

Hamilton County Board of County Commissioners Report

Final Report on the Health Levy As of June 10, 2009

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Hamilton County Board of County Commissioners Final Report on the Health Levy

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Introduction and Overview of Engagement

We have been engaged to provide analytical services and agreed upon analysis of certain Hamilton County services and recipients funded by the Health and Hospitalization Services Tax Levy (HHS Tax Levy) which included the Drake Hospital Program and certain other programs. The focus of our report will be these programs, excluding Drake Hospital, which is currently funded by the Levy. There are nine programs being administered by four different Departments currently being served by the HHS Tax Levy.

During the course of this engagement, a great deal of information and input was provided by the administration and management of the Hamilton County Board of County Commissioners and Program Service Providers, mainly the Talbert House organization. We believe the information resulting from this process presents the user with a clear view of the services provided, staffing, and service costs.

The Exhibit below illustrates the departments and programs being addressed by this report:

Exhibit A

<p>Sheriff's Department Reentry Program Corrections</p> <p>Municipal Court Residential Treatment Programs for Incarcerated Offenders (1617 Reading Road) Transition from Jail to the Community Reentry Program</p> <p>Probation Reentry Program Turning Point & 10 Day DUI Residential Transitional Housing</p> <p>Mental Health and Recovery Services Board ADAPT (Drug Court)</p> <p>Other Programs New for 2010 Off The Streets Program Drug Free Communities Program Treatment Court Staff Program</p>

Health Levy Introduction and Overview

The following Exhibit summarizes the 2010 through 2014 requested funding being addressed in this report:

Exhibit B

Program	2009 Budget	Year 1 2010	Year 2 2011	Year 3 2012	Year 4 2013	Year 5 2014	Levy Total
Residential Treatment Program for Incarcerated offenders (a)	\$ 2,738,907	\$ 2,793,685	\$ 2,849,559	\$ 2,906,550	\$ 2,964,681	\$ 3,023,975	\$ 14,538,450
ADAPT (Drug Court)	1,589,859	1,621,656	1,654,089	1,687,171	1,720,915	1,755,333	8,439,164
Turning Point and 10-Day DUI Program (b)	1,207,309	1,041,926	1,062,765	1,084,020	1,105,699	1,127,815	5,422,225
Corrections (Sheriff)	574,569	604,099	620,617	643,035	660,894	683,683	3,212,328
Residential Transitional Housing	413,395	421,663	430,096	438,698	447,472	456,421	2,194,350
Reentry Programs	497,841	511,897	522,996	534,595	546,217	558,391	2,674,096
Off The Streets Program		91,160	92,983	94,843	96,740	98,674	474,400
Drug Free Communities Program		350,000	357,000	364,140	371,423	378,851	1,821,414
Treatment Court Staff Program		185,000	175,000	175,000	175,000	175,000	885,000
Sub-Total	7,021,880	7,621,086	7,765,105	7,928,052	8,089,041	8,258,143	39,661,427
Auditor and Treasurer Fees	240,025	135,000	135,000	135,000	135,000	135,000	675,000
Indirect Costs	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
Total Levy Request	\$ 7,325,905	\$ 7,820,613	\$ 7,964,632	\$ 8,127,579	\$ 8,288,568	\$ 8,457,670	\$ 40,659,062

(a) 2009 Budget includes a one time \$500,000 expense from the Indigent Care Levy to balance the levy in the final year
(b) 2009 budget includes the one time use of \$683,534 in 2008 encumbrances to balance the levy in the final year.

Historical Scope:

Historically, the programs within the scope of this report have accounted for approximately 26% to 35% of the HHS Tax Levy expenditures. Exhibit C, below, provides a summary of the historical HHS Tax Levy expenditures and current budget by department totals.

Exhibit C

	2005	%	2006	%	2007	%	2008	%	2009 Approved Budget	
Total Expenditures	14,916,009	100%	16,953,129	100%	16,679,438	100%	16,270,774	100%	18,087,871	100%
Less Drake Center	(10,761,966)	-72%	(10,761,966)	-63%	(10,761,963)	-65%	(10,761,963)	-66%	(10,761,966)	-59%
Auditor & Treasurer Fees	(210,653)	-1%	(216,274)	-1%	(219,923)	-1%	(209,015)	-1%	(240,025)	-1%
Less Indirect & Administrative	(69,913)	0%	(18,935)	0%	(38,887)	0%	(31,024)	0%	(64,000)	0%
Subtotal - Other Programs	<u>3,873,477</u>	26%	<u>5,955,954</u>	35%	<u>5,658,665</u>	34%	<u>5,268,772</u>	32%	<u>7,021,880</u>	39%
Sheriff	379,883	3%	399,606	2%	422,627	3%	394,386	2%	654,576	4%
Municipal Court (a)		0%	2,688,210	16%	2,644,525	16%	2,350,224	14%	3,071,083	17%
Probation (b)	2,271,344	15%	1,074,500	6%	1,105,006	7%	1,361,697	8%	1,706,362	9%
ADAPT	1,222,250	8%	1,793,637	11%	1,486,505	9%	1,162,465	7%	1,589,859	9%
	<u>3,873,477</u>	26%	<u>5,955,953</u>	35%	<u>5,658,663</u>	34%	<u>5,268,772</u>	32%	<u>7,021,880</u>	39%

(a) 2009 Budget includes a one time \$500,000 expense from the Indigent Care Levy to balance the levy in the final year
(b) 2009 budget includes the one time use of \$683,534 in 2008 encumbrances to balance the levy in the final year.

Total Levy expenditures for programs other than Drake Center have ranged from \$3.9 million to a high of \$5.9 million over the last four years.

Health Levy Introduction and Overview

Exhibit D

A summary of the Departments and specific programs sorted by 2009 approved budget totals is detailed below.

Department	Program	2009 Approved Budget	
Municipal Court (a)	Residential Treatment Program for Incarcerated offenders	\$ 2,738,907	39.0%
MHR SB	ADAPT (Drug Court)	1,589,859	22.6%
Probation	Turning Point and 10-Day DUI Program	1,207,291	17.2%
Sheriff's Department	Corrections	574,569	8.2%
Probation	Residential Transitional Housing	413,395	5.9%
Municipal Court	Reentry Program	332,176	4.7%
Probation	Reentry Program	85,676	1.2%
Sheriff's Department	Reentry Program	80,007	1.1%
		\$ 7,021,880	100.0%

The Residential Treatment Program for incarcerated offenders and the ADAPT Program are the two largest programs by a significant margin.

Talbert House:

The Talbert House is a significant service provider to several of the programs funded by the Health and Hospitalization Levy. For the most recent (2009) budget period, contracts with Talbert House account for approximately 80% of the total budgeted expenditures.

