



OHIO COMMUNITY CORRECTIONS ASSOCIATION
TESTIMONY

HB 64

SUBMITTED TO THE
FINANCE CORRECTIONS SUBCOMITTEE
OF THE
OHIO SENATE

By: Mike Randle
Spring 2015

Chairman Uecker, Ranking Member Brown and members of the Senate Finance Corrections Subcommittee:

I am Mike Randle, president elect of the Ohio Community Corrections Association (OCCA), the organization I am testifying on behalf of today. OCCA represents nonprofit residential reentry treatment centers, also called halfway houses, and community based correctional facilities (CBCFs). I am also a Vice President for Oriana House, a Chemical Dependency and Community Corrections Agency with over 30 years of experience in this area. Oriana House currently operates programs in Akron, Cleveland, Fremont, Sandusky, and Tiffin.

I am testifying in support of House Bill 64, the budget provisions from the Ohio Department of Rehabilitation and Correction, including the following:

- Expansion of grant opportunities for specialty court dockets and creation of an additional 500 community corrections center beds to serve an estimated additional 2,000 offenders each year.
- Providing the funding and mechanisms for the Ohio Department of Mental Health and Addiction Services (Ohio-MAS) to take over and expand the recovery and treatment programs currently provided by the Ohio Department of Rehabilitation and Correction (ODRC). OCCA agencies are uniquely qualified contribute to public safety by providing integrated treatment services to individuals with behavioral health issues and criminal justice involvement.

Our members currently provide services for up to 9,146 individuals located throughout Ohio. These research-based programs and services have been proven to reduce recidivism. Clients are able to work and/or attend school while participating in treatment services, gathering resources and learning skills for a successful, crime-free life. This budget expands Ohio's capacity to provide a range of sanctions in conjunction with treatment services to individuals in every area of the state. This includes rural areas that are most in need of additional resources to address regional concerns, such as the opiate addiction epidemic.

The continuum of correctional sanctions needs to be varied enough to address the risks and needs of the individuals in the criminal justice system as well as the safety concerns of the public. While research has demonstrated that treating some individuals in a community setting results in lower recidivism rates,¹ we also know that there are people who belong in prison for a long time. And now we have the assessment tools to correctly tell the difference. Just like physicians, we are better able to diagnose and treat the individuals in our care, through the use of a validated risk-needs assessment that pinpoints treatment needs.

It provides information on who to target for intensive supervision and programming (the risk principle), what factors to target for change (the needs principle), and how to remove barriers that hinder the effective delivery of services (the responsivity principle). Both OCCA agencies and ODRC use the Ohio Risk Assessment System (ORAS), a dynamic risk/needs assessment developed by researchers at the University of Cincinnati and specifically designed for the state.

ORAS is used to generate case plans that identify and prioritize individual offender needs and specific treatment domains.

This leads to a more efficient allocation of supervision and treatment resources,² which, in turn leads to successes such as Ohio's recidivism rate of just 27.5% - one of the lowest in the nation. Ohio has been successful in decreasing costly prison commitments from the six most densely populated counties by 10%. Unfortunately, the other 82 counties have increased their prison commitments by 5% and the number of people imprisoned in Ohio today exceeds 50,000.

Director Mohr estimates 80% of the more than 50,000 state prison inmates have histories of drug or alcohol addictions and about 30,000 inmates have a considerable or moderate treatment need. However, under current programming, only about 4,500 inmates are receiving treatment.

