



**Biennial  
Report to  
the 130<sup>th</sup>  
Ohio  
General  
Assembly**

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January 29, 2013

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**Joanna E. Saul,  
Executive Director**

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Gregory Geisler  
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Adam Jackson  
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*Any opinions expressed are those of CIIC staff and should not be attributed to the members of the Correctional Institution Inspection Committee, or any member of the Ohio legislature.*

## **Acknowledgments**

*CIIC staff would like to thank Ohio Department of Rehabilitation and Correction and Ohio Department of Youth Services staff for their cooperation and collaboration during inspections and in their responsiveness to data requests and inquiries pertaining to inmates. Staff of both corrections departments have been open and transparent in their operations and shown a high degree of professionalism in their communications with CIIC staff. We respect the difficulty of your work and appreciate your time in assisting CIIC staff.*

## **About CIIC**

*The Correctional Institution Inspection Committee (CIIC) is a legislative committee of the Ohio General Assembly that maintains a continuing program of inspection of each state correctional institution used for the custody, control, training, and rehabilitation of persons convicted of crime and of youth adjudicated delinquent. Per Ohio Revised Code Section 103.73, CIIC has the authority to evaluate and assist in the development of programs to improve the condition or operation of correctional institutions.*

## Message from the CIIC Chair

As my time as Chairwoman of the Correctional Institution Inspection Committee comes to a close, I am proud to reflect on all our accomplishments over the past two years.

Director Joanna Saul and her staff have completed very successful inspections at each state institution and have issued detailed, comprehensive reports following each one. I am delighted to know that legislators, both members and non-members of the CIIC, made time in their busy schedules to attend these inspections and to gain awareness and understanding of the day-to-day operations of these institutions.

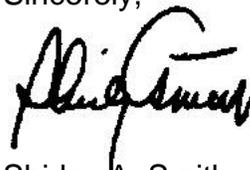
The CIIC also issued a number of additional, thorough reports and briefs on a variety of topics that affect the missions of the Department of Rehabilitation and the Department of Youth Services. These documents include a review of inmate academic enrollment, records regarding mental health caseload, and a report on the latter department's Strength Based Behavior Management System. These reports and briefs give a snapshot of our penal system that we otherwise may not see.

With many legislators in tow, the CIIC sponsored a tour of the Chillicothe Correctional Institution to see where Ohio's Death Row inmates had been moved to. Legislators spoke with staff and Death Row inmates, and they got a first-hand perspective of that new arrangement. We thank DRC for that opportunity.

We were also pleased to hold two joint forums in 2012. The first, sponsored in conjunction with the Children's Caucus, discussed issues related to DYS and juvenile justice. Later in the year, we joined with the Mental Health Caucus to discuss inmate mental health with state agency directors. Both events had a remarkable turnout, and I can only hope that forums such as these persist throughout the next biennium.

I must thank DRC Director Gary Mohr and DYS Director Harvey Reed – and their respective staffs – for their cooperation, friendliness, and helpfulness during my time as CIIC Chairwoman. I also appreciate the hard work of the six other legislators that comprised the Committee. It was a great joy to work with them. Finally, I am so blessed to have worked with Joanna Saul, the CIIC's ambitious, creative director, and the industrious CIIC staff. I thoroughly enjoyed my time as Chairwoman, and look forward to continued work with the CIIC. It has been a wonderful opportunity, and I know great things will come from the diligence of the Committee.

Sincerely,



Shirley A. Smith  
State Senator, 21st District

## Message from the CIIC Director

The Correctional Institution Inspection Committee (CIIC) serves a unique and necessary role in Ohio. The purpose of CIIC is to act as the “public eye” into the Ohio correctional system, providing the state with a nonpartisan evaluation of each facility. CIIC staff evaluate both adult and juvenile correctional facilities, public and private, allowing for comparison across and between systems. Through its reports, we highlight critical issues and can make recommendations for improvement. These reports are written to be understood by non-corrections persons, and they are made easily accessible to the public through CIIC’s website. Furthermore, while CIIC does not have investigative authority, we are the main external repository for inmate complaints, allowing for more informed reports.

While the purpose has remained unchanged, the work of CIIC has evolved significantly in the past two years. Beginning in late 2010, CIIC staff engaged in the extensive effort of improving the depth and quality of our inspections in order to provide more targeted information to the Ohio General Assembly, the corrections departments, and the public. The following are some of the achievements from the 129<sup>th</sup> General Assembly:

- Conducted 34 biennial inspections of Ohio adult and juvenile correctional facilities, publishing both an inspection report and a separate legislative brief for each inspection;
- Conducted ten follow-up inspections of Ohio Department of Rehabilitation and Correction (DRC) facilities;
- Conducted interim inspections for Ohio Department of Youth Services (DYS) facilities;
- Expanded inspections from one to several days, allowing for more in-depth analysis of key correctional areas through qualitative data gathering, such as focus groups and interviews;
- Developed standardized checklists and interview sheets to ensure consistency and accuracy;
- Published data briefs on key correctional areas;
- Published eight research reports on systemic issues;
- Hosted legislative forums on juvenile justice and mental health;
- Received and responded to approximately 5,000 contacts regarding inmates or prisons;
- Observed procedures of the John Howard Association of Illinois, which has a prison monitoring project that conducts site visits of state prisons in Illinois; and,
- Shadowed the Office of the Correctional Investigator Canada and Her Majesty’s Inspectorate of Prisons (HMIP) in the United Kingdom (neither trip at taxpayer expense).

While CIIC staff will continue to engage in self-reflection and improvement, I am confident that the current inspection procedures are effective at capturing the

large areas of concern that need to be addressed. The value of CIIC's work is seen not just through the frequent communication between legislative offices and CIIC staff, but also in the interest of the public: in 2011, the CIIC website received approximately 1.5 million hits, which increased to over 3.5 million in 2012. CIIC also added a subscription service for interested persons to receive updates on published reports, which has quickly gained membership.

Following our extensive review, CIIC inspection reports will be restructured in the 130<sup>th</sup> General Assembly to focus on the following areas:

**Safety and Security**  
**Health and Wellbeing**  
**Fair Treatment**  
**Reentry and Rehabilitation**  
**Fiscal Accountability**

These areas constitute CIIC's "healthy prison test."<sup>a</sup> Each institution will be rated in each of these areas, providing a quick snapshot of the institution's performance. Ratings will be based on on-site observation, analysis of data, staff and inmate focus groups and interviews, and our new, standardized survey of a random sample of the inmate population. The survey<sup>b</sup> allows for greater collection of data and will provide the opportunity to compare institutions across years. I look forward to implementing the new procedures in the coming years.

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<sup>a</sup> CIIC's "healthy prison test" is modeled on the HMIP's healthy prison test, which is itself based on the World Health Organization's establishment of the four criteria for any healthy prison: Safety, Respect, Purposeful Activity, and Resettlement.

<sup>b</sup> The survey is modeled on the HMIP's survey.

This biennium has seen significant legislative movement that has impacted corrections. The legislature worked to improve corrections through the passage of two key pieces of legislation. House Bill 86, enacted in June 2011 through bipartisan collaboration, was a landmark in sentencing reform, shifting nonviolent felons from costly prison bed space to community-based alternatives and providing additional sentencing options for judges. It also targeted reentry through the creation of "Certificates of Achievement and Employability," which indicate positive behavior and program completion within the prison and grants employers certain immunities for hiring ex-offenders.

In 2012, the legislature continued its work to reduce unnecessary obstacles to ex-offender reentry through Senate Bill 337, which removed collateral sanctions unrelated to the crime for a number of offenses. Considering that there are over 300,000 Ohioans<sup>c</sup> under some form of supervision,<sup>1</sup> the legislature should be applauded for the work that it has done to ensure that these individuals have options other than crime to provide for themselves and their families.

Large changes within the DRC over the course of the 129<sup>th</sup> General Assembly included the appointment of Director Gary Mohr, the administrative consolidation of several facilities, and the sale of Lake Erie Correctional Institution to the Corrections Corporation of America, constituting the first sale of

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<sup>c</sup> This number includes 265,800 on community supervision and 50,964 in prison, as of December 31, 2011. This number does not include jail populations.

a public correctional institution to a private company in the nation.

Over the past two years, the DRC has experienced positive changes within the system. The DRC reported in 2012 a recidivism rate of 31.2 percent,<sup>2</sup> the lowest rate since it began tracking recidivism. This rate is well below the national average, which hovers around 40 percent.<sup>3</sup>

The DRC has also reported reductions in prison violence in 2012, an increase in reentry efforts through the creation of “reintegration units,” and a more seamless transition from incarceration to community. Despite budget reductions, the DRC was able to focus resources on housing units, thereby increasing staff presence where it was most needed. The DRC also has been in the process of a regionalization and decentralization of its central office, increasing contact between institutions and administrators. The DRC revised its evaluation of wardens, emphasizing community relations and holding staff accountable for incident rates. The DRC also revamped its new officer training, resulting in both an improved curriculum and cost reductions.

In comparison to prior years, Ohio corrections today is more targeted to inmate behavior and needs. Under the DRC’s new “3 Tier” reorganization,<sup>d</sup> positive inmate behavior results in greater privileges and negative inmate

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<sup>d</sup> The DRC’s “3 Tier” reorganization classifies prisons as control, general population, or reintegration. Each security classification (Levels One through Five) is broken down into A and B privilege levels. As the inmate demonstrates positive behavior and program involvement, he will gain additional privileges and meaningful activities.

behavior results in consequences. For example, disruptive gang activity receives swift sanctions. In addition, the DRC has fully implemented the Ohio Risk Assessment System (ORAS), which provides a detailed analysis of inmates’ program needs and risk level to recidivate. Using ORAS system-wide allows the DRC to prioritize inmates with the highest risk levels for placement into specific programs that correspond to each inmate’s actual criminogenic needs.

While the DRC has made significant gains within this biennium and those gains should be recognized, the praise should not cloud the current reality of the prison environment. Despite the passage of House Bill 86, the prison system’s population still hovers around 50,000, which is approximately 129 percent of its capacity.

Although the inmate population has remained relatively constant, budget reductions have resulted in staffing cuts. From July 2006 to January 2013, the inmate to officer ratio has steadily risen from 6.6 to 7.2. While there is no standard for an acceptable ratio, it stands to reason that fewer officers result in less supervision and greater opportunity for inmate misconduct or serious incidents.

Furthermore, current rates of prison violence remain higher than they were five years ago. As stated, the DRC has established a massive incentive structure, including sanctions for disruptive activity. It is currently proposing legislation for “structured sentencing,” which will allow for greater sanctions for serious inmate misconduct, such as assaults. It

remains to be seen whether these initiatives will have the desired depressive effect on violence.

Quality of healthcare remains a serious concern. The DRC recently ended federal court monitoring of its healthcare services, meaning that a federal judge and expert monitors determined that the quality of care provided by the DRC meets constitutional standards. However, inmates continue to relay to CIIC serious complaints regarding the level of healthcare they receive.

