mental health, substance abuse and social service agencies.	This program targets those involved with prostitution either as sellers or buyers, focusing on developing a continuum of care for women involved in the sex industry and an education program focusing on education for males who are charged with solicitation.
Path Project	Post	Supervised community, community residential, institutional	Collaboration of criminal justice, mental health agencies	This collaborative initiative targets several groups: 1. people coming out of prison who have been diagnosed with severe mental illness. 2. Comparable inmates who are in jail, typically on parole violations, sentenced to local time. This population receives case management and a broad spectrum of services.
Pre-arraignment Bail, Arraignment Bail and Bail Review	Pre	Procedural	Pretrial Services Department	All persons who appear at HC Municipal Court. Provides verification and report to the court.
Presentence Investigation Unit	Pre	Procedural	Hamilton County Probation Department	Convicted defendants, prior to sentencing
Pretrial Release Bail Investigations	Pre	Procedural	Pretrial Services Department	All persons eligible for bail with prior evaluation, for additional information, modification
Pro Se Motion to Mitigate	Post	Procedural	Pretrial Services Department	Allows for mitigation of portions of sentences for local sentenced inmates
Probation (General, Common Pleas and Municipal Court)	Post	Supervised community	Hamilton County Probation Department	Defendants ordered by the Court
Prosecutor's Fast Track	Pre	Procedural	Hamilton County Prosecutor's Office	Within 10 working days, felony cases go to the Grand Jury and are either indicted, reduced to a misdemeanor or determined not to proceed.

## Section 6. Intermediate Sanctions

System Resources	Pre or Post	Type	Operating Agency	Service Population
Protective Order Monitoring Program (POMP)	Pre and Post	Monitored community	Hamilton County Probation Department	Defendants at risk of violating temporary protective/restraining orders
River City Correctional Center	Post	Community residential	Ohio Department of Rehabilitation and Corrections	Felony offenders diverted from prison through community corrections act
Talbert House 10 Day Program	Pre and Post	Community residential	Talbert House in conjunction with HCSO	Second time DUI offenders, education, evaluation and assessment of chemical dependency
Treatment and Intervention Screening Services	Pre	Procedural	Pretrial Services Department	Screens for other agencies to determine eligibility for defendants who may be released pretrial with specific conditions, such as treatment
Turning Point	Post	Community residential	Talbert House in conjunction with HCSO	Multiple DUI Offenders, 28 day residential program, followed by ISP
Women's Treatment Program	Post	Institutional	Talbert House in conjunction with HCSO	Women serving 28-90 days with drug and/or alcohol related offenses, intensive inpatient chemical dependency program

Hamilton County clearly has a very rich continuum of intermediate sanctions. It is also noteworthy that this list does not include a large spectrum of social service options that exist outside of the realm of the criminal justice system. What is particularly significant is the degree to which *processing* or procedural interventions have been developed. This suggests that there are not significant gaps in the continuum. However, there are actions which Hamilton County may wish to explore to refine and enhance both procedural interventions and intermediate sanctions; this will report will identify general recommendations in this area at the conclusion of this section.

### Procedural Interventions

Procedural interventions have a direct impact on the pretrial population in one of two ways. They either *divert* people from the system and/or the jail or they *expedite the processing of cases* so that length of time in detention is reduced.

Most of the procedural interventions are based in the Department of Pretrial Services (DPTS), which was established in 1991 by the Hamilton County Municipal Court to assume and continue the efforts of the Greater Cincinnati Bail Project, which dates to 1973. DPTS operates seven days a week, twenty-four hours a day and has screeners available in the Hamilton County Justice Center (HCJC). DPTS is well integrated with intake processing at HCJC; in addition, both organizations are able to share information.

## Section 6. Intermediate Sanctions

## Arrest Screening and Bail Activities

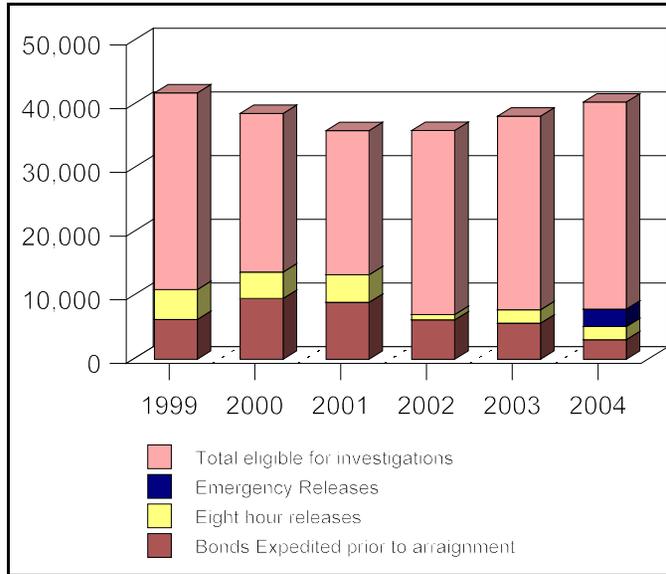
Table 6.1 Trends in Pretrial Release

	1999	%	2000	%	2001	%	2002	%	2003	%	2004	%
<b>Arrest Screening</b>												
Detainees eligible for bail determination	41,832	100%	38,606	100%	35,893	100%	35,936	100%	38,187	100%	40,395	100%
Bonds Expedited prior to arraignment	6,263	15%	9,553	25%	8,946	25%	6,176	17%	5,663	15%	3,089	8%
Emergency Jail/Station House releases											2,721	7%
Pay out											421	1%
Eight hour releases	4,686	11%	4,141	11%	4,339	12%	857	2%	2,118	6%	1,645	4%
<b>Bail Investigation</b>												
Total eligible for investigations	30,883	74%	24,912	65%	22,608	63%	28,903	80%	30,406	80%	32,519	81%
Incomplete/refused/unable holds	5,806	14%	4,081	11%	4,240	12%	5,210	14%	3,607	9%	4,610	11%
Presented prior to arraignment	8,458	20%	7,501	19%	6,783	19%	7,048	20%	8,647	23%	8,023	20%
New investigations presented at arraignment	16,314	39%	13,330	35%	11,585	32%	16,645	46%	18,152	48%	19,886	49%
Total investigations	24,772	59%	20,831	54%	18,368	51%	23,693	66%	26,799	70%	27,909	69%
<b>Eligibility Determinations</b>												
eligible non-financial release prior to/at arraignment	3,679	9%	3,255	8%	2,894	8%	2,373	7%	2,869	8%	2,901	7%
not eligible		0%	902	2%	658	2%	1,560	4%	1,957	5%	3,039	8%
not eligible at this time/bond review eligible	21,093	50%	16,674	43%	15,474	43%	19,760	55%	21,973	58%	21,969	54%

The bars in Figure 6.3 on the following page represent the total number of intakes at HCJC. DPTS gathers and verifies information for all individuals for whom a bail determination can be made, providing this information to the Court. DPTS interviews all arrestees to determine the appropriate level of pretrial services. During the period from 1999 - 2004, DPTS provided expedited bond services to between 20% and 37% of all persons arrested; the focus of this service is to provide arrestees who have pre-set bonds with an opportunity to expedite their release prior to court. Expediting can include allowing detainees who have a minor pay-out offense, such as a "fail to pay fine", to pay the fine, rather than continuing to court or, if they consent to a written plea, to spend 8 hours in HCJC intake to "serve" the time.

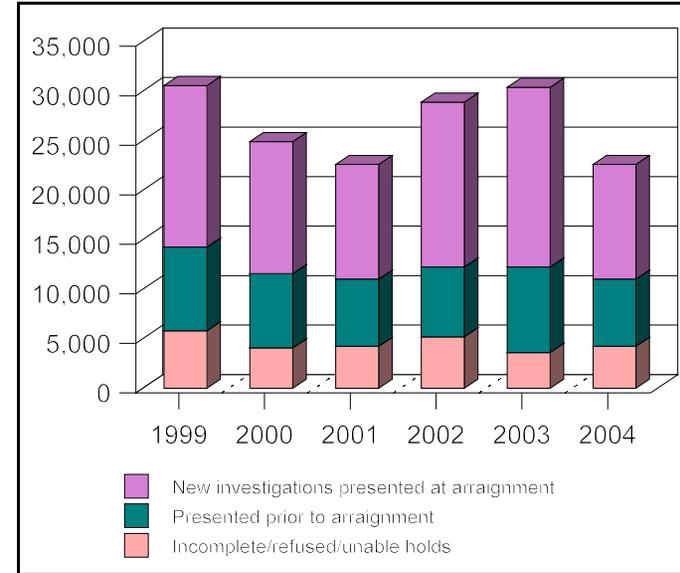
Section 6. Intermediate Sanctions

**Figure 6.3** Trend in Arrest Screening, Expedited Bail and Adjudication Services



If not released prior to arraignment, DPTS provides pre-arraignment bail, arraignment bail, and bail review services. This assessment and verification includes a risk assessment to determine if the arrestee is eligible for release on recognizance. As shown in Figure 6.4, between 1999 and 2004, between 74% and 81% of persons arrested proceeded to bail review. Between 9% and 14% of these persons, either resulted

**Figure 6.4** Trend in Pretrial Release Bail Investigation Activities



in incomplete investigations, refused to participate, were unable to participate or had holds which made them ineligible. Between 19% and 23% had investigations which were completed and presented prior to arraignment, while between 32% and 49% had investigations which were presented at arraignment. Proportionately, this is the category which has shown the greatest change; it appears that the trend toward presenting this information at arraignment is returning to levels seen in 1999.

Section 6. Intermediate Sanctions

Figure 6.5 Eligibility Determinations

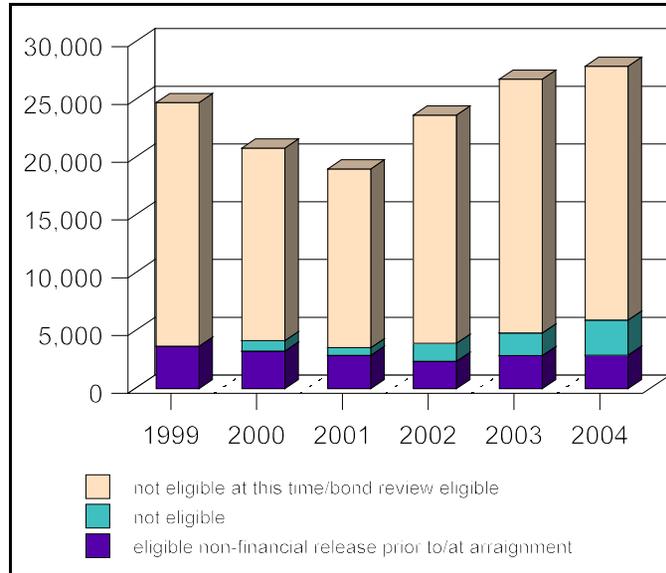


Figure 6.5 shows that between 2% and 8% of detained persons were determined to be not eligible for non-financial release. Eligibility is policy or statutorily driven, i.e., based on the nature of the charge, the defendant is not eligible for bail. However, these individuals continue to be eligible for assessment. This population has grown during the period. Between 7% and 9% of persons arrested are eligible for non-financial release prior to arraignment. The remainder (43% - 58%) continue to be eligible for bond reviews although they were determined to be ineligible at arraignment.

It is clear that DPTS activities are essential and instrumental to managing the jail population. During the period from 1999 - 2004, between 19% and 37% of all persons arrested were released (and in some cases had their legal matter resolved) prior to going to arraignment, resulting in a release within 8 hours. An additional 7% -9% were determined to be eligible for non-financial release at or prior to arraignment. This clearly assists in efforts to maintain jail population at or below the cap. However, there are indications that there may be some shifts in the offender population as noted in the increase of inmates who are not eligible for a non-financial release. Although this is a small percentage of persons interviewed by DPTS and booked at HCJC, if this population remains in custody for a long period of time, they can have a disproportionate impact on the jail population.

for a long period of time, they can have a disproportionate impact on the jail population.

## Section 6. Intermediate Sanctions

Table 6.2 Sources of Holders

	2002	%	2003	%	2004	%
Holders to be resolved	14,029	100%	19,142	100%	17,379	100%
Court Order	227	2%	246	1%	225	1%
Domestic Relations	435	3%	457	2%	491	3%
Electronic Monitoring Violation/Eligibility	117	1%	518	3%	733	4%
Federal Warrant	307	2%	210	1%	161	1%
Immigration	9	0%	49	0%	13	0%
In Population Arrest	220	2%	1,356	7%	1,797	10%
In State Warrant	326	2%	317	2%	416	2%
Juris Monitor Violation/Eligibility	131	1%	545	3%	754	4%
Juvenile Court	1,875	13%	2,020	11%	755	4%
Local Law Enforcement	6,902	49%	6,219	32%	6,355	37%
Military	11	0%	6	0%	4	0%
Other	1,025	7%	1,071	6%	683	4%
Out of State Warrant	582	4%	589	3%	642	4%
Parole Department	1,532	11%	1,383	7%	1,331	8%
Special Circumstances	330	2%	361	2%	371	2%
Probation Violation from Common Pleas Court	NA		1,340	7%	756	4%
Warrant on Indictment	NA		2,455	13%	1,892	11%

*Holders*

This information was only provided in three of the annual reports, so it is difficult to make many assumptions about trends, particularly since there were differences in the categories reported. It appears that the most common holder comes from a local law enforcement agency. The next most common categories appear to be warrants on indictment and Juvenile Court. It also appears that the number of holders peaked in 2003.

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Case Management Services

DPTS continues to manage cases of all individuals who are released on own recognizance (with or without conditions); this service is extended to individuals who are placed on special docket, such as mental health or drug court. The general philosophy of release has been to use the least restrictive manner which will result in the defendant's appearing in Court as summoned. Table 6.3 provides additional information about the trend in non-financial releases.

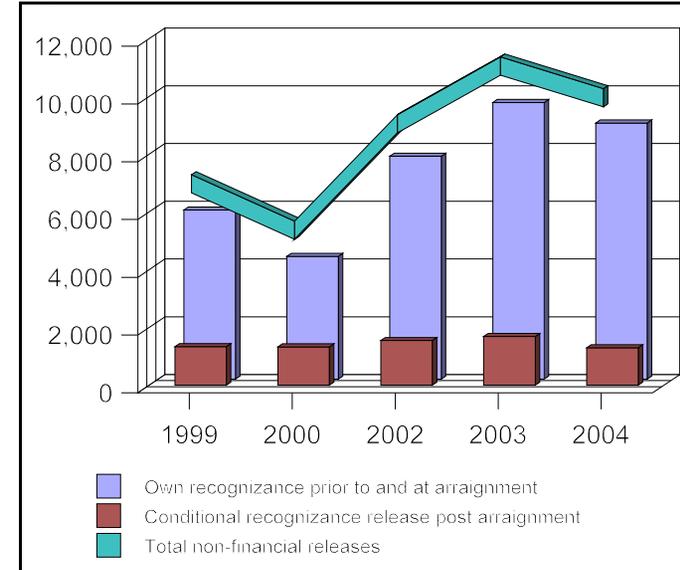
Table 6.3 Trend in Non-Financial Releases

Non-financial Releases	1999	2000	2001	2002	2003	2004
Own recognizance prior to and at arraignment	5,855	4,253	5,488	7,722	9,578	8,867
Conditional recognizance release post arraignment	1,333	1,325	2,086	1,545	1,688	1,297
mental health/special docket		15	68	92	102	14
drug court/special docket			198	2	23	23
other		446	535	280	266	380
diversions		180	428	426	349	na
electronic monitoring		603	678	625	776	776
common pleas bond reviews		81	179	120	172	104
other (traditional OR)				24	0	na
Total non-financial releases	7,188	5,578	7,574	9,267	11,266	10,164
Total Notifications of future court hearings	15,905	13,053	12,587	11,792	15,282	15,619
<b>FTA Rate</b>						
by defendant release	7.70%	8%	9%	8.20%	7%	9%
by total cases terminated					9.30%	11%

changes associated with drug court have excluded a number of more serious drug offenses (trafficking) and defendants with co-occurring disorders. Additionally, drug court cases are no longer bundled, and rather than "fast tracking," cases are sent to the Grand Jury, resulting in increased time, which can be in custody.

The most common conditions of a release on recognizance appear to be non-financial release with electronic monitoring. DPTS is also responsible for notifying those released on recognizance of future court appearance. This effort is significant, but appears level, even

Figure 6.6 Trend in Non-financial Releases



There have been significant changes in the use of own recognizance prior to and at arraignment (51% increase between 1999 and 2004). However, the number of conditional releases post arraignment to special docket has decreased slightly (3%). It is worth noting that referrals to drug court do not receive the same type of case management services. While the information is provided to the Court, it is provided at a later time. Additional

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though the number of persons released on recognizance is increasing. The FTA rate for this program is very reasonable, ranging between 7.7% and 9% for the years for which data is available.

**Treatment and Intervention Screening Services**

DPTS screens defendants for eligibility for programs offered by other agencies as well as the Court. These programs may allow defendants to participate in treatment or be placed on pretrial release with special conditions.

**Table 6.4** Treatment, Screening and Diversion Activities

	1999	2000	2001	2002	2003	2004
Treatment & Intervention Screening						
<b>Special docketing/case tracking</b>	NA	1,056	2,908	2,505	2,423	2,648
bond reviews investigations		846	1,578	1,572	1,446	1,508
special docketing		210		933	977	1,140
Mental health/substance abuse treatment readiness		6,066	6,574	5,935	7,257	9,323
<b>Diversion Activities</b>						
diversion eligible screens	1,833	1,669	1,640	3,239	2,076	NA
completed investigations	450	448	428	450	643	NA
accepted by prosecutor	438	249	352	392	584	NA
successful completions	247	321	276	201	268	NA
total cases diverted		321		428	656	NA
cases reactivated	63	149		87	60	NA

DPTS provides special docketing and case tracking services for a variety of court programs including electronic monitoring, women’s assessment, drug court and other bond reviews presented. These activities also include mitigation, mental health arraignment/competency and restoration, and prosecutor’s diversion reviews. DPTS screens inmates to determine if they are eligible to participate in mental health and/or substance abuse treatment. Table 6.4 shows a significant increase in all of the special docketing tracking (151% since 2000) and an increase of 54% in substance abuse and mental health treatment readiness. Finally, DPTS provides screening and investigative services for diversion programs operated by the Hamilton County and City of Cincinnati Prosecutors’ diversion programs. The trend in both cases accepted and cases diverted are increasing.

**Failure to Appear Program**

**Table 6.5** Trend in FTA Program Statistics

	1999	2000	2001	2002	2003	2004
Defendant Referrals	8,477	7,568	6,730	9,060	9,982	10,998
Outstanding case warrants	15,215	12,817	11,408	10,494	11,059	11,593
Successfully resolved	84%	88%	87%	91%	88%	89%

DPTS assists the court with management of Capias warrants which are issued when a defendant fails to appear as requested by the Court. This program is unique in its approach to providing defendants an opportunity to voluntarily surrender without police involvement, reducing the potential for future incarceration.

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Defendant referrals can come from a variety of sources, including court personnel, prosecutors, police and others. Since 1999, the number of referrals has increased 30%, while the number of outstanding case warrants has decreased 24%. Typically between 84% and 91% of these referrals are successfully resolved.

Mediation Services

Table 6.6 Trend in Mediation Activities

	1999	2000	2001	2002	2003	2004
Misdemeanor mediation interviews	3,141	2,697	2,075	1,943	1,911	1,902
Cases scheduled	2,006	1,854	1,767	1,655	1,559	1,643
% diverted	89%	90%	90%	89%	90%	86%
Check resolution cases scheduled	4,641	1,953	2,359	1,568	1,115	1,125
% diverted	78%	61%	54%	57%	46%	43%

The Private Complaint Mediation Service (PCMS) was developed to provide a mediation alternative to formal dispute resolution processes; this unique program, which is operated by the Municipal Court, has been applied to allow for private citizen misdemeanor mediation and check resolution.

Trends in all of these activities show decreases since 1999. In 2003, the County Prosecutor’s Office developed a diversion program which focuses on the same types of

offenses; this process results in these cases being processed through court rather than completely diverted. Misdemeanor mediation appears to have a very good track record of diverting cases, averaging about 90% of cases scheduled being diverted although the rate diversions decreased slightly in 2004. Check resolution cases have a moderate rate of diversion, which is decreasing significantly.

License Intervention Program

Table 6.7 License Intervention Program Statistics

	2002	2003	2004
Valid License	1,867	1,932	3,805
Unable to Obtain/Failed	1,762	2,273	2,460
Capias	1,367	2,665	2,862
Total	4,996	6,870	9,127

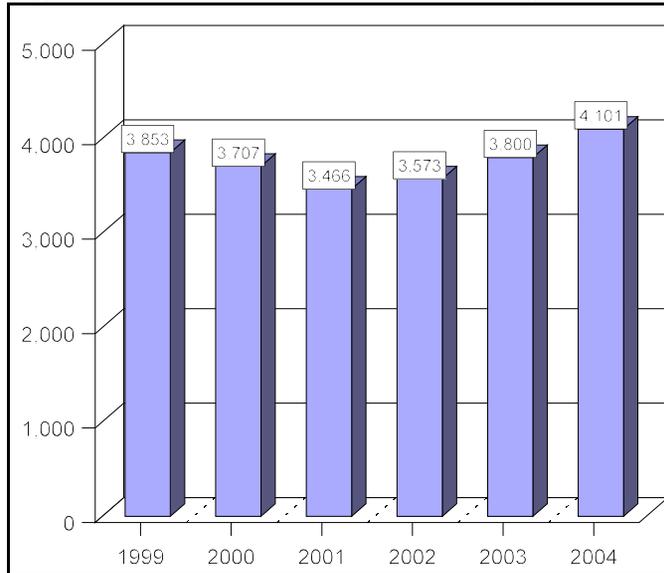
The Assignment Office operates this program; daily dockets are screened to identify traffic offenders who may be eligible for this program. Its purpose is to assist defendants who have lost their licenses to complete the requirements of the court and the Department of Motor Vehicles to obtain a valid driver’s license. The program has grown significantly from 2002 to 2004, with a 104% increase in referrals. Overall, about one-third of persons referred are able to successfully obtain a valid driver’s license. About one-third of persons referred were not able to get a valid driver’s license on the day they participated in this program or were subject to a mandatory suspension. The final third of participants did not report to this program and were referred back to court for Capias.

This is a unique program that addresses a common problem experienced by defendants with a history of license violations; it helps to avoid repeat bookings and potential additional jail time by assisting the defendant to obtain a valid operator’s license.

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Presentence Investigations (PSI)

Figure 6.7 Trend in Presentence Investigations



The Hamilton County Adult Probation Department prepares background investigations of convicted and non-convicted defendants for the Court of Common Pleas. The efficiency of this unit is one determinant of the length of time between conviction and sentencing. After a period of decrease from 1999 to 2001, the number of presentence investigations completed has increased for the last three years and now exceeds levels seen in 1999. The increase in Presentence Investigations actually relates to Senate Bill 2, which requires a PSI if the defendant is going to be placed on some form of community control. In addition, this legislation has made it to the Court's advantage to ensure that a PSI is completed. The Probation Department has an internal time target of competing PSIs within nine working days of receipt of the order; this is a very quick turn-around time.

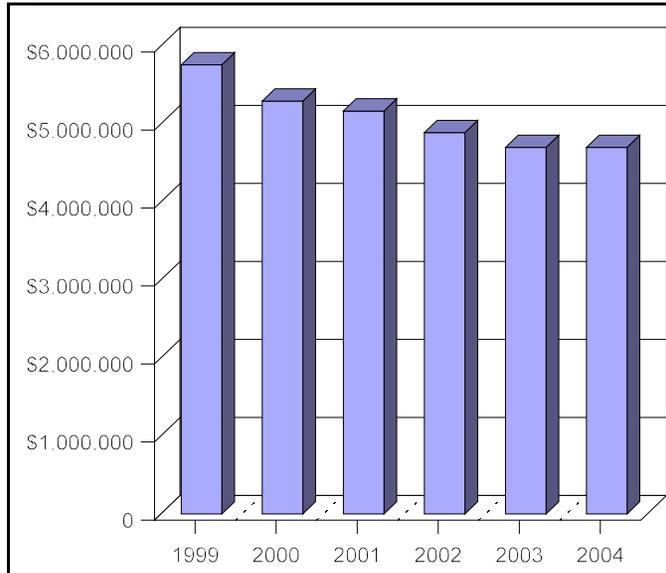
Intermediate Sanctions

Most of the intermediate sanctions are operated by the Hamilton County Adult Probation Department (HCAPD); all generally operate as post-adjudication options in lieu of or in addition to incarceration. Some, such as electronic monitoring, may also be imposed as conditions of non-financial release.

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Fines and Restitution

Figure 6.8 Trend in Financial Sanctions



Some of the most traditional sanctions imposed on defendants are orders to pay Court costs, fines, and restitution. In addition HCAPD charges inmates supervision fees. Of these, the most significant from a restorative justice perspective is the use of victim restitution. During the period studied, overall, revenue from these sources has decreased 18%. While there have been decreases in costs, fines, supervision fees and other income, the amount of victim restitution has remained level. In the opinion of the consultant, there can sometimes be a point of diminishing returns in the use of financial sanctions, since they depend on the ability of the defendant to pay. Members of the Core Team believe that a variety of factors are involved in these changes. First, since there is less enforcement activity, particularly around minor offenses, which often result in fines, the lower revenue in this area relates to law enforcement practices. Secondly, fewer individuals have elected to go on supervision associated with a variety of treatment programs; this will result in reduced probation fees. Finally, since those who are indigent do not pay for these services, if there are higher numbers of persons who are indigent in the system, there will be less revenue.

Table 6.8 Trend in Financial Sanctions

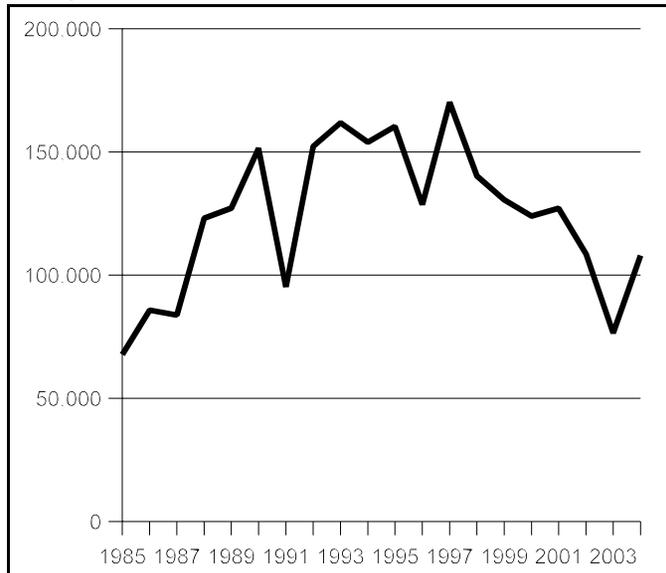
	1999	2000	2001	2002	2003	2004
Court Ordered Debts	\$880,669	\$865,754	\$848,046	\$859,029.20	\$812,595.98	\$834,870.52
Fines	\$1,908,286	\$1,583,334	\$1,583,334	\$1,300,074.50	\$1,118,370.10	\$1,071,378.00
Restitution	\$1,565,335	\$1,515,459	\$1,527,671	\$1,569,632.70	\$1,577,659.60	\$1,650,296.90
Supervision Fees	\$1,313,397	\$1,267,333	\$1,205,410	\$1,117,863.94	\$1,140,628.40	\$1,090,877.00
Other Income	\$89,498	\$60,119	NA	\$40,659.73	\$48,023.45	\$50,595.23
Total	\$5,757,186	\$5,291,999	\$5,164,461	\$4,887,260.07	\$4,697,277.53	\$4,698,017.65

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Community Service

Community service is another alternative, which is consistent with restorative justice models. Defendants “repay” the community by their labor, rather than by dollars. This program places convicted defendants with governmental or non-profit agencies to perform a specified number of hours of community service.

Figure 6.9 Trend in Community Service Hours Completed



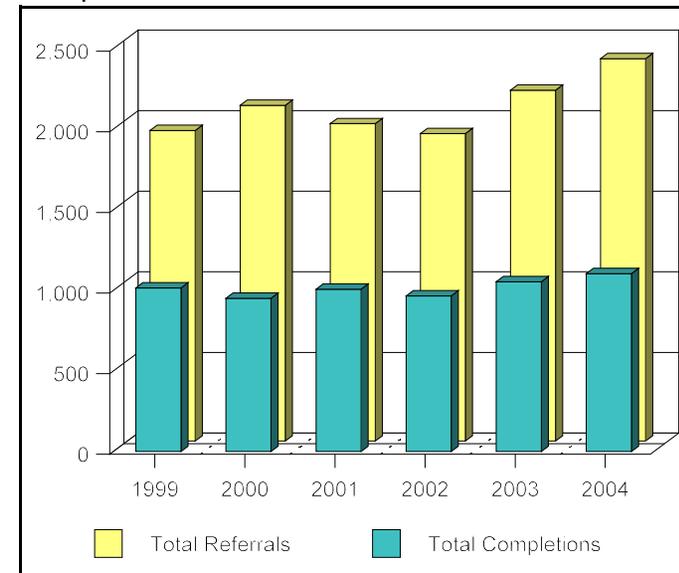
12%. The total number of hours ordered, however, has decreased 15%, and the number of hours completed has decreased even more (41%). The Core Team believes that while more people are being referred, the number of hours ordered per person is decreasing. This may relate to either the types of offenders referred to these programs or judicial philosophy about an appropriate number of hours to be completed.

Table 6.9 Trend in Community Service Statistics

	1999	2000	2001	2002	2003	2004
Municipal Court Referrals	1,364	1,489	1,435	1,367	1,567	1,745
Common Pleas Referrals	562	593	534	540	609	627
Total Referrals	1,926	2,082	1,969	1,907	2,176	2,372
Municipal Court Hours Ordered	86,262	96,130	84,720	60,510	63,846	72,189
Common Pleas Hours Ordered	140,263	136,049	129,560	112,712	127,289	121,348
Total Hours Ordered	226,525	232,179	214,280	173,222	191,135	193,537
Hours Completed	130,554	124,023	127,136	108,708	76,505	107,999
Municipal Court Completions	737	645	790	740	772	789
Common Pleas Completions	278	306	217	226	282	315
Total Completions	1,015	951	1,007	966	1,054	1,104
% Successful Completions	53%	57%	46%	40%	37%	47%

About half of people referred to complete community service are successful in doing so. Referrals to community service from Municipal Court have increased 28% during the period studied, while referrals from Common Pleas Court have increased

Figure 6.10 Community Service Referrals and Completions

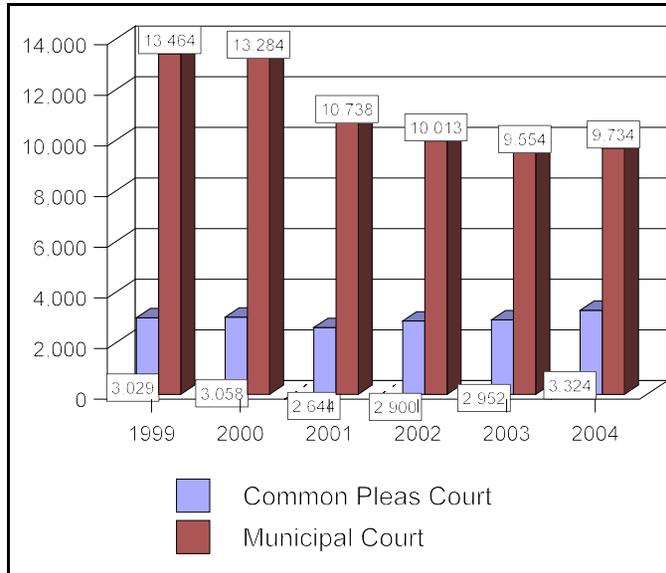


Section 6. Intermediate Sanctions

Probation

Probation is the most common form of community supervision. In addition to general supervision provided by HCAPD for both the Common Pleas and Municipal Court, there are a number of specialized services which are described later in this section.

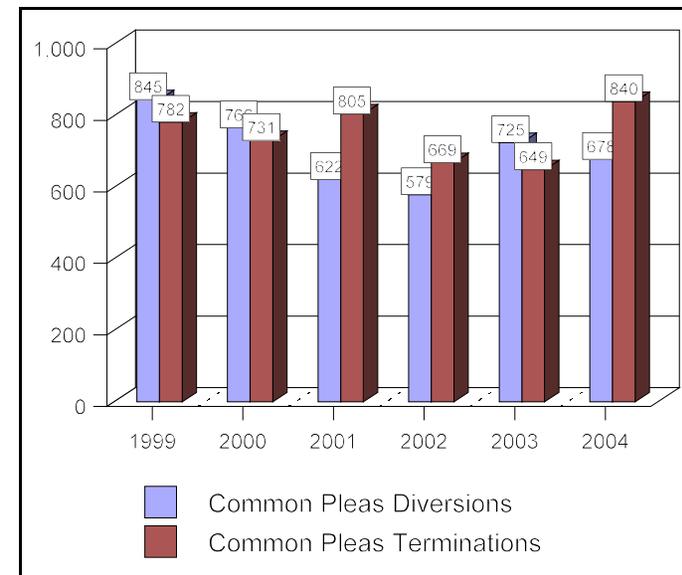
Figure 6.11 Referrals to Probation



Referrals to Probation show different patterns in the Court of Common Pleas and Municipal Court. Since 1999, referrals for Municipal Court probation have decreased 28%, while referrals for Common Pleas Court probation have increased 10%. In 1999, Common Pleas probation referrals were 18% of all probation referrals, but in 2004, they accounted for 25% of probation referrals. The marked decrease since 2000 is a direct result of the single judge assignment process in which all cases associated with a defendant go back to the same judge.

Intensive supervision diversions have decreased 20%, but terminations have increased 10%.

Figure 6.12 Common Pleas Intensive Supervision Diversions from Common Pleas Court and Terminations



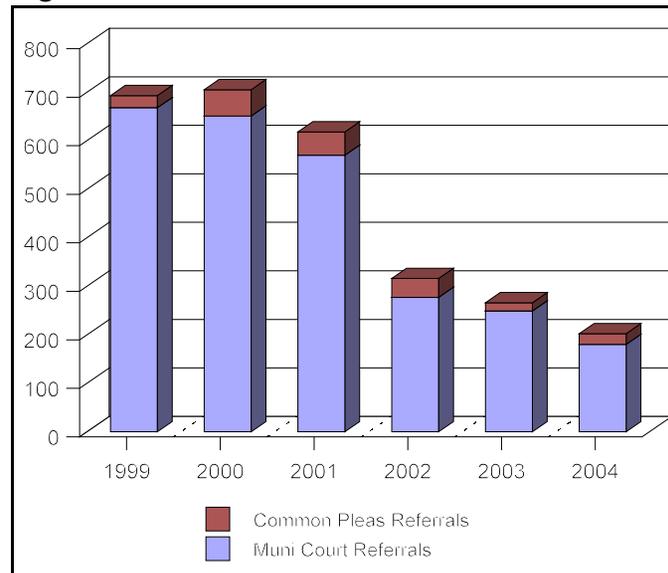
Section 6. Intermediate Sanctions

Behavioral Controls

The Behavioral Controls program provides services for supervision of sex offenders. Clients include both felons and misdemeanants, who participate in a structured treatment process with follow up support groups. Participants in this specialized program have decreased 8% since 1999.