45% of incarcerated individuals, about 22,500, have been convicted of low-level crimes and serve 9 months or less in Ohio prisons. But prison services are not designed to quickly process and enroll these low-level, short time offenders into treatment programs, education services or job skills training that would improve their outcomes upon release. We cannot continue to incarcerate record numbers of people. It costs a great deal of money for which there is very little return. Keeping these 22,500 people in prison for 9 months costs Ohio taxpayers nearly a half a billion dollars.³

The Governor's budget proposal provides the framework for substantial reform directed at reducing the cost and improving the outcomes for low level offenders:

- It allows ODRC and Ohio-MAS to make a comprehensive plan to address criminal behavior (and factors that contribute to an individual's anti-social lifestyle). We know that responding to substance abuse and mental health issues plays a significant role in reducing recidivism. Collaboration between these departments is essential to effectively prevent individuals from returning to the criminal justice system.
- It provides funding for groundbreaking "Smart on crime initiatives" that support long term changes within family structures, employment assistance, treatment for behavioral healthcare needs, and housing linkages.
- It builds upon the successes you, as legislators, have already facilitated in Ohio. 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.

Residential reentry treatment programs, such as halfway houses and CBCFs, are an efficient use of state resources and leverage additional dollars on top of the state investment. Last year, individuals sanctioned to a halfway house or a CBCF earned more than \$7.7 million in wages; paid their share of taxes; and also paid more than \$2.8 million in restitution, child support, and court costs.

OCCA member agencies operate 37 accredited⁴ residential reentry facilities and 4 accredited CBCFs located throughout Ohio. These state licensed facilities can be used either to divert

offenders from entering prison by giving the local judiciary the option of a direct sentence or to transition offenders back into the community after a period of incarceration.

Individuals are sentenced to a halfway house or CBCF for a 4 to 6 month period of supervision. During this time, each client follows a case plan that includes participation in cognitive behavioral treatment, chemical dependency treatment, workforce development services, educational/GED classes, housing assistance, and other supportive services that have been proven to reduce recidivism. Specialized services are available for individuals with mental health issues, veterans, and/or other specialized treatment needs. Additional services include electronic monitoring and enhanced monitoring utilizing a GPS system.

We are proud of making great strides in restoring our communities. In the most recent ODRC report on recidivism, individuals who successfully completed a halfway house program showed a recidivism rate of just 8.2% after one year; and 18.7% after two years. Halfway Houses and CBCFs are evaluated by the state for outcomes including: recidivism rates, successful completion, utilization, per diem rates, and cost per offender.

Community Based Correctional Facilities (known as CBCFs) divert felony offenders in our communities from entering prisons. There are 19 CBCFs in Ohio, OCCA represents 4. The Common Pleas Judges directly sentence offenders to CBCFs for up to six months. The cost of sanctioning an F3, F4 or F5 offender in a CBCF is \$9,203, while the cost of putting the same offender in prison is \$29,469. Taxpayers save more than \$20,000 each time one of these low-level offenders goes to a CBCF instead of going to prison.⁵

Halfway houses can be used either to divert offenders from entering prison by giving the local judiciary the option of a direct sentence or to transition the offender back into the community after a period of incarceration. ODRC estimates it costs \$6,372 to sanction and treat an individual in a halfway house, while the cost of putting the same felony 3, 4 or 5 offender in prison is \$29,469. It is 78% less expensive to sanction the same individual in a halfway house as compared to prison.⁶

I would like to spend just a few minutes talking about some health care issues that, although they are being addressed in the Health and Human Services Subcommittee and through other avenues, we would like to make sure you are aware of them as well. These items could impact our client's ability to access health care and chemical dependency treatment services.

- 1) Chapter 1.05 of the Ohio Revised Code includes halfway houses in the definition of imprisonment. We believe this is an inadvertent mischaracterization in the Code that should be corrected. The version of HB 64 (as passed by the Ohio House) pending before you today contains that correction, and we hope that you will retain this revised language.
- 2) Our Association is pleased that Directors Plouck, Moody and McCarthy have organized a stakeholder work group to address the behavioral health carve-in. Our concern is that any

solution reached by the group and intended for implementation needs to include built in safeguards. Providers should be assured by the statute that Managed Care Organizations will reimburse the eligible providers for the full continuum of behavioral care health treatment services.

