

OHIO CRIMINAL SENTENCING COMMISSION

65 South Front Street · Fifth Floor · Columbus · 43215 · Telephone: (614) 387-9305 · Fax: (614) 387-9309

Chief Justice Maureen O'Connor
Chair

Sara Andrews
Director

AGENDA February 19, 2015
Moyer Judicial Center, Room 281

- 9:30** **Call to Order & Roll Call of Commission Members, Advisory Committee**
- 9:40** **Welcome and opening remarks – Vice Chair Marcelain**
- 9:45** **The Ohio Court Network – Robert Stuart, Director, Information and Technology, Supreme Court of Ohio**
Among the duties of the sentencing commission is the study of sentencing patterns throughout the state, and available correctional resources. Director Stuart will present and we will discuss what data is available from OCN and other Court related sources of data collection.
- 10:30** **The Ohio Department of Mental Health and Addiction Services – Tracy Plouck, Director and Dr. Mark Hurst, Medical Director**
Director Plouck and Dr. Hurst will share information regarding agency initiatives that impact sentencing options, jails and available treatment alternatives. Additionally, they will discuss what data is collected and how agency resources align with the other state and local agencies.
- 11:30** **Appellate Review Committee Update and Extended Sentence Review – Jo Ellen Cline, Criminal Justice Counsel, Supreme Court of Ohio**
- 12:00** **Food for Thought – Lunch provided for those who reserved one**
- 12:30** **Preview of the Senate Criminal Justice Committee – The Honorable Senator John Eklund, Chairman**
- Preview of the House Judiciary Committee – The Honorable Jim Butler, Chairman (tentatively confirmed)**
- 1:15p** **Director’s report – Commission business operational update including membership, collaboration opportunities, Supreme Court support, record Retention/public records policy, notable updates**
- 1:45p** **Member Updates – All**
Brief (3 min) update for the good of the order from Members so inclined

Appellate Review 11 (for Commission, Meeting 02-19-15)

§2953.08. Grounds for Appeal of Criminal Sentence

(A) Scope Any appeal of the sentencing aspects of a felony case involving a court's failure to consider and apply Chapter 2929. of the Revised Code and related statutes shall be brought under this section. However, nothing in this section precludes an appeal based on due process or other constitutional considerations.

The appellant shall precisely delineate how the sentence falls within the limited grounds for appeal specified in this section, including any specific errors by the trial court under of this section, as shown in the sentencing transcript or judgment entry that forms the basis for the appeal. An error by the trial court that does not adversely prejudice the appellant is not sufficient to sustain an appeal.

(A)(B) Defendant's Appeal of Right In addition to any other right to appeal and except as provided in division ~~(D)~~(E) of this section, a defendant who is convicted of or pleads guilty to a felony may appeal as a matter of right the a sentence imposed upon a the defendant on any either of the following grounds:

(1) The sentence is contrary to law, as defined in this section. The sentence consisted of or included the maximum prison term allowed for the offense by division (A) of section 2929.14 or section 2929.142 of the Revised Code, the maximum prison term was not required for the offense pursuant to Chapter 2925. or any other provision of the Revised Code, and the court imposed the sentence under one of the following circumstances:

(a) The sentence was imposed for only one offense.

(b) The sentence was imposed for two or more offenses arising out of a single incident, and the court imposed the maximum prison term for the offense of the highest degree.

(2) The sentence included an additional prison term of more than five years for a repeat violent offender under division (B)(2) of section 2929.14 of the Revised Code that was not mandated by law. [Should this remain in the draft?]

The sentence consisted of or included a prison term and the offense for which it was imposed is a felony of the fourth or fifth degree or is a felony drug offense that is a violation of a provision of Chapter 2925. of the Revised Code and that is specified as being subject to division (B) of section 2929.13 of the Revised Code for purposes of sentencing. If the court specifies that it found one or more of the factors in division (B)(1)(b) of section 2929.13 of the Revised Code to apply relative to the defendant, the defendant is not entitled under this division to appeal as a matter of right the sentence imposed upon the offender.

(3) The person was convicted of or pleaded guilty to a violent sex offense or a designated homicide, assault, or kidnapping offense, was adjudicated a sexually violent predator in relation to that offense, and was sentenced pursuant to division (A)(3) of

~~section 2971.03 of the Revised Code, if the minimum term of the indefinite term imposed pursuant to division (A)(3) of section 2971.03 of the Revised Code is the longest term available for the offense from among the range of terms listed in section 2929.14 of the Revised Code. As used in this division, "designated homicide, assault, or kidnapping offense" and "violent sex offense" have the same meanings as in section 2971.01 of the Revised Code. As used in this division, "adjudicated a sexually violent predator" has the same meaning as in section 2929.01 of the Revised Code, and a person is "adjudicated a sexually violent predator" in the same manner and the same circumstances as are described in that section.~~