Exhibit E indicates the contracts currently in place and paid for by the HHS Tax Levy Programs and the 2008 contract expenditures provided by Hamilton County:

Exhibit E

Current Contracts with Talbert House, Inc.		
<u>Program</u>	<u>Contract Period</u>	<u>Most recent annual expenditures</u>
Drug Court (1)	July 1, 2008 - June 30, 2009	1,105,278
Rewards Jail Treatment	September 1, 2005 - August 31, 2010	2,350,224
Turning Point	July 1, 2007 - June 30, 2012	768,787
10 Day DUI (2)	September 1, 2005 - August 31, 2010	177,200
Transitional Housing (2)	October 29, 2005 - October 31, 2009	329,608
		4,731,097
As a percentage of total 2009 budget (3)		81%

(1) Contract automatically renews unless one of the parties gives notice otherwise.
 (2) Contract has two possible one year renewals that renew automatically unless either party gives notice to alter the contract.
 (3) Before 2009 one-time expense of \$500,000 and encumbrance of \$683,534

Health Levy Introduction and Overview

Talbert House was incorporated as a not-for-profit organization in 1965. Talbert House describes itself as a progressive, multi-service, community-based, not-for-profit agency that serves a broad population.

The services provided by Talbert House include assessment, case management, prevention and education, individual and group counseling, day treatment and residential treatment. Additional services offered by Talbert House include intensive outpatient services, continuing care, literacy services, parenting training, and family programming.

Talbert House is subjected to an annual A-133 audit. An A-133 audit is a rigorous, organization-wide audit or examination. Performed annually, the objective of the audit is to provide assurance to the United States Federal government as to the management and use of such funds by different recipients, such as states, cities, universities, and non-profit organizations, among others. The audit is typically performed by an independent, certified public accountant (CPA) and encompasses both financial and compliance components.

Additionally, Talbert House is subjected to an annual contract compliance audit by Hamilton County Mental Health & Recovery Board with regard to specific programs. This will ensure that all service requirements are being met. We reviewed the July 2008 compliance audit performed for Talbert House's contract with the Adapt Program which indicated the compliance results were good, and all error rates were within allowable limits.

All Talbert House contracts with Hamilton County include a clause requiring the lowest price offered. If Talbert House were to offer a lower price for the same service to any other organization, Talbert House would be required to reduce their rate, as well, for the service provided to Hamilton County.

Throughout this report, we have relied on information provided to us by Talbert House.

Benchmarking:

We identified five Ohio counties as potentially comparable for benchmarking purposes. The five counties considered are:

Exhibit E

	<u>Hamilton County</u>	<u>Franklin County</u>	<u>Cuyahoga County</u>	<u>Montgomery County</u>	<u>Summit County</u>	<u>Lucas County</u>
County Population: 2006 est.	822,596	1,095,662	1,314,241	542,237	545,931	445,281

We determined that for benchmarking purposes, Franklin and Cuyahoga Counties are the two most appropriate benchmark subjects due to their similar population size and the presence of large urban areas.

Other Benchmarking Data:

We reviewed a number of the programs which serve as an alternative to jail incarceration; therefore, costs are often compared to the daily cost of jail to arrive at an estimated cost savings total. Throughout the report, \$65 per day was used as an estimate of the cost per day to incarcerate a prisoner.

In its annual jail report released in 2006, the Ohio Department of Rehabilitation and Corrections Bureau of Adult Detention reported that the per diem cost, which was charged to jurisdictions for housing their prisoners in another jurisdiction's full-service jails, ranged from between \$30 to \$125 per prisoner per day. The majority of those were charged \$55 per day, with \$65 being the next most popular per diem fee. It was also noted that the average per diem rate was \$60.25. A significant amount of data exists regarding the per day cost to house a prisoner, indicating a wide-range of factors contributing to the cost to house a prisoner. Based on our review of this information, we concluded that \$65 is a reasonable rate to use for analytical and comparative purposes.

Program Reports:

The remainder of our report will be divided into nine sections, one for each program, and each section will be organized as follows:

- Overview of Program Services and Background
- Financial History
- Financial Analysis
- Comparisons and Benchmarking
- Summary of Principal Observations and Recommendations

Municipal Court - Residential Treatment Programs for Incarcerated Offenders Program

◆ Overview of Program Services and Background:

The Residential Treatment Program, which is located at 1617 Reading Road in Cincinnati, Ohio, is designed to assist up to 172 individuals by providing chemical dependency treatment to adult misdemeanor and felony offenders. Services include programming for up to 114 sentenced women, known as the Rewards Jail Intervention Program, and 58 beds for Sentenced Men, known as the Extended Treatment Program.

The Municipal Court administers the majority of this program; however, approximately six beds are used for women participating in the 10-Day DUI Program administered and paid for by the Probation Department. The Probation Department pays for the use of these beds, and these payments are addressed later in this report.

The services offered to assist in the individuals' treatments are as follows: continuing care, chemical dependency/AOD assessment, substance abuse education, individual, group and family counseling, self-help recovery groups, vocational/employment assistance, GED preparation assistance, case management, assaultive and criminality behavioral modification, life skills development, relapse prevention nutrition and health services. The program services are provided by contract with Talbert House.

◆ Financial History:

The Residential Treatment Program at 1617 Reading Road is the largest program being paid for by the HHS Tax Levy. This program has historically been funded by the Health and Hospitalization Levy as shown in the Exhibit below:

Exhibit II-A

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009 Budget</u>
Total Tax Levy (1)	\$ 3,873,477	\$ 5,955,953	\$ 5,658,663	\$ 5,268,772	\$ 7,021,880
Total Program Expenditures	\$ 1,577,335	\$ 2,688,209	\$ 2,644,525	\$ 2,350,224	\$ 2,738,907
As a Percentage of Total Levy	40.7%	45.1%	46.7%	44.6%	39.0%
<small>(1) This figure excludes the amount that was allocated for the Drake Center, Auditor Fees, and indirect and administrative County fees.</small>					

Funding for 2005 paid for only eight months of activity. The remainder of 2005 was funded by pretrial services. For 2008, \$2,350,224 was paid for by the HHS Tax Levy; however, based on a review of fiscal activity, it appears total expenditures were approximately \$2.9 million with the remainder being funded by other county sources. For 2009, an additional \$500,000 for this program will be paid for by the Hamilton County Indigent Care Levy. These additional funds are reflected in the 2009 budget above.