Crossroads

Figure 6.14 Referrals to Crossroads



participants decreased also. Successful completions are limited to completion of the ten week course; there is no additional follow-up or criteria for success.

Crossroads is a group education program which focuses on life-skills. Groups of four to twenty participants complete a ten week program which includes personal history, alcohol and drugs, time management, financial matters, assertiveness training, employability, relationships and domestic violence, conflict resolution, wants versus needs, and goal setting techniques. During the period studied, the number of Municipal Court referrals has decreased 73% and the number of Common Pleas Court referrals has decreased 12%. The number of groups graduated has steadily decreased. Until 2004, the number of successful

Figure 6.13 Behavioral Control Participants

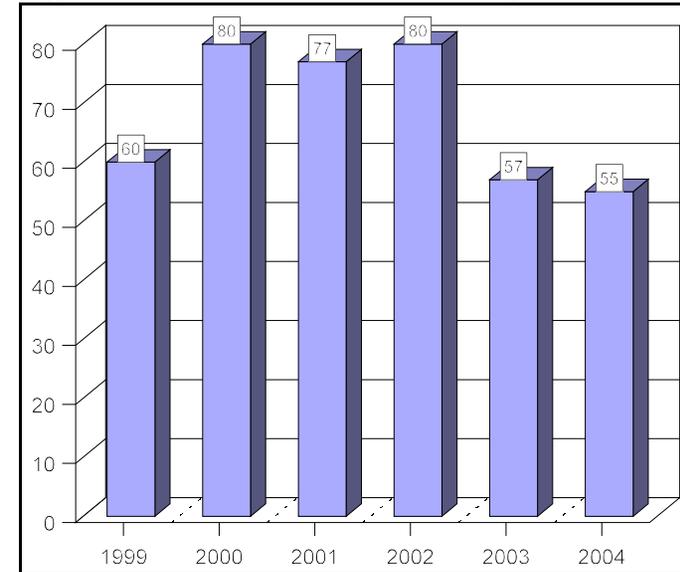


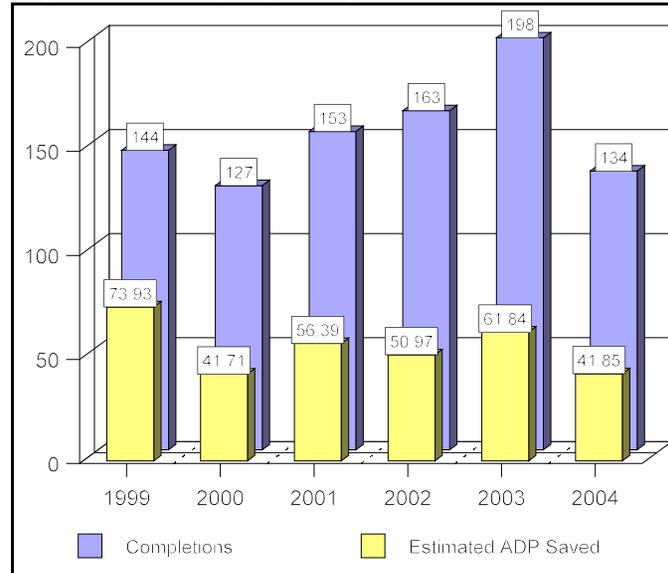
Table 6.10 Crossroads Referrals, Graduations and Successful Participants per Group

	1999	2000	2001	2002	2003	2004
Municipal Court Referrals	668	651	570	277	249	180
Common Pleas Referrals	25	54	48	39	17	22
Total Referrals	693	705	618	316	266	202
Groups Graduated	25	26	21	23	18	12
Successful participants	12.5	13	11	10.7	9.5	11.5

Section 6. Intermediate Sanctions

Day Reporting

Figure 6.15 Day Reporting Statistics



Day reporting dates to sometime prior to 1999; in addition, HCAPD operates Day Reporting Plus for individuals who have violated their probation and who would otherwise be committed to HCJC. During the period from 1999 through 2003, the number of clients referred to day reporting has increased 38% to 2003, but decreased sharply in 2004. Although the number of jail days continues to be significant (an ADP of 41.85 in 2004), jail days averted has decreased 43%.

Driver Intervention Program (DIP)

DIP is a 72-hour residential program for first time DUI offenders, which is operated by Talbert House. The program provides alcohol education and assessment. People who participate in this program are offered this option in lieu of incarceration; all who enter the program are placed on probation; participation may include follow-up substance abuse treatment.

Figure 6.16 DIP Referrals

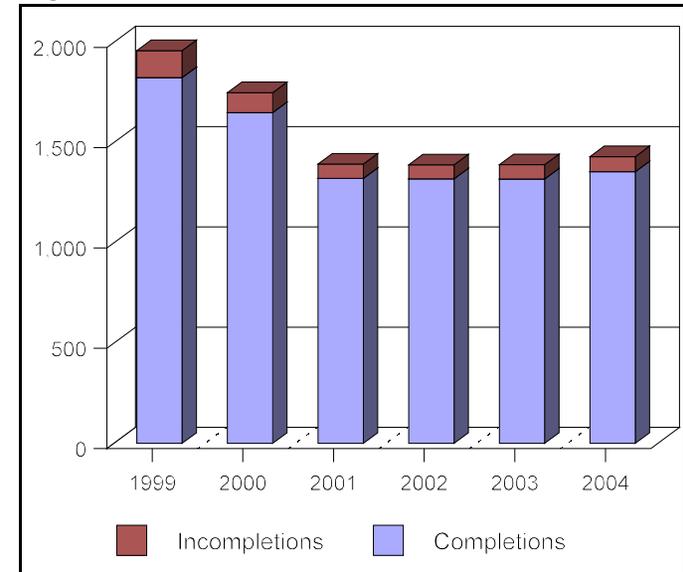


Table 6.11 DIP Referrals

	1999	2000	2001	2002	2003	2004
Ordered	2,089	1,777	1,388	1,496	1,568	1,454
Completions	1,823	1,649	1,321	1,319	1,318	1,354
Male	1,390	1,305	1,017	1,010	976	985
Female	433	344	304	309	342	369
Incompletions	135	99	71	69	71	75
Male assessments						
Treatment	502	576	493	525	554	574
No referral	888	725	524	485	446	411
Female assessments						
Treatment	178	133	144	150	177	203
No referral	255	207	160	159	165	166

Since 1999, the number of people ordered to this program has decreased 30%. During this time, between 84% and 95% have completed this program. Perhaps the most interesting thing is the proportion of assessments which are now being referred for treatment. In 1999, 36% of male assessments

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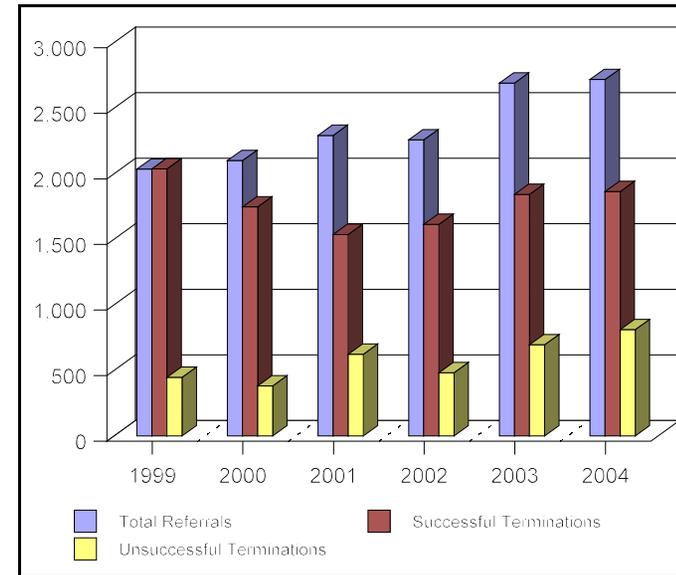
and 41% of female assessments were referred to treatment, but in 2004, 58% of males and 55% of females were referred.

Electronic Monitoring Unit (EMU)

Table 6.12 Trend In EMU Referrals and Terminations

	1999	2000	2001	2002	2003	2004
Municipal Court Referrals	1,338	1,569	1,631	1,736	2,210	2,664
Common Pleas Referrals	65	?	15	4	28	53
Juvenile Court Referrals	629	530	645	517	452	na
Out of county Referrals	3	1	1	1	1	1
<b>Total Referrals</b>	<b>2,035</b>	<b>2,100</b>	<b>2,292</b>	<b>2,258</b>	<b>2,691</b>	<b>2,718</b>
<b>Successful Terminations</b>						
Municipal Court Terminations	1,459	1,286	1,111	1,190	1,508	1,824
Common Pleas Terminations	39	?	6	4	7	39
Juvenile Court Terminations	538	459	420	420	326	na
Out of County Terminations	1	2	0	0	1	1
<b>Total Successful Terminations</b>	<b>2,037</b>	<b>1,747</b>	<b>1,537</b>	<b>1,614</b>	<b>1,842</b>	<b>1,864</b>
<b>Unsuccessful Terminations</b>						
Municipal Court Terminations	369	313	464	394	593	799
Common Pleas Terminations	8	?	5	2	3	12
Juvenile Court Terminations	70	68	153	86	99	na
Out of County Terminations	0	0	1	0	0	0
<b>Total Unsuccessful Terminations</b>	<b>447</b>	<b>381</b>	<b>623</b>	<b>482</b>	<b>695</b>	<b>799</b>

Figure 6.17 Trend in EMU Referrals and Terminations



Although the EMU is listed as an intermediate sanction, it may be used for both pretrial defendants (as a condition of release) and sentenced defendants (as a condition of their sentence). EMU has been used since

1989 and has grown significantly since that time. Defendants who participate in this program receive a high degree of supervision from probation staff. Between 1999 and 2004, Municipal Court was the primary user of this program, accounting for nearly 80% of all referrals during this period; Juvenile Court was the next most common user, accounting for 24% of other referrals. The total number of referrals increased 34% from 1999 to 2004, with a significant increase in the last year, particularly when the fact that Juvenile Court referrals were not noted in 2004.

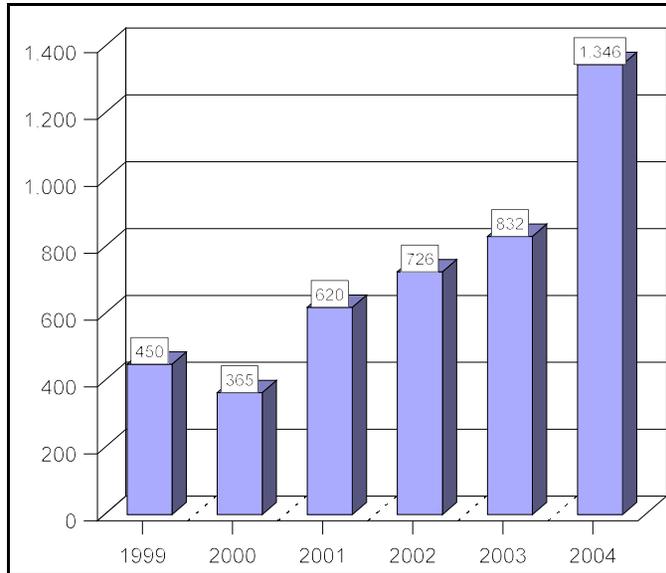
Clients may participate in this program across multiple years, which can result in more terminations than referrals within a year. During this period, between 70% and 82% of people successfully completed their EMU sentence. The proportion of successful completions has not changed appreciably since 2001, but in 1999 and 2000, successful completions were higher (82% both years). The Core Team

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attributes these changes to the shift toward more serious offenders coming into the system in recent years. It may be that there is a tendency to use electronic monitoring for a more serious offender because of population pressures at the jail.

Protective Order Monitoring

**Figure 6.18** Trend in Protective Order Monitoring



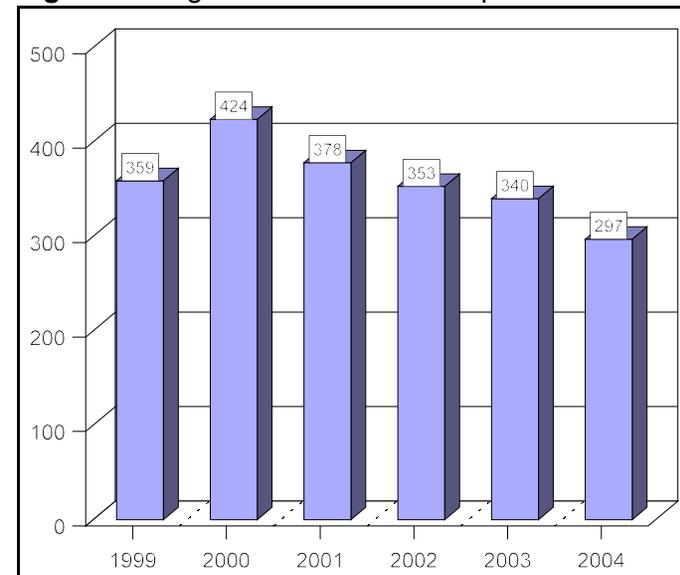
program is funded by the Hamilton County Commissioners with the cooperation of the Hamilton County Sheriff. After a significant increase in 2000, the number of participants in this program has decreased consistently to just under 300 in 2004.

EMU offers the courts a program to monitor the location of defendants who have been involved with domestic violence and stalking offenses. This program has been available since 1996 and referrals have increased 199% since 1999. This is a significant increase in program utilization. On average, EMU now has 31 defendants involved with this program.

Ignition Interlock Program

The Ignition Interlock program allows those who have been convicted of DUI to drive if the ignition interlock device is installed in their vehicle. A program exists to provide funding for indigent defendants who would otherwise qualify for this program. The

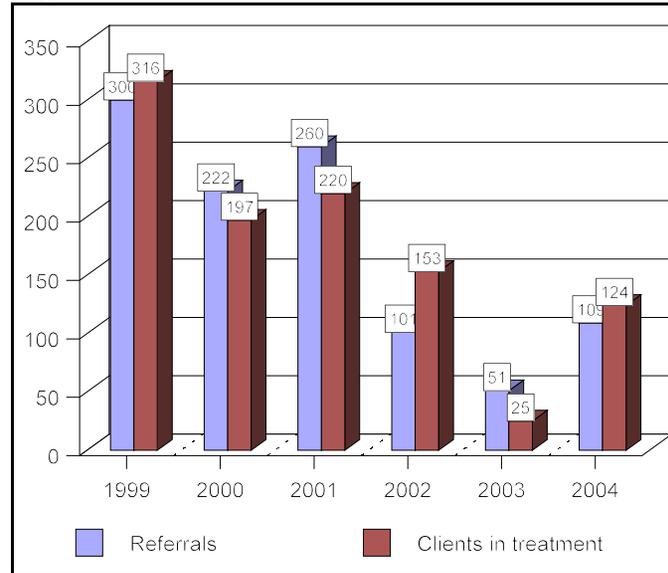
**Figure 6.19** Ignition Interlock Participants



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Indigent Drivers Alcohol Treatment (IDAT)

Figure 6.20 Trend in ADAT Referrals and Clients



This program was mandated by State Senate Bill 131. Since 1992, Hamilton County has partnered with the local ADAS Board and area treatment providers to provide alcohol treatment to more than 2,500 medically indigent DUI offenders. The trends in referrals to this program and clients in treatment show significant decreases through 2003, followed by an increase in 2004. In spite of the increase, referrals and clients have not returned to levels seen prior to 2001.

Conclusions

1. It is clear that Hamilton County has a well developed continuum of intermediate sanctions and interventions that provide options to secure confinement for both pretrial and sentenced defendants. Much of this continuum has been in place for between ten and 20 years. This is among the most sophisticated, creative and complete grouping of alternatives that the consultant has observed.
2. Hamilton County has consistently participated in a broad spectrum of alternative programs which were developed as State initiatives, particularly those around alcohol and driving offenses, because of the options for State funding of these programs. It is also clear that many of these intermediate sanctions were developed as direct results of the recommendations of a variety of planning efforts which occurred in the 1970's, 1980's and 1990's. Without these alternatives, the confined population would clearly be much higher.
3. It is also clear that participation in a number of these programs - particularly those targeting low risk offenders - has decreased since 1999. There are a number of potential reasons for this change, but the most likely is tied to data provided in section five which documents changes in arrest practices resulting in significant reductions in the number of low level offenders, particularly traffic offenders, charged with offenses, who are not coming into the criminal justice system at this time. It is not likely that these offenders have disappeared. At the same time, there appears to be a shift in the nature of some offenders coming into the system, related to a more serious pattern of violent behavior, with or without weapons, coupled with drug abuse. This is a more challenging population to manage in the justice system. They are likely to require a much higher level of intervention and supervision and are likely to remain in custody for substantial periods of time. Perceptions about this population may lead to the use of more restrictive sanctions and conditions than in previous years.
4. A number of the programs and alternatives currently in place seem disconnected. Although they exist on a continuum, their relationship to other alternatives and programs is not as well connected as would be desirable in the light of the needs of

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**Section 6. Intermediate Sanctions**

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defendants during re-entry planning. It is clear that system efforts have been directed toward trying to manage jail population and to coping with capacity issues. As a result, while there has been a great deal of thought about what to do at the onset of a defendant's incarceration, there has been relatively little focus, for the "average inmate" on planning for release. These efforts are critical for long-term success of any program focusing on reducing recidivism.

5. A number of the programs began prior to the more systematic evaluations on correctional programming that has evolved into what is often referred to as "what works." It would be wise as major facility changes are being developed that a thoughtful evaluation of alternative programs occur to ensure that the programs offered are consistent with "evidence-based best practices" and that the continuum of services is well-coordinated.

## Section 7. Inmate Profile

This section analyzes how the jail is being used in Hamilton County. Because it is possible that the nature of the Hamilton County Jail population has changed, this section compares a profile of inmates held and released in 1999 and 2004.

### Sampling Method

The Regional Crime Information Center used the Jail Management System to create two samples based on the following method. First, a random number was generated from the JMS Number (Booking Number for all inmates who enter the system) using the **Rnd** function in Microsoft Access. Next, this random number was attached to a table of records that met the selection criteria, and the records were re-sorted by this random number. Finally, the top 1,000 records in the table were selected, and written to a separate table. This resulted in a table of 1000 records for the years 1999 and 2004 that contained a range of dates throughout the year. These records were checked to insure that all critical data was present. The consultant specified a minimum of 1,000 records since that level of sampling generates no more than 3% error given the number of persons booked annually.

### Rate of Release and Length of Stay

**Figure 7.1** Rate of Release and Length of Stay

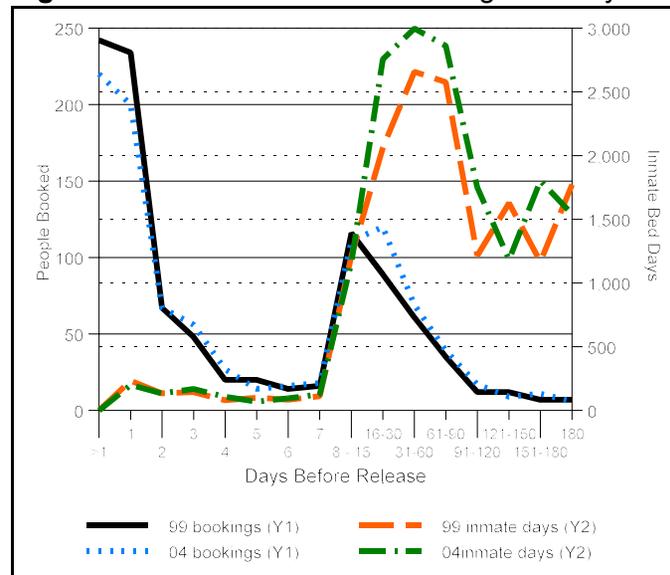


Figure 7.1 and Table 7.1 show the rate at which inmates are released from custody. Bookings documents the number of people who are released within a specific time period after their arrest.

In 1999, the average length of stay was 15.19, with a range from 0 (release the same day) to 346 days. In 2004, the average length of stay was 16.86 with a range from 0 - 410 days. The cumulative percent column in Table 7.1 provides a running total of the rate at which inmates are released. In 1999, 24% of all persons booked were released in less than 1 day; at 48 hours, 48% of all persons had been released. From this point forward, the chances that he or she will remain in custody increases. At the end of one week, 66% of persons who were booked at already been released; at the end of 30 days, 87% of all persons booked had been released. The Core Team believes that the increased rate of release in the 2004 16-30 day and 31-60 day period relates to the increased use of mitigation by the Courts to provide an early release for sentenced inmates. This process is commonly used for female inmates with less than five days remaining on a sentence.

## Section 7. Inmate Profile

Table 7.1 Rate of Release and Length of Stay

Time in Custody	1999						2004					
	#	%	Cum %	Inmate Days	%	Cum %	#	%	Cum %	Inmate Days	%	Cum %
Less than 1 day	242	24.2%	24.2%	0	0.0%	0.0%	220	22.0%	22.0%	0	0.0%	0.0%
1 Day	234	23.4%	47.6%	234	1.5%	1.5%	200	20.0%	42.0%	200	1.2%	1.2%
2 Days	67	6.7%	54.3%	134	0.9%	2.4%	67	6.7%	48.7%	134	0.8%	2.0%
3 Days	48	4.8%	59.1%	144	0.9%	3.4%	56	5.6%	54.3%	168	1.0%	3.0%
4 Days	20	2.0%	61.1%	80	0.5%	3.9%	27	2.7%	57.0%	108	0.6%	3.6%
5 Days	20	2.0%	63.1%	100	0.7%	4.6%	14	1.4%	58.4%	70	0.4%	4.0%
6 Days	14	1.4%	64.5%	84	0.6%	5.1%	16	1.6%	60.0%	96	0.6%	4.6%
7 Days	16	1.6%	66.1%	112	0.7%	5.8%	18	1.8%	61.8%	126	0.7%	5.3%
8-15 days	116	11.6%	77.7%	1,214	8.0%	13.8%	111	11.1%	72.9%	1,163	6.9%	12.2%
16-30 days	89	8.9%	86.6%	2,063	13.6%	27.4%	120	12.0%	84.9%	2,757	16.3%	28.4%
31-60 days	61	6.1%	92.7%	2,658	17.5%	44.9%	69	6.9%	91.8%	2,997	17.7%	46.1%
61-90 days	35	3.5%	96.2%	2,576	17.0%	61.9%	39	3.9%	95.7%	2,861	16.9%	63.0%
91-120 days	12	1.2%	97.4%	1,217	8.0%	69.9%	17	1.7%	97.4%	1,750	10.3%	73.3%
121-150 days	12	1.2%	98.6%	1,628	10.7%	80.6%	9	0.9%	98.3%	1,185	7.0%	80.3%
151-180 days	7	0.7%	99.3%	1,169	7.7%	88.3%	11	1.1%	99.4%	1,805	10.6%	90.9%
181 days or more	7	0.7%	100.0%	1,772	11.7%	100.0%	6	0.6%	100.0%	1,541	9.1%	100.0%
Total	1,000	100.0%		15,185	100.0%		1,000	100.0%		16,961	100.0%	
Average	15.19						16.96					
Low	0						0					
High	346						410					

While the same general pattern is found in 2004, the rate of release is slower. The differences begin to emerge at the 24-48 hour point. In 2004, 42% of persons booked had been released (in contrast with 48% in 1999) and at the end of 48 hours, in 2004 49% of persons had been released in contrast to 54% in 1999. At the end of one week, rate of release in 2004 continues to be slower (62% rather than 66%), but by 30 days, the two patterns begin to merge again.

Even more significant is the pattern that emerges in inmate bed days. The easiest way to explain inmate bed days is to think of a one bed jail. Over the course of a year, one inmate could fill that bed all 365 days, or 365 inmates could each spend one day in jail. For population management efforts, inmate bed days are the more critical variable. As Figure 7.1 and Table 7.1 show, while the inmates who spend less than a week in custody are about **66%** of all persons booked, these inmates account for only about **5%** of all inmate bed days, which translate directly to Average Daily Population. However, looking at this relationship from the other direction finds that in 1999, only **7%** of persons booked stayed in jail more than 60 days; however, this group accounted for **65%** of all the bed days spent in jail. In 2004,

## Section 7. Inmate Profile

only 7% of persons booked stayed in jail more than 60 days; however, this group accounted for 65% of all the bed days spent in jail. This is the population that require additional attention. If this group is largely pretrial and directed toward a State prison setting, then expediting their cases could reduce bed days. If this group includes local inmates, then programming should be directed to this population to reduce the likelihood of this person returning to the justice system.

## Demographics

This section of the report examines demographic information about persons booked.

### Gender

**Table 7.2** Gender of Persons Booked

Gender	1999			2004		
	#	%	ALOS	#	%	ALOS
Female	212	21.2%	10.58	225	22.5%	11.84
Male	788	78.8%	16.43	775	77.5%	18.22
Total	1,000	100.0%		1,000	100.0%	

Table 7.2 shows that the pattern of male and female bookings was not significantly different in 1999 and 2004. Males account for about 78% of all bookings, while females account for about 22%. There are gender differences in length of stay. In both cases, length of stay was elevated in 2004, but female offenders have considerably shorter lengths of stay. As discussed earlier in this document, female capacity is restricted, which results in more pressure to early release females. However, there are likely to be other gender differences which can contribute to shorter lengths of stay.

### Ethnicity

**Table 7.3** Ethnicity of Persons Booked

Ethnicity	1999		2004	
	#	%	#	%
Black	629	62.9%	615	61.5%
Hispanic	1	0.1%	na	na
Unknown	6	0.6%	6	0.6%
White	364	36.4%	379	37.9%
Total	1,000	100.0%	1,000	100.0%

Table 7.3 shows no changes in the patterns of bookings by ethnicity. About two-thirds of all persons booked are black; about one-third of all persons booked are white. The system does not address Hispanic heritage.

Section 7. Inmate Profile

Age

Table 7.4 Age of Persons Booked

Age Group	1999			2004		
	#	%	Cum %	#	%	Cum %
16-20	150	15.0%	15.0%	96	9.6%	9.6%
21-25	206	20.6%	35.6%	249	24.9%	34.5%
26-30	135	13.5%	49.1%	145	14.5%	49.0%
31-35	161	16.1%	65.2%	142	14.2%	63.3%
36-40	148	14.8%	80.0%	108	10.8%	74.1%
41-45	109	10.9%	90.9%	137	13.7%	87.8%
46-50	59	5.9%	96.8%	73	7.3%	95.1%
51-55	18	1.8%	98.6%	30	3.0%	98.1%
56-60	8	0.8%	99.4%	9	0.9%	99.0%
Over 60	5	0.5%	99.9%	9	0.9%	99.9%
Unknown	1	0.1%	100.0%	1	0.1%	100.0%
Total	1,000	100.0%		999	100.0%	
Average	31.91			32.83		
Low	16.65			16.11		
High	67.03			71.18		
Median	30			31		

There is considerable evidence that the jail population is aging. In 1999, the average age of persons booked was 31.91; in 2004, the average age was 32.83. Median age is even more telling; in five years, the median age of jail inmates has increased from 30 to 31. In 2004, about 25% of persons booked were over the age of 40 in contrast with 20% in 1999.

Marital Status

Table 7.5 Marital Status of Persons Booked

No differences were found in marital status patterns. A little over two-thirds of persons booked were single. There is one difference noted between 1999 and 2004; a greater proportion of cases in 2004 did not include this information. The Core Team and staff at the Sheriff's Office indicate that they do not try to complete this information if the individual is uncooperative.

Marital Status	1999		2004	
	#	%	#	%
Divorced	65	6.5%	66	6.6%
Married	170	17.0%	114	11.4%
Not available	64	6.4%	126	12.6%
S (Single)	688	68.8%	690	69.0%
Separated	7	0.7%	1	0.1%
Widowed	6	0.6%	3	0.3%
Total	1,000	100.0%	1,000	100.0%

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Zip Code

Local Zip Code	1999		2004		Local Zip Code	1999		2004	
	#	%	#	%		#	%	#	%
Blank	63	6.3%	35	3.5%	45218 (Greenhills 95%, Springfield Twp 5%)	0	0.0%	1	0.1%
Incomplete/Inaccurate	10	1.0%	3	0.3%	45219 (Cincinnati 100%)	38	3.8%	29	2.9%
Out of state	64	6.4%	58	5.8%	45220 (Cincinnati 100%)	7	0.7%	10	1.0%
Zip code not consistent w/City & state of residence	6	0.6%	1	0.1%	45221 (Cincinnati 99%)	3	0.3%	2	0.2%
Other Ohio (not Hamilton County)	11	1.1%	36	3.6%	45222 (Cincinnati, post box)	1	0.1%	0	0.0%
45002 (Whitewater Twp 61%, Miami Twp 29%, Cleves 5%)	8	0.8%	6	0.6%	45223 (Cincinnati 99%)	29	2.9%	37	3.7%
45011 (Hamilton, Fairfield, Liberty Twp)	8	0.8%	6	0.6%	45224 (Cincinnati 59%, Springfield Twp 36%, North College Hill 5%)	24	2.4%	20	2.0%
45013 (Crosby Twp 99%)	5	0.5%	3	0.3%	45225 (Cincinnati 100%)	47	4.7%	37	3.7%
45014 (Colerain Twp 96%)	2	0.2%	2	0.2%	45226 (Cincinnati 99%)	3	0.3%	6	0.6%
45030 (Crosby Twp 44%, Harrison Twp 35%, Harrison 11%, Whitewater Twp 10%)	4	0.4%	1	0.1%	45227 (Cincinnati 40%, Columbia Twp 28%, Mariemont 14%, Fairfax 13%)	27	2.7%	22	2.2%
45041 (Whitewater Twp 100%)	1	0.1%	0	0.0%	45228 (Cincinnati 99%)	1	0.1%	1	0.1%
45042 (Miami Twp 66%, Whitewater Twp 26%)	2	0.2%	0	0.0%	45229 (Cincinnati 99%)	50	5.0%	36	3.6%
45140 (Symmes Twp 51%, Loveland 49%)	8	0.8%	4	0.4%	45230 (Anderson Twp 70%, Cincinnati 30%)	14	1.4%	6	0.6%
45150 (Columbia Twp 65%, Milford (35%))	1	0.1%	5	0.5%	45231 (Springfield Twp 68%, Colerain Twp 18%, Mt Healthy 9%)	24	2.4%	30	3.0%
45200 (Cincinnati, post box)	1	0.1%	7	0.7%	45232 (Cincinnati 99%)	23	2.3%	23	2.3%
45201 (Cincinnati, post box)	3	0.3%	1	0.1%	45233 (Delhi Twp 39%, Green Twp 35%, Cincinnati 19%)	2	0.2%	5	0.5%
45202 (Cincinnati 100%)	12	1.2%	49	4.9%	45236 (Sycamore Twp 45%, Amberley Village 17%, Deer Park 13%, Silverton 11%)	17	1.7%	11	1.1%
45203 (Cincinnati 100%)	10	1.0%	8	0.8%	45237 (Cincinnati 50%, Amberley Village 34%, Golf Manor 9%)	40	4.0%	31	3.1%
45204 (Cincinnati 97%)	8	0.8%	12	1.2%	45238 (Delhi Twp 53%, Cincinnati 33%, Green Twp 14%)	21	2.1%	15	1.5%
45205 (Cincinnati 97%)	54	5.4%	51	5.1%	45239 (Colerain Twp 38%, Green Twp 26%, Cincinnati 19%, North College Hill 16%)	26	2.6%	28	2.8%
45206 (Cincinnati 100%)	37	3.7%	47	4.7%	45240 (Forest Park 70%, Springfield Twp 26%)	17	1.7%	25	2.5%
45207 (Cincinnati 99%)	21	2.1%	14	1.4%	45241 (Sharonville 61%, Evendale 24%, Blue Ash 13%)	0	0.0%	3	0.3%

Section 7. Inmate Profile

Local Zip Code	1999		2004		Local Zip Code	1999		2004	
	#	%	#	%		#	%	#	%
45208 (Cincinnati 98%)	2	0.2%	2	0.2%	45242 (Blue Ash 36%, Montgomery 27%, Indian Hill 22%)	4	0.4%	2	0.2%
45209 (Cincinnati 97%)	11	1.1%	6	0.6%	45243 (Indian Hill 81%, Madeira 15%)	1	0.1%	1	0.1%
45210 (Cincinnati & Queen City)	55	5.5%	46	4.6%	45244 (Anderson Twp 86%, Newtown 14%)	5	0.5%	8	0.8%
45211 (Cincinnati 52%, Green Twp 35%, Cheviot 12%)	23	2.3%	55	5.5%	45246 (Springdale 58%, Glendale 20%, Sharonville 11%)	9	0.9%	5	0.5%
45212 (Norwood 84%, Cincinnati 16%)	26	2.6%	36	3.6%	45247 (Colerain Twp 68%, Green Twp 32%)	5	0.5%	6	0.6%
45213 (Cincinnati 68%, Columbia Twp 18%, Silverton & Amberly 7% each)	18	1.8%	20	2.0%	45248 (Green Twp 89%, Miami Twp 11%)	2	0.2%	4	0.4%
45214 (Cincinnati 100%)	34	3.4%	26	2.6%	45249 (Symmes Twp 45%, Sycamore Twp 31%, Montgomery 23%)	3	0.3%	1	0.1%
45215 (Wyoming 23%, Reading 20%, Woodlawn 19%, Evendale 12%, Lockland 10%)	24	2.4%	33	3.3%	45251 (Colerain Twp 100%)	7	0.7%	9	0.9%
45216 (Cincinnati 74%, Springfield Twp 16%, Elmwood Place 9%)	9	0.9%	9	0.9%	45252 (Colerain Twp 99%)	2	0.2%	1	0.1%
45217 (Saint Bernard 78%, Cincinnati 21%)	7	0.7%	3	0.3%	Total	1000	100.0%	1000	100.0%
					Cincinnati (50% or more)	524	52.4%	554	55.4%

Table 7.6 Residence by Zip Code

There are only three changes shown in Table 7.6 that are not attributable to sampling error:

- The proportion of defendants who indicate they live in zip code 45211 (Cincinnati and Green Township) has shown a minor increase (3%).
- The proportion of defendants who indicate they live in zip code 45202 has increased 3.7%.
- The proportion of defendant who live in a zip code at least half of which is the City of Cincinnati has increased 3%.