Facility conditions are also expected to be an ongoing issue in the next biennium. Aging infrastructure, wear-and-tear, overcrowding, and budget constraints all contribute to declines in the institutional environment.

The DRC has already faced significant hardship with the reduction of its budget over the past five years. DRC Director Mohr has indicated that a 90 percent funding scenario in the next biennium would result in the closure of several prisons, increased overcrowding, a dangerous increase in the inmate-to-officer ratio, and the termination of programs that aid rehabilitation and reentry. The gains that the DRC has achieved can only be maintained with effective funding and resources.

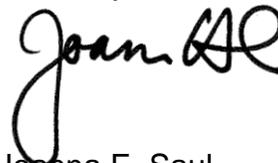
The reentry efforts of the DRC are laudable and likely put the DRC at the forefront nationally, yet these too are dependent upon both funding and future legislative changes. Providing individual instruction on important reentry-related skills, such as writing a resume, interviewing, meaningful work experience, and interpersonal

communication, requires significant staff resources. Focusing resources on reentry is clearly within the best interests of the state, yet policy changes that increase penalties, and therefore prison populations, will necessarily force a redirection of resources.

Finally, although the legislature has done much within the past biennium to address prison populations and returned citizen reentry, the work should not stop there. The legislature and the corrections departments should first ensure that enacted legislation has met its intended goals. For example, House Bill 86, despite being the product of years of bipartisan work and significant research, has not had the expected effect on the prison population as yet, the cause for which should be examined and addressed, if possible. And while the legislature made a significant positive impact on ex-offender reentry through Senate Bill 337, there are yet other measures that could further reduce recidivism that should be examined.

It has been a pleasure to serve the legislature over this past biennium. CIIC staff will continue to work towards providing the best service possible for the 130<sup>th</sup> General Assembly. Thank you for your ongoing interest in and commitment to corrections oversight in Ohio.

Sincerely,



Joanna E. Saul  
Executive Director

## Overview of 129<sup>th</sup> Membership, Staff, and Statute

### House of Representatives

Rep. Peter Beck  
Rep. Nancy Garland  
Rep. Robert Hackett  
Rep. W. Carlton Weddington\*

### Senate

Sen. Shirley Smith, Chair  
Sen. Cliff Hite, Vice Chair  
Sen. Edna Brown, Secretary  
Sen. Larry Obhof

### CIIC Staff

Joanna E. Saul, Director

Greg Geisler, Corrections Analyst II  
Adam Jackson, Corrections Analyst II  
Carol Robison, Corrections Analyst II

Darin Furderer, Corrections Analyst I  
Jamie Hooks, Corrections Analyst I

### CIIC Enabling Statutes

Per Ohio Revised Code Section 103.73, CIIC must establish and maintain a continuing program of inspection of each state correctional institution used for the custody, control, training, and rehabilitation of persons convicted of crime and of each private correctional facility. CIIC may also inspect any local correctional institution used for the same purposes. CIIC, and each member of the committee, for the purpose of making an inspection pursuant to this section, shall have access to any state or local correctional institution, to any private correctional facility, or to any part of the institution or facility and shall not be required to give advance notice of, or to make prior arrangements before conducting, an inspection.

Section 103.73 requires CIIC to make an inspection of each state correctional institution and of each private correctional facility each biennium. Inspections must include attendance at one general meal period and one rehabilitative or educational program. CIIC is also required to evaluate and assist in the development of programs to improve the condition or operation of correctional institutions.

Sections 103.76 through 103.79 provide the same powers and authority to CIIC in the inspection of DYS facilities.

\*Former Rep. Weddington resigned from the Ohio House of Representatives in March 2012.

## Overview of CIIC Inspections<sup>e</sup>

Institution	Biennial Inspection Date(s)	Key Concerns	Follow-Up Inspection <sup>f</sup>
<b>Supermax/Maximum</b>			
<b>Ohio State Penitentiary</b>	January 24, 2011	<ul style="list-style-type: none"> <li>• Temperature</li> <li>• Maintenance Issues</li> <li>• Reported Group Punishment at the Minimum Camp</li> <li>• Access to Programs</li> </ul>	No
<b>Southern Ohio Correctional Facility</b>	April 4 – 5, 2011	<ul style="list-style-type: none"> <li>• Use of Force</li> <li>• Inmate Grievance Procedure</li> <li>• Delays in Receiving Medical Care</li> <li>• Access to and Lack of Programming</li> <li>• Cultural Competency Training</li> </ul>	Yes
<b>Close</b>			
<b>Lebanon Correctional Institution</b>	June 13 – 16, 2011	<ul style="list-style-type: none"> <li>• Pest and Insect Infestation</li> <li>• Facility Conditions</li> <li>• Use of Force</li> <li>• Lack of Incentives</li> </ul>	Yes
<b>Mansfield Correctional Institution</b>	March 21 – 22, 2011	<ul style="list-style-type: none"> <li>• Lack of Programs</li> <li>• Cleanliness</li> <li>• Inmate/Staff Interactions</li> <li>• Older versus Younger Inmate Housing</li> <li>• Staff Accountability</li> </ul>	Yes
<b>Ross Correctional Institution</b>	January 9 – 10, 12, 18, 2012	<ul style="list-style-type: none"> <li>• Inmate Grievance Procedure</li> <li>• Vermin</li> <li>• Inmate Safety (due to homicides in 2009-10)</li> </ul>	No
<b>Toledo Correctional Institution</b>	April 16, 19, 20, 24, 2012	<ul style="list-style-type: none"> <li>• Use of Force</li> <li>• Assaults</li> <li>• Medical Services</li> <li>• Mental Health Services</li> <li>• Officer Staffing</li> <li>• Inmate Grievance Procedure</li> </ul>	Yes (a follow-up was conducted in 2011 in response to

<sup>e</sup> The chart does not display the actual number of times that CIIC staff were at facilities, as CIIC staff also regularly conducted on-site visits to research specific areas (e.g. Medical Services, Ohio Penal Industries, Recovery Services) in furtherance of systemic issue reports on those areas. All of the inspections resulted in the publication of a report, available on the CIIC website ([www.ciic.state.oh.us](http://www.ciic.state.oh.us)).

<sup>f</sup> Follow-up inspections were scheduled based on the number and severity of concerns presented at the time of the inspection or the number of inmate complaints that CIIC received.

		<ul style="list-style-type: none"> <li>• Shakedowns</li> <li>• Telephones</li> <li>• Recreation</li> </ul>	the 2010 inspection)
<b>Trumbull Correctional Institution</b>	October 20 – 21, 25, 2011	<ul style="list-style-type: none"> <li>• Inmate Grievance Procedure</li> <li>• Use of Force</li> <li>• Assaults</li> <li>• Visitation</li> <li>• Closure of Minimum Camp</li> </ul>	No
<b>Warren Correctional Institution</b>	May 31 – June 1, 2011	<ul style="list-style-type: none"> <li>• Shower Conditions</li> <li>• Programming</li> </ul>	No
<b>Medium/Minimum</b>			
<b>Allen Oakwood Correctional Institution</b>	April 30, May 1, 3, 7, 2012	<ul style="list-style-type: none"> <li>• Use of Force</li> <li>• Medical Services</li> <li>• Inmate Grievance Procedure</li> <li>• Shakedowns</li> <li>• Security Concerns on the PC Units</li> </ul>	No
<b>Belmont Correctional Institution</b>	May 2 – 3, 2011	<ul style="list-style-type: none"> <li>• Staff Accountability</li> <li>• Staff/Inmate Interactions</li> <li>• Staffing</li> <li>• Inmate Safety Level</li> <li>• Restroom Sanitation and Maintenance</li> <li>• Inmate Idleness</li> </ul>	Yes
<b>Chillicothe Correctional Institution</b>	February 6, 7, 9, 14, 2012	<ul style="list-style-type: none"> <li>• Medical Services</li> <li>• Mental Health Services</li> <li>• Executive Staff Rounds</li> <li>• Facility Conditions</li> <li>• Shower and Restroom Conditions</li> </ul>	Yes
<b>Grafton Correctional Institution</b>	September 19 – 20, 26, 2011	<ul style="list-style-type: none"> <li>• Staffing</li> <li>• Incorporation of the North Coast Correctional Treatment Facility</li> <li>• Bunk Beds on Unit Floors</li> <li>• Staff/Inmate Interaction</li> <li>• Televisions</li> </ul>	No
<b>Hocking Correctional Facility</b>	May 14 – 15, 22, 2012	<ul style="list-style-type: none"> <li>• Assaults</li> <li>• Executive Staff Rounds</li> <li>• Shakedowns</li> <li>• Overcrowding</li> </ul>	No

<b>Lake Erie Correctional Institution<sup>g</sup></b>	August 22, 2011	<ul style="list-style-type: none"> <li>• Staff/Inmate Interactions</li> </ul>	No (On-site visit in September 2012)
<b>London Correctional Institution</b>	September 6 – 7, 12, 2011	<ul style="list-style-type: none"> <li>• Staff/Inmate Interactions</li> <li>• Lack of Programming/Activities</li> <li>• Quartermaster</li> </ul>	No
<b>Madison Correctional Institution</b>	July 25 – 26, 28, August 4, 2011	<ul style="list-style-type: none"> <li>• Staff/Inmate Interactions</li> <li>• Staff Perceptions of Safety and Security</li> </ul>	No
<b>Marion Correctional Institution</b>	February 7 – 8, 2011	<ul style="list-style-type: none"> <li>• Medical Services</li> <li>• Restroom/Shower and Water Conditions</li> <li>• Disciplinary Procedures</li> <li>• Inmate/Staff Interactions</li> <li>• Overcrowding</li> </ul>	No
<b>North Central Correctional Complex<sup>h</sup></b>	February 21 – 22, 28, 2012	<ul style="list-style-type: none"> <li>• Use of Force</li> <li>• Mental Health Services</li> <li>• Inmate Safety</li> <li>• Executive Staff Rounds</li> <li>• Shakedowns</li> <li>• Officer Security Checks</li> <li>• Segregation</li> <li>• Lack of Programming</li> <li>• Denial of Hygiene Items</li> <li>• Inconsistency/Need for Continued Training</li> </ul>	Yes
<b>Noble Correctional Institution</b>	July 11 – 12, 14, 19, 2011	<ul style="list-style-type: none"> <li>• Inmate Safety</li> <li>• Lack of Activities</li> </ul>	No
<b>Pickaway Correctional Institution</b>	August 8 – 9, 16 – 17, 2011	<ul style="list-style-type: none"> <li>• Conditions of Units C and D</li> <li>• Water Temperature</li> <li>• Staff/Inmate Interaction</li> <li>• Lack of Staff Supervision</li> <li>• Conveyance of Contraband</li> <li>• Closure of Recreation</li> <li>• Lack of Staff Response to Informal Complaints</li> </ul>	Yes

<sup>g</sup> Lake Erie Correctional Institution was owned by the state but operated by the Management and Training Corporation. In 2011, the institution was sold to the Corrections Corporation of America, which assumed control on December 31, 2011.

