TO: Nicholas Menedis, Chief Human Resources Officer  
Ohio Department of Administrative Services  
Human Resources Division

FROM: Gary C Mohr, Director  
Ohio Department of Rehabilitation and Correction

THROUGH: Alan Lazaroff, Chief  
Bureau of Labor Relations  
Ohio Department of Rehabilitation and Correction

DATE: June 28, 2011

RE: 2011 Reorganization and Abolishment Plan

Pursuant to Chapter 123:1-41 of the Ohio Administrative Code and the respective labor agreements, the Ohio Department of Rehabilitation and Correction (ODRC) is requesting authorization to conduct job abolishment. This action is necessary in order to meet budgetary limitations placed on the agency that will result in a deficiency in funding needed to maintain current levels of staffing and operation for the next biennium. The allocated funding for ODRC in the Executive Budget for FY 2012/2013 as introduced in the legislature is in excess of $188 million dollars lower than the amount necessary to continue current operations over the FY 2012/2013 biennium. The budgetary shortfall will impact the funding of operations and programs within the agency.

The reduction in workforce, resulting from the FY 2012 and FY 2013 budgetary deficiency, is necessary for the following reasons:

- Reasons of economy by eliminating the salary and benefit costs associated with 1135 encumbered positions within DRC.

The abolishment of exempt and bargaining unit positions and the associated layoffs are projected to be effective on December 31, 2011.
The Ohio Department of Rehabilitation and Correction

ODRC is a multifaceted criminal justice agency serving all 88 counties in Ohio. The core mission of ODRC is commitment to rehabilitation and successful reentry into society by ensuring that adult felony offenders are effectively supervised in environments that are safe, humane and appropriately secure. Across the state of Ohio, ODRC operates adult correctional institutions and facilities, provides for the supervision of individuals released from incarceration and offenders sentenced to community sanctions. Across the enterprise, ODRC employs approximately 13,000 corrections professionals in a variety of classifications and professions dedicated to this mission.

The population of offenders incarcerated in ODRC prisons is approximately 51,000. ODRC confines adult male and female inmates in institutions and facilities of varying security levels; from minimum-security facilities and “camps” for non-violent offenders to maximum security and “supermax” prisons confining the most dangerous inmates. In addition to its adult population, ODRC provides for the incarceration of youthful offenders ages 14 – 17 who have been sentenced as adults. ODRC currently has 31 institutions, two of which are required by statute to be privately operated prisons. While ensuring public safety with appropriately secure correctional facilities, ODRC provides a wide range of programs and treatment designed to reduce inmate recidivism and prepare offenders for reentry to society. Additionally, ODRC is responsible for providing medical and mental health services to all inmates requiring treatment and operates facilities for the acute and chronic mental health treatment and long-term medical care of inmates.

The Division of Parole and Community Services (DPCS) is the primary component of ODRC responsible for public safety outside of Ohio’s prisons. DPCS provides for the supervision of approximately 26,000 offenders in Ohio communities. DPCS offers a wide range of services to offenders, criminal justice partners and citizens through its Adult Parole Authority (APA), Bureau of Community Sanctions and Office of Victim Services. The APA is statutorily obligated to ensure community safety under Chapter 5149 of the Ohio Revised Code. The APA is responsible for authorizing eligible offender release from incarceration and supervising adult felony inmates returning to local communities from prison and the Interstate Compact. The Bureau of Community Sanctions funds, develops and enhances community corrections programs for sanctioning and treating offenders in the community. The Office of Victim Services serves as the agency link with the victims of crime regarding inmates incarcerated in ODRC prisons and offenders under DPCS supervision.
ODRC BUDGET

The nation’s ongoing economic recession and slow recovery, coupled with continued high unemployment and ballooning health care costs, are having an extraordinarily negative impact on the revenue available to the state of Ohio. The state will experience in the FY2012 & FY2013 biennium an 8.6 billion-dollar deficit of the necessary revenue required to maintain the current level of service delivery. The economic climate in Ohio has required that state agencies adapt to reductions in General Revenue Appropriations as state revenues fail to keep pace with current costs of services.

With dwindling revenue streams and ever increasing costs of basic resources, ODRC is not immune to the impact of the nation’s and Ohio’s current economic crises. In the last biennial budget, ODRC received approximately $287 million dollars in one-time federal stimulus funds to supplement available funding sources. However, for the next biennial budget, those stimulus funds will not be available; as a result, ODRC will have to rely solely upon available funding sources when budgeting for operations. The Office of Budget and Management (OBM) is projecting the Executive Budget for FY 2012 and 2013 will represent at least an $8.6 billion deficit from current funding levels for state agencies relying on GRF funding. As a result of this revenue shortfall, OBM has determined ODRC will have to budget for a reduction in GRF expenditures in the next biennium. This reduction will be in excess of $188 million below estimated continuation costs for maintaining current operations within appropriations. For the first year of the upcoming biennium, this reduction represents the fifth largest budget cut to a state correctional agency in the nation.¹

Cost Savings Efforts
The ODRC has approached these budgetary limitations by examining its operations, reducing costs and reorganizing wherever possible. The following are some of those cost saving efforts the Department has or will implement towards that end:

- Reorganizing and reducing annual training hours of agency Special Operations teams
- Reductions in contracted inmate dental services
- Reducing the inmate meal cycle and eliminating flavored beverages
- Solely utilizing the Ohio Department of Mental Health for inmate pharmaceutical needs
- Converting the medical services at the Noble Correctional Institution from privately contracted to civil service employees (non-allied medical professions)
- Closing camps at the following locations: London Correctional Institution, Ross Correctional Institution and Toledo Correctional Institution
- Utilizing Mail Clerk Screeners classification in the place of correction officer positions in prison mail rooms

¹ Survey conducted by the National Governors Association and the National Association of State Budget Officers, as reported in the Columbus Dispatch, June 3, 2011.
The following chart represents the estimated savings from cost savings efforts that the agency has made and will make in response to a projected budgetary shortfall over the FY 2012/2013 biennium:

<table>
<thead>
<tr>
<th>Cost Saving Efforts</th>
<th>Estimated Biennial Savings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Special Operations Teams</td>
<td>$ 800,768</td>
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<tr>
<td>Dental Services</td>
<td>$ 1,200,000</td>
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<tr>
<td>Meal Cycle/Beverage</td>
<td>$ 4,000,000</td>
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<tr>
<td>Pharmacy</td>
<td>$ 2,000,000</td>
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<tr>
<td>NCI Civil Service Medical Conversion</td>
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<td>London Camp Closure</td>
<td>$ 3,228,342</td>
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<td>Ross Camp Closure</td>
<td>$ 3,757,714</td>
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<tr>
<td>Toledo Camp Closure</td>
<td>$ 2,963,656</td>
</tr>
<tr>
<td>Mail Clerk Screeners</td>
<td>$ 3,223,000</td>
</tr>
</tbody>
</table>

**Total Estimated ODRC Cost Savings for FY 2012/2013**  
$24,673,480

On March 15, 2011, ODRC submitted a reorganization plan to the Department of Administrative Services. This plan called for the reduction of 171 encumbered positions throughout the agency as a first step in response to projected budgetary reductions for the next biennium. Agency reorganization and reductions in positions will be effective on July 16, 2011, and along with cost savings efforts, are anticipated to save the agency in excess of $26 million. Unfortunately, the accumulation of savings from all of these efforts will not reduce agency expenditures to the level needed to meet the proposed funding allocation for the next biennium that is pending in the legislature. ODRC faces significant fiscal difficulties. In order for ODRC to meet its statutory obligations to public safety in the face of Ohio’s unprecedented fiscal crises, it will be forced to make additional reductions in operations, services and staffing.

**Determination of positions to be abolished: Rationale**

In spite of significant staffing reductions in the recent past, further staffing reductions will be necessary in order for ODRC to carry out its mission in the next biennium. ODRC must abolish positions in response to the fiscal limitations of the FY2012/2013 biennial Executive Budget. ODRC has determined that in order to meet its obligations to the citizens of Ohio and maintain current and expected increasing levels of inmate populations within prisons and offender caseloads within DPCS, it must focus available resources on its core functions: operating a unified and cohesive correctional system for Ohio offenders dedicated to rehabilitation and successful reentry into society, providing safe and secure prisons and ensuring effective community supervision of offenders. ODRC will refocus its available resources and meet its obligations in two ways: One, by reorganizing wherever possible the components of the enterprise directly carrying out
the core functions of the agency and reducing or eliminating operations and services not directly supporting those core functions; and two, creating a blended system of public and private prison operations by implementing an unprecedented plan to sell five prison properties and outsource the operation of those prisons to private operators in order to realize an immediate infusion of revenue into state coffers and to gain long term operational savings. These reorganizational efforts for reasons of economy will necessarily result in a reduction in staff.

The specific reorganization efforts outlined below will not resolve the agency's anticipated budgetary shortfall for the next biennium, but it will be the next step in response to the current fiscal realities facing the state. These immediate cost savings efforts and reorganization will enable the agency to continue addressing the extraordinary budgetary challenges over the biennium. The following represents the basis for abolishment as a result of the agency's reorganization efforts for reasons of economy within the Office of Prisons, the Office of Offender Reentry and the Operation Support Center.

Office of Prisons

The Office of Prisons (OOP) is the component of ODRC responsible for providing administrative oversight of the agency's prisons. It is comprised of two deputy directors, referred to as "regional directors" and various administrative personnel. OOP is tasked with providing support to the state's prisons – both publically and privately operated - to ensure those prisons can function in a safe and secure manner while providing value to the tax payers and meaningful and humane rehabilitative incarceration of inmates. OOP provides support services to the prisons in the areas of security, inmate classification, critical incident management and response, security threat group identification and tracking, unit management administration, inmate medical services, correctional food service, and coordination of inmate transportation. OOP is making the following efforts to reorganize for reasons of economy:

Sell and Privatize Three Packaged Prison Sites – GCI/NCCI
OOP is selling and privatizing three packaged prison sites. OOP is selling two state run prisons, two privately run prisons owned by the State of Ohio and housing Ohio inmates, and one empty prison through the competitive bidding process. By selling and privatizing the three packaged prison sites, the agency expects to realize $200 million from the sale and a minimum five percent annual savings in operating costs of the privately run facilities in accordance with state law. The purchaser or purchasers of these prison properties will be required to maintain an adequate staff of non-state
employees and to operate the prisons in accordance with State of Ohio laws and ODRC regulations and policies. The purchaser(s) will be required to incarcerate Ohio inmates in these facilities under a contract with the State of Ohio and ODRC. The following three individual offerings or any combination thereof is being offered for sale: 1) Lake Erie Correctional Institution (LaECI); 2) Grafton Correctional Institution (GCI) and North Coast Treatment Facility (NCCTF); 3) North Central Correctional Institution (NCCI) and the North Central Correctional Institution Camp (NCCI Camp), formally known as the Marion Juvenile Correctional Facility.