These are not significant shifts in reported residence.

## Section 7. Inmate Profile

## Education

Table 7.7 Last Grade Attended

Last Grade Attended	1999		2004	
	#	%	#	%
0	1	0.1%	0	0.0%
1	2	0.2%	0	0.0%
2	0	0.0%	0	0.0%
3	0	0.0%	0	0.0%
4	1	0.1%	0	0.0%
5	1	0.1%	0	0.0%
6	4	0.4%	7	0.8%
7	2	0.2%	3	0.3%
8	15	1.5%	20	2.3%
9	55	5.6%	45	5.2%
10	117	12.0%	80	9.2%
11	140	14.4%	140	16.1%
12	416	42.7%	321	37.0%
13	31	3.2%	16	1.8%
14	51	5.2%	36	4.1%
15	12	1.2%	11	1.3%
16	20	2.1%	15	1.7%
17	1	0.1%	0	0.0%
18	2	0.2%	2	0.2%
19	0	0.0%	1	0.1%
20	0	0.0%	1	0.1%
22	0	0.0%	1	0.1%
GED	23	2.4%	35	4.0%
Unknown	80	8.2%	134	15.4%
Total	974	100.0%	868	100.0%
Average	11.54		11.47	

Table 7.7 contains self-report data regarding the last grade attended. It does not reflect educational *achievement or competence*. On average, persons booked indicate that they attended school until a point approximately half way through 11<sup>th</sup> grade. The amount of missing data in this field has also increased since 1999. This is another field which is typically omitted when prisoners are uncooperative.

## Employment

Self-report employment status is provided in Table 7.8. In 1999, about 48% indicated that they were not employed; in 2004, about 58% indicated that they were unemployed.

Table 7.8 Employment Status

Employment	1999		2004	
	#	%	#	%
Unemployed	436	47.9%	648	57.5%
Labor	45	4.9%	39	3.5%
Construction	61	6.7%	40	3.6%
Restaurant	44	4.8%	86	7.6%
Student	10	1.1%	6	0.5%
Hotel	8	0.9%	3	0.3%
Self-employed	30	3.3%	50	4.4%
SSI	7	0.8%	31	2.8%
Automotive	42	4.6%	33	2.9%
Service	49	5.4%	31	2.8%
Retail	29	3.2%	16	1.4%
Industrial	39	4.3%	16	1.4%
Other	110	12.1%	127	11.3%
Total	910	100.0%	1,126	100.0%
People	910		952	

Section 7. Inmate Profile

Intake Information

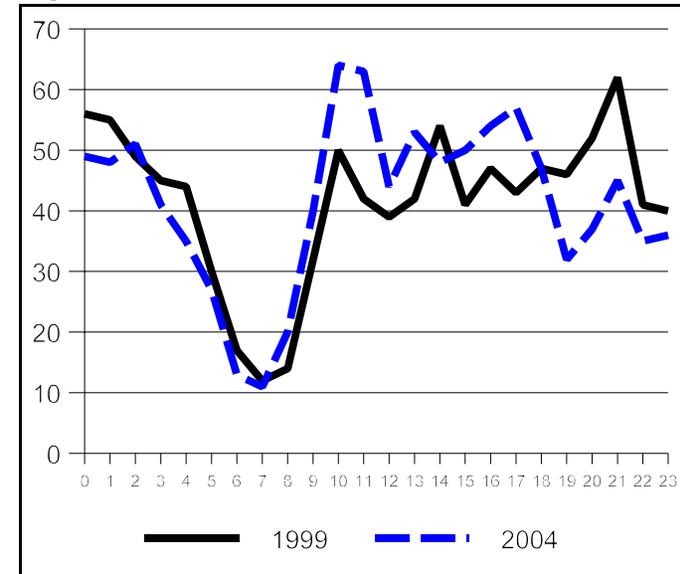
Day and Hour

Table 7.9 Hour of Admission

Hour (Military Time)	1999		2004	
	#	%	#	%
0	56	5.6%	49	4.9%
1	55	5.5%	48	4.8%
2	49	4.9%	51	5.1%
3	45	4.5%	41	4.1%
4	44	4.4%	35	3.5%
5	30	3.0%	27	2.7%
6	17	1.7%	13	1.3%
7	12	1.2%	11	1.1%
8	14	1.4%	20	2.0%
9	32	3.2%	40	4.0%
10	50	5.0%	64	6.4%
11	42	4.2%	63	6.3%
12	39	3.9%	44	4.4%
13	42	4.2%	53	5.3%
14	54	5.4%	48	4.8%
15	41	4.1%	50	5.0%
16	47	4.7%	54	5.4%
17	43	4.3%	57	5.7%
18	47	4.7%	47	4.7%
19	46	4.6%	32	3.2%
20	52	5.2%	37	3.7%
21	62	6.2%	45	4.5%
22	41	4.1%	35	3.5%
23	40	4.0%	36	3.6%
Total	1,000	100.0%	1,000	100.0%

Some moderate differences in the pattern of admission times are noted between 1999 and 2004. Both years show a significant decline in admissions beginning in the early morning hours (3-4 AM). In 2004, there is a somewhat higher “spike” in admissions at 10 AM than in 1999, and the “spike” in evening hours (9 PM) is markedly less. The 10 AM spike is related to Court appearances; it seems likely that the evening “spike” is related to law enforcement deployment practices.

Figure 7.2 Hour of Admission



Admissions are not distributed evenly across the week. Admissions are highest on Tuesdays, when intakes for Turning Point is scheduled, and lowest of Saturdays and Sundays. This is a somewhat atypical pattern, since most jurisdictions see admissions elevated during weekends. Law enforcement deployment practices may also influence when admissions occur.

Table 7.10 Day of Admission

Weekday	1999		2004	
	#	%	#	%
Sunday	100	10.0%	96	9.6%
Monday	148	14.8%	161	16.1%
Tuesday	170	17.0%	176	17.6%
Wednesday	158	15.8%	150	15.0%
Thursday	153	15.3%	154	15.4%
Friday	154	15.4%	149	14.9%
Saturday	117	11.7%	114	11.4%
Total	1,000	100.0%	1,000	100.0%

## Section 7. Inmate Profile

## Arresting Agency

Table 7.11 Arresting Agency

Arresting Agency	1999		2004		Arresting Agency	1999		2004	
	#	%	#	%		#	%	#	%
Addyston Village PD	0	0.0%	1	0.0%	Loveland City PD	4	0.4%	0	0.0%
Adult Parole Authority	14	0.0%	6	0.0%	Montgomery City PD	2	0.2%	1	0.1%
Amberly Village PD	0	0.0%	2	0.0%	Mariemont Village PD	1	0.1%	1	0.1%
Arlington PD	1	0.0%	1	0.0%	Mount Healthy City PD	0	0.0%	1	0.1%
Blue Ash	2	0.0%	4	0.0%	North College Hill City PD	4	0.4%	5	0.5%
Bailiff	41	4.1%	12	1.2%	Norwood	11	1.1%	16	1.6%
Cheviot City PD	1	0.1%	1	0.1%	Ohio State Patrol	1	0.1%	0	0.0%
Cleves Village PD	1	0.1%	0	0.0%	Probation	5	0.5%	0	0.0%
Commitment	100	10.0%	119	11.9%	Reading City PD	3	0.3%	1	0.1%
Colerain Township PD	1	0.1%	17	1.7%	Regional Narcotics Unit	3	0.3%	3	0.3%
Cincinnati PD	630	63.0%	558	55.8%	Sharonville PD	2	0.2%	1	0.1%
Deer Park City PD	5	0.5%	0	0.0%	Sheriff's Office	125	12.5%	169	16.9%
Delhi Township PD	0	0.0%	5	0.5%	Silverton City PD	2	0.2%	2	0.2%
Elmwood Place Village PD	2	0.2%	3	0.3%	Springdale City PD	5	0.5%	2	0.2%
Electronic Monitoring	7	0.7%	1	0.1%	Springfield Township PD	0	0.0%	11	1.1%
Evendale Village PD	2	0.2%	1	0.1%	Transcopr	0	0.0%	3	0.3%
Fairfax Village PD	2	0.2%	2	0.2%	Sait Bernard City PD	2	0.2%	0	0.0%
Forest Park PD	0	0.0%	6	0.6%	Terrace Park Village PD	0	0.0%	1	0.1%
Golf Manor Village PD	0	0.0%	2	0.2%	U of Cincinnati PD	0	0.0%	5	0.5%
Greenhills Village PD	0	0.0%	1	0.1%	US Marshal's Service	0	0.0%	3	0.3%
Green Township PD	4	0.4%	9	0.9%	Woodlawn Village PD	1	0.1%	2	0.2%
Harrison PD	1	0.1%	1	0.1%	Wyoming	2	0.2%	1	0.1%
Hamilton County Park Rangers	3	0.3%	1	0.1%	Total	1000	100.0%	1000	100.0%
Indian Hills City PD	0	0.0%	1	0.1%	Cincinnati PD	630	63.0%	558	55.8%
Juvenile	1	0.1%	1	0.1%	All Other PD	270	27.0%	323	32.3%
Lincoln Heights Village PD	5	0.5%	13	1.3%	Commitments	100	10.0%	119	11.9%
Lockland PD	4	0.4%	4	0.4%					

It appears that there have been some interesting shifts in arresting agency. Although the Cincinnati Police Department continues to be the primary arresting agency, the percent of CPD arrests has decreased from 63% of all arrests in 1999 to 56% of all arrests in 2004. In addition, a number of arrests by suburban police departments have increased (from 27% in 1999 to 33% in 2004).

## Section 7. Inmate Profile

## Admission Type

Table 7.12 Admission Type

Admission Type	1999		2004	
	#	%	#	%
City Original Arrest	451	45.1%	445	44.5%
City Capias Arrest	140	14.0%	88	8.8%
Sheriff Original Arrest	103	10.3%	68	6.8%
Sheriff Capias Arrest	36	3.6%	17	1.7%
Other Agency Arrest	63	6.3%	103	10.3%
Other Agency Capias	7	0.7%	6	0.6%
Commitment	115	11.5%	126	12.6%
Parole Violation	10	1.0%	23	2.3%
Probation Violation/Common Pleas	26	2.6%	10	1.0%
Domestic Relations Court	6	0.6%	11	1.1%
Juvenile Court	11	1.1%	22	2.2%
Fugitive Only	2	0.2%	9	0.9%
Warrant on Indictment	20	2.0%	67	6.7%
Other	10	1.0%	5	0.5%
Total	1,000	100.0%	1,000	100.0%

There are similarities and differences between admission types in 1999 and 2004. While City original arrests continue to be the largest component at approximately 45%, the proportion of City capias arrests has decreased from 14% in 1999 to 7% in 2004. Sheriff original arrests have decreased modestly, while other agency arrests have increased from 6% to 10%. Commitments continue at approximately 12% of admissions. Admissions resulting from warrants on indictment have increased from 2% of admissions in 1999 to 7% of admissions in 2004.

Section 7. Inmate Profile

Release Information

Release Type

Table 7.13 Release Type

Release Reason	1999		2004	
	#	%	#	%
Time Expired	146	14.6%	134	13.4%
Treatment Center	3	0.3%	2	0.2%
Eight Hours	4	0.4%	32	3.2%
Bond	463	46.3%	314	31.4%
Court Ordered	176	17.6%	291	29.1%
Probation Department	19	1.9%	5	0.5%
Parole Department	22	2.2%	9	0.9%
Charge Ignored by Grand Jury	11	1.1%	25	2.5%
Mitigated	16	1.6%	11	1.1%
Orient	34	3.4%	60	6.0%
Marysville	6	0.6%	7	0.7%
Other Agency	29	2.9%	53	5.3%
EMU	11	1.1%	31	3.1%
OR to ADAPT	4	0.4%	5	0.5%
Paid Fine	56	5.6%	8	0.8%
River City	0	0.0%	12	1.2%
Unknown			1	0.1%
Total	1,000	100.0%	1,000	100.0%

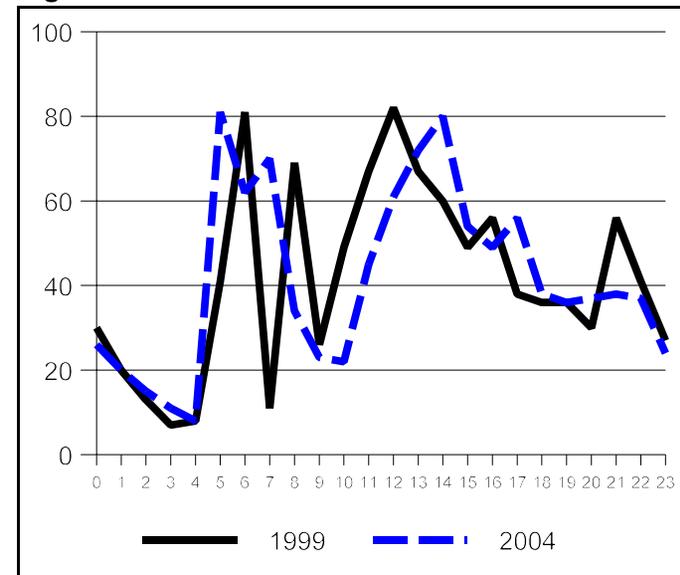
the pattern associated with time expired releases which occur early in the morning when activity levels in booking are low. The remainder of the release pattern is associated with court activity during the day.

There were several noteworthy shifts in the reason for release between 1999 and 2004. A smaller proportion in persons booked were released on bond in 2004 (31% in contrast with 46%), and a greater proportion of persons were released by court order in 2004 (29%) than in 1999 (18%). A higher proportion of persons booked were released to Orient (the reception center for the Ohio Department of Rehabilitation and Corrections) in 2004 (6%) than in 1999 (3%). The proportion of individuals who are released after paying a fine decreased from 5.6% in 1999 to less than 1% in 2004. By statute, since 1999, people are not held for a fine unless a finding that the individual is not indigent has been made by the Court.

Hour of Release

Figure 7.3 Hour of Release

The hour of release pattern has not changed since 1999. The most noteworthy comment is



Section 7. Inmate Profile

Table 7.14 Hour of Release

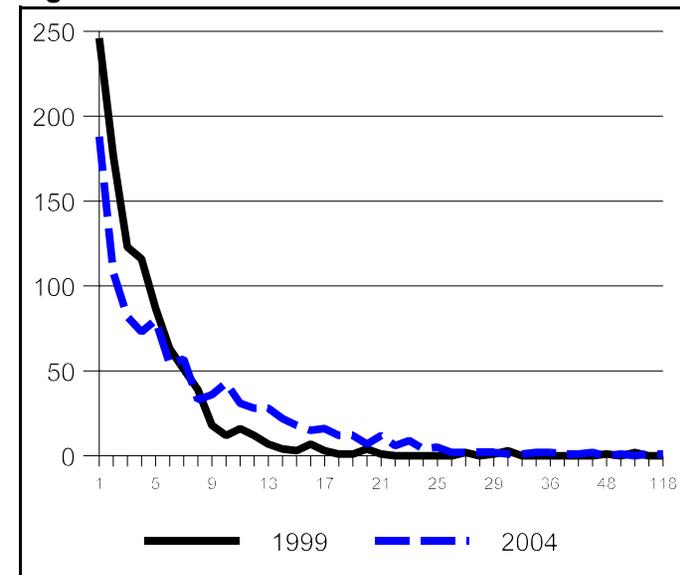
Hour (Military Time)	1999		2004	
	#	%	#	%
0	30	3.0%	26	2.6%
1	20	2.0%	20	2.0%
2	13	1.3%	15	1.5%
3	7	0.7%	11	1.1%
4	8	0.8%	8	0.8%
5	41	4.1%	81	8.1%
6	81	8.1%	62	6.2%
7	11	1.1%	70	7.0%
8	69	6.9%	34	3.4%
9	26	2.6%	23	2.3%
10	49	4.9%	22	2.2%
11	67	6.7%	45	4.5%
12	82	8.2%	61	6.1%
13	67	6.7%	72	7.2%
14	60	6.0%	80	8.0%
15	49	4.9%	54	5.4%
16	56	5.6%	49	4.9%
17	38	3.8%	56	5.6%
18	36	3.6%	38	3.8%
19	36	3.6%	36	3.6%
20	30	3.0%	37	3.7%
21	56	5.6%	38	3.8%
22	41	4.1%	37	3.7%
23	27	2.7%	24	2.4%
Unknown			1	0.1%
Total	1,000	100.0%	1,000	100.0%

In 1999, releases peaked between six and seven AM and between noon and one PM. In 2004, releases peaked between five and six AM and between two and three PM. This change in the early morning pattern most likely relates to a change at the time when time expired releases are processed. Changes in the afternoon pattern could relate to either court docketing and volume.

Prior Incarcerations

Figure 7.4 and Table 7.17 show prior incarcerations in Hamilton County; persons booked may also have incarcerations outside of Hamilton County which are not reflected in this information. In addition, because the current JMS came on line in 1999, it is possible that some historical information was not entered. However, the Core Team reports that this information was entered. It appears, then, that the average number of incarcerations of each person booked has increased significantly from an average of 4.35 in 1999 to an average of 7.45 in 2004. The range has also increased from zero to 58 in 1999 and 118 in 2004. The average number of years between the first recorded incarceration and the current one has also increased from 1.71 in 1999 to 4.84 in 2004.

Figure 7.4 Number of Prior Incarcerations



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Table 7.15 Number of Incarcerations

Number of Incarcerations	1999		2004	
	#	%	#	%
1	246	24.6%	188	18.8%
2	177	17.7%	108	10.8%
3	123	12.3%	82	8.2%
4	116	11.6%	73	7.3%
5	87	8.7%	80	8.0%
6	63	6.3%	54	5.4%
7	51	5.1%	57	5.7%
8	39	3.9%	33	3.3%
9	18	1.8%	36	3.6%
10	12	1.2%	43	4.3%
11	16	1.6%	31	3.1%
12	12	1.2%	28	2.8%
13	7	0.7%	28	2.8%
14	4	0.4%	22	2.2%
15	3	0.3%	18	1.8%
16	7	0.7%	15	1.5%
17	3	0.3%	16	1.6%
18	1	0.1%	12	1.2%
19	1	0.1%	12	1.2%
20	4	0.4%	7	0.7%
21	1	0.1%	12	1.2%
22	0	0.0%	6	0.6%
23	0	0.0%	9	0.9%

Number of Incarcerations	1999		2004	
	#	%	#	%
24	0	0.0%	4	0.4%
25	0	0.0%	5	0.5%
26	0	0.0%	2	0.2%
27	2	0.2%	2	0.2%
28	0	0.0%	2	0.2%
29	1	0.1%	2	0.2%
30	3	0.3%	1	0.1%
34	0	0.0%	1	0.1%
35	0	0.0%	2	0.2%
36	0	0.0%	2	0.2%
40	0	0.0%	1	0.1%
42	0	0.0%	1	0.1%
43	0	0.0%	2	0.2%
48	1	0.1%	0	0.0%
51	0	0.0%	1	0.1%
58	2	0.2%	0	0.0%
81	0	0.0%	1	0.1%
118	0	0.0%	1	0.1%
Total	1,000	100.0%	1,000	100.0%
Average Incarcerations	4.35		7.45	
Low Incarcerations	1		1	
High Incarcerations	58		118	
Average years between 1st and current	1.71		4.84	

This suggests that there is a highly repetitive nature for many of the persons booked at the jail.

Section 7. Inmate Profile

In Custody Information

Last Classification

Table 7.16 Last Classification

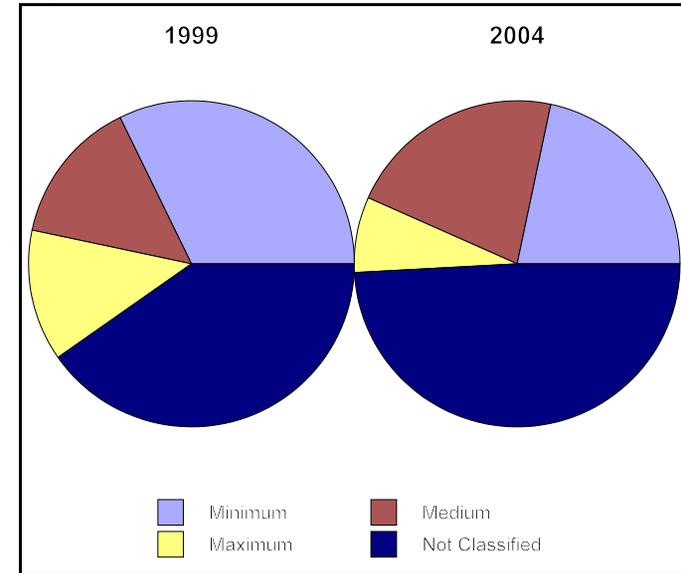
Security Level	1999			2004		
	#	%	ALOS	#	%	ALOS
Minimum	323	32.3%	20.49	268	26.8%	19.7
Medium	145	14.5%	29.03	215	21.5%	28.5
Maximum	130	13.0%	31.74	163	16.3%	32.0
Not listed	402	40.2%	0.58	354	35.4%	0.46
Total	1,000	100.0%		1,000	100.0%	

Table 7.16 shows several significant changes in the last classification. The proportion of bookings which do not get classified decreased from 40% in 1999 to 35% in 2004. Since

classification occurs after arraignment, this suggests that fewer people are being released at or before arraignment. The proportion of minimum security inmates has decreased significantly, from 33% in 1999 to 27% in 2004. There has been significant growth in the proportion of **medium** security inmates, from 15% in 1999 to 22% in 2004. The proportion of maximum security inmates has increased from 13% in 1999 to 16% in 2004.

The average length of stay of inmates who are released before arraignment is approximately 12 hours. It is interesting to note that there are no significant differences in length of stay **within** the same classification in 1999 and 2004. It is also interesting to note that there does not appear to be a very marked difference between the length of stay of inmates whose last classification was medium security and those whose last classification was maximum.

Figure 7.5 Last Classification



Section 7. Inmate Profile

Medical and Mental Health Issues

Table 7.17 Identified Medical and Mental Health Needs

Medical and Mental Health Needs	1999		2004	
	#	%	#	%
Medical	102	14.0%	102	13.8%
Mental health	83	11.4%	149	20.1%
Special needs (undefined)	36	5.0%	8	1.1%
No health care needs noted	506	69.6%	482	65.0%
Total	727	100.0%	741	100.0%
% of sample w/ special needs	22.1%		25.9%	

While there are some differences between 1999 and 2004, the basic pattern clearly identifies that about 25% of all persons booked have some type of medical or mental health special need. This assumption assumes that those for whom no data was noted had no issue at the time that they were booked. The most significant difference between 1999 and 2004 is in the proportion of inmates who have mental health needs, which has increased from 11% in 1999 to 20% in 2004. There are least 3 possible reasons:

- An increase in this behavior in the population,
- Increased screening for this type of behavior, or
- Increased skill at recognizing this behavior.

Housing Moves

The most significant difference between 1999 and 2004 in terms of housing moves is that about 80% of housing moves in 2004 were to general population housing in contrast to about 88% in 1999.

Housing Move	1999		2004	
	#	%	#	%
None	2	0.1%	0	0.0%
Medical	53	3.0%	121	6.3%
Psych	72	4.1%	116	6.0%
Juvenile	2	0.1%	0	0.0%
Protective Custody	4	0.2%	18	0.9%
Homosexual Predator	47	2.6%	53	2.7%
Medical Transition	11	0.6%	22	1.1%
Psych Transition	10	0.6%	44	2.3%
Disciplinary	0	0.0%	6	0.3%
General	1,570	88.4%	1,553	80.3%
Detail Floor	6	0.3%	0	0.0%
Total	1,777	100.0%	1,933	100.0%
Housing Moves/ Cases in Sample	1.78		1.93	

Section 7. Inmate Profile

Table 7.19 Reason for Classification Decision

Classification Reason	1999		2004	
	#	%	#	%
Initial Classification	331	18.6%	17	0.9%
Scheduled Reclassification	1,109	62.4%	1,418	73.4%
Change in Sentence Status	8	0.5%	186	9.6%
Completed Lock-in	0	0.0%	27	1.4%
Emergency Transfer	82	4.6%	224	11.6%
Other	247	13.9%	0	0.0%
Medical Complete	0	0.0%	9	0.5%
Lockdown Recommended	0	0.0%	49	2.5%
Program Enrolled	0	0.0%	3	0.2%
Total	1,777	100.0%	1,933	100.0%

There are several differences between inmates seen in 1999 and those seen in 2004 in terms of the reason for the classification decision. A greater proportion of these decisions are made as a result of a scheduled reclassification (73% in 2004 in contrast with 62% in 1999) which occurs when an inmate has been in custody more than 30 days. In 2004, there were a greater proportion of emergency transfers (12% in contrast with 5%); these typically occur as a result of inmate acting out.

When this information is viewed holistically, it strongly suggests a more difficult to manage inmate population, and the presence of significant numbers of inmates with mental health problems.

**Holds**

**Type of Hold**

Table 7.20 Holders

Holder Type	1999		2004	
	#	%	#	%
Juvenile	27	11.8%	53	13.5%
Out of State Warrant	10	4.4%	16	4.1%
Federal Warrant	0	0.0%	3	0.8%
Court Order	11	4.8%	4	1.0%
Other	31	13.5%	15	3.8%
Parole Department	26	11.4%	29	7.4%
Local Agency	112	48.9%	150	38.2%
Military	1	0.4%	0	0.0%
Domestic Relations	9	3.9%	15	3.8%
Special Circumstances	2	0.9%	11	2.8%
In State Warrant	0	0.0%	6	1.5%
EMU	0	0.0%	20	5.1%
Juris Monitor	0	0.0%	26	6.6%
In population Arrest	0	0.0%	45	11.5%
Total	229	100.0%	393	100.0%
% of sample	23%		39%	

The proportion of inmates who have holds increased from 23% of the sample in 1999 to 39% of the sample in 2004. The most common type of hold, in both years, was a local agency hold. Note that there is more detail in this category in 2004. Parole holds decreased from 11% in 1999 to 7% in 2004. In population arrests, which were not a separate category in 1999 include at least two specialized types of holds:

- The individual is arrested for a new charge committed while in custody, or
- The individual is arrested on a charge which was discovered when a computer clearance was run.

Information about holds provides at least two other insights into the jail population:

- The degree to which they are known to other criminal justice agencies in and beyond Hamilton County, and
- The degree to which they have been involved with alternatives to jail.

Section 7. Inmate Profile

Hold Status at Release

Table 7.21 Hold Status at Release

Holder Status	1999		2004	
	#	%	#	%
Active	54	23.6%	68	17.3%
Released	175	76.4%	325	82.7%
Total	229	100.0%	393	100.0%

Table 7.21 provides information about the status of the hold at the time when the individual was released. In 1999, just under one-quarter of defendants had an active hold at the time they were released; in 2004, about 17% of defendants had an active hold at the time they were released. This means that the defendant was released to the agency which had the hold.

Charge Information

Volume of Charges and In-custody Court Appearances

Table 7.22 Charge and In-custody Court Appearance Information

	1999				2004			
	Average	Low	High	Total	Average	Low	High	Total
Charges	2.12	1	14	2,114	2.33	1	17	2,324
Court Appearances	1.82	1	16	1,266	2.42	1	27	1,481
No Court Appearance				849				843
In custody Court Appearances per Charge				0.60				0.64

The number of charges associated with the 1,000 cases examined in 1999 and 2004 increased from an average of 2.12 charges per person booked to 2.33. The range has also expanded. In both years, about the same number of people were released prior to a court appearance (849 in 1999 and 843 in 2004). Proportionally, the number of people who are released without a court appearance has decreased.

All of the cases which did not go to court stayed less than one day; all cases were reviewed to determine the reason for release. Reasons for release fell into the following categories:

- Warrant and/or capias arrests, frequently traffic warrants, which were resolved by paying a fine or serving eight hours.
- Process only releases.
- Bond releases.

Even more notably, the number of court appearances associated with these charges has also increased. In 1999, defendants who were not released prior to going to court had an average of 1.82 in-custody court appearances while in custody, with a range from 1 to 16. In 2004, defendants who were not released prior to court had an average of 2.42 in-custody court appearances, with a range from 1 to 27.

## Section 7. Inmate Profile

## Charge Level

Table 7.23 Charge Level

Charge Class	1999		2004		Charge Class	1999		2004	
	#	%	#	%		#	%	#	%
1 degree Higher than Original	13	0.6%	24	1.0%	M1/F5/F4	3	0.1%	5	0.2%
CMCN	166	7.9%	224	9.6%	M1/F5/F4/F3/F2/F2	18	0.9%	0	0.0%
F1	12	0.6%	24	1.0%	M1/M2	27	1.3%	33	1.4%
F2	40	1.9%	43	1.9%	M2	110	5.2%	128	5.5%
F2/F1	1	0.0%	4	0.2%	M3	21	1.0%	31	1.3%
F3	2	0.1%	6	0.3%	M4	97	4.6%	45	1.9%
F3/F2	8	0.4%	23	1.0%	M4/M2/M1	56	2.7%	88	3.8%
F3/F2/F1	1	0.0%	0	0.0%	M4/M3	63	3.0%	91	3.9%
F4	47	2.2%	53	2.3%	M4/M3/M2/M1	3	0.1%	0	0.0%
F4/F3	0	0.0%	0	0.0%	MM	208	9.9%	135	5.8%
F5	1	0.0%	10	0.4%	MM/M4	92	4.4%	80	3.4%
F5/F4	7	0.3%	11	0.5%	MM/M4/M3	38	1.8%	23	1.0%
F5/F4/F3/F2/F1	16	0.8%	68	2.9%	Same as Original Offense (Probation Violation)	12	0.6%	18	0.8%
M1	391	18.5%	349	15.0%	Variable Drug	85	4.0%	170	7.3%
M1/F3	6	0.3%	7	0.3%	MM/M4/M3/M2/M1/F5/F4/F3/F2/F1	25	1.2%	85	3.7%
M1/F4	211	10.0%	219	9.4%	Unable to Determine (OCRN, rescinded)				
M1/F4/F3	106	5.0%	87	3.7%	No charge section	151	7.2%	211	9.1%
M1/F5	73	3.5%	29	1.2%	Total	2,110	100.0%	2,324	100.0%
Lowest Level - felony						135	6.4%	242	10.4%
Lowest Level - misdemeanor						1,608	76.2%	1,520	65.4%
Highest Level - felony						637	30.2%	759	32.7%
Highest Level - misdemeanor						1,106	52.4%	1,003	43.2%

It is more difficult to determine charge level than generally assumed, because charge level is influenced by other factors, including prior criminal history of the same offense. This is particularly problematic in drug and alcohol offenses. As a result, the levels shown above are listed so that the lowest possible level for that charge is shown first, with any possible higher charge levels following. For example, F3/F2/F1 means that the lowest level of the charge is a third degree felony, but that other factors can raise the level to a 2<sup>nd</sup> or 1<sup>st</sup> degree felony. This also implies that there are charges which can originate as misdemeanor offenses which can escalate to felonies.

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The most noteworthy change within any of specific charge level is the decrease in minor misdemeanor charges, which were 10% of charges in 1999 and 6% in 2004. When examined by categories, the shifts are easier to see. In 1999, charges, which had felonies as their lowest level, were 6%; in 2004, this group was 10% of all charges. There is a corresponding decrease in charges, which had misdemeanors as their lowest level. While the group of charges which had a felony as their highest level has remained about the same, the group of charges which had misdemeanors as their highest level has decreased from 52% to 43%.

Charge Category

Table 7.24 Charge Categories

Charge Category	1999		2004	
	#	%	#	%
Person Offenses	174	8.2%	220	9.5%
Property Offenses	189	8.9%	158	6.8%
Forgery Fraud	148	7.0%	205	8.8%
Non-Violent Sex Offenses	113	5.3%	128	5.5%
Drug Offenses	60	2.8%	65	2.8%
Alcohol Offenses	94	4.4%	78	3.4%
Weapons Offenses	32	1.5%	39	1.7%
Public Order	11	0.5%	12	0.5%
Traffic	999	47.3%	992	42.7%
Probation & Parole Violations	9	0.4%	10	0.4%
Non-support	1	0.0%	5	0.2%
Falsification, Obstructing - Offenses Against Authority	146	6.9%	234	10.1%
Other	83	3.9%	82	3.5%
Hold	3	0.1%	0	0.0%
Unable to Determine	52	2.5%	96	4.1%
Total	2,114	100.0%	2,324	100.0%

Another way to understand charges is to examine groups of charges. Between 1999 and 2004, as noted earlier in Section 5 of this document, there were shifts noted in the court in terms of all charges filed and there were significant increases in numbers. The sample reflects both the increase in numbers and shifts noted earlier.

The most noteworthy shift is the decrease in traffic offenses from 47% to 43% of all charges and an increase in charges associated with obstructing offenses from 7% to 10%. There is also a slight increase in person offenses.

Table 7.25 Top 5 Charges in 1999 and 2004

Top 5	1999		2004	
	Charge	Count	Charge	Count
1	Operate Motor Vehicle w/o License	209	Theft	129
2	Theft	99	Drug Abuse	107
3	Drug Abuse	79	Domestic Violence	91
4	Domestic Violence	63	Possession Illegal Drug Paraphernalia	88
5	Domestic Violence-Knowingly	61	Operate Motor Vehicle w/o License	87

Information about individual charges is provided in Appendix C. Note that there are many charges that exist within a related class, such as DUI, which have so many separate statutory citations that they may have more impact as a group than as an individual charge. However, within these limitations, there have been some significant changes in the most common charges on which defendants are arrested. Most noteworthy is the decrease in arrests associated with operating a motor vehicle without a license.

