

# CORRECTIONAL INSTITUTION INSPECTION COMMITTEE

## INSPECTION REPORT

INSTITUTION: Grafton Correctional Institution

DATE OF INSPECTION: November 7, 2003

TYPE OF INSPECTION: Unannounced

CIIC MEMBER AND STAFF PRESENT: Representative Robert Otterman  
Shirley Pope, Director  
Daniel Cox, Inspector  
Gregory Geisler, Inspector

### INSTITUTION STAFF PRESENT:

Carl Anderson, Warden, Gary Burt, Deputy Warden of Operations, Sharon Haines, Deputy Warden of Administration, Kim Brown Ware, Deputy Warden of Special Services and Major Duffy were present during the initial meeting. The Warden accompanied CIIC throughout the inspection. The CIIC spoke with additional staff in their respective areas, including: Bob Hammond, Clinical Director of the Residential Treatment Unit (RTU), Linda Wisnieski, acting Health Care Administrator, Dr. Torres, Medical Director, and Renee Franklin, School Administrator.

### AREAS/ACTIVITIES INCLUDED IN INSPECTION:

|                                  |                              |
|----------------------------------|------------------------------|
| Entry Building                   | Residential Treatment Unit   |
| Administration Building          | Music Therapy Group          |
| Education/Vocational Building    | Crisis Stabilization Unit    |
| Segregation Unit                 | General Population Unit      |
| OPI Ribbon, Raffia Bow, Box Shop | Automotive Technical Program |
| Machine Shop                     | Braille Program              |
| Law Library                      | Therapeutic Community        |
| Inmate Dining Hall               | Food Services                |
| Medical Services Building        |                              |

### ATTENDANCE AT GENERAL MEAL PERIOD:

The general population inmate dining room and Food Services areas were observed during preparation of the evening meal. The menu included fish, hash browns and coleslaw.

#### ATTENDANCE AT EDUCATIONAL/REHABILITATIVE PROGRAM:

A variety of vocational, educational, and rehabilitative programs were in progress during the inspection. Programs which were attended include the following: Therapeutic Community Drug and Alcohol Treatment Program, Braille Lab Program, Residential Treatment Unit and its Music Therapy Group

#### INSTITUTION OVERVIEW:

According to information on the GCI website, the facility opened in December of 1988. The institution is accredited by the American Correctional Association, and is classified as a Level One and Two (formerly known as Minimum and Medium) Security facility. There are 37 acres and 12 buildings inside the fence, and 1,782 acres with 33 buildings outside the fence. There are no newly constructed buildings. Per the GCI Fact Book of October 3, 2003, the Housing Units and number of beds per unit are as follows:

| <u>Unit</u>             | <u>Number of Beds</u> |
|-------------------------|-----------------------|
| A                       | 473                   |
| B                       | 377                   |
| D                       | 318                   |
| Camp                    | 147                   |
| Segregation: SC, DC, LC | 58                    |
| <u>Medical</u>          | <u>8</u>              |
| Total                   | 1381                  |

According to the GCI Fact Book, the facility has a design capacity for 200 inmates at the Grafton Correctional Camp, and 496 inmates at the Grafton Correctional Institution. As of October 3, 2003, the facility had a total population of 1,414 men, with 761 Black inmates (53.8%), 591 White inmates (41.8%), 52 Hispanics (3.7%), and 10 Other inmates (.7%).

The institution's FY 2004 operating budget is \$30,639,110, with an annual cost per inmate of \$20,856, and daily cost per inmate of \$57.22.

There are 349 employees, including 203 security staff. Security staff include 185 Correctional Officers, nine Lieutenants, eight Captains and the Major. On the day of the inspection, it was reported that there were 17 Correctional Officer vacancies. According to the GCI Fact Book, of the total employees, there are 234 men (67.05%) and 115 women (32.95%). Of the total Officers, there are 143 men (77.30%) and 42 women (22.70%).

Per the GCI Fact Book, the Grafton Correctional Institution seeks to provide a modern, well-supervised, safe, secure and "humane environment free from unnecessary harassment." Through restorative approaches, opportunities are made available for

rehabilitation and preparation for successful re-entry into society. The use of modern programming, such as constructive work programs, development of work ethics, proper classification, educational opportunities at all levels, vocational training, social programs, counseling, constructive leisure time activities and community service opportunities, are all cited as key components.