Specific information on each of the sites:

**Lake Erie Correctional Institution**
OOP is offering for sale an approximately 119 acre tract of real estate in the City of Conneaut, Ashtabula County. LaECI is located on this real estate containing 50 acres. The Lake Erie Correctional Institution (LaECI) is a minimum to medium security, privately operated adult correctional institution housing approximately 1,515 Ohio inmates. It is currently operated and managed by the Management and Training Corporation. The facility opened in 2000. LaECI employs approximately 271 staff members; approximately 168 of them are security staff. The average operating budget for FY11 is $25,296,126. The average daily cost per inmate is $46.38.

**Grafton Correctional Institution**
OOP is offering to sell an approximately 319 acre tract of real estate in the Village of Grafton, Lorain County. The following two (2) correctional facilities are located on this real estate: GCI Compound which includes 50 acres and the NCCTF Compound which includes 100 acres. The Grafton Correctional Institution (GCI) is a minimum to medium security, publically operated adult correctional institution housing approximately 1531 Ohio inmates. The facility opened in 1988. GCI employs approximately 361 staff members; approximately 190 of them are security staff. The average operating budget for FY11 is $28,122,245. The average daily cost per inmate is $57.58.

➢ As a result of the sale of GCI and the outsourcing of operations for reasons of economy, 328 state positions will be abolished.

**The North Coast Correctional Treatment Facility**
The North Coast Correctional Treatment Facility (NCCTF) is a minimum security, privately operated adult correctional institution housing approximately 698 inmates. It is currently operated and managed by the Management and Training Corporation. The facility opened in 2000. NCCTF employs approximately 175 staff members; approximately 116 of them are security staff. The average operating budget for FY11 is $14,962,645. The average daily cost per inmate is $59.60.
North Central Correctional Institution
OOP is offering to sell an approximately 258 acre tract of real estate in the City of Marion, Marion County. The following two (2) correctional facilities are located on this real estate: NCCI Compound which includes 55 acres and NCCI Camp Compound which includes 33 acres.
The North Central Correctional Institution (NCCI) is a minimum to medium security, publically operated adult correctional institution housing approximately 2,236 inmates. The facility opened in 1994. NCCI employees approximately 410 staff members; approximately 250 of them are security staff. The average operating budget for FY11 is $33,277,490. The average daily cost per inmate is $45.03.

➢ As a result of the sale of NCCI and the outsourcing of operations for reasons of economy, 389 state positions will be abolished.

The North Central Correctional Institution Camp
The North Central Correctional Institution Camp, formally known as the Marion Juvenile Correctional Facility is currently closed. The facility contains 12 housing units, which can hold approximately 480 beds.

Blended Correctional System
As a corollary to the sale of prison properties and private operation of those prisons, it is necessary to achieve a blended system of public and private operations and public and private correctional professionals in order to provide continuity of inmate incarceration and rehabilitative efforts. That blended systems includes standardized procedures, policies, and accountability measures to ensure inmates incarcerated at a privately operated prison receive the same programming, treatment and access to resources as other inmates in ODRC prisons. ODRC will ensure this in various ways, which do not directly contribute to reorganization cost savings. Specifically ODRC will do the following:

• ODRC will post a civil servant at each privately operated prison to monitor and ensure operator accountability and compliance with procedures and policies.

• ODRC will ensure accurate inmate conviction and sentencing records and the maintenance of those records by maintaining a civil service staff in Inmate Records Offices at privately operated prisons.

• ODRC will post a civil servant (Infrastructure Specialist 2 classification) at GCI to provide information technology support for the integrated computer systems used by both the agency and private operators. The Infrastructure Specialist 2 at the Marion Correctional Institution will provide the same service to the NCCI/NCCI Camp complex.
ODRC will require the private operator or operators successfully acquiring
the prison properties and corresponding contracts for incarcerating Ohio inmates
to send their employees to the ODRC Corrections Training Academy (CTA) for
pre-service training and various follow up in-service courses. In order to achieve
continuity and standardization throughout the blended system, the staffs of both
the public and private operations must experience the same pre-service and in-
service training. CTA serves as the staff training academy for pre-service and in-
service training. All ODRC employees must successfully complete pre-service
training at CTA before entering correctional service. ODRC currently employs
Training Officers at CTA who are utilized to provide pre-service and in-service
training to ODRC state employees. These Training Officers are unionized and
represented by OCSEA AFSCME Local 11. The current collective bargaining
agreement between the State of Ohio and OCSEA expressly prohibits the use of
bargaining unit members to train contract workers, such as those who will be
employed by the private operators of the GCI and NCCI complexes and LaECI.2
Due to the financial limitations of the next biennial budget, it is impossible to
employ a separate cadre of non-unionized personnel for the training of contract
workers. As a result of the reorganization for reasons of economy leading to the
contracting of prison operations and a blended system of state and private
Correctional employees, it will be necessary to abolish the Training Officer
positions at CTA and utilize classifications that will meet the agency's new staff
training needs. Specifically, the following will occur:

> Abolish seven (7) Training Officer positions assigned to CTA.