~~(4) The sentence is contrary to law.~~

~~(5) The sentence consisted of an additional prison term of ten years imposed pursuant to division (B)(2)(a) of section 2929.14 of the Revised Code.~~

~~(B)(C) State's Appeal of Right In addition to any other right to appeal and except as provided in division (D)(E) of this section, a prosecuting attorney, a city director of law, village solicitor, or similar chief legal officer of a municipal corporation, or the attorney general, if one of those persons prosecuted the case, may appeal as a matter of right a sentence imposed upon a defendant who is convicted of or pleads guilty to a felony or, in the circumstances described in division (B)(3) of this section the modification of a sentence imposed upon such a defendant, on any of the following grounds: the state may appeal as a matter of right a sentence imposed upon a defendant for a felony that is contrary to law, as defined in this section.~~

~~(1) The sentence did not include a prison term despite a presumption favoring a prison term for the offense for which it was imposed, as set forth in section 2929.13 or Chapter 2925. of the Revised Code.~~

~~(2) The sentence is contrary to law.~~

~~(3) The sentence is a modification under section 2929.20 of the Revised Code of a sentence that was imposed for a felony of the first or second degree.~~

(D) Contrary to Law Defined; Application

(1) As used in this section, a sentence is "contrary to law" if the trial court clearly failed to consider and apply the following provisions, based on the record at sentencing:

(a) The purposes and principles of sentencing under section 2929.11 of the Revised Code;

(b) The relevant seriousness and recidivism factors under section 2929.12 of the Revised Code;

(c) The relevant guidance by degree of offense under section 2929.13 of the Revised Code;

(d) The relevant guidance and limits on the length of prison terms under section 2929.14 of the Revised Code.

In addition, a sentence is contrary to law if the court imposed a sentence plainly not authorized by statute for the offense or if the sentence.

(2) A contrary to law appeal shall specify the precise aspects of the statute or statutes that the trial court failed to consider or otherwise violated in imposing the sentence. If the basis for the appeal is division (D)(1)(b) or (c) of this section, the appellant shall show either of the following:

(a) The sentencing court failed to state the factors under section 2929.12 of the Revised Code that were present and persuasive in selecting the term and to include those factors in the record.

(b) The sentencing court stated those factors and included them on the record, but the record does not otherwise support that the stated factors were present.

~~(C)(1) In addition to the right to appeal a sentence granted under division (A) or (B) of this section, a defendant who is convicted of or pleads guilty to a felony may seek leave to appeal a sentence imposed upon the defendant on the basis that the sentencing judge has imposed consecutive sentences under division (C)(3) of section 2929.14 of the Revised Code and that the consecutive sentences exceed the maximum prison term allowed by division (A) of that section for the most serious offense of which the defendant was convicted. Upon the filing of a motion under this division, the court of appeals may grant leave to appeal the sentence if the court determines that the allegation included as the basis of the motion is true.~~

~~(2) A defendant may seek leave to appeal an additional sentence imposed upon the defendant pursuant to division (B)(2)(a) or (b) of section 2929.14 of the Revised Code if the additional sentence is for a definite prison term that is longer than five years.~~

~~(D)~~(E) Agreed Sentence Exception

(1) A sentence imposed upon a defendant is not subject to review under this section if the sentence is authorized by law, has been recommended jointly by the defendant and the prosecution in the case, and is imposed by a sentencing judge.

(2) Except as provided in division (C)(2) of this section, a sentence imposed upon a defendant is not subject to review under this section if the sentence is imposed pursuant to division (B)(2)(b) of section 2929.14 of the Revised Code. Except as otherwise provided in this division, a defendant retains all rights to appeal as provided under this chapter or any other provision of the Revised Code. A defendant has the right to appeal under this chapter or any other provision of the Revised Code the court's application of division (B)(2)(c) of section 2929.14 of the Revised Code.

(3) A sentence imposed for aggravated murder or murder pursuant to sections 2929.02 to 2929.06 of the Revised Code is not subject to review under this section.

~~(E)~~(F) Timing A defendant, prosecuting attorney, city director of law, village solicitor, or chief municipal legal officer shall file an An appeal of a sentence under this section shall be filed to a court of appeals within the time limits specified in Rule 4(B) of the Rules of Appellate Procedure, provided that if the appeal is pursuant to division (B)(3) of this section is based on an allegedly improper grant of judicial release, the time limits specified in that rule shall not commence running until the court grants the motion that makes the sentence modification in question. A sentence appeal under this section shall be consolidated with any other appeal in the case. If no

other appeal is filed, the court of appeals may review only the portions of the trial record that pertain to sentencing.

