

July 20, 2009

Hamilton County Board of Commissioners  
Hon. Mr. David Pepper –President  
Hon. Mr. Greg Hartman  
Hon. Mr. Todd Portune  
138 East Court Street, Room 603  
Cincinnati, Ohio 45202

RE: Hamilton County Health and Hospitalization - Drake Levy  
Hamilton County Tax Levy Review Committee (TLRC)

Dear Commissioners,

Following the direction of Mr. Tim Molony, Chairperson of the Hamilton County Tax Levy Review Committee, a Sub-committee was formed in March 2009 for the purpose of the five year review of the Hamilton County Health and Hospitalization Levy, (H&H - Drake Levy) which is being considered for placement on the ballot for the November 2009 general election.

I would like to thank Mr. Tim Molony and the Board of County Commissioners for my appointment as Chairperson of the Health and Hospitalization/Drake Levy Sub-Committee. I am also very appreciative of the time and efforts of my fellow sub-committee members Mr. Stephen Taylor and Mr. Mark Berliant. Together, we have been provided excellent support by Lisa Webb, other county staff and by our hired consultant.

Through the course of our review, we have been presented with information on H&H programs. Our consultant, Howard, Wershbae & Co. of Cleveland, Ohio has researched the various programs and has provided an objective analysis of the services provided. On April 6, 2009 Stephen Taylor, Lisa Webb and I visited the Turning Point Program on Woodburn Avenue and the Drug Court ADAPT program located at 3009 Burnet Avenue. H&H Levy issues were discussed at scheduled TLRC meetings throughout April, May and June. Twenty One persons spoke at the well attended public hearing that was held on June 1, 2009.

Since its inception, the H&H - Drake Levy has been better known to the citizens of Hamilton County as the "Drake Levy". Historically, revenue from this assessment has been used to fund the operation of the Drake programs and buildings that continue to be located at 151 West Galbraith Rd. The Hamilton County BOCC, at their regular meeting on May 24, 2006 adopted a resolution known as the "Reorganization Agreement of Drake Center Inc." which transferred Drake Hospital and its' programs to an independent entity with the understanding that the assessment known as the Drake Levy would no longer appear on property tax bills after the end of the 2009 tax year. The renamed "Drake

Center” formally reaffirmed to the BOCC in 2008 that they desired no future funding from this levy and will continue to operate as a private entity.

The programs and services that are currently dependent on the H&H - Drake Levy have been attached during previous Drake Hospital levy cycles. Indeed, Hamilton County voters have historically approved the Drake levy request with the belief that these monies benefited the long term care facility located at 151 West Galbraith Rd. It is the observation of the 2009 H&H TLRC sub-committee that the predecessors of the current BOCC have assigned expenses to the Drake levy that were previously paid from other funds of Hamilton County. The programs and their expense have become dependent on this levy in order to continue their designed benefit. The 2009 “Drake Levy” budget is \$18,087,871. This amount, after the 2009 funding for Drake Hospital is permanently removed, leaves a remaining 2009 amount of \$7,325,905.

### **Municipal Court – Residential Treatment Programs for Incarcerated Offenders**

The Municipal Court Residential Treatment Program, located at 1617 Reading Road, has been the second highest expense of the H&H – Drake Hospital levy during the years 2004-09. Services include the “Rewards Jail Intervention Program” for 114 sentenced women and the “Extended Treatment Program” with has a capacity of 58 sentenced men. The 2009 total budget for this program is \$2,738,907. Hamilton County pays Talbert House to operate this program on a sliding scale based on the daily occupancy of the facility. The fee for service is financially structured to encourage the utilization of the program, with costs per inmate day dropping significantly once the daily population reaches 86 persons and dropping substantially again at 107 persons and 149 persons. Based on the contract, once the enrollment reaches 158 daily occupants, each of the additional 14 beds to reach capacity is at no charge to the county. Hamilton County appears to be unique in financially supporting this type of program. The comparison counties of Franklin (Columbus) and Cuyahoga (Cleveland) appear to use funding from the State of Ohio for residential treatment for incarcerated offenders.

