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THE OHIO DEPARTMENT
OF
REHABILITATION
AND
CORRECTION

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ISE
REPORT OF THE TASK FORCE ON CORRECTIONS

MAY 1, 1974



STATE OF OHIO
OFFICE OF THE GOVERNOR
COLUMBUS 43215

JOHN J. GILLIGAN
GOVERNOR

May 20, 1974

F. F. Colmb
NCJRS Librarian
United States Department of Justice
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Washington D. C. 20530

Dear Sir:

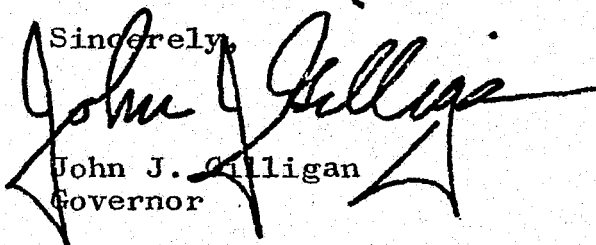
A continuing goal of this administration is to increase the active involvement of Ohio's citizens in their State Government and to solicit their assistance and advice in meeting the challenges that confront us. As a member of the Ohio Citizens Task Force on Corrections in 1971, you played an important part in that process.

Through the efforts of you and your fellow Task Force members, many badly needed and long-overdue changes have been made in Ohio's corrections system. The recommendations put forth by the Task Force have served as the basis for numerous improvements in both the administration of the system and its day-to-day operation.

I believe it is essential that those who are willing to devote their time and energy toward upgrading State Government services be kept abreast of the results of their work. On two previous occasions, comprehensive reports have been issued in response to the recommendations of the Task Force on Corrections.

To bring you up to date on the present status of the recommendations, a new report has been compiled by the Department of Rehabilitation and Correction. A copy of the report is enclosed. I hope you will find it informational and solid evidence that the work of the Task Force has had a significant and lasting effect on Ohio corrections.

Sincerely,


John J. Gilligan
Governor

INTRODUCTION

The Ohio Citizens Task Force on Corrections was appointed by Governor John J. Gilligan in February, 1971, and, after an exhaustive study of the state's correctional system, issued its final 350-page report the following December. The report provided both a comprehensive analysis of the system and an extensive list of immediate and long-range recommendations for action.

On two previous occasions, a formal response to the Task Force recommendations has been published. Since the last report, issued February 1, 1973, additional progress has been made toward implementation of many of the recommendations. To reflect the extent of that progress and the current status of the Task Force recommendations, the Department of Rehabilitation and Correction has compiled this updated report.

The recommendations have been responded to in the order in which they appeared in a summary of major recommendations contained in the original Task Force report. Over 80 recommendations were made in the general categories of Administration, Legislation, Institutional Services and Processes, and Alternatives to Incarceration. An additional four miscellaneous recommendations were made.

In some cases, administrative regulations have been adopted by the Department in order to implement certain recommendations. For the most part, copies of these regulations were contained in the February 1, 1973 report. For the sake of brevity, copies of the regulations have been deleted from this report; however, they are of course, available upon request.

TABLE OF CONTENTS

A.	ADMINISTRATION	
I.	Management	3
II.	Personnel	6
III.	Training	10
IV.	Management information system (planning and research)	13
B.	LEGISLATION	19
C.	INSTITUTIONAL SERVICES AND PROCESSES	
I.	Programs	21
II.	Education	24
III.	Visitation	26
IV.	Legal Aspects	28
V.	Procedures and Rules	28
D.	ALTERNATIVES TO INCARCERATION	
I.	Probation and Parole	31
II.	Community-Based Services	36
E.	MISCELLANEOUS	37

ADMINISTRATION

I. Management

Recommendation

The present Division of Correction is in need of administrative restructuring on a functional basis to reflect high quality leadership and effective management. It is imperative that the Central Office, the individual institutions, and the Adult Parole Authority be melded into a cohesive well-run, total organization with well-defined lines of authority and responsibility, from top to bottom. There is need for operations at each institution to become standardized, and if necessary, to be organized by the Central Office.

Response

At the time of the last response, February 1, 1973, the Department was organized into four major divisions: Organization Development, Program Services, Planning and Research, and Administrative and Fiscal Operations. While the Department has retained the four-division administrative structure, some reorganization has occurred.

The Division of Organization Development, created to aid in the initial administrative structuring of the Department and its central office, was phased out in September, 1973, and the new Division of Parole and Community Services was created. A separate centralized personnel section, including an office of staff development in charge of all employee training programs, was set up to carry out the personnel and training functions previously administered by Organization Development.

The Division of Parole and Community Services, which includes the Adult Parole Authority, was created to place greater emphasis on those aspects of corrections that relate directly to the community and to provide for a closer working relationship between the parole authority and other areas of the Department's operations. When organization of the new division is complete, it will include at least two bureaus: the parole authority, with its parole and probation functions, and a community services bureau that will operate existing community programs now conducted by the parole authority, as well as develop additional community-oriented programs to aid offenders in returning to society.

Prior to creation of the new division, the parole authority functioned as a part of the Division of Program Services. This division has also undergone a recent reorganization. Effective April 29, 1974, Program Services was phased out, and the new Division of Institutional Services was established. The new division is responsible for administration of the Department's seven correctional institutions, as well as the management and delivery of services provided residents of the institutions. These include educational, medical, psychological, religious and social services, and the coordination of services provided by various volunteer organizations. Creation of the new division is aimed at providing greater coordination between operation of the services areas and the institutions in which the service programs are conducted.

The remaining two divisions of the Department, Planning and Research, and Administrative and Fiscal Operations, continue to perform the functions outlined in the Department's February 1, 1973, response.

The current administrative structure remains under review to determine if further reorganization is required to increase efficiency and effectiveness of operation.

Recommendation

There is a serious lack of communication throughout the system, often resulting in a lack of consistency between one institution and another, poor staff and inmate morale, and lack of trust within the Division of Correction. The Task Force recommends that the Central Office devise new methods and avenues of formal and informal communications within the system. It is recommended further that the Division improve communication between institution staff and parole personnel, relative to the exchange of social and diagnostic information on released law offenders.

Response

While communication problems are likely to always exist in so large and diverse a system as corrections, the Department has taken several positive steps to improve communications, both within the system itself and between the Department and the public at large.

A primary concern in the continuing review of the Department's administrative structure is to improve communications within the central office, as well as between the central office and the various institutions.

Communications have been improved through regularly scheduled staff meetings involving central office administrative personnel, as well as institutional managing officers. In addition, resolution of various communication problems is frequently a topic of management training and consulting sessions.

A full-time information office has been established within the central administration reporting directly to the Director to improve relations between the Department and the news media and the flow of information from the Department to the general public. A monthly publication to staff and interested citizens has been instituted and, although temporarily discontinued while under review, will be resumed in the near future. The expanded publication of general information materials relative to the Department and its operations is also in the planning.

Recommendation

A management information system is needed to improve avenues of communication between the courts, parole and probation personnel, and institution staffs. It is recommended that federal grants continue to be used to fund such a program.