Municipal Court Residential Treatment Program

◆ **Financial Analysis:**

Hamilton County pays Talbert House for services at the facility on a sliding pay schedule. The current contract schedule is as follows:

Exhibit II-B

Fee for Service Analysis			
Number of occupied Beds	Maximum Number	2008/2009 Daily Rate	Maximum Cost Per Day
1-53	53	77.64	4,114.92
54-85	32	69.28	2,216.96
86-106	21	47.77	1,003.17
107-148	42	12.59	528.78
149-157	9	12.68	114.12
160-172	15	0	-
Average Total Cost Per Day at Maximum Capacity			7,978
Annual Cost at Maximum Capacity			2,911,952
Average Cost Per Day Per Bed at Capacity			46.38
Average Cost Per Day based on 2008 average census of 158.54			50.32

Usage statistics and average contract rates paid over the last five contract periods are as follows:

Exhibit II-C

	Contract Periods Ending September 31,				
	<u>2004</u>	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Bed Days					
Rewards Jail Intervention Program (1)	32,670	30,574	36,768	35,346	38,372
Extended Treatment program	15,424	15,587	15,965	17,330	19,494
Total Contract Days	48,094	46,161	52,733	52,676	57,866
Average Population	131.76	126.47	144.47	144.32	158.54
Average Per Diem Rate	\$ 50.13	\$ 53.08	\$ 46.09	\$ 49.48	\$ 50.23
Total Contract Cost to County	2,410,952	2,450,226	2,430,464	2,606,408	2,906,609
(1) includes 6 beds used for women's 10 day and 2nd DUI programs. Paid for by Probation Department.					

The largest service cost incurred by Talbert House is for Direct-Contract Staffing. Additional significant Talbert House expenditures include: housing expenses such as rent, utilities, property insurance and maintenance, and overhead costs such as indirect labor, administration costs, liability insurance, employee benefits and supplies. Expenses related to security, meals, and medical expenses are paid for by the Sheriff's Department and are not part of this HHS Tax Levy.

Municipal Court Residential Treatment Program

The Exhibit below represents a four-year analysis of the estimated Talbert House direct-staffing costs for the 1617 Residential Treatment Program from information provided by Talbert House.

Exhibit II-D

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Contracted Staffing				
Administrative Specialist	89,791	89,536	98,616	92,470
Clinical Service Provider	832,412	815,281	807,469	814,556
Employment Service Provider	28,101	29,245	29,494	29,661
Intake Specialist	8,772	8,772	4,386	-
Manager	100,006	100,755	102,086	101,712
Supervisor	-	36,421	72,051	72,800
Total Contracted Staffing	1,059,082	1,080,010	1,114,102	1,111,199
<i>All statistics based on average hourly wage multiplied by number of hours for the positions provided by Talbert House, Inc.</i>				

Based on a review of Talbert House's financial statements, we estimate employee benefit and payroll taxes are approximately 27% of wages, providing a total direct-labor cost as follows:

Exhibit II-E

	Contract Periods Ending September 31,			
	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Estimated Contracted Staffing	1,059,100	1,080,000	1,114,100	1,111,200
Estimated employee benefits and taxes	286,000	291,600	300,800	300,000
Sub-Total	1,345,100	1,371,600	1,414,900	1,411,200
Labor Cost Per Day	29.14	26.01	26.86	24.39

Municipal Court Residential Treatment Program

Next, we subtract the estimated direct-labor cost per day from the total per diem rate paid by the County. This provides an estimate of the County's daily cost of housing and overhead for the individuals being housed at the 1617 Reading Road facility.

Exhibit II-F

	Contract Periods Ending September 31,			
	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Average Per Diem Rate Paid	53.08	46.09	49.48	50.23
Labor Cost Per Day	(29.14)	(26.01)	(26.86)	(24.39)
Total paid for Housing and Overhead	23.94	20.08	22.62	25.84
Average Per Diem Rate Paid	100%	100%	100%	100%
Labor Cost Per Day	55%	56%	54%	49%
Total paid for Housing and Overhead	45%	44%	46%	51%

◆ **Conclusion:**

For 2008, approximately 49% of the fees incurred to place an individual into the Residential Treatment Program can be attributed to direct-labor costs. The remainder covers the cost of housing, utilities, insurance, administration, and overhead. The percentage attributable to direct-labor is decreasing because wage expenses being incurred by the vendor, Talbert House, are not increasing as fast as the contracted per diem rates.

◆ **Comparisons and Benchmarking:**

We have split our benchmarking analysis into the following sections:

- HHS Tax Levy Program services vs. service levels provided in comparable Ohio Counties, including Cuyahoga and Franklin Counties.
- Analysis of number of FTEs and compensation levels to similar organizations and/or available regional or national averages based on job description.

Municipal Court Residential Treatment Program

◆ Benchmarking Analysis – Comparable Ohio Counties:

We searched Ohio Department of Rehabilitation and Correction’s website for facilities providing similar services in other Ohio counties. We identified one facility in Franklin County and one in Cuyahoga County; however, both are paid for by the State of Ohio, and are not County-funded. Both facilities offer similar programs that are significantly larger in scale than the programs provided at the 1617 Reading Road facility. We did not find any similar facilities paid for by other Ohio Counties.

The following exhibit presents benchmarking data available.

Exhibit II-G

County	<u>Hamilton</u>	A. <u>Franklin</u>	A. <u>Cuyahoga</u>
Paid for by	HHS Tax Levy	State of Ohio.	State of Ohio.
Accredited	Yes. ODADAS	Yes.	Yes.
Population (2009 data)	158	490	573
Cost Per Day (Treatment Only)	46.39	Not Available	Not Available
Total Cost Per Day	Unknown	65.69	79.9
Minimum Security	Yes	Yes	Yes
Non Security Staff	29	71	66
Provider	Talbert House	Franklin Pre-Release Center	Northeast Pre-Release Center
A. From Ohio Department of Rehabilitation and Correction’s web site			

Municipal Court Residential Treatment Program

◆ **Wage Analysis:**

Current staffing levels, with wages based on December 31, 2008 average wage data, are displayed in the following Exhibit.

Exhibit II-H

FY 2008 Analysis	<u>Number of FTEs</u>	<u>2008 Wage Expenditures</u>	<u>Average Annual Wages</u>
Administrative Specialist	3.4	92,470	27,197
Clinical Service Provider	22.5	814,556	36,202
Employment Service Provider	1.0	29,661	29,661
Manager	2.0	101,712	50,856
Supervisor	<u>2.0</u>	<u>72,800</u>	36,400
Total	<u><u>28.9</u></u>	<u><u>1,111,200</u></u>	

All statistics on FTEs and Wages based on information from Talbert House, Inc

The following Exhibit compares wages paid by Talbert House to the state averages selected for benchmarking purposes.

Exhibit II-I

Position	Average Annual Wage	Average Wage Index (1)	Above or Below Average
Administrative Specialist	27,197	40,722	Below
Clinical Service Provider	36,202	39,736	Below
Employment Service Provider	29,661	39,736	Below
Manager	50,856	64,869	Below
Supervisor	36,400	39,580	Below

(1) Base data are obtained from the Occupational Employment Statistics (OES) survey, a semi-annual voluntary mail survey of approximately 17,500 (per year) Ohio employers. The data presented above reflects the 2005 survey data inflated 2008 by applying a 2.5% Cost Index to the 2005 database.

Municipal Court Residential Treatment Program

◆ **Budget Analysis:**

Measured on a calendar-year-basis, the expenditures associated with this program fluctuate significantly from year to year (see Exhibit II-A). Therefore, we compared the average cost of this program from 2006 through 2009 to the 2010 budget request (see Exhibit II-K). Based on this analysis, the 2010 budget has increased by 8% over the historical average.

