



OHIO COMMUNITY CORRECTIONS ASSOCIATION  
TESTIMONY

HB 166

SUBMITTED TO THE  
OHIO HOUSE FINANCE SUBCOMMITTEE ON TRANSPORTATION

By: Mike Randle  
2019

Chairman Greenspan, Ranking Member Skindell and members of the House Finance Subcommittee on Transportation:

I am Mike Randle, President of the Ohio Community Corrections Association (OCCA) representing 39 nonprofit residential reentry treatment facilities, also called halfway houses, and community based correctional facilities (CBCFs). There are 18 CBCFs in Ohio, OCCA represents 5.

I am also Vice-President of Correctional Programs in Summit County for Oriana House, a Chemical Dependency and Community Corrections Agency with over 35 years of experience in this area. Oriana House currently operates programs in Akron, Cleveland, Fremont, Marietta, Sandusky, and Tiffin.

Thank you for providing me the opportunity to offer testimony in support of Governor DeWine's budget. We applaud the administration's commitment to community corrections recognizing the important role played in reducing both recidivism and the prison population.

Because of your leadership and that of the Ohio Department of **Rehabilitation** and Correction, Ohio has been a national leader in evidence based community corrections. As you can see by the enclosed fact sheet, Ohio Community Correctional Programs; including Halfway Houses, Community Based Correctional Facilities (CBCFs), and Community Corrections Act Programs provide effective treatment sanctions while assuring for accountability and public safety. Through an efficient allocation of taxpayer resources based on sound evidence-based practices, Ohio has made significant steps forward to **reduce costs and improve public safety**.

Our member agencies restore citizens by teaching: pro-social approaches to problems, job skills, and assumption of responsibility for harm caused to communities as a result of criminal choices. Our clients are much more likely to have mental illness or substance use disorders than the general population. In fact, according to the Brennan Report "...79% of today's prisoners suffer from either drug addiction or mental illness, and 40% suffer from both<sup>1</sup>." In Ohio, the result is a prison system with ten times as many mentally ill inmates as there are patients in the six psychiatric hospitals in our state.

This budget expands Ohio's capacity to provide services to individuals statewide, including rural areas struggling with the opiate addiction epidemic. I hope that my testimony today on House Bill 166, specifically on provisions from the Ohio Department of Rehabilitation and Correction (ODRC), provide some insight on how we can make improvements in our state.

#### THE CASE FOR SUSTAINABILITY

The Brennan Center for Justice, the Ohio Chamber, the Right on Crime conservative think tank, the Council of State Governments and the Buckeye Institute have all asserted in separate reports that prison costs are not worth the outcomes. In addition, Ohio's progressive approach is supported nationwide: A Pew Research Poll shows that voters across the U.S. are overwhelmingly in favor of strengthening community corrections programs (attached).

As you may be aware, OCCA requested an increase in the halfway house line item [IDRC 501-405] of 4% in FY 20 and an additional 6% in FY 21, representing an increase of \$2.67 million in FY 20 and \$6.84 million in FY 21. We were pleased to see that the administration increased residential community corrections lines by 2% in each year of the biennium. While we are pleased to see that our value is recognized, we must responsibly ask for additional investment.

As you may know, DRC requires at least 75% of staff providing case management or programming have an associate's degree or higher. Our clients are arriving with more complex needs and our referral sources are requiring more specialized programming. Staff monitor client movement in the community, conduct security screenings to prevent drugs from entering facilities, lead structured activities, and teach life skills. In order to recruit and retain high quality individuals to perform these critical functions, pay rates will need to be increased from the current range of \$9.50 to \$13.50 per hour. Right now, we compete with retail stores and state and federal agencies who offer more competitive rates. Our request is right in line with the administration's current proposal in the Developmental Disabilities budget raising hourly rates for direct care providers. Raises in per diem will be dedicated to staff increases for case managers, resident monitors, and their supervisors.

## TREATMENT

We support the governor's investment in recovery and the thoughtful recommendations in the Recovery Ohio report. We are enthusiastic supporters of prioritizing services and coordinating efforts in behavioral health treatment – mental illness and substance use disorders. We look forward to working with you and the administration on making positive changes that are research informed for the families involved with the myriad social and criminal justice systems.