~~(F)~~**(G) Record on Appeal** On the appeal of a sentence under this section, the record to be reviewed shall include all of the following, as applicable:

- (1) Any presentence, psychiatric, or other investigative report that was submitted to the court in writing before the sentence was imposed. An appellate court that reviews a presentence investigation report prepared pursuant to section 2947.06 or 2951.03 of the Revised Code or Criminal Rule 32.2 in connection with the appeal of a sentence under this section shall comply with division (D)(3) of section 2951.03 of the Revised Code when the appellate court is not using the presentence investigation report, and the appellate court's use of a presentence investigation report of that nature in connection with the appeal of a sentence under this section does not affect the otherwise confidential character of the contents of that report as described in division (D)(1) of section 2951.03 of the Revised Code and does not cause that report to become a public record, as defined in section 149.43 of the Revised Code, following the appellate court's use of the report.
- (2) The trial record in the case in which the sentence was imposed;
- (3) Any oral or written statements made to or by the court at the sentencing hearing at which the sentence was imposed;
- (4) Any written findings that the court was required to make in connection with the modification of the sentence pursuant to a judicial release under division (I) of section 2929.20 of the Revised Code.

~~(G)~~**(H) Appellate Court Duties**

- (1) **Remand for Findings** If the sentencing court was required to make the findings required by division (B) or (D) of section 2929.13 or division (I) of section 2929.20 of the Revised Code, or to state the findings of the trier of fact required by division (B)(2)(e) of section 2929.14 and divisions (B)(2)(a) and (b) of section 2929.19 of the Revised Code, relative to the imposition or modification of the sentence, and if the sentencing court failed to state the required findings on the record, the court hearing an appeal under division (A), (B), or (C) of this section shall remand the case to the sentencing court and instruct the sentencing court to state, on the record, the required findings.
- (2) **Standard of Review; Remand** The court hearing an appeal under ~~division (A), (B), or (C)~~ of this section shall review the record, including the findings underlying the sentence or modification given by the sentencing court. ~~The appellate court may increase, reduce, or otherwise modify a sentence that is appealed under this section or may vacate the sentence and remand the matter to the sentencing court for resentencing.~~ The appellate court's standard for review is not whether the sentencing court abused its discretion. The appellate court may ~~take any action authorized by this division~~ vacate the sentence and remand the matter to the sentencing court for resentencing, on any portion of the sentence in which error is found, if it clearly and convincingly finds either of the following:

- (a) [This should be revised to square with other changes, when finalized.]
That the record does not support the sentencing court's findings under division

(B) or (D) of section 2929.13, division (B)(2)(e) or (C)(4) [this reference should be to (C)(3)] of section 2929.14, or division (I) of section 2929.20 of the Revised Code, whichever, if any, is relevant;

(b) That the sentence is otherwise contrary to law.

~~(H)(I)~~ **Appeal to Supreme Court** A judgment or final order of a court of appeals under this section may be appealed, by leave of court, to the supreme court.

DRAFT

§2929.19. Felony Sentencing Hearing

(A) **Required Hearing** The court shall hold a sentencing hearing before imposing a sentence under this chapter upon an offender who was convicted of or pleaded guilty to a felony and before resentencing an offender who was convicted of or pleaded guilty to a felony and whose case was remanded pursuant to section 2953.07 or 2953.08 of the Revised Code. At the hearing, the offender, the prosecuting attorney, the victim or the victim's representative in accordance with section 2930.14 of the Revised Code, and, with the approval of the court, any other person may present information relevant to the imposition of sentence in the case. The court shall inform the offender of the verdict of the jury or finding of the court and ask the offender whether the offender has anything to say as to why sentence should not be imposed upon the offender.

(B) Scope

(1) At the sentencing hearing, the court, before imposing sentence, shall consider the record, any information presented at the hearing by any person pursuant to division (A) of this section, and, if one was prepared, the presentence investigation report made pursuant to section 2951.03 of the Revised Code or Criminal Rule 32.2, and any victim impact statement made pursuant to section 2947.051 of the Revised Code.

(2) **Imposing a Prison Term** Subject to division (B)(3) of this section, if the sentencing court determines at the sentencing hearing that a prison term is necessary or required, the court shall do all of the following:

(a) **Stated Prison Term & Factors** Impose a stated prison term and, if the court imposes a mandatory prison term, notify the offender that the prison term is a mandatory prison term. In imposing a prison term, the court shall state, in open court on the record, the seriousness and recidivism factors under section 2929.12 of the Revised Code that were present and persuasive in selecting the term. On appeal, the statement is prima facie evidence that the court considered all of the factors under that section.