### **Mental Health and Recovery Services Drug Court Program – ADAPT Program**

The ADAPT Program was established in 1995 for drug offenders willing to enter a treatment program in lieu of incarceration. The Men’s treatment program is administered by the Mental Health and Recovery Services Board and is located at 3009 Burnet Avenue. The program is funded using federal, state and county dollars, including funds from the H&H - Drake levy during the 2004-09 levy cycle. Direct services for ADAPT are provided under contract with Talbert House. The current 2009 amount provided by the H&H - Drake levy is \$1,589,859. For the current contract period, the H&H budget estimates 8,908 treatment bed days out of a budget of 11,702 treatment days, or paying 76% of the total treatment day cost.

### **Probation Department's Turning Point and 10 Day DUI Program**

The Turning Point facility is operated by Talbert House and is located on Woodburn Avenue. This licensed minimum security jail facility for multiple DUI offenders has a total capacity of 52 and is for males only. The program also pays for services for 6 female beds located at 1617 Reading Road. The 10 Day and 20 Day Driver intervention program provides treatment for substance abuse and addiction education for offenders convicted of a second or higher DUI or related offense. Some of the costs for Turning Point began to be charged to the Indigent Care Levy beginning in 2004. (see Drake Midterm Review 050108, p4). The current 2009 amount provided by the H&H – Drake levy is \$1,620,704.

### **Sheriff's Department Corrections Program**

The Sheriff's Corrections Program provides for eight full time officers to act as twenty four hour / seven day security for the Turning Point Program on Woodburn Avenue. One officer is on duty at all times to supplement the treatment staff and a second officer is on-site during evenings and weekends. The current 2009 amount provided by the H&H – Drake levy is \$574,569.

### **Probation Department Transitional Housing Program**

The Transitional Housing program is designated for offenders who have been evaluated as having completed their treatment program. This program also helps to move offenders out of their previous environment and into a new location that is more conducive towards recovery. The program services provided by contract with Talbert House, include three meals per day, supervised living conditions, medical care, treatment services and individual case management. The current 2009 amount provided by the H&H – Drake levy is \$85,657.

### **Municipal Court's Transition from Jail to the Community Re-Entry Program**

The Re-Entry Program designs plans for eligible offenders from the time of arrest, following the offender through court proceedings and through release after completing court ordered sanctions. The program is designed to identify low risk offenders and to offer an alternative to incarceration in order to free jail space for more serious offenders. This is a new program for the current levy period (beginning in 2008). The current 2009 amount provided by the H&H – Drake levy is \$332,176.

### **Sheriff's Department Re-Entry Program**

The Sheriff's Re-Entry program was started as a new program in January 2008. The program is designed to coordinate efforts and communication between the Sheriff's office, Pre-Trial, Probation, the Court Clinic and other service providers. The 2008 cost of \$78,703 was paid out of the Hamilton County Sheriff's Department Budget. This is a

new program for the current levy period. The current 2009 amount provided by the H&H – Drake levy is \$80,007.

### **Off The Streets Program**

The “Off The Streets” program (OTS) is an inter-system community collaborative involving representatives from government, substance abuse and mental health treatment providers and survivors of prostitution throughout Cincinnati and Hamilton County. Cincinnati Union Bethel, the lead agency for this program, has a long and storied record of success in Cincinnati with providing leadership and resources for this and many other programs that have helped people turn their lives around to become productive citizens. The Municipal Court Re-Entry Program has referred prostitution defendants to OTS in the past which has helped many of these defendants successfully complete probation. (Drake MidTerm 050108, p6) The Off The Streets program was not funded by the H&H - Drake levy during the years 2004-2009.

### **Drug Free Communities**

The Coalition for a Drug Free Cincinnati (CDFGC) serves communities throughout the ten county, tri-state region by promoting a drug free environment. This funding proposal is intended to empower Hamilton County communities by investing in grassroots efforts to help people solve problems related to drugs and violence in their own neighborhoods. The current network of existing neighborhood coalitions would be eligible to apply for local grants to hire neighborhood coordinators to support the development of stronger partnerships among parents, schools, businesses, faith based organizations and other stakeholders. Currently, there are 14 Drug Free Coalition grantees in the multi-county region that are receiving \$100-125K in federal funding annually to support their work. CDFGC has assisted these grantees successfully write for these funds and they continue to assist new applicants every year. Efforts of the CDFGC have helped to change standards of conduct with respect to substance abuse and thus allow other agencies to utilize their resources more effectively. This is a new program and CDFGC has not received funding from the H&H - Drake levy during the current 2004-2009 cycle.