## Section 7. Inmate Profile

## Disposition

Table 7.26 Disposition of Charges

Charge Disposition	1999		2004		Charge Disposition	1999		2004	
	#	%	#	%		#	%	#	%
Awaiting Trial	271	12.8%	56	2.4%	Indict under B	19	0.9%	37	1.6%
Guilty	399	18.9%	411	17.7%	Stay on days	1	0.0%	0	0.0%
Not Guilty	9	0.4%	1	0.0%	Fugitive	14	0.7%	17	0.7%
Made Bond	53	2.5%	247	10.6%	Marysville (OSDRC)	5	0.2%	8	0.3%
Dismissed	138	6.5%	241	10.4%	Orient (OSDRC)	29	1.4%	72	3.1%
Probate	4	0.2%	3	0.1%	Terminate Probation	9	0.4%	6	0.3%
OR Bond	170	8.1%	199	8.6%	Stay to Pay	2	0.1%	6	0.3%
Indicted	12	0.6%	2	0.1%	Probation Violation	2	0.1%	0	0.0%
Ignored	57	2.7%	82	3.5%	River City	2	0.1%	17	0.7%
Remanded Back	0	0.0%	2	0.1%	OR to EMU	0	0.0%	27	1.2%
Cost Remit	59	2.8%	96	4.1%	Cited	0	0.0%	4	0.2%
Fine Paid	8	0.4%	5	0.2%	Witness	0	0.0%	2	0.1%
Release Given	55	2.6%	59	2.5%	UAB Bond	0	0.0%	1	0.0%
MTM Granted	36	1.7%	48	2.1%	Eligible to Return	0	0.0%	1	0.0%
Release to EMU	2	0.1%	4	0.2%	Sex Predator Hearing	0	0.0%	1	0.0%
OR to ADAPT	7	0.3%	5	0.2%	Unrelated	439	20.8%	228	9.8%
Probation	27	1.3%	32	1.4%	Released Prior to Court	278	13.2%	396	17.0%
Delete	3	0.1%	8	0.3%	Total	2,110	100.0%	2,324	100.0%

Proportionately, there are some shifts in the disposition of charges. In both cases, a substantial proportion of defendants are released prior to going to court; as noted previously, this proportion is increasing. There has been a substantial reduction in the number of unrelated charges, which are charges not related to Hamilton County charges. There has been a substantial reduction in charges noted as awaiting trial since 1999 and there has been a substantial increase in charges on which the individual made bond and the proportion of charges which are dismissed. Finally, although there has been minimal change in the *proportion* of inmates who go to the state prison system at Orient (the male reception center) or Marysville (the female reception center), the *number* of inmates, particularly male inmates, is significantly higher.

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**Bond**

**Table 7.27** Bond Information

Bond Type	1999		2004	
	#	%	#	%
Any	105	5.0%	7	0.3%
Cash	39	1.8%	18	0.8%
10% (cash or credit card)	291	13.8%	290	12.5%
Not entered	1,206	57.2%	1174	50.5%
No bond	18	0.9%	31	1.3%
No 10% (will allow surety)	0	0.0%	79	3.4%
Other	12	0.6%	3	0.1%
Cash, Property or Surety	20	0.9%	3	0.1%
Own recognizance	115	5.5%	310	13.3%
Remanded	0	0.0%	8	0.3%
Unsecured Appearance Bond	0	0.0%	3	0.1%
Supervised OR Bond	25	1.2%	2	0.1%
Released Prior to Court	279	13.2%	396	17.0%
Total	2,110	100.0%	2,324	100.0%
Bond Amount (if not 0)				
Average	\$6,103		\$11,502	
Low	\$50		\$100	
High	\$500,000		\$1,000,000	
Count	709	33.6%	768	33.0%

In both years, bond information was entered on approximately one-third of cases. There has been a significant increase in the number of defendants who are released on their own recognizance. Perhaps more noteworthy is the increase in the average amount of bond. In 1999, the average amount of bond was \$6,103, with a range from \$50 to \$500,000. In 2004, the average amount of bond was \$11,502, with a range from \$100 to \$1,000,000.

**Sentences**

**Table 7.28** DOC Eligible Cases

DOC Case	1999		2004	
	#	%	#	%
Yes	29	1.4%	76	3.3%
No	1,370	64.9%	1,629	70.1%
Unrelated charge	432	20.5%	223	9.6%
Released Prior to Court	279	13.2%	396	17.0%
Total	2,110	100.0%	2,324	100.0%

There has been an increase in the number of charges which are eligible for a prison sentence.

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**Table 7.29** Eligibility for Turning Point

Eligible for Turning Point	1999		2004	
	#	%	#	%
Yes	16	0.8%	7	0.3%
No	1,383	65.5%	1,698	73.1%
Unrelated charge	432	20.5%	223	9.6%
Released Prior to Court	279	13.2%	396	17.0%
Total	2,110	100.0%	2,324	100.0%

The proportion of charges which are eligible for Turning Point, an alternative DUI program is very small. This is consistent with decreases seen elsewhere in participation in this program.

**Table 7.30** Fines and Sentence Duration

Type of Sentence	1999				2004			
	Average	Low	High	Count	Average	Low	High	Count
Fine	\$ 173.93	\$ 12.00	\$ 1,000.00	70	\$ 39.00	\$ 16.00	\$ 70.00	4
Sentence Years	3.50	1	15	12	4.61	1	99	36
Sentence Months	9.68	6	60	25	8.47	6	18	45
Sentence Days (if not 0) and went to court	70.42	1	365	309	59.90	1	365	335

The proportion of charges that result in payment of a fine is very small, and it is decreasing. In 1999, the average fine was \$173; in 2004, the average fine was \$39. This does not include the number of individuals who served eight hours in lieu of paying the fine. There are several interesting shifts in sentences which include jail or prison time. In 1999, the average sentence which was a year or greater was 3.5 years, with a range from 1 to 15 years; in 2004, the average sentence in years was 4.61, with a range from 1 to 99 years. These will clearly be DOC sentences. However, both the average sentence in months and the average sentence in days, which are going to be jail or community corrections sentences, have decreased.

**Conclusions**

All of these conclusions relate to defendants who were jailed in either 1999 or 2004. There are others who are adjudicated through court who are not jailed; these are typically for minor charges, particularly traffic offenses.

1. The rate at which people are released from the jail is similar to that seen in most jails. While people continue to be released quite rapidly within the first 24-48 hours (48% released at 48 hours in 1999 and 42% in 2004, the rate of release is slower in 2004 than

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**Section 7. Inmate Profile**

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- it was in 1999. In both years, 7% of persons booked stayed longer than 60 days, but small percentage accounted for 65% of all jail bed days used. This is the population that must be managed to control ADP. Length of stay has increased from 1999 to 2004.
2. Demographically, the Hamilton County Jail population is similar to that of most urban counties; it is predominantly male although the female offender population is growing, in spite of significant space restrictions. There are a variety of efforts underway to address the gender specific needs of the female offender population. The jail population is also older in 2004 (32.83 years) than it was in 1999 (31.91 years). This has implications for a variety of jail operations, particularly health.
  3. There is clear evidence that the population held in 2004 is a more serious offender population than the population held in 1999.
    - a. There has been a significant increase in the number of admissions that each inmate has to the system; this indicates the degree of experience and past criminality seen in the population.
    - b. The proportion of inmates who are not classified (i.e., they are released prior to a court appearance) has declined from 40% in 1999 to 35% in 2004. The proportion of minimum security inmates has decreased significantly from 33% in 1999 to 27% in 2004; this is accompanied by a corresponding increase in the proportion of medium security inmates from 15% in 1999 to 22% in 2004 and a similar increase in the proportion of maximum security inmates from 13% in 1999 to 16% in 2004.
    - c. The most noteworthy change in charges is the decreased proportion of minor misdemeanor offenses, which were 10% of charges in 1999 and 6% in 2004. When examined by categories, the shifts in charging patterns are easier to see. In 1999, charges which had a felony level offense as its lowest possible level were 6% of all charges; in 2004, this group was 10% of all charges. There has been a corresponding shift in misdemeanor charging patterns. The group of charges which had misdemeanor as their highest possible level has decreased from 52% in 1999 to 43% in 2004.
    - d. Most remarkable is the volume of charges per person, which has increased from 2.12 in 1999 to 2.33 in 2004,
  4. There is considerable evidence that these cases are more problematic for the court and perhaps more difficult to dispose since the number of court appearances made by in custody inmates increased from 1.82 in 1999 to 2.42 in 2004.
  5. There is clear evidence of the prevalence of a larger proportion of special needs inmates. Overall, about 25% of inmates held in the system have special medical and/or mental health needs.
    - a. There is an increased proportion of mentally ill offenders, with an increased from 11% in 1999 to 20% in 2004.
    - b. In 2004, there a greater proportion of emergency housing transfers (12% in 2004 versus 5% in 1999); these occur when an inmate must be moved to special housing because of behavioral acting out.



## Section 8. Facility Evaluation

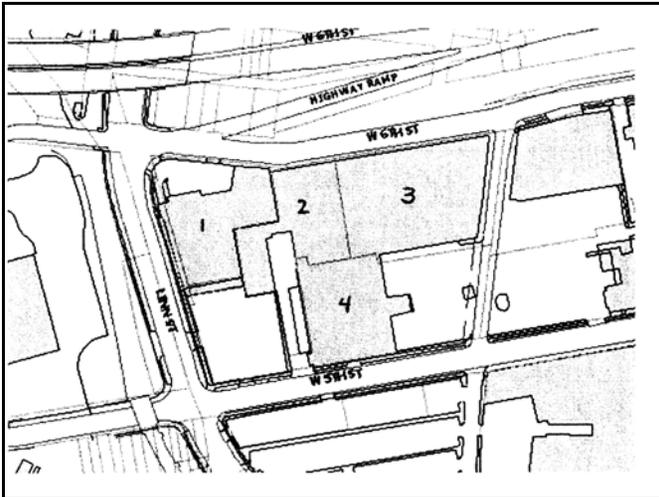
This section of the master plan provides a detailed analysis of the Queensgate Correctional Facility as well as a summary analysis of the Hamilton County Justice Center, the Reading Road Facility, and Turning Point.

### Queensgate Correctional Facility Assessment

#### General Information

##### *Location and Property Description*

**Figure 8.1** Queensgate Location



The Queensgate Correctional facility is located at 516-528 Linn Street in Cincinnati on approximately 1.5 acres of land, bounded by Fifth Street, Sixth Street, and Linn Street. This area is within an enterprise zone. The lot is irregularly shaped and is physically contiguous to a number of adjacent buildings, which were formerly part of the Hudepohl Brewery. There are four parcels as shown in Figure 8.1, and there are three other unimproved parcels (516 Linn Street) which are now part of the exterior recreation area. According to Hamilton County Auditor's records, the property includes 145,950 square feet of improved space and is valued at \$156,000 for the land and \$3,690,100 for the improvements.

Adjacent properties appear to be in the process of redevelopment as sections of the former Brewery are torn down. Adjacent properties are valued at \$320,400, \$195,400 and \$767,000. These have been recently purchased, most likely with an eye to redevelopment of the area.

This area is industrial in nature. The former Hudepohl Brewery is located to the east; this facility is currently being razed. A viaduct lies to the north, with the Expressway just beyond it. To the west is a railroad line, which is consistently used. To the south are several food distribution warehouses. This area appears currently to have no residential components and appears not to have much traffic during non-business hours. A neighborhood redevelopment and remediation project is occurring at Baymiller and 3<sup>rd</sup> Street, about a block away. The proposed uses for the renovated structures will be offices.

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Financial Information

Queensgate was converted to correctional use from 1990-1992, when it was occupied by the County. US Corrections Corp completed the renovation and was subsequently acquired by Corrections Corporation of America (CCA). CCA leases the facility to the County through its Prison Realty Trust division. CCA receives a property tax reimbursement; Hamilton County operates the facility. The County is also responsible for paying property taxes and maintaining fire and extended liability coverage. CCA is responsible for maintenance of the structure, which is defined in the lease as roof, boilers, electrical systems, plumbing systems, structural components, drywall and tile, water heaters, elevators, emergency generator, inmate visiting phones and exterior painting *unless the damage is caused by inmate or staff abuse*. The County is responsible for maintaining the parking lot, fencing, razor wire and gates, routine maintenance of locking mechanisms and security systems, routine cleaning of smoke/heat detection devices, kitchen equipment, interior painting, security screens, and washers and dryers. CCA is essentially responsible for system failures, while the County is responsible for any damage related to inmate or staff abuse. In the opinion of the consultant, since most damage in correctional facilities can be traced - either directly or indirectly - to inmate or staff abuse, the County is likely to be responsible for most maintenance in the facility.

Table 8.1 Lease History

Year	Lease Amount
1992	\$2,044,000
1993	\$2,044,000
1994	\$2,044,000
1995	\$2,044,000
1996	\$2,044,000
1997	\$2,044,000
1998	\$2,044,000
1999	\$1,737,400
2000	\$1,772,148
2001	\$1,807,591
2002	\$1,843,743
2003	\$1,880,618
2004	\$1,918,230
2005	\$1,956,595
	\$27,224,325

Figure 8.2 Queensgate Correctional Facility



Hamilton County has had three leases during the thirteen years that Queensgate has been operational. The first two leases were for a period of five years each; the current lease provides a three year term, with three one-year renewals. This lease includes a 2% payment in addition to the base rent. The County is in the second annual lease of the current period, which implies that this lease will be up in 2006.

Facility Description

The facility is a former Kruse Hardware warehouse, which was constructed in 1900 according to Auditor records, and has a total of 135,050 gross square feet. The Queensgate Facility is an eight story structure; inmate housing is located on seven floors. There is a significant slope on this site which results in several floor levels. Vertical circulation occurs using two, twelve passenger elevators, as well as two stair towers. Each housing floor has approximately 12,000 gross square feet. Inmate services are located in the basement as well as the first and second

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**Section 8. Facility Evaluation**

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floors of the facility. This structure was expanded to provide a more adequate public entry and waiting area and appears to have been modified to provide for correctional functions.

First Floor

This floor includes mechanical and storage space. Although a portion of this floor is shown on the blueprints as inmate recreation, that does not appear to be its current use.

Second Floor

This floor includes:

- Inmate recreation,
- Commissary,
- Inmate dining,
- Staff dining and vending,
- Inmate health care (a waiting area, a nurse-station, medication storage, two exam rooms, and associated storage),
- Kitchen, which is primarily a serving kitchen and tray wash,
- Holding and processing area, which includes three small holding cells with access to an exterior, fenced vehicle sallyport.

Public access to this facility occurs on Floor 2a. This appears to be a newer structure and may have been modified significantly when the facility was renovated. This floor includes:

- Visitor waiting, which occurs in an addition,
- Non-contact visiting,
- Professional visiting (one room),
- Central Control and Visitor Registration,
- Male and female staff lockers,
- Staff services, which includes briefing and physical training areas, and
- Administrative space (conference room and several staff offices).

Third Floor

Because there are some additional functions on this floor, this is the smallest of the housing floors. This floor also includes:

- Two classrooms (one of which is used as a library and meeting room for program staff and inmates in programs),
- Computer lab/classroom, and
- Administrative offices (6).

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Housing Functions

According to the original plan, all housing floors were designed to accommodate 112 inmates which would result in an operating capacity of 784 inmates. As constructed, each floor accommodates a slightly different number of inmates, resulting in a total facility capacity of 822. The second and third floors accommodate 116 inmates, the fourth floor accommodates 114 inmates and the remaining floors accommodate 119 inmates. Each floor includes:

- Two dormitories, each of which have access to inmate telephones and the automated Jail Help system, which provides inmates information about pertinent information, such as their account balances, bond amounts, and court dates,
- One recreation room (with television),
- One dayroom (on the side which does not have television),
- Two group shower rooms, each with ten shower heads, which meets the current Ohio Standard for Full Service Jails for up to 120 inmates,
- Two toilet rooms, each with five toilets, four urinals, and eight sinks, which meets the current Ohio Standard for Full Service Jails for up to 108 inmates (for toilets and urinals, assuming that urinals can be substituted for up to half of the toilets) and for up to 96 inmates (for sinks),<sup>1</sup>
- One laundry room with two residential washers and two residential dryers,
- One janitor's closet,
- One staff restroom,
- One small storage area, and
- Two open staff workstations, one in each dormitory.

**Inspection Reports**

The Ohio Bureau of Adult Detention (BAD) is responsible for inspection of jail facilities in the State. Inspections occur annually and typically focus on a selected group of standards which change annually. This section provides a summary of findings of BAD inspections.

1. 2005 Inspection
  - a. BAD - The facility was in compliance with all 63 standards which were reviewed this year.
  - b. Environmental Sanitation Report for Institutions - although information was provided for the Justice Center and Reading Road, no report was provided for Queensgate.
  - c. City of Cincinnati, Division of Fire Inspection Report - noted no violations.
2. 2004 Inspection
  - a. BAD - the facility was in compliance with the 27 standards selected for inspection this year.

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<sup>1</sup> Because Ohio Standards have been modified over time, it is likely that the number of sinks and toilets met the required number for the anticipated number of inmates on the floor at the time that the project was developed.

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- b. No environmental or fire inspections were available for this year.
3. 2003 Inspection
  - a. BAD - the facility was in compliance with the 29 standards selected for inspection this year.
  - b. Environmental Sanitation Report recommended the following:
    - i. Replacement of stained ceiling tiles in the cafeteria
    - ii. Repair of sinks in the housing areas, including addressing issues with low water pressure
    - iii. Repair of several toilets and urinals that were out of order
    - iv. Replacement or cleaning of light shields
    - v. Repair of flooring in showers
  - c. The Food Service Operation Inspection report by the Ohio Department of Health found no violations.
  - d. The City of Cincinnati Fire Inspection found no violations.

The degree to which this facility has received good inspection reports is a credit to the staff who work at this facility. It is clean and orderly, which is a remarkable achievement for a facility of this age and use. However, there are clear operational and maintenance issues in this facility. The next sections of this report focus on the issues that characterize operations observed and discussed during an initial review of the facility.

It is evident that this facility is somewhat atypical for minimum security facilities found in the State of Ohio. The Bureau of Adult Detention provides some of the most stringent construction and renovation criteria for correctional facilities in the US. Staff at the Sheriff's Office who were involved in the development of the facility found that US Corrections Corp was not familiar with Ohio requirements and developed the facility with a number of characteristics that would not normally have been approved by the Bureau of Adult Detention. It was necessary to obtain a number of variances to allow the facility to open.

The areas in which variances appear to have been necessary include:

- dormitory size,
- the number of showers, toilets and sinks (as noted above),
- the need for direct voice contact with a continuously staffed post or central control and direct voice contact with adjacent corridor, and some of the building elements or dimensions such as the type of glazing and dimensions of the windows, type of fasteners, type and location of view panels, method of anchoring items, such as windows, the method of anchoring ducting systems and other HVAC materials, the type of locking system selected in conjunction with the inability to use electronic locking devices to restrict movement across zones within the facility, and accessibility to handicapped prisoners.

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**Functional Analysis**

On June 2, 2005, the consultants conducted a three-hour walk through of Queensgate with staff of the Hamilton County Sheriff's Office and Hamilton County Budget Office. This section of this document identifies issues that were noted during that walk-through and are the consultants' observations.

**1. In-facility Service Delivery Strategy, Circulation and Movement**

- a. All inmate services are centralized in this facility, which means that inmates must move off their housing floors for any activity. This occurs at least three times per day for meals, and every time an inmate participates in exercise, visiting or program activities.
- b. Because there is very limited elevator capacity, movement to these activities takes a considerable amount of time.
  - i. Elevator capacity consists of two elevators, each of which can accommodate 12 passengers, while more than 100 inmates live on each floor. Staff report that these elevators are often "unreliable" resulting in periods when one of the elevators is not operational. Over time, because of their age and use, it is likely that this problem will grow while the facility remains in use.
  - ii. Because of restricted elevator capacities, inmates will use the stairs. The typical process is down by stairs and up by elevator if the inmates are housed on the sixth - eighth floors. Otherwise, upward movement is by stairs as well. For mass movement, one officer leads the group of inmates and the second officer from the floor brings up the rear. Not only does this degree of movement using stairs present a "trip and fall" risk, but, because of the construction of these stairs, it also places inmates out of staff view for extended periods, resulting in potential security and safety issues for both staff and other inmates.
- c. Movement off the floor will be escorted (for mass movements) and unescorted (for individual movement).
- d. Unlike the wide, straight corridors, with no indentations, designed to accommodate inmate movement, Queensgate has narrow corridors, with many perpendicular connections. There are also a number of areas in which indentations (such as entries to office or storage areas) on a major corridor provide places where an inmate may move out of view of escorting staff. The implication of this type of corridor system is that video surveillance of these areas would be prohibitively expensive if full coverage of corridors were desired.
- e. The implication of this type of movement, in conjunction with the relative lack of security technology, suggests that this facility would be appropriate for minimum security inmates at best - and only those who are not particularly vulnerable. This facility would also be difficult for inmates with physical disabilities which make movement (particularly movement up and down stairs) difficult. In fact, the facility can not accommodate insulin dependent diabetics or inmates with heart, mobility or respiratory problems.

**2. Inter-facility Movement**

- a. In addition to centralizing services within the facility, the Hamilton County Sheriff's Offices has centralized support services (food and laundry). Meals are prepared and laundry is done at a single location at HCJC. This is clearly the most efficient

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strategy to perform the work, but with a remote facility leads to the need to move food and laundry from HCJC to remote locations. Each of these issues will be discussed in the section of this report which deals with that function.

- b. There is a significant movement of inmates on a daily basis between Queensgate and HCJC.
  - i. Inmate workers typically come from minimum classifications and because Queensgate is the primary location for minimum custody inmates, most workers will live at Queensgate, even though their work assignment may be elsewhere.
    - (1) Kitchen crews are approximately 30 inmates, who work two shifts.
    - (2) Laundry crews are approximately eight inmates who work two shifts.
    - (3) Commissary crews are approximately five inmates who work one shift.
  - ii. Inmates in Queensgate may be either pre-trial or sentenced. Inmates frequently have court appearances and it is not uncommon to have 100 inmates from Queensgate going to court on a single day.
  - iii. Inmates in Queensgate who need dental services or specialty appointments also have to be transported to HCJC.
- c. Transportation begins as early as four AM and continues throughout the day. This is perhaps the most inefficient consequence of separation of facilities. What would simply be walking down a corridor in a single facility now involves multiple vehicles from 40+ passenger busses, vans and cars, with transportation staff driving inmates and food from the central location.

### 3. Security and Control

- a. Queensgate is a decidedly "low tech" facility. There are less than ten cameras in use in the facility, which is remarkable considering the number of floors; while some cameras appear to have been replaced, because the quality of the image is quite good, there are a number which provide very poor recognition capacity.
- b. Central Control is located at the public entry to the facility and performs the typical duties of security system monitoring, door control, emergency response, and communication. In addition to telephone, staff radios provide the only means of communication within the facility. The intercom system is no longer functional.
- c. Montgomery Technology, based in Greenville, Alabama, made the door control system. Unlike most facilities which use either electric or pneumatic locking devices, this system appears to rely on doors with magnetic locking devices, which were reinforced by adding additional magnetic locks after the first set of locks were found to be inadequate. The doors initially installed were also easily bendable, resulting in a minimal security perimeter. Remote locking devices focus on the perimeter and first floor. The consultant has never seen this type of locking system in any correctional facility and has not been able to find another correctional setting which has used this type of system. It is worth noting that this facility had to be developed quickly, in an existing structure. As a result, this locking system may have been selected because of time constraints or because it is easy to install with minimal re-wiring.
- d. All movement beyond the security perimeter within the facility appears to be key operated. The control panel is deteriorating, and the Sheriff's Office reports a number of control system failures. Key operated facilities are vulnerable to at least three specific types of problems.

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- i. In an emergency, if a key is dropped or lost, it may become impossible to leave the floor unless central control is able to open the door remotely or the fire system automatically opens all doors opening. Central control does not have the ability to open doors to the inmate stairs and staff carry keys to allow inmates into the stair towers.
  - ii. If an inmate plans to leave the facility, then staff who have keys to the stairwells may become vulnerable.
  - iii. If a disturbance breaks out on one floor, it would take almost no time for the disturbance to spread to other floors.
4. Intake and Release - All inmates are booked and released from HCJC. Property remains at the HCJC. As a result, inmates who are being released are moved from this facility to HCJC.
5. Health Care
  - a. Inmates can be seen in the clinic which is located adjacent to the inmate dining area.
  - b. To facilitate picking up medications, the clinic has a window which opens to the inmate dining area. However, the area in the health clinic from which medications are distributed is also the medication storage area. This process is efficient, but restricts the kinds of medications that are distributed from this location and as a result the type of inmate who can be housed at Queensgate.
  - c. The level of health care available at this facility is limited to nursing care, using LPNs; a doctor comes to this location five days a week. As a result, if an inmate needs to see the dentist or another specialist, he is transported to HCJC.
  - d. As a result, this facility should be considered appropriate housing for relatively healthy, younger inmates.
6. Inmate Programs
  - a. All programs delivered to this population are done away from housing areas. These programs are delivered on the third floor of the facility, with inmate access through the housing unit on this floor. This is problematic because it provides an opportunity for floors to interact (which is not desirable) and it is also disruptive to this unit of workers (whose work assignment begins at approximately 3:30 AM). As a result, use of this area during evenings for programming is disruptive.
  - b. This area is difficult to supervise, since it is not visible from a staffed location and incidental supervision by staff passing the area in a corridor is not viable either, since this area is isolated from areas in which staff routinely move.
  - c. Programs include:
    - i. School, particularly GED,
    - ii. Library and law library,
    - iii. Religious services and Bible studies,
    - iv. Self-help groups (AA/NA), and
    - v. Special events or special interest programs, provided by a variety of volunteers.
  - d. Classroom space is limited to two classrooms, accommodating 20 and 12 inmates respectively. The implication for this minimum security population is significant. Minimum inmates are non-violent pre-sentenced misdemeanants, sentenced misdemeanants, and sentenced non-violent felons. Of all populations in the jail, this may be one of the largest groups to which programming should be targeted. The facility sets a significant limit on the number of inmates who can participate in programming because the areas in which it can occur are extremely limited. The implication is that the population who could most likely benefit from intensive correctional programming focusing on reducing recidivism has limited opportunities for participation.

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**7. Exercise**

- a. Ohio standards require that inmates are offered one hour of exercise five days per week.
- b. The facility has both an indoor and outdoor exercise area to which inmates must be moved.
  - i. The indoor area is large enough to allow between 30 and 60 inmates to exercise by square footage requirements, but functionally would be more appropriate for a smaller population. There are no security cameras in the gym. Because multiple housing units used the same area, there is always the potential for contraband and information to be passed from unit to unit.
  - ii. The outdoor area is larger, but is only used during warm weather months. When used, three officers are located inside and a fourth (armed) officer is available outside. The outdoor area is particularly vulnerable to the potential intrusion of contraband since it abuts a public street. The fencing is 12' chain link with razor wire at the top; because inmates in the exercise area are completely visible to the street, they are also vulnerable when in the area. Staff report at least one incidence of drive by shootings while inmates are in the exercise area.

**8. Visiting**

- a. Queensgate uses a centralized, non-contact form of visitation. Family visitors enter a lobby and waiting area, which are not adequately sized for the number of visitors this facility routinely has, and move into the visitor's side of the visiting area after registration. Telephones allow visitors and inmates to communicate.
- b. There are approximately 40 booths and one contact, professional visiting room. The layout of these booths occurred to maximize the number of booths that could be provided in the limited space. Unfortunately the strategy selected failed to consider the need to observe visiting to prevent illicit or inappropriate communication. As a result, this area is difficult to supervise effectively. Both of these areas are very noisy when they are full.
- c. In contemporary facilities, the general visiting strategy in facilities of this size is to either provide decentralized non-contact visiting at the housing areas or to use video-visiting technology. While the first might have been feasible at the time of renovation, neither seems viable - from either a construction or financial perspective - at this time. As a result, the facility has a movement-intensive form of visiting, which is difficult to supervise.

**9. Food Service**

- a. Food service is provided from the central kitchen at HCJC. Food is transported three times a day, in bulk, in insulated containers. Food is portioned onto trays at a cafeteria serving line by inmate workers. There are at least two problems which occur as a result of this strategy:
  - i. The need for timely delivery of food impacts operations at both the Hamilton County Justice Center (HCJC) and Queensgate. Timeliness is essential to ensure that food is maintained at the appropriate temperatures.
  - ii. The distance between HCJC and Queensgate results in a longer time to resolve problems which can occur in the amount of food provided. This typically is noticed the second time that the food is portioned onto the tray at Queensgate. If not enough food is sent in the bulk containers from HCJC, it presents problems at Queensgate. Since food is one of the things that is most important to inmates, this has the potential to create a major problem in the dining area for those inmates who eat last.

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- b. The serving kitchen has large heaters and coolers to keep food at the appropriate temperature, but there have been consistent complaints regarding the quality and temperature of food at this facility.
  - c. The kitchen has extremely limited capacity and prep activities are limited to sandwiches and salads. As a result, in an emergency, such as a weather emergency, this kitchen would not be able to prepare meals.
  - d. There are two major implications of this strategy for food service delivery:
    - i. It is very labor intensive to move food three times a day from HCJC. Unlike a connected facility, in which inmate workers can push food carts to the appropriate location, this method requires staff drivers and vans to move food.
    - ii. Most institutions have moved away from central dining, since this is one area in which large groups of inmates gather. In the past, dining areas have been the spots in which inmate disturbances broke out. In this facility, more than 100 inmates move together to central dining, which is supervised by more than five officers. In spite of the commitment of staff resources, this is an area which is vulnerable to disturbances.
  - e. The degree to which movement occurs between the two facilities also creates inefficient operations. While a centralized kitchen is clearly an efficient way in which to prepare food, moving it three times daily is not. There are similar problems with movement of laundry. Even more problematic is the movement of inmate workers between the facilities, since this provides potential security risks to the community.
10. Laundry
- a. All uniforms, bedding and towels are laundered at HCJC.
  - b. This is a second function which requires the movement of large volumes of material from Queensgate to HCJC and vice versa. This also requires the staff drivers and vans to move laundry.
11. Work Details
- a. Correctional facilities typically used minimum inmates as food service, laundry, and janitorial workers. The implication of this practice for Hamilton County is that inmate workers typically live at Queensgate but must be transported to and from HCJC at least twice a day to their work location.
  - b. This results in a significant amount of transportation of inmates between the two facilities. Not only is this labor intensive, but it also creates a number of security risks whenever inmates are moved outside of the perimeter of an institution.
    - i. Inmates are often impulsive, and depending on what is happening in their lives, they may feel or act differently from the behavior classification personnel would normally anticipate.
    - ii. The number of inmates who are moved is significant. Kitchen crews alone are groups of 30 inmates, and there are at least two kitchen crews transported per day.
    - iii. Work crews that work outside the facility also live at this location. When inmates work outside the facility, even though they are supervised, there is an increased possibility of the introduction of contraband.
12. Maintenance - the facility provides for the typical maintenance functions. These functions will be discussed more fully later in this section.
13. Staff and Administrative Functions - the facility provides locker, break and briefing areas for staff.

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The very nature of the Queensgate Facility limits who should be housed there. Because of the high degree of inmate movement, coupled with the relative lack of security technology to extend staff's ability to observe inmates and monitor areas of the facility, this is a facility in which only minimum custody inmates should be housed. However, review of average daily population at this facility (see Section 4) suggests that Hamilton County does not have the ability to keep this facility as "full" as HCJC. In fact, although the Sheriff's Office clearly does not want to house inmates who do not meet minimum classification requirements at Queensgate, the pressure of population at HCJC has resulted in times when inmates, other than minimum security, including new intakes, were held in this location. By policy, medium inmates include:

- pre-sentenced felony charges, which are non-violent,
- current misdemeanor charges (pre-sentenced or sentenced) for assault.
- inmates who have a history of two assault convictions in the last five years.
- inmates who have a holder from Common Pleas probation or other County or State Parole.

Maximum security inmates include:

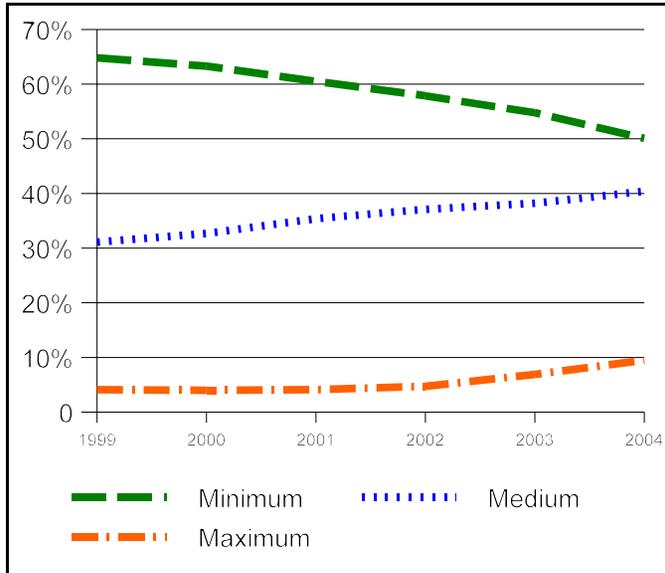
- pre-sentenced felony charge of violence,
- sentenced to state penitentiary.
- fugitives from out of state,
- inmates who have a history of conviction for violence in last five years, and
- inmates who have a history of conviction of escape in the last five years.

**Table 8.2** Trend in Classification of Inmates Held at Queensgate

	<b>1999</b>	<b>%</b>	<b>2000</b>	<b>%</b>	<b>2001</b>	<b>%</b>	<b>2002</b>	<b>%</b>	<b>2003</b>	<b>%</b>	<b>2004</b>	<b>%</b>
None	6	0.0%	3	0.0%	6	0.1%	32	0.3%	21	0.2%	4	0.0%
Minimum	7,946	64.8%	7,404	63.3%	6,303	60.5%	6,536	57.9%	6,916	54.8%	7,441	50.1%
Medium	3,811	31.1%	3,821	32.7%	3,694	35.4%	4,182	37.1%	4,817	38.2%	5,993	40.4%
Maximum	500	4.1%	462	4.0%	423	4.1%	536	4.7%	871	6.9%	1,407	9.5%
Total	12,263	100.0%	11,690	100.0%	10,426	100.0%	11,286	100.0%	12,625	100.0%	14,845	100.0%

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**Figure 8.3** Trend in Classification of Inmates Held at Queensgate



Data in Table 8.2 and Figure 8.3 was provided by the Regional Crime Information Center. All inmates who were housed at Queensgate each year from 1999 were identified. Four classifications of inmates were found:

- None,
- Minimum,
- Medium, and
- Maximum.

Figure 8.3 clearly shows the increase in the number of medium and maximum security inmates held at Queensgate. Both of these classifications are increasing. Medium security inmates were just under one-third of inmates in 1999, but are now 40% of inmates, and maximum security inmates were less than 5% in 1999, but just under 10% in 2004. Given the nature of this facility, it is somewhat surprising to see maximum security inmates housed here. This may relate to the degree to which HCJC is dealing with significant capacity issues.

The Regional Computer Center (RCC) provided information about the incident reports which were made at Queensgate in 2004. There were 3,798 inmates involved in incidents at Queensgate in 2004. Because some inmates were involved in more than one incident and some incidents involved more than one

inmate, it is important to note both the number of discrete individuals (2,342, who were involved in an average of 1.62 incidents) and the number of discrete incidents (2,227).