In addition to the anticipated $200 million in additional revenue generated from the sale
of these properties, it is estimated the outsourcing of prison operations for the
incarceration of Ohio inmates to a private operator, will result in a total savings of nearly
$7 million dollars over the biennium.

Allen Correctional Institution and Oakwood Correctional Facility Consolidation
OOP is reorganizing for reasons of economy the operations of the neighboring Allen
Correctional Institution (ACI) and Oakwood Correctional Facility (OCF). By consolidating
the administrative, supervisory and line staffs, as well as the various support services of
both locations into one operation, the agency will realize significant financial savings.
ACI is a Medium Security facility housing approximately 1,350 inmates. The
institution provides various services to general population inmates and also operates a
Residential Treatment Unit for inmates diagnosed with serious mental health conditions.
The operating budget for ACI is approximately $27 million annually.

2Article 39.01 of the 2009 – 2012 Contract between the State of Ohio and the Ohio Civil Service
Employees Association; amplified by arbitration decision (OCB# 1445), 27-01-000323-0148-01-14,
Rehabilitation and Correction and OCSEA, Arbitrator Nelson, July 7, 2000
OCF is a commissioned hospital operated by DRC for the care of seriously mentally ill inmates from other state prisons. OCF treats inmates for whom mental health services provided at other prisons is insufficient to treat their conditions. The operating budget for OCF is approximately $20 million annually.

During ODRC reorganization efforts in 2008, the administrative staffs of ACI and OCF were consolidated. As a result, one administrative staff, headed by a warden, was created with responsibility for, and oversight of, the two distinct prisons. Although numerous administrative positions were abolished, the two prisons remained independent entities. However, the economic circumstances existing now will force the agency to create one comprehensive correctional entity from both facilities. The Bureau of Mental Health Services, in coordination with OOP, will decommit OCF as a hospital (full Bureau of Mental Health Services reorganization plans are addressed elsewhere in this Rationale). This will allow OOP to change the mission of OCF from a mental health facility to a non-specialized correctional facility and operate it in a manner consistent with prison operations elsewhere in the state. OCF will no longer be a stand-alone facility, but will be a fully integrated component of ACI. The OCF mission change is providing the agency an opportunity to realize various staffing and resources economies and gain significant savings by consolidating all aspects of ACI and OCF, including one consolidated staff.*

➤ As a result of this reorganization for reasons of economy, seventeen (17) positions between both locations will be abolished (see attachment).

Franklin Pre-Release Center and Corrections Medical Center Consolidation

OOP is reorganizing for reasons of economy the operations of the neighboring Corrections Medical Center (CMC) and the Franklin Pre-Release Center (FPRC). By consolidating the administrative, supervisory and line staffs, as well as the various support services of both locations into one operation, the agency will realize significant financial savings.

CMC is a dedicated hospital for short and long term, chronic, and acute care of inmates from throughout the ODRC prison system. It houses inmates from all security levels and acts as a "hub" for the transportation of inmates from across the system for both medical treatment and transfer purposes. The operating budget for CMC is approximately $36 million annually.

FPRC is a Minimum/Medium security prison and it is one of three prison operated exclusively for the incarceration and rehabilitation of female inmates. FPRC houses approximately 469 inmates and provides a variety of education and work programs as well as a substance abuse residential treatment unit. The operating budget for FPRC is approximately $11 million annually.

During ODRC reorganization efforts in 2008, the administration of CMC was placed directly under the Bureau of Medical Services (BOMS) at the ODRC Operation Support Center (formerly Central Office). This resulted in the Bureau Chief of BOMS becoming the appointing authority for CMC, the warden position at CMC being
eliminated, and consolidation of some administrative staff positions between CMC and FPRC. But both prisons operated as fully separate and independent entities. However, the current demands of the biennial budget will force OOP to reorganize and consolidation all aspects of the operations of both CMC and FPRC and create one prison from both sites. The consolidated prison will have one warden and one completely combined staff. This reorganization for reasons of economy will allow DRC to realize significant savings towards the budgetary demands of the next biennium by consolidating all aspects of the operations of both CMC and FPRC, including one consolidated staff.*

➤ As a result of this reorganization for reasons of economy, twenty-seven (27) positions between both locations will be abolished (see attachment).

*It is estimated the consolidation of ACI and OCF and the consolidation of CMC and FPRC will result in a total savings in excess of $6 million dollars over the biennium.

ACA Coordinators
OOP is reorganizing for reasons of economy the manner in which it ensures compliance with nationally recognized standards of appropriate prison operation. Although ODRC will continue to adhere to national standards for operating correctional facilities, it is forced to do so by reducing the staff assigned the various duties related to compliance with American Correctional Association (ACA) standards and monitoring and coordinating prison ACA accreditation efforts. There are currently nine (9) prisons identified with a position designated as the “ACA Coordinator” or “ACA Manager.” These positions are dedicated to monitoring and coordinating prison ACA accreditation efforts. OOP will discontinue authorizing the assignment of a staff member at agency prisons exclusively for this purpose. OOP will reassign those duties as necessary and where appropriate to other positions. It is estimated the abolishment of ACA positions will result in a biennial savings of over $1.3 million.