Exhibit II-J

Residential Treatment Program for Incarcerated offenders								
Budget Analysis								
	2008 Actual	2009 Budget	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program I	2,350,224	2,738,907	2,793,685	2,849,559	2,906,550	2,964,681	3,023,975	14,538,450
Budget inflation			2.0%	2.0%	2.0%	2.0%	2.0%	

(1) Inflation factor provided by Hamilton County

Exhibit II-K

Comparison of four year average vs. 2010 budget		
Average Expenditures <u>2006-2009 (1)</u>	Budget <u>2010</u>	Increase over <u>Historical Average</u>
\$ 2,605,500	\$ 2,793,685	\$ 188,185

(1) Average based on actual HHS levy funds expended from 2006 through 2008 plus the 2009 budget.

Municipal Court Residential Treatment Program

◆ **Summary of Principal Observations and Recommendations:**

The average population at 1617 Reading Road has grown from 132 to 159 over the last five years, while the contract cost has increased from \$2.4 million to \$2.9 million.

The HHS Tax Levy has historically paid for the majority of this program; however in 2008 and 2009 approximately \$500,000 of funding has or is expected to be provided by other County sources.

The current contract with Talbert House includes 3% annual rate increases (every September 1st) which exceeds the inflation factor used by the County for budget purposes.

Under the proposed budget, it appears the average population may need to be reduced, or funding will need to be increased to avoid a budget shortfall in future years.

Talbert House is paid on a sliding scale; therefore, program usage should be carefully planned to take advantage of economies of scale.

We recommend the next contract for this program be on a calendar-year-basis to match the County's accounting period. This will make it easier to monitor, track, and plan for contract costs.

Mental Health and Recovery Services Board Department's Drug Court (ADAPT) Program

✦ Overview of Program Services and Background:

The Drug Court Program was established in 1995 as a special docket within the Common Pleas Court for offenders willing to enter a rigorous drug treatment program in lieu of incarceration. This program enrolls male and female offenders with drug-related, non-violent fourth- and fifth-degree felonies who need treatment for substance abuse. Drug Court Services (ADAPT) provides a comprehensive treatment program designed to serve drug- and alcohol-addicted men and women who have felony drug-driven offenses. The continuum includes assessment (two weeks), inpatient residential (up to 90 days), and intensive outpatient and continuing care. The duration of the full continuum averages 15 months. Services include: chemical dependency education and treatment, criminality/behavior modification, frequent and random drug testing, vocational/educational services, family counseling, and a variety of ancillary services.

The treatment portion of the Drug Court Program is administered by Mental Health and Recovery Services Board (MHRSB) and paid for by Federal, state, and county sources, including the HHS Tax Levy, which is the subject of this report. Outpatient services are co-ed and are also paid for by the HHS Tax Levy. The Men's Program and Co-ed Outpatient Services are located at 3009 Burnet Avenue, Cincinnati, Ohio. The Women's Program is located at a different location.

Direct services for ADAPT are provided under contract with the Talbert House.

✦ Financial History:

The HHS Tax Levy has historically provided funding for the ADAPT Program for Men as follows:

Exhibit III-A

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009 Budget</u>
Total Tax Levy (1)	\$ 3,873,477	\$ 5,955,953	\$ 5,658,663	\$ 5,268,772	\$ 7,021,880
Total Program Expenditures	\$ 1,222,251	\$ 1,793,638	\$ 1,477,326	\$ 1,162,465	\$ 1,589,859
As a Percentage of Total Levy	31.6%	30.1%	26.1%	22.1%	22.6%
(1) This figure excludes the amount that was allocated for the Drake Center, Auditor Fees, and indirect and administrative County fees.					

✦ Financial Analysis:

All funds earmarked for the ADAPT Program are paid to Talbert House on the following Fee Schedule. This analysis is based on 2008/2009 contract estimates for the entire ADAPT Program.

Exhibit III-B

ADAPT PROGRAM - Talbert House Contract Fee Schedule July 1, 2008 through June 30, 2009			
Service	Rate	Estimated Units (1)	Gross Fee
Assessment	\$ 64.28	882	\$ 56,695
Individual Counseling	20.45	4,590	93,866
Group Counseling - Per Client	8.75	84,325	737,844
Case Management	61.49	521	32,036
Crisis Intervention	65.16	22	1,434
Non-Medical Residential Treatment Per Day (2)	99.42	11,702	1,163,391
AOD Not Otherwise Classified	3.37	9,098	30,660
		111,140	2,115,926
Other Reimbursable			111,255
Total ADAPT Fees and Revenues			\$ 2,227,181
To be paid by			
HHS Tax Levy		60.9%	\$ 1,355,990
HHIC Tax Levy		10.1%	224,756
State Grants		12.1%	269,500
Federal Drug Court Grants		11.9%	265,145
State Funds and Medicaid		5.0%	111,790
		100.0%	\$ 2,227,181
(1) for fiscal year ended June 30, 2009 allocated to the Tax Levy			
(2) Fee per day of inpatient residential care, other services fees are charged based on usages and apply to both inpatients and outpatients.			

Our review of the contract budget indicates the HHS Tax Levy currently pays for 60.9% of the total ADAPT Program administered by MHR SB; however, on an overall usage basis, the HHS Tax Levy accounts for a higher percentage of the Residential Treatment Program.

For the current contract period, the HHS Tax Levy budget estimates 8,908 residential treatment bed days out of a total budget of 11,702 days, or 76% of the total Residential Treatment Program.

A four-year analysis of the contracted staffing for the Drug Court Program is presented below.

Exhibit III-C

Wages Attributable to the ADAPT Program for Men and Co-ed Outpatient Services				
	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Contracted Staffing - Inpatient				
Activity and Security Monitor	\$ 160,966	\$ 161,594	\$ 160,371	\$ 159,148
Administrative Specialist	67,600	68,068	62,478	54,954
Clinical Service Provider	172,347	175,506	179,356	181,272
Employment Service Provider	25,291	24,127	24,333	29,661
Manager	50,003	50,378	51,043	50,856
Supervisor	35,547	36,421	36,026	36,400
Sub-Total Contracted Staffing - Inpatient	511,754	516,094	513,607	512,291
Contracted Staffing - Outpatient				
Administrative Specialist	40,560	40,841	41,652	41,215
Clinical Service Provider	295,452	229,474	259,976	260,125
Manager	50,003	50,378	51,043	50,856
Sub-Total Contract Staffing - Outpatient	386,015	320,693	352,671	352,196
Total Contracted Staffing	\$ 897,769	\$ 836,787	\$ 866,278	\$ 864,487
<i>All statistics based on average hourly wage multiplied by number of hours for the positions provided by Talbert House, Inc.</i>				

An analysis of the inpatient staffing cost-per-bed-day and per-inpatient-served is presented as follows:

Exhibit III-D

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Contracted Staffing - Inpatient	\$ 511,754	\$ 516,094	\$ 513,607	\$ 512,291
Estimated employee benefits and taxes	138,174	139,345	138,674	138,319
Total Inpatient Staffing Cost	649,928	655,439	652,281	650,610
Percentage attributable to HHS Tax Levy (76%)	493,945	498,134	495,734	494,464
Total Inpatient Bed Days (Men's Program)	10,814	11,328	11,691	11,774
Staffing Cost Per Bed Day - Inpatient	60.10	57.86	55.79	55.26
Total Inpatient Served	186	175	160	157
Staffing Cost Per Inpatient Served	\$ 3,494	\$ 3,745	\$ 4,077	\$ 4,144

An analysis of staffing cost-per-outpatient-served is presented as follows:

Exhibit III-E

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Contracted Staffing - Outpatient	\$ 386,015	\$ 320,693	\$ 352,671	\$ 352,196
Estimated employee benefits and taxes	104,224	86,587	95,221	95,093
Total Outpatient Staffing Cost	490,239	407,280	447,892	447,289
Percentage attributable to HHS Tax Levy (60.9%)	298,556	248,034	272,766	272,399
Total Outpatients Clients Served	285	260	228	238
Staffing Cost Per Outpatient Served	\$ 1,720	\$ 1,566	\$ 1,964	\$ 1,879

The total HHS Levy costs attributable to direct-staffing costs are as follows:

Exhibit III-F

Total HHS Levy Expenditure for ADAPT Programs	\$ 1,222,251	\$ 1,793,638	\$ 1,477,326	\$ 1,162,465
	100%	100%	100%	100%
Inpatient Staffing Costs attributable to HHS Levy	493,945	498,134	495,734	494,464
Outpatient Staffing Costs attributable to HHS Levy	298,556	248,034	272,766	272,399
	\$ 792,501	\$ 746,168	\$ 768,500	\$ 766,863
Percentage of HHS Levy expenditures attributable to direct staffing costs	64.8%	41.6%	52.0%	66.0%

✦ Comparisons and Benchmarking:

We have split our benchmarking analysis into the following sections:

- HHS Tax Levy Program services vs. service levels provided in comparable Ohio Counties, including Cuyahoga and Franklin Counties.
- Analysis of number of FTEs and compensation levels to similar organizations and/or available regional or national averages based on job description.

✦ Benchmarking Analysis – Comparable Ohio Counties:

✦ Overview:

The first drug court opened in Miami, Florida in 1989 at the height of the crack cocaine epidemic. There are currently 2,147 drug courts in the United States with 83 located in Ohio (as of December, 2007). Drug courts allow judges, in collaboration with treatment providers, to design individualized plans to treat offenders as part of the sentence.

Research conducted by the University of Cincinnati (UC) in 2002 affirmed the effectiveness of this judicial treatment model, finding that 68% of drug court participants in common pleas courts did not re-offend in two years, a 19% decrease compared to offenders receiving conventional sentences. The UC study noted a similar result for drug courts in municipal courts with more than 50% of those drug court participants remaining crime-free in two years.

Another study by UC, using a cost-benefit model, documented the cost-saving advantage of utilizing drug courts to treat felony drug offenders. In this study, UC researchers concluded that every one dollar spent on drug courts yielded a net savings of \$4.73. The cost savings varied with the type of sanction with the greater cost savings found when drug courts were compared to residential programs.

✦ Selected usage statistics:

Exhibit III-G

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Admissions to program - Inpatient				
Total Days of Care	10,814	11,328	11,691	11,774
Total number of individuals served	186	175	160	157
Utilization	93%	96%	100%	100%
Average Length of Care (Days)	58	64	73	75
Jail days saved	10,814	11,328	11,691	11,774
Cost Savings to Hamilton County (1)	\$ 702,910	\$ 736,320	\$ 759,915	\$ 765,310
Admissions to program - Outpatient				
Total number of individuals served	285	260	228	238
Intensive Outpatient (Weeks)	6	6	6	6
Continuing Care (Months)	12	12	12	12
Jail days saved	52,155	47,580	41,724	43,554
Cost Savings to Hamilton County (1)	\$ 3,390,075	\$ 3,092,700	\$ 2,712,060	\$ 2,831,010
<i>All statistics were provided by Talbert House, Inc.</i>				
(1) Cost savings is calculated based on the Sheriff's department per diem rate of \$65.00 per day in jail multiplied by jail days saved. Note that this per diem rate is reasonable for use and to test further would be beyond the scope of the engagement as it would require reviewing jail overpopulation statistics, consideration to early releases that may have been made with or without the treatment program and other unknown conditions.				

✦ Comparison with other Ohio Counties

Exhibit III-H

Comparison - Ohio Adult Drug Courts	<u>Hamilton</u>	<u>Cuyahoga (A)</u>	<u>Franklin (B)</u>	<u>Summit</u>	<u>Montgomery</u>	<u>Lucas</u>
Year started	1995	1998	2008	1995	1996	1997
Total Enrolled 2001	262	127	NA	112	98	35
Currently Enrolled	296	NA	18	NA	NA	None
Total Served (2008)	395	101	NA	105	NA	NA
2008 Graduates	146	70 est.	New program	NA	NA	None
(A) Current court is run by the City of Cleveland and is funded by a combination of grants and local funding. Cuyahoga County Judges voted in 2008 to create a County-based program, however the program has not received significant funding from the County.						
(B) The Franklin program began in January 2008.						
est. = estimated NA = not available at this time						

✦ Wage Analysis:

Current staffing levels, with wages based on December 31, 2008 average wage data, are displayed in the following Exhibit.

Exhibit III-I

	<u>Number of FTEs</u>	<u>2008 Wage Expenditures</u>	<u>Average Annual Wage</u>
Inpatient and Outpatient			
Activity and Security Monitor	7.4	\$ 159,148	21,506
Administrative Specialist	3.5	96,169	27,477
Clinical Service Provider	12.2	441,397	36,180
Employment Service Provider	1.0	29,661	29,661
Manager	2.0	101,712	50,856
Supervisor	<u>1.0</u>	<u>36,400</u>	36,400
Total	<u><u>27.1</u></u>	<u><u>\$ 864,487</u></u>	
<i>All statistics on FTEs and Wages based on information from Talbert House, Inc</i>			

Funding not paid on the contract to Talbert House was specifically used for administrative individuals within the Mental Health and Recovery Services Board. The wages amounted to approximately \$21,000 in 2007 and \$44,000 in 2008 and is not included in the above analysis.

The following Exhibit compares wages paid by Talbert House to the state averages selected for benchmarking purposes.