Please call on us for any reason related to the process or to tour a facility. Thank you for your time today. We look forward to working with you. I am happy to answer any questions. Kindly forward any additional queries to:

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## Endnotes/References

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<sup>i</sup> <http://www.brennancenter.org/publication/how-many-americans-are-unnecessarily-incarcerated> page 8



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**Michael Randle, President**  
**Lusanne Green, Executive Director**

Alvis - Columbus, Dayton,  
Chillicothe

Community Assessment & Treatment  
Services, Inc. - Cleveland

Community Corrections Association, Inc -  
Youngstown

Community Correctional Center,  
Talbert House -Lebanon

Community Restoration Centers of Stark  
County, Inc. - Canton

Community Transition Center - Lancaster

CROSSWAEH CBCF, Oriana House, Inc. -  
Tiffin

Judge Nancy R. McDonnell CBCF,  
Oriana House, Inc. - Cleveland

Mahoning County CBCF, Community  
Corrections Association, Inc. -  
Youngstown

Ohio Link Corrections & Treatment, Inc. -  
Lima & Toledo

Oriana House, Inc. - Akron, Cleveland,  
Marietta, Sandusky

Summit County CBCF Oriana House, Inc. -  
Akron

Talbert House - Cincinnati & Hamilton

The Salvation Army Harbor Light -  
Cleveland

Turtle Creek, Talbert House - Lebanon

Volunteers of America Ohio & Indiana-  
Cincinnati, Dayton, Mansfield, Toledo

## RESIDENTIAL COMMUNITY CORRECTIONS: A SOLID RETURN ON OHIO'S INVESTMENT

### INVESTING IN SAFER COMMUNITIES ACROSS OHIO

- ◆ OCCA's 10 member agencies operate 38 Ohio Department of Rehabilitation licensed halfway houses and five community based correctional facilities (CBCFs) throughout Ohio.
- ◆ All substance use disorder programs are certified by the Ohio Department of Mental Health and Addiction Services.
- ◆ These facilities are critical components of the criminal justice continuum as they provide both a residential reentry option for those leaving prison and a residential alternative to prison or jail for sentencing judges across the state.
- ◆ Halfway houses and CBCFs assess the risks and needs of **EVERY** individual and deliver tailored evidence-based programming that the research shows reduces recidivism in a structured, secure environment.

### INVESTING IN PROGRAMMING THAT WORKS

- ◆ **Programming is cognitive behavioral based** and focuses on criminal thinking and behavior.
- ◆ Employment specialists provide training in the skills to maintain employment and aid in the job search. Many of our clients experience their first success at finding and holding gainful employment during their time at the halfway house.
- ◆ Halfway houses serve on the front line of the opiate crisis and **provide substance use disorder treatment to 80.5% of participants.**
- ◆ Halfway Houses (HWH) are working! **81.6% of successful completers have no new felony conviction within 2 years of program completion.**

### INVESTING IN BUILDING PRODUCTIVE OHIOANS

Community corrections residents are accepting accountability and beginning the journey to productive lives. Residential program participants:

- ◆ Paid **\$217,509** in Court Costs/Fines and Restitution and **\$115,852** in Child Support;
- ◆ Earned **\$9,360,794** in Income/Wages and paid **\$936,080** in Taxes
- ◆ Contributed **289,759 hours** of Community Service with an estimated value to local communities of over **\$6,713,417 million**; and
- ◆ Transitional Control offenders in a halfway house also submitted up to 25% of gross earnings to DRC to help defray program costs, resulting in an estimated **\$1,418,623 contribution toward the cost of their participation.**

### A WISE INVESTMENT OF PUBLIC DOLLARS

- ◆ The cost to incarcerate Felony 3, Felony 4, and Felony 5 offenders in **prison is \$34,614 per offender; the cost for a halfway house placement is \$6,954 and \$10,179 in a CBCF.**
- ◆ Residential Community Corrections is a wise investment. Treatment is delivered at lower costs and more effectively than in prisons.
- ◆ Lower recidivism rates result in safer, healthier communities and permanent reductions in the over crowded prison system. Each individual who goes on to live a law abiding, productive life also represents a long term reduction in prison spending.