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**Figure 8.4** Security Level of Queensgate Inmates Involved in Incidents

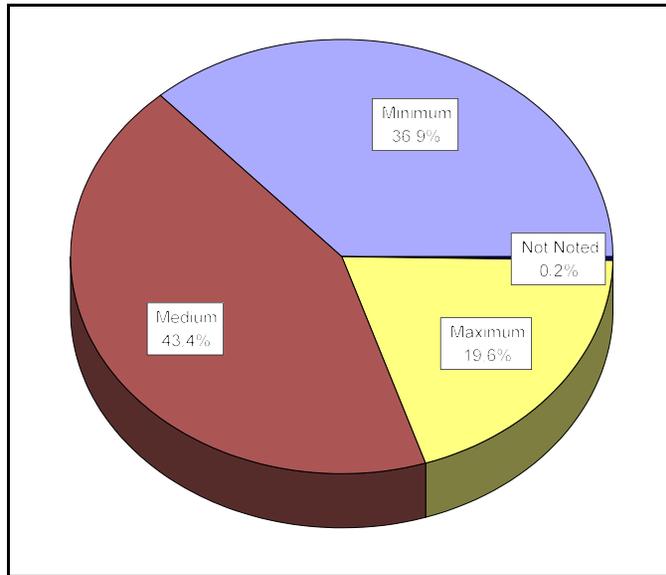
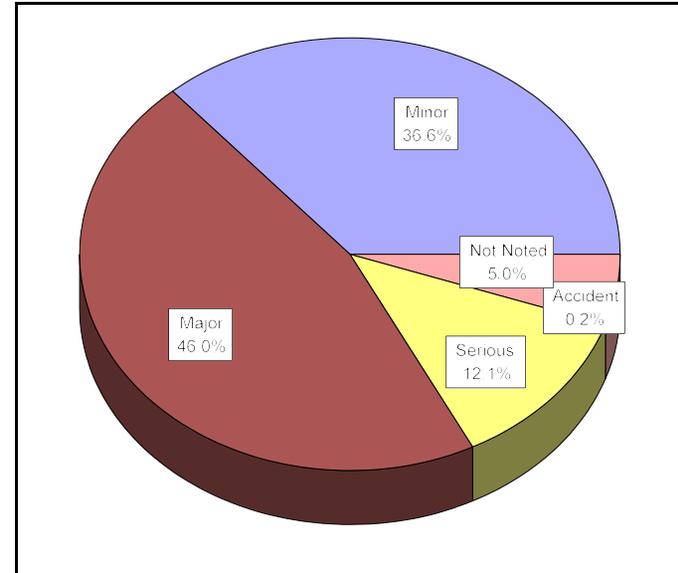


Figure 8.4 and Figure 8.5 provide information about the incidents at Queensgate. Just over 35% of incidents at Queensgate involved inmates who were classified as minimum security, while just over 45% involved inmates who were classified as medium security. Nearly 20% of incidents involved inmates who were classified as **maximum** security. When viewed in the context of overall classification, 50% of inmates who were

**Figure 8.5** Seriousness of Incidents at Queensgate



medium or maximum security accounted for 65% of incidents, and 10% of inmates classified as maximum security accounted for 20% of incidents.

Just over 35% of incidents were classified as minor (the least serious), but just over 45% were considered major and just over 10% were considered serious. About 85% of these incidents were disciplinary violations. About 8% of these were reports taken for information only, but 5% involved inmate fights or disturbance. According to Department policy, serious incidents are violations of law. Major and minor incidents are categorized according to disciplinary policy and procedure which define rule violations as major or minor depending on the sanction that can be imposed.

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**Physical Building Analysis***Structural Load Characteristics*

The multi-story facility is reported to have been constructed approximately 100 years ago. For many years, the building was utilized as a warehouse. From observations of the facility and pictures of unearthed site structures, it is likely that the facility may have been part of the neighboring brewery at one time. It is also reported the underground structures were part of the City sewerage systems at one time. Drawings were provided that indicate an addition and interior renovations were constructed in 1991 for the purpose of converting the warehouse to a correctional facility.

The facility structure is predominantly cast-in-place concrete columns and beams with a cast-in-place floor slab. The floor slab appears to have been poured integrally with the supporting concrete beams. The structure was most likely designed to withstand vertical loading only. Other than cosmetic issues, no distress was observed on the interior reinforced concrete support systems. Some deterioration was observed on portions of the reinforced concrete structural system where it is exposed to the elements on the exterior of the building. Due to its location, this is believed to be cosmetic in nature.

The exterior of the facility is comprised of multi-wythe masonry construction. This exterior shell of masonry may or may not be tied to the cast-in-place concrete support structure and very likely provides the primary lateral support for the building. Sections of the facade have been removed and replaced due to reported bowing of the wall. Both of these structural systems appear to be servicing the present load requirements adequately.

If modifications are made to this facility, it will be necessary to evaluate current code requirements. Since the structure is known to fall within the influence of the New Madrid fault, the present structure will need to be evaluated for resistance to seismic design criteria. This criteria was not considered in the original design, and evaluation will most likely demonstrate the structure's inability to resist such applied loads without extensive structural retrofit of the lateral bracing systems.

*Facade Thermal Characteristics*

This type of construction was common around the turn of the century and, unlike today's designs, was not concerned with building thermal efficiency. Most likely, insulation is non-existent in the exterior walls of the original facility. Uninsulated exterior walls develop moisture related issues that require extensive maintenance. This is discussed in the section of this report describing moisture characteristics.

The exterior windows were replaced when the facility was converted for its present use as a correctional facility. These windows occupy a large portion of the exterior building envelope. The windows were installed with insulated glazing, however, this insulating value is quite low when compared to a fully insulated wall system. Partially in-filling the openings with insulated wall systems and smaller detention grade windows will enhance both the thermal and detention performance of the exterior walls.

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When combining the thermal inefficiency of both the windows and building exterior brick walls, both heat gain and heat loss associated with the cooling and heating seasons, respectively, are expected to be quite high for this facility.

Exterior insulated finish systems could be applied to the exterior of the building. These systems offer a two-fold benefit. They insulate the facility as well as enhance the exterior appearance. New generation insulated finish systems also offer insulation that is design to drain condensate away from the building. In adding insulation to the exterior of the building, the present multi-wythe brick wall will no longer be exposed to the stresses of seasonal fluctuations of temperature and moisture that presently result in costly removal and replacement of portions of the walls.

*Facade Moisture Characteristics*

Masonry construction is porous in nature and requires periodic sealing to mitigate moisture migration into the building facade and the interior of the building. Periodic replacement of portions of the exterior masonry wall included replacement of steel lintels and headers that were reported to be rusted extensively.

The impact of moisture in this facility is enhanced due to its uninsulated nature. As the warmer interior temperatures meet with the exterior cooler temperatures, condensation is formed. Without insulation, condensation forms within the wall and provides the moist environment needed to deteriorate steel headers and lintels that are embedded within the wall. Masonry ties that may have been used to secure the brick to the building would also be subject to this attack. Sealers will not eliminate this condition and will only serve to mitigate the amount of moisture that penetrates the wall from the exterior.

The addition of insulation to the building exterior and proper flashing would control the point at which condensation is formed and provide a means of removing the moisture to enhance the service life of the building exterior. Removal of condensate is accomplished as described in the previous section.

**Mechanical System Study**

A Mechanical Systems study of three Hamilton County Facilities in Cincinnati, Ohio was performed in June of 2005. The three facilities are:

- Queensgate Correctional Facility
- Reading Road Correctional Center
- Turning Point

All existing equipment was documented and evaluated with respect to each building's needs. Queensgate is the largest facility representing approximately 80,000 square feet of useable space and is the focus of the mechanical portion of this study.

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*Existing Conditions*

Air-conditioning for the building is provided utilizing thirty (30) split systems totaling slightly over 300 tons. Fan coil units provide air distribution to the thirty HVAC zones throughout the building. HVAC for each of the housing floors (two through eight) features two zones; one for the southern half and one for the northern half. This is an effective approach offering good temperature control at minimal installed cost. The fan coil units are not equipped with economizers; therefore, the condensing units typically run continuously; even during winter months.

Outdoor air for occupant ventilation is pre-heated during winter months using electric duct heaters upstream of each fan coil unit. Perimeter heating is provided by a 15-psig, one-pipe steam system with steam radiators located at each floor. There are two (2), 125 horse-power, fire-tube, steam boilers located in the basement of the facility.

Potable water is provided to the facility from the city source with an incoming pressure of 55-psig. There are no isolation valves in the piping network; hence, any repairs to the system require a complete shutdown and draining of the system. The top floors have pressure problems with a residual pressure of approximately 24 psig and 19 psig on the seventh and eighth floors respectively. Flush valves typically require 25 psig as a minimum to operate effectively.

The water heater is approximately 13 years old and is performing adequately. Three-way mixing valves provide tempered water to lavatories and showers, but often malfunction and require frequent maintenance. Plumbing fixtures are made of porcelain with exposed flush valves and water piping. This plumbing design is typically used in commercial applications and is not suitable for detention facilities.

HVAC

The heating system is old and is functioning beyond its service life. Heating is provided by two steam boilers. In terms of gas consumption per Btu of heat produced, these units are not as efficient as boilers utilized in heating systems designed today. Steam is then delivered to radiators on the floors. This type of heat is difficult to control, leading to the subsequent installation of air handling units to temper the interior climate. The two systems are in essence competing with each other to temper the space, and this results in increased operational expenses. The air handling units are mounted beneath the ceiling of each floor. The condensers for these units are mounted on the roof of the facility.

Existing systems that are presently exposed should be enclosed within chases or soffits that are design for a correctional application. Piping, ductwork, and control systems would then be removed from potential tampering. Concealed construction will assist in providing a safer environment for the inmates and most importantly, the staff.

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Plumbing Systems

The plumbing systems are observed to be standard grade porcelain with non-detention grade hardware. Piping is routed in the open space and not concealed. Showers and restrooms have been upgraded with ceramic floors and walls. Shower units are not detention grade fixtures.

Plumbing should be completely replaced. Reconstruction should also include chase walls and cabinets that are designed for a correctional application. Plumbing could then be concealed with only operating parts such as push buttons exposed for use in operating lavatories, toilets, and showers. The installation of concealed construction will result in a minor reduction of available floor space. Chases will need to be constructed in a manner that facilitates maintenance.

Fire Protection Sprinkler System

The fire protection system, like many other systems, is constructed and routed throughout the facility in an open, unprotected manner. The riser piping and associated tamper switches are accessible to inmates. The distribution piping is routed overhead without detention grade sprinkler heads.

The fire protection system should be upgraded by removing non-detention grade sprinkler heads and replacing them with detention grade sprinkler heads. Exposed overhead branch piping will likely need to remain exposed. Fire protection piping that is presently mounted too low should be raised to prevent it from being reached easily. Exposed riser piping and valves should be enclosed within chases consistent in construction required for a correctional facility while providing ease of access to control valves and tamper switches.

Electrical Systems

The electrical service appears to be adequate for the facility. Unprotected outlets are observed in inmate spaces and are exposed. Sub-panels and breaker boxes are located within inmate spaces. Conduit is surface mounted and not tight to the walls and ceilings. Light fixtures are non-security grade fixtures. Chain hung light fixtures with wire covers to protect the lamps are observed throughout the facility. Lamps for the lights are also an older style and less efficient than today designs.

The electrical installation should be upgraded to include improvements consistent with a corrections application. Overhead conduit should be mounted as high as possible and securely fastened to the structure with tamper resistant hardware. Exposed electrical panels and disconnect switches should be enclosed to prevent tampering. Enclosing electrical panels will need to also satisfy the National Electrical Code for access and clearances. This could result in a reduction of available floor space and create potential blind spots on the floors. Additional controls should also be installed on the electrical service to facilitate controlling power and lighting remotely. Light fixtures should be replaced with detention grade fixtures that are installed with security hardware.

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Security Systems

As noted earlier in this section, control throughout the facility is accomplished mostly by keyed access. A minimal number of cameras are used for observation of movement through the facility. Some of the cameras are not operating. For a facility that is operated with the amount of inmate movement observed and reported, the security system is inadequate.

The following is a list of observations as they pertain to security concerns for a correctional facility. All of the building systems were adapted for use as a correctional facility and each system presents concerns as follows.

1. HVAC
  - a. Ductwork is routed within reach of inmates and is accessible for hiding contraband.
  - b. Intake grilles are mounted on plywood sheets in the windows and make the building envelope vulnerable.
  - c. Radiators are enveloped by guards that protect against burns without properly limiting accessibility for hiding contraband.
  - d. Radiator enclosures could be used to harm other inmates or staff.
2. Plumbing
  - a. Piping is routed in open spaces and vulnerable to being tampered with.
  - b. Fixtures are not of a detention grade and are vulnerable to attack.
  - c. Observation of inmate movement by floor stations is limited.
3. Electrical
  - a. Light fixtures are not of a detention grade with tamper resistant lenses.
  - b. Light fixtures are hung in a manner conducive to hiding contraband.
  - c. Electrical outlets are readily accessible for tampering.
  - d. Electrical subpanels and breaker boxes are mounted in the open and within inmate areas.
  - e. Conduit is mounted in a manner that is susceptible to tampering.
4. Fire Protection
  - a. Fire protection risers are installed in inmate areas without protection from tampering.
  - b. Fire protection sprinkler heads are non-detention grade and susceptible to tampering.
5. Door Locks
  - a. Magnetic locks were retrofitted for the facility without door position switches to alert staff to potential perimeter security breaches.
  - b. The wide use of keys provides opportunity for inmates to gain use of keys that could lead to a breach of the security perimeter.
6. Recreation
  - a. Outdoor recreation is located next to city sidewalks and streets that provide opportunity for the flow of contraband and substances to and from the facility.

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- b. Fence systems were installed in a manner that make the interior corners available for climbing and breaching perimeter security.
7. Building Envelope
- a. The security grating mounted over the windows could easily be removed or torn down, thus making the building perimeter easy to breach.
  - b. The security grating is mounted with non-detention grade hardware and could be easily removed with make-shift tools.

The security system is inadequate for the level of inmate detained at this location. The use of direct supervision has succeeded in operating the facility with minimal incident, however, many blind spots exists that provide opportunity for incidents. Magnetic door locks should be replaced with standard jamb locks consistent with the level of inmate located on each floor. When replacing doors and frames, door position switches should be installed to provide a means of monitoring door position and record its use. Consideration should be given to the installation of cameras throughout the facility. Cameras should be installed as needed to eliminate blind spots. New control panels should be installed to integrate all controls for better means of indirect supervision. Real time recording capabilities should be included to record incidents in the facility. Critical locations should also include audio as well as visual recording. Access points should be provided with an intercom system that is interconnected with a camera when activated in order to provide automated visual observation of individual and group movement throughout the facility. Upgrading the control system will necessitate a larger control room in order to house the expanded system.

*Mechanical System Evaluation*

The 300+ tons of mechanical cooling exceed the actual building load of 220 tons. While having excess capacity can be a benefit during extreme weather conditions, during the majority of the year, the refrigeration circuits are forced to cycle on and off resulting in premature failure of the compressors. Additionally, the long vertical pipe runs from the roof to the fifth floor pose a problem for refrigerant systems. The entrained oil necessary for compressor lubrication can have difficulty circulating through the piping network and typically will collect at the bottom (fifth floor) of the circuit. The insufficient oil flow also contributes to premature compressor failure. A building this size can justify a central chilled water system in lieu of the multiple split system approach currently employed. A central chilled water system will provide superior energy efficiency, lower maintenance costs, better performance at partial loading and longer equipment life.

In the late 1990's, the State of Ohio adopted the ASHRAE Standard 62 requiring a significant increase in the amount of outdoor air required for buildings. The existing fan coils do not meet the current (2005) Ohio Mechanical Code for outdoor air flow-rates. Also, utilizing electric resistance duct heaters is extremely inefficient. The lack of an economizer mode on the fan coil units forces the air-cooled condensing units to run 24 hours per day and 365 days per year. This unusual situation results in higher annual electricity charges and reduced life of the condensers.

The two steam boilers are 37 years old and nearing the end of their expected lives. They were decommissioned during our visit, but a visual inspection of the tubes revealed well-maintained equipment with potentially ten additional years of service remaining. The steam

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capacity of 250 horse-power represents just under four times the building load of 70 horse-power. Fortunately, steam boilers operate at partial loading quite efficiently. In addition, the partial loading extends the life of the equipment, which is probably why the boilers look so good after 37 years of service.

The one-pipe steam distribution system represents 1920's technology. There are inherent problems with this heating approach; namely, poor temperature control and pipe corrosion. The typical symptoms include badly corroded piping with frequent leaks and poor heating distribution leaving one end of the building too hot while the opposite end is too cold. Both of these symptoms are present in this facility. There are very few of these systems still in operation in the United States having been upgraded with two-pipe steam systems or two-pipe hot water systems.

Municipal potable water distribution systems commonly operate between 50 and 65 psig. Since potable water piping networks are "open" systems, the pressure has to overcome the static head of the pipe risers. In high-rise buildings (above 5 floors), the static head of the pipe risers can be too high for the municipal water pressure to overcome. Because of the limited pressure, high-rise buildings usually employ potable water booster pumps. There are two design approaches to the use of these pumps:

- Booster pump(s) sized for the entire building load with pressure regulators to reduce the pressure provided to the lower floors.
- Booster pump(s) sized for the upper floors only with the lower floors connected directly to the municipal feed upstream of the booster pump(s).

Given the fact that this is an existing building, option 2 above is probably the most cost effective approach.

**Conclusion**

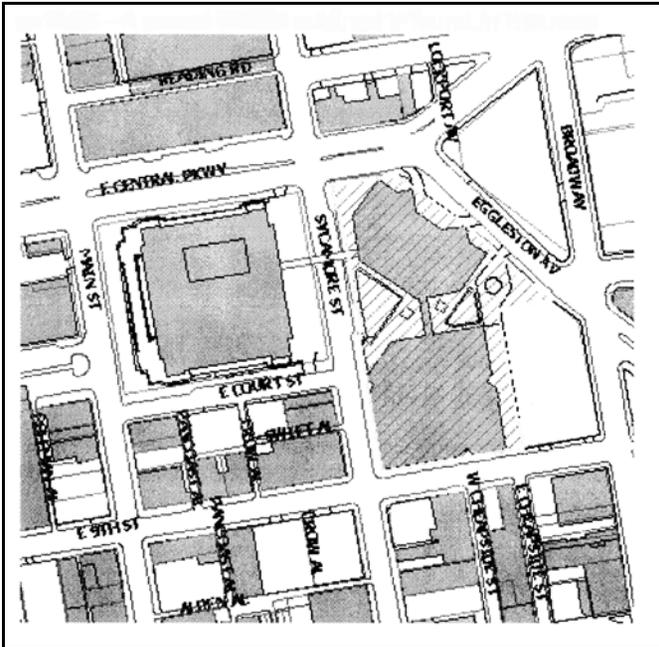
The sole value in this facility is that it provides housing for a significant portion of the County's inmate population, and its saving grace is that the Sheriff's Office operates it using a direct supervision strategy to manage inmate behavior. The manner in which routine operations have to occur results in both inefficiencies and potential hazards - particularly when considered in the light of higher security inmates being housed in this facility. The design of the facility makes it difficult to deliver even a minimal level of services to the population and challenging for staff to supervise inmates.

Over the last thirteen years, the County has paid a significant amount of money to lease and to operate a facility that was designed to be a two or three year solution to a correctional crisis. Between 1992 and 2005, the County has paid more than \$27 million dollars to lease this aging facility and much more to operate it. This situation can only become more pressing as alternatives to incarceration continue to be used for minimum inmates, resulting in an "in custody" population that presents higher levels of risk.

## Section 8. Facility Evaluation

## Hamilton County Justice Center (HCJC)

## General Information

*Location and Property Description***Figure 8.6** Hamilton County Justice Center Location

The Hamilton County Justice Center is located in the center of downtown Cincinnati at 1000 Sycamore. It occupies the irregularly shaped block bounded by Sycamore, East Central Parkway, Eggleston Avenue, and East Ninth Street. The site is 3.513 acres and provides 166,951 finished square feet. According to the Hamilton County Auditor, the market value of the land is estimated at \$9,183,900 and the improvements at \$61,023,200, resulting in a total market value of \$70,207,100. Most likely the improved value is the cost of project construction. The facility is located directly across from the Hamilton County Courthouse and is directly linked to the Court through the old Hamilton County Jail.

*Facility Description*

HCJC was occupied in 1985 with an initial capacity of 848 inmates. The facility is essentially comprised of two multistory structures (the north and south buildings) which are

linked by a pedestrian bridge. As noted earlier in this document, this facility was at capacity very soon after occupancy and double celling occurred in two stages. Because of crowding within this facility, the Sheriff's Office sought and obtained a cap established by the Federal District Court which set capacity limits at 1,240 where it has remained since 1994.

The facility provides podular housing units which essentially mirror each other in the north and south buildings. Each floor of inmate housing is divided into two housing groups. Units A-D comprise one unit, resulting in a capacity of 112

**Figure 8.7** HCJC South Building

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inmates (with double ceiling). Units E-H comprise a second unit, resulting in a capacity of up to 112 inmates (with double ceiling). Cells are grouped into units of 8, 8, 16, and 24 with separate dayrooms. Each group of units shares a common control room. This facility is similar to most first generation podular remote designs. In this approach to facility design and inmate management, staff are located in a series of control rooms which have the ability to observe inmates in one or more housing units. The primary philosophy of operations in this facility is a mixed strategy for delivery of services, which will be discussed in greater detail in each of the relevant areas. This also was typical of facilities constructed at this time.

### Inspection Reports

The Ohio Bureau of Adult Detention (BAD) is responsible for inspection of jail facilities in the State. Inspections occur annually and typically focus on a selected group of standards which change annually. This section provides a summary of findings of BAD inspections.

1. 2005 Inspection
  - a. BAD - The facility was in compliance with 61 of the 63 standards which were reviewed this year.
    - i. The facility was non-compliant with 1-8-04 A(2a) and 1-8-04 (4)(a). Both of these standards relate to capacity.
    - ii. BAD indicated that *“action must be taken to limit the prisoner capacities in this jail to within the Bureau’s recommended housing capacity (848). The areas in the jail that are double bunked do not meet the minimum 100 square feet double bunk requirement. These cells should have one of the bunks removed and at that time these cells will be in compliance with single cells standard.”*
    - iii. BAD indicated that *“action must be taken to limit the prisoner population in the jail within the Bureau’s recommended housing capacity to allow the appropriate amount of square footage per prisoner in the dayroom space.”*
  - b. Environmental Sanitation Report for Institutions - Report noted one minor food handling violation, but no violations of temperature control. Further inspections noted the need to replace/repair tile in showers in various housing units.
  - c. City of Cincinnati, Division of Fire Inspection Report - noted no violations.
2. 2004 Inspection
  - a. BAD - the facility was in compliance with the 27 standards selected for inspection this year.
  - b. No environmental or fire inspections were available for this year at the time of BAD’s inspection, was duly noted by BAD. A subsequent fire inspection revealed no violations.

**Figure 8.8** North Building with Court Connector



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3. 2003 Inspection
  - a. Bureau of Adult Detention - the facility was in compliance with the 29 standards selected for inspection this year.
  - b. Environmental Sanitation Report recommended the following:
    - i. Cleaning and sanitizing of showers which were reported to be moldy
  - c. The City of Cincinnati Fire Inspection found no violations.

**Functional Analysis**

On June 16, 2005, the consultant conducted a detailed walk-through of HCJC. This section of this document identifies issues that were noted during that walk-through and are the consultant's observations.

1. In-facility Service Delivery Strategy, Circulation and Movement
  - a. This facility uses a mixed approach to the delivery of services.
  - b. As the primary booking and court holding facility, there is a significant amount of movement within the facility from booking to arraignment courts (which are also provided within the building) as well as to the adjacent courthouse.
  - c. Movement for inmates other than inmate workers is escorted, and large groups of inmates move from intake housing to booking.
  - d. This facility does provide wide primary circulation corridors which are designed to facilitate inmate movement and which are also relatively easy to observe on closed circuit television (CCTV). Within housing and program components areas, corridors are somewhat narrower and there are more corners.
  - e. One of this facility's greatest strengths is its secure connection to the Courts. Holding areas of the old Jail are currently used for post-arraignment court holding. However, the capacity of this area is inadequate for the number of inmates who routinely have to go to court.
2. Inter-facility Movement
  - a. HCJC serves as a transportation hub for inmates who are moving to and from Queensgate, Reading Road and Turning Point.
  - b. HCJC is the primary location of support services (food service and laundry), resulting in a significant amount of movement of materials between facilities.
3. Security and Control
  - a. The security and control systems in the facility are contemporary and were upgraded in 2003.
    - i. Security cameras appear to be of good quality with a mixture of color and black and white. There are more than 80 cameras in the facility.
    - ii. The control system relies on programmable logic controllers and appears to be relatively rapid in its response.
    - iii. It is possible to record (video only) from any camera.
  - b. Some systems which support these security devices are less robust.
    - i. Duress alarms are non-functional.

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- ii. The watchtour system reportedly never functioned as intended.
  - c. There are two central controls, one in each building. Neither appears to have a security vestibule and it appears that door position switches are either non-functional or being over-ridden on a regular basis.
  - d. In addition to these controls, each housing group has a separate control; this would result in sixteen additional control rooms (2 per floor in each tower). In addition, there are two visiting control rooms, one intake control room, and one kitchen control room, resulting in a total of twenty-two control rooms. The prevalence of controls has become somewhat questionable in contemporary correctional design because of the relative inflexibility of these posts. Unless it is possible to close a control room down and return operations to central control, then these are posts which must always be staffed.
- 4. Intake and Release - This is one of the areas which seems most problematic at HCJC.
  - a. The vehicle sallyport appears to have been designed for a much smaller number of in-coming arrests and much less inter-facility transportation. In addition to being uncovered with rather low walls, resulting in a number of escape vulnerabilities, given its shape, the vehicle sallyport is very narrow and was not designed to accommodate busses which are routinely used to move prisoners. 9-10 small vehicles can park in the sallyport. Busses block vehicles routinely.
  - b. This is one area which has been modified significantly to accommodate the increased numbers of in-coming prisoners and the increased role of the Department of Pretrial Services in screening for the Courts; the original booking area was designed for forty-five prisoners. While the renovation was successful in adding space, it has further complicated an ineffective and circuitous circulation pattern within booking and is still inadequately sized for the volume of prisoners who must pass through this area for intake, transportation, and release.
    - i. In booking, there is a need to separate circulation paths for in-coming inmates, inmates going to and from courts, inmates being released to the community and inmates being transported to other locations. This is critical - particularly when handling large groups of inmates - to avoid the potential of releasing the wrong inmate. Although the Sheriff's Office takes all reasonable precautions to appropriately identify inmates within this area, these groups of inmates share the same spaces and could potentially be mixed.
    - ii. Booking is a very sequential process in which movement should be linear with no retracing of steps to complete the process. Booking in this facility frequently involves doubling back to complete the process and is very inefficient.
  - c. The same holding areas are used for different functions during the day and evening hours. While this is efficient from a space perspective, it sets in motion a number of staffing dilemmas in booking associated with managing inmates in this area.
  - d. One of the strongest components of this facility is the extensive intake process which includes evaluation by pre-trial release personnel at the time of booking. This is an excellent approach which addresses specific needs of both the courts and the jail. Classification and health screening occur immediately following intake processing before inmates are placed in housing.
- 5. Courts -
  - a. The inclusion of arraignment courts is a significant asset since movement to court can occur without vehicle transportation. However, there are a number of issues associated with access to the arraignment courtroom from the holding areas, since

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inmates essentially move across the jail perimeter for this hearing and back pending release. A stronger control of this perimeter would be desirable, and video-arraignment might be worth considering in the future.

- b. The court connector between this facility and the former Jail in the Courthouse also provides a secure, if somewhat circuitous, connection between HCJC and the courts. However, the holding space available at the Courthouse is limited. There are five single holding cells and several group holding cells. Typical movement to the court on a daily basis is more than 200 inmates. Inmates are moved to court holding based on morning or afternoon court appearances.
- c. A small room is available on the second floor for video-arraignment of a limited number of inmates.

6. Housing

**Table 8.3** HCJC Housing Capacity

- a. As noted earlier, this facility is podular in design and the predominant inmate management style is remote supervision through a series of control rooms. Although housing areas are supervised by controls, staff actively supervise inmates by moving throughout the units.

North Tower						South Tower					
Unit	Capacity	Cells	Unit	Capacity	Cells	Unit	Capacity	Cells	Unit	Capacity	Cells
N51	112	56	N52	88	56	S51	104	56	S52	104	56
N41	112	56	N42	112	56	S41	112	56	S42	112	56
N31	112	56	N32	96	56	S31	112	56	S32	112	56
N21	46	46	N22	44	18	S21	88	56	S22	48	48
Subtotal	382	214		340	186		416	224		376	216
North Totals						South Totals					
Bed Capacity						722					
Cells						400					
<b>HCJC Totals</b>											
Bed Capacity											1,514
Court Ordered Capacity											1,240
Cells											840
Design Capacity											848
Female Bed Capacity											215
Female Cell Capacity											119
Original capacity included multiple occupancy for 8 additional people in medical											

- b. Table 8.3 provides an overview of capacity, which clearly shows the extent of double celling which has occurred in this facility. BAD's recommended capacity would return the facility to single occupancy.

- c. It is worth noting that the American Corrections Association (ACA) Standards for Adult Local Detention Facilities requires that one-third of housing be designed for single occupancy; it is clear that Hamilton County can not meet this standard. This same standard also requires that inmates who present a high degree of risk be housed in single occupancy. HCJC's problem lies in the fact that it does not have adequate housing for its medical and mental health population. When current national research suggests that in excess of 15% of inmates have a significant mental health disorder, and there is less than 10% of all capacity is in special housing, it tends to support the belief that there are significant deficiencies in specialized housing in HCJC.

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- i. In fact, the unit in which mental health inmates (suicide watch) are held is no different from other housing units in door type and organization. Typically this unit would provide a much higher degree of observation than others. In fact, cell fronts have no additional glazing and door vision panels are classroom sized.
    - ii. The complexity of medical housing needs have increased. Not only are negative pressure rooms required, but many of those with specialty medical needs now need access to special devices, such as sleep apnea machines.
  - d. HCJC is a primary housing location for female inmates; the other location in which women are held is at Reading Road. System-wide, 315 beds (14%) are available to women and nearly half of these (99 beds at Reading Road and 7 beds in medical) are specialized beds. General population capacity for women then is considerable less (about 7% of system capacity). At the time that HCJC was constructed, 10% of beds for women would have been a typical "rule of thumb." Unfortunately, a variety of factors have led to significant increases in the female offender population throughout the US. Today, it is not unusual to see a female population between 15% and 20% of ADP. In addition, because this is a smaller number than the male population, there is greater statistical variability, resulting much more variable counts for females. As a result, there are frequent capacity issues for this population.
- 7. Health Care - HCJC is the location in which inmates who have the most significant medical and mental health needs are held. As a result, there are a number of issues associated with this function. There is a great deal of inmate movement to this area, both from inside HCJC and from the remote facilities.
  - a. It is reasonable to assume that facility planners could not reasonably anticipate the types of medical challenges that health care staff in this institution face. The emergence of MRSA, HIV, Hepatitis C and more virulent forms of TB have challenged all health care providers in institutions. As a result, this facility is experiencing the issues previously noted under housing comments.
  - b. The approach to delivery of services is mixed. While medications are distributed to each unit, sick call occurs in the clinic area. There are two small holding areas adjacent to the clinic, which are not adequate to hold the number of inmates who need to be seen in clinic.
  - c. There are four exam rooms in the clinic area. Since this clinic also services inmates from the remote facilities, these rooms will be in high demand.
- 8. Inmate Programs
  - a. The primary strategy for delivery of inmate services is centralized. Inmates move to classrooms and other multi-use areas in which services and programs can be delivered. This results in a significant amount of inmate movement.
  - b. The facility includes two computer classrooms with approximately 20-25 stations each. This is consistent with contemporary approaches to inmate programs and services, providing access to computer based programming.
  - c. There is a chapel available for religious services.
  - d. Today, the most significant difference in this area is likely to be the degree to which these types of programs and activities are decentralized and delivered to inmates in or immediately adjacent to their housing areas. There are two significant advantages to this approach: the degree to which inmate movement (which is labor intensive) is minimized and the greater potential for access to these services.

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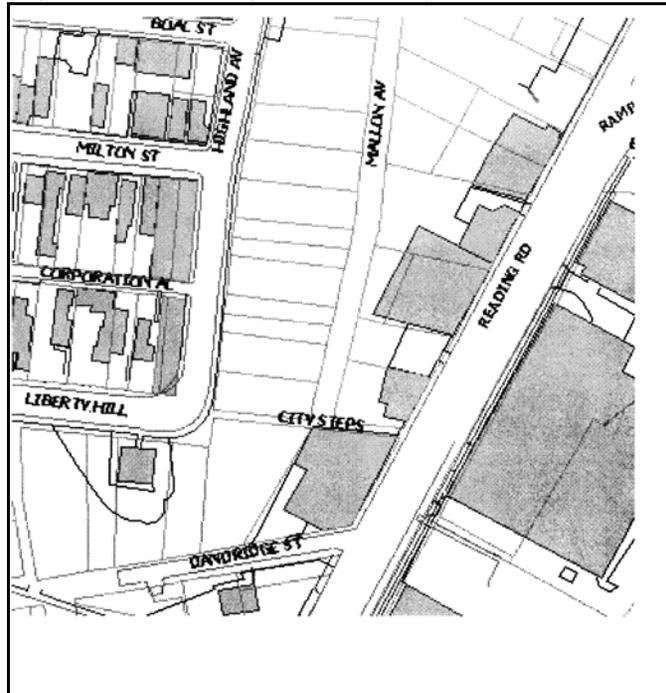
9. Exercise
- a. Ohio Standards require that inmates are offered opportunities for exercise for a minimum of one hour, five days a week. In reality, more is often better, since it provides an opportunity for inmates to release energy in a positive way.
  - b. HCJC provides for centralized exercise areas. An indoor gym is available on the fourth floor and outdoor exercise is available on the roof. All inmates must move to this area. Because this function is centralized, it is likely that larger groups go to exercise together. The larger the group in the area, the higher the staffing requirement and the greater potential for an incident. This approach to exercise has not worked well for correctional facilities; contemporary designs have found alternative approaches to providing this function which are much less labor intensive.
  - c. In contemporary design, most facilities try to decentralize these areas so that they are immediately adjacent to housing areas. This results in a higher degree of access and less inmate movement.
10. Visiting
- a. The facility provides for decentralized non-contact visiting. Visitors move through a separate circulation system to their side of the visiting cubicle. The security perimeter essentially runs through the glazing in each visiting booth and communication occurs via telephone. Inmates can move to their side of the visiting booth from the second level of their housing units.
  - b. This approach minimizes movement and reduces the potential for the introduction of contraband.
11. Food Service - This is the primary food service location for all facilities.
- a. There are two methods of preparation: pre-plated trays, which are distributed throughout HCJC and which are transported to Turning Point and Reading Road, and bulk preparation for Queensgate. Most food service operations would prefer to do only one method of preparation.
  - b. The kitchen has been able to meet the challenges of preparing and staging this number of meals, which strongly suggests that it was designed for something more than the 848 initial capacity. However, if the population continues to grow, additional staging and storage space may be required. The kitchen has a relatively small dry storage area for the population fed; the fact that food service has contracted with a correctional food service vendor with access to off-site facilities and bulk purchasing contracts has been an advantage.
  - c. The layout of the kitchen presents a number of inmate supervision challenges, due to its shape and the inability to easily observe the working areas.
  - d. The loading dock has become an issue for several reasons.
    - i. Although it is an enclosed dock, there are only two slots, one of which is large enough to easily accommodate a tractor trailer. However, this is the location through which inmate work crews move into the facility and through which food is transported to other locations. As a result, there are times when there is a greater demand for dock space.
    - ii. The receiving area is relatively small which results in the need to move deliveries quickly to the location where they will be stored.
12. Laundry - This is the primary laundry facility for the system.