As a result of the reorganization for reasons of economy the following positions will be abolished in specific prisons across the agency:

➤ Seven (7) Administrative 3 positions
➤ One (1) Correction Warden Assistant 1 position
➤ One (1) Management Analyst Supervisor 1 position

The Bureau of Medical Services
The OOP provides medical services to inmates in all correctional institutions and facilities. The Bureau of Medical Services (BOMS) is responsible for ensuring appropriate health care is provided to the inmate population through the coordination of medical services and ensuring compliance with all applicable standards of health care. In order to meet budgetary limitations placed on the agency in FY 2012/2013, ODRC is reorganizing for reasons of economy the manner by which it provides medical services
to inmates within agency prisons. OOP is, through BOMS, making the following efforts to reorganize for reasons of economy throughout the agency:

➢ Contracting Allied Medical Positions to Private Vendor(s)

ODRC will contract with a private vendor or vendors for the services performed by the allied medical professions and will also contract for clerical support services in medical areas. The positions considered to fall under the umbrella of allied medical professions include, but are not limited to: hospital aides, radiographers, pharmacy technicians, health information technicians, laboratory technicians, therapy aides, and phlebotomists. ODRC currently utilizes employees in both secretary and office assistant positions to perform clerical duties in prison medical service areas across the agency. The private vendor or vendors will be required to provide non-state employees at agency prisons to perform these medical services and clerical functions. This will result in the abolishment of state positions throughout the agency (see attachment). It is estimated the contracting of allied medical and clerical functions will result in a biennial savings of over $3 million dollars.

➢ Discontinue Utilizing the Nurse 2 Classification

ODRC will discontinue utilizing the Nurse 2 classification as one of the many classifications providing medical services within prisons. The agency is under no obligation to use this classification and the agency will realize significant savings by abolishing these positions. These positions do provide patient care and in order to ensure consistency of patient care and to maintain a nurse-to-inmate ratio in accordance with a previous civil consent decree (Fussell), a corresponding number of Nurse 1 positions will be created to offset the abolishment of Nurse 2 positions. In all, 53 Nurse 2 positions will be abolished (see attachment). It is estimated the biennial savings associated with abolishing Nurse 2 positions throughout the agency will be $750,000.

Elimination of 3rd Deputy Warden Position at the Ohio Reformatory for Women and at Allen Correctional Institution/Oakwood Correctional Facility.

OOP will reduce the number of deputy wardens from three (3) to two (2) at the Ohio Reformatory for Women (ORW) and the consolidated Allen Correctional Institution/Oakwood Correctional Facility (ACI/OCF), respectively. This will result in a standardized allocation of deputy wardens at Ohio prisons.

During ODRC reorganization efforts in 2008, the agency eliminated a deputy warden position at most prisons, resulting in a standardized table of organization of one warden and two deputy wardens per prison, with the exception of two locations. ORW was one of those exceptions. Due to the specialized nature of the facility - being the only agency facility exclusively incarcerating all security levels of female inmates, ranging from prison-system reception to death row - it was at the time determined necessary to maintain the traditional three-deputy warden model of administration. Likewise, in 2008, it was determined that the specialized nature and the consolidated
administrative staff of the ACI and OCF complex (detailed previously), required a third deputy warden be left in place. Today, however, due to the magnitude of budgetary reductions and operational changes affecting both ORW and ACI/OCF, it is impossible to maintain these additional deputy wardens. As a result one (1) deputy warden at ORW and one (1) deputy warden at ACI/OCF will be reduced. These are unclassified positions and the identified incumbents will have their unclassified appointments revoked as a result of this reorganization. It is estimated the elimination of a third deputy warden at ORW and ACI/OCF will result in a biennial savings of over $270,000.³

**Closing Farm Operations**

The OOP, in conjunction with the Office of Administration, will close the farming operations at both the Southern Ohio Correctional Facility (SOCF) and Grafton Correctional Institutional (GCI). The agency will realize savings through operating fewer farming operations and employing fewer employees. The staff positions assigned to farming operations will be abolished. The positions abolished as a result of the selling of the Grafton Correctional Institution to a private operator include the abolishment of farm positions. The closing of the farm operations at the Southern Ohio Correctional Facility will result in the abolishment of one (1) Correctional Farm Supervisor position; one (1) Correctional Farm Assistant Supervisor; and three (3) Correctional Farm Coordinator positions. It is estimated the closing of the SOCF and GCI farms will result in a biennial savings of over $1.5 million.

<table>
<thead>
<tr>
<th>Estimated FY 2012-2013 Savings from OOP Reorganization</th>
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<tr>
<td>Sell/Privatize Prisons</td>
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<tr>
<td>Prison Consolidation</td>
<td>$ 6,000,000</td>
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<td>ACA Coordinators</td>
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<td>Allied Medical/Clerical Positions</td>
<td>$ 3,291,005</td>
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<td>Discontinuing Utilizing Nurse 2 Classification</td>
<td>$ 750,000</td>
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<td>Third Deputy Warden Positions</td>
<td>$ 272,409</td>
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<tr>
<td>Farm Closures</td>
<td>$ 1,534,329</td>
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<tr>
<td><strong>OOP Total Savings</strong></td>
<td><strong>$ 20,212,743</strong></td>
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</tbody>
</table>

³The affected employees may have a right to fall back to a position in the classified service. In order to realize savings from reorganization for reasons of economy, those classified positions will ultimately be abolished not as part of reorganization efforts, but in response to civil service/administrative regulations regarding unclassified fall back rights.
Operation Support Center