# Ohio Department of Rehabilitation and Correction Funded Community Corrections

<b><u>Fiscal Years 2014-2019 ODRC Total Budget Appropriations</u></b>	<b><u>FY2014</u></b>	<b><u>FY2015</u></b>	<b><u>FY2016</u></b>	<b><u>FY2017</u></b>	<b><u>FY2018</u></b>	<b><u>FY2019</u></b>
	\$1.60 billion	\$1.62 billion	\$1.69 billion	\$1.77 billion	\$1.82 billion	\$1.82 billion
<b><u>Residential Community</u></b>	<b><u>FY 2014</u></b>	<b><u>FY2015</u></b>	<b><u>FY2016</u></b>	<b><u>FY2017</u></b>	<b><u>FY2018</u></b>	<b><u>FY2019</u></b>
Halfway Houses	\$48.0 million	\$51.2 million	\$58.5 million	\$69.4 million	\$68.9 million	\$66.8 million
Community-Based Correctional Facilities	\$65.2 million	\$69.4 million	\$75.0 million	\$78.5 million	\$78.5 million	\$78.5 million
<b><u>Nonresidential Community</u></b>	<b><u>FY 2014</u></b>	<b><u>FY2015</u></b>	<b><u>FY2016</u></b>	<b><u>FY2017</u></b>	<b><u>FY2018</u></b>	<b><u>FY2019</u></b>
Jail Diversion Programs	\$12.8 million	\$12.8 million	\$14.3 million	\$14.3 million	\$9.3 million	\$9.4 million
Prison Diversion Programs	\$34.1 million	\$34.3 million	\$46.9 million	\$41.4 million	\$56.5 million	\$56.5 million
Adult Parole Authority (supervision costs)	\$53.8 million	\$58.3 million	\$58.5 million	\$63.0 million	\$65.6 million	\$68.1 million

## FISCAL YEAR 2018 ANNUAL PROGRAM INFORMATION AND COSTS

<b><u>Residential</u></b>	<b><u>Number</u></b>	<b><u>Total Offenders</u></b>	<b><u>State Funded Cost per Day</u></b>	<b><u>Avg Length of Stay</u></b>	<b><u>State Funded Cost per Offender</u></b>
Prisons (all offenders)	27	49,775 (avg.)	\$76.26	953 days	\$68,864
Prisons (Felony Levels 3,4,5)*	27	15,465 (1/1/18)	\$76.26	452 days	\$34,614
Halfway Houses	11	9,908	\$65.25	88 days	\$6,954
Community-Based Correctional Facilities	18	7,712	\$88.51	115 days	\$10,179
<b><u>Nonresidential</u></b>	<b><u>Number</u></b>	<b><u>Total Offenders</u></b>	<b><u>State Funded Cost per Day</u></b>	<b><u>Avg Length of Stay</u></b>	<b><u>State Funded Cost per Offender</u></b>
Jail Diversion Programs	80	18,970	\$2.87	171 days	\$493
Prison Diversion Programs	109	12,739	\$13.77	322 days	\$4,435
Adult Parole Authority Regions	6	37,716 (avg.)	\$2.28	773 days	\$1,765

## FISCAL YEAR 2018 COMMUNITY CORRECTION PROGRAM BENEFITS

<b><u>Residential</u></b>	<b><u>Court Costs/Fines</u></b>	<b><u>Restitution</u></b>	<b><u>Child Support</u></b>	<b><u>Income Earned</u></b>	<b><u>Taxes Paid **</u></b>	<b><u>Community Work Service</u></b>	<b><u>Est. Value of CWS</u></b>
Halfway Houses	\$38,250	\$39,686	\$80,914	\$7,888,718	\$788,872	65,503 hrs	\$1,481,525
Community-Based Correctional Facilities	\$130,271	\$9,302	\$34,938	\$1,472,076	\$147,208	224,256 hrs	\$5,231,892
<b><u>Nonresidential</u></b>							
Jail Diversion Programs	\$1,928,884	\$677,855	\$412,593	\$29,917,344	\$2,991,734	63,128 hrs	\$1,472,776
Prison Diversion Programs	<u>\$1,920,547</u>	<u>\$1,015,326</u>	<u>\$541,047</u>	<u>\$33,638,485</u>	<u>\$3,363,849</u>	<u>112,850 hrs</u>	<u>\$2,632,791</u>
<b>Total</b>	<b>\$4,017,952</b>	<b>\$1,742,159</b>	<b>\$1,069,492</b>	<b>\$72,916,623</b>	<b>\$7,291,573</b>	<b>463,737 hrs</b>	<b>\$10,818,984***</b>

\* 88% of offenders in community correction programs are felony levels 3, 4 and 5 or misdemeanors.