Exhibit III-J

Position	Average Annual Wage	Average Wage Index (1)	Above or Below Average
Activity and Security Monitor	\$ 21,506	\$ 23,945	Below
Administrative Specialist	27,477	40,722	Below
Clinical Service Provider	36,180	39,736	Below
Employment Service Provider	29,661	39,736	Below
Manager	50,856	64,869	Below
Supervisor	\$ 36,400	\$ 39,580	Below

(1) Base data are obtained from the Occupational Employment Statistics (OES) survey, a semi-annual voluntary mail survey of approximately 17,500 (per year) Ohio employers. The data presented above reflects the 2005 survey data inflated 2008 by applying a 2.5% Cost Index to the 2005 database.

✦ Budget Projection:

Measured on a calendar-year-basis, the expenditures associated with this program fluctuate significantly from year to year (see Exhibit III-A). Therefore we compared the average cost of this program from 2005 through 2009 to the 2010 budget request (see Exhibit III-L). Based on this analysis, the 2010 budget has increased by 12% over the historical average.

Exhibit III-K

ADAPT Budget Analysis								
	2008 Estimated	2009 Budget	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program Expenditures	\$ 1,162,465	\$ 1,589,859	\$ 1,621,656	\$ 1,654,089	\$ 1,687,171	\$ 1,720,915	\$ 1,755,333	\$ 8,439,164
Budget inflation			2.0%	2.0%	2.0%	2.0%	2.0%	

(1) Inflation factor provided by Hamilton County

Exhibit III-L

Comparison of five year average vs. 2010 budget		
Average Expenditures 2005-2009 (1)	Budget 2010	Increase
\$ 1,449,108	\$ 1,621,656	\$ 172,548
(1) Average 2005 through 2008 actual expenditures plus 2009 budget		

✦ Summary of Principal Observations and Recommendations:

The Hamilton County Drug Court was the first of its kind in the State of Ohio and is the largest Adult Drug Court program in Ohio.

The number of inpatient bed days has increased each year since 2005, while the total number of outpatients served has decreased. The total funding provided by Hamilton County has fluctuated over the last five years from a high in 2006 of \$1.8 million to a low in 2008 of \$1.2 million.

For the 2008/2009 fiscal year, the County is budgeted to fund approximately 61% of the ADAPT Program. The remainder of the program is funded by another levy, state, and Federal grants and other funds.

Because future non-county funding will have a significant impact on the ADAPT program, we suggest additional data be gathered regarding anticipated trends for these outside funding sources.

We recommend the next contract with Talbert House for this program be on a calendar-year-basis to match the County's accounting period. This will make it easier to monitor, track, and plan for contract costs.

Probation Department's Turning Point and 10-Day DUI Programs

■ Overview of Program Services and Background:

The Turning Point facility is located on Woodburn Avenue in a residential area of Cincinnati. The facility is owned by Talbert House, which operates a multiple DUI program (Turning Point Program) and a 10-Day DUI Program at the facility. The facility has a total capacity of 52 beds and houses only male inmates. The ten-day treatment also pays for services for female DUI offenders. These services for females are provided at six beds located at 1617 Reading Road facility. We have combined our analysis of these programs due to the large number of shared costs and the physical location of the programs.

The Woodburn Avenue facility is a licensed, minimum-security jail and has been accredited by the Ohio Department of Alcohol and Drug Addiction Services.

The Turning Point Program is a comprehensive treatment program for multiple DUI offenders. Services include a residential treatment program to provide chemical dependency treatment to adult males convicted of multiple DUIs and/or some other alcohol/drug-related offenses. Treatment is progress-based, with an average stay, or length of time, of 7 to 11 weeks, followed by a six-month continuing care program and other ancillary services. To become a part of this program, the requirements include meeting the Sheriff Department's security classification of "Multiple DUI" or other misdemeanor alcohol or drug-related charges. Additionally, the individual must be sentenced and committed with a preference toward a minimum of 180 days with no work detail as the base sentence.

The referral process for the Turning Point Program includes a referral sheet completed at the time of sentencing and faxed to probation, or the judge grants a stay on days and refers to probation for evaluation. The Liaison will inform the Court of evaluation at sentencing.

The 10-Day DUI Program includes a 10-Day and 20-Day Driver Intervention Program which provides substance abuse and addiction education and assessment services in a residential setting to adult males convicted of a second DUI or high-tier test.

The program services are provided by contract with Talbert House.

Probation Department Turning Point & 10-Day DUI

■ **Financial History:**

Exhibit IV-A

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009 Budget (2)</u>
Total Tax Levy (1)	\$ 3,873,477	\$ 5,955,953	\$ 5,658,663	\$ 5,268,772	\$ 7,021,880
Turning Point Program	\$ 737,195	\$ 770,983	\$ 757,513	\$ 768,787	\$ 1,018,052
As a Percentage of Total Levy	19.0%	12.9%	13.4%	14.6%	14.5%
10-Day DUI Program	\$ 114,602	\$ 139,779	\$ 153,839	\$ 177,200	\$ 189,239
As a Percentage of Total Levy	3.0%	2.3%	2.7%	3.4%	2.7%
<p>(1) This figure excludes the amount that was allocated for the Drake Center, Auditor fees, and indirect and administrative fees.</p> <p>(2) 2009 budget includes the one time use of \$683,534 in 2008 encumbrances (allocated pro-rata between the two programs)</p>					

■ **Financial Analysis:**

The County pays Talbert House for services under these programs as follows:

Exhibit IV-B

Turning Point Program for Men			
Current Contract Summary			
<u>Number of Occupied Beds</u>	<u>Maximum Number</u>	<u>2008/2009 Daily Rate</u>	<u>Maximum Cost Per Day</u>
1-28	28	71.33	\$ 1,997
29-32	4	55.68	223
33-36	4	5.99	24
Average Total Cost Per Day at Maximum Capacity			2,244
Annual Cost at Maximum Capacity			819,060
Average Cost Per Day Per Bed at Capacity			62.33
Average Cost Per Day based on 2008 average census of 31 over 2008/2009 contract period			\$ 69.81

The analysis above is based on the contract terms for July 2008 through June 2009. The current contract is through July 2012 and includes 2% annual fee increases.

Probation Department Turning Point & 10-Day DUI

Exhibit IV-C

10-Day DUI Program				
Maximum Number of Days	Contract Year	Daily Rate (2)	Maximum Contract Cost	
5,000	2005/2006	33.08	\$	165,400
5,000	2006/2007	34.07		170,350
5,000	2007/2008	35.09		175,450
5,000	2008/2009	36.14		180,700
5,000	2009/2010	37.22		186,100
5,000	2010/2011 (1)	38.34		191,700
5,000	2010/2012 (1)	39.49		197,450

(1) Subject to renewal
(2) Daily rates increase 3% per year

The rates above apply to services provided at both the Turning Point facility and 1617 Reading Road facility.