<sup>h</sup> North Central Correctional Institution became privately operated on December 31, 2011. It combined with the former Marion Juvenile Correctional Facility to become North Central Correctional Complex, currently operated by the Management and Training Corporation.

<b>Richland Correctional Institution</b>	June 27 – 28, 2011	<ul style="list-style-type: none"> <li>• Staff/Inmate Interactions</li> <li>• Bathroom Conditions</li> <li>• Security Threat Group (STG) Issues</li> <li>• Mental Health Staffing</li> </ul>	No
<b>Southeastern Correctional Institution</b>	March 5 – 6, 8, 2012	<ul style="list-style-type: none"> <li>• Assaults</li> <li>• Housing Units</li> <li>• Inmate Grievance Procedure</li> <li>• Executive Staff Rounds</li> <li>• Shakedowns</li> <li>• Lack of Phones and Microwaves</li> </ul>	No
<b>Reception Centers</b>			
<b>Correctional Reception Center</b>	November 14 – 15, 18, 2011	<ul style="list-style-type: none"> <li>• Staffing</li> <li>• Segregation Unit</li> <li>• Shakedowns</li> </ul>	Yes
<b>Lorain Correctional Institution</b>	April 18, 2011	<ul style="list-style-type: none"> <li>• Facility Conditions</li> <li>• Staff/Inmate Interactions</li> <li>• Food Services</li> <li>• Overcrowding</li> <li>• Staff Morale</li> <li>• Lack of Funding for GED Tests</li> <li>• Lack of Communication regarding Daily Operations</li> </ul>	No
<b>Female</b>			
<b>Dayton Correctional Institution</b>	October 31, November 1, 9, 2011	<ul style="list-style-type: none"> <li>• Shower Conditions</li> <li>• Segregation Unit</li> <li>• Cell Door Locks</li> <li>• Washers and Dryers</li> </ul>	No
<b>Northeast Pre-Release Center</b>	March 19 – 20, 2012	<ul style="list-style-type: none"> <li>• Use of Force</li> <li>• Medical Services</li> <li>• Shakedowns</li> <li>• Inmate/Staff Interactions</li> </ul>	No
<b>Ohio Reformatory for Women</b>	May 16 – 17, 2011	<ul style="list-style-type: none"> <li>• Facility Maintenance</li> <li>• Safety and Security</li> <li>• Medical Services</li> <li>• Lack of Access to Programming</li> <li>• Staff/Inmate Interactions</li> </ul>	Yes
<b>Medical</b>			
<b>Franklin Medical Center</b>	January 10, 2011 (Corrections Medical Center)  May 31 and	<ul style="list-style-type: none"> <li>• Use of Force</li> <li>• Commissary</li> <li>• Library</li> <li>• Inmate Grievance Procedure</li> <li>• Executive Staff Rounds</li> <li>• Shakedowns</li> </ul>	No

	June 5, 2012	<ul style="list-style-type: none"> <li>• Officer Security Checks</li> <li>• Chemical Boxes on Zone A</li> <li>• High Overtime Hours</li> <li>• Fiscal Audit</li> </ul>	
<b>Ohio Department of Youth Services (DYS)</b>			
<b>Circleville Juvenile Correctional Facility (JCF)</b>	April 2 – 3, 5, 12, May 10, 2012	<ul style="list-style-type: none"> <li>• Use of Force</li> <li>• Seclusion</li> <li>• Assaults</li> <li>• Staffing</li> <li>• Youth Safety Ratings</li> <li>• Executive Staff Rounds</li> <li>• Shakedowns</li> <li>• Youth Specialist Security Checks</li> </ul>	Interim inspections were conducted in 2011.
<b>Cuyahoga Hills JCF</b>	March 7, 2011	<ul style="list-style-type: none"> <li>• Lack of Programming for Graduated Youth</li> <li>• Use of Group Punishment</li> <li>• Failure to Receive Privileges</li> <li>• Select Youth/Staff Interactions</li> </ul>	Interim inspections were conducted in 2011.
<b>Indian River JCF</b>	October 3 – 4, 2011	<ul style="list-style-type: none"> <li>• Staffing</li> <li>• Youth Grievance Procedure</li> <li>• Unit Manager Workload</li> <li>• Security Threat Group Activity</li> <li>• Close Security Unit Concerns</li> </ul>	Interim inspections were conducted in 2011.
<b>Lighthouse Youth Center</b>	January 30 – 31, 2012	<ul style="list-style-type: none"> <li>• None</li> </ul>	Interim inspections were conducted in 2011.
<b>Scioto JCF</b>	June 11 – 13, 2012	<ul style="list-style-type: none"> <li>• Use of Force</li> <li>• Seclusion</li> <li>• Assaults</li> <li>• Executive Staff Rounds</li> <li>• Shakedowns</li> <li>• Social Work Schedule</li> <li>• Staff Safety</li> <li>• Staff Morale</li> <li>• Youth Perceptions of Cognitive Behavioral Therapy programs</li> </ul>	Interim inspections were conducted in 2011.
<b>Federal</b>			
<b>Northeast Ohio Correctional Center</b>	February 23, 2011	<ul style="list-style-type: none"> <li>• Triple Bunking</li> <li>• Medical Services</li> <li>• Menu Variety</li> <li>• Communication Systems (primarily email and money orders)</li> </ul>	No

## Overview of CIIC Systemic Issue Reports<sup>i</sup>

Report Topic	Publication Date
<b>Research Reports</b>	
Evaluation of Inmate Property Loss	December 4, 2012
Mental Health and the Juvenile Justice System	November 15, 2012
Evaluation of New Officer Training	October 29, 2012
DYS Strength-Based Behavior Management System	April 18, 2012
Women’s Healthcare in Prison	January 25, 2012
The Costs and Benefits of Recovery Service Programs	December 7, 2011
Ohio Penal Industries	November 16, 2011
Evaluation of Correctional Food Services	February 14, 2011
<b>Data/Informational Briefs</b>	
DRC Library Services	December 12, 2012
DRC Medical Emergencies	December 4, 2012
DRC Pharmacy Services	October 16, 2012
DRC Staffing	September 19, 2012
Diversity Staffing in the DRC	September 12, 2012
DRC Academic Enrollment	August 27, 2012 June 4, 2012 February 17, 2011
DYS Assaults	August 2, 2012 March 22, 2012 November 1, 2011 September 13, 2011 June 7, 2011 February 1, 2011
DYS Seclusion Hours	July 17, 2012 March 22, 2012 November 1, 2011 September 13, 2011

<sup>i</sup> All of the CIIC reports are available on the CIIC website ([www.ciic.state.oh.us](http://www.ciic.state.oh.us)). Some of the reports have multiple dates due to several briefs being published on the same topic. In 2011, CIIC staff published quarterly briefs on several key areas, such as use of force. In 2012, in an effort to cover more areas, CIIC began publishing data reports that focused on annual, rather than quarterly, data.

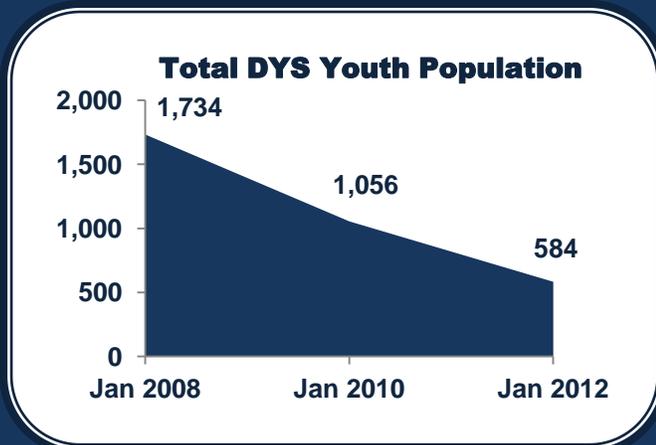
	<p>June 7, 2011 February 1, 2011</p>
DRC Use of Force	<p>May 16, 2012 March 23, 2012 January 23, 2012 August 2, 2011 May 10, 2011 February 22, 2011</p>
DRC Mental Health Caseload	<p>April 4, 2012 June 2, 2011</p>
DRC Suicide Attempts	<p>March 28, 2012</p>
DYS Substantiated Unusual Incidents	<p>March 22, 2012 November 1, 2011 September 13, 2011 June 15, 2011 February 1, 2011</p>
DRC Security Threat Groups	<p>January 17, 2012</p>
DRC Medical Services	<p>November 1, 2011 August 11, 2011 May 13, 2011 March 1, 2011</p>
Ohio Penal Industries	<p>October 30, 2011</p>
Fussell v. Wilkinson	<p>October 18, 2011</p>
S.H. v. Stickrath	<p>October 18, 2011</p>

# DYS: BIENNIUM IN REVIEW

**Leadership Changes:** DYS experienced significant leadership changes this biennium, including a new Director. Governor John Kasich announced the appointment of Harvey Reed as the new Director on March 1, 2011. Prior to his appointment, Mr. Reed served as the Superintendent of the Hamilton County Juvenile Court Youth Center in Cincinnati, Ohio.

There were also changes in leadership at the facility level. Ronald Edwards was named the new Superintendent of Circleville JCF in October 2011 and Earl Myles was named as Superintendent of Scioto JCF in October 2012.

**Facility Closure:** Ohio River Valley JCF, formerly DYS' primary close security facility closed September 2011, which resulted in significant ripple effects across the system, including changes to the staff and youth populations at remaining DYS facilities.



**Population Decrease:** The total youth population steadily decreased during the biennium, from a population of 1,734 youth on January 1, 2008 to 584 youth reported

on December 3, 2012, representing a decrease of 34.4%.<sup>j</sup>

The profile of youth committed to DYS also changed in recent years, as the majority of youth classified as low-moderate risk receive programming and treatment in the community through county programs funded by RECLAIM<sup>k</sup> and/or Youth Services Grants. As a result, DYS facilities now mainly house moderate-high risk youth that have committed serious offenses, revoked their parole terms, or that have exhausted community alternatives.

## S.H. V. REED UPDATE

January 18, 2013, U.S. District Court Judge Algenon Marbley approved a comprehensive joint agreement between DYS and Plaintiffs' Counsel that significantly reduces monitoring at DYS facilities, altogether eliminating monitoring in several areas, including regionalization, access to counsel, classification, and use of force, among others.

Court monitoring will continue in the area of mental health and DYS' special management housing units, where youth with chronic behavior issues, generally involving assaults, are assigned.

Limited quality assurance monitoring will continue in additional areas, including special education, investigations, and safe living conditions, among others.

<sup>j</sup> The population is based on monthly reports provided by the DYS Oyms Reporting System reported on January 1, 2011 and December 3, 2012. The population totals exclude youth assigned to Lighthouse Youth Center at Paint Creek, a private, non-DYS facility.

<sup>k</sup> RECLAIM Ohio is a funding initiative that encourages courts to develop /purchase a range of community-based options to meet the needs of each juvenile at risk of offending. Annually, more than 100,000 youth are served by one of over 600 programs funded through RECLAIM Ohio and/or a Youth Services Grant.