\*\* Taxes paid based on 10% tax bracket \*\*\* Estimated based on Independent Sector's valuation of volunteer time for Ohio 2017 Data

## Ohio Department of Rehabilitation and Correction Funded Community Corrections

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### Residential

**Prisons** - The Department of Rehabilitation and Correction (DRC) is responsible for housing and the supervision of felony offenders sentenced by various Courts of Common Pleas. Currently, DRC operates 27 institutions of which two (2) are privately managed that house over 50,000 inmates. Four institutions house female inmates -- the Ohio Reformatory for Women, the Franklin Pre-Release Center, a camp at the Trumbull Correctional Institution and the Northeast Pre-Release Center. The Corrections Medical Center serves as a medical hospital for both genders. The Oakwood Correctional Facility houses both male and female inmates in need of intensive psychiatric treatment. The remaining institutions house male inmates of varying security levels. Ohio's first "supermax" prison, the Ohio State Penitentiary, opened in Youngstown in April 1998. Ohio also has Intensive Program Prisons for both male and female offenders, which missions include education, alcohol, and substance abuse treatment.

**Halfway Houses** - Halfway houses are community residential programs providing supervision and treatment services for offenders released from state prisons, referred by Courts of Common Pleas, or sanctioned because of a violation of conditions of supervision. Halfway houses are a vital component of Ohio's community justice continuum providing services such as drug and alcohol treatment, electronic monitoring, job placement, educational programs, and specialized programs for sex offenders and mentally ill offenders.

**Community Based Corrections Facilities** - Community Based Correctional Facilities (CBCFs) are residential programs that provide comprehensive programming for offenders on felony probation. CBCFs provide a wide range of programming addressing offender needs such as chemical dependency, education, employment, and family relationships. The intensity of programming in CBCFs significantly impacts their cost per day, but results in high successful completion rates and positive impacts on recidivism. A Facility Governing Board is responsible for administrative oversight of the facility and program.

### Nonresidential

**Ohio Community Correction Act (CCA)** jail and prison diversion programs are partnerships between the State of Ohio and Local Community Correction Planning Boards. These programs provide a vital component in the overall continuum of sanctions available to courts to divert offenders and defendants from prisons and jails. Services provided by CCA Programs include: basic probation supervision, intensive probation supervision, pretrial services, day reporting, electronic monitoring/house arrest, work release, domestic violence programs and community service. These programs provide courts with the information necessary to determine the most appropriate placements and services for offenders, and then enforce the conditions set by the court to affect positive behavioral change.

**CCA Jail Diversion Programs** provide supervision and services at the pretrial stage, and misdemeanor probation stage. The programs also provide for eligible defendants/offenders to be supervised in the community while awaiting trial or sentencing, freeing up costly jail beds. Defendants/Offenders who demonstrate the ability to be safely supervised in the community are much more likely to be placed on community control if convicted. As a result, defendants/offenders are not only diverted from jail but prison diversions are also positively impacted.

**CCA Prison Diversion Programs** allow local courts nonresidential sanctions for offenders in the community at the pre-sentence stage, sentencing stage, as stand-alone sanctions, and upon release from CBCFs, Halfway Houses and Judicial Release from prison, saving scarce prison beds for violent offenders.

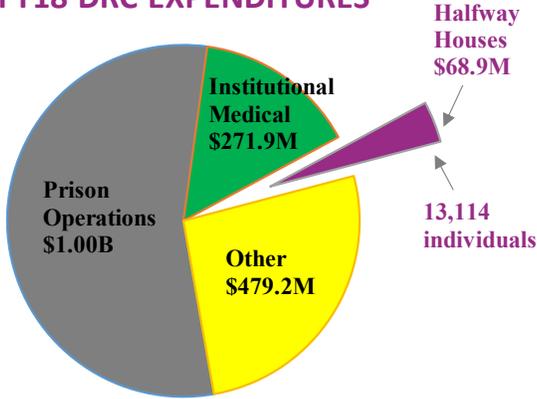
**Adult Parole Authority** – The Adult Parole Authority (APA) is responsible for the release and supervision of adult felony inmates returning to local communities from prison, as well as assisting Courts of Common Pleas with sentencing and supervision duties for felony offenders. It is comprised of the Parole Board and Field Services. The APA was created in 1965 and is responsible for the duties addressed in Chapter 5149 of the Ohio Revised Code.