#### COMMUNITY SERVICE:

Community Services Projects have involved building birdhouses for the Historical Society, refurbishing picnic tables, producing talking books for the blind through the Braille Program, Highway litter pickup program for the Ohio Department of Transportation, and cleaning up local parks. Per the GCI Fact Book, Community Service projects also include:

|                   |                         |                        |
|-------------------|-------------------------|------------------------|
| Dope is for Dopes | Heart to Heart          | Adopt-A-School         |
| Service Learning  | Ohio Reads              | Habitat for Humanities |
| Quilting          | Greeting Card Recycling | Bicycle Refurbishing   |
| Kids in Need      |                         |                        |

#### KEY PROGRAMS:

Key Programs cited in the GCI Fact Book include Unit Programs, Educational Programs, Mental Health Programs, Recovery Services, Religious Services, Inmate Groups and Cultural Committee Activities as follows:

##### Unit Programs:

|                    |                                |            |                        |
|--------------------|--------------------------------|------------|------------------------|
| Positive Solutions | Victim Awareness               | Love-A-Pup | Friend to Friend       |
| Heart to Heart     | Beyond Anger                   | Links      | Dope is for Dopes      |
| C.O.P.E.           | Communication Skills           |            | Healthy Living Program |
|                    | Responsible Family Life Skills |            |                        |

##### Mental Health Programs:

|                                     |                       |             |                      |
|-------------------------------------|-----------------------|-------------|----------------------|
| Leisure Games                       | Horticulture/Learning | Boundaries  | Anger/Stress Control |
| About Face                          | Great Biographies     | Medication  | Side Effects         |
| Human Connections                   | Problem Solving       | Transition  | Social Skills        |
| Community Living                    | Relationships         | Art Therapy | Exploring Art        |
| Smoking Cessation                   | Health Enhancement    | Wellness    | Creative Writing     |
| Music Improvisation                 | Music Listening       | Relaxation  | Sleep Enhancement    |
| SAMI (Substance Abuse/Mentally Ill) |                       |             |                      |

### Recovery Services Programs:

|                        |                     |                            |
|------------------------|---------------------|----------------------------|
| Alcoholics Anonymous   | Narcotics Anonymous | Mandatory Drug Program     |
| Voluntary Drug Program | Aftercare           | Voluntary Recovery Program |
| Addiction Cycle        | Re-Entry Workshop.  |                            |

### Educational/Vocational Programs:

Per their website, GCI has an Ohio Penal Industries Shop which manufactures leather, metallic cord ribbons, lace and seasonal bows. Vocational programs are provided in Welding, Machine Shop Operations, Auto Mechanics, and Horticulture.

Academic Programs include Adult Basic Education Literacy, Pre-GED, GED/Evening GED and Ashland University Certificate Programs. The GCI Fact Book also lists Re-Entry, Release Preparation and Computer Lab as available educational programs. Although listed as a Community Service, the Braille Program is also an educational program. Inmates not only learn to translate Braille, but the program also leads to certification with the Library of Congress, which qualifies them to translate books for the visually impaired, and provides a service to the community.

Ashland University offers Certificate Programs leading to certification in the following areas:

|                             |                   |                     |
|-----------------------------|-------------------|---------------------|
| Pre-Employment Skills       | Basic Management  | Basic Office Skills |
| Hospitality Administration  | Office Management |                     |
| Hotel/Restaurant Management |                   |                     |

According to information contained in the Ashland University Correctional Institution Handbook for 2003-2004, the Basic Management Certificate Program is available at the Grafton Correctional Institution, Mansfield Correctional Institution and Richland Correctional Institution. The Certificate Program offers a general approach to management, so that students develop technical skills and also understand the “big picture.” The courses offered are designed for first line supervisors. Students develop skills in Accounting, Computers, Business Communication, and Interpersonal Communication. Students are exposed to contemporary systems thinking and a contingency approach to Basic Management Performance by introducing real life situations found in managing people and organizations.

The Basic Office Skills Certificate Program is also available at Grafton Correctional Institution, Mansfield Correctional Institution and Richland Correctional Institution. The Certificate Program introduces students to the operation and organization of an office in business firms and the economic environment in which businesses make decisions. Students develop skills in Typing, Accounting, several Office Computing Software Packages, and Business Communication. Completion of the certificate enhances the student’s employability in several areas including Data Entry, entry level Accounting Functions, and Basic Office Computing, among others.

The Hotel/Restaurant Administration Certificate Program is offered at Grafton Correctional Institution and Richland Correctional Institution. The Certificate Program provides students with a well-rounded, comprehensive introduction to the hotel and restaurant field. Students receive instruction in Contemporary Management Theory as well as in how quality foods are produced. Topics include all Major Food Groups, Purchasing Criteria and Guidelines, Cost Implications, Practical Production Procedures, and Culinary Techniques.

Per the Ashland University Correctional Institution Student Handbook for 2003-2004, to be eligible for admission to the state funded program through Ashland University, the resident student must meet the following criteria:

1. Have attained a high school diploma or GED
2. Have attained a total reading score of 8.0 or higher
3. Have less than five years to a Parole Board Hearing or release from incarceration, but enough time to complete at least one term of enrollment.
4. Have fewer than three separate adult incarcerations.
5. Have been found guilty of no more than two class II rule violations by the Rules Infraction Board within the past rolling calendar year.
6. Have not previously completed one two-year program or two one-year programs offered through the Ohio Penal Education Consortium.
7. Meet all Ashland University admissions criteria.