# Safety and Security

Violence is a constant in any prison system. In 2011, prison violence in Ohio spiked. Overcrowding and reduced staffing in conjunction with a rise in disruptive gang activity negatively impacted institutional environments. Older inmates reported rampant extortion and theft by predatory younger inmates. Staff relayed concerns with inmate management due to increased gang activity and definite sentencing.<sup>l</sup> The Ohio prison system experienced a violent disturbance once a week. Segregation space became overcrowded, with prisons housing three or even four inmates in a cell.

In response to the 2011 violence, under the leadership of Director Gary Mohr, the DRC implemented the “Ohio Plan” – a unit management system that emphasizes staff proximity and accessibility to the inmate population in order to reduce inmate idleness and prison violence. The DRC focused resources on increasing unit staff and formed “Back to Basics” committees involving a cross-section of institutional staff to develop violence reduction strategies.

The DRC began addressing serious prison violence through swift sanctions for inmate aggressors: if a medium-security inmate seriously assaulted another inmate, he could be put on a bus to the maximum security facility the next day. In addition, the DRC clamped

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<sup>l</sup> “Definite sentencing” was implemented by Senate Bill 2 in 1996. Rather than inmates receiving a sentencing range and being regularly evaluated by the Parole Board, under definite sentencing inmates receive a set release date. Unless the inmate is prosecuted in an outside court for an incident occurring in prison, institutional behavior does not affect the release date.

down on security threat groups (STGs, also known as gangs) by increasing its monitoring and documenting of gang activity and correspondingly increasing the security classification of inmates involved in disruptive incidents.

In conjunction with the increase in sanctions, the DRC also implemented a privilege level system for all security classifications to incentivize positive behavior. Each security classification level is now divided between A and B privilege levels, with greater privileges attached to the A level. Attainment of the A privilege level requires inmates to follow institutional rules and participate in programming designated by staff. As indicated by the number of inmate complaints to CIIC about privilege levels, this classification system has caught the attention of the inmate population.

According to the DRC, violence levels have dropped as a result of its initiatives. Violent incidents reportedly declined by eight percent from 2011 to 2012.<sup>4</sup>

## Assaults

Based on the DRC’s projections, total inmate-on-inmate assaults increased by 13.9 percent from 2010 to 2012; however, physical assaults resulting in serious injury declined by 15 percent.<sup>5</sup> The overall increase was predominantly a result of an increase in “harassment” assaults.<sup>m</sup>

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<sup>m</sup> “Harassment assaults” are defined as “throwing, expelling or otherwise causing a bodily substance to come into contact with another, or throwing any other liquid or material on or at another that does not result in any physical injury to the victim.”

Projected total inmate-on-staff assaults increased by 7.9 percent from 2010 to 2012.<sup>6</sup> Inmate-on-staff assaults resulting in serious injury, however, remained stable in that same time period and overall physical assaults decreased. Similar to inmate-on-inmate assaults, the overall increase was predominantly a result of an increase in harassment assaults.

## Fights

Total fights appear to have decreased from 2011 to 2012.<sup>n</sup> In 2011, there were 8,661 disciplinary convictions for rule 19 (fight) violations across the system. As of November 2012, 6,887 had occurred.<sup>7</sup> The institution with the highest rate of rule 19 violations compared to its population in that period was the **Southeastern Correctional Institution**, a medium security facility.<sup>o</sup>

## Security Threat Groups

As of January 2, 2013, there were 8,272 inmates who were determined by staff to be STG-affiliated, or 16.6 percent of the total DRC population.<sup>8</sup> Documented gang activity<sup>p</sup> increased from 2011 to 2012 across the system.<sup>q</sup> The

<sup>n</sup> The total number of RIB convictions for rule 19 violations does not correlate to a total number of fights. For example, seven inmates might have been involved in one fight – all seven inmates would have been found guilty by the RIB for a rule 19 violation and would therefore be included in the total number.

<sup>o</sup> The rate was obtained by dividing the total number of rule 19 violations for January through November 2012 by the average monthly institutional population for that same time period.

<sup>p</sup> This finding is based on RIB convictions for rule 17 (unauthorized group activity) violations and does not capture total gang activity.

<sup>q</sup> The increase could be the result of several factors, not just greater gang activity in general.

*“I’m writing you because I am having problems. I was fine here for about 5 months. I minded my own business and stuck to myself...Then once I made a lot of phone calls, people started asking me for calls. I said no. Then a guy named [X] called me to the TV room and in the TV room a camera can’t see you. He said one word like I don’t like this dude and at that time my back was turned. He hit me and all I last remember is me getting up off the floor. I was bleeding bad...They tried to move me in 3D. It was [Heartless] Felons over there saying to me that they know what happened and they will take care of it...I been paying people to stop this stuff, but they want money every week and my family ain’t got a job. I had a knife pulled on me. I fear for my life.”*

institutions with the greatest increase in documented gang activity tended to be the reception centers or higher security facilities; the institution with the highest rate of documented incidents compared to its population as of November 2012 was the **Ohio State Penitentiary**, the supermax facility.<sup>r</sup>

For example, institutional staff have relayed that they have been more diligent in their tracking and documenting of gang activity following the greater emphasis on prison violence by the current administration. Staff have also relayed that regulations have been loosened regarding which staff have the authority to write a conduct report for gang activity.

<sup>r</sup> The rate was obtained by dividing the total number of rule 17 violations for January through November 2012 by the average monthly institutional population for that same time period.

## Disturbances

In line with the overall increase in violence, institutional disturbances<sup>s</sup> peaked in 2011 with a total of 152 across the system.<sup>9</sup> However, in the first eleven months of 2012, there were only 125 disturbances in the DRC. The institution that experienced the highest total number of disturbances since 2007 was **Mansfield Correctional Institution**, a close security facility.

## Use of Force

In 2012, there were 3,823 use of force

*“When I got out of the hole I was placed in a new block...Second shift came in and it was the same CO that got poked with [my] tattoo needle so I went to my cell. I really didn’t even want him to see me. So count time came. He looked in my cell and said, where’s your celly at. I said I don’t know...[He] opens my door. I’m just sitting there still. He said, how’s it going, do you have any hooch in here. I said no. I just got out of the hole. He said, I know, I put you there. I said I don’t want no problems with you. He said, I know, but I still have to worry about catching hepatitis B from your needle...Then as soon as he seen me notice he had mace in his hand he sprayed me and started beating my ass for nothing. I never even got up out of my chair.”*

<sup>s</sup> A “disturbance” is defined as an event caused by four or more inmates that disrupts the routine and orderly operations of the prison.

incidents across the DRC, a 20.3 decrease in comparison to 2011 and the lowest total number of use of force incidents since 2008.<sup>10</sup>

## Illicit Substance Use

Illegal drugs are brought into the system by staff, visitors, inmates that leave the prison to work, through the mail, or they are thrown over the fence and picked up by inmates waiting on the inside. For example, **Mansfield Correctional Institution** made national news in 2012 when a woman attempted to throw two footballs stuffed with illegal drugs into the compound.<sup>11</sup> Local officials from the community surrounding **Lake Erie Correctional Institution** have recently raised concerns regarding an increase in drug smuggling.<sup>12</sup> Inmates can also make their own alcohol, commonly called hooch, from food items that they steal from the kitchen or purchase through the commissary.

The DRC reported that 3.32 percent of a sample of the inmate population in October 2012 (6,828 total inmates) tested positive for illegal drug use, the majority for marijuana.<sup>13</sup> This was an increase from 2011, in which 1.74 percent of inmates tested positive.

## Homicides

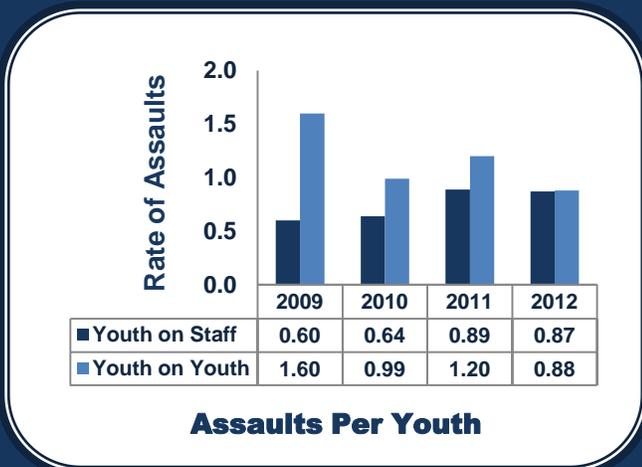
There were five confirmed homicides in this biennium.<sup>t</sup> All homicides occurred at male, Level 3/close facilities and the southern reception center. Three of the victims were white, two were black. Four had been in the DRC at least since 2007. Homicides are investigated by the Ohio State Highway Patrol.

<sup>t</sup> Staff indicated that there was also one pending autopsy from this period.

# DYS: SAFETY AND SECURITY<sup>14</sup>

There are several indicators that CIIC reviews during its inspections of DYS facilities to evaluate safety and security, including the number of monthly assaults, seclusion hours, and incidents involving a use of force.

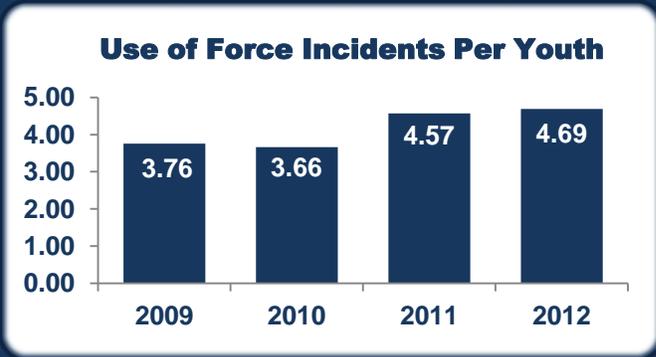
**Assaults:** Per DYS policy, an assault is defined as a physical attack on another person, which includes such actions as intentionally striking, spitting, or throwing bodily fluids on another.



**Seclusion:** Seclusion is the involuntary confinement of a youth alone in his/her room or in a seclusion room. DYS policy states that seclusion is to be used as a last resort, following the use of less restrictive interventions. Seclusion hours are documented by category, with the most frequently reported type being pre-hearing seclusion resulting from an act of violence.

**Use of Force:** DYS trains its staff on techniques approved under the “Managing Youth Resistance” model. Use of force, also referred to as a “physical response,” is defined as any physical action exerted by staff to compel or constrain a youth. Per policy, all uses of force are documented, reported, and reviewed by staff to ensure that staff employed the least amount of

force necessary and only after exhausting non-physical behavioral management techniques.



## KEY STATISTICS

There were **928 substantiated assaults** reported in 2012, consisting of 464 youth on youth, 461 youth on staff, and three staff on youth assaults. This represents a decrease of 34.5% from the number of assaults reported in 2011, which totaled 1,416. The rate of youth on staff assaults increased from 2010 to 2012, however, the rate of youth on youth assaults decreased during the same period.