(b) **Sentencing Entry Details** In addition to any other information, include in the sentencing entry all of the following:

(i) ~~the~~ The name and section reference to the offense or offenses, the sentence or sentences imposed and whether the sentence or sentences contain mandatory prison terms;

(ii) The section 2929.12 factors that were present and persuasive under division (a) of this section;

(iii) ~~if~~ If sentences are imposed for multiple counts, whether the sentences are to be served concurrently or consecutively, and;

(iv) ~~the~~ The name and section reference of any specification or specifications for which sentence is imposed and the sentence or sentences imposed for the specification or specifications;

(c) Notify the offender that the offender will be supervised under section 2967.28 of the Revised Code after the offender leaves prison if the offender is being sentenced for a felony of the first degree or second degree, for a felony sex offense, or for a felony of the third degree that is not a felony sex offense and in the commission of which the offender caused or threatened to cause physical harm to a person. This division applies with respect to all prison terms imposed for an offense of a type described in this division, including a term imposed for any such offense that is a risk reduction sentence, as defined in section 2967.28 of the Revised Code. If a court imposes a sentence including a prison term of a type described in division (B)(2)(c) of this section on or after July 11, 2006, the failure of a court to notify the offender pursuant to division (B)(2)(c) of this section that the offender will be supervised under section 2967.28 of the Revised Code after the offender leaves prison or to include in the judgment of conviction entered on the journal a statement to that effect does not negate, limit, or otherwise affect the mandatory period of supervision that is required for the offender under division (B) of section 2967.28 of the Revised Code. Section 2929.191 of the Revised Code applies if, prior to July 11, 2006, a court imposed a sentence including a prison term of a type described in division (B)(2)(c) of this section and failed to notify the offender pursuant to division (B)(2)(c) of this section regarding post-release control or to include in the judgment of conviction entered on the journal or in the sentence a statement regarding post-release control.

(d) Notify the offender that the offender may be supervised under section 2967.28 of the Revised Code after the offender leaves prison if the offender is being sentenced for a felony of the third, fourth, or fifth degree that is not subject to division (B)(2)(c) of this section. This division applies with respect to all prison terms imposed for an offense of a type described in this division, including a term imposed for any such offense that is a risk reduction sentence, as defined in section 2967.28 of the Revised Code. Section 2929.191 of the Revised Code applies if, prior to July 11, 2006, a court imposed a sentence including a prison term of a type described in division (B)(2)(d) of this section and failed to notify the offender pursuant to division (B)(2)(d) of this section regarding post-release control or to include in the judgment of conviction entered on the journal or in the sentence a statement regarding post-release control.

(e) Notify the offender that, if a period of supervision is imposed following the offender's release from prison, as described in division (B)(2)(c) or (d) of this section, and if the offender violates that supervision or a condition of post-release control imposed under division (B) of section 2967.131 of the Revised Code, the parole board may impose a prison term, as part of the sentence, of up to one-half of the stated prison term originally imposed upon the offender. If a court imposes a sentence including a prison term on or after July 11, 2006, the failure of a court to notify the offender pursuant to division (B)(2)(e) of this section that the parole board may impose a prison term as described in division (B)(2)(e) of this section for a violation of that supervision or a condition of post-release control imposed under division (B) of section 2967.131 of the Revised Code or to include in the judgment of conviction entered on the journal a statement to that effect does not negate, limit, or otherwise affect the authority of the parole board to so impose a prison term for a violation of that nature if, pursuant to division (D)(1) of section 2967.28 of the Revised Code, the parole board notifies the offender prior to the offender's release of the board's authority to so impose a prison term. Section 2929.191 of the Revised Code applies if, prior to July 11, 2006, a court imposed a sentence including a prison term and failed to notify the offender pursuant to division (B)(2)(e) of this section regarding the possibility of the parole board imposing a prison term for a violation of supervision or a condition of post-release control.

(f) Require that the offender not ingest or be injected with a drug of abuse and submit to random drug testing as provided in section 341.26 , 753.33 , or 5120.63 of the Revised Code, whichever is applicable to the offender who is serving a prison term, and require that the results of the drug test administered under any of those sections indicate that the offender did not ingest or was not injected with a drug of abuse.

(g)

(i) Determine, notify the offender of, and include in the sentencing entry the number of days that the offender has been confined for any reason arising out of the offense for which the offender is being sentenced and by which the department of rehabilitation and correction must reduce the stated prison term under section 2967.191 of the Revised Code. The court's calculation shall not include the number of days, if any, that the offender previously served in the custody of the department of rehabilitation and correction arising out of the offense for which the prisoner was convicted and sentenced.

(ii) In making a determination under division (B)(2)(h)(i) of this section, the court shall consider the arguments of the parties and conduct a hearing if one is requested.

(iii) The sentencing court retains continuing jurisdiction to correct any error not previously raised at sentencing in making a determination under division (B)(2)(h)(i) of this section. The offender may, at any time after sentencing, file a motion in the sentencing court to correct any error made in making a determination under division (B)(2)(h)(i) of this section, and the court may in its discretion grant or deny that motion. If the court changes the number of days in its determination or redetermination, the court shall cause the entry granting that change to be delivered to the department of rehabilitation and correction without delay. Sections 2931.15 and 2953.21 of the Revised Code do not apply to a motion made under this section.

(iv) An inaccurate determination under division (B)(2)(h)(i) of this section is not grounds for setting aside the offender's conviction or sentence and does not otherwise render the sentence void or voidable.