Response

The Offender Information System (OIS) provides the internal communication for parole, probation, and institutional staff through a conversational on-line computer system. The communications interface to the law enforcement agencies and the courts will be accomplished through the Ohio Criminal Justice Information System (CJIS). In addition to OIS, a Management Information System (MIS) and a Program Measurement System (PMS) are in the initial stages of development. An integrated system approach has been adopted, and three systems will form the Corrections Information Network. The Corrections Data Center has been staffed with the necessary personnel to support the Corrections Information Network.

OIS is in the final stages of implementation and should be fully operational by April, 1974. The projected completion date for MIS is June, 1974; PMS is expected to be completed by October, 1974. OIS will provide fiscal data, and PMS will generate program-based information. In fiscal year 1973, \$184,000 was awarded by LEAA for the development of MIS and \$738,000 was awarded for the completion of OIS and the development of PMS.

Recommendation

The Division of Correction should promulgate policies and guidelines for institutional rules and regulations dealing with racial issues, provide for periodic review of institutional compliance with these guidelines and policies, and take swift action against any institutional infraction.

Response

The Department's February 1, 1973, response included copies of appropriate administrative regulations dealing with racial issues. They remain in effect and are being enforced. In addition, a new regulation became effective in December, 1973, and clearly states the Department's intention "to prohibit discrimination with regard to disciplinary action, transfers, institutional program assignments, and other such matters on the basis of race, creed, color, or national origin by any departmental staff member, or by any group or individual representing the Department."

Recommendation

It is recommended that an ombudsman be hired for each institution, totally independent from the Division of Correction and from the Executive branch of the government. It is assumed the ombudsman will report to the Citizens' Advisory Board, work closely with the proposed legal services program, and increase the visibility of the institutions. The function of this ombudsman would be to evaluate the grievances of staff and inmates and to use his persuasive powers and that of his office to effect change.

Response

As was reported in the Department's February 1, 1973, response, an ombudsman program has been established within the Department's central administration. It is staffed by a Chief Ombudsman and two Deputy Ombudsmen and began operating in November, 1972. In its first six months, the program looked into 297 complaints relating to a variety of issues. While encouraging and assisting in the proper functioning of the Department's grievance procedure at the institutional level, the program, with direct access to the highest levels of the Department's administration, continues to fill a special need in resolving grievances and complaints and responding to numerous inquiries.

II. Personnel

Recommendation

We recommend upgrading of salaries of all levels, such salary levels to reflect realistic qualifications based upon professional job description and analysis.

Response

As stated in its February 1, 1973, response, the Department is in agreement with this recommendation; however, also as noted in the previous response, the upgrading of salaries at all levels would require legislative action. The Department has submitted recommendations for reclassifications of positions and salary increases to the Civil Service Study Commission, which is currently reviewing Civil Service operations throughout State Government.

Recommendation

We recommend that all administrative positions within the Division of Correction be placed in the Unclassified Civil Service, enabling the Division to place highly qualified professional personnel in these positions and to encourage career service in the Division.

Response

As indicated in its February 1, 1973, response, the Department supports the concept of a system that would provide maximum latitude and flexibility for placing professionals in key positions and encouraging career service; however, only a very few key administrative positions have been placed in the Unclassified Civil Service at this point. In view of the reservations about such a system, as expressed in the previous response, the Department continues to hold this specific recommendation under study.

Recommendation

We recommend that a system of incentives be created for the purpose of attracting and retaining qualified personnel in the field.

Response

The Department remains in agreement with the concept of this recommendation, but, as noted in its February 1, 1973, response, its full implementation would require action beyond the Department's existing authority. However, a proposed system of incentives for attracting and retaining qualified personnel has been developed and submitted to the Civil Service Study Commission.

Recommendation

All persons hired for the management of prisoners should be thoroughly screened through the use of written tests and psychological interviews. This screening process should be followed by at least six months, and perhaps a year, of probationary status.

Response

The Department continues efforts to insure adequate screening of persons hired for the management of prisoners. Written tests are currently in use. The use of psychological interviews for the purpose of selection of employees, however, is considered to be in conflict with guidelines resulting from federal legislation in the area of equal employment opportunities.

Recommendation

The Division of Correction should actively recruit qualified urban personnel for employment.

Response

While the Department's Minority Recruitment Program generally focuses on the recruitment of qualified urban personnel, the institution of an overall urban recruitment program has not been possible, primarily for the reasons stated in the February 1, 1973, response. It should also be noted that, for the most part, persons employed as a result of the Minority Recruitment Program are generally placed in positions in urban and not rural areas.

Recommendation

The Division of Correction should give attention to the "generation gap" problem by recruiting young staff and including them in the planning, treatment, and training programs for both employees and inmates.

Response

The Department continues to experience difficulties in attracting young staff for correctional officer positions, primarily due to the existing low pay scales. The staff of the Adult Parole Authority, however, as noted in the Department's February 1, 1973, response, does include a sizeable number of young persons. While the Department is in agreement with this recommendation, its implementation cannot be accomplished swiftly, but will depend on changes in a number of factors, including pay scales and public attitudes.

Recommendation

The Division of Correction should actively recruit not only black correctional officers but black professionals at all levels. We further recommend that institutional job assignments be made equally available to black and white inmates.

Response

As explained in detail in its February 1, 1973, response, the Department has instituted a Minority Recruitment Program, which continues to supply the Department and institutions with applicants for a variety of positions. To strengthen efforts in this area, the Department's Director of Personnel recently effected a reorganization involving minority recruitment and the Department's Affirmative Action program. The reorganization is expected to provide a closer working relationship between the two and result in increased effectiveness in the area of minority recruitment.

Recommendation

We recommend that equal employment opportunity be afforded to women in the Adult Parole Authority, particularly in supervisory positions.

Response

The Adult Parole Authority has continued and intensified efforts detailed in the Department's February 1, 1973, response to comply with this recommendation. Managerial-type training has been arranged and conducted for female employees of APA, and, during the past year, a second female employee was appointed to the supervisory post of senior parole officer, while yet another female employee from the ranks of the APA staff was named to the Parole Board itself.

Recommendation

The Task Force recommends that the Division establish a notification procedure for both staff and the public, listing all vacant positions and job qualifications for all levels of employment.

Response

As reported in the Department's February 1, 1973, response, a procedure for notifying staff members of vacant positions has been implemented. It remains in effect.

Recommendation

Promotions and salary increases should be contingent on the successful participation in and completion of in-service training programs, as well as performance on the job.

Response

As indicated in its February 1, 1973, response, the Department agrees with the concept expressed in this recommendation, but feels that employees successfully completing in-service training and performing at specified levels should be given preference for promotions and salary increases, rather than in-service training being a contingency. It should be noted, however, that systems for salary increases and promotions are generally specified as a contractual matter between the Department and the various labor organizations representing its employees, and changes in existing systems cannot be unilaterally instituted.

Recommendation

We recommend that the Division of Correction employ increasing numbers of women at male institutions and men at female institutions for the purpose of improving the social atmosphere by lessening the coarseness which characterizes most total institutions.

Response

As stated in its February 1, 1973, response, the Department leadership is in agreement with the concept expressed in this recommendation and has conveyed the philosophy to institutional management. Currently, 52 women are employed in male institutions in positions in which they come into regular contact with residents. The number is an increase of 22 over that contained in last year's response. In addition, 119 women, 11 less than last year, are employed in clerical positions in the same institutions.