There were **2,461 use of force incidents** reported in 2012, a 20.0% decrease from 2011, with 3,077 incidents. However, the rate of use of force incidents in comparison to the average population has increased from 3.66 incidents per youth in 2010 to 4.69 in 2012.

A total of **164,786 hours of seclusion** were reported in 2012, which represents a decrease of 28.0% in comparison to the total number of hours reported in 2011.

For the biennium, the breakdown of total seclusion hours by facility is as follows:

- 42.7% Circleville JCF
- 26.0% Indian River JCF
- 21.1% Scioto JCF
- 5.7% Cuyahoga Hills JCF
- 4.6% Ohio River Valley JCF

\*Please note that during the biennium there was an overall decrease in the DYS population of approximately 34.4%.

# Health and Wellbeing



**H**Healthcare – both access to and the quality of – is an issue of national concern, but it is particularly an issue within the correctional environment, where inmates are in the custody of the state. Compared to the average population, inmates generally have a higher rate of acuity for medical conditions, higher rates of mental illness, and a greater likelihood of having a substance abuse problem. When they arrive at the reception center, they may not have adequate health records and they may not have received diagnosis and treatment at the county jail. Regardless of the level of care that they may have received or sought on the outside, once they are within the prison the state is constitutionally required to provide adequate levels of care.

## Medical Services

In 2012, the federal court monitoring of the DRC's provision of healthcare under *Fussell* ended.<sup>u</sup> Achieving compliance required massive changes in the system, in which the DRC:

- Drastically increased its number of medical staff;
- Revised policies and procedures;
- Implemented a “heart-healthy” menu;
- Transitioned from contract to state employed providers;
- Activated urgent care and long-term care centers;

<sup>u</sup> *Fussell v. Wilkinson* was a class action lawsuit that alleged inadequate delivery of medical and dental services. The DRC entered into a stipulation agreement in 2005 with plaintiffs' counsel, which required intensive monitoring by subject matter experts who reported to the federal court.

- Improved its internal quality assurance monitoring;
- Initiated the “collegial review” process to evaluate the need for external treatment of inmates; and,
- Expanded the use of tele-med services.

Healthcare continues to be the most frequently received complaint communicated to CIIC, but healthcare-related grievances<sup>v</sup> in the DRC decreased from 2011 to 2012, which may be a positive indicator.

The DRC has steadily decreased its medical usage. Emergency room visits decreased from approximately 7,000 in 2009 to nearly 5,000 in 2011.<sup>w15</sup> Similarly, Nurse Sick Calls (appointments) within the institution and Doctor Sick Calls both decreased from 2009 to 2011, by 17 and 21 percent, respectively. The DRC also reduced the number of medical and mental health prescriptions. DRC staff attributes the overall decrease in medical services to better management of healthcare, including staffing “hot spots” and triaging medical issues. The decrease has resulted in reduced costs, from a high of \$222.8 million in FY 2010 to \$188.3 million in FY 2012.<sup>16</sup>

The most pressing issue that CIIC has identified regarding medical services pertains to staffing – both the quality of staff and the rapid turnover. The institutions that raised the most serious

<sup>v</sup> Grievances are part of the DRC's inmate grievance procedure, which is a three step process by which an inmate can document and report concerns and receive a staff response.

<sup>w</sup> The data does not include North Coast Correctional Treatment Facility, which was privately operated prior to 2012.

concerns regarding quality of medical care included the **Ohio Reformatory for Women** and **Toledo Correctional Institution**, which both had significant staffing issues. During the course of the 2012 inspection of **Toledo Correctional Institution**, the institutional physician resigned, the Health Care Administrator was on extended leave, there were high backlogs for Nurse, Doctor, and chronic care appointments, and both inmates and staff reported that medication was frequently stopped due to inefficiencies in the medication ordering process.

In addition, the medical facilities in **Chillicothe Correctional Institution** were criticized by federal court monitors, stating that it “remains the worst prison for clinical space.” CIIC also identified the need for a designated chronic care caseload nurse, as well as staff’s reported desire for additional training.

In communication to CIIC, inmates have alleged that costs have trumped quality of care. Following the implementation of the collegial review process,<sup>x</sup> inmates alleged that resulting delays ultimately require more invasive treatment due to the progression of the condition or disease.<sup>y</sup>

<sup>x</sup> The “collegial review” process requires each institutional doctor to obtain approval from the DRC Chief Medical Officer prior to sending an inmate outside of the institution for care, such as to see a specialist. The collegial review panel may recommend an alternative therapy to try prior to the outside visit. After the alternative therapy has failed, the institutional doctor must then return to the collegial review panel, who may recommend another alternative, or may approve the outside visit. This process is repeated for each test or treatment requiring outside care.

<sup>y</sup> DRC staff have relayed that the collegial review process provides necessary evaluation and review for the correct use of medical resources, which are often costly.

*“I am writing concerning my lack of healthcare...I found a lump in my left breast in September 2011...I told [staff] about [the] lump in my breast. I told them that lump was growing, becoming increasingly painful, it was warmer than the rest of my body, my nipple was becoming inverted, my skin felt thicker, and was dimpling resembling an orange peel. I continued to complain to all of the [staff]. I was told that it was nothing. I told them it hurt. They said I was pill seeking. I told them my nipple was disappearing inside of my breast. I was told that happens sometimes...I still complained as the lump grew from the size of a grape to larger than a golf ball...I was ignored, lied to, and told I was lying about the pain for 7 months while the cancer grew. The results of the biopsy are I am in stage 3 inflammatory breast cancer.”*

Inmates have also relayed concerns regarding medication, reporting abrupt changes or stoppages in pain medications.<sup>z</sup> In addition, the DRC moved to requiring inmates to purchase over-the-counter medications through the Commissary in an effort to reduce costs and to develop personal responsibility for healthcare within the inmate population. While both goals are laudable, inmates have relayed to CIIC that they cannot afford the medications

<sup>z</sup> DRC staff have relayed that due to the potential for abuse of narcotics within prisons, they have given increased scrutiny to pain medications and have taken proactive steps to remove inmates from pain medications where it appears that the inmate was either not appropriately taking the medication or no longer required it.

on the monthly income that they are given by the state (generally \$15-20), particularly when they have multiple conditions or when they are indigent (receiving less than \$12 per month).

## Mental Health Services

Despite the high rate of mental illness in correctional populations, DRC mental health services have experienced drastic cuts in its budget, resulting in decreased services. From FY 2010 to FY 2013, the mental health budget decreased by \$30 million.<sup>17</sup> The need for services, however, remains high, as the number of inmates on the mental health caseload has steadily increased over the past decade.<sup>18</sup>

In 2011-12, the DRC reduced its Residential Treatment Unit (RTU) bedspace for the seriously mentally ill.

Due to the shortage of bedspace, staff have reported long wait times to transfer inmates who are in a serious mental health crisis. In 2012, DRC staff relayed the intention to make mental health programming available to the entire population; however, current plans only make programming available to inmates on the mental health caseload.

Positively, the DRC has enhanced its reentry assistance for inmates who are on the mental health caseload. In conjunction with the Ohio Department of Mental Health, the DRC has increased “community linkage” resources for seriously mentally ill inmates, allowing for a social worker to meet with the inmate prior to release and make appropriate referrals for community placement. The DRC has also moved to expand access to medication post-release, both giving the inmate a two-week supply of medication, as well as a prescription for another 90 days to ensure that the risk of a sudden break in medication is reduced.

## Suicide

Suicide is an ongoing concern within any correctional population. Since 2000, suicide rates in the DRC have remained mostly stable, generally ranging between four and seven deaths per year. The exceptions are 2004 and 2007, which each had 11.

Within this biennium, there have been 12 suicides, all by hanging.<sup>19</sup> Of the 12 total, six occurred in segregation, four in general population, and two in RTUs. The institution that experienced the most suicides since January 1, 2011 was **Lebanon Correctional Institution**, with four.

*"About a month ago I took 53 pills (35 of them were effexors). I had just got fed up with it all...It wasn't enough to do anything. Nurse [X] asked me afterwards, "Were you trying to get high or were you trying to hurt yourself?" She then said, "Because if you were trying to hurt yourself, I have to put you on suicide watch, but if you were just trying to get high, you can go back to your cell." Of course I didn't want to go to suicide watch so I told her I was trying to get high. Honestly they were told how many pills I took and who tries to get high on 53 pills. It's in my records that I attempted suicide through pills and cutting my wrists while at RCI. I sent a kite to mental health and told them about my attempt. I never heard anything from them."*

## Facility Conditions

Facility conditions are a challenge in an era of reduced budgets. Buildings naturally age over time, which is compounded by overcrowded conditions and wear-and-tear. With a reduced budget, staff must choose between investing in security or maintenance, often waiting until there is a complete breakdown before fixing equipment.

At **Lebanon Correctional Institution**, the floor of the dining hall was full of holes, and the tiles were either missing or broken. There was a significant amount of crumbling of the ceilings, walls, and floors in the shower stalls. Several showers were running constantly and the shower stalls themselves were unclean. The paint was scratched off the tables in the main area of the blocks. There was standing water on A, C, and R Blocks. Multiple units had condemned cells that could not be utilized by inmates until fixed. In addition, both staff and inmates reported significant infestation of cockroaches throughout the institution.<sup>aa</sup>

**Chillicothe Correctional Institution** has the worst restroom and shower facilities in the DRC, with almost every unit's showers containing heavy layers of rust across the walls and floors, missing chunks of plaster, peeling paint, and soap scum. The institution had a high number of maintenance concerns, including constantly running showers, and some of the urinals were PVC

<sup>aa</sup> At the time of the 2012 follow-up inspection, many of these concerns had been rectified, with the overall institution appearing clean and painted. Staff relayed increased extermination efforts, as well as the completion of renovations of the kitchen and dining halls.

*“Below is a list of problems/concerns:*

- 1. All toilets leak with water running out onto the floor.*
- 2. 2-3 toilets are broken or unsafe at all times.*
- 3. Showers cannot be easily turned off. The handles stick.*
- 4. Many of the cubicles in the sleeping area have no electrical outlets or cable TV outlets.*
- 5. Microwave ovens are continually breaking down.*
- 6. Washers and dryers are often broken down, or not working efficiently.*
- 7. No exhaust fans in the sleeping areas.”*

pipes, held together with string.<sup>bb</sup> The **Ohio Reformatory for Women** and **Belmont Correctional Institution** were also notable for extremely poor sanitary conditions in the bathrooms.<sup>cc</sup>

The deteriorating conditions of **Pickaway Correctional Institution's** C and D housing units included peeling paint on the walls of the housing units and bathrooms. The showers, which were in serious need of repair, had signs of rusty water, dirt, and mildew. There was significant debris in the restrooms. Staff relayed that the housing units should be torn down.<sup>dd</sup>

<sup>bb</sup> At the time of the later follow-up inspection, the institution had begun moving forward with a bathroom renovation project.

<sup>cc</sup> At the time of the follow-up inspections, the concerns had been resolved.