Exhibit IV-D

	Calendar Year Analysis				
	<u>2004</u>	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Bed Days- Actual					
Turning Point Program	11,883	12,056	12,566	11,524	11,138
10-Day DUI Programs - Men	4,270	3,044	3,479	3,491	4,483
10-Day DUI Programs - Women	526	526	714	979	821
Total Bed Days	4,796	3,570	4,193	4,470	5,304
Average Population - Turning Point	32.56	33.0	34.4	31.6	30.5
Average Population - 10-Day DUI	13.1	9.8	11.5	12.2	14.5
Average Per Diem Rate - Turning Point	\$ 59.98	\$ 61.15	\$ 61.35	\$ 65.73	\$ 69.02
Total Contract Cost - Turning Point	712,689	737,195	770,983	757,513	768,787
Average Per Diem Rate - 10-Day DUI	31	32	33	34	35
Total Contract Cost - Turning Point	150,890	114,602	139,779	153,839	184,780
Average Per Diem Rate - Combined	51.78	54.51	54.34	56.98	58.00
Total Combined Cost	\$ 863,579	\$ 851,797	\$ 910,762	\$ 911,352	\$ 953,567
Annual Percentage Change		<u>-1.4%</u>	<u>6.9%</u>	<u>0.1%</u>	<u>4.6%</u>

The largest service cost incurred by Talbert House is for Direct-Contract Staffing. Additional significant Talbert House expenditures include: housing expenses such as rent, utilities, property insurance, and maintenance; and, overhead costs such as indirect labor, administration costs, liability insurance, employee benefits and supplies. Expenses related to security, meals, and medical expenses are paid for by the Sheriff's Department and are not part of this HHS Tax Levy.

Probation Department Turning Point & 10-Day DUI

The following Exhibit represents a four-year analysis of the estimated Talbert House direct-staffing costs for the Turning Point Facility from information provided by Talbert House.

Exhibit IV-E

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Contracted Staffing				
Administrative Specialist	54,080	55,109	56,204	54,954
Employment Service Provider	1,405	2,193	2,949	-
Intake Specialist	4,386	-	-	-
Clinical Service Provider	282,482	305,345	298,945	315,187
Manager	50,003	50,378	51,043	50,856
Total Contracted Staffing	392,356	413,025	409,141	420,997
<i>All statistics based on average hourly wage multiplied by number of hours for the positions provided by Talbert House, Inc.</i>				

Based on a review of Talbert House's financial statements, we estimate employee benefit and payroll taxes are approximately 27% of wages, providing a total direct-labor cost as follows:

Exhibit IV-F

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Estimated Contracted Staffing	392,356	413,025	409,141	420,997
Estimated employee benefits and taxes	105,900	111,500	110,500	113,700
Sub-Total	498,256	524,525	519,641	534,697
Labor Cost Per Day (1)	30.85	34.74	32.39	35.61
(1) Cost per day in Talbert House Facility				

Probation Department Turning Point & 10-Day DUI

Next, we subtract the estimated direct-labor cost per day from the total per diem rate paid by the County. This provides an estimate of the County's daily cost of housing and overhead for the individuals being served by the Turning Point Programs.

Exhibit IV-G

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Average Per Diem Rate Paid	54.51	54.34	56.98	58.00
Labor Cost Per Day	(30.85)	(34.74)	(32.39)	(35.61)
Total paid for Housing and Overhead	<u>23.67</u>	<u>19.61</u>	<u>24.59</u>	<u>22.38</u>
Average Per Diem Rate Paid	100%	100%	100%	100%
Labor Cost Per Day	<u>55%</u>	<u>56%</u>	<u>54%</u>	<u>49%</u>
Total paid for Housing and Overhead	45%	44%	46%	51%

■ **Revenues from Inmates and Third-Party Payors:**

The Turning Point Program has a sliding-cost scale for those individuals who are served by the program. The scale ranges from \$75 – \$825, based upon ability to pay for the service. Additionally, if the individual receiving services from the Turning Point Program has a fee of less than \$795, there is also a community service component the individual must meet. There is a \$260 fee for the 26 weeks (six months) of the Continuing Care Program. These revenues go directly to the Talbert House and offset overhead costs in the analysis above.

■ **Conclusion:**

Approximately one-half of the fees incurred to place an individual into the Transitional Housing Program go toward direct-labor costs. The remainder covers the cost of housing, utilities, food costs, insurance, administration, and overhead.

Probation Department Turning Point & 10-Day DUI

■ Comparisons and Benchmarking:

We have split our benchmarking analysis into the following sections:

- HHS Tax Levy Programs services vs. service levels provided in comparable Ohio Counties, including Cuyahoga and Franklin Counties.
- Analysis of number of FTEs and compensation levels to similar organizations and/or available regional or national averages based on job description.

■ Benchmarking Analysis – Comparable Ohio Counties:

Each of our target benchmark counties has similar programs in place for DUI offenders. Each county requires an offender to pay for his/her stay; however, we could not determine the amount of county or local government support being provided to subsidize these programs.

■ Wage Analysis:

Current staffing levels, with wages based on December 31, 2008 average wage data, are displayed in the following Exhibit.

Exhibit IV-H

	<u>Number of FTEs</u>	<u>2008 Wage Expenditures</u>	<u>Average Annual Wage</u>
Administrative Specialist	2.0	54,954	27,477
Clinical Service Provider	8.7	315,187	36,270
Manager	<u>1.0</u>	<u>50,856</u>	50,856
Total	<u><u>11.7</u></u>	<u><u>420,997</u></u>	

All statistics on FTEs and Wages based on information from Talbert House, Inc

Probation Department Turning Point & 10-Day DUI

The Exhibit below illustrates comparisons between wages paid by Talbert House to the state averages selected for benchmarking purposes.

Exhibit IV-I

Position	Average Annual Wage	Average Wage Index (1)	Above or Below Average
Administrative Specialist	27,477	40,722	Below
Clinical Service Provider	36,270	39,736	Below
Manager	50,856	64,869	Below

(1) Base data are obtained from the Occupational Employment Statistics (OES) survey, a semi-annual voluntary mail survey of approximately 17,500 (per year) Ohio employers. The data presented above reflects the 2005 survey data inflated 2008 by applying a 2.5% Cost Index to the 2005 database.

■ Budget Projection:

Measured on a calendar-year basis, the expenditures associated with this program fluctuate from year to year (see Exhibit IV-A). Therefore, we compared the average cost of this program from 2005 through 2009 to the 2010 budget request (see Exhibit IV-K). Based on this analysis, the 2010 budget has increased by 8% over the historical average.

Exhibit IV-J

Turning Point & 10-Day DUI Program Budget Analysis								
	2008	2009 (1) Budget	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program Expenditures	\$ 945,987	\$ 1,207,309	\$ 1,041,926	\$ 1,062,765	\$ 1,084,020	\$ 1,105,699	\$ 1,127,815	\$ 5,422,225
Budget inflation		27.6%	-13.7%	2.0%	2.0%	2.0%	2.0%	

(1) Includes \$683,534 of current year funding carryover
 (2) Inflation factor provided by Hamilton County

Probation Department Turning Point & 10-Day DUI

Exhibit IV-K

Comparision of five year average vs. 2010 budget		
Average Expenditures <u>2005-2009 (1)</u>	Budget <u>2010</u>	Increase over <u>Historical Average</u>
\$ 965,400	\$ 1,041,926	\$ 76,526

Average based on actual HHS levy funds expended from 2006 through 2008 plus the 2009 budget.