To be eligible for the federal youthful offender funded Ashland University program, the resident student must meet the above criteria, plus be 25 years of age or younger on the first day of class. Tuition for students enrolled in the Ashland University Program is paid through the Ohio Department of Rehabilitation and Correction and an Ashland University tuition grant. Textbook and instructional materials are purchased by Ashland University. Text and instructional materials are loaned to students each semester for classroom use. Students ineligible for tuition support through ODRC may elect to enroll in courses by paying \$334 per semester hour of credit.

#### Religious Services:

Catholic and Protestant Sunday Worship  
Discipleship Studies  
Hispanic Bible Studies  
Manhood God's Style  
Belden United Methodist Church  
Alpha Class

Sunday Afternoon Worship  
Jehovah's Witnesses  
Philemon Bible Class  
On Building Christian Men  
Second Baptist Church  
Release Preparation Class.

### Inmate Groups:

|                              |                                    |
|------------------------------|------------------------------------|
| American Red Cross           | Musicians Togetherness Association |
| Vietnam Veterans Association | Am-Vets                            |
| North Grafton Valley Jaycees | Grafton Valley Jaycees             |

### Cultural Committee Activities:

The following cultural committee activities take place at Grafton Correctional Institution in the months listed below:

|          |  |
|----------|--|
| January  | Martin Luther King Day and Three Kings |
| February | Black History Month                    |
| May      | Cinco de Mayo                          |
| October  | Hispanic Heritage Month                |
| November | Indian Heritage Month                  |
| December | Kwanzaa                                |

### THERAPEUTIC COMMUNITY:

Per the GCI website, the Therapeutic Community (TC) is a six to 12 month residential Alcohol and Other Drug Treatment Program in which substance abuse is viewed as a reflection of chronic deficit in social, vocational, family, economic and personality development. The aim of the program is to promote pro-social behavior, attitudes, and values as a method to achieve abstinence from alcohol and other drugs, and to eliminate anti-social behavior.

According to a program brochure provided on site regarding the TC, also known as the H.E.L.P Program (Hope and Encouragement for Living Positive), the program was designed to provide treatment services for approximately 90 men whose lives have been impacted by alcohol, drugs and/or criminal behavior. The Program's primary rehabilitation objective is to systematically address recovery needs of its clients.

Unit B-6 is the central hub for the TC-HELP Program. The unit not only houses the residents, but also reportedly provides the physical setting in which the therapeutic community thrives. Under the supervision of TC-HELP staff, residents are responsible for the daily operation of the community itself. Based on seniority, individual progress and personal productivity, residents are assigned to teams responsible for various community functions. While initially responsible for completing menial tasks, residents are given the opportunity to advance to positions of coordination and management.

According to the brochure, the program offers a 24-hour learning experience. Changes in conduct, attitudes and emotions are monitored and mutually reinforced throughout each day. Principles such as mutual self-help, work as education and therapy, peers as positive role models, and the use of staff as a source of rational authority and guidance, are fundamental.

In the proper Therapeutic Community environment, residents can achieve a major change in lifestyle, and freedom from drugs and alcohol. They also can eliminate anti-social behavior, increase employability, and develop pro-social attitudes and values. The primary goal of the TC Program at GCI is to assist residents to achieve a responsible lifestyle by changing the negative patterns of behavior, thought and emotions, which are believed to predispose criminal behavior and alcohol and drug abuse.

Per the TC brochure, there are three unique characteristics of Therapeutic Communities as follows:

1. All residents live in a single setting.
2. The TC itself becomes the “primary therapist” as peers model successful personal change.
3. Given sufficient time, the TC will influence those involved in the program.

According to the brochure, TC-HELP provides a positive environment where people with similar problems address issues related to alcohol, drugs, and criminal behavior. By living and working together in a positive therapeutic environment, residents assist each other in bringing about personal change. The TC is organized like an extended family with staff representing the parent authority figure. All members of this family must follow a chain of command. Everyone has specific responsibilities within the family, and everyone is encouraged and expected to strive for positions of increased responsibility, privileges, and status within the community. To achieve advancement, the member must comply with program rules, participate in all group activities, and perform his job in a responsible manner. Per the brochure, family members must have a desire to change, a willingness to redirect their lives, and the motivation to mutually assist each other in reaching these goals. The TC is composed of peer groups and staff working together to bring about mutual and personal change. Under the supervision of staff, residents work together to carry out the daily activities and operation of the TC. Mutual self-help is considered to be the life force of the TC-HELP Program. Through sharing jobs, group meetings, recreation, and personal social time, the residents can communicate the messages and expectations of the TC to each other.

The TC-HELP Program uses work as an educational and therapeutic experience. Since many inmates have experienced difficulty in adjusting to the social and occupational expectations of society, the TC-HELP Program utilizes work and job changes to provide opportunities for residents to learn patience, time management, and personal responsibility. Upon entering the program, residents are given small tasks such as cleaning. Then, as the resident progresses within the TC-HELP Program, work responsibilities advance to positions of coordination and management.