(3) (a) The court shall include in the offender's sentence a statement that the offender is a tier III sex offender/child-victim offender, and the court shall comply with the requirements of section 2950.03 of the Revised Code if any of the following apply:

(i) The offender is being sentenced for a violent sex offense or designated homicide, assault, or kidnapping offense that the offender committed on or after January 1, 1997, and the offender is adjudicated a sexually violent predator in relation to that offense.

(ii) The offender is being sentenced for a sexually oriented offense that the offender committed on or after January 1, 1997, and the offender is a tier III sex offender/child-victim offender relative to that offense.

(iii) The offender is being sentenced on or after July 31, 2003, for a child-victim oriented offense, and the offender is a tier III sex offender/child-victim offender relative to that offense.

(iv) The offender is being sentenced under section 2971.03 of the Revised Code for a violation of division (A)(1)(b) of section 2907.02 of the Revised Code committed on or after January 2, 2007.

(v) The offender is sentenced to a term of life without parole under division (B) of section 2907.02 of the Revised Code.

(vi) The offender is being sentenced for attempted rape committed on or after January 2, 2007, and a specification of the type described in section 2941.1418 , 2941.1419 , or 2941.1420 of the Revised Code.

(vii) The offender is being sentenced under division (B)(3)(a), (b), (c), or (d) of section 2971.03 of the Revised Code for an offense described in those divisions committed on or after January 1, 2008.

(b) Additionally, if any criterion set forth in divisions (B)(3)(a)(i) to (vii) of this section is satisfied, in the circumstances described in division (E) of section 2929.14 of the Revised Code, the court shall impose sentence on the offender as described in that division.

(4) If the sentencing court determines at the sentencing hearing that a community control sanction should be imposed and the court is not prohibited from imposing a community control sanction, the court shall impose a community control sanction. The court shall notify the offender that, if the conditions of the sanction are violated, if the offender commits a violation of any law, or if the offender leaves this state without the permission of the court or the offender's probation officer, the court may impose a longer time under the same sanction, may impose a more restrictive sanction, or may impose a prison term on the offender and shall indicate the specific prison term that may be imposed as a sanction for the violation, as selected by the court from the range of prison terms for the offense pursuant to section 2929.14 of the Revised Code.

(5) Before imposing a financial sanction under section 2929.18 of the Revised Code or a fine under section 2929.32 of the Revised Code, the court shall consider the offender's present and future ability to pay the amount of the sanction or fine.

(6) If the sentencing court sentences the offender to a sanction of confinement pursuant to section 2929.14 or 2929.16 of the Revised Code that is to be served in a local detention facility, as defined in section 2929.36 of the Revised Code, and if the local detention facility is covered by a policy adopted pursuant to section 307.93 , 341.14 , 341.19 , 341.21 , 341.23 , 753.02 , 753.04 , 753.16 , 2301.56 , or 2947.19 of the Revised Code and section 2929.37 of the Revised Code, both of the following apply:

(a) The court shall specify both of the following as part of the sentence:

(i) If the offender is presented with an itemized bill pursuant to section 2929.37 of the Revised Code for payment of the costs of confinement, the offender is required to pay the bill in accordance with that section.

(ii) If the offender does not dispute the bill described in division (B)(6)(a)(i) of this section and does not pay the bill by the times specified in section 2929.37 of the Revised Code, the clerk of the court may issue a certificate of judgment against the offender as described in that section.

(b) The sentence automatically includes any certificate of judgment issued as described in division (B)(6)(a)(ii) of this section.

(7) The failure of the court to notify the offender that a prison term is a mandatory prison term pursuant to division (B)(2)(a) of this section or to include in the sentencing entry any information required by division (B)(2)(b) of this section does not affect the validity of the imposed sentence or sentences. If the sentencing court notifies the offender at the sentencing hearing that a prison term is mandatory but the sentencing entry does not specify that the prison term is mandatory, the court may complete a corrected journal entry and send copies of the corrected entry to the offender and the department of rehabilitation and correction, or, at the request of the state, the court shall complete a corrected journal entry and send copies of the corrected entry to the offender and department of rehabilitation and correction.

(C) (1) If the offender is being sentenced for a fourth degree felony OVI offense under division (G)(1) of section 2929.13 of the Revised Code, the court shall impose the mandatory term of local incarceration in accordance with that division, shall impose a mandatory fine in accordance with division (B)(3) of section 2929.18 of the Revised Code, and, in addition, may impose additional sanctions as specified in sections 2929.15 , 2929.16 , 2929.17 , and 2929.18 of the Revised Code. The court shall not impose a prison term on the offender except that the court may impose a prison term upon the offender as provided in division (A)(1) of section 2929.13 of the Revised Code.

(2) If the offender is being sentenced for a third or fourth degree felony OVI offense under division (G)(2) of section 2929.13 of the Revised Code, the court shall impose the mandatory prison term in accordance with that division, shall impose a mandatory fine in accordance with division (B)(3) of section 2929.18 of the Revised Code, and, in addition, may impose an additional prison term as specified in section 2929.14 of the Revised Code. In addition to the mandatory prison term or mandatory prison term and additional prison term the court imposes, the court also may impose a community control sanction on the offender, but the offender shall serve all of the prison terms so imposed prior to serving the community control sanction.