In conclusion, there is broad consensus across the nation⁷ that we need to reduce prison spending and shift resources to community supervision rather than incarceration, specifically for low-level offenders. Alternative sanctions protect the public and are a valuable use of precious taxpayer dollars. In addition to successful reentry, non-profit community corrections make sense as a public / private partnership.

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. And Ohio's progressive approach has extensive public support nationwide: A Pew Research Poll from shows that voters across the U.S. are overwhelmingly in favor of strengthening community corrections programs (attached).

We support the funding increases for halfway house beds in line item GRF501-405 and CBCF funding in line item GRF501-501 and the Addiction Services Partnership with Corrections in line item GRF336-423. Continued investment in these programs is cost effective, contributes to public safety in our communities, and is proven to reduce recidivism.

Thank you for your time and I will answer any questions you may have. Additional questions may be directed to:

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Endnotes/References

¹ *Dr. Ed Latessa, 2003*

² *Administrative Office of the United States Courts Office of Probation and Pretrial Services, An Overview of the Federal Post Conviction Risk Assessment (PCRA) September 2011*

³ *ODRC, Bureau of Community Sanctions 2014 Fact Sheet: Cost per day for persons in prison is \$67.90 multiplied by 274 days (9 months), then multiplied by 22,500 individuals equals \$418,275,000.*

⁴ *Facilities are accredited by the American Correctional Association*

⁵ *ODRC, Bureau of Community Sanctions 2014 Fact Sheet*

⁶ *ODRC, Bureau of Community Sanctions 2014 Fact Sheet*

⁷ *A graphic representation of conclusions of the Pew report is attached.*

Public Opinion on Sentencing and Corrections Policy in America

Pew Center on the States, March 2012

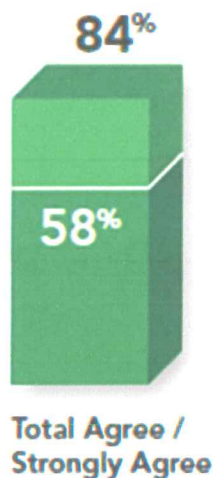
Key Findings:

- American voters believe too many people are in prison and the nation spends too much on imprisonment.
- Voters overwhelmingly support a variety of policy changes that shift non-violent offenders from prison to more effective, less expensive alternatives.
- Support for sentencing and corrections reforms (including reduced prison terms) is strong across political parties, regions, age, gender, and racial/ethnic groups.

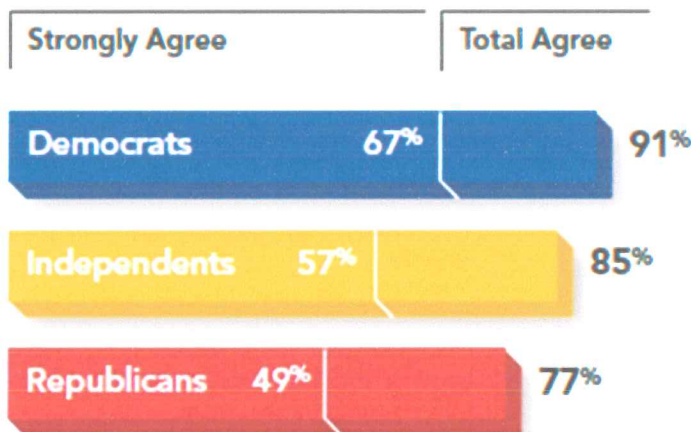
THE BOTTOM LINE...

"Some of the money that we are spending on locking up low-risk, non-violent inmates should be shifted to strengthening community corrections programs like probation and parole."

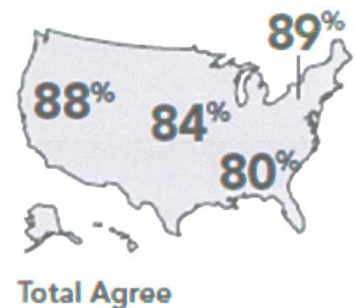
Overall



By Party Identification



By Region



Methodology of Study

On behalf of the Pew Center on the States, Public Opinion Strategies and the Mellman Group conducted phone interviews with 1,200 likely voters nationwide on January 10-15, 2012. The survey has a margin of error of $\pm 2.8\%$. The margin of error is higher for subgroups.