Operation Support Center (OSC) serves as the agency headquarters for ODRC. OSC staff provide various support services to both internal and external customers and administrative and functional support of operations within prisons and in communities. Located near downtown Columbus, Ohio, in office space leased on West Broad Street, the building houses the Director's Office and various divisions of the agency; including the Division of Parole and Community Services, the Office of Human Resources, the Office of Administration, the Office of Prisons, and the Office of Policy and Reentry. In light of the unprecedented budgetary challenges facing the agency as a whole, ODRC has determined OSC will not be immune from reductions being experienced by those it supports. Therefore, ODRC will reorganize for reasons of economy and reduce OSC staff by 20%. Respective divisions and offices within the agency have identified specific areas within OSC to be reorganized and staffing reduced. The following represents changes in OSC operations and services that will be made and the associated abolishment of positions to occur.

The ODRC Office of Administration
The ODRC Office of Administration (OOA) is responsible for the activities of several bureaus dedicated to the business, fiscal and maintenance support of the agency. The Office of Administration prepares and monitors the Department's budget and coordinates fiscal operations; the Bureau of Internal Audits and Accounting Control performs fiscal audits on all grants and institution operations and coordinates the Internal Accounting Control Procedures for the Department; the Bureau of Construction, Activation and Maintenance plans and facilitates new construction and renovation projects for the Department; the Bureau of Research and Evaluation provides information for criminal justice policy makers within and outside the agency; the Bureau of Information Technology plans and maintains the agency's computer technology and communications efforts; and the Ohio Penal Industries provides industrial training opportunities to Ohio inmates. OOA is making the following efforts to reorganize for reasons of economy its operations within OCS:

➢ OOA will reorganize for reasons of economy the Fiscal Audits section. In order to meet budgetary limitations, OOA has implemented a process change allowing for the fiscal auditing of institutions to be less in-depth than in the past. This process will allow for less staffing across the agency dedicated to this auditing function. As a result, one (1) External Auditor 3 position will be abolished.
➢ OOA will reorganize for reasons of economy the Accounts Payable and Revenue Management section. In order to eliminate redundant supervision of account clerks and eliminate duplication of duties between functional units, two management positions dedicated to accounts payable will be abolished; specifically, one (1) Fiscal Officer 1 position and one (1) Administrative Officer 1 position will be abolished. Additionally, one level of management associated with equipment inventory and mailroom operations will be eliminated resulting in the abolishment of one (1) Administrative Assistant 3 position.

➢ OOA will reorganize for reasons of economy the Budget section of its operations. The Grants Administration component of the Budget section will be reduced in order to meet budgetary constraints. Specifically, this reduction will result in the abolishment of one (1) Fiscal Specialist 1 position.

➢ OOA will reorganize for reasons of economy the management support functions within the Ohio Penal Industries (OPI) headquartered at OSC as part of the overall 20% staff reduction at OSC. Specifically, this reduction will result in the revocation of the unclassified appointment of one (1) Administrative Assistant 4 position.

➢ OOA will reorganize for reasons of economy The Bureau of Research and Evaluation. The Bureau employs a staff of researchers, specialists and support staff. Due to budgetary limitations, the Bureau will eliminate the administrative support of researchers and reduce redundant duties related to interviewing inmates, maintaining databases and creating reports. The Bureau of Research and Evaluation is making the following efforts to reorganize for reasons of economy: abolishing one (1) Administrative Assistant 1 position and one (1) Corrections Classification Specialist position.

➢ OOA will reorganize for reasons of economy the Bureau of Information Technology Services (BITS) at OSC. Specifically, it will abolish the following positions: three (3) Information Technologist 3 positions; two (2) Infrastructure Specialist 1 positions; one (1) Infrastructure Specialist 2 position; one (1) Administrative Assistant 2 position; and revoke the unclassified appointment of one (1) Administrative Assistant 3 position.4

4 The affected employees may have a right to fall back to a position in the classified service. In order to realize savings from reorganization for reasons of economy, those classified positions will ultimately be abolished not as part of reorganization efforts, but in response to civil service/administrative regulations regarding unclassified fall back rights.
Office of the Chief Inspector
The Office of the Chief Inspector includes the Bureau of Internal Audits and Standards Compliance (BIASC). BIASC is responsible for department policy development, monitoring of policy compliance, administration of health and safety programs within facilities, ensuring the overall accreditation of the agency through the American Correctional Association and monitoring compliance with national, state and local standards. BIASC is making the following efforts to reorganize for reasons of economy its OSC staff:

➤ Abolishing one (1) Administrative Assistant 2 position.

Office of Prisons
The Office of Prisons (detailed previously) is making the following efforts to reorganize for reasons of economy the clerical support of the Bureau of Medical Services at OSC:

➤ Abolish one (1) Executive Secretary 1 position.