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- a. Laundry equipment is commercial grade and appears to be in relatively good condition. There are three washers and three dryers.
- b. Laundry operates on two shifts and requires 8 detail workers.
- c. Laundry's stock is located across the hall, which requires inmate workers who stock to leave the laundry.
- 13. Maintenance - It was not possible to observe maintenance areas. However, it appears that there is a very active maintenance program in this facility. Equipment appears to be of good quality and in working order, which is remarkable given the number of inmates services in this facility.
- 14. Staff and Administrative Functions
  - a. This facility does provide some amenities for staff, primarily locker rooms and a staff dining area.
  - b. However, it is clear that there are more staff working in the facility than it was designed to accommodate. This is true not only for correctional staff, but for civilian staff, including medical, classification, and pretrial release.

Reading Road Correctional Facility

Figure 8.9 Reading Road Facility



General Information

Location and Property Description

The Reading Road Facility is located at 1613-1617 Reading Road about a mile from HCJC. The facility was constructed in 1930 as a commercial building and was an automobile dealership or garage at one time. The ramps which were used for that purpose are still in the facility. The building has been owned by Talbert House, a non-profit corporation, since 1994 and has been removed

Figure 8.10 Reading Road Facility



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from the tax rolls. This three story structure sits on .87 acres of land and includes a small parking area, able to accommodate less than 15 vehicles. Land is currently valued at \$107,200 and improvements at \$1,307,400 for a total property value of \$1,414,600. This is an area which was clearly once commercial in nature and today should probably be considered transitional. The site slopes steeply up behind this facility, and it appears that the area across Hamilton Avenue, behind the facility is residential in nature.

This is a masonry structure with few evidences of correctional grade equipment and construction. It must be considered a minimum security facility. The Reading Road facility accommodates up to 150 inmates on three floors, 100 of whom are female offenders. BAD recommends a capacity of 150, which is consistent with current use. The primary focus of this facility is extended drug and alcohol treatment. The first floor of this facility houses up to 49 females who are being assessed for substance abuse treatment needs. The primary focus for this floor is educational in nature. However, because of crowding in the female offender areas of HCJC, the Sheriff's Office frequently moves female intakes to this area where they are held over night until a bed becomes available for them at HCJC. Talbert House, the Sheriff's Office and a consortium of other groups who are specifically interested in the needs of female offenders have develop a model for an "off the streets" program, similar to the SAGE program in San Francisco which targets women who have been involved in prostitution. The second floor accommodates 50 female inmates in extended treatment, and the third floor accommodates up to 50 male inmates in extended treatment. Inmates in the extended drug treatment program may be charged with offenses other than substance abuse offenses. At the completion of treatment, most inmates have their sentence mitigated.

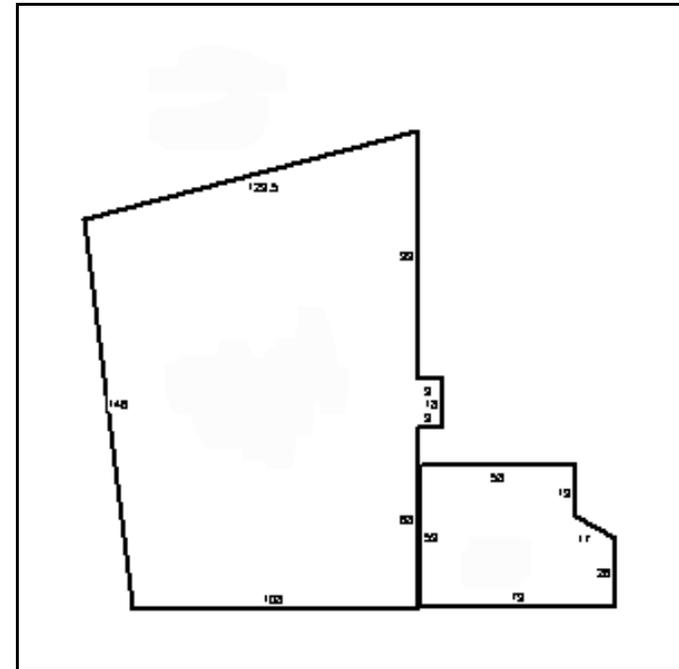
Each of the floors in this facility are identical, with the exception of an area which has been modified on the first floor to provide for office and security functions. Each floor is operated independently of the others, which provides gender specific program opportunities at this location. What is remarkable about this facility is not the structure at all, but its program, which will be described in more detail later in this section.

### Inspection Reports

This section provides a summary of findings of BAD inspections.

1. 2005 Inspection

Figure 8.11 Reading Road Floor Plan



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- a. BAD - The facility was in compliance with all 63 standards which were reviewed this year.
  - b. Environmental Sanitation Report for Institutions - This inspection noted the need to replace a variety of pillows and mattresses
  - c. City of Cincinnati, Division of Fire noted no violations.
2. 2004 Inspection
    - a. BAD - the facility was in compliance with the 27 standards selected for inspection this year.
    - b. No environmental or fire inspections were available for this year.
  3. 2003 Inspection
    - a. BAD - the facility was in compliance with the 29 standards selected for inspection this year.
    - b. Environmental Sanitation Report found no violations
    - c. The City of Cincinnati Fire Inspection found no violations.

**Functional Analysis**

1. In-facility Service Delivery Strategy, Circulation and Movement - All programming and activity occurs on the floor, and inmates have relatively high freedom of movement on the floor. Correctional staff are assigned to each floor who supervise inmates along with treatment counselors. All services, except for recreation, are decentralized to the floor.
2. Inter-facility Movement - As noted earlier in this section, this facility is close to HCJC. However, all transportation will occur in a vehicle. The parking area for this facility is small enough that the transportation vans routinely used can easily block vehicle access. In addition, Reading Road is a heavily traveled thoroughfare; entering and exiting the facility can be difficult.
3. Security and Control
  - a. Security control technology and space were added when the facility was renovated for treatment uses.
  - b. Control technology provides for the ability to monitor specific areas of the facility, door controls (perimeter doors only), and intercoms.
  - c. Movement on and off the floor is controlled by staff in key operated elevators.
4. Intake and Release - All intake and release functions occur at HCJC.
5. Housing - All housing is dormitory style.
  - a. Each floor has two units, able to accommodate 26 and 24 inmates. Each unit is further subdivided into smaller sleeping rooms.
  - b. All inmates on a floor share common day and activity spaces.
  - c. Toilets and showers are provided for each floor. Each shower room provides 5 shower, 5 toilets, and 2 sinks.
6. Health Care - This is a satellite health care facility. Health care staff come to this location from HCJC in the morning for triage and to deliver medications. Most health care treatment requires transportation to HCJC.
7. Inmate Programs - Talbert House is a progressive, multi-service community non-profit corporation, which developed from a single halfway house program. Talbert House serves a broad population and develops and delivers quality mental health, community corrections, welfare-to-work and substance abuse services in both correctional and non-correctional settings.

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**Section 8. Facility Evaluation**

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- a. Talbert House provides two different programs at this facility. Females who are housed on the first floor participate in an assessment and educational program. As noted earlier, this floor may shift in purpose to house a dual diagnosis program that targets women who have been involved in prostitution.
  - b. Women who are housed on the second floor and men who are housed on the third floor participate in a longer term treatment program (90 - 120 days). This program is cognitive-behavioral in nature. Inmates participate in a variety of group and individual treatment activities during the day; evenings provide for visiting and mandatory participation in daily 12 step groups.
  - c. Because Talbert House provides a variety of services outside of the facility, there are strong linkages to aftercare.
  - d. Inmates at this facility are sentenced misdemeanants; felons receive comparable services at River City (a community corrections facility). There are relatively few program restrictions, however, inmates who are fire setters, escape risks or assaultive are not placed here.
  - e. As this program is involved in a continuous process of quality improvement, there has been a clear interest in developing and integrating more gender specific programming.
8. Exercise - Each floor has an activity area which includes cardio-vascular fitness equipment. An outdoor exercise area is available behind the facility.
  9. Visiting - Six non-contact booths are available on the first floor. Visiting times are designated by floors and inmates move to the visiting area. There is relatively little space in which visitors can wait.
  10. Food Service - Meals are pre-plated and delivered on insulated trays. Inmates eat in their day areas.
  11. Laundry - Inmates are responsible for some of their own laundry, but HCJC is responsible for bedding and blankets.
  12. Maintenance - Maintenance areas were not observed.
  13. Staff and Administrative Functions - Counseling staff have offices on each of the floors in which they provide individual treatment. Administrative and support staff have office space assigned on the first floor.

**Physical Building Analysis***Structural Load Characteristics*

As stated previously, this multi-story concrete/masonry building was constructed around 1930. For many years, the building was reportedly utilized as a parking garage and car dealership. The structure is situated in front of sloping terrain and as such, the rear wall of the building functions as a retaining wall. The soils are retained to a height just below the roof level.

The facility structure is predominantly cast-in-place concrete columns and beams with a cast-in-place floor slab. The floor slab appears to have been poured integrally with the supporting concrete beams. Other than cosmetic issues, no distress was observed on the interior structural support systems.

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**Section 8. Facility Evaluation**

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The exterior of the facility is comprised of multi-wythe masonry construction. This exterior shell of masonry may or may not be tied to the cast-in-place concrete support structure. The masonry exterior system appears to be servicing the facility adequately. As with previous discussion on other County facilities, sealing of the masonry should be part of a maintenance program.

If modifications are made to this facility, it will be necessary to evaluate current code requirements. Since the structure is known to fall within the influence of the New Madrid fault, the present structure will need to be evaluated for resistance to seismic design criteria. This criteria was not considered in the original design, and evaluation will most likely demonstrate the structure's inability to resist such applied loads without extensive structural retrofit of the lateral bracing systems.

*Facade Thermal Characteristics*

Although constructed of masonry and most likely uninsulated originally, it appears the facility has been renovated to include interior build-out that has enhanced the thermal performance of the building. Additional thermal enhancements could be made throughout the facility with the installation of insulated windows.

*Facade Moisture Characteristics*

Unlike the Queensgate facility, moisture related damage to the facade appears to be minimal.

*Plumbing Systems*

The plumbing systems are observed to be standard grade porcelain with non-detention grade hardware. Piping is routed in the open space and not concealed. Showers and restrooms have been upgraded. Shower units are not detention grade fixtures.

Plumbing should be completely replaced. Reconstruction should also include chase walls and cabinets that are designed for a correctional application. Plumbing could then be concealed with only operating parts such as push buttons exposed for use in operating lavatories, toilets, and showers. The installation of concealed construction will result in a minor reduction of available floor space. Chases will need to be constructed in a manner that facilitates maintenance.

*Fire Protection Sprinkler System*

The fire protection system, like many other systems, is constructed and routed throughout the facility in an open, unprotected manner. The distribution piping is routed overhead without detention grade sprinkler heads.

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**Section 8. Facility Evaluation**

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The fire protection system should be upgraded by removing non-detention grade sprinkler heads and replacing them with detention grade sprinkler heads. Exposed overhead branch piping will likely need to remain exposed. Fire protection piping that is presently mounted too low should be raised to prevent it from being reached easily.

*Electrical Systems*

The electrical service appears to be adequate for the facility. Unprotected outlets are observed in inmate spaces and are exposed. Conduit is surface mounted and not tight to the walls and ceilings. Light fixtures are non-security grade fixtures. Chain hung light fixtures with wire covers to protect the lamps are observed throughout the facility. Lamps for the lights are also an older style and less efficient than today's designs.

The electrical installation should be upgraded to include improvements consistent with a corrections application. Overhead conduit should be mounted as high as possible and securely fastened to the structure with tamper resistant hardware. Light fixtures should be replaced with detention grade fixtures that are installed with security hardware.

*Security Systems*

The following is a list of observations as they pertain to security concerns for a correctional facility. All of the building systems were adapted for use as a correctional facility and each system presents concerns as follows.

1. HVAC
  - a. Ductwork is routed within reach of inmates and is accessible for hiding contraband.
  - b. Intake grilles are mounted on plywood sheets in the windows and make the building envelope vulnerable.
  - c. Radiators are enveloped by guards that protect against burns without properly limiting accessibility for hiding contraband.
2. Plumbing
  - a. Piping is routed in open spaces and vulnerable to being tampered with.
  - b. Fixtures are not of a detention grade and are vulnerable to attack.
3. Electrical
  - a. Light fixtures are not of a detention grade with tamper resistant lenses.
  - b. Light fixtures are hung in a manner conducive to hiding contraband.
  - c. Electrical outlets are readily accessible for tampering.
  - d. Conduit is mounted in a manner that is susceptible to tampering.
4. Fire Protection

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**Section 8. Facility Evaluation**

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- a. Fire protection sprinkler heads are non-detention grade and susceptible to tampering.
5. Building Envelope
- a. The building construction could be breached rather easily and consideration should be given to perimeter upgrades that enhance security.
  - b. An inmate could gain access to the roof. Doors leading to the roof are not monitored and provide no warning that the perimeter is potentially being breached. Once on the roof, an inmate could easily leave by jumping onto the slope retained by the back of the building.

The security system is inadequate at this location. The use of direct supervision has succeeded in operating the facility with minimal incident, however, many blind spots exist that provide opportunity for incidents. Doors and frames should be replaced with detention grade construction that automates access and provides a means of checking the status of the doors. When replacing doors and frames, door position switches should be installed to provide a means of monitoring door position and record its use. Consideration should be given to the installation of cameras throughout the facility. Cameras should be installed as needed to eliminate blind spots. New control panels should be installed to integrate all controls for better means of indirect supervision. Real time recording capabilities should be included to record incidents in the facility. Critical locations should also include audio as well as visual recording. Access points should be provided with an intercom system that is interconnected with a camera when activated in order to provide automated visual observation of individual and group movement throughout the facility. Upgrading the control system will necessitate a larger control room in order to house the expanded system.

*Mechanical System Evaluation*

The HVAC system appears to be adequate for this facility. The facility is serviced by roof top units that appear to be in good operating condition. Other than security concerns expressed previously, no comment is offered with the regard to mechanical system improvements.

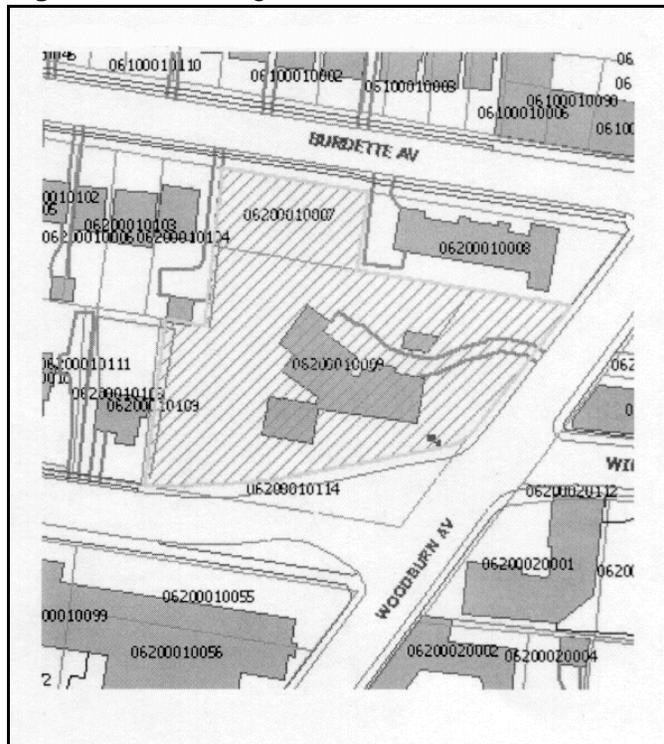
Section 8. Facility Evaluation

Turning Point

General Information

Location and Property Description

Figure 8.12 Turning Point Location



Turning Point is located at 2605 Woodburn Avenue in a residential area of Cincinnati. The area includes both multiple and single occupancy residences. The original part of this house was constructed in 1930 and was used by the Marist Brothers for an extended period of time. The facility appears to have been expanded on at least two occasions.

Figure 8.13 Turning Point Facility



The house sits on a well-landscaped 1.308 acre lot bounded by Woodburn Avenue, Burdette Avenue and Taft Road. The Assessor places a \$206,900 value on the land and a \$344,300 value on the improvements for a total property value of \$551,200. The facility is owned by Talbert House, which operates the multiple DUI and 10 and 20 day DUI programs here. Turning Point

has a capacity of 52 inmates, as recommended by BAD.

At the time when this facility was developed, DUI was a major issue in the criminal justice system. Penalties had just been modified, and social perceptions regarding driving while intoxicated were just beginning to change. Today, utilization of this facility and program are reduced. There are a variety of potential reasons for this, which may interact.

## Section 8. Facility Evaluation

1. Other priorities have overtaken law enforcement and there may be less of an emphasis on DUI.
2. Driving while intoxicated is less socially acceptable in 2005 than it was in 1985.
3. The fact that this is a very low security facility, with minimal correctional supervision, may limit who can be housed here.

Turning Point is a pleasing brick structure with four levels. Inmates are housed on the first through third floors in small dormitory style rooms. Program space includes a variety of group rooms and a large multi-use room which are located throughout the facility. This facility has three separate furnaces (one for each expansion) and is likely to have many of the energy efficiency issues typical in buildings of this age. There is a volleyball area outside that serves as an exercise area. There is a privacy fence separating the grounds from the adjacent houses, but this is essentially a non-secure facility.

### Inspection Reports

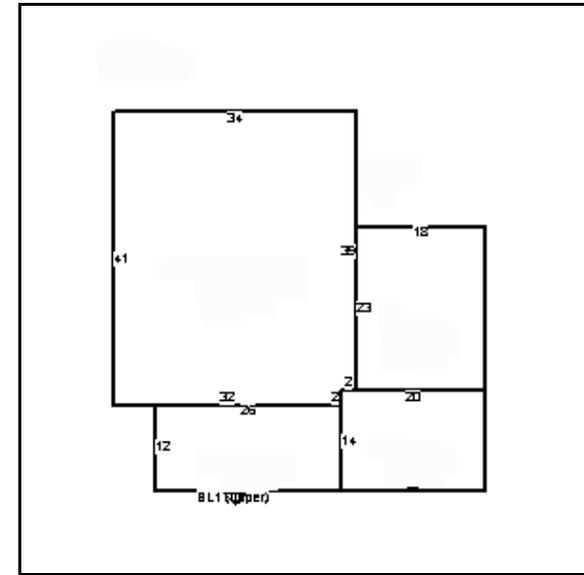
This section provides a summary of findings of BAD inspections.

1. 2005 Inspection
  - a. BAD - The facility was in compliance with all 63 standards which were reviewed this year.
  - b. Environmental Sanitation Report for Institutions -
  - c. City of Cincinnati, Division of Fire noted no violations, but commented that fire extinguishers were to be recharged the month of the inspection.
2. 2004 Inspection
  - a. BAD - the facility was in compliance with the 27 standards selected for inspection this year.
  - b. No environmental or fire inspections were available for this year.
3. 2003 Inspection
  - a. BAD - the facility was in compliance with the 29 standards selected for inspection this year.
  - b. Environmental Sanitation Report recommended the following:
    - i. Repair of broken plaster
  - c. The City of Cincinnati Fire Inspection found no violations.

### Functional Analysis

1. In-facility Service Delivery Strategy, Circulation and Movement - Inmates in this facility are unescorted. A single corrections officer is assigned to supervise the facility.

**Figure 8.14** Turning Point Floor Plan



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**Section 8. Facility Evaluation**

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2. Inter-facility Movement - Because this is a short-term facility, inmates are not likely to leave this facility. Services and supplies are delivered to Turning Point.
3. Security and Control - There were no security or control systems noted, other than good practice regarding manually locked doors.
4. Intake and Release - All inmates are booked at HCJC and brought to this facility.
5. Housing
  - a. All housing is dormitory style in small rooms of 2-4 occupants.
  - b. Equipment is residential in nature.
6. Health Care - A nurse comes to Turning Point twice daily from HCJC to deliver medications and provide triage services. If additional care is needed, the inmate would be transported to HCJC.
7. Inmate Programs
  - a. Like Reading Road, this facility's programs are operated by Talbert House. The focus in this facility is various types of driving intervention programs, with the duration dependent on the number of driving violations.
  - b. This facility also has a strong program day in which daily activities provide individual and group activities from approximately 9 AM until 4 PM. Evenings include both opportunities for visiting and self-help groups such as AA.
8. Exercise - In addition to exercise equipment in the facility, an outdoor volleyball court provides for active exercise. Because this population is relatively short-term, this approach to exercise seems appropriate.
9. Visiting - Visiting in this facility allows contact. Visiting occurs in the central dining area. Again, given the nature of this population, contact visiting is an acceptable option.
10. Food Service - Food is trayed and delivered to this location from HCJC. Meals are eaten in a central dining area, which is also used for larger group activities. This is another facility which uses HCJC resources.
11. Laundry - Residential grade washers and dryers are available in the basement of the facility.
12. Maintenance - Like the others noted, this facility is clean and well-maintained. However, this is clearly an older facility and shows all of the symptoms of what was essentially a residence being used for congregate living.
13. Staff and Administrative Functions - There are small offices provided for staff.

**Physical Building Analysis***Structural Load Characteristics*

The facility was constructed in 1930 as a residence and construction reflects this. No distress was observed during our walk-through. Typical to older residential design, corridors are narrow, stairs are narrow and tend to be steeper than today's designs. Although not a structural issue, the existing floor plan does not function well in terms of the functional relationship of the spaces.

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**Section 8. Facility Evaluation**

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*Accessibility Characteristics*

The existing floor plan, stairs (both interior and exterior), and narrow design present a considerable challenge in accommodating persons with a disability.

*Facade Thermal and Moisture Characteristics*

The building envelope appears to be functioning satisfactorily. As with all buildings constructed in this time frame, the extent of insulation in the walls would be expected to be minimal or non-existent.

*Plumbing Systems*

The plumbing systems are observed to be standard grade porcelain with non-detention grade hardware. Piping is routed in the open space and not concealed. Showers and restrooms have been upgraded. Shower units are not detention grade fixtures.

Although the level of security for this building is not the same as the previous buildings, consideration should be given to upgrades that enhance the installation to reflect detention concerns.

*Fire Protection Sprinkler System*

The fire protection system is constructed and routed throughout the facility in an open, unprotected manner and in many instances is located within corridors. This could potentially impede travel through the corridor during emergency egress scenarios and expose the County to liability. Consideration should be given to removing riser piping from the corridors. The distribution piping is routed overhead without detention grade sprinkler heads.

*Electrical Systems*

The electrical service appears to be adequate for the facility. Light fixtures are non-security grade fixtures. Chain hung light fixtures with wire covers to protect the lamps are observed throughout the facility. Lamps for the lights are also an older style and less efficient than today's designs.

The electrical installation should be upgraded to include improvements consistent with a corrections application. Overhead conduit should be mounted as high as possible and securely fastened to the structure with tamper resistant hardware. Light fixtures should be replaced with detention grade fixtures that are installed with security hardware.

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**Section 8. Facility Evaluation**

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*Security Systems*

As mentioned previously, security is provided by the use locks that are manually operated by a single corrections officer located at this facility. At a minimum, consideration should be given to automating the exterior door access. This would provide the officer with a means of indirectly supervising more of the facility without being drawn away from internal activities. A limited controls system could be installed that would include an intercom, camera, and monitor.

*Mechanical System Evaluation*

The HVAC system appears to be adequate for this facility. The facility is serviced by residential units located in spaces retrofitted to serve as mechanical rooms. These systems appear to have been well maintained and are servicing the facility adequately.

**Conclusions**

1. With the notable exception of the Hamilton County Justice Center (HCJC), all of the facilities in use range in age from 70 - 100 years old. In addition, none of these facilities, with the exception of HCJC, were originally designed as correctional facilities. All have been retrofitted with varying success for their current purposes. Of the four facilities, Queensgate appears to the consultant to be the least successful - particularly when viewed in conjunction with the housing of medium security inmates in this location. With the exception of HCJC, none can be considered appropriate, based on the structure, layout, equipment and finishes, for correctional purposes beyond the lowest security levels. Given utilization rates in the various facilities, it appears that the jail population now has a lower proportion of minimum security inmates than it did in the past, resulting in the need for higher security beds than these facilities provide.
2. All of these facilities are relatively close to HCJC, and all rely strongly on the delivery of services from HCJC for daily operations. While this is clearly understandable from a financial and functional perspective, the movement of inmates, food, laundry and other materials clearly complicates daily operations at HCJC and provides ample opportunities for security violations. In the opinion of the consultant, Queensgate is particularly problematic because of its size. It is one thing to transport meals to Turning Point at up to 60 beds, and quite another to transport meals to Queensgate at up to 822.
3. With the exception of HCJC, these facilities are clearly at or beyond their useful life cycle. Examination of past practices suggests that both the County and the City have had a history of using facilities, such as the Workhouse and the old Jail, for very long periods of time. In the long-term, the extended use of facilities beyond their normal life-cycle was at least partially responsible for past litigation regarding conditions of confinement. Hamilton County has also, in the past, double and triple celled its primary correctional facility until ordered by the Federal District Court to reduce population. In the consultant's opinion, it is reasonable to assume that the County once again has increased vulnerability for confinement conditions, given the age of its facilities, and the degree to which the system has become reliant on multiple occupancy for medium and maximum security inmates.

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**Section 8. Facility Evaluation**

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4. HCJC is clearly the best of these four facilities from a physical plant perspective. Yet, there are a number of significant issues here as well. There are areas within this facility that no longer meet the needs of the current population and are likely to become even more problematic in the future.
- a. Crowding in housing results in a significant number of inmates being placed in double occupancy. As the jail capacity was increased in the 1990's, the proportion of single cells decreased. When double celling occurred, even fewer single cells were available. However, the proportion of inmates who stay in custody on a long-term basis and are held at HCJC is a population in which more single occupancy is needed. BAD has been quite clear on its position that the capacity of this facility should be returned to the original 848, which provided much greater single occupancy.
  - b. The booking and intake areas have reached a point at which they no longer accommodate all of the functions which must occur here, given the number of inmates being processed.
  - c. The volume of inmates being booked, moving to arraignment court, being transported to other locations, and being released is large enough that it has become essential to separate the areas used by these populations and their circulation paths to avoid the potential for errors associated with release functions.
  - d. The consistent need to move inmates to exercise, health care, education and other program services is a staff-intensive approach to service delivery. Although this facility is likely to house most pretrial detainees whose service needs are not likely to extend to educational program, pretrial inmates will use all of the other services. Particularly problematic are approaches to meet the needs of inmates with medical and mental health needs.
  - e. There clearly is not enough space for female offenders. Females are the most likely inmates for early release, since they generally present a lower level of risk to the community, if not to themselves. Females have been early released since at least 1993, and it is clear that female ADP has become capacity driven.
  - f. It is also clear that a number of the support areas of the facility are operating at capacity. This is particularly true of food service and the loading dock. It will be essential to evaluate the ability of this area to support any additional inmate capacity.
  - g. Since the 1980's when this facility was planned, the activities required to provide mandated services in correctional facilities have expanded. This, in turn, has resulted in increases in personnel. The facility does not have adequate work areas for the number of staff currently employed.
  - h. The prevalence of secure control rooms in this facility raises the question of potential efficiencies that could be obtained if:
    - i. A single central control could be created to manage the perimeter and access across zones.
    - ii. The number of housing controls could be reduced with an alternative means of inmate behavior management and supervision used during at least during portions of the day.
  - i. An examination of the degree to which core functions of this facility, including mechanical and maintenance spaces, are adequate for increased population levels will be required in any expansion effort.
  - j. The value of this facility is its connection to the courts, which provides for a secure connection into the courthouse. If this connection were to be lost, the County would face significantly higher costs for transportation of inmates to and from courts.

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**Section 8. Facility Evaluation**

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5. Because of the large number of inmates held at the Queensgate facility, its continued use is particularly problematic.
  - a. The Queensgate facility was originally converted from a warehouse to correctional use from 1990 - 1992. The facility was renovated quickly because of jail population pressures in the County; it was renovated as economically as possible because its original intended lifespan was three years. The facility has now been operating continuously since 1992, and since that period the County has paid in excess of \$27 million dollars to lease the facility, in addition to the costs of operating it, paying property taxes, and maintaining any damage attributable to inmate or staff damage.
    - i. The materials selected were not correctional grade.
    - ii. Many design elements did not meet the correctional standards of the day, and the Bureau of Adult Detention granted variances because of the anticipated short life of the facility.
  - b. Queensgate was originally designed and approved for minimum security inmates; now 50% of its population are medium and maximum classifications.
    - i. The security system is inadequate for the level of inmates now held; the magnetic locking system used is not in current use in full-service jails and has severe limitations particularly in the event of a mass evacuation.
    - ii. Other security systems such as intercoms and cameras are almost totally lacking.
  - c. Maintenance considerations at this facility are significant and not without cost impacts:
    - i. The facility was not designed to withstand potential earthquakes.
    - ii. The uninsulated exterior walls have developed moisture problems which required extensive maintenance.
    - iii. The plumbing systems are not correctional grade, and water pressure on the upper two floors is inadequate.
    - iv. The heating system is at or near the end of its life-cycle.
    - v. HVAC, electrical, plumbing and fire protection systems are all within easy reach of inmates.
    - vi. The lack of insulation results in the continuous use of air conditioning to attempt to balance temperature levels.
  - d. The population held at Queensgate is among the most appropriate for program interventions. However, program space is so limited that basic services, such as recreation and education, which are required by standards are not available to the population. There are only two classrooms, which can accommodate a maximum of 32 inmates.
  - e. The facility has operated with minimal incidents to this point because of the successful management of direct supervision strategies. The Corrections Division has promoted an orderly style of operations in which staff are in control, and they have maintained the facility in a way that is remarkable for its age and current use. Nevertheless, there are indications that the number of incidents which have occurred here have increased as the minimum security proportion of the population decreased. As the facility continues to age and the security level of inmates housed there increases, the chances for successful outcomes diminishes very quickly.



## Section 9. Population Projections

### Introduction

This document has examined trends in criminal justice activities and the larger community for more than 25 years. This “long look” provides a context in which population projections can be evaluated.

- In 1973, the first year for which jail data is available, Hamilton County had a jail population of 660; in 2004, jail population was 2,059. This is a three-fold increase.
- A number of studies have projected jail population in the past. Although they varied, all reflected increases, but little additional capacity has been provided since Queensgate opened in 1992.
- Hamilton County has, however, invested in a broad spectrum of alternatives to incarceration and has developed a number of procedural interventions to expedite case processing through the courts.
- In spite of the implementation of these alternatives, jail population has continued to grow, resulting in the need to use early release and “process only” methods to stay within the capacity at HCJC.
- The capacity which has been available at Queensgate, Reading Road, and Turning Point has been under-utilized, because the profile of inmates who need to be housed is not consistent with the limitations and/or special purposes of these facilities.

### Limitations of Population Forecasting

Population forecasting is not an exact science, and past efforts to identify future Hamilton County correctional populations which have been documented in Section 1 clearly bear out that statement. Average daily population in the facility results from the interaction of two statistics: admissions to the facility and their length of stay. Unfortunately, multiple factors influence facility admissions and length of stay. Changes in law, criminal justice policy and practice, the economy and the social environment of the jurisdiction will influence how many people are taken to jail and how long they stay. As a result, the estimates of future capacity realistically must be considered as **baselines**. A baseline forecast identifies **what the population is likely to be if the current trends continue**. While it is possible to calculate the impact of **known** changes, there are too many items that will effect the County’s criminal justice system in years to come that are simply unknowable today. Jurisdictions typically confront this problem by two strategies:

- Modifying the baseline to include known changes in criminal justice practices, and
- Providing an easily expandable and adaptable building that is flexible enough to respond to change.

### Methodologies

#### Short-term Strategies

There are a variety of short-term strategies for estimating future population; the most common of these are linear regression or a simple percentage of increase. Both of these have similar problems:

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**Section 9. Population Projections**

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- It can be difficult to identify when a new trend is emerging.
- When data is limited, the forecast should be limited to the same number of data points.
- If continued to infinity, these methods will become less and less accurate as the error of the estimate increases.

These short-term techniques are not able to reflect any changes in practice or criminal justice policy; the only variable used to predict future populations is time. The long-term methods used in this section integrate the impact of changes in criminal justice practice and policy in the incarceration rate, and reflect changes in the population of the jurisdiction as well. Short-term projections will differ from long-term and are very likely to be less accurate. As a result, these short-term methods have limited usefulness. They do, however, provide a good indicator of when trends are changing when they are compared on a monthly basis with actuals. Short-term forecasts of expected Average Daily Population (ADP) and admissions will be provided in this section.

**Long-term Strategies**

Most long-term population forecasting establishes a relationship between the population of the jurisdiction and a detention statistic (i.e., average daily population). The resulting statistic is called an incarceration rate (the relationship between the population of the jurisdiction and the population in detention). These relationships are studied over time to identify trends. They are particularly useful, because they allow comparison across jurisdictions of varying sizes.