Poll Respondent Demographics

- 39 percent identified as conservative
- 30 percent identified as liberal
- 32 percent identified as a Republican or leaning Republican
- 24 percent identified as Independent
- 37 percent identified as Democrat or leaning Democratic
- 17 percent identified as a violent crime victim household
- 43 percent identified as a non-violent crime victim household
- 12 percent identified as a law enforcement household

The full survey is available at www.pewcenteronthestates.org/publicsafety



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OCCA Agency Members
Alvis House - Columbus, Dayton,
Chillicothe

Behavioral Healthcare Partners of Central
Ohio, Inc. - Newark

Community Assessment & Treatment
Services, Inc. - Cleveland

Community Corrections Association, Inc
- Youngstown

Community Correctional Center,
Talbert House -Lebanon

Community Transition Center - Lancaster

Community Treatment & Correction
Center, Inc. - Canton

CROSSWAEH CBCF, Oriana House,
Inc. - Tiffin

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

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

Oriana House, Inc. - Akron and Cleveland

Salvation Army Harbor Light - Cleveland

Summit County CBCF Oriana House, Inc.
- Akron

Talbert House - Cincinnati

Turtle Creek, Talbert House - Lebanon

Volunteers of America of Greater Ohio -
Cincinnati, Dayton, Mansfield, Toledo

Ohio's Best Bargain: Community Corrections Programs Are Cost Effective and Contribute to Public Safety

BACKGROUND

- ◆ 45% of Ohio inmates spend less than a year in a prison system that is 30% over capacity.
- ◆ One out of every 4 persons sentenced to prison is there for a non-violent crime.
- ◆ 8.3% of inmates entering prison in 2013 were there for heroine-related crimes (up from 1.6% of admissions in 2001)
- ◆ Prison spending costs Ohioans \$1.5 Billion annually.

COMMUNITY CORRECTIONS - RESEARCH DRIVEN AND EFFECTIVE

- ◆ Halfway Houses (HWH) create safer communities by reducing new felony convictions, **81.3% of successful completers have no new felony conviction within 2 years of program completion.**
- ◆ Community Corrections programs provide treatment and other rehabilitation services that support successful reintegration back into the community that research has shown contributes to reduced recidivism, increased public safety and saves precious taxpayer dollars.

COMMUNITY CORRECTIONS IS A GOOD VALUE

- ◆ **Residential Community Corrections is a wise investment.**
- ◆ The cost to treat Felony 3, Felony 4, and Felony 5 offenders in prison is \$29,469 per offender, in a HWH is \$6,372 and \$9,203 in a Community Based Correctional Facility.

COMMUNITY CORRECTIONS RESIDENTS:

- ◆ Paid **\$694,896** in Court Costs/Fines;
- ◆ Paid **\$1,272,697** in Restitution;
- ◆ Paid **\$135,733** in Child Support;
- ◆ Earned **\$7,755,422** in income/wages;
- ◆ Paid **\$775,542** in taxes; and
- ◆ Contributed **276,056** hours of community service with estimated value to local communities of around **\$6 million**

COMMUNITY CORRECTIONS IS EFFECTIVE, COST EFFICIENT, CONTRIBUTES TO PUBLIC SAFETY AND IS OHIO'S BEST BARGAIN

Research data taken from: Ohio Department of Rehabilitation and Correction. *CBCF, Halfway House and ISP-407 Recidivism Report: 2014*. Columbus, OH: ODRC, 2014.
Ohio Department of Rehabilitation and Correction. *Ohio Department of Rehabilitation and Correction Funded Community Corrections: 2014*. Columbus, OH: ODRC: 2014.
University of Cincinnati. *Follow-up Evaluation of Ohio's Community Based Correctional Facility and Halfway House Programs – Outcome Study: 2010*. University of Cincinnati, February, 2010. Available at: <http://www.drc.ohio.gov/Public/UC%20Report.pdf>