<sup>dd</sup> At the time of the 2012 follow-up inspection, facility conditions appeared improved, as the units appeared clean, albeit still in need of renovation.

# DYS: MENTAL HEALTH SERVICES<sup>20</sup>

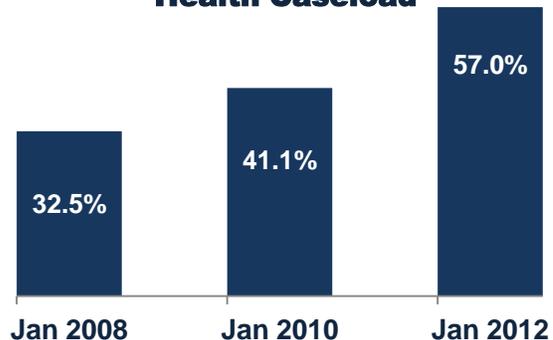
All youth placed in the custody of DYS undergo a series of screening and assessments during the reception process at Scioto JCF, as well as during a youth's orientation phase at his/her parent institution to determine any behavioral health treatment needs. DYS operates three mental health units for youth with significant treatment needs. One of those units is specifically designated for female youth. DYS also operates a life skills unit for youth with significant cognitive deficits.

## Ohio Task Forces

In September 2012, the **House Bill 86 Interagency Task Force on Mental Health and Juvenile Justice** submitted its report of findings and recommendations. The comprehensive report included recommendations to create a psychiatric residential treatment facility, expand county level program initiatives, enhance data collection and sharing, and ensure necessary funding for this population, among others.

December 11, 2012, DYS was awarded an \$82,500 grant from the **Attorney General's Task Force on Criminal Justice and Mental Illness** to implement a statewide standardized screening tool for Ohio's detention facilities and public child service agencies in an effort to identify mental health concerns in Ohio youth at the earliest point of contact.

**Percent of the Total DYS Population on the Mental Health Caseload**



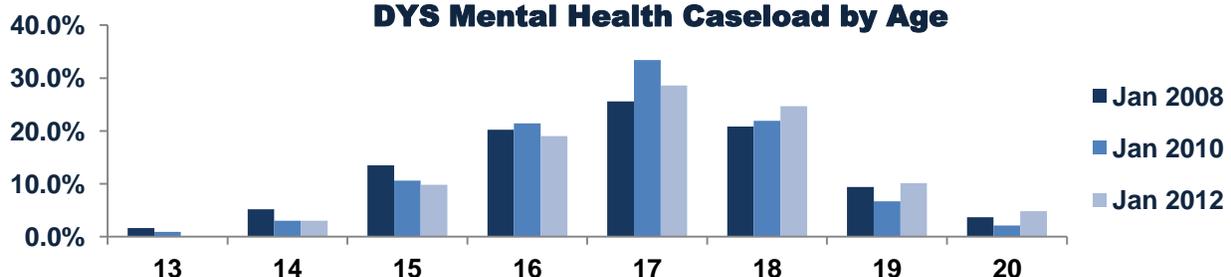
## KEY STATISTICS

Approximately **57.0% of the overall DYS population was represented on the mental health caseload** in January 2012, a significant increase from January 2008, where approximately 32.5% of the population was represented.

The majority of youth on the mental health caseload are between the ages of 16-18 years old, which is consistent with annual youth admissions to DYS.

Most youth on the mental health caseload are prescribed psychotropic medications. **In April 2012, 84.6 percent of female youth and 90.4 percent of male youth on the caseload were taking medications.**

**DYS Mental Health Caseload by Age**





**Fair  
Treatment**

Once incarcerated, a person's rights are drastically reduced, but are not altogether removed. Society expects that inmates will be treated fairly while they are in state custody. If an inmate experiences a complaint, he has the right to use a grievance procedure to document and report the complaint. If he is accused of committing a rule violation, he will be granted due process prior to the imposition of a serious sanction.

### Inmate Grievance Procedure

CIIC is required by statute to evaluate the inmate grievance procedure each biennium.<sup>ee</sup> CIIC's review of the inmate grievance procedure was expanded in 2012 to include observation of the Inspector and a document review.

In 2012, there were 39,572 informal complaints and 6,217 grievances filed by inmates in the DRC, representing a 12.6 percent increase in informal complaints and a 2.3 percent decrease in grievances in comparison to 2011.

CIIC's primary concern regarding the inmate grievance procedure pertains to the timeliness of responses. In 2012, 1,137 informal complaints were reported as not receiving a response (2.9 percent of total informal complaints). Of those

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<sup>ee</sup> The inmate grievance procedure is a three-step process by which inmates can report complaints. The first step is to file an informal complaint to the supervisor of the staffperson or department responsible for the complaint. If the inmate is dissatisfied with the response, he can then file a grievance to the Institutional Inspector. If he is dissatisfied with the Inspector's response, he can appeal to the Chief Inspector at the DRC Operation Support Center, which is the final step.

that received a response, 15 percent were beyond the seven day response timeframe established in administrative rule.

The top three most frequently grieved areas in 2012 included personal property (1,254 total, 20.2 percent), healthcare (1,244, 20 percent) and supervision (698 total, 11.2 percent).

### Inmate Discipline

Inmate discipline is generally handled administratively,<sup>ff</sup> with only a few of the most serious incidents prosecuted through an outside court.<sup>21</sup>

When an inmate violates the rules of conduct within a prison, he still has a right to due process when serious sanctions are imposed. Due process includes an administrative hearing, notice of the hearing, the ability to call witnesses, etc.<sup>22</sup> Administrative hearings are held by the Rules Infraction Board (RIB), a two-person panel.

Inmate complaints regarding inmate discipline are some of the most frequently relayed to CIIC. Concerns generally fall into three categories: procedural issues, standard of evidence, and the use of confidential informants.

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<sup>ff</sup> Inmates who violate the rules of institutional conduct are given a conduct report (colloquially called a "ticket"). The conduct report is then heard by a hearing officer (generally a sergeant or a lieutenant). If the offense is more than minimal, the case is referred to the Rules Infraction Board (RIB), a two-person panel that can interview witnesses, hear the inmate's testimony, and make a determination as to the inmate's guilt of the alleged rule violation. If the inmate disagrees with the RIB decision, he can appeal to the Warden, and potentially further to the DRC Director. All RIB cases are at least administratively reviewed by DRC staff.

## 1. Procedural Issues

During the RIB hearing, inmates have a limited right to call witnesses. Inmates have alleged that staff unfairly deny witnesses that could support their version of events. Inmates also relay concerns regarding the timeliness of

*“I’m writing with request that this guilty decision be looked into being I’m being railroaded into a false guilty verdict...I was said to have been sent 3 grams of marijuana through the mail, along with inmate [X]. I have no knowledge concerning who sent it, where it came from nor why...All I know I’m being found guilty of violating rules 40, 54 simply by being housed in the same unit as inmate [X]. I have no authority over the contents of what someone whom I don’t know sends, it’s been said that the person’s name is fake, address fake, also...There’s no evidence that directly ties me to having any knowledge concerning this matter. I ask that you look into this matter for me, for I feel I’m being forced into this decision of guilt. I was not given any form of appeal to state my innocence which is the cause for this letter.”*

RIB hearings (which by policy should be held within seven days of the rule infraction) and not being informed of their appeal rights.

## 2. Standard of Evidence

The prison system is only required to have “some” evidence that the inmate committed the rule violation in order to find him guilty. “Some” evidence includes an officer’s statement that an

inmate said or did the act in question, confidential information (discussed further below), or an Investigator’s statement that an investigation has been conducted.

Inmates have written to CIIC with complaints that officers have trumped up charges out of retaliation or personal differences, or that they are sanctioned based on mere suspicion. The most troubling aspect of this is in regard to STG affiliation. Inmates have written that they have been found guilty of gang activity simply because they were in the vicinity of an STG-related assault and are from the same city or are of the same race as the aggressors.

Furthermore, there is no requirement that staff consult certain evidence even if available or that evidence be preserved. Thus, even if an inmate says that housing unit camera footage would prove his innocence in a particular case, staff may or may not choose to review it and likely will not preserve it for later administrative review upon an inmate’s appeal.

## 3. Confidential Information

Inmate management depends in many cases upon inmates providing necessary information to prison officials. However, inmates allege that they are placed in segregation and charged with violations solely based on confidential informant statements. They also allege that informants give false information simply to receive additional privileges from staff.<sup>99</sup>

<sup>99</sup> Under DRC policy, staff must fill out a confidential informant credibility assessment form as a procedural check.

## Segregation

Across the state, segregation<sup>hh</sup> space is overcrowded – not just due to the inmates committing rule infractions, but from the reported high number of inmates who “check in” to segregation out of personal safety fears out on the compound.

During the inspection biennium, the segregation space that caused the most concerns was that of **North Central Correctional Complex**. As documented in the inspection report, there was a high number of inmates under investigation or transfer status and cells were triple-bunked. Inmates reported that they were denied basic hygiene articles and there were concerns regarding documentation and staff accessibility.<sup>ii</sup>

A large issue of concern is the placement of three or even four inmates in a segregation cell. Considering that inmates are only placed in segregation after a presumed rule infraction, staff are taking the “worst” of the inmate population and cramming them into small spaces. Equally troubling is the double-celling of maximum security inmates in segregation at **Toledo Correctional Institution**. Maximum security inmates are single-celled due to their disruptive behavior that presents a threat to the safety of others, yet after they commit a rule infraction, they are double-celled in segregation.

<sup>hh</sup> Segregation (aka “the hole”) is a high security unit within each prison. Inmates are generally placed in segregation while under investigation for a rule infraction, as a disciplinary sanction once found guilty of a rule infraction, and while waiting on a transfer due to a rule infraction.

<sup>ii</sup> At the time of the re-inspection six months later, the inspection concerns had been rectified.

The second large area of concern is the lengthy amount of time that inmates can spend in segregation, either under investigation or waiting to transfer to a higher security prison due to a rule

*“Currently I am in the segregation unit...and there are some serious issues that should be brought to the Committee’s attention. Even though the Seg Unit does have screens over the units, there are birds flying around the unit all day long. There are bird droppings everywhere. At night you can see a bat inside the Unit, and mice run into your cell all night long. The sinks in the cells are just the luck of the draw. Some have cold water, some hot only. Others shoot water onto the floor and won’t turn off...And all the drains contain tiny bugs that exit through the drain. Other than our meals, these sinks are our only source for drinking water...The outside recreation area has bird nests in the roofing and the recreation equipment gets bird droppings on them.”*

infraction. Wait times to transfer were reported to be as high as nine months, or sometimes longer if the inmate was waiting to transfer to the state’s Protective Control unit. While in segregation, inmates’ privileges, including access to programs, are severely restricted. Inmates are in their cells for the majority of the day, allowed only an hour of recreation five days a week. Inmates have reported mental health concerns from the long wait in the segregation unit.