(D) The sentencing court, pursuant to division (I)(1) of section 2929.14 of the Revised Code, may recommend placement of the offender in a program of shock incarceration under section 5120.031 of the Revised Code or an intensive program prison under section 5120.032 of the Revised Code, disapprove placement of the offender in a program or prison of that nature, or make no recommendation. If the court recommends or disapproves placement, it shall make a finding that gives its reasons for its recommendation or disapproval.

§2929.202. Review of Extended Sentences

(A) Eligibility & Timing A person serving an extended prison sentence for multiple counts or offenses who is not otherwise eligible for parole review may petition the Parole Board for a review and possible reduction as follows:

- (1) If the person's stated prison term totals at least fifteen years, the person may petition for review after serving fifteen years of the term;
- (2) A person sentenced to mandatory consecutive terms that exceed fifteen years may petition for review at the expiration of the mandatory consecutive terms.
- (3) A person sentenced to life in prison without parole is not eligible for review under this section unless the offense was committed when the person was under age eighteen, in which case, the offender may petition after serving twenty years.

(B) Subsequent Petitions If an eligible offender petitions the Parole Board under this section and the person's sentence is not granted, the person may again petition once every five years thereafter.

(C) Procedure, Conditions, Supervision [To be drafted based on the entity that would make release decisions]

The Supreme Court of Ohio

MEMORANDUM

TO: Sara Andrews, Executive Director

CC: Chief Justice O'Connor

FROM: Jo Ellen Cline, Criminal Justice Counsel

DATE: January 29, 2015

RE: Ohio Criminal Sentencing Commission – Records Retention

Question Presented

What record retention policy applies to the Ohio Criminal Sentencing Commission?

Brief Answer

Because the Ohio Criminal Sentencing Commission is a statutory entity under Section 181.21 of the Ohio Revised Code but created “in the Ohio Supreme Court”, the Commission’s records are subject to retention under the Supreme Court’s Administrative Policy on Records Management.

Explanation

First, it is important to note that the Rules of Superintendence for the Courts of Ohio would not apply to the Ohio Criminal Sentencing Commission. Sup.R. 1(A) states that the Rules of Superintendence apply to the courts of appeal, the courts of common pleas, municipal and county courts. Therefore, the provisions of the Rules, including Sup.R. 26 through 26.05 would not apply to the records of the Commission.

As a statutory entity, it could be reasoned that the Commission is subject to the Ohio Revised Code’s provisions on records retention; however, Ohio Revised Code Section 181.21 creates the Ohio Criminal Sentencing Commission and specifies that the Commission is created “within the supreme court”. In addition, the funding for the Ohio Criminal Sentencing Commission provided by the Ohio General Assembly is contained in the general operating budget of the Supreme Court/Judiciary, not as a separate appropriation, nor as a line item, within the Supreme Court/Judiciary budget. Compare the Commission’s statutory framework with that of the Ohio Judicial Conference in Section 105.91 of the Revised Code. R.C. 105.91 states that

“There is hereby established an Ohio judicial conference consisting of...” and does not include the phrase “within the supreme court”. In addition, the Conference’s operating budget is completely separate from that of the Supreme Court/Judiciary. These differences are significant and, as a result, it would appear that the Ohio Criminal Sentencing Commission and its employees are a part of the Supreme Court of Ohio.

Based upon the statutory framework for the Commission it can be argued that the Criminal Sentencing Commission’s records can be retained or destroyed under the Supreme Court of Ohio’s Administrative Policies. (Administrative Policy 35). Currently those policies are stated to pertain to employees of the Court, and, in some instances, employees of the Ohio Disciplinary Counsel, the Board of Professional Conduct, and the Lawyers’ Fund for Client Protection. At a future time, consideration should be given to amending the applicability provision to specify that, unless specifically exempted, the policies apply to the Ohio Criminal Sentencing Commission.

Conclusion

Based upon the foregoing analysis, the Ohio Criminal Sentencing Commission should follow the Supreme Court of Ohio’s Administrative Policies regarding the retention and destruction of records.

OHIO CRIMINAL SENTENCING COMMISSION

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Chief Justice Maureen O'Connor
Chair

Sara Andrews
Director

Testimony before the Senate Criminal Justice Committee

Subject: Ohio Criminal Sentencing Commission

Presented by: Sara Andrews, Director

February 18, 2015

Good morning Chairman Eklund, Vice-Chair Obhof, Ranking Minority Member Thomas and members of the Criminal Justice Committee thank you for the opportunity to be here and present to you this morning. My name is Sara Andrews and I am the Director of the Ohio Criminal Sentencing Commission. Many of you worked with my predecessor, David Diroll who officially retired January 5, 2015. And, after more than two decades with the Ohio Department of Rehabilitation and Correction (DRC), I am grateful to have worked with all of you at some time during my career at DRC and certainly look forward to working with you in my new position.