Last updated 2.4.15

Ohio Department of Rehabilitation and Correction Funded Community Corrections

<u>Fiscal Years 2010-2015 ODRC Total Budget Appropriations</u>	<u>FY 2010</u>	<u>FY 2011</u>	<u>FY 2012</u>	<u>FY 2013</u>	<u>FY 2014</u>	<u>FY 2015</u>
<u>Residential Community</u>						
Halfway Houses						
Community-Based Correctional Facilities	\$41.1 million	\$42.3 million	\$43.6 million	\$43.6 million	\$48.0 million	\$51.2 million
	\$62.5 million	\$64.3 million	\$62.7 million	\$62.5 million	\$65.2 million	\$69.4 million
<u>Nonresidential Community</u>						
Jail Diversion Programs	\$11.1 million	\$11.4 million	\$12.4 million	\$12.4 million	\$12.8 million	\$12.8 million
Prison Diversion Programs	\$21.9 million	\$22.4 million	\$27.4 million	\$28.3 million	\$34.1 million	\$34.3 million
Adult Parole Authority (supervision costs)	\$52.1 million	\$51.5 million	\$50.1 million	\$51.4 million	\$53.8 million	\$58.3 million

FISCAL YEAR 2014 ANNUAL PROGRAM INFORMATION AND COSTS

<u>Residential</u>	<u>Number</u>	<u>Total Offenders</u>	<u>State Funded Cost per Day</u>	<u>Ave Length of Stay</u>	<u>State Funded Cost per Offender</u>
Prisons (all offenders)	27	50,504 (avg.)	\$67.90	785 days	\$53,301
Prisons (Felony Levels 3,4,5)*	27	18,041 (1/1/14)	\$67.90	434 days	\$29,469
Halfway Houses	12	7,535	\$62.83	87 days	\$6,372
Community-Based Correctional Facilities	18	6,883	\$77.69	122 days	\$9,203
<u>Nonresidential</u>	<u>Number</u>	<u>Total Offenders</u>	<u>State Funded Cost per Day</u>	<u>Ave Length of Stay</u>	<u>State Funded Cost per Offender</u>
Jail Diversion Programs	123	20,988	\$3.72	164 days	\$610
Prison Diversion Programs	74	11,495	\$9.75	305 days	\$2,974
Adult Parole Authority Regions	6	33,557 (avg.)	\$2.30	778 days	\$1,789

FISCAL YEAR 2014 COMMUNITY CORRECTION PROGRAM BENEFITS

<u>Residential</u>	<u>Court Costs/Fines</u>	<u>Restitution</u>	<u>Child Support</u>	<u>Income Earned</u>	<u>Taxes Paid **</u>	<u>Community Work Service</u>	<u>Est. Value of CWS</u>
Halfway Houses	\$510,591	\$1,261,060	\$103,221	\$6,452,847	\$645,285	52,356 hrs	\$1,120,418
Community-Based Correctional Facilities	\$184,305	\$11,637	\$32,512	\$1,302,575	\$130,258	223,700 hrs	\$4,787,180
<u>Nonresidential</u>							
Jail Diversion Programs	\$2,196,903	\$391,548	\$514,858	\$31,673,803	\$3,167,380	143,019 hrs	\$3,060,607
Prison Diversion Programs	\$2,224,644	\$940,634	\$583,828	\$24,518,817	\$2,451,882	140,250 hrs	\$3,001,350
Total	\$5,116,443	\$2,604,879	\$1,234,419	\$63,948,042	\$6,394,805	559,325 hrs	\$11,969,555***

* 91% 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 2013 Data