According to the TC brochure, the strength and success of the TC depends on the number and quality of its role models. Residents act as role models not only by modeling expected behaviors, but also by reflecting the values and teachings of the community. Positive role modeling involves the following:

1. Behaving as we should, rather than the way we always have;
2. Displaying responsible concern for others by confronting those whose behavior is not in keeping with the rules; and
3. Acknowledging the progress being made by others.

Since many inmates have difficulty accepting authority, the TC staff provide residents with the opportunity to have experience with persons in positions of authority who are credible, supportive and concerned. Within a caring and understanding environment, staff show rational use of authority by providing reasons for their decisions and explanations for learning experiences. Per the program brochure, TC staff train, guide, and correct rather than punish, control or exploit, with the hope that residents can learn to trust and accept guides and teachers.

Within the TC environment, the TC Program can assist men impacted by alcohol, drugs and criminal behavior to develop a new and positive crime-free lifestyle. Residents are enabled to help themselves to become productive and pro-social members of society. As a result of the positive, individual changes, society itself benefits through reduced recidivism and safer and stronger communities. The brochure includes a message to inmates regarding what the program can do to change lives. It concludes, "All you need is the motivation to change and the willingness to take responsibility for your own choices and actions."

#### RESIDENTIAL TREATMENT UNIT:

The Residential Treatment Unit for the mentally ill who are unable to adjust to the general population due to their mental problems, has a reported maximum capacity of 72 inmates. On the day of the inspection, 68 inmates were in the RTU. The RTU population includes inmates who have received a mental health classification ranging from C-1 through C-4, with C-1 defined as the most seriously ill. According to the staff, those classified as either C-1 or C-2, are celled in single cells. Those classified as C-3 are celled with others classified as C-3. Similarly, those classified as C-4 are celled with others classified as C-4. A Psychologist or Psychiatrist diagnose the inmates and work with other Treatment Team staff to develop a treatment plan for each inmate. An Activity Therapist is also part of the Treatment Team.

A Relaxation through Music Group is offered to inmates who have difficulty with anxiety or poor coping skills. The group is conducted by a Music Therapist and is a key program in the RTU. The goals are to improve healthy coping techniques, decrease anxiety, and decrease manic behavior. The goal is reached by involving the inmates in music therapy tasks and relaxation techniques that focus on learning what precipitates stress and identifying healthy coping strategies.

## MEDICAL SERVICES:

Staff relayed that the Physician is on site from 7:30 am to 3:30 pm from Monday through Friday. The Physician conducts Doctor's Sick Call for General Population referrals on Monday, Wednesday and Friday. Doctor's Sick Call for those in the Segregation Unit and for those at the Honor Farm is conducted on Tuesday and Thursday. Tuesday is also reserved for physicals. Chronic patients and Diabetics are seen on Thursday.

Although the schedule reportedly varies, staff relayed that the contract Dentist is on site two days per week. The Podiatrist, Optometrist, and Laboratory Technicians also provide contractual services. According to staff, the Podiatrist is on site two to three times per month. It was also relayed that the Optometrist is on site once per week, seeing approximately 15 patients per visit. The Laboratory Technicians for blood work are at the institution twice per week, handling approximately 60 patients.

## FINDINGS:

**Entry Building and Grounds:** The entry building was clean and orderly. The Correctional Officer was courteous, extremely thorough in checking for contraband, and very organized in processing the visitors. Institution grounds were clean and inmates were moving across the compound in an orderly fashion.

**OPI Ship/Work Program Areas:** All areas appeared clean and orderly.

**Assault Data:** A review was made of inmate on inmate assaults, and inmate assaults on staff at all institutions in calendar year 2003. Grafton Correctional Institution reported one inmate on inmate assault in the year, and two inmate assaults on staff in the year. The assault statistics from GCI are certainly among the best in the system. To put GCI's record in perspective, assaults on staff at all institutions totaled 544 in the year, an average of 45 per month. Inmate on inmate assaults totaled 482 in the year for all institutions, with an average of 40 per month. With the one inmate on inmate assault and two inmate assaults on staff in the year, the incidents at GCI tend to reflect its mission and its reputation as providing a safe environment.

**Staff:** Concerns expressed by staff generally pertained to budget cutbacks. The greatest need according to discussions with staff, is for additional staff. However, according to some, the staff shortages do not have a major impact on operations. GCI is currently allotted nine Nurse positions, though they reportedly had 14 Nurse positions in the past. Staff also relayed that GCI is short 17 Correctional Officers. It was noted that of the five Interim Officers granted at GCI, two were already on site, and two were at the Corrections Training Academy. Some staff relayed that only one Chaplain for 1400 inmates is inadequate. Further, some cited the need for the maintenance position to be filled.

Although morale among staff was reported to be fairly good overall, frozen wages reportedly have had a negative impact on morale. Still, it was reported that there have

been months in which no labor management meeting has been held, because it is difficult for them to think of issues.

**Food Services:** The Food Services area was inspected while inmates prepared the evening meal and as the meal was being served. The aroma from the meal preparation was very appetizing. Bagged meals were also being prepared for Muslims who were observing Ramadan. Not only was the area clean, but handling and preparation of the food was observed as sanitary and supervised.