### **Treatment Court Staff Program**

The Hamilton County Common Pleas Court is seeking to implement a Substance Abuse and Mental Illness Court (SAMI). The SAMI project is a collaborative partnership between the criminal justice system, the mental health system, consumers and their families concerning felony-level offenders with mental illness. Once identified, participants will be assigned to a case manager from Greater Cincinnati Behavioral Health Services who will perform a service assessment to identify the participants’ individual needs. Program services will be provided potentially including Forensic Assertive Community Treatment (FACT), Day Reporting and Job Placement through Talbert House, Inpatient Mental Health Treatment through Summit Collaborative or Inpatient Substance Abuse Treatment through Crossroads Recovery Services. Treatment

Court Staff Program is an addition to Hamilton County and did not receive funding through the H&H - Drake Levy during 2004-2009.

## **Conclusion**

The H&H - Drake Subcommittee has reviewed the programs that are currently receiving funding as well as the programs that are considered for new funding from the H&H - Drake Levy. Months of meeting with program directors, support staff and consumers, along with many hours of research and discussion have led the subcommittee to the conclusion that these programs do make a positive difference in the lives of program participants.

Having carefully considered all the foregoing, our Subcommittee makes the following recommendations relative to the programs and services that are seeking inclusion in a levy to be brought to the voters in November. This Subcommittee makes five recommendations for the former H&H - Drake Levy.

1. The levy should be presented to the voters of Hamilton County in November, 2009.
2. The entities that should participate are those which are currently receiving funding, with the addition of the “Off the Streets” program.
3. That the amounts of the proposed levy be limited to those amounts reflected in the TLRC Alternate option of the included attachment. That option requires a 2% reduction in 2009 expenditures for the existing programs, funds the “Off the Streets” program at the levels established in the Consultants Report and allows for a 2% annual inflation increase for all of the programs starting in 2011.
4. Two new programs, the “Drug Free Communities” and the “Treatment Court Staff”, should not be funded by this levy. In our opinion, it is not the time or place to create new programs.
5. Including the “Off the Streets” program in the levy will allow the program to receive outside matching funds and will enable “Off the Streets” to maintain the scope of services that are currently being provided.

This Subcommittee recommends that the total funding of the H&H – Drake Levy, including indirect costs, fees, administrative expense, and program funding, should not exceed \$37,238,338.00, as indicated in the included attachment.

The programs which receive support from this levy have requested an increased amount in excess of the subcommittee recommendation. This amount would include new funding for Drug Free Communities and Treatment Court Staff. This is listed as the “Agency Alternate Reviewed Funding” on the attachment. The total demand for this option is \$39,415,787.

The Subcommittee Year 1 -2010 recommendation of \$7,172,129 is approximately a 2% decrease in spending for Hamilton County for Year 1 of the new levy. The "Agency Alternate Reviewed Funding" Year 1- 2010 recommendation of \$7,581,897 is approximately a 3.5% increase in spending for Hamilton County over the 2009 amount (\$7,325,905).

Please contact me with any questions or comments.

Respectfully Submitted,

A handwritten signature in black ink, appearing to read "Dan Unger". The signature is fluid and cursive, with the first name "Dan" and last name "Unger" clearly distinguishable.