I've provided you with a comprehensive briefing document on the Ohio Criminal Sentencing Commission, so for this morning's testimony I will only give a brief overview. As you know, the General Assembly created the Ohio Criminal Sentencing Commission in Ohio Revised Code §181.21 through 181.26 to, among other things,

- Study Ohio's criminal laws, sentencing patterns, and juvenile offender dispositions;
- Recommend comprehensive plans to the General Assembly that encourage public safety, proportionality, uniformity, certainty, judicial discretion, deterrence, fairness, simplification, more sentencing options, victims' rights, and other reasonable goals;

The Commission began meeting in 1991 and is the only state agency designed, by statute, to bring judges, prosecutors, and defense attorneys together with members of the General Assembly, state and local officials, victims, and law enforcement officers. The Chief Justice of the Supreme Court of Ohio chairs the 31 member Commission and, presently, Judge Tom Marcelain from the Licking County Court of Common Pleas is graciously serving as Vice Chair. The Commission is assisted by the Criminal Sentencing Advisory Committee and the Advisory Committee members freely participate at all Commission meetings.

The Commission has issued a series of reports that served as the basis for several major sentencing bills. As a result, nearly every sentencing statute currently used in Ohio's felony, misdemeanor, and juvenile courts grew out of recommendations from the Commission. Those reports are listed on page two of the briefing document.

In the six weeks I've been at the Commission, I've focused on refreshing and rejuvenating its Members and Advisory Committee by confirming the commitments of current members and requesting appointments for vacancies. Additionally, at tomorrow's meeting the Commission will decide on appointing additional members to its Advisory Committee, to include representation from the behavioral health and academic communities. With the diverse membership of the Commission and the refreshed Advisory Committee, the Commission is well-positioned to bridge the information gap among criminal justice system partners.

As you might notice on page four of the briefing document, the agenda for the meeting tomorrow (February 19, 2015) reflects the Commission's commitment to its duty to study sentencing patterns throughout the state, and available correctional resources. Additionally, the Commission is actively working on the broad topic of appellate review and anticipates making recommendations in May 2015. We also seek to be an active partner in the Recodification Committee established last session in Am. HB483 and stand ready to be of service in providing input, consult and recommendations in other important subjects.

The support and resources of the offices within the Supreme Court has been instrumental in reestablishing the day to day operation of the Commission. The Commission is also partnering with the Ohio Judicial Conference on several important projects including updated Quick Reference Guides for felony sentencing and drug offenses.

The Commission is engaging academic institutions, behavioral health advocates, judges, court and legal practitioners, community corrections organizations, state agency leadership and others to further advance sound, well-rounded criminal justice policy. Notably, as pointed out last week, I've consulted and enlisted some amazingly bright retired judges who are willing to volunteer their time to the Commission and its operation.

As the Commission and its Advisory Committee establish themselves and demonstrate valuable contributions to advance criminal justice operations, the evolution to a broader-based Criminal Justice Commission is expected. A Criminal Justice Commission can tackle a wide range of criminal justice issues and provide an ongoing forum for judges and others to debate policy initiatives under the Court's broad umbrella.

In closing, I'm hopeful you will find the Commission a credible, reliable resource and we will enjoy a mutually beneficial working relationship in the foreseeable future and thereafter. Chairman Eklund and members of the Criminal Justice Committee, thank you again for the opportunity to be here this morning and I'm happy to answer any questions you might have about the Commission.

OHIO CRIMINAL SENTENCING COMMISSION

65 South Front Street · Fifth Floor · Columbus · 43215 · Telephone: (614) 387-9305 · Fax: (614) 387-9309

Chief Justice Maureen O'Connor
Chair

Sara Andrews
Director

The General Assembly created the Sentencing Commission in Ohio Revised Code §181.21 through 181.26 to:

- Study Ohio's criminal laws, sentencing patterns, and juvenile offender dispositions;
- Recommend comprehensive plans to the General Assembly that encourage public safety, proportionality, uniformity, certainty, judicial discretion, deterrence, fairness, simplification, more sentencing options, victims' rights, and other reasonable goals;
- Review correctional resources and make cost-effective proposals;
- Work with the General Assembly as the plans are debated and on individual bills;
- Work to implement any plans once adopted (training, *etc.*);
- Monitor the changes and periodically report on their impact to the General Assembly; and
- Review related bills introduced in the General Assembly and study sentencing and dispositions in other states.

The Commission is the only state agency designed, by statute, to bring judges, prosecutors, and defense attorneys together with members of the General Assembly, state and local officials, victims, and law enforcement officers.