While the Department actively continues efforts to identify job positions within institutions for women, it should be noted that labor organizations have expressed the reservation that such efforts may result in females receiving preferential assignments.

Recommendation

Our initial investigation revealed complexity of union representation within the various institutions, and the Commissioner is to be complimented for hiring a labor-relations expert to deal with problems concerned with union representations and related matters. We reiterate the further need for trained personnel to deal effectively with the complexity of these problems.

Response

The Department has moved away from the regionalization of labor relations services, which was in effect at the time of the February 1, 1973, response, and has implemented a new system in which labor relations specialists within the central personnel section are assigned specific institutions to deal with on a continuing basis. The present system, making use of three labor relations specialists, appears to be working effectively and efficiently in dealing with the complexity of labor representation. Efforts in this area are also being closely coordinated with the labor relations section of the State Department of Administrative Services.

III. Training

Recommendation

All correctional and parole officers should receive basic correctional training at the Training Academy before being assigned to work with offenders. Such initial pre-service training should be mandatory and should conform to established professional standards.

Response

In its February, 1973, response, the Department reported that a seven-week pre-service basic training program was in the planning stages. Development of the program by the staff of the Ohio Correction Academy has been completed, and, while recent hiring levels have delayed full operation of the program at the Academy, the training is ready for implementation in the near future. Meanwhile, portions of the training program are being provided new institutional employees on an on-site basis. In addition, a one-week pre-service training program for probation and parole employees is being conducted at the Academy.

Recommendation

The Training Academy should be moved to a more centrally located area close to a university. The staff of the Training Academy should be professionally trained persons with degrees in sociology, social work, psychology, corrections, and education. It is further recommended that continued in-service training be made mandatory at the Academy and in the institutions, with special emphasis on the behavioral sciences and penology, and that the State commit itself to on-going appropriations for the improvement of these training programs.

Response

The Department remains in agreement that the Ohio Correction Academy be moved to a more centrally located area; however, a number of factors, including budget, have not allowed definite steps to accomplish such a move up to the present time.

The Department has continued to implement the recommendation regarding the staff of the Academy. The Academy now includes an instructional staff of four persons with degrees in appropriate areas; a degreed librarian was also added to the staff, and a position for a fifth degreed instructor has been created.

As reported in the February 1, 1973, response, continued in-service training at the Academy has been made mandatory. In-service training at the institutional level, for the reasons detailed in the previous response, has not been made mandatory.

To assist in the operation of institution level training programs, four training coordinators have now been appointed. While they are on the staff of the Academy, the coordinators are assigned to the institutions. Future plans call for the addition of a fifth coordinator to deal especially with medical training. Also an administrator was named to head the operation of training programs provided at the institutions.

Recommendation

We recommend that educational leave with pay be permitted for selected personnel at all levels to take correctional training at other correctional training institutions in other states.

Response

As reported in the Department's February 1, 1973, response, providing educational leave with pay was made possible under a new state personnel policy. While the recommendation makes reference to "correctional training institutions in other states," the Department's efforts in this area have been primarily aimed at assisting employees enrolled in programs at Ohio educational institutions. During academic terms from fall 1972 through spring 1974, 33 educational leaves were granted. Beyond this, the Department provided tuition reimbursement funds to employees enrolled in programs outside the hours of their work day. More than 550 requests for full and partial tuition reimbursement were approved during the academic period previously stated. In addition, members of the Department's training staff took part in a variety of out-of-state conferences and programs designed to assist them in upgrading their specific skills.

Recommendation

It is recommended that in the absence of available medically trained personnel, special training programs akin to those for military medical corpsmen be used to train non-medical personnel.

Response

In our last response we indicated that three employees of the Department were enrolled in the physician's assistant training program sponsored by the U. S. Public Health Services, Bureau of Prisons, conducted at the U. S. Medical Center, Springfield, Missouri. We are pleased to report that the three employees have returned to their medical assignments at Lebanon, OSR and Chillicothe. They are at this time making valuable contributions to the medical program in their respective institutions.

However, we must report that Ohio Licensing requirements have limited significantly the medical practice of the medical corpsmen and as a result the Department has shifted its emphasis to the hiring of both Registered Nurses and Licensed Practical Nurses.

We have no immediate plans to send additional staff to the physicians training program unless we find that we are unable to adequately recruit RN's & LPN's. We also understand that there is proposed legislation to further clarify the role and responsibility and accountability of the physician's assistant within the medical process. The final outcome of this legislation may have some impact on our decision to hire or train the physician's assistant.

Recommendation

We recommend that local technical schools throughout the State offer courses in corrections, and that job applicants or employees be given an incentive of Civil Service points for completing these courses, additional credit toward promotion and/or salary increases, or some increase in starting wage. We further recommend that staff who earn advanced degrees be provided commensurate promotional and/or special advancement opportunities.

Response

At present, two local technical schools in Ohio have instituted two-year programs in corrections. The Associate of Arts Degree programs are offered by Hocking State Technical Institute at Nelsonville and Scioto Technical Institute, Lucasville. A number of correctional officers and other personnel are currently enrolled in the programs. As indicated in the Department's February 1, 1973, response, a number of other technical schools and junior colleges throughout the state are studying the possibility of offering similar programs.

As explained in the previous response, action beyond the authority of the Department would be required to implement this recommendation as it regards civil service credit and/or salary increases for employees earning degrees. The Department's personnel section, however, has proposed establish

Recommendation

We recommend long-term comprehensive planning. Changes that have taken place in the past have been the result, in most cases, of piecemeal, crisis-oriented responses, often reflecting political expediency. As a result the Division of Correction is faced with an almost insurmountable task of staffing and programming a facility which by its very size and location is already an obsolete institution.

Response

In response to the need for comprehensive planning, an office of planning and statistics has been established with the Division of Planning and Research. That office will utilize the quantitative techniques of operations research to develop policy alternatives in long range planning. The Department's emphasis on the development of programs for rehabilitation and treatment has necessitated the establishment of an office of program development. Under the auspices of that office, an inter-disciplinary approach is stressed in the research and development of new rehabilitative programs.

The Department has taken preliminary steps to embark on a program-based approach to budgetary planning. In line with the program-based approach, LEAA grant applications for fiscal year 1974 were screened with respect to the Department's established plan for encouraging the development of community-based programs.

Utilization of computer technology will permit the Department to expand the capability for projections and simulations of Departmental operations. Frequently requested information about particular characteristics of the offender population which was completely unobtainable prior to the development of the computerized information system will be available for general dissemination. Demographic data on the offender population will be channeled into the planning process to facilitate the adjustment of programs to coincide with offender needs.

Recommendation

Because Ohio already has several large institutions, we recommend that future institutions should be small (a maximum of 400 beds), emphasizing greater programming and treatment opportunities. Such institutions should be specialized and reflect an emphasis on community-based programs.

Response

Progress toward implementation of the concept expressed in this recommendation was reported in detail in the Department's February 1, 1973, response. Community Reintegration Centers, which the previous response indicated were near opening, are now in operation in Cincinnati, Cleveland and Columbus. The centers divert probation and parole violators from unnecessary and costly confinement in correctional institutions and provide a highly structured program to assist them in returning to society.