Dan Unger  
Chairperson – 2009 H&H/ Drake Levy Review Subcommittee  
Hamilton County Tax Levy Review Committee  
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513 532 9282

Attachment:

Health and Hospitalization- including Drake Center Inc. Fund 003-007

**Health and Hospitalization - including Drake Center, Inc.**  
**Tax Levy: Fund 003 - 007**

BOCC INFLATION CALCULATION	2005 Revenue	Year 1 2010	Year 2 2011	Year 3 2012	Year 4 2013	Year 5 2014	Levy Total
REVENUE TOTAL	16,296,023	19,001,160	19,001,160	19,001,160	19,001,160	19,001,160	95,005,800

INITIAL AGENCY REQUESTED FUNDING	2009 Budget	Year 1 2010	Year 2 2011	Year 3 2012	Year 4 2013	Year 5 2014	Levy Total
Drake Center Inc.	10,761,966	-	-	-	-	-	-
1617 Reading Rd Security (Sheriff)	574,569	604,099	620,617	643,035	660,894	683,683	3,212,327
1617 Reading Rd (Municipal Court) (a)	2,738,907	2,999,267	3,008,265	3,098,512	3,191,467	3,287,211	15,584,722
Probation Contracted Services (b)	1,620,704	1,467,532	1,500,918	1,535,083	1,570,045	1,605,822	7,679,400
ADAPT/Drug Court	1,589,859	1,671,252	1,721,390	1,773,032	1,826,223	1,881,010	8,872,907
Re Entry	497,841	516,078	531,562	547,765	564,216	581,419	2,741,040
Drug Free Communities	-	450,000	463,500	477,405	491,727	506,479	2,389,111
Off The Streets	-	191,160	196,895	202,802	208,886	215,152	1,014,894
Treatment Court Staff	-	200,000	200,000	200,000	200,000	200,000	1,000,000
Auditor and Treasurer Fees	240,025	285,017	285,017	285,017	285,017	285,017	1,425,087
Indirect Cost	39,000	38,716	38,716	38,716	38,716	38,716	193,580
Administrative	25,000	25,811	25,811	25,811	25,811	25,811	129,055
INITIAL REQUEST TOTAL	18,087,871	8,448,932	8,592,691	8,827,178	9,063,002	9,310,320	44,242,124

CONSULTANT REPORT REVIEWED FUNDING	2009 Budget	Year 1 2010	Year 2 2011	Year 3 2012	Year 4 2013	Year 5 2014	Levy Total
Drake Center Inc.	10,761,966	-	-	-	-	-	-
1617 Reading Rd Security (Sheriff)	574,569	604,099	620,617	643,035	660,894	683,683	3,212,327
1617 Reading Rd (Municipal Court) (a)	2,738,907	2,793,685	2,849,559	2,906,550	2,964,681	3,023,975	14,538,450
Probation Contracted Services (b)	1,620,704	1,463,589	1,492,861	1,522,718	1,553,172	1,584,236	7,616,576
ADAPT/Drug Court	1,589,859	1,621,656	1,654,089	1,687,171	1,720,915	1,755,333	8,439,164
Re Entry	497,841	511,897	522,997	534,596	546,219	558,393	2,674,102
Drug Free Communities	-	350,000	357,000	364,140	371,423	378,851	1,821,414
Off The Streets	-	91,160	92,983	94,843	96,740	98,675	474,400
Treatment Court Staff	-	185,000	175,000	175,000	175,000	175,000	885,000
Auditor and Treasurer Fees	240,025	135,000	135,000	135,000	135,000	135,000	675,000
Indirect Cost	39,000	38,716	38,716	38,716	38,716	38,716	193,580
Administrative	25,000	25,811	25,811	25,811	25,811	25,811	129,055
REVISED REQUEST TOTAL	18,087,871	7,820,613	7,964,633	8,127,580	8,288,570	8,457,672	40,659,068