The Chief Justice of the Ohio Supreme Court chairs the 31 member Commission. The Chief Justice appoints 10 members: one appellate judge; 3 municipal or county judges; 3 juvenile court judges; and 3 other common pleas judges. The Governor appoints 12 members: a county, juvenile, and municipal prosecutor; 2 defense attorneys; a Bar Association representative; a sheriff; 2 police chiefs; a crime victim; a county commissioner; and a mayor. Four members of the General Assembly serve on the Commission, one from each caucus. The law also names the State Public Defender, Director of Rehabilitation and Correction, Director of Youth Services, and Superintendent of the Highway Patrol to the Commission.

Members are not paid for their participation, but are reimbursed for actual and necessary expenses.

The Criminal Sentencing Advisory Committee assists the Commission. It includes the Parole Board Chair, the Director of the Correctional Institutions Inspection Committee, a community corrections representative appointed by the Governor, various local corrections officials, and representatives of the Attorney General's office and the Office of Criminal Justice Services. Advisory Committee members freely participate at all Commission meetings.

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The Commission began meeting in 1991. It has issued a series of reports that served as the basis for several major sentencing bills. As a result, nearly every sentencing statute currently used in Ohio's felony, misdemeanor, and juvenile courts grew out of recommendations by the Sentencing Commission.

- **Adult Felons.** Based on the Commission's felony sentencing plan, S.B. 2 and S.B. 269 became law on July 1, 1996. These bills brought "truth in sentencing," guidance based on five felony levels, a continuum of sanctions, and comprehensive victims' rights to Ohio law (also see S.B. 186 in 1994, based on the Commission's work). Under its statutory duty to monitor any plan that becomes law, the Commission suggested refinements that were enacted as S.B. 107 in 2000. Additional refinements were enacted as H.B. 327 in 2002.
- **Adult Misdemeanants.** Late in 1998, the Commission first submitted a plan for sentencing misdemeanants and for redistributing revenue from fines. The General Assembly enacted a version of the plan in 2002 (H.B. 490). The misdemeanor bill took effect January 1, 2004, with further refinements (H.B. 52) taking effect June 1, 2004. Recommendations on collecting and distributing revenue from fines were not addressed.
- **Traffic Law.** Also in 1998, the Commission proposed a plan dealing with the traffic laws. The legislature enacted it as S.B. 123 in 2002. It also took effect January 1, 2004, addressing many longstanding issues in traffic law. Refinements were proposed (and made) in H.B. 52 & H.B. 163, effective 6.1.04 & 9.23.04, respectively.
- **Juvenile Offenders.** The Commission presented a juvenile sentencing plan in July, 1999. The General Assembly approved the key reforms—allowing blended juvenile and adult sentences for certain serious offenders and changing the purposes of the juvenile offender system—as S.B. 179, effective 1.1.02. Some refinements were made in H.B. 393 in 2002.
- **Criminal Forfeitures.** The Commission's plan to improve and simplify Ohio's criminal forfeiture was introduced as H.B. 241 in 2005. The bill passed in 2006, effective July 1, 2007.
- **Code Simplification.** In 2008, the Commission made proposals to make the Revised Code more compact and readable. To date, the General Assembly has not acted on those recommendations.
- **Other Legislation.** In recent sessions of the General Assembly, the Commission has provided input on a range of criminal topics, including legislation for serious sexual offenders, drug offenders, impaired driving law, and prison crowding issues.
- **Training.** The Commission trains judges, prosecuting and defense attorneys, law enforcement officers, probation officers, victims, and other practitioners in these changes.
- **Quick Reference Guides.** The Commission regularly produces quick reference guides pertaining to juvenile, misdemeanor and felony sentencing as well as guides for specific categories of offenses, such as drug offenses.
- **Monitoring Reports.** The Commission has a statutory duty to monitor and biannually report on any Commission proposals that the General Assembly enacts into law.

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Moving forward, the Commission is under new leadership with a strong forward thinking approach. In the short term, the Commission is refreshing, rejuvenating its Members and Advisory Committee. The Commission will be a visible, credible presence in the legislature, with other criminal justice organizations and in state government.

The Commission will also focus on its duty to study sentencing patterns throughout the state, and available correctional resources. With the diverse membership of the Commission and the refreshed Advisory Committee, the Commission is well-positioned to bridge the information gap among criminal justice system partners.

The Commission is actively working on the broad topic of appellate review and anticipates making recommendations in May 2015. We also seek to be an active partner in the Recodification Committee established last session in Am. HB483 and stand ready to be of service in providing input, consult and recommendations in other important subjects.

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As the Commission and its Advisory Committee establish themselves, build credibility and demonstrate valuable contributions to advance criminal justice operations, the evolution to a broader-based Criminal Justice Commission is expected. A Criminal Justice Commission can tackle a wide range of criminal justice issues and provide an ongoing forum for judges and others to debate policy initiatives under the Court's broad umbrella.

For more information, please contact Sara Andrews, sara.andrews@sc.ohio.gov or visit <http://www.supremecourt.ohio.gov/Boards/Sentencing/>.