# DYS: YOUTH GRIEVANCE PROCEDURE<sup>23</sup>

The Youth Grievance Procedure is a process by which youth can report and address concerns during their confinement in a DYS facility. If the concern is grievable, the youth completes a grievance form that is submitted to the facility's grievance coordinator. All decisions of the grievance coordinators are reviewed by the DYS Chief Inspector's Office to ensure the grievances were addressed in compliance with policy. Youth are educated regarding the grievance process during their orientation.

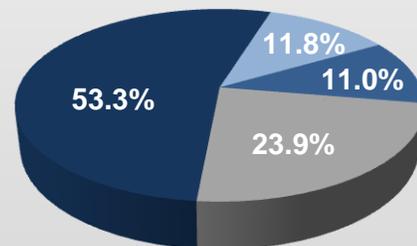
When a youth submits a grievance, the grievance coordinator personally meets with the youth to review its contents. The grievance coordinator then looks into the concern, which may include interviewing staff, reviewing video, etc. Once the grievance coordinator makes a decision, he will again meet with the youth to go over his decision. The grievance will receive one of four possible dispositions: (1) grievance has merit; (2) grievance has no merit; (3) grievance closed and handled through investigation; and (4) grievance resolved with no involvement (by the facility grievance coordinator).

During the biennium CIIC staff conducted on-site visits to observe each facility's grievance coordinator, including his/her interactions with youth. It was evident that the grievance coordinators were familiar with the youth in their respective facility and that the grievance coordinators are approachable and accessible to youth.

## KEY STATISTICS

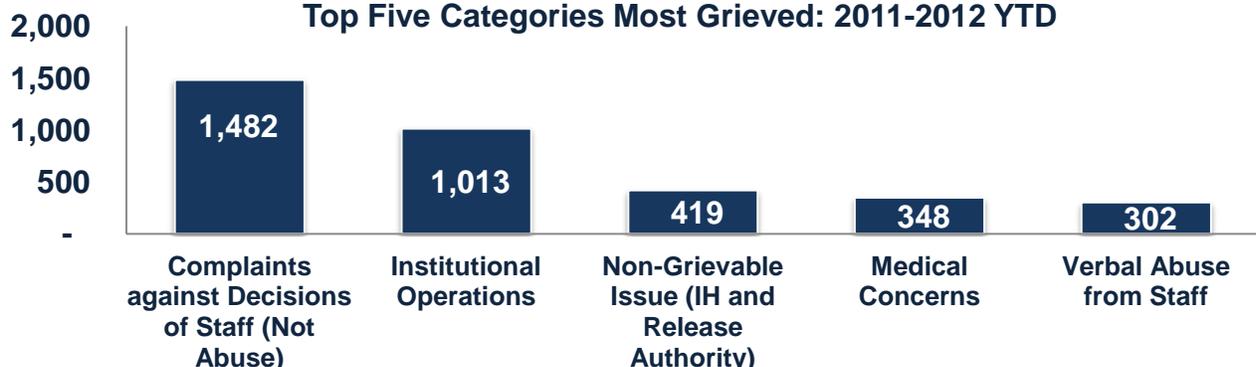
During the biennium, youth in DYS facilities filed **5,371 grievances** (as of Oct. 24, 2012). Of closed grievances:

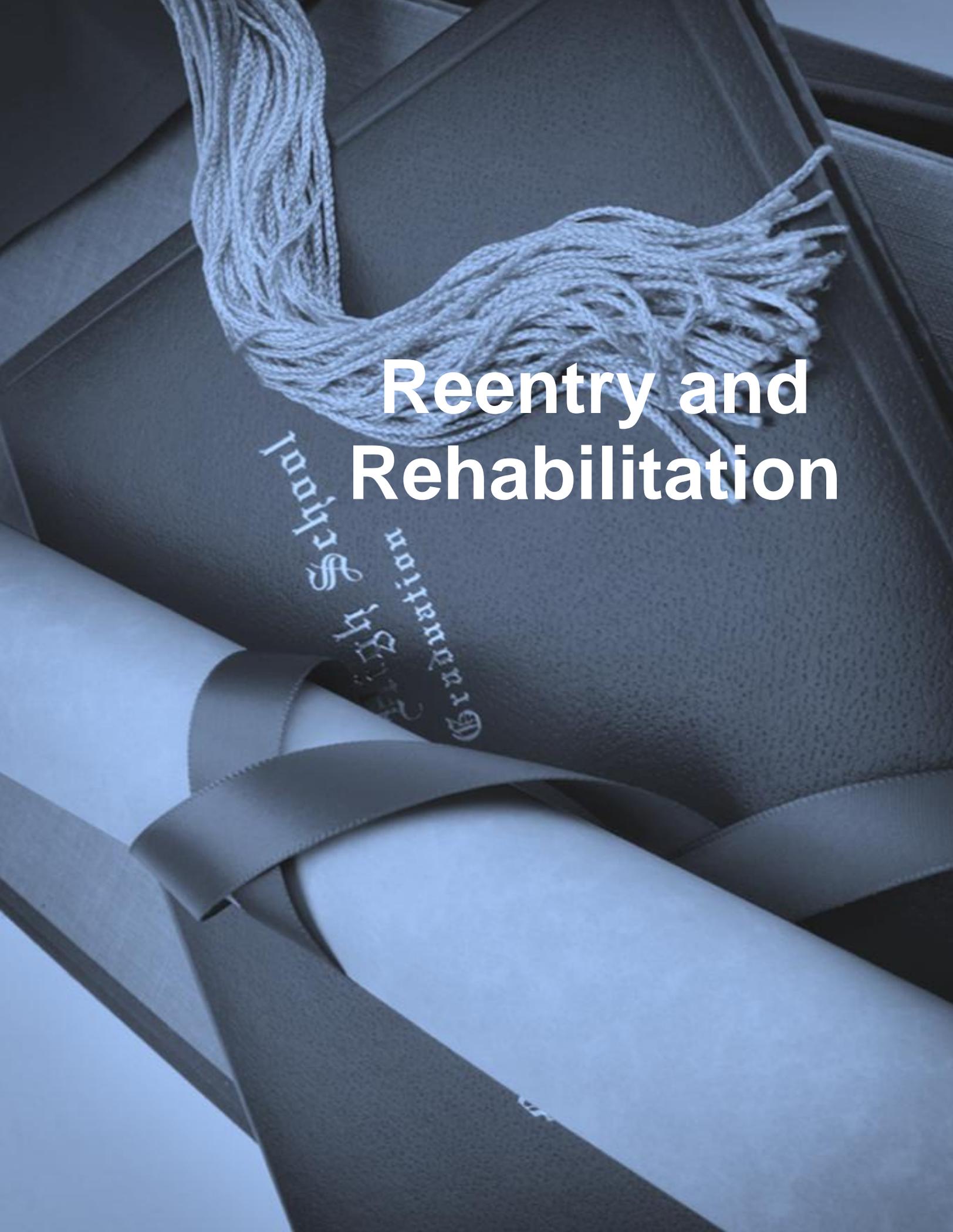
- 53.3% did not have merit;
- 23.9% were found to have merit;
- 11.8% were resolved without involvement by the grievance coordinator; and,
- 11.0% were closed and handled through investigation.



Youth residing in Circleville JCF filed the largest number of grievances, equaling 28.7% of all grievances filed during the biennium (to October 24, 2012).

Top Five Categories Most Grieved: 2011-2012 YTD



A blue-tinted photograph of a graduation cap with a tassel and a rolled diploma. The cap is dark blue with a light blue tassel. The diploma is rolled in a light blue paper with a dark blue ribbon. The text on the cap is visible and reads "Graduation" and "High School".

# Reentry and Rehabilitation

Graduation  
High School

The vast majority of inmates return to society after incarceration. The experiences that they have in prison will shape who they are and how they act once they are released. Contrary to popular belief, a punitive system in which inmates are treated harshly does not benefit society; rather, society is benefited by providing tools to inmates that give them options other than crime once they are released.

In recent years, the DRC has placed a greater emphasis on reentry in the following ways:

- Implemented a standardized screening instrument called the Ohio Risk Assessment System (ORAS)<sup>jj</sup> to identify inmates' risk to recidivate and corollary program needs so that those at the highest risk to recidivate are prioritized for placement in the right programs;
- Reevaluated all "reentry-certified" programming to ensure program effectiveness;<sup>kk</sup>
- Created "reintegration units" that provide increased opportunities for minimum security inmates to participate in programming, gain meaningful job skills, and have a better chance of success upon release;
- Initiated a Meaningful Activities Task Force to examine the

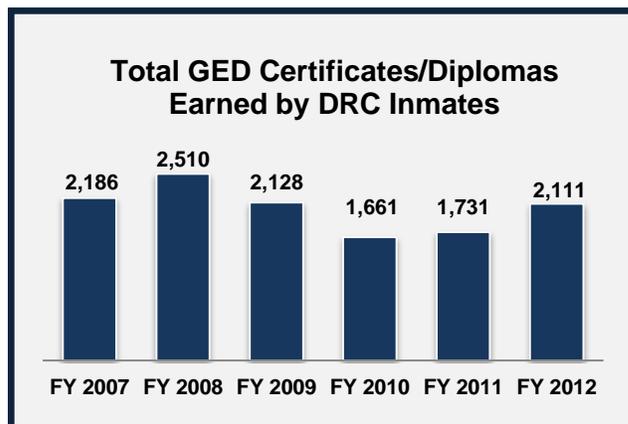
problem of inmate idleness and to develop solutions;

- Regionalized its system, removing the boundaries between prison and community supervision to provide for a more seamless reentry;
- Incentivized inmates' participation in evidence-based reentry programming through its "3 Tier" reorganization and an increase in earned credit for qualified inmates; and,
- Focused on nontraditional reentry needs, such as reducing rural recidivism.

A key area of concern for CIIC is access to education. Most inmates enter the system without a high school diploma. Studies show that having a high school diploma or a GED can significantly increase job opportunities for inmates post-release. Despite the importance of education, from FY 2010 to FY 2013, the educational services budget has been drastically reduced,<sup>24</sup> which has resulted in staff reductions. Further, GED costs are expected to triple in the next year,<sup>25</sup> which may reduce the number of opportunities for inmates to take the GED.

<sup>jj</sup> ORAS is a joint project with the University of Cincinnati, with which the DRC contracted in 2006 to develop ORAS and to perform follow-up evaluations.

<sup>kk</sup> This is a joint project with the University of Cincinnati.



# DYS: REENTRY AND REHABILITATION

Each DYS facility operates a full service high school that, collectively, comprises the Buckeye United School District.

**Enrollment:** At the start of the 2012-2013 academic year the **total youth enrollment was 381**, including four youth enrolled as middle school students. Of enrolled youth, 53.0% of youth were receiving special education services. Of the total DYS population, 21.1% (104 youth) were graduates at the start of the school year, having previously earned a GED or diploma.