Age and wear from the amount of daily activity is reportedly the major factor affecting the food preparation area. The cement floor is chipping in places, and non-slip traction appeared absent. Staff noted that eventually the floor will need to be repaired, but there are reportedly no current plans to do so. Lighting in the food preparation area appeared to be somewhat dim.

The reports of seating capacity in the dining hall ranged from 215 to 257. Eleven food services staff members are reportedly assigned to the main dining room and the honor camp. The number of inmates assigned to work in Food Services reportedly varies, as does the reported number of Officers assigned during meal periods.

The condition of the floor, walls, ceilings and windows was considered good. Staff are reportedly strict about the "little things," such as leaving a mop unattended. Food Services appeared to be well organized and very clean.

The dining hall provides meat and vegetarian lines. Serving lines proceeded in an orderly fashion. Inmate servers wore hair coverings and gloves. Inmates appeared calm, relaxed and orderly. Staff relayed that inmates with medical problems eat before the others. According to the staff, very few inmates complain about the food. The cost per meal was reported to be 61 or 62 cents. Random pat downs of inmates were observed on inmates prior to leaving the dining hall.

**Residential Treatment Unit:** A Music Therapy group session was observed during the inspection. A small group of inmates played creative and unusual musical instruments. Each person then spoke about what they tried to communicate through their music.

The positive attitude, patience, dedication and enthusiasm of the staff, not only in the music session, but other RTU staff in the unit, were evident. The physical environment and atmosphere in the unit was regarded as positive and pleasant. Based on observations in the unit, the interaction between the inmates and staff ranged from good to excellent.

A review was made of the Mental Health Caseload Segregation Report for March of 2004. Per the report, 15% of the GCI total population of 1,425 were on the psychiatric outpatient caseload (208 men). Of the 73 RTU beds, the RTU caseload was reported to be 67. The total psychiatric caseload of 275 comprised 19% of the population. Of the 29 inmates in segregation, only three were on the mental health caseload. Per the report, Grafton Correctional Institution is a part of a cluster which includes Marion Correctional

Institution, North Central Correctional Institution, and Richland Correctional Institution. If any inmate from these institutions needs their level of mental health resources such as RTU placement, they would be temporarily transferred to GCI for such purpose. According to the March 2004 Caseload Report of the Bureau of Mental Health Services, of the 1,425 population at GCI, 1,201 were classified as N, that is no current mental health services are required. Of the remaining caseload of 224, the largest group (161) is classified as C1, followed by 47 classified as C2, and 16 classified as C3. The population in addition to the 13 “inpatients” totals 1,438. Those classified as C3 are on the General Mental Health Caseload, while those classified as C1 and C2 are on the Psychiatric Caseload. However, those classified as C2 do not meet the criteria for “SMI” (Seriously Mentally Ill). Those classified as C1 meet the SMI criteria defined as a substantial disorder of thought or mood which significantly impairs judgment, behavior, capacity to recognize reality or cope with the ordinary demands of life within the prison environment and which is manifested by substantial pain or disability.

Historically, the RTU at GCI has never been considered a problem, but rather a valuable resource for the mentally ill at GCI and other institutions in the cluster. The recent observations and discussions with staff and inmates in the RTU during the inspection, continued to reflect positively on its operations, conditions and programs.

Library: The Library was nearly full, with few if any available chairs. It appeared to be very well stocked, most certainly is highly used, and had a pleasant atmosphere. The CIIC re-start Memo was posted as requested.

General Population Housing: General Population double-celled housing was quiet and clean. The inmates were calm, relaxed and orderly. The noise level was moderate. Many were involved in a variety of activities, including cleaning, reading, recreation and art. It was reported and observed that inmates at GCI take the sanitation of pods very seriously. The pod that is judged to be the cleanest, earns the privilege of being first to go to the dining hall for meals. Shower/toilet areas were clean, and shower heads/toilets were in proper working order. Air circulation was considered adequate. There were no foul odors. Lighting appeared to be adequate for reading. Smoking is permitted outdoors. Individual televisions are permitted.

Segregation Unit: Segregation has a reported capacity of 58 beds. However, there were only 16 inmates in segregation at the time of the inspection. Five inmates were in Security Control status, eight were in Disciplinary Control status, and only three were in Local Control. Staff relayed that they try to place those in Local Control status in single cells. During the inspection, an inmate Porter was observed making rounds with cleaning supplies, so that the inmates in segregation could clean their cells. The Porter was under an Officer’s supervision. The noise level in segregation was considered to be quiet. The inmates housed in segregation were calm and quiet as well. The segregation unit was in good order, and the floors, walls and ceiling appeared to be clean. Compared to institutions which tend to keep their segregation unit full, the fact that GCI had such a small number in segregation could indicate that inmates at GCI are motivated to follow the rules and in fact maintain good conduct for the most part.