Office of Policy and Offender Reentry (OPOR)
Office of Policy and Offender Reentry (detailed elsewhere in this Rationale) is making the following efforts to reorganize for reasons of economy administrative staff assigned to OSC:

➤ Abolishing one (1) Human Service Program Administrator 3 position; and one (1) Mental Health Administrator 4 position, both assigned to the Bureau of Mental Health Services
➤ One (1) Human Services Program Administrator 2 position

Legal Services
Legal Services manages in-house legal concerns for the agency; works with the Attorney General's Office developing litigation strategies, advises administrators on various issues and is responsible for oversight of various administrative proceedings related to offenders. Legal Services employs a staff of attorneys and support personnel, including three (3) Administrative Assistant 2 positions. Legal Services is making the following efforts to reorganize for reasons of economy:

➤ Abolishing one (1) Administrative Assistant 2 position

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5 This position was created to accommodate an unclassified revocation and resulting fallback to the classified service and does not directly support the long term service strategy of OPOR.
It is estimated the accumulated savings from reducing OSC staff by 20% will result in a biennial savings of over $38 million.

<table>
<thead>
<tr>
<th>Estimated FY 2012/2013 Savings from OCS Reorganization</th>
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</thead>
<tbody>
<tr>
<td><strong>Total Savings</strong></td>
</tr>
</tbody>
</table>

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Office of Offender Reentry

The ODRC Office of Offender Reentry (OOR) administers Ohio’s reentry initiatives. Reentry is intended to provide opportunities to offenders to successfully transition from incarceration to being productive members of society. Beginning at sentencing and extending beyond release, reentry assesses, identifies and links offenders with services specific to their needs. Indispensable to effective reentry efforts are inmate education and mental health services. Components of the Office of Offender Reentry include the Ohio Central School System and the Bureau of Mental Health Services. Due to budgetary limitations, ODRC will reorganize for reasons of economy the manner in which various services are provided by these components of OOR. The following represents efforts made by OOR to reorganize for reasons of economy.

Ohio Central School System

Ohio Central School System (OCSS) is responsible for providing educational opportunities to inmates in prisons throughout the agency. The Ohio Department of Education has fully chartered OCSS as a school district, which enables the agency to provide comprehensive educational programs to inmates. Programs include Adult Basic Literacy Education, GED and various vocational programs and apprenticeship training. In order to continue providing inmate education with reduced agency funds, OCSS will focus available resources on the core functions of pupil evaluation and teaching. This will require OCSS to reduce staffing not directly dedicated to these core functions. As a result, OCSS will reduce administrators at the Operation Support Center; will reduce clerical staff supporting administrators; and will standardize library staffing at the reception centers. Additionally, OCSS will expand on the Regional Shared Services Area concept by standardizing staffing levels of state licensed Principals and licensed Assistant Principals to ensure appropriate educational programming while providing administrative oversight. This will result in the abolishment of most positions functioning
as prison education administrators. It is estimated the biennial savings associated with reorganization efforts in the Ohio Central School System and the corresponding abolishing of positions will be over $3.1 million.

Specifically, OCSS is making the following efforts to reorganize for reasons of economy:

- Abolish a total of ten (10) Teaching Supervisor 2 positions, which are located at the following locations – Allen Correctional Institution, Chillicothe Correctional Institution, Franklin Pre-Release Center, Lebanon Correctional Institution, Noble Correctional Institution, Oakwood Correctional Facility, Richland Correctional Institution, Southeastern Correctional Institution, Southern Ohio Correctional Institution and the Toledo Correctional Institution.

- Abolish one (1) Vocational Education Supervisor position located at the Richland Correctional Institution.

- Abolish a total of six (6) Secretary positions and one (1) Office Assistant position funded by OCSS, and located at the following locations – Allen Correctional Institution, Grafton Correctional Institution, North Central Correctional Institution, Ross Correctional Institution, Richland Correctional Institution, Southeastern Correctional Institution and Warren Correctional Institution.

- Abolish one (1) Administrative Assistant 4 position located at the Operation Support Center.

- Abolish one (1) Library Assistant 2 position located at the Lorain Correctional Institution

- Abolish four (4) Assistant Principal positions, which are located at the following locations – Ohio State Penitentiary, Belmont Correctional Institution and Madison Correctional Institution (a total of two positions).

Additionally, thirty (30) education positions will be abolished as part of the plan for the sale of the Grafton and North Central Correctional Institutions to private operators.

**Bureau of Mental Health Services**

The Bureau of Mental Health Services (BOMHS) ensures inmate access to quality mental health care that eliminates needless suffering, improves functioning of the offender, increases safety in ODRC Correctional facilities and increases the likelihood of successful offender reentry into society. Due to budgetary reductions, BOMHS will experience an approximate $30 million reduction in funding in the FY 2012/2013 biennium. In order to continue providing services to the offender population in the face of a reduction in funding, the agency is forced to reorganize its mental health operations to optimize available resources and make reductions in areas not directly providing
services to offenders. BOMHS will focus on the treatment needs of offenders by classifying offenders in to one of the following treatment tracks: a mental health chronic care track, a short term treatment track and a wellness track. These tracks will more effectively address the mental health needs of all inmates, including those experiencing prison adjustment disorders, and includes an approval process for higher levels of care to ensure resources are appropriately channeled to inmate short term treatment and chronic care. Under these strata of care, BOHMS will reorganize for reasons of economy in the following manner:

- Eliminate the use of Joint Commission and decommission Oakwood Correctional Facility as a mental health hospital;
- Reduce the number of Residential Treatment Units (RTUs) from eight to four, while maintaining the same number of available offender beds. The remaining RTUs will be located at CRC, ACI, ORW and SOCF;
- Refocus available resources on intensive outpatient and RTU step down care at various prisons;
- Reduce the administrative oversight of clustered prisons and increase the sharing of treatment services between prisons;
- Contracting out the clerical services in BOMHS operations throughout agency prisons to a private vendor to realize agency savings (ODRC intends to broadcast a Request for Proposal (RFP) or an Invitation to Bid (ITB) seeking a vendor that will supply clerical staff in BOHMS operations throughout the agency); and
- Refocus available resources on a broader range of the inmate population not experiencing acute or chronic mental health issues by emphasizing psycho-education and activity therapy programming for the mental health wellness.