The community-based concept is also carried forth in the Department's Halfway House Program, which provides parolees and probationers with living quarters and important counseling services. Currently, the program is operated in cooperation with 19 halfway houses throughout the state.

Establishment of Community Correctional Centers described in the previous response however, has not been possible. Although the Department remains in support of the concept, fiscal constraints and, in some cases, strong community pressures have prevented any significant progress toward establishment of the centers.

Recommendation

The Task Force recommends that the entire Ohio State Reformatory complex be razed, and concrete plans be made and implemented immediately to transfer all inmates of this institution to other already existing (but not the Ohio Penitentiary) or new, small institutions. New, small-type institutions (with a maximum of 400 beds) should be designed, emphasizing community-based treatment programs.

Response

In its February 1, 1973, response, the Department expressed full agreement with this recommendation. Since then, however, several new factors have developed that require consideration. They include:

- 1) A significant increase in the number of commitments to the Department in 1973, now appears to be part of a multi-year trend.
- 2) A decision by the Fifth District Court of Appeals in Richland County last November resulted in lengthening the time reformatory residents must serve before being considered for parole. (The new "shock parole" release may have the effect of continuing the trend toward a smaller confined population, but some time will be required to determine if such is the case.)
- 3) It may be necessary at some point in the future to consider the use of part or all of OSR as a maximum security institution for the northern part of the state because of the increasing number of hard-to-manage offenders requiring maximum security and the fact that most persons committed to the Department are from the northern part of the state while most existing institutions are located in the south.

In view of factors such as these, the wisest position regarding this recommendation at this time appears to be one of continuing reassessment and further evaluation.

Recommendation

We recommend that a central reception, diagnostic and classification center for all adult felons be established, preferably in or near the city of Columbus, and staffed with the necessary diagnostic personnel. Genuine classification and re-classification programs must be developed and geared to inmate needs. Implicit in this recommendation is a provision not only for adequate diagnostic personnel but also for the genuine development of facilities to carry out recommended programs.

Response

As indicated in the February 1, 1973, response, the Department gave much consideration to this recommendation and, for the reasons stated in the previous response, determined to operate reception at three existing institutions, the Ohio State Reformatory, Chillicothe Correctional Institute and Ohio Reformatory for Women. The reception process is currently being operated as stated in the previous response.

Recommendation

We recommend that the institutions within the system be specialized according to treatment programs, so that inmates can be assigned according to their individual needs.

Response

It remains the position of the Department, as stated in its February 1, 1973, response, that each institution should provide general academic, vocational and treatment programs, but that duplication of specific programs be avoided from institution to institution to the extent possible. The intention here is to provide some flexibility in programming that would allow certain residents to be placed in an institution based on its geographical location as well as its ability to meet individual treatment needs. The Department seeks to provide a high standard of programming in all facilities, which will include adult basic education, vocational training and a well qualified treatment staff. In addition, efforts will continue to develop specialized treatment programs for assaultive offenders and those whose offense seems to stem from drug or alcohol abuse and dependency.

Recommendation

We recommend, as does the National Council on Crime and Delinquency, that research be conducted on outcome of treatment and programs within the entire division, and particularly within the Adult Parole Authority.

Response

Our strategy for program evaluation in institutions and the Adult Parole Authority calls for a centrally monitored effort at the department level. While this massive research component is being instructed, the Adult Parole Authority is, within its limited capability, continuing program evaluation and research on its own. For example, the Furlough Program, the Reintegration Centers, Probation and Parole, and Halfway Houses undergo continuing evaluation.

Recommendation

Present vocational programs should be modernized and upgraded.

Response

Implementation of this recommendation is now underway in that:

1. By a cooperative agreement between the Ohio Bureau of Employment Services, the State Department of Education-Division of Vocational Education, and the Department of Rehabilitation and Correction, the Department moved into a joint venture in terms of vocational education and training. As of this date, we are offering additional programs of: pre-apprentice carpentry, office machine repair, welding, pre-apprentice meat cutting, appliance repair, automobile service mechanics, automobile body repair, pre-apprentice bricklayer, and electrician-wireman.
2. Under funding through L.E.A.A., vocational programs of Graphic Arts and Business Office Education are now being offered and application has been made for additional funding for programs of small engine repair and cook.
3. The Department is supporting the position of vocational supervisor, under the auspices of Division of Vocational Education, to insure all vocational programming meets state standards.
4. The Department is also supporting the position of vocational teacher-educator, who is on the staff of the Department of Trade and Industry of the Ohio State University to insure the upgrading and certification of all personnel hired as vocational instructors.
5. Plans are being developed to enter into a funding agreement with the Governor's Manpower Planning Council (Manpower revenue sharing) to initiate further vocational programming that is directly linked to skill shortage occupations.

Recommendation

We recommend that inmates, custodial officers and professional staff meet regularly to discuss mutual problems and their possible solutions.

Response

As reported in the Department's February 1, 1973, response, creation of resident councils at institutions has provided an effective means of communication between residents and staff. Key institutional administrative personnel are meeting regularly with established resident representative groups. In addition, the Southern Ohio Correctional Facility has become the first institution to establish a correctional officers council, which is growing steadily in its capacity to communicate openly and explore issues relating to residents, line staff and management.

Recommendation

A cost-effectiveness evaluation of the Ohio Penal Industries should be undertaken to determine if they contribute to the reintegration process in any way, and to make them relevant to employment in the community.

Response

Our response to this question in February of 1973, presented a "history" of our attempts to secure federal funding to accomplish a total evaluation of Ohio Penal Industries. Although the concept was approved as part of the Department 1972 L.E.A.A. Comprehensive Plan, the State Planning Agency failed to approve, after almost a year of negotiation between our two Departments, the actual grant narrative. Consequently, the project was never funded via the block grant route. As a result, we began to explore other possibilities for accomplishing the O.P.I. evaluation. In October of 1973, we requested Technical Assistance through L.E.A.A. (a separate program from block grant funding) and the response from the Correctional Program Advisor, Region 5, in Chicago, was positive. The actual evaluation study began in November. The results of the study are presently being evaluated by the Department.

Recommendation

We recommend that inmate pay be revised to provide greater incentives and to reflect more realistic needs.

Response

We continue to be in total agreement with this recommendation as indicated in our response of April 7, 1972, and February 1, 1973. During the last biennium an additional 1.1 million dollars was allocated to this area bringing the biennium expenditure to approximately 3.2 million dollars. This issue was also dealt with in the recently completed O.P.I. evaluation and, as mentioned in our response above, all recommendations are currently being evaluated by the Department.

Recommendation

Institutional commissary prices should be examined to determine if they are realistic and fair. Standardized provisions for auditing these accounts should be developed.

Response

As mentioned in our response of February 1, 1973, the Department did perform a study of commissary prices and concluded that they were fair based upon the "decentralized operation" at that time. Mentioned also was the fact that a total centralized purchasing operation was explored, but problems regarding warehousing and logistics tended to eliminate this concept. The Department study in this area revealed that cigarettes accounted for a very large part of the total commissary operation, and that there were problems with price differentials among the various institutions. To eliminate the problems in this area, the Department did establish a "centralized operation" for the purchasing and warehousing of cigarettes. This has enabled the Department to standardize prices in this area as well as to offer them for sale at the lowest possible price. Provisions for auditing commissary accounts are in existence and audits are conducted on a regular basis.