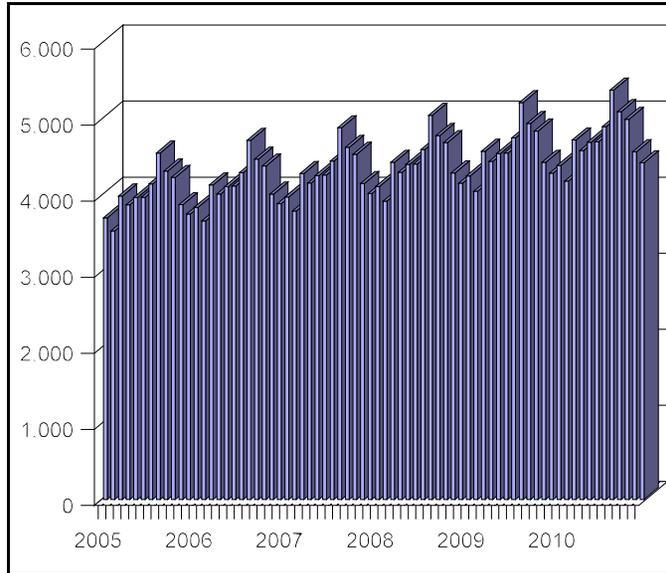
If the incarceration rate is used to project future population, the expected incarceration rate for a future year is multiplied by the expected population of the jurisdiction for that year; this provides an estimate of average daily population for that year. That result, in turn, has to be multiplied by a factor (called a peaking factor) to accommodate the daily and seasonal fluctuation in average daily population as well as classification needs. The result is the baseline capacity of the facility. This method will be used to develop a baseline forecast, which will then need to be modified to reflect known issues, such as the early release of a significant number of female offenders.

Section 9. Population Projections

Short-term Population Estimates

Admissions

Figure 9.1 Short-term Projection Admissions



As noted in section four, the trend in admissions was characterized by a period when admissions were much higher than in previous or subsequent months. When that period (May 1998 to November 2000) is removed, the remaining trend is quite strong ( $r=.75$ ). This trend has 126 data points (10 and a half years). A projection of five years should provide useful and relatively accurate information about the number of people coming into the system. This trend was then adjusted for seasonal variations based on the past patterns also provided in section four. Table 9.1 suggests that if the current practices continue, Hamilton County can expect to admit about 2,000 more people each year, for the next five years. This would result in an estimated 56,658 admissions in 2010, an average of 155 new admissions per day, or six per hour.

Table 9.1 Short-term Projection Admissions

Year	Short-term Projection Admissions
2005	47,918
2006	49,666
2007	51,414
2008	53,162
2009	54,910
2010	56,658
Daily Average	155
Hourly Average	6

Unfortunately, these admissions are not distributed evenly across the day, resulting in likely hourly admissions in excess of 12 an hour during routinely “busy” periods. Given physical plant issues that are discussed elsewhere in this report, this volume of admissions (which then trigger court appearances and releases) will be challenging to manage.

Section 9. Population Projections

Average Daily Population (ADP)

Figure 9.2 Short-term ADP Projections

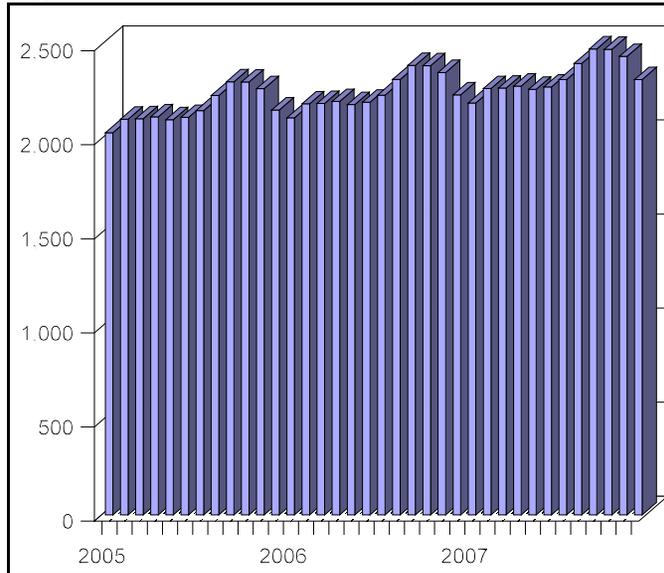


Table 9.2 Short-term ADP Projections

Year	Expected ADP	Capacity	Occupancy %
2005	2,163.73	2,272	95%
2006	2,246.51	2,272	99%
2007	2,329.30	2,272	103%

The trend in ADP is not as strong as the trend in admissions. When the entire period from 1993 is used, the trend in ADP is so weak (  $r=.12$  ) as to be unuseable. However, when the trend from 2002 forward is analyzed, it is considerably stronger (  $r=.69$  ). Because it does not include many months, only a short period of time should be estimated from this trend. However, when adjusted for seasonal trends, it does suggest population levels that will exceed current system capacity within the next three years. In the past, Hamilton County has managed these events, which will be most pronounced in the warm weather months, by early releasing inmates. It seems likely that early release and process only will become “standard operating procedure” for periods of this year and regularly within two years.

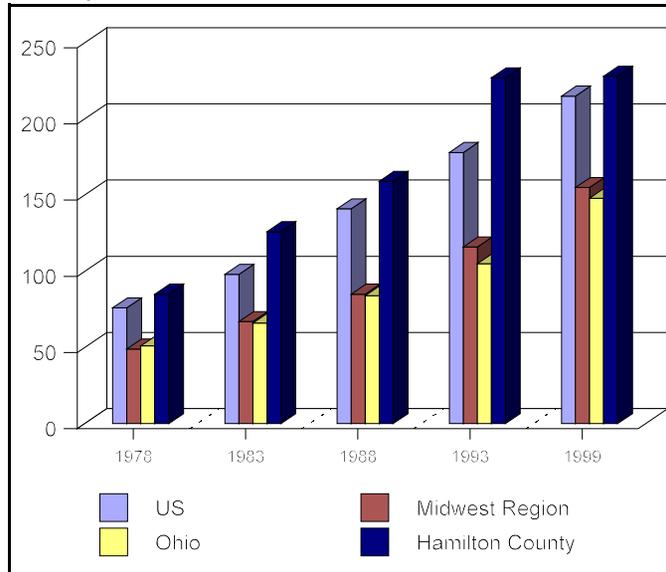
It is also worth noting that most local correctional facilities begin to experience crowding within some housing areas when overall populations reach approximately 85% of capacity. Unlike prisons, which have the ability to control when they admit new prisoners, jails can not. As a result, there must always be space available for new admissions. In addition, prisons, which tend to hold inmates of the **same** classification, local correctional facilities hold **many different** classifications, which must be housed separately. This often results in situations in which beds are available in one housing unit, but there are no prisoners appropriate for that unit, while other housing units have many more inmates than they have available beds.

Section 9. Population Projections

Incarceration Rates

National, Regional, State and County Incarceration Rates

Figure 9.3 National, Regional, State and Hamilton County Incarceration Rates



Incarceration rates are among the most useful measures of how a jurisdiction uses its jail space since they allow comparison with other jurisdictions which may be of a different size. Incarceration rates express the population of the jail as a function of the county population. The result is multiplied by 100,000, to calculate the incarceration rate. The incarceration rate is similar to the index crime rate.

Figure 9.4 National and Hamilton County Incarceration Rates

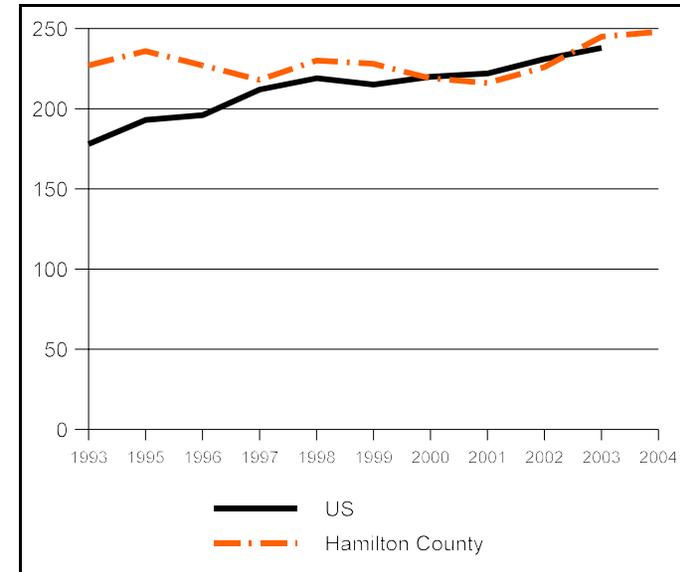


Table 9.3 National, Regional, State and County Incarceration Rates

Jurisdiction	1978	1983	1988	1993	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
US	76	98	141	178	193	196	212	219	215	220	222	231	238	NA
Midwest Region	49	67	85	116					155					
Ohio	51	66	84	105					148					
Hamilton County	85	126	159	227	236	227	218	230	228	219	216	226	245	248

The Bureau of Justice Statistics conducts a census of the nation's jails every five years. Annually it publishes a report on prison and jail inmates at midyear. Incarceration rates are published for responding jails.

Nationally, between 1978 and 1999, the incarceration rate increased 183%; the increase to 2003 is even more significant at 213%. There are significant differences among the regions in the US. Incarceration rates are higher in the West and the South than they are in the North and the Midwest. Between 1978 and 1999, incarceration rates in the Midwest increased 216%. Between 1978 and 1999,

## Section 9. Population Projections

incarceration rates in the Ohio increased 190%. Hamilton County's incarceration rate has increased 168%, while the increase from 1978 - 2003 is greater at 188%. During this period, Hamilton County's incarceration rate, like that of many urban counties, has been higher than the Ohio average.

The pattern in Hamilton County's incarceration rate is interesting when viewed in the light of facility and programmatic development in the County. Figure 9.3 displays information from the five year Bureau of Justice of Statistics Census of Jails; the figure clearly shows the parallel between the US and Hamilton County's incarceration rate until 1993 when Hamilton County's incarceration rate grew significantly. This is likely to relate to the addition of Queensgate, which addressed "pent up capacity" in the criminal justice system. After that time, Hamilton County's incarceration rate stayed virtually level until 2000 when it decreased, remaining essentially level in 2001. Because incarceration rates are based on changes in county population, it is important to note that 2000 was a census year. In Hamilton County, the resident population decreased less than had been estimated by the census. As a result, the decrease in the incarceration rate can also relate to an higher than anticipated county population. Beginning in 2002, Hamilton County's incarceration rate began to increase again. On average, during the period between 1997 and 2004, Hamilton County's incarceration rate has increased 5.64/100,000 per year.

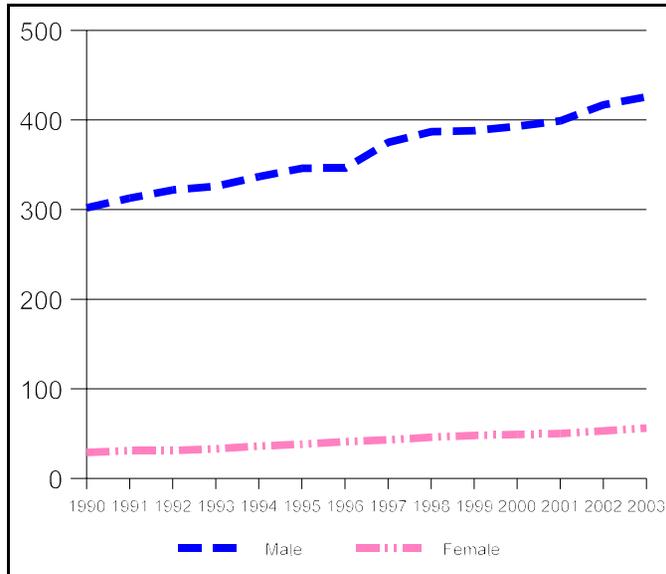
## National Trend in Female Incarceration Rate

Table 9.4 Trend in US Gender Incarceration Rates

Category	1990	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003
Male	302	313	322	326	337	346	346	375	387	388	393	399	417	426
Female	29	31	31	33	36	38	41	43	46	48	49	50	53	56

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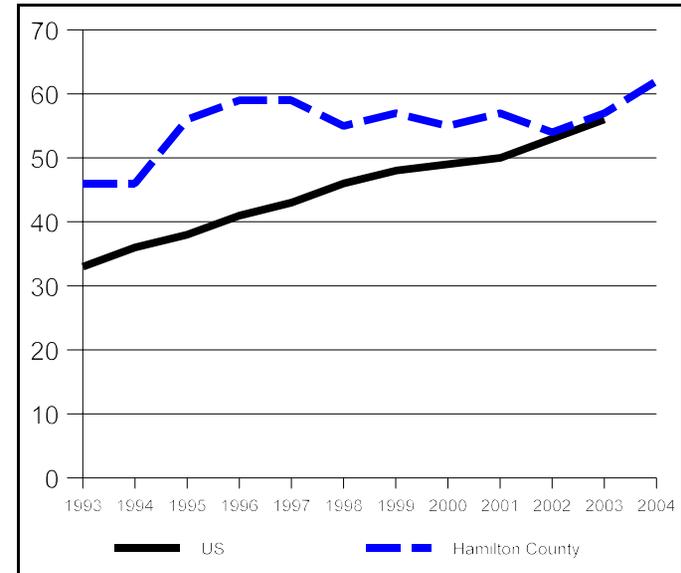
**Figure 9.5 National Trend in Female Incarceration Rate**



Beginning in 2001, BJS began to report incarceration rates by gender. The consultant was able to compute incarceration rates by gender by using the male and female jail population statistics from BJS and census data regarding US male and female population.

Review of Table 9.4 reveals that the rate at which the US incarcerated jail population is growing is not uniform across gender. Between 1990

**Figure 9.6 Comparison of Hamilton County and US Female Incarceration Rates**



and 2003, the US incarceration rate increased 47% from an estimated 162/100,000 to 238/100,000. However, the rate at which females are incarcerated increased most significantly (92%) from an estimated 29/100,000 to 56/100,000, while the rate for males increased 41%, from an estimated 302/100,000 to 426 per 100,000. This information is particularly useful, because it provides a strategy to address female “under-representation” in the jail population.

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**Table 9.5** Trend in Hamilton County Female Incarceration Rate

Year	Female Jail ADP	Female County Population	Female Incarceration Rate
1992	210	453,530	46
1993	210	452,130	46
1994	252	450,730	56
1995	267	449,330	59
1996	265	447,930	59
1997	244	446,530	55
1998	255	445,130	57
1999	243	443,730	55
2000	253	442,330	57
2001	238	440,099	54
2002	248	437,868	57
2003	270	435,637	62
2004	273	433,406	63

Review of Figure 9.6 shows that there are differences in the national and Hamilton County patterns of incarceration. These differences are somewhat similar to those shown in Figure 9.4 which compared overall US and Hamilton County incarceration rates. However, the differences lie in the degree to which the female national rate has increased (92%) in contrast to a more modest increase in Hamilton County (36%). Given the fact that the County has had capacity issues for the female offender population since 1993 and because the female incarceration rate began at a significantly higher level than the national rate, it is likely that capacity for females has restricted increase in the female incarceration rate in Hamilton County. When additional capacity becomes available, then, it is very likely that the incarceration rate will increase more than the current trend suggests.

**Projected County Population**

The Hamilton County Regional Planning Commission projects that the County will continue to see a decrease in population as discussed in Section 2. This suggests that the County will have a population of approximately 756,000 in 2030, with population growing in the

townships and decreasing in the City of Cincinnati. It is worth reiterating that development within the City has the potential to modify this demographic shift.

**Table 9.6** Projected Hamilton County Population

Year	Hamilton County	Hamilton County Female
1970	924,018	486,774
1980	873,224	460,016
1990	866,228	456,330
2000	845,303	442,330
2010	811,548	420,020
2020	782,812	399,970
2025	769,477	389,900
2030	756,142	378,450

Section 9. Population Projections

**Scenarios for Future Jail Capacity Requirements**

This section constructs several scenarios for future capacity requirements; each scenario identifies the assumptions that are used in its development.

**Scenario 1. Continuation of Long-term Practices**

**Table 9.7** Scenario Based on Continuation of Long-term Practices

Year	Expected County Population	Expected Incarceration Rate	Expected Jail ADP	Jail Capacity
2010	811,548	281	2,283.61	2,566
2015	797,180	310	2,378.11	2,672
2020	782,812	338	2,644.43	2,971
2025	769,477	366	2,816.46	3,164
2030	756,142	394	2,980.97	3,349

This scenario is based on the following assumptions:

- Hamilton County population decreases as projected by the Regional Planning Commission.
- The incarceration rate increases annually as it did, on average, from 1973 - 2004 (5.64 persons/100,000 per year).
- Peak populations are based on current peaking factors which have been no more than 107% of the highest seasonal variation (105% of the annual average).

This scenario carries out these assumptions through 2030; it includes capacity related to females. As the system currently has 2,272 beds, this approach would require about 1,075 additional beds.

**Scenario 2. What if Jail Population Hadn't Decreased in 2001?**

**Table 9.8** What If the Jail Population Hadn't Decreased in 2001?

Year	Expected County Population	Expected Incarceration Rate	Expected Jail ADP	Jail Capacity
2010	775,871	286	2,216.05	2,490
2015	775,847	313	2,425.74	2,725
2020	794,957	340	2,700.41	3,034
2025	825,628	367	3,027.82	3,402
2030	862,531	394	3,396.35	3,816

This scenario is based on the following assumptions:

- Hamilton County initially decreases and then in approximately 2020 begins to increase again.
- The incarceration rate increases annually as it did from 1973 to 2000, eliminating the impact of system changes which occurred between 2000 and 2004.
- Peak populations are based on current peaking factors which have been no more than 107% of the highest seasonal variation (105% of the annual average).

This scenario carried out these assumptions through 2030. This scenario reflects a high increase in the incarceration rate (5.40 inmates per 100,000 per year). This scenario results in higher capacity requirements after 2020, but is relatively close to Scenario 1 through 2020.

## Section 9. Population Projections

## Scenario 3. Female Offender Capacity Requirements Based On Current Practices

Table 9.9 Scenario for Female Offenders Based on Current Practices

Year	Expected County Female Population	Expected Incarceration Rate	Expected Jail Female ADP	Jail Female Capacity
2010	420,020	71	299.61	343
2015	409,995	78	320.96	367
2020	399,970	85	340.92	390
2025	389,900	92	359.45	411
2030	378,450	99	375.20	429

This scenario is based on the following assumptions:

- The female population of Hamilton County decreases as projected by the Regional Planning Commission.
- The incarceration rate of female inmates increases as it did, on average, from 1993 - 2004 (1.39 persons/100,000 per year).
- Peak populations are based on current peaking factors which have been no more than 109% of the highest seasonal variation (105% of the annual average).

This scenario carries out these assumptions through 2030. As the system currently has 315 beds for women, 107 of which are treatment and medical beds, this approach would require at least 115 additional beds for women, assuming that the type of specialty beds which are currently available should remain.

## Scenario 4. "What If" Female Offender Capacity Requirements

As noted elsewhere in this analysis, it is clear that female offenders have been the most likely to be "early released" or "processed only." The female offender incarceration rate has not grown at the same rate as the national rate. There is additional evidence that while women account for 21% of bookings currently, they account for about 10% of average daily population. As a result, it would be wise to develop a scenario that is based on an incarceration rate that is not constrained by space limitations. Table 9.10 shows what the Hamilton County female offender ADP would have been since 1992 if the annual increase in incarceration rate seen nationally had occurred in Hamilton County.

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**Table 9.10** “What If” Female Hamilton County Jail ADP

Year	Actual Female Jail ADP	What If Female Jail ADP	Female County Population	Female Incarceration Rate
1992	210	210	453,530	46
1993	210	219	452,130	48
1994	252	227	450,730	50
1995	267	236	449,330	52
1996	265	244	447,930	55
1997	244	253	446,530	57
1998	255	261	445,130	59
1999	243	270	443,730	61
2000	253	278	442,330	63
2001	238	285	440,099	65
2002	248	293	437,868	67
2003	270	301	435,637	69
2004	273	308	433,406	71

Table 9.10 shows that the female offender population would have reached an average of 308 in 2004 rather than 273.

**Table 9.11** Scenario for Female Offenders Based on “What If” Assumptions

Year	Expected County Female Population	Expected Incarceration Rate	Expected Jail ADP	Jail Capacity
2010	420,020	83	350.45	401
2015	409,995	94	384.38	440
2020	399,970	104	416.23	476
2025	389,900	114	445.97	510
2030	378,450	125	471.91	540

This scenario is based on the following assumptions:

- The female population of Hamilton County decreases as projected by the Regional Planning Commission.
- The incarceration rate of female inmates increases from the level it had reached in 1992 (before early releases began for this population, at the rate seen in national trends (2.06 persons/100,000 per year).

- Peak population are based on current peaking factors which have been no more than 109% of the highest seasonal variation (105% of the annual average).

This scenario carries out these assumptions through 2030. As the system currently has 315 beds for women, 107 of which are treatment and medical beds, this approach would require at least 225 additional beds for women, assuming that the type of specialty beds which are currently available should remain.

**Analysis of Housing Options**

Review of these scenarios with the Core Team has resulted in the consensus that Scenario 1, with the adjustment for additional females as estimated in Scenario 4 seems most reasonable. Further, although it is clear that the County needs to plan for capacity needed in 25 years (2030), that an initial phase of housing capacity should be less for several reasons:

- Implementation of enhanced treatment programming, based on evidence-based practices, with a more comprehensive re-entry process, should reduce the proportion of inmates who are recidivists. Incarceration alone results in approximately 70% recidivism,

Section 9. Population Projections

while appropriate and effective programming, can reduce recidivism for the same period to 40%. That suggests that efforts the County plans to test in its “Off the Streets” initiative could reduce need.

- Our ability to know the kind of housing that will be required in fifteen years is limited.

As a result, a phased approach which includes the following elements is suggested:

- Sizing core areas of the facility, i.e., food service, laundry, mechanical, and other areas, such as intake which are difficult to expand at a later date, to accommodate a larger population.
- Reserving space on the site to add capacity.

**Table 9.12** System Capacity Summary of Retained, Replacement and New Beds

2020 Target Capacity based on Most Likely Scenario (Scenario 1) =			2,971
	Female	Male	Total
Capacity Needed	390	2,581	2,971
Female Space Needed to Compensate for Processing Only, Early Release	476		
Added female Beds	86		
Revised Capacity Needed			3,057
	Retained Beds	Replacement Beds	New Beds
HCJC - becomes all male, maximum and medium	1,240		
Queensgate Male		822	
Reading Road Male		50	
Reading Road Female		100	
Turning Point		60	
Subtotal Replacement Beds		1,032	
New Beds (Revised Capacity - HCJC - Replacement Beds)			785
New and Replacement Beds			1,817
Units (ideal efficiency of 60)			30.28
Ideal Efficiency capacity			1,800

Given the amount of time required to complete correctional planning projects (an average of 44 months) and the desire to provide for a period of no less than ten years of operation without the need for major construction, an initial construction phase should be developed to accommodate the County’s need for approximately 15 years (2020).

Table 9.12 summarizes suggested capacity requirements. The 2020 capacity identified in the most likely scenario did not originally include a method to compensate for early release

and process only of females. By including the additional beds projected for the female population, a revised capacity of 3,057 is identified.

The current housing plan makes the assumption that the capacity of HCJC will remain at 1,240; this facility will house maximum and higher security medium males; capacity currently used for females in this facility will be used for maximum and medium males as females are relocated to the new facility. Replacement beds required are 822 male beds at Queensgate, the 50 male beds at Reading Road, 100 female beds, and the 60 male beds at Turning Point. This results in the need to replace 1,032 beds, resulting in a total of 785 new beds.

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When new and replacement beds are combined, the capacity to be built is 1,817. However, a better efficiency is obtained by constructing units of 60; this would result in the construction of 1,800 beds. Table 9.13 provides an initial estimate of how these beds would be divided.

Housing Configuration	Unit	Cell Count	Single	Double	Four Person	Dorm Bed Count	Capacity	Cell Type
<b>Female Housing</b>								
<b>Female Housing Group 1 = 188</b>								
Mental health	1-A	16	16		4		32	Single (10) and 4 person cell (4)
Medical	1-B	24	16	8			32	Single/double (half and half)
Medical/Mental Health Transition	2-A	24	16	8			32	Single/double (half and half)
Intake/Special Management Female	2-B	32	32				32	Single
Unit 3/Orientation/Assessment	3	30		30			60	Double
<b>Female Housing Group 2 = 300</b>								
Female General Population	4					60	60	Dorm
Female General Population	5					60	60	Dorm
Female Program Housing	6					60	60	Dorm
Female Program Housing	7					60	60	Dorm
Unit 8 - Pre-Release	8					60	60	Dorm
Subtotal Female		126	80	46	4	300	488	
<b>Male Housing</b>								
<b>Male Housing Group 1 = 144</b>								
Mental Health 1	1-A	24	24				24	Single
Mental Health 2	1-B	32	32				24	Single
Mental Health 3	1-C	32	32				24	Single
Mental Health 4	2-A	32	32				24	Single
Mental Health 5	2-B	16		16			24	Double
<b>Male Housing Group 2 = 144</b>								
Medical Housing 1	3-A	16		16			32	Double
Medical Housing 2	3-B	16		16			32	Double
Infirmery	4-A	24	24				24	Single
Medical Transition	4-B	28		28			56	Double
<b>Male Housing Group 3 = 240</b>								
Male Intake	5-A	60	60				60	
Male Intake	5-B	60	60				60	
Male Orientation	5-C	60	60				60	
Male Orientation	5-D	60	60				60	

Section 9. Population Projections

Housing Configuration	Unit	Cell Count	Single	Double	Four Person	Dorm Bed Count	Capacity	Cell Type
<b>Male Housing Group 4 = 240</b>								
Male General Population	6-A					60	60	
Male General Population	6-B					60	60	
Male General Population	6-C					60	60	
Male General Population	6-D					60	60	
<b>Male Housing Group 5 = 180</b>								
Male General Population	7-A					60	60	
Male General Population	7-B					60	60	
Male Turning Point	7-C					60	60	
<b>Male Housing Group 6 = 180</b>								
Male Substance Abuse Treatment	8-A					60	60	
Male Inside Workers	8-B					60	60	
Male Inside Workers	8-C					60	60	
<b>Male Housing Group 7 = 180</b>								
Pre-release/Outside Details	9-A					60	60	
Pre-release/Outside Details	9-B					60	60	
Pre-release/Outside Details	9-C					60	60	
Subtotal males		460	384	76	0	780	1,284	
Total		586	464	122	4	1,080	1,772	
New and Replacement Beds Needed							1,817	
Total System Capacity							3,012	

**Conclusion**

1. In all cases, it will be important to analyze the types of beds needed and to develop an efficient configuration of housing based on the most efficient staffing pattern that will provide the level of supervision and services required by the offender population. The approach identified above is designed around efficiently sized operating groups for the various classifications held.
2. Although the site and core areas of the facility should be developed to allow expansion, it is suggested that housing beds be based on the 2020 projection. The intent of the system is to put in place programming which will impact recidivism, allowing this capacity to take the County through a longer time period before additional construction would be required.
3. While scenario 1 is generally the scenario suggested as most likely and reasonable, it needs to be modified to reflect additional capacity for females, raising overall system capacity to 3,012.

## Appendix A. County Population Trends

## Appendix A. County Population Trends

JURISDICTION	DECADAL CENSUS 1900-2000										
	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000
Addyston Village	1,513	1,543	1,448	1,768	1,610	1,651	1,376	1,335	1,195	1,198	1,010
Amberley Village	0	0	0	0	0	885	2,951	4,737	3,442	3,108	3,425
Arlington Heights Village	360	468	730	1,214	1,222	1,312	1,355	1,476	1,082	1,084	899
Blue Ash City	0	0	0	0	0	0	8,341	8,324	9,506	11,923	12,513
Cheviot City	0	1,930	4,108	8,046	9,043	9,944	10,701	11,135	9,888	9,616	9,015
Cincinnati City	325,902	363,591	401,247	451,160	455,610	503,998	502,550	452,524	385,457	364,114	331,285
Cleves Village	1,328	1,423	1,454	1,711	1,871	1,981	2,076	2,044	2,094	2,208	2,790
Deer Park City	0	0	824	2,642	3,510	7,241	8,423	7,415	6,745	6,181	5,982
Elmwood Place Village	2,532	3,423	3,991	4,562	4,248	4,113	3,813	3,525	2,840	2,937	2,681
Evendale Village	0	0	0	0	0	0	773	1,967	1,954	3,165	3,090
Fairfax Village	0	0	0	0	0	0	2,430	2,705	2,222	1,955	1,938
Forest Park City	0	0	0	0	0	0	0	15,139	18,675	18,621	19,463
Glendale Village	1,545	1,741	1,759	2,360	2,359	2,402	2,823	2,690	2,368	2,445	2,188
Golf Manor Village	0	0	0	0	0	3,603	4,648	5,170	4,317	4,154	3,999
Greenhills Village	0	0	0	0	2,677	3,005	5,407	6,092	4,927	4,393	4,103
Harrison City	1,456	1,368	1,309	1,449	1,656	1,943	3,878	4,408	5,855	7,520	7,487
Lincoln Heights Village	0	0	0	0	0	5,531	7,798	6,099	5,259	4,805	4,113
Lockland Village	2,695	3,439	4,007	5,703	5,601	5,736	5,292	5,288	4,292	4,357	3,707
Loveland City *	438	522	521	782	793	830	3,510	5,177	7,385	8,397	9,561
Madeira City	0	0	600	1,162	1,384	2,689	6,744	6,713	9,341	9,141	8,923
Mariemont Village	0	0	0	0	0	3,514	4,120	4,540	3,295	3,118	3,408
Milford City *	86	58	71	65	69	69	86	52	27	5	35
Montgomery City	0	0	378	394	461	579	3,076	5,683	10,088	9,733	10,163
Mount Healthy City	1,354	1,799	2,255	3,530	3,997	5,533	6,553	7,446	7,562	7,580	7,149
Newtown Village	0	546	534	939	1,146	1,462	1,750	2,047	1,817	1,589	2,420
North Bend Village	532	560	597	597	679	711	622	638	546	541	603
North College Hill City	0	0	1,104	4,139	5,231	7,921	12,035	12,363	11,114	11,002	10,082

## Appendix A. County Population Trends

JURISDICTION	DECADAL CENSUS 1900-2000										
	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000
Norwood City	6,480	16,185	24,966	33,411	34,010	35,001	34,580	30,420	26,342	23,674	21,675
Reading City	3,076	3,985	4,540	5,723	6,079	7,836	12,832	14,303	12,843	12,038	11,292
St. Bernard City	3,384	5,002	6,312	7,487	7,387	7,066	6,778	6,080	5,396	5,344	4,924
Sharonville City *	0	0	753	1,111	1,157	1,318	3,890	10,985	10,108	11,312	11,578
Silverton City	0	459	795	1,843	2,907	4,827	6,682	6,588	6,172	5,859	5,178
Springdale City	0	0	0	0	0	0	3,556	8,127	10,111	10,621	10,563
Terrace Park Village	290	448	410	713	858	1,265	2,023	2,266	2,044	2,133	2,273
The Village of Indian Hill City	0	0	0	0	0	2,090	4,526	5,651	5,521	5,383	5,907
Woodlawn Village	0	0	0	0	0	1,335	3,007	3,251	2,715	2,674	2,816
Wyoming City	1,450	1,893	2,323	3,767	4,466	5,582	7,736	9,089	8,282	8,128	8,261
Other Communities **	13,514	20,439	0	0	0	0	0	0	0	0	0
<b>CITIES &amp; VILLAGES TOTAL</b>	<b>367,935</b>	<b>430,822</b>	<b>467,036</b>	<b>546,278</b>	<b>560,031</b>	<b>642,973</b>	<b>698,741</b>	<b>683,492</b>	<b>612,827</b>	<b>592,056</b>	<b>556,499</b>
<b>TOWNSHIPS</b>											
Anderson Township	3,753	2,520	2,450	3,895	5,546	8,877	15,500	25,887	34,504	39,939	43,857
Colerain Township	3,410	3,034	2,891	3,664	4,627	7,473	28,632	50,971	56,583	56,781	60,144
Columbia Township	4,161	2,554	2,899	8,206	10,964	8,702	7,908	7,989	4,179	4,269	4,619
Crosby Township	883	866	758	543	942	1,021	1,464	1,747	2,470	2,665	2,748
Delhi Township	3,479	2,513	1,953	2,821	4,175	6,347	14,579	25,785	29,078	30,250	30,104
Green Township	4,532	4,225	3,942	5,126	9,420	17,222	37,290	49,917	50,717	52,687	55,660
Harrison Township	636	595	582	487	779	980	1,647	1,818	3,455	4,625	4,982
Miami Township	969	824	798	1,218	1,597	2,336	4,258	5,023	6,106	7,605	9,093
Millcreek Township	9,248	2,097	0	0	0	0	0	0	0	0	0
Spencer Township	257	0	0	0	0	0	0	0	0	0	0
Springfield Township	3,929	3,991	4,516	8,392	10,760	10,436	29,388	41,611	42,024	38,497	37,587
Sycamore Township	3,887	4,087	3,388	5,799	9,286	13,452	18,402	22,733	20,758	20,041	19,675
Symmes Township	1,109	1,267	998	1,360	1,896	2,042	3,430	3,726	5,861	11,635	14,771
Whitewater Township	1,291	1,337	1,467	1,567	1,964	2,091	2,883	3,318	4,662	5,178	5,564
<b>TOWNSHIP TOTAL</b>	<b>41,544</b>	<b>29,910</b>	<b>26,642</b>	<b>43,078</b>	<b>61,956</b>	<b>80,979</b>	<b>165,381</b>	<b>240,525</b>	<b>260,397</b>	<b>274,172</b>	<b>288,804</b>
<b>HAMILTON COUNTY TOTAL</b>	<b>409,479</b>	<b>460,732</b>	<b>493,678</b>	<b>589,356</b>	<b>621,987</b>	<b>723,952</b>	<b>864,122</b>	<b>924,017</b>	<b>873,224</b>	<b>866,228</b>	<b>845,303</b>

Appendix A. County Population Trends

JURISDICTION	DECADAL CENSUS 1900-2000										
	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000
HAMILTON COUNTY LESS CINCINNATI	83,577	97,141	92,431	138,196	166,377	219,954	361,572	471,493	487,767	502,114	514,018
MUNICIPALITIES LESS CINCINNATI	42,033	67,231	65,789	95,118	104,421	138,975	196,191	230,968	227,370	227,942	225,214
* - Indicates Only Hamilton County Portion of Municipality Total											
** - Other Communities that were ultimately annexed by the City of Cincinnati include: Mount Washington, Kennedy Heights, Madisonville, Pleasant Ridge, Delhi, Fernbank, Saylor Park, Mount Airy, Carthage, College Hill, and Hartwell											
PREPARED BY HAMILTON COUNTY REGIONAL PLANNING COMMISSION, SEPTEMBER 2003											
Disclaimer: These population projections have been done using available demographic data on sex, age, race, migration, and fertility. Various local developmental decisions such as sewer extensions, real estate development, zoning may affect the projected trends. HCRPC bears no responsibility for decisions based on these data.											