# ODRC FUNDED HALFWAY HOUSES: THE CASE FOR SUSTAINABILITY

We are requesting an increase in the halfway house line (ODRC 501-405) of four percent in FY20 and an additional six percent in FY21, representing an increase of \$2.67 million in the halfway house budget (ODRC 501-405) in FY20 and \$6.84 million in FY21.

## FY18 DRC EXPENDITURES



## Halfway Houses Play a Critical Role in the Corrections Continuum

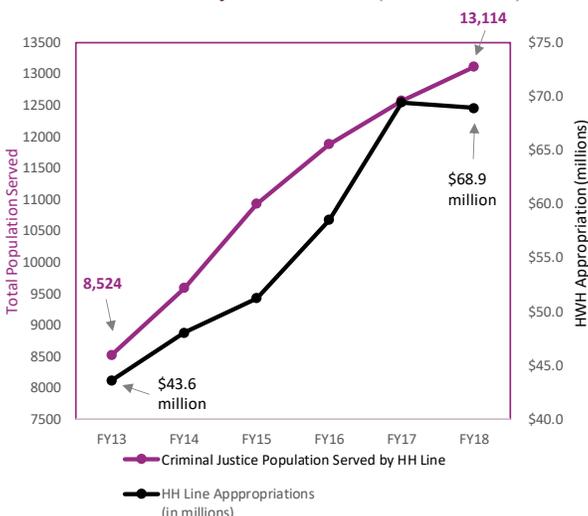
- ◆ Halfway house placements provide relief for overcrowded prisons and jails in a supervised, residential corrections environment.
- ◆ Halfway houses provide more services at less cost to the state than prison. Halfway houses assess the risks and needs of **EVERY** individual and deliver tailored, evidence-based programming. This includes cognitive behavioral, substance use disorder treatment, education, and employment programming.
- ◆ Halfway houses residents work; pay taxes, child support, court costs and fines; and participate in community service.
- ◆ 81.6 percent of HWH successful completers have no new felony convictions within 2 years of program completion.

## Per Diem Increases Are Necessary to Maintain High Quality Halfway House Services

- ◆ DRC requires at least 75% of staff providing case management or programming to offenders to have an associate's degree or higher in a criminal justice or social science field. Current per diem rates do not allow our member agencies to compete on an equal playing field with other employers including state and federal probation departments that pay significantly higher starting salaries of more than \$20 per hour while our agencies can only pay \$12 to \$16 per hour.
- ◆ Our clients are arriving with more complex issues and higher needs than ever before, and our referral sources are requesting more specialized programming.
- ◆ Additional staff monitor client movement in the community, prevent drugs from entering the facilities, conduct security screenings and regular rounds, lead structured activities, and teach life skills. These staff are trained in core correctional practices and crisis de-escalation. In order to continue to recruit and retain high quality individuals to perform these critical functions, pay rates will need to be increased from the current range of \$9.50 to 13.50 per hour.
- ◆ Per diem increases will be dedicated to staff increases for case managers, resident monitors, and their supervisors.

## Halfway Houses - Meeting Ohio's Growing Needs

**Growth in Criminal Justice Population Served and Halfway House Line (FY13-FY18)**



- ◆ While a surface view shows substantial growth in the HWH line over the last three bienniums, there has been a corresponding growth in the population served, growing from 8,524 in FY13 to 13,114 individuals served during FY18.
- ◆ This growth reflects DRC and the General Assembly's recognition of the value of halfway houses and the placement of significantly more individuals in HWH programs. The additional funding provided more services to more individuals in more areas of the state while staff wages remained stagnant.
- ◆ HWH per diem increases since FY08 have lagged far behind inflation, with per diems rising 7.2% while inflation rose by 20.9%.
- ◆ **Without the needed increase in per diems, halfway houses can't continue to serve as many offenders. Some communities will even see a reduction in available services.**
- ◆ **Halfway houses require an investment in per diems if they are to be part of the solution as the General Assembly considers criminal justice reform.**