Recommendation

We recommend a feasibility study for the purpose of establishing a credit union in Ohio's correctional institutions.

Response

As mentioned in our response of February 1, 1973, after careful consideration regarding the feasibility of such an undertaking, the Department concluded that the benefits of an inmate credit union would be highly questionable.

LEGISLATION

Recommendation

We support legislation to separate the Division of Correction from the Department of Mental Hygiene and Correction (H.B. 494), which has passed the House of Representatives, and call upon the Senate to act with all deliberate speed to pass this Bill during this term.

Response

Amended Substitute House Bill 494 was enacted by the 109th General Assembly and became effective July 12, 1972, providing for separation of the former Department of Mental Hygiene and Correction and creating the Department of Rehabilitation and Correction.

Recommendation

We recommend that the Legislature give serious consideration to the following: a substantial reduction in both the length of sentences (H.B. 511) and the variance between minimum and maximum sentences; enact legislation requiring a written pre-sentence investigation report in all felony cases; provide for the disclosure of the contents of the report, except material deemed potentially detrimental to the offender's best interests; determine sentence by a panel of three judges (rather than just one); require the sentencing court to set forth reasons for the imposed sentence; and provide for statutory authorization for an appellate review of sentences.

Response

Am. Sub. H.B. 511 (Revised Criminal Code) was passed by the 109th General Assembly and became effective January 1, 1974. The Department played a major role in drafting the final version of the bill as it related to minimum sentencing and "shock parole." It can be stated that sentences were reduced, with great discretion being placed in the Judiciary on the minimum sentence to be imposed. With discretion being given to the trial judge in imposing sentence, there is strong argument for mandating a pre-sentence report, as this would be the document necessary for an intelligent determination of appropriate sentence.

The "shock parole" provision gives the Department authority to parole offenders who have never spent time in an adult correctional institution and who have not been convicted of murder, and who are not within the dangerous offender category. A pre-sentence bill was introduced in the 110th General Assembly (H.B. 402), and was passed by the House of Representatives. It is presently awaiting action in the Ohio Senate. The bill does not provide for sentences to be determined by a panel of three judges, nor does it authorize the appellate review of sentences. The Department has assisted the sponsors of this bill and has testified on its behalf.

Recommendation

We recommend the enactment of legislation that will remove restrictions on the sale of inmate manufactured goods and restrictions which can be used to limit entry into certain occupations.

Response

Restrictions on the sale of inmate manufactured goods and those used to limit entry into certain occupations are, in many cases, provided for in the Ohio Constitution and would require action beyond passage of legislation to be changed. Initial legislation was attempted in this area, but not enough votes were secured for passage. As noted on page 17 of this report, a study of Ohio Penal Industries has been completed, and its results are currently under evaluation. The study may provide some direction to guide the Department in any future efforts relative to this recommendation.

Recommendation

The Task Force supports the expungement bill (H.B. 195), and recommends its passage.

Response

Substitute Senate Bill 5, providing for the annulment of criminal records in certain cases, was enacted into law during the 110th General Assembly. The Department worked very closely with Senator Mottl on this act and was instrumental in drafting it in its final form.

Recommendation

It is recommended that Legislation be proposed that would provide for a State Adult Probation Subsidy Plan, which would provide Courts of Common Pleas with State funds to develop and/or increase adequate probation services which must comply with established professional standards.

Response

The Department, as it indicated in its February 1, 1973, response, is not in agreement with this recommendation. The Adult Parole Authority continues to provide probation services of established professional standards to counties upon request. Such services are currently provided in 52 of the state's 88 counties.

Recommendation

We propose that legislation be enacted which would increase the membership of the Parole Board from seven to eleven members to handle the increased caseload and new duties of the Parole Board.

Response

Amended Senate Bill 299, drafted by the Department and sponsored by Senator William F. Bowen, was passed by the 110th General Assembly and became law in February, 1974. The bill does not increase the size of the Parole Board; rather it provides for the participation of hearing officers in parole board matters (regular parole hearings) and provides that instead of the traditional two-member panels, panels may be composed of one board member and such hearing officers as may be appointed.

The Parole Board will still sit as a full body in clemency cases as in the past. To date, some hearing officers have been assigned, and the implementation of the act has begun.

INSTITUTIONAL SERVICES AND PROCESSES

I. Programs

Recommendation

The services of the Division of Psychiatric Criminology should be vigorously evaluated by professionals in the field of mental health.

Response

In its February 1, 1973, response, the Department expressed support for this recommendation and noted that efforts were underway to develop and implement more effective mental health services for offenders. Toward that end, several steps have been taken. Mental health clinics have been established in each institution under the auspices of the Division of Forensic Psychiatry of the Department of Mental Health and Mental Retardation and are currently staffed by psychiatrists on a part-time basis. In addition, the Department has increased its working relationship with the Division of Forensic Psychiatry through the formation of a committee that is currently studying the entire area of mental health services to offenders. A joint project is also underway to establish a short-term but intensive treatment center.

Recommendation

Work assignments should be incorporated into the total treatment program, and programmed and supervised to eliminate feather-bedding, to develop basic work habits and attitudes, and to establish meaningful production operations and standards.

Response

All approved vocational education programs follow the standards developed by the Division of Vocational Education of the State Department of Education as prescribed for vocational education school districts.

Recommendation

We recommend that institutions be integrated to minimize racial and cultural problems presently found.

Response

The Department is continuing efforts stated in its February 1, 1973, response to promote within institutions cultural organizations and activities designed to aid residents in developing better understandings of themselves and each other. Efforts to recruit minority group members for staff are also continuing, as are efforts to provide adequate human relations training for personnel.

Recommendation

We recommend the increased involvement of citizens (civic groups, church groups, volunteers, and outside professionals) in group programs in our institutions.

Response

With the aid of a \$123,000 federal grant from the Law Enforcement Assistance Administration, the Department launched a major undertaking in May, 1973, to strengthen and expand the efforts of citizen volunteers working in corrections and provide for greater public involvement in the rehabilitation process.

A Volunteer Services Director was employed within the Department's Central Administration, and Volunteer Coordinators were hired in each of the seven correctional institutions and the Division of Parole and Community Services as a first step toward insuring the effective use of volunteers in developing meaningful one-to-one relationships with incarcerated offenders and those on parole.

Besides working with existing volunteer organizations, the coordinators are actively engaged in recruiting new volunteers and training them to take part in effective rehabilitation programs. The volunteer services staff has been presenting a series of speeches to civic, religious and educational organizations, soliciting their help in our volunteer programs. Special attention is being focused on development of volunteer programs to help released offenders obtain gainful employment and to assist those participating in both pre- and post-release educational programs.

Since the start of the volunteer services effort, use of volunteers in Ohio corrections has increased by 30 percent, with about 5000 citizens currently involved in various volunteer programs.

Recommendation

We recommend that qualified treatment personnel be brought in from the community for assisting individual and group counselling. Privileged communications inherent in therapy must be respected, and we strongly endorse the professional principle of confidentiality.