Appendix B. Index Offense Rates and Index Offenses

**Appendix B. Index Offense Rates and Index Offenses**

**Index Offense Rates**

Year	US	Ohio	Hamilton SO	Cincinnati PD	US	Ohio	Hamilton SO	Cincinnati PD	US	Ohio	Hamilton SO	Cincinnati PD
	Index Offense Rate				Violent Offense Rate				Property Offense Rate			
1960	1,887.2	1,558.8			160.9	83.7			1,726.3	1,475.2		
1961	1,906.1	1,583.6			158.1	80.9			1,747.9	1,502.7		
1962	2,019.8	1,565.8			162.3	82.9			1,857.5	1,482.9		
1963	2,180.3	1,741.1			168.2	89.3			2,012.1	1,651.8		
1964	2,388.1	1,969.7			190.6	114.7			2,197.5	1,855.0		
1965	2,449.0	1,946.1			200.2	124.8			2,248.8	1,821.2		
1966	2,670.8	2,098.7			220	151.6			2,450.9	1,947.1		
1967	2,989.7	2,518.4			253.2	185			2,736.5	2,333.4		
1968	3,370.2	2,780.9			298.4	200.4			3,071.8	2,580.5		
1969	3,680.0	3,134.2			328.7	248.1			3,351.3	2,886.1		
1970	3,984.5	3,574.4			363.5	284.3			3,621.0	3,290.1		
1971	4,164.7	3,666.2			396	298.4			3,768.8	3,367.8		
1972	3,961.4	3,439.4			401	299.4			3,560.4	3,140.0		
1973	4,154.4	3,495.9			417.4	291.7			3,737.0	3,204.1		
1974	4,850.4	4,223.4			461.1	364.1			4,389.3	3,859.3		
1975	5,298.5	4,914.4			487.8	408			4,810.7	4,506.4		
1976	5,287.3	4,948.2			467.8	388.7			4,819.5	4,559.5		
1977	5,077.6	4,719.9			475.9	406.7			4,601.7	4,313.2		
1978	5,140.4	4,658.8			497.8	412.7			4,642.5	4,246.2		
1979	5,565.5	5,129.8			548.9	457.5			5,016.6	4,672.3		
1980	5,950.0	5,431.4			596.6	498.3			5,353.3	4,933.1		
1981	5,858.2	5,447.4			594.3	496.6			5,263.8	4,950.8		
1982	5,603.7	4,935.5			571.1	436.7			5,032.5	4,498.8		
1983	5,175.0	4,505.1			537.7	397.9			4,637.3	4,107.2		
1984	5,031.3	4,273.1			539.2	385.3			4,492.1	3,887.8		
1985	5,207.1	4,187.3	4,304.4	7,707.5	556.6	381.6	196.0	884.7	4,650.5	3,805.7	4,108.4	6,822.8
1986	5,480.4	4,358.7	3,595.6	7,476.5	617.7	420.9	139.0	901.5	4,862.6	3,937.8	3,456.7	6,574.9
1987	5,550.0	4,575.3	3,920.8	7,319.2	609.7	421.3	125.3	852.3	4,940.3	4,154.0	3,795.4	6,466.9
1988	5,664.2	4,645.3	3,902.2	7,292.5	637.2	452	160.4	846.8	5,027.1	4,193.2	3,741.9	6,445.8
1989	5,741.0	4,733.2	3,759.5	7,472.6	663.1	468.6	167.4	991.2	5,077.9	4,264.6	3,592.0	6,481.4

Appendix B. Index Offense Rates and Index Offenses

Year	US	Ohio	Hamilton SO	Cincinnati PD	US	Ohio	Hamilton SO	Cincinnati PD	US	Ohio	Hamilton SO	Cincinnati PD
1990	5,820.3	4,843.4	3,706.3	7,556.0	731.8	506.2	144.4	1,229.5	5,088.5	4,337.3	3,561.9	6,326.5
1991	5,897.8	5,033.0	4,222.4	9,722.4	758.1	561.8	180.4	1,578.2	5,139.7	4,471.2	4,042.0	8,144.1
1992	5,660.2	4,665.5	4,022.0	8,840.0	757.5	525.9	185.8	1,566.9	4,902.7	4,139.6	3,836.2	7,273.1
1993	5,484.4	4,485.3	3,720.4	8,435.3	746.8	504.1	150.9	1,533.3	4,737.7	3,981.2	3,569.5	6,902.0
1994	5,373.5	4,461.4	3,750.7	8,012.7	713.6	485.8	133.2	1,323.1	4,660.0	3,975.7	3,617.4	6,689.7
1995	5,275.9	4,405.2	3,632.0	7,486.1	684.6	482.5	161.6	1,289.8	4,591.3	3,922.7	3,470.4	6,196.3
1996	5,086.6	4,455.7	3,740.6	7,616.7	636.5	428.7	129.0	1,087.8	4,450.1	4,027.0	3,611.6	6,528.9
1997	4,922.7	4,510.1	3,551.0		610.8	435.4	135.6		4,311.9	4,074.7	3,415.4	
1998	4,619.3	4,327.5	3,316.2		567.5	362.5	125.7		4,052.5	3,965.0	3,190.5	
1999	4,266.5	3,996.4	3,100.1	6,431.6	523	316.4	122.4	737.4	3,743.6	3,680.1	2,977.7	5,694.2
2000	4,124.8	4,041.8	3,180.4	6,704.8	506.5	334.1	126.6	840.1	3,618.3	3,707.7	3,053.8	5,864.7
2001	4,160.5	4,177.6	3,480.5	8,260.5	504.4	351.9	160.0	1,207.1	3,656.1	3,825.7	3,320.5	7,053.5
2002	4,118.8	4,107.3	3,497.3	8,506.8	494.6	351.3	132.6	1,275.2	3,624.1	3,755.9	3,364.6	7,231.6

Cells which are blank indicate a time for which data is not available. Note that reporting is voluntary.

Index Offenses

Year	US	Ohio	Hamilton SO	Cincinnati PD	US	Ohio	Hamilton SO	Cincinnati PD	US	Ohio	Hamilton SO	Cincinnati PD
	Index Offenses				Violent Offenses				Property Offenses			
1960	3,384,200	151,307			288,460	8,120			3,095,700	143,187		
1961	3,488,000	156,392			289,390	7,986			3,198,600	148,406		
1962	3,752,200	158,099			301,510	8,366			3,450,700	149,733		
1963	4,109,500	177,124			316,970	9,086			3,792,500	168,038		
1964	4,564,600	198,936			364,220	11,582			4,200,400	187,354		
1965	4,739,400	199,375			387,390	12,788			4,352,000	186,587		
1966	5,223,500	216,276			430,180	15,626			4,793,300	200,650		
1967	5,903,400	263,372			499,930	19,344			5,403,500	244,028		
1968	6,720,200	294,529			595,010	21,228			6,125,200	273,301		
1969	7,410,900	336,614			661,870	26,648			6,749,000	309,966		
1970	8,098,000	380,744			738,820	30,279			7,359,200	350,465		
1971	8,588,200	395,142			816,500	32,159			7,771,700	362,983		
1972	8,248,800	370,870			834,900	32,286			7,413,900	338,584		
1973	8,718,100	375,140			875,910	31,304			7,842,200	343,836		

## Appendix B. Index Offense Rates and Index Offenses

Year	US	Ohio	Hamilton SO	Cincinnati PD	US	Ohio	Hamilton SO	Cincinnati PD	US	Ohio	Hamilton SO	Cincinnati PD
1974	10,253,400	453,471			974,720	39,094			9,278,700	414,377		
1975	11,292,400	528,745			1,039,710	43,901			10,252,700	484,844		
1976	11,349,700	528,962			1,004,210	41,553			10,345,500	487,409		
1977	10,984,500	505,074			1,029,580	43,521			9,955,000	461,553		
1978	11,209,000	500,776			1,085,550	44,357			10,123,400	456,419		
1979	12,249,500	550,481			1,208,030	49,092			11,041,500	501,389		
1980	13,408,300	584,787			1,344,520	53,646			12,063,700	531,141		
1981	13,423,800	587,007			1,361,820	53,509			12,061,900	533,498		
1982	12,974,400	532,594			1,322,390	47,126			11,652,000	485,468		
1983	12,108,600	484,121			1,258,090	42,759			10,850,500	441,362		
1984	11,881,800	459,441			1,273,280	41,430			10,608,500	418,011		
1985	12,431,400	449,882	6,368	28,533	1,328,800	41,000	290	3,275	11,102,600	408,882	6,078	25,258
1986	13,211,900	468,647	7,322	27,699	1,489,170	45,260	283	3,340	11,722,700	423,387	7,039	24,359
1987	13,508,700	493,400	8,008	27,197	1,484,000	45,436	256	3,167	12,024,700	447,964	7,752	24,030
1988	13,923,100	505,034	8,103	27,550	1,566,220	49,144	333	3,199	12,356,900	455,890	7,770	24,351
1989	14,251,400	516,252	7,905	27,819	1,646,040	51,109	352	3,690	12,605,400	465,143	7,553	24,129
1990	14,475,600	525,373	7,905	27,507	1,820,130	54,904	308	4,476	12,655,500	470,469	7,597	23,031
1991	14,872,900	550,560	9,082	35,693	1,911,770	61,460	388	5,794	12,961,100	489,100	8,694	29,899
1992	14,438,200	513,952	8,722	32,682	1,932,270	57,935	403	5,793	12,505,900	456,017	8,319	26,889
1993	14,144,800	497,465	8,089	30,923	1,926,020	55,915	328	5,621	12,218,800	441,550	7,761	25,302
1994	13,989,500	495,310	8,163	29,403	1,857,670	53,930	290	4,855	12,131,900	441,380	7,873	24,548
1995	13,862,700	491,223	7,955	26,931	1,798,790	53,799	354	4,640	12,063,900	437,424	7,601	22,291
1996	13,493,900	497,831	8,209	27,455	1,688,540	47,896	283	3,921	11,805,300	449,935	7,926	23,534
1997	13,175,100	504,505	7,802		1,634,770	48,706	298		11,540,300	455,799	7,504	
1998	12,485,714	485,066	7,279		1,533,887	40,628	276		10,951,827	444,438	7,003	
1999	11,634,378	449,880	6,991	21,727	1,426,044	35,616	276	2,491	10,208,334	414,264	6,715	19,236
2000	11,608,070	458,874	7,311	22,212	1,425,486	37,935	291	2,783	10,182,584	420,939	7,020	19,429
2001	11,849,006	475,138	7,766	27,415	1,436,611	40,023	357	4,006	10,412,395	435,115	7,409	23,409
2002	11,877,218	469,104	7,804	28,351	1,426,325	40,128	296	4,250	10,450,893	428,976	7,508	24,101

## Appendix C. Charges of Inmates Sampled 1999 and 2004

## Appendix C. Charges of Inmates Sampled 1999 and 2004

Charge Section	Charge	1999		2004	
		#	%	#	%
2905-02A2	Abduct-Restrain	0	0.00%	2	0.09%
2925-31	Abusing Harmful Intoxicants	0	0.00%	1	0.04%
755-07-21	After Hours in Park-R21	5	0.24%	2	0.09%
2909-02A2	Aggravated Arson-Cause Harm to Structure	0	0.00%	1	0.04%
2903-12	Aggravated Assault	2	0.09%	0	0.00%
2903-12A1	Aggravated Assault-Victim Harmed	2	0.09%	0	0.00%
2911-11	Aggravated Burglary	3	0.14%	4	0.17%
2911-11A1	Aggravated Burglary-Inflict Harm	1	0.05%	1	0.04%
2903-21	Aggravated Menacing	11	0.52%	22	0.95%
2911-01	Aggravated Robbery	3	0.14%	11	0.47%
2911-01A1	Aggravated Robbery-Armed	3	0.14%	4	0.17%
2911-211	Aggravated Trespassing	3	0.14%	1	0.04%
2903-08	Aggravated Vehicular Assault	0	0.00%	1	0.04%
2903-06	Aggravated Vehicular Homicide	0	0.00%	2	0.09%
755-07-11	Alcoholic Beverages in Park-R11	3	0.14%	3	0.13%
2951-08	Arrest of Probationer	11	0.52%	7	0.30%
2903-13	Assault	28	1.32%	56	2.41%
2903-13A	Assault-Knowingly, Victim Harmed	25	1.18%	13	0.56%
4511-21ACD	Assured Clear Distance	2	0.09%	1	0.04%
506-8ACD	Assured Clear Distance	5	0.24%	1	0.04%
2923-02	Attempt	6	0.28%	10	0.43%
	Auto Theft	0	0.00%	1	0.04%
506-28	Backing	3	0.14%	9	0.39%
506-4	Bike and Motorcycle Regulation	1	0.05%	0	0.00%
506-5	Bike Operation by Minors	1	0.05%	0	0.00%
503-55	Blurred Windshield	1	0.05%	6	0.26%
505-18	Boarding or Leaving Moving Vehicle	1	0.05%	0	0.00%
2911-13B	Breaking & Entering-Commit Felony	0	0.00%	1	0.04%
2911-13	Breaking and Entering	4	0.19%	5	0.22%
2911-13A	Breaking and Entering-Commit Theft	4	0.19%	6	0.26%
2911-12	Burglary	15	0.71%	9	0.39%
2923-12	Carrying Concealed Weapon	8	0.38%	23	0.99%
4507-30A	Chauffeur License Prohibited	1	0.05%	0	0.00%

## Appendix C. Charges of Inmates Sampled 1999 and 2004

Charge Section	Charge	1999		2004	
4511-81	Child Restraint	4	0.19%	1	0.04%
	Commitment - charge not entered	3	0.14%	0	0.00%
2923-03	Complicity	2	0.09%	12	0.52%
2923-03A4	Complicity - Causing Another	4	0.19%	0	0.00%
955-22	Confinement of Dogs	0	0.00%	1	0.04%
2923-01	Conspiracy	1	0.05%	1	0.04%
4301-64	Consumption in Motor Vehicle	2	0.09%	0	0.00%
	Contempt of Court	2	0.09%	1	0.04%
2919-24	Contribute to Juvenile Unruliness	4	0.19%	0	0.00%
2921-36	Convey Contraband into Correctional Facility	0	0.00%	1	0.04%
2907-04	Corruption of a Minor	3	0.14%	4	0.17%
4549-08	Counterfeit Plates	5	0.24%	3	0.13%
2905-05	Criminal Child Enticement	0	0.00%	1	0.04%
	Criminal Damaging or Endangerment	0	0.00%	20	0.86%
2911-21	Criminal Trespass	33	1.56%	16	0.69%
2911-21A	Criminal Trespass	14	0.66%	3	0.13%
506-21	Crossing Railroad Tracks	1	0.05%	0	0.00%
959-13	Cruelty to Animals	1	0.05%	0	0.00%
2925-04	Cultivation of Marijuana	0	0.00%	1	0.04%
4511-69	Curb Parking	3	0.14%	0	0.00%
2909-06A1	Damage, Endanger Knowingly	27	1.28%	13	0.56%
2925-22	Deception Obtain Dangerous Drug	2	0.09%	7	0.30%
	Defective/Faulty Equipment	1	0.05%	0	0.00%
503-9	Deflection of Rays	0	0.00%	1	0.04%
708-27	Discharging Firearms	1	0.05%	1	0.04%
502-19	Disobeying Traffic Control Devices	5	0.24%	1	0.04%
2917-11	Disorderly Conduct	29	1.37%	40	1.72%
2917-11A	Disorderly Conduct	3	0.14%	0	0.00%
755-07-27	Disorderly Conduct in Park	0	0.00%	1	0.04%
2917-11B2	Disorderly Conduct, Intoxication, Create Risk of Harm	8	0.38%	0	0.00%
2917-11A1	Disorderly Conduct-Fighting or Threatening	6	0.28%	0	0.00%
2917-11A3	Disorderly Conduct-Insulting, Taunting	1	0.05%	0	0.00%
2917-11B1	Disorderly Conduct-Intoxication	3	0.14%	12	0.52%
2917-11B	Disorderly Conduct-Intoxication, Annoy or Alarm	31	1.47%	14	0.60%
2917-11A5	Disorderly Conduct-Offensive or Risk of Harm	2	0.09%	1	0.04%
4507-35	Display Drivers License	1	0.05%	6	0.26%
4503-21	Display License Plate	9	0.43%	13	0.56%

## Appendix C. Charges of Inmates Sampled 1999 and 2004

Charge Section	Charge	1999		2004	
2919-26	Domestic Violation of Protective Order	1	0.05%	0	0.00%
2919-25	Domestic Violence	63	2.98%	91	3.92%
2919-25A	Domestic Violence-Knowingly	61	2.89%	23	0.99%
2919-25B	Domestic Violence-Recklessly	1	0.05%	0	0.00%
4511-251	Drag Racing	1	0.05%	0	0.00%
4511-25	Drive Right Side of Highway	1	0.05%	1	0.04%
506-61	Driving in Marked Lanes	1	0.05%	0	0.00%
4511-30	Driving Left of Center	2	0.09%	1	0.04%
506-62	Driving Thru Safety Zones	0	0.00%	1	0.04%
4509-76	Driving Under FRA Suspension	0	0.00%	2	0.09%
4507-02D2	Driving Under Suspension	1	0.05%	27	1.16%
4507-76	Driving Under Suspension	0	0.00%	1	0.04%
4510-11A	Driving Under Suspension	0	0.00%	4	0.17%
4510-11	Driving Under Suspension/Violation Restriction	0	0.00%	26	1.12%
4511-19	Driving While Intoxicated, A-D	11	0.52%	26	1.12%
4507-38	Driving While Under Suspension	5	0.24%	2	0.09%
138-02	Drug Abuse	79	3.74%	107	4.60%
2925-07	Drug Distribution	15	0.71%	0	0.00%
506-39	Emerging from Alleys or Driveway	1	0.05%	0	0.00%
2919-22	Endangering Children	3	0.14%	8	0.34%
2919-22A	Endangering Children-Create Risk	2	0.09%	5	0.22%
506-35	Enter Highway or Stop Intersection	5	0.24%	0	0.00%
2921-34	Escape	6	0.28%	3	0.13%
2927-12	Ethnic Intimidation - Aggravated Menacing	0	0.00%	1	0.04%
2921-331	Fail to Comply with Police Officer	2	0.09%	4	0.17%
2921-331A	Fail to Comply with Police Officer	1	0.05%	0	0.00%
502-9	Fail to Follow Police Officer Signals	1	0.05%	0	0.00%
955-21	Fail to Register Dog Kennel	1	0.05%	3	0.13%
	Fail to register vehicle	1	0.05%	0	0.00%
2950-06	Fail to Verify Address	0	0.00%	2	0.09%
2950-05	Failure to Comply with Notice	0	0.00%	2	0.09%
2917-32A1	False Alarm	0	0.00%	1	0.04%
2923-42	False Information to Official	2	0.09%	1	0.04%
2921-13	Falsification	9	0.43%	23	0.99%
2921-13A1	Falsification-Official Proceedings	1	0.05%	0	0.00%
2921-13A4	Falsification-Special Purpose	1	0.05%	0	0.00%
2921-13A3	Falsification-to Mislead	15	0.71%	4	0.17%

## Appendix C. Charges of Inmates Sampled 1999 and 2004

Charge Section	Charge	1999		2004	
2903-11	Felonious Assault	9	0.43%	12	0.52%
2903-11A2	Felonious Assault[Weapon or Ordnance	4	0.19%	5	0.22%
2903-11A1	Felonious Assault-Victim Harmed	5	0.24%	5	0.22%
4549-08C	Fictitious License	4	0.19%	1	0.04%
2923-16	Firearms in Motor Vehicle	1	0.05%	3	0.13%
	Firehose	1	0.05%	0	0.00%
506-43	Flashing Red Light	1	0.05%	2	0.09%
2921-331B	Flee or Elude Police Officer-Traffic	2	0.09%	1	0.04%
4511-02B	Fleeing from Police	1	0.05%	0	0.00%
506-17	Following Too Closely	1	0.05%	1	0.04%
2913-31	Forgery	1	0.05%	13	0.56%
2913-31A2	Forgery-Copy	7	0.33%	0	0.00%
2913-31A3	Forgery-Possess to Utter	5	0.24%	9	0.39%
2913-31A1	Forgery-without Authority	8	0.38%	2	0.09%
4507-02B1	FRA Susp	42	1.99%	33	1.42%
4509-101	FRA Suspension	1	0.05%	2	0.09%
	Gambling	1	0.05%	0	0.00%
	Gambling	0	0.00%	3	0.13%
701-24	Harbor Pitt Bull Terriers	3	0.14%	0	0.00%
2923-13A2	Have Weapon-Convicted or Indicted	0	0.00%	1	0.04%
2923-13A3	Have Weapon-Drug-Related Conviction	1	0.05%	1	0.04%
4511-31	Hazardous Zone	0	0.00%	1	0.04%
4513-04	Headlights	0	0.00%	1	0.04%
	Hold-Hamilton County	1	0.05%	0	0.00%
	Hold-Juvenile	5	0.24%	3	0.13%
	Hold-Parole Authority	14	0.66%	4	0.17%
2925-23B	Illegal Process Drug Document-Forged	0	0.00%	3	0.13%
2925-23	Illegal Process Drug Documents	4	0.19%	1	0.04%
4511-38	Improper Backing	2	0.09%	1	0.04%
	Improper Change of Course	1	0.05%	1	0.04%
2923-21	Improper Furnishing Firearm to Minor	1	0.05%	0	0.00%
4513-3	Improper Lighting on Vehicle	2	0.09%	0	0.00%
503-1	Improper Lights	10	0.47%	15	0.65%
503-38	Improper Muffler	0	0.00%	1	0.04%
4513-5	Improper Rear Lights	3	0.14%	0	0.00%
4513-05	Improper Rear Lights	0	0.00%	4	0.17%
4513-05	Improper Rear Lights	1	0.05%	0	0.00%

## Appendix C. Charges of Inmates Sampled 1999 and 2004

Charge Section	Charge	1999		2004	
506-80	Improper Signal or Turn	12	0.57%	17	0.73%
506-86	Improper Turn	0	0.00%	3	0.13%
	Improper Turn	2	0.09%	0	0.00%
2917-31	Inducing Panic	3	0.14%	0	0.00%
2917-31A2	Inducing Panic-Threaten Violence	2	0.09%	0	0.00%
910-13	Interfere-Impeded Solicitation	0	0.00%	1	0.04%
2921-04	Intimidation-Victim or Witness	1	0.05%	3	0.13%
	Keep Vicious Dog	0	0.00%	1	0.04%
2905-01B	Kidnapping-Risk of Physical Harm	1	0.05%	0	0.00%
2925-37A	Knowingly Possess Controlled Substance	1	0.05%	0	0.00%
4549-021	Leave Scene-Private Property	1	0.05%	1	0.04%
506-25	Leaving Curb	0	0.00%	2	0.09%
4511-29	Left of Center	0	0.00%	1	0.04%
503-51	License Plates	5	0.24%	19	0.82%
	Licensing Massage Practitioners	0	0.00%	1	0.04%
503-11	Lights Improperly Focused	3	0.14%	0	0.00%
714-3	Litter in Public Places	2	0.09%	6	0.26%
4511-82	Littering from Motor Vehicle	0	0.00%	1	0.04%
755-07-06	Littering in Park R6	0	0.00%	1	0.04%
	Loitering to Solicit	0	0.00%	2	0.09%
910-10	Loud Noise	6	0.28%	5	0.22%
910-7	Loud Noises	1	0.05%	0	0.00%
2917-32	Making False Alarms	0	0.00%	1	0.04%
4511-33	Marked Lanes	3	0.14%	3	0.13%
2903-22	Menacing	14	0.66%	9	0.39%
2903-211	Menacing by Stalking	3	0.14%	7	0.30%
2925-11MM	Minor Misdemeanor Drug Abuse	47	2.22%	30	1.29%
2913-21B2	Misuse Credit Card-Expired, Revoked	2	0.09%	0	0.00%
2913-21A1	Misuse Credit Card-Obtain by Deception	1	0.05%	1	0.04%
4513-22	Mufflers	1	0.05%	0	0.00%
2903-02	Murder	0	0.00%	2	0.09%
2919-21A2	Nonsupport of Child	2	0.09%	6	0.26%
2919-21A4	Nonsupport of Dependent	1	0.05%	1	0.04%
2919-21A	Nonsupport of Dependents	1	0.05%	8	0.34%
2913-05	Obliterate Cancelled Token	0	0.00%	1	0.04%
2921-31	Obstruct Official Business	61	2.89%	81	3.49%
2921-32	Obstructing Justice	2	0.09%	1	0.04%

## Appendix C. Charges of Inmates Sampled 1999 and 2004

Charge Section	Charge	1999		2004	
2921-32A5	Obstructing Justice-False Information	1	0.05%	0	0.00%
4511-32	One Way Highway Traffic Island	1	0.05%	1	0.04%
4549-11	Operate Motor Vehicle w/Former Owner License Plates	1	0.05%	0	0.00%
4507-02	Operate Motor Vehicle w/o License	209	9.89%	87	3.74%
4507-02A1	Operate Motor Vehicle w/o License	6	0.28%	6	0.26%
4549-10	Operate w/license plates covered	1	0.05%	0	0.00%
4549-10	Operate-License Plates	0	0.00%	1	0.04%
Other	Other	55	2.60%	115	4.95%
	Other-Indictment	1	0.05%	0	0.00%
	Other-warrant	10	0.47%	50	2.15%
4511-19A1	OVI	45	2.13%	29	1.25%
4511-19A2	OVI Blood .08 to .169	1	0.05%	2	0.09%
4511-19A6	OVI Blood .170 or Over	0	0.00%	5	0.22%
4511-19A4	OVI Breath .08 TO .169	2	0.09%	1	0.04%
4511-19A1D	OVI Breath .08 to .169	0	0.00%	1	0.04%
4511-19A8	OVI Breath .170 or Over	0	0.00%	11	0.47%
4511-19A3	OVI Serum/Plasma .12 TO .239	44	2.08%	6	0.26%
4511-19B2	OVI Under 21 Serum/Plasma	0	0.00%	1	0.04%
4511-19A5	OVI Urine .11 to .237	0	0.00%	1	0.04%
2907-322	Pander Sexual Material Involving a Juvenile	0	0.00%	1	0.04%
	Panhandling	0	0.00%	1	0.04%
505-17	Parking Violation	0	0.00%	1	0.04%
	Parole Violation	2	0.09%	0	0.00%
2913-11B	Passing Bad Check	3	0.14%	0	0.00%
2913-11B2	Passing Bad Check-Insufficient funds	20	0.95%	0	0.00%
2913-11B1	Passing Bad Check-No Bank Account	1	0.05%	0	0.00%
2913-11	Passing Bad Checks	17	0.80%	6	0.26%
2913-11A	Passing Bad Checks	1	0.05%	1	0.04%
2913-11A	Passing Bad Checks	3	0.14%	0	0.00%
	Patient Abuse	2	0.09%	0	0.00%
506-40A	Pedestrian Violation	4	0.19%	4	0.17%
506-46	Pedestrian Violation	5	0.24%	22	0.95%
2925-13B	Permit Drug Abuse-On Premises	1	0.05%	3	0.13%
2917-21B	Phone-Harassment-No Communication	0	0.00%	4	0.17%
601-23	Possess Dangerous Drugs	10	0.47%	3	0.13%
2925-12	Possess Drug Abuse Instruments	0	0.00%	2	0.09%
91-06	Possess Open Flask	1	0.05%	17	0.73%

## Appendix C. Charges of Inmates Sampled 1999 and 2004

Charge Section	Charge	1999		2004	
2923-24	Possessing Criminal Tools	4	0.19%	4	0.17%
2925-11A	Possession Cocaine	17	0.80%	68	2.93%
2925-37	Possession Counterfeit Controlled Substance	9	0.43%	2	0.09%
2925-14C1	Possession Crack Pipe	10	0.47%	2	0.09%
2923-121	Possession Firearm in Liquor Establishment	1	0.05%	1	0.04%
2925-14	Possession Illegal Drug Paraphernalia	56	2.65%	88	3.79%
	Possession of Fireworks	1	0.05%	0	0.00%
4301-62	Possession of Open Flask	49	2.32%	29	1.25%
2913-04	Possession of Unauthorized Cable Television	1	0.05%	0	0.00%
4513-361	Present False Name to Police Officer	2	0.09%	3	0.13%
	Private Vehicle Carrying Passenger	0	0.00%	2	0.09%
2951-09	Probation Violation	7	0.33%	11	0.47%
4301-632	Prohibited Purchase Liquor by Minor	5	0.24%	0	0.00%
	Prostitution	0	0.00%	1	0.04%
910-11	Public Disturbance Second Response	0	0.00%	1	0.04%
2907-09	Public Indecency	3	0.14%	1	0.04%
2907-09A2	Public Indecency-Sex Act	0	0.00%	2	0.09%
4301-631	Purchase Beer Under 19	1	0.05%	0	0.00%
2907-02A1	Rape-Force, Threat of Force	2	0.09%	1	0.04%
503-41	Rear Vision Mirror	0	0.00%	4	0.17%
4511-202	Reasonable Control	13	0.61%	12	0.52%
2913-51	Receiving Stolen Property	32	1.51%	31	1.33%
506-6	Reckless Driving	6	0.28%	1	0.04%
4511-201	Reckless Driving/Private Property	0	0.00%	1	0.04%
506-7	Reckless on Private Property	1	0.05%	0	0.00%
4511-20	Reckless Operation of Motor Vehicle	9	0.43%	2	0.09%
4511-12	Red Light Violation	2	0.09%	6	0.26%
2921-33	Resisting Arrest	31	1.47%	31	1.33%
4513-36	Resisting Arrest-Traffic	2	0.09%	3	0.13%
506-53	Right of Way	2	0.09%	0	0.00%
4511-43	Right of Way-Stop Sign	2	0.09%	1	0.04%
2911-02	Robbery	7	0.33%	11	0.47%
4513-263B1	Safety Restraint Violation-Driver	51	2.41%	45	1.94%
4513-263B3	Safety Restraint Violation-Passenger	7	0.33%	0	0.00%
2925-37B	Sale Counterfeit Controlled Substance	1	0.05%	0	0.00%
4301-69	Sale of Liquor to Minors	1	0.05%	0	0.00%
2907-06	Sexual Imposition	2	0.09%	2	0.09%

## Appendix C. Charges of Inmates Sampled 1999 and 2004

Charge Section	Charge	1999		2004	
506-12	Slow Moving Vehicles	2	0.09%	0	0.00%
4511-22	Slow Speed	3	0.14%	3	0.13%
2907-24	Soliciting	18	0.85%	31	1.33%
4511-21	Speeding	19	0.90%	12	0.52%
4511-21B	Speeding	1	0.05%	0	0.00%
506-8	Speeding	16	0.76%	12	0.52%
506-16	Speeding in Construction Zone	1	0.05%	0	0.00%
72-68A	Speed-Radar Mechanical Control	0	0.00%	1	0.04%
506-67	Speed-Semi-rig	1	0.05%	0	0.00%
601-17	Spitting in a Public Place	1	0.05%	0	0.00%
4549-02	Stop After Accident	7	0.33%	9	0.39%
4513-071	Stop Lights Required	1	0.05%	0	0.00%
2913-49	Take the Identity of Another	0	0.00%	4	0.17%
2913-49B	Taking the Identity of Another	0	0.00%	1	0.04%
2921-12A1	Tampering Evidence-Alter Record	2	0.09%	1	0.04%
2911-32	Tampering with Coin Machine	0	0.00%	1	0.04%
2921-12	Tampering with Evidence	0	0.00%	3	0.13%
2913-42	Tampering with Records	0	0.00%	1	0.04%
2917-21	Telephone Harassment	1	0.05%	4	0.17%
2917-21A1	Telephone Harassment-Anonymous	1	0.05%	0	0.00%
4507-05	Temporary Instruction Permit	1	0.05%	0	0.00%
2913-02	Theft	99	4.68%	129	5.55%
2923-02A4	Theft by Threat	1	0.05%	0	0.00%
2913-02A1	Theft-Without Consent	2	0.09%	13	0.56%
4513-241	Tinted Window Violation	2	0.09%	1	0.04%
506-40	Traffic Light Violation	19	0.90%	18	0.77%
506-88	Traffic Light Violation	1	0.05%	0	0.00%
2925-03	Trafficking in Drugs	7	0.33%	24	1.03%
2925-03A	Trafficking in Marijuana	2	0.09%	2	0.09%
2925-03A5	Trafficking-Sale 1-3 Times Bulk	1	0.05%	0	0.00%
2925-03A1	Trafficking-Sale less than Bulk	6	0.28%	20	0.86%
2925-03A2	Trafficking-Ship, Transport, Deliver	1	0.05%	16	0.69%
2923-16B	Transport Loaded Acc Firearm	0	0.00%	1	0.04%
2911-21A4	Trespass-Fail to Leave on Request	3	0.14%	0	0.00%
2911-21A1	Trespass-Knowingly	15	0.71%	4	0.17%
2911-21A3	Trespass-Posted Premises	1	0.05%	0	0.00%
2911-21A2	Trespass-Restricted Area	0	0.00%	2	0.09%

## Appendix C. Charges of Inmates Sampled 1999 and 2004

Charge Section	Charge	1999		2004	
4511-39	Turn Signals	3	0.14%	0	0.00%
503-57	TV set in View of Driver	0	0.00%	1	0.04%
4513-14	Two Lights	0	0.00%	2	0.09%
503-52	Unauthorized License Plates	22	1.04%	33	1.42%
508-25	Unauthorized Plates	1	0.05%	0	0.00%
2913-04	Unauthorized Use of Property	4	0.19%	1	0.04%
2913-03	Unauthorized Use of Vehicle	3	0.14%	4	0.17%
2913-03A	Unauthorized Use of Vehicle-Joy Riding	11	0.52%	2	0.09%
2923-15	Use Weapon While Intoxicated	1	0.05%	0	0.00%
2909-05B	Vandalism	3	0.14%	1	0.04%
2909-05B2	Vandalism-Necessary to Engage	0	0.00%	1	0.04%
2909-05B1	Vandalism-Used in Profession	1	0.05%	0	0.00%
2903-06A2	Vehicular Assault	0	0.00%	1	0.04%
2919-27	Violation of Protective Order-Consent Agreement	7	0.33%	19	0.82%
202-05	Violation Regulation of Public Rec Comm	1	0.05%	0	0.00%
2923-13	Weapon While Under Disability	0	0.00%	4	0.17%
506-76	Weaving	3	0.14%	3	0.13%
	Willful, wanton disregard of safety	0	0.00%	1	0.04%
	Working on car in street	0	0.00%	1	0.04%
506-59	Wrong Side of Road	1	0.05%	0	0.00%
506-73	Wrong Side of Road	3	0.14%	2	0.09%
506-74	Wrong Side of Road	1	0.05%	0	0.00%
507-1	Wrong Way on a One-way Street	2	0.09%	0	0.00%
None	Unable to Determine	52	2.46%	96	4.13%
	Total	2,114	100.00%	2,324	100.00%
	Highest				
	Operating Motor Vehicle Without License	209			
	Theft			129	