Inmate Grievance Procedure: A review was made of the Inspector's Monthly Reports on the Inmate Grievance Procedure from October 2003 through January 2004. Grievances filed per month ranged from 19 to 33, with a total of 94 in the four-month period. Of the inmates who filed grievances in the period, 48% are White, and 46% are Black.

The largest number of grievances fall into the Health Care category which includes numerous subcategories, such as Improper/Inadequate Medical Care, and Delay/Denial of Medication. Health Care grievances comprised over 37% of all grievances filed in the four month period. The second and third largest categories of grievances fall in the broad category of Staff/Inmate Relations, which includes Force/Supervision and Staff Accountability. The Staff/Inmate Relations grievances (the total of grievances on Force/Supervision and Staff Accountability) comprise 22.34% of all grievances filed. Nearly 60% of the grievances filed in the period pertain to either Health Care, or Staff/Inmate Relations. The subjects of grievances filed, and the number filed in the four month period are provided below:

October 2003 through January 2004

| <u>Area of Concern/Problem</u> | <u>Number of Grievances Filed</u> | <u>Percent</u> |
|--------------------------------|-----------------------------------|----------------|
| Health Care                    | 35                                | 37.23%         |
| Staff Accountability           | 11                                | 11.70%         |
| Force/Supervision              | 10                                | 10.64%         |
| Subtotal                       | 56                                | 59.57%         |
| Safety/Sanitation              | 8                                 |                |
| Personal Property              | 8                                 |                |
| Mail/Package                   | 4                                 |                |
| Visiting                       | 4                                 |                |
| Dental Care                    | 3                                 |                |
| Psychological/Psychiatric      | 2                                 |                |
| Laundry/Quartermaster          | 2                                 |                |
| Inmate Account                 | 2                                 |                |
| Housing Assignment             | 2                                 |                |
| Discrimination                 | 1                                 |                |
| Security Classification        | 1                                 |                |
| Non-Grievable Matters          | 1                                 |                |
| Total                          | 94                                | 100%           |

According to the Inspector's Monthly Reports, 23 of the 94 grievances were resolved, comprising 24.47%. According to the monthly report form, a grievance is "Resolved" if the problem was corrected, noted with correction pending, or with a report/recommendation to the Warden.

The largest percentage, 75.53% were reported by the Inspector to be unresolved. “Unresolved” is defined as grievances which, according to the Inspector, fall in one of the following categories:

1. Contrary to the Ohio Revised Code, Administrative Rule, ODRC policy, or institution policy
2. Staff action was a valid exercise of discretion
3. There was insufficient evidence to support the claim
4. False claim
5. Failure to use informal complaint form
6. Not within the scope of the grievance procedure
7. Not within the time limits.

Further discussion of the grievance procedure is contained in the following section on the Therapeutic Community Program and Unit.

**Therapeutic Community:** The Therapeutic Community at Grafton has been in operation for six years. It operates 24 hours per day through four phases. TC programs are also available at the Pickaway Correctional Institution, Belmont Correctional Institution, and Ohio Reformatory for Women, each which have been observed during the CIIC inspections. Wherever and whenever the program has been visited on inspections, TC units have always been visibly distinct from any other unit. That is, they have been extremely clean, neat and orderly, with beds made and property stored in boot camp style, to the extent that one can immediately identify the unit due to its extremely positive contrast to any other unit. While that element of the program is probably not essential to its success, the inmate participants have always been actively involved in some positive activity, and anxious to speak about what the program has done for them.

The TC Unit at the Grafton Correctional Institution did not resemble any other TC Unit that has been included on inspections in the recent or distant past. In fact, other general population housing units at GCI looked far more like TC units elsewhere in the prison system, than the actual TC Unit at GCI.

During the inspection, staff as well as inmates provided comments and concerns regarding the TC unit. Inmates expressed concerns regarding problems with Officers, and a relief Officer expressed concern that the inmates’ behavior in the unit was not the type of behavior one would expect from inmates who are supposed to be motivated for treatment and rehabilitation. The Officer stated that it is much easier to work in other units, where the behavior is reportedly so much better than in the TC Unit. Historically, those in the TC Program at other prisons have been exemplary in their conduct.

Inmates in the Therapeutic Community Program at GCI relayed additional clarification of concerns in subsequent communication by letter and through outside family members. The main issues were summarized by CIIC staff and communicated to the Warden in a

written inquiry. The reported concerns and information provided in response to the inquiry are summarized below.

According to many of the inmates, their priority concern is not receiving staff help to resolve conflicts with cellies. Reportedly, the unit staff have told inmates that cell moves are controlled by TC Program staff, who in turn have told them that Unit Staff control the moves. Unit staff have responded to the report of cellie problems by reportedly saying, "We can go to seg, or deal with the problem, or get kicked out of the program and sent back to the prison we came from."