Response

In its February 1, 1973, response, the Department detailed plans for a number of special projects for implementation of this recommendation. Funds requested for the projects have been approved, and they are progressing on schedule. The post of psychological director has been filled, and the Department is continuing steps explained in the previous response to upgrade both the staffs in the area of social and psychological services as well as the services they provide.

Recommendation

We recommend that the Division of Correction cease transferring institutional trouble-makers to Lima State Hospital if they, in fact, do not require psychiatric care and treatment.

Response

As was stated in the February 1, 1973, response, the Department's policy remains that offenders transferred to Lima State Hospital be only those whose transfer is recommended by a medical officer on the basis of psychiatric diagnosis.

Recommendation

Sexually vulnerable inmates should be identified and protected as soon as possible.

Response

As indicated in the Department's February 1, 1973, response, appropriate administrative regulations providing for such protection have been implemented. They remain in effect.

Recommendation

We recommend that the Division of Correction use the new techniques in drug maintenance and control.

Response

As indicated in its February 1, 1973, response, the Department continues to make itself aware of new techniques in drug maintenance and control and attempts to implement such when feasible. The Department has continued to utilize such techniques for offenders residing in the community, and a special project for the treatment of confined offenders with drug abuse problems has been established at the Marion Correctional Institution. The Department is also cooperating with recent state government efforts to coordinate all drug programs.

II. Education

Recommendation

We recommend that the State provide funds necessary to give every inmate an employable skill, and that money be budgeted for that express purpose.

Response

During the past year the Department has concentrated upon the development of recognized legitimate educational delivery programs. The Department requested and was awarded a school district charter on April 9, 1973, by the State Board of Education. This action enabled the Department to develop branch campus educational concepts within each of its institutions. In essence, all of the total academic and vocational educational programs were placed under an umbrella concept and centrally coordinated by the Department. Residents participating in these approved programs receive a bona fide credit upon course work completion. The following system of uniform educational delivery for systemwide programming was developed during the past year:

- a. Adult Basic Education - Programs were established during the past year in individualized instruction for adults beneath ninth grade level at Chillicothe Correctional Institute, Ohio State Reformatory, and Southern Ohio Correction Facility. Budgeted funding of approximately \$80,000 was established for the delivery of this program. It is anticipated that similar programming efforts will be implemented at Lebanon Correctional Institution, London Correctional Institution, Marion Correctional Institution, and Ohio Reformatory for Women by July 1974. The program in design enables the resident to develop opportunities to enter vocational education programs as well as to complete the General Equivalency Development testing program.
- b. General Equivalency Development - The Department was also approved as a G.E.D. testing center during the past year. A coordinator for the testing program has been hired and 346 residents successfully completed the test and received the high school equivalency certificate.
- c. High School - The school district allows the awarding of high school credit for those residents who are pursuing the completion of a high school diploma. Major programs are operating at Lebanon Correctional Institution, Marion Correctional Institution, Ohio State Reformatory, and Southern Ohio Correctional Facility. High school courses are offered to a lesser degree at Chillicothe Correctional Institute, London Correctional Institution, and Ohio Reformatory for Women

Recommendation

We recommend the immediate implementation of education and work furloughs as provided in H.B. 567 upon its effective date.

Response

The education and Work Furlough Program authorized by House Bill No. 567 on July 7, 1971, has been put into operation. We have, since the program's inception, accommodated 360 inmates with the following results:

Number of successes completing furlough 183
Number on furlough now 177
Number of failures 54

Future plans call for processing thirty furloughees per month if financial resources permit. The furlough program will also be used to implement the Newgate project.

III. Visitation

Recommendation

The Task Force recommends the standardization of all institutional visiting rules, and the abolition of a priori restrictions on who may visit and how frequently.

Response

Appropriate administrative regulations regarding institutional visiting rules, copies of which were included in the Department's February 1, 1973, response remain in effect. The regulation dealing with visits by attorneys has since been revised.

Recommendation

Visiting hours should be extended to weekends and evenings at all institutions, even if this necessitates hiring additional staff. Visiting areas should be substantially expanded, upgraded and remodeled.

Response

Steps have been taken to extend visiting hours at the various institutions. As indicated in the Department's February 1, 1973, response, architectural studies also were made of institutional visiting facilities. At present, work is progressing on expansion and improvement of visiting areas at the Marion Correctional Institution and the Ohio Reformatory for Women.

Recommendation

The Division of Correction should permit families to visit an inmate if they believe excessive force has been used against him. If they desire an outside physician to examine the prisoner, this must be granted without delay, in accordance with rules to be promulgated by the Division of Correction. Copies of all "Use Of Force" reports should be made available for inspection by the inmate's family or a designated representative.

Response

Copies of administrative regulations dealing with the use of force and subsequent action were included in the Department's February 1, 1973, response; they remain in effect.

Recommendation

We recommend that the Division of Correction apply for LEAA funds to establish a pilot project for transporting indigent wives, family, and parents to institutions from major metropolitan areas.

Response

Such transportation, though not provided through federal or state funding, is currently available, as detailed in the Department's response to a similar recommendation appearing on page 37 of this report.

Recommendation

It is recommended that legislation allowing home furloughs be proposed, one advantage of such a program being that relevant information can be given to the Parole Board on whether an inmate is ready for release.

Response

The Department redrafted the previously submitted House Bill 1149 dealing with home furloughs. The revised measure was introduced in the 110th General Assembly as House Bill 217 by Representative William Mallory. The bill was passed by the House of Representatives in May, 1973, by a vote of 84 to nine in an amended form acceptable to the Department. The bill has since been recommended for passage by the Senate Judiciary Committee and is presently awaiting action on the Senate floor.

Recommendation

The Task Force upholds the right of an inmate's attorney to visit him in strict privacy whenever requested, and recommends that such a policy be formally issued and enforced by the Central Office of the Division of Correction.

Response

The Department included in its February 1, 1973, response a copy of the administrative regulation dealing with attorney visits. The regulation was revised in August, 1973, to provide more specific procedures but was not substantially changed.

IV. Legal Aspects

Recommendation

It is recommended that a Legal Assistance Program be implemented by the Division of Correction as soon as possible.

Response

The Legal Assistance Program reported in the Department's February 1, 1973, response is no longer in operation. The program, operated by Capital University Law School, was terminated December 30, 1973. Due to budgetary constraints, the program could not be refunded at any satisfactory level, and negotiation of an acceptable agreement with the Law School was not possible. However, the Department continues to provide law libraries in each institution.

V. Procedures and Rules

Recommendation

1-6. A division-wide set of rules of conduct should be written, clearly specifying all offenses and punishments, and distributed to all institutional personnel and inmates.

Response

The Department indicated in its February 1, 1973, response that appropriate administrative regulations had been adopted and implemented regarding matters covered in the recommendations. They were contained in the previous response and remain in effect.

Recommendation

Inmate councils should be established at all correctional institutions.

Response

An administrative regulation calling for establishment of an inmate council at each institution has been adopted, and councils have appeared in various forms at most institutions, ranging from the elected council at some to the appointment of ad hoc groups at others.