These reorganization efforts will result in the abolishment of state positions throughout the agency (see attachment). It is estimated the BOMHS reorganization and contracting of clerical functions will result in a biennial savings of $9 million dollars.

<table>
<thead>
<tr>
<th>Estimated FY 2012/2013 Savings from OOR Reorganization</th>
<th></th>
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</thead>
<tbody>
<tr>
<td>Education</td>
<td>$ 3,111,191</td>
</tr>
<tr>
<td>BOMHS</td>
<td>$ 9,000,000</td>
</tr>
<tr>
<td>Total Savings</td>
<td>$ 12,111,191</td>
</tr>
</tbody>
</table>
These efforts to reorganize for reasons of economy throughout the agency will result in significant savings for ODRC. A breakdown of specific savings is charted as follows:

<table>
<thead>
<tr>
<th>Estimated Savings from all ODRC Reorganization efforts</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Agency Cost Savings Efforts</td>
<td>$24,673,480</td>
</tr>
<tr>
<td>Office of Prisons</td>
<td>$20,212,743</td>
</tr>
<tr>
<td>Operation Support Center</td>
<td>$3,810,735</td>
</tr>
<tr>
<td>Office of Offender Reentry</td>
<td>$12,111,191</td>
</tr>
<tr>
<td>Total FY 2012/2013</td>
<td>$60,808,149</td>
</tr>
</tbody>
</table>

**IMPACT UPON ODRC PERSONNEL:**

The number of encumbered ODRC positions to be abolished: 1,135

Anticipated employee layoffs: 800

These efforts to restructure, merge, and outsource various services directly and indirectly supporting the core mission of ODRC will result in the abolishment of positions within the agency. This reorganization for economy will allow the agency to responsibly address fiscal realities and meet the requirements of the FY2012/FY2013 Executive Budget. These efforts represent the next and perhaps most significant steps in dealing with an unprecedented budgetary requirement for the agency. DRC will meet its budgetary obligations while ensuring public safety, staff safety and the effective supervision of felony offenders in communities and in correctional environments that are safe, humane and appropriately secure.
EARLY RETIREMENT INCENTIVE

Effective with the submission of this layoff rationale to the Department of Administrative Services, a six-month Early Retirement Incentive (ERI) will be offered to eligible employees working at the Grafton Correctional Institution and the North Central Correctional Institution. Only exempt employees, employees represented by OCSEA, and employees represented by SEIU/1199 may be eligible for the ERI.

PROJECTED COST SAVINGS:

<table>
<thead>
<tr>
<th>Projected FY 2012/2013 Salary &amp; Benefits Cost Savings</th>
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</thead>
<tbody>
<tr>
<td>Projected savings in abolished salaries and benefits</td>
</tr>
<tr>
<td>Projected cost of unemployment</td>
</tr>
<tr>
<td>Total Salary &amp; Benefits savings</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Projected Total Agency Cost Savings in FY 2012/2013</th>
</tr>
</thead>
<tbody>
<tr>
<td>Job abolishment savings (Salary &amp; Benefits)</td>
</tr>
<tr>
<td>Savings from non-staffing cost reductions</td>
</tr>
<tr>
<td><strong>Rationale Total Savings</strong></td>
</tr>
</tbody>
</table>

COMMITMENT TO AFFECTED EMPLOYEES

Assistance is being made available to all ODRC employees throughout this reorganization. This assistance includes, but is not limited to, the following:

- Critical Incident Support Teams and Employee Assistance Program coordinators are available to all staff and will be on-site frequently to provide assistance where possible.
- Information updates are being made available via Internet and intranet sites, as well as via bulletin boards throughout the agency.
- Employees will be given information regarding the Ohio Employee Assistance Program upon request.
• Through partnerships with OCSEA, SEIU/1199 and SCOPE/OEA, and in accordance with Article 15 of the OCSEA Contract, Article 29 of the SEIU/1199 Contract, ODRC has established the Regional Worker Adjustment Committee (RWAC) to develop and implement assistance programs for displaced workers to provide numerous options for staff to enhance their skills, review available postings, utilize computers to aid job search attempts, and become aware of other opportunities.

Attachments:

1. GCI positions to be abolished
2. NCCI positions to be abolished
3. CTA positions to be abolished
4. ACI/OCF Consolidation
5. CMC/FPRC Consolidation
6. ACA positions to be abolished
7. Office of Prisons/Bureau of Medical Services - Allied Medical positions to be abolished
8. Office of Prisons/Bureau of Medical Services - Nurse 2 positions to be abolished
9. Farm (SOCF) positions to be abolished
10. OSC positions to be abolished
11. Office of Offender Reentry - Ohio Central School Systems positions to be abolished
12. Office of Offender Reentry - Bureau of Mental Health Services positions to be abolished
13. Bureau of Budget Planning and Analysis letters