Cell move opportunities at GCI, according to the inmates, are only at 18-month intervals. The inmate communication relayed that with this lengthy time period, an effort should be made to assign inmates to the same cell who are compatible. Another relayed that staff make "such a big deal out of helping us with something so simple, something that makes a huge difference in a prisoner's attitude." Inmates relayed concern that even smokers and non-smokers are "forced to cell" together. One inmate relayed a situation in which two TC inmates were assigned to cells next to each other, and each had cellies who were not in the TC program. Reportedly, they were unable to get a move so that at least the TC participants could cell together, and the non-TC participants could cell together.

As indicated in the above reference to non-TC participants, according to the TC inmates, the block is not exclusively for inmates in the TC Program. One wrote, "The rest of the block is mostly prisoners who have recently come to Grafton, a sort of semi-receiving, so the block is in a state of flux. We've had some theft problems, and we've had guys in the program who have to get to bed so they can get up early, having to live with guys who stay up half the night because they are not in the program and don't even have a job."

This is regarded as the most significant factor affecting the TC Program at GCI. Clearly, with all that is referenced previously in this report regarding the special TC "environment," and the essential ingredient of motivation for programming, the fact that this block is not exclusively for TC participants, may be the root of the observable difference in the unit, as well as the underlying obstacle that has so troubled the TC participants.

In response to reported concerns regarding smokers being celled with non-smokers, TC staff relayed that each inmate is asked during the overall TC screening process if he smokes, and this screening is done at the inmate's "home institution." Further, the non-smoker signs a non-smoking agreement that prohibits them from purchasing tobacco from the commissary. Once the smoking information is received, TC staff recommend to the Sergeant that the non-smoker cell with another non-smoker, and this information is then passed to the Count Office. According to the TC staff, this process has been effective in ensuring that non-smoking TC inmates do not cell with TC smoking inmates. To the extent that it was reported to be a major issue, the process is apparently not effective in ensuring that non-smokers do not cell with smokers.

Regarding conflicts between TC participants, according to the TC Director, there is a definite process that is followed when such problems occur. If the conflict is resolved at any time in the process, the inmates in conflict do not go to the next stage. The process was described as follows:

1. A “pull up”: A confrontation from a TC participant or staff centered around a specific negative behavior.
2. A “relating table”: The inmates talk through the problem.
3. A “trouble shoot”: A more intense opportunity to talk it through.
4. An “encounter”: The conflict is talked through in front of a group of “family members.” Two inmates who are further along in the TC Program witness and help guide the process, and a written report is provided to the staff. The staff regularly review the reports and intervene when necessary.

This process is reportedly consistent with the overall TC Treatment philosophy. According to the TC Director, if there is a serious conflict, the staff make the unit Corrections Officer and Sergeant aware of the problem. This process reportedly takes care of the majority of problems between TC participants. It was noted in the GCI response to the TC inquiry, that the Inspector reported that she has received so few written complaints that she had little knowledge of the issues.

In reference to what is described as an “encounter” above, which is the fourth and last level of conflict resolution conducted in a group setting with witnesses and a written report to staff, one inmate relayed that three days after an encounter in October 2003, the inmate with whom he had the serious conflict, was moved into his cell, and they reportedly remain cellies. While staff may view that as an indication that they learned to get along, inmates referred to such practices as “forced celling,” making cellie assignments which reportedly serve no good purpose, and only provide barriers to maximizing the full potential of the TC Program. It has long been said at most celled institutions in the prison system that inmates are not permitted to pick their cellies. It is a decision wisely left to appropriate staff with authority and responsibility to make common sense, informed decisions that will promote a safe, secure environment. However, such decisions require due regard to legitimate compatibility issues, and should take into account communication from the inmates involved.

Because GCI is a level one/level two institution, some may mistakenly regard cellie problems as insignificant, not requiring the screening that is required or recommended in the higher security institutions to prevent violence. In reality, some men in the TC unit have spent many years at high security institutions and have violent records. Their commitment to work toward achieving the goals of the TC Program does not immediately negate the experience and learned behaviors of the previous environments.

It is reasonable to assume that the presence of non-TC participants in the same block as the Therapeutic Community is having a seriously negative impact on the TC program, and on the extent to which it can be a powerful, lasting change agent for the TC participants. If they are not only sharing the pod with non-TC participants, but having to

share a cell with a non-TC participant as well, the potential value of the program on the individuals is likely to be minimized.

Inmates relayed concerns regarding unit staff as well as Officers assigned in the unit. One inmate wrote that on a weekly basis, they are “threatened by someone with authority,” including “unit management...for simple requests that we should be granted anyway, such as toilet paper.” Although the complaints pertain to non-TC staff, the description is counter to the previously described effort of the TC program staff to provide inmates with positive experiences with authority figures.

The original Unit Management Concept and DRC Manual encouraged “town meetings,” as one way to foster good communication between inmates in a unit and the unit staff. It provides a way for inmates to relay new or unresolved issues of concern. In this instance, it appears from the volume of communication to the CIIC from the unit, that there were many who sought assistance with the problems.