Recommendation

Inmates who suffer sexual attacks and who ask for protection should be recommended for protective reassignment.

Response

The Department included in its February 1, 1973, response a copy of the administrative regulation providing for protective isolation. The regulation remains in effect.

Recommendation

When available, seminary students should be used to augment chaplaincy services.

Response

As was reported in the Department's February 1, 1973, response, a director of religious services has been appointed. Two administrative regulations became effective in July, 1973. They provide for making use of outside chaplain services on a contractual basis and give institutional chaplains responsibility to acquire outside chaplain assistance when necessary. As a result, seminary students have been used to augment chaplaincy services at various institutions, some on a contractual basis and others in volunteer programs arranged in cooperation with their seminaries. Future plans call for expanding cooperative programs between the Department and seminaries to enable students to assist the Department in meeting the religious needs of residents, as well as provide seminarians with valuable experience for which they may receive academic credit.

Recommendation

Inmate nurses should be removed from all hospitals and dispensaries in the Ohio system, and replaced with professional civilian nurses. Women nurses should be employed whenever possible. Medicine should only be given at a central drug center by an appropriately trained employee and be administered in liquid form as far as possible. No one subject to temptation, financial or otherwise, should have access to any drug.

Response

We basically agree with the recommendations, and plans are underway to change this situation totally. We have authorized positions for registered nurses and L.P.N.'s at all of our institutions. We are pleased to report registered nurses at Mansfield, Chillicothe Correctional Institute, Southern Ohio Correctional Facility, Marysville, and Marion. Positions have been approved for nurses at the remaining institutions. In July 1973 the Department established the Correctional Medical Center on the site of the old Ohio Penitentiary. At that time we established a table of organization that would involve 45 civilian medical staff which includes 13 RN's and 13 LPN's. All of these positions have been filled.

In order to alleviate the problems that are encountered with drugs being administered to professional staff, we are in the process of making contracts with local pharmacists at our institutions. In addition, we have had some discussion with the para-medical, which is the central laboratory for the State of Ohio, who have also agreed to serve in a consultant and advisory capacity in terms of administering the handling of drugs in all of our institutions.

Recommendation

Special diets and kitchens should be provided at each institution for those individuals whose religion forbids eating of certain foods.

Response

Existing facilities and financial constraints are among factors preventing full implementation of this recommendation; however, the Department, as reported in its February 1, 1973, response, is making efforts to meet the special dietary needs of certain religious groups to the extent feasible. Efforts have been made at the institutional level, frequently with the assistance of community groups, to provide residents with special food items, especially those required for observance of certain religious holy days.

Recommendation

In regard to the Muslim faith, we recommend that Islamic inmates should be permitted to proselytize among their fellow inmates.

Response

The Department continues to maintain the position stated in its February 1, 1973, response and reflected in existing administrative regulations that each resident and staff member has a right to believe and worship as he personally sees fit. Such a right includes that to hold to or change particular religious beliefs free of pressure. The Department has, through both volunteer and contractual arrangements, continued efforts to meet the specific religious needs of all faith groups, including Muslim.

ALTERNATIVES TO INCARCERATION

I. Probation and Parole

Recommendation

We recommend the addition of a parole officer level for advancement purposes in conjunction with salary increases.

Response

We have made a detailed proposal for parole officer upgrading and have submitted it to the Department of State Personnel for approval. It is a realistic plan designed to make parole officer salaries commensurate with salaries of other professionals and to provide a career ladder that will minimize job turnover and maximize career opportunities.

Recommendation

It is recommended that there be improvement in the overall working environment in local offices by application of modern management methods and in the improvement of physical working conditions. A professional management analysis of the operation of local offices would be most profitable.

Response

In January of 1973, the Adult Parole Authority moved into new and modern offices at 1050 Freeway Drive, North. This has improved morale considerably and undoubtedly increased production. In addition, we have expanded or modernized our offices in various districts throughout the state. In Akron, Ohio, our Parole Unit has moved into larger and newer quarters. New and expanded office space was provided for the Dayton Office, a subsidiary office was established in Columbus, three satellite offices were opened in Cleveland, new offices were opened in Youngstown, Canton, Elyria, and Chillicothe. Future plans call for expanded offices for the Cincinnati District in May of 1974; the remodeling of the Cleveland District Office in the Fall of 1974; and the enlargement of the Lima and Toledo Offices within a year.

Recommendation

We strongly recommend that the Adult Parole Authority cooperate fully with the State Bar Association in setting up seminars dealing with parole procedures and processes.

Response

We have met with academicians from Capital University Law School to structure definitive administrative orders for parole procedures and processes. They have been written and will be published in April, 1974.

Recommendation

In regard to the Parole Board and its operation, the Task Force recommends the following:

- (a) The current functions of the Parole Board should be re-appraised to ascertain new roles and a more effective use of the professional resources of the Board's membership.

Response

The Parole Board because of its heavy caseload (7,136 parole hearings) is limited on time. Nevertheless, the Board has instituted a unique training program permitting personnel to observe the functions of the Parole Board and the operation of an institution.

- (b) On a regular schedule, a vertical slice of our staff are permitted to view Parole Board hearings and deliberations as a matter of training and job enrichment. The Chairman of the Board briefs the observers before-hand and is available for questions afterward. Since the program began in August, 1973, 136 employees have participated in the experience.

The Parole Board should establish and publish guidelines defining what will constitute cause for continuance.

Response

The Adult Parole Authority has established and published a leaflet describing the parole hearing process that sets forth reasons for continuances. The Board also has a policy of informing each resident it hears of the Parole Board decision to parole or not to parole.

- (c) An inmate should be released at the expiration of his minimum term in the absence of compelling reasons to the contrary. There is no evidence that longer incarceration improves an inmate's chances for community success; there is abundant evidence that it does not. The burden of proof, after the minimum sentence has expired, should be upon the Parole Board to show why he should not be released.

Response

The Parole Board has always tried to determine the optimum time for release and in the absence of compelling reasons to the contrary released inmates after they have served minimum terms. However, in the aftermath of the McKee Case, the reformatory minimums will be substantially increased. In counterbalance, Shock Parole and the Furlough Program will help the Parole Board to minimize this negative effect. It should be noted that prison commitments are increasing annually, totaling 5,113 in 1973 alone, the highest number in nineteen years. The Parole Board paroles at least 56 percent of those eligible for parole.

- (d) It is recommended that an inmate have access to information in his file bearing on his parole hearing (except information the Parole Board deems potentially detrimental to the inmate's adjustment), in order that he may be able to intelligently respond to inquiries of the Parole Board regarding the contents of his file.

Response

The Parole Board cannot possibly comply with this recommendation because of the sheer volume of its work and the logistical problems involved. However, the Parole Board does respond to inquiries of all inmates at the time of the hearing and subsequently by mail.

- (e) We recommend that the Parole Board advise inmates of their decision for continuance, explicitly setting forth their reasons for the denial in writing as soon as possible.

Response

The Parole Board has and will continue to advise inmates of reasons for continuations.

- (f) Parole Board hearings should be subject to the Administrative Procedure Act, which provides for review and appeal.

Response

This recommendation is not economically or practicably feasible.