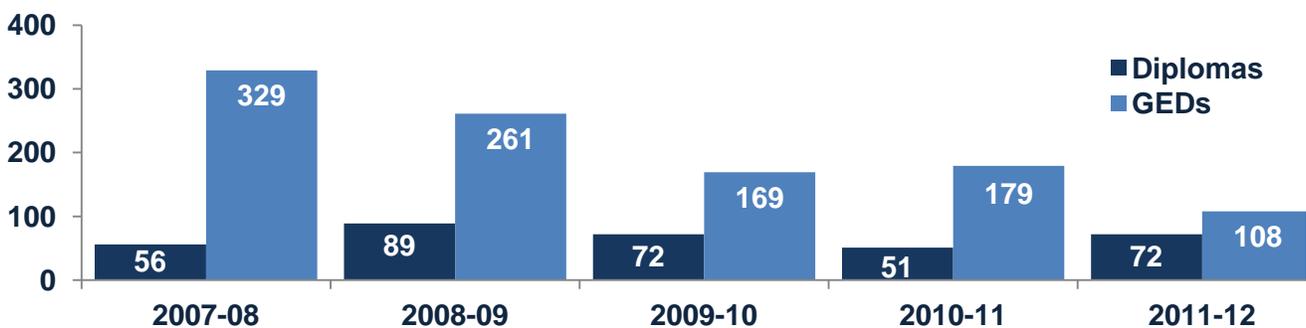
**Attendance:** The average attendance rate during the 2011-12 school year, excluding Ohio River Valley JCF, was 84.0%. **Cuyahoga Hills JCF** consistently reports the highest attendance rates, with attendance of 98.3% during the 2011-12 school year.

**Diplomas/GEDs:** Youth throughout DYS earned 72 high school diplomas and 108 GEDs during the 2011-12 school year. The largest number of diplomas and GEDs were earned by youth residing at Cuyahoga Hills JCF, with 40 diplomas and 56 GEDs earned.

## Family Engagement Initiatives

Over the biennium DYS has placed great emphasis on strengthening family engagement for its youth. In collaboration with various organizations, such as the Vera Institute of Justice, DYS has implemented several commendable initiatives that include:

- **C.L.O.S.E. to Home:** A free bus service for family members of incarcerated youth to facilitate visitations several times each year from various cities, including Cincinnati, Columbus, and Cleveland.
- **Baby Elmo Parenting Program:** Provides parenting education for incarcerated teen fathers. The program includes skill-building lessons, followed by in person visits between the father and child to strengthen the relationship.
- **Juvenile Relational Inquiry Tool (JRIT):** Vera trained staff to use the JRIT—a series of questions inviting youth to talk about family who can positively motivate them when they return to the community.
- **Video Conferencing:** Utilizing webcam technology to connect youth with their families/community while still in a DYS facility.



**Total Diplomas and GEDs Earned by Youth in DYS Facilities**



Under pressure from budget restrictions, the DRC has taken steps to pursue cost-saving initiatives. From FY 2011 to FY 2013, the DRC's total budget decreased by 11.4 percent.<sup>26</sup> As a result, the DRC has implemented cost-saving reductions in every area, with healthcare being a notable example.

## Staffing

Since 2006, the DRC has reduced total staff by 15.7 percent.<sup>27</sup> Administrative positions were reduced the most significantly, with corrections officers reduced at a rate of 10 percent.<sup>ll</sup>

## Ohio Penal Industries (OPI)<sup>mm</sup>

In FY 2012, operational reviews were conducted for all manufacturing operations. Of the 20 operations, 16 showed positive revenue, one broke even and three showed a loss. OPI manufacturing operations reported \$8,084,151 in revenue in FY 2012.<sup>nn</sup> OPI has also developed public-private partnerships with several companies in order to enhance its ability to provide meaningful work skills to inmates at a low cost to taxpayers.

<sup>ll</sup> It should be noted that as a result, the inmate to officer rate has steadily risen from 6.6 in 2006 to 7.2 in January 2013.

<sup>mm</sup> Ohio Penal Industries (OPI) is a division of the DRC. It manufactures goods and services for the DRC and other state agencies through the use of inmate labor under close staff supervision. OPI inmates produce a variety of products, including inmate clothing, toilet paper, license plates, milk, meat, and flags.

<sup>nn</sup> DRC staff relayed that OPI reported negative profits in FY 2012 due to its upgrading of infrastructure for various sites and the inclusion of DRC farm operations in FY 2012.

## Green Initiatives

The DRC has taken an aggressive stance in reducing fiscal waste through green initiatives. In June 2012, the DRC established a "Three Year Strategic Sustainability Plan," which set the following goals:

- Reduce water usage by 15 percent;
- Reduce electric and natural gas consumption by 15 percent;
- Reduce fuel consumption by 15 percent;
- Reduce waste sent to landfills by 75 percent; and,
- Publish a Sustainability Resource Guide and Sustainability Report.

Institutions have begun recycling paper, plastic, cardboard, aluminum cans, metal, motor oil, tires, batteries, print cartridges, light bulbs, and computers, with plans for continued expansion to other institutions and other areas. As a result of its efforts, the DRC reduced utility spending by \$4.9 million from FY 2011 to FY 2012, an 11 percent decrease.<sup>28</sup> At the same time, the DRC increased revenue from recycling, gaining an additional \$335,495 in FY 2012.<sup>29</sup>

## Southeastern Correctional Institution

is the DRC leader in green initiatives, with extensive recycling and composting operations that have created over \$130,000 in annual cost savings. Its wide variety of programming includes bee keeping, a community garden, a "green" apprenticeship program, and the *Roots of Success* program, which trains inmates in environmental literacy and is run by certified inmate facilitators.

## Endnotes

<sup>1</sup> U.S. Department of Justice, Bureau of Justice Statistics. “Prisoners in 2011.” Accessed at <http://bjs.ojp.usdoj.gov/content/pub/pdf/p11.pdf>; U.S. Department of Justice, Bureau of Justice Statistics. “Probation and Parole in the United States, 2011.” Accessed at <http://bjs.ojp.usdoj.gov/content/pub/pdf/ppus11.pdf>.

<sup>2</sup> Johnson, Alan. “Fewer Cons Returning to Ohio Prisons, Report Says.” The Columbus Dispatch. September 25, 2012. Accessed at <http://www.dispatch.com/content/stories/local/2012/09/25/fewer-cons-returning-to-ohio-prisons-report-says.html>.

<sup>3</sup> The Pew Center on the States. “State of Recidivism: The Revolving Door of America’s Prisons.” April 2011. Accessed at [http://www.pewtrusts.org/uploadedFiles/wwwpewtrustsorg/Reports/sentencing\\_and\\_corrections/State\\_Recidivism\\_Revolving\\_Door\\_America\\_Prisons%20.pdf](http://www.pewtrusts.org/uploadedFiles/wwwpewtrustsorg/Reports/sentencing_and_corrections/State_Recidivism_Revolving_Door_America_Prisons%20.pdf).

<sup>4</sup> Ohio Department of Rehabilitation and Correction, “Violent RIB Rule Infractions by Institution.”

<sup>5</sup> Ohio Department of Rehabilitation and Correction, “A Report on Assaults, Disturbances, Violence, and Prosecution in the Ohio Department of Rehabilitation & Correction: January 1, 2007 through September 30, 2012.”

<sup>6</sup> Ibid.

<sup>7</sup> Information provided by the Ohio Department of Rehabilitation and Correction. Calculated by comparing rule 19 (fight) violations.

<sup>8</sup> Information provided by the Ohio Department of Rehabilitation and Correction.

<sup>9</sup> Ohio Department of Rehabilitation and Correction, “A Report on Assaults, Disturbances, Violence, and Prosecution in the Ohio Department of Rehabilitation & Correction: January 1, 2007 through September 30, 2012.”

<sup>10</sup> Information provided by the Ohio Department of Rehabilitation and Correction.

<sup>11</sup> “Ohio woman arrested for allegedly throwing drug-filled footballs over prison fence.” CBSNews.com. August 29, 2012.

<sup>12</sup> Todd, Mark. “Councilman asks state to intervene at LAECI.” Star Beacon. January 11, 2013.

Accessed at <http://starbeacon.com/local/x1633449543/Councilman-asks-state-to-intervene-at-LaECI>.

<sup>13</sup> Johnson, Alan. “Drug use in Ohio’s prisons spiked in ’12.” The Columbus Dispatch. January 15, 2013.

<sup>14</sup> Assault, seclusion and use of force data provided by the Ohio Department of Youth Services, ODYS Activity Management System (AMS) Superintendent Monthly Reports for January 2009 through December 2012. Population data provided by the Ohio Department of Youth Services, Oyms Reporting System (ORS) Daily Institutional Population Summary for January 2009 through December 2012. Each monthly report includes a snapshot of the population.

<sup>15</sup> Information provided by the Ohio Department of Rehabilitation and Correction.

<sup>16</sup> Balmert, Jessie. “Ohio prison medical emergencies declining.” Newark Advocate. December 7, 2012.

<sup>17</sup> Ohio Legislative Service Commission Greenbooks for the Ohio Department of Rehabilitation and Correction, September 2009 and August 2011.

<sup>18</sup> Information provided by the Ohio Department of Rehabilitation and Correction. See also the CIIC data brief on the DRC’s mental health caseload, accessible through the CIIC website ([www.ciic.state.oh.us](http://www.ciic.state.oh.us)).

<sup>19</sup> Information provided by the Ohio Department of Rehabilitation and Correction.

<sup>20</sup> Information provided by the Department of Youth Services. For more information on the DYS mental health population and services provided, please reference CIIC’s systemic issue report “Mental Health and the Juvenile Justice System,” November 15, 2012, available <http://ciic.state.oh.us/dys/view-category.html>.

<sup>21</sup> Ohio Department of Rehabilitation and Correction, “A Report on Assaults, Disturbances, Violence, and Prosecution in the Ohio Department of Rehabilitation & Correction: January 1, 2007 through September 30, 2012.”

<sup>22</sup> *Wolff v. McDonnell*, 418 U.S. 539 (1974).

<sup>23</sup> Department of Youth Services Response to CIIC Information Request, October 24, 2012.

<sup>24</sup> Ohio Legislative Service Commission Greenbooks for the Ohio Department of Rehabilitation and Correction, September 2009 and August 2011.

<sup>25</sup> Bush, Bill. "GED Test to Triple in Price." The Columbus Dispatch. November 12, 2012.  
<http://www.dispatch.com/content/stories/local/2012/11/12/ged-test-to-triple-in-price.html>

<sup>26</sup> Ohio Department of Rehabilitation and Correction. Monthly Fact Sheet. January 2013. Accessed at <http://drc.ohio.gov/web/Reports/FactSheet/January%202013.pdf>.

<sup>27</sup> Ohio Department of Rehabilitation and Correction Monthly Staffing Reports for July 2006 and July 2012. Accessed at <http://drc.ohio.gov/web/Reports/staffing/July%202010.pdf> and <http://drc.ohio.gov/web/Reports/staffing/July%202012.pdf>.

<sup>28</sup> Ohio Department of Rehabilitation and Correction. The Communicator. December 2012. Accessed at <http://drc.ohio.gov/web/Reports/Communicator/December%202012.pdf>.

<sup>29</sup> Ibid.