Yet, the GCI response indicated that the Inspector had little knowledge of the problems due to few written complaints. For those in the TC unit, their communication indicates that part of the reason why they have not used the grievance procedure has to do with not having access to the required forms. In addition, many throughout the system have a perception that they will face retaliation, frequently in the form of a conduct report, if they use the grievance procedure. As noted elsewhere in this section, TC inmates relay that they already face fear of any conduct report, because it reportedly will result in removal from the treatment program and return to their “parent institution.”

In the TC unit at GCI, town meetings could be particularly valuable in ensuring that staff are aware of issues which need to be addressed at their level or which need to be communicated to supervisory staff. It is recommended that steps be taken between the TC Program staff, Unit staff and Officers to improve communication and teamwork so that the potential positive impact of the program is maximized.

Regarding TC participants’ report of problems with the attitude and lack of cooperation from the custody staff, one officer who was reportedly uncooperative, impatient and rude to the TC inmates, has since moved to a different post. Per the GCI response to the CIIC inquiry, the current CO has reportedly been complimented and observed as patient, cooperative, “by the book,” and reportedly has made a major positive difference for staff and inmates in the unit. Inmates relayed that GCI Officers refer to the TC Program as the “FBI Academy.” One wrote, “They think we are all in here telling on each other. That’s not true at all. I’m here to work on my problems so I won’t be back.” Additional inmate communication provided further indication that Officers have a negative perception about TC participants which according to the inmates, makes them targets of suspicion and questioning, knowing that, “All it takes is one hole shot and we are sent back” to their parent institution. In this regard, information and education regarding the TC Program should be disseminated to Correctional Officers and other staff who have contact with TC participants to ensure that misperceptions are replaced with accurate information regarding the program.

It was alleged that there are few if any kites, informal complaint forms, medical slips and food/sundry box lists available in the unit, and the staff response to their request for such forms is reportedly "hostile." According to the response to the CIIC inquiry in this regard, it was reported that the Unit Secretary supplies the forms to the Correctional Officers who in turn place them in a plainly labeled box in a common area of the unit, accessible to the TC inmates. It was acknowledged that frequently there has been a shortage of the forms. Reportedly, the Unit Secretary has vacated the position which will likely not be filled any time soon. It was also noted that a Unit Case Manager Position is vacant. Staff relayed that the supply and availability of such forms will be periodically monitored by the TC Director, who relayed willingness to copy the forms and place them in the box.

Reportedly, the TC pod has eaten last in five of the last eight months. According to the TC inmates, chow hall routinely runs out of food for the last pod to be fed. Inmates are reportedly given "leftovers or second rate meals compared to what is being served, or even nothing." In response to the inquiry in this regard, it was relayed that Housing units at Grafton Correctional Institution go to the Inmate Dining Hall for meals in the order of the cleanest units first, based on the results of the monthly inspection by the "GCI Unit Inspection Committee." Staff relayed that there are times that they run out of a food item on the menu. However, that item is replaced with an item in the same food group with an equivalent nutritional value. For example, if they run out of peaches, they would replace it with a non-menu item, such as fruit cocktail. Reportedly, "It is never the case that they run out of food and the inmates simply go without."

TC inmates commented why their unit has not done well in the inspections which dictate the order in which they are called to meals. According to some TC inmates, there are no porters in the TC Unit. In other units, porters typically have cleaning responsibilities in the block. However, one of the criteria for treatment is to serve as part of a service crew. According to one TC inmate, although over half of the block is comprised of TC program participants, the TC inmates must clean the entire block. Regarding the inspections for cleanliness, some TC inmates relayed that they have less time to clean because they have programs, which begin early in the day and often end late in the evening. This is reportedly not taken into account in the inspections. It was also relayed that TC inmates return from their meal late, which reportedly interferes with their programming. According to the response to the CIIC inquiry, the inmates concerns would be resolved if the TC inmates had a cleaner unit. However, even if the TC unit is not called earlier to meals, GCI staff will be working together to solve the problem of meals interfering with TC program activity.

According to some, the practice of rewarding inmates housed in the cleanest unit, by letting them eat first, has reportedly caused unnecessary tension among the inmates. At least one institution has reportedly stopped what was regarded as a contest. Instead, at the Allen Correctional Institution, for example, it was reported that housing units go to meals on a rotation basis, rather than their former practice of going to chow based on their inspection results. On the CIIC inspection of that particular prison, the housing units were observed as in excellent condition in terms of cleanliness.

Still, the practice of inspecting units for cleanliness and rewarding or penalizing the units depending on the inspection results, may be an excellent way to motivate the men to keep their areas clean. Certainly, some institutions over the years have had excellent results with such practices. If the TC Program Participants were in their own unit, chances are that they would consistently fair well in such inspections. The presence of inmates who are not in the program adds an element that neither the TC program nor the TC participants can control.

It is recommended that every effort be made to address the issues and concerns pertaining to the TC Program at GCI, including an examination of ways to minimize or eliminate the negative impact of the mixed TC and non-TC populations. The communication from the inmates in the Therapeutic Community Program at GCI is regarded as a sincere effort on their part to relay what they regard as serious problems in order to seek assistance with needed improvements.