TLRC SUBCOMMITTEE RECOMMENDED FUNDING	2009 Budget	Year 1 2010	Year 2 2011	Year 3 2012	Year 4 2013	Year 5 2014	Levy Total
Drake Center Inc.	10,761,966	-	-	-	-	-	-
1617 Reading Rd Security (Sheriff)	574,569	557,332	557,332	557,332	557,332	557,332	2,786,660
1617 Reading Rd (Municipal Court) (a)	2,738,907	2,656,740	2,656,740	2,656,740	2,656,740	2,656,740	13,283,699
Probation Contracted Services (b)	1,620,704	1,572,083	1,572,083	1,572,083	1,572,083	1,572,083	7,860,414
ADAPT/Drug Court	1,589,859	1,542,163	1,542,163	1,542,163	1,542,163	1,542,163	7,710,816
Re Entry	497,841	482,906	482,906	482,906	482,906	482,906	2,414,529
Drug Free Communities	-	-	-	-	-	-	-
Off The Streets	-	-	-	-	-	-	-
Treatment Court Staff	-	-	-	-	-	-	-
Auditor and Treasurer Fees	240,025	135,000	135,000	135,000	135,000	135,000	675,000
Indirect Cost	39,000	39,000	39,000	39,000	39,000	39,000	195,000
Administrative	25,000	25,000	25,000	25,000	25,000	25,000	125,000
REVISED REQUEST TOTAL	18,087,871	7,010,224	7,010,224	7,010,224	7,010,224	7,010,224	35,051,118

Further discussion would be needed on how to handle county staff costs (union contracts, etc).

AGENCY ALTERNATE REVIEWED FUNDING	2009 Budget	Year 1 2010	Year 2 2011	Year 3 2012	Year 4 2013	Year 5 2014	Levy Total
Drake Center Inc.	10,761,966	-	-	-	-	-	-
1617 Reading Rd Security (Sheriff)	574,569	563,078	574,339	585,826	597,542	609,493	2,930,278
1617 Reading Rd (Municipal Court) (a)	2,738,907	2,684,129	2,737,811	2,792,568	2,848,419	2,905,387	13,968,314
Probation Contracted Services (b)	1,620,704	1,588,290	1,620,056	1,652,457	1,685,506	1,719,216	8,265,525
ADAPT/Drug Court	1,589,859	1,558,062	1,589,223	1,621,008	1,653,428	1,686,496	8,108,216
Re Entry	497,841	487,884	497,642	507,595	517,747	528,102	2,538,969
Drug Free Communities	-	280,000	285,600	291,312	297,138	303,081	1,457,131
Off The Streets	-	72,928	74,387	75,874	77,392	78,940	379,520
Treatment Court Staff	-	148,000	150,960	153,979	157,059	160,200	770,198
Auditor and Treasurer Fees	240,025	135,000	135,000	135,000	135,000	135,000	675,000
Indirect Cost	39,000	38,716	38,716	38,716	38,716	38,716	193,580
Administrative	25,000	25,811	25,811	25,811	25,811	25,811	129,055
REVISED REQUEST TOTAL	18,087,871	7,581,897	7,729,545	7,880,145	8,033,758	8,190,442	39,415,787

TLRC ALTERNATE REVIEWED FUNDING	2009 Budget	Year 1 2010	Year 2 2011	Year 3 2012	Year 4 2013	Year 5 2014	Levy Total
Drake Center Inc.	10,761,966	-	-	-	-	-	-
1617 Reading Rd Security (Sheriff)	574,569	563,078	574,339	585,826	597,542	609,493	2,930,278
1617 Reading Rd (Municipal Court) (a)	2,738,907	2,684,129	2,737,811	2,792,568	2,848,419	2,905,387	13,968,314
Probation Contracted Services (b)	1,620,704	1,588,290	1,620,056	1,652,457	1,685,506	1,719,216	8,265,525
ADAPT/Drug Court	1,589,859	1,558,062	1,589,223	1,621,008	1,653,428	1,686,496	8,108,216
Re Entry	497,841	487,884	497,642	507,595	517,747	528,102	2,538,969
Drug Free Communities	-	-	-	-	-	-	-
Off The Streets	-	91,160	92,983	94,843	96,740	98,675	474,400
Treatment Court Staff	-	-	-	-	-	-	-
Auditor and Treasurer Fees	240,025	135,000	135,000	135,000	135,000	135,000	675,000
Indirect Cost	39,000	38,716	38,716	38,716	38,716	38,716	193,580
Administrative	25,000	25,811	25,811	25,811	25,811	25,811	129,055
REVISED REQUEST TOTAL	18,087,871	7,172,129	7,311,581	7,453,823	7,598,908	7,746,896	37,283,338