- (g) The institution Parole Officer should participate at parole hearings, counsel with the inmates afterwards, discuss parole decisions with them, and follow-through on program recommendations.

Response

Institutional parole officers per se have been abolished. Inmates now have a variety of counseling resources available to them from the institution staff.

- (h) The Citizens' Advisory Board, inmate advocates, and ombudsmen should have unrestricted access to parole board hearings and records.

Response

Ombudsmen do have access to Parole Board records. The newly appointed Citizens Advisory Board by virtue of its executive sanction also has access to the Parole Board and such records. The Parole Board panel interviews may be observed as outlined in - (a)

- (i) Properly accredited council is always permitted access to Parole Board proceedings in accordance with the guidelines covering review hearings.

The media, the citizenry, civic groups, researchers, and others who, in the judgement of the Department, show professional or legitimate interest have access to Parole Board hearings and records per the prescribed guidelines and safeguards dictated by professional standards and legal restraints.

Recommendation

It is recommended that parole violation hearings be conducted in the city or locality where the reported violation occurred--where the witnesses and evidence are accessible to both sides. The quantum of proof should be at least "clear and convincing proof" and the parolee shall have the rights to retain counsel and to call witnesses. Where it is determined by the Adult Parole Authority that the parolee's return to the institution is warranted, the parolee shall be so notified in writing before re-institutionalization. The notice shall state with specificity the reasons for his return; all decisions on parole board hearings shall be appealable as a matter of right.

Response

Parole violation hearings are conducted in the city or locality where the reported violation occurred and the other provisions dictated by recent legal decisions (e.g. -- Morrissey, Scarpelli, etc.) are observed.

Recommendation

We recommend that a special Cleveland demonstration project be established, designed to deliver more adequate direct correction services in the face of problems of an urban-crisis community through an innovative program.

Response

Thanks to impact cities money, three satellite parole offices have been established in Cleveland in an effort to deliver more effective correctional services. These offices are a global approach to corrections and include collaboration with city and county correctional agencies.

Recommendation

We recommend the following as does the National Council on Crime and Delinquency in their appended report:

- A. a. Use of individual treatment plans and parole supervision.
- b. Contracting for services of private agencies to implement treatment goals.
- c. Employing staff specialists with specific skills and training to work with specialized caseloads.
- d. Simple research to test effectiveness of policy changes and innovative programs.

Response

- a. Individual treatment plans and specialized parole supervision programs have long been a practice in the Adult Parole Authority. We have a specialized services coordinator at work developing a variety of programs to include narcotic abuse and alcoholism.
- b. Contracting for services with private agencies, however commendable, is precluded by economic constraints.
- c. We have a Director of Specialized Treatment who is working to implement this recommendation.
- d. At the Adult Parole Authority we have and will continue to evaluate programs and policies within the limits of our research capability.

II. Community-Based Services

Recommendation

We recommend that the Division of Correction adopt the standards for community-based treatment centers as prescribed by the American Correctional Association.

Response

In 1971 the Adult Parole Authority conducted an agency evaluation of its community-based treatment centers based on the American Correctional Association standards. The evaluation showed compliance with 85.2 percent of the prescribed standards. Adoption of the standards is obvious by the application of the evaluation. Support of the American Correctional Association by the Department is amply evident through memberships and offices held by Ohio Correctional employees.

Recommendation

Small community-based correction centers should be established in which training may be given nearer the individual's home in existing community facilities.

Response

Plans were made to organize and operate three community correctional centers that would implement this recommendation in 1973. However, financial readjustments forced postponement.

Recommendation

We strongly urge the Courts of Common Pleas to use local community-based correctional treatment facilities as an alternative to institutional commitment. We further urge the Adult Parole Authority to use such facilities as a condition of parole.

Response

The Adult Parole Authority's Probation Development Section works closely with court jurisdictions in 52 counties. Personnel in the section make recommendations to judges to use community resources as an alternative to commitment.

The Parole Board specifies the use of such facilities as a condition of parole in cases where they believe it is necessary.

I. Miscellaneous

Recommendation

We recommend that the Division of Correction make every effort to minimize the isolation of the institution at Lucasville by:

- a). Establishing a shuttle service from northern Ohio cities to Lucasville to transport visitors and employees to the institution, as well as a shuttle service between Lucasville and the institution.
- b). Building low-cost lodgings adjacent to the institution for families who wish to stay overnight.

Response

- a, & b,) The Department of Rehabilitation and Correction has taken steps to minimize the isolation of the Southern Ohio Correctional Facility. Meetings were held with several interest groups willing to provide bus transportation from northern Ohio cities to the facility, and such transportation is now being provided the families of inmates from several cities, including Cleveland, Dayton, Toledo and Columbus. The transportation is provided at no cost to the State on a monthly and, in some cases, a twice-monthly basis. In addition, the facility continues to provide shuttle service from Lucasville and several points in Portsmouth to the institution on a daily basis.

The matter of building low-cost housing near the facility has been explored by various private interest groups who have met with the Department from time to time. Nothing tangible has resulted from these discussions so far, however, and there remains the fact that the Department has problems with the feasibility of this recommendation; however, it would not oppose any realistic plans regarding the concept.

Recommendation

- c) Giving consideration to assigning men who are from northern Ohio to Marion or London, rather than to Lucasville, unless program needs take precedence over facilitating family visiting.

Response

A primary goal of the Department, as stated in its February 1, 1973, response is to classify and reorganize institutional facilities into functional units in order to program more effectively for individual resident needs and eliminate unnecessary duplication. Consequently, geographical assignment of residents cannot be the only criteria for assignment of residents, and program needs may take precedence over visitation.

Recommendation

It is recommended that the Ohio Youth Commission be charged with the responsibility of housing all youthful offenders, including those now housed in the "separate" facility at the Ohio State Reformatory.

Response

Plans to close the Mansfield Youth Center are proceeding. All but about 25 juvenile offenders housed at the facility have been transferred to facilities operated by the Ohio Youth Commission. In addition, Amended Senate Bill 324, an administration-sponsored measure, was passed by the 110th General Assembly and became law in November, 1973. The bill repealed the previous statutory authority of juvenile courts to commit delinquent youths to adult correctional institutions operated by the Department.

Recommendation

We recommend the creation of an on-going Citizens' Advisory Board to the Division of Correction, appointed by the Governor, with members representing a cross-section of the community, in order to bring a more dynamic, objective approach to the problem of control and treatment of the offender. Appointments should be staggered and should be for a period of four years. Consideration should be given to "specialized advisory committees" to advise and assist the various institutions and divisions of the proposed Department of Correction.

Response

On February 7, 1974, Governor Gilligan signed an executive order creating a seven-member Advisory Panel to the Governor for Rehabilitation and Correction to advise on the effectiveness of the State's penal and rehabilitative programs. The panel members represent a cross-section of the community and were appointed to staggered terms ranging from one to five years. The panel has begun meeting with officials of the Department, who have pledged their full cooperation in assisting the panel to perform the functions detailed in the Governor's executive order.

Recommendation

The Task Force recommends that state-assisted universities establish centers for the study of crime and delinquency.

Response

As indicated in the February 1, 1973, response, the Department concurs with this recommendation and remains ready to assist in the establishment of such centers as detailed in the previous response.

Recommendation

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