■ **Summary of Principal Observations and Recommendations:**

The average population in the Turning Point Program has decreased from an average high in 2006 of 34.4 to a low in 2008 of 30.5.

The average population in the 10-Day DUI Program has increased from an average low in 2005 of 9.8 to 14.5 in 2008.

Total combined cost of both programs has increased over the last five years with a 6.9% total increase in 2006 and a 4.6% increase in 2008. In 2009, there is a budgeted one-time increase of 23.9%.

The five year budget 2010 through 2014 is more in line with historical costs before 2009.

Sheriff Department's Corrections Program

Overview of Program Services and Background:

The Sheriff's Corrections Program provides for eight full-time corrections officers to act as security for the Turning Point Program which is housed at the Woodburn Avenue Treatment Facility with a total capacity of 56 beds. Security coverage includes a minimum of one corrections officer on-site at all times, with a second officer during evening and weekend hours when treatment staff are not on-site.

Financial History and Financial Analysis:

The Sheriff's Corrections Program has historically been funded by the HHS Tax Levy, and this is presented in the Exhibit below:

Exhibit V-A

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009 Budget</u>
Total Tax Levy (1)	3,873,477	5,955,953	5,658,663	5,268,772	7,021,880
Total Program Expenditures	379,883	399,606	422,627	394,386	574,569
As a Percentage of Total Levy	9.8%	6.7%	7.5%	7.5%	8.2%
(1) This figure excludes the amount that was allocated for the Drake Center, Auditor fees, and indirect and administrative fees.					

Sheriff Department Corrections Program

The following Exhibit provides a five-year history of actual expenses in total and per full time equivalent (FTE) employee.

Exhibit V-B

	<u>2004</u>	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Staffing Costs					
Corrections Officers Wages (1)	305,729	269,956	309,307	317,922	292,200
Payroll taxes and benefits	114,431	109,927	90,299	104,705	102,186
Total	<u>420,160</u>	<u>379,883</u>	<u>399,606</u>	<u>422,627</u>	<u>394,386</u>
Total Wage Cost per FTE (8 FTEs)	<u>38,216</u>	<u>33,745</u>	<u>38,663</u>	<u>39,740</u>	<u>36,525</u>
Total Per FTE (8 FTE's)	<u>52,520</u>	<u>47,485</u>	<u>49,951</u>	<u>52,828</u>	<u>49,298</u>
<i>All statistics based on actual wage information provided by the Hamilton County Sheriff's Department.</i>					
<i>(1) All salaries include service allowances, overtime, vacation and holiday pay.</i>					

Sheriff Department Corrections Program

 **Comparisons and Benchmarking:**

- Analysis of number of FTEs and compensation levels to similar organizations and/or available regional or national averages based on job description.

Exhibit V-C

Position	Average Annual Wage	Average Wage Index (1)	Above or Below Average
Corrections Officer	36,525	52,257	Below

(1) Base data are obtained from the Occupational Employment Statistics (OES) survey, a semi-annual voluntary mail survey of approximately 17,500 (per year) Ohio employers. The data presented above reflects the 2005 survey data inflated 2008 by applying a 2.5% Cost Index to the 2005 database.

 **Budget Projection:**

Exhibit V-D

Sheriff Department Corrections at 1617 Reading								
Budget Analysis								
	2008 Actual	2009 Budget	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program Expenditures	\$ 394,386	\$ 574,569	\$ 604,099	\$ 620,617	\$ 643,035	\$ 660,894	\$ 683,683	\$ 3,212,328
Budget inflation				2.7%	3.6%	2.8%	3.4%	

(1) Inflation factor provided by Hamilton County, amount exceeds other requests due to a union contract

Sheriff Department Corrections Program

Exhibit V-E

Comparison of six year average vs. 2010 budget		
Average Expenditures 2004-2009 (1)	Budget 2010	Increase
\$ 431,900	\$ 604,099	\$ 172,199
(1) Average 2004 through 2008 actual expenditures plus 2009 budget		

Summary of Principal Observations and Recommendations:

During 2008, the Hamilton County Sheriff laid off a large number of lower-paid, less-experienced officers due to budget constraints. In addition, the Sheriff's Department, in an attempt to bolster longevity, gave incentive raises based on the specific length of service.

- After three years of service, an officer will receive a longevity raise of approximately 12%.
- After five years of service, an officer will receive an additional longevity raise of approximately 25%.

Due to the layoffs of the lower-paid officers, the projected cost to run this program will increase due to the higher cost of more experienced officers expected to be utilized for the program.

Probation Department's Residential Transitional Housing Program

● Overview of Program Services and Background:

The Residential Transitional Housing Program is designed for at-risk offenders who have recently completed residential treatment. This program is also designed to help offenders who reside in locations that are undesirable to recovery from alcohol and drug addiction by taking them from places of this nature and moving them to locations that are supportive and conducive to their recovery and community reintegration.

The program provides transitional housing services for up to 19 alcohol and/or drug-addicted persons. The program is available to both female and male individual. Services and housing for females is provided at 1616 Harrison Avenue, while services and housing for males are provided mainly at 3129 Spring Grove Avenue.

● The Facilities are Considered a Halfway House, which is defined as follows:

A Halfway House is a community, residential program 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. A Halfway House is 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.

The program services are provided by contract with Talbert House. The contract with Talbert House requires the following minimum services:

- Twenty-four hour supervision: Minimum of one staff, if less than 20 beds
- Establishment and administration of house rules
- Provision of three meals per day: Residents to be involved in food preparation and clean-up
- Approved schedule of outside activities, including verification of attendance
- Case management
- Treatment services
- Medical care
- Support and guidance in obtaining public assistance
- Access to public transportation

Probation Department Residential Housing

● Financial History:

The Residential Transitional Housing Program has historically been funded by the Health and Hospitalization Levy, which is displayed in the Exhibit below:

Exhibit VI-A

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>	<u>2009 Budget</u>
Total Tax Levy (1)	\$ 3,873,477	\$ 5,955,953	\$ 5,658,663	\$ 5,268,772	\$ 7,021,880
Total Program Expenditures	\$ 140,434	\$ 198,572	\$ 268,617	\$ 329,608	\$ 413,395
As a Percentage of Total Levy	3.6%	3.3%	4.7%	6.3%	5.9%

(1) This figure excludes the amount that was allocated for the Drake Center, Auditor fees, and indirect and administrative fees.

● Financial Analysis:

Hamilton County pays Talbert House on a per client, per day basis as follows:

Exhibit VI-B

Residential Transitional Housing Program			
<u>Maximum Number of Days</u>	<u>Contract Year</u>	<u>Daily Rate</u>	<u>Maximum Contract Cost</u>
6,935	2005/2006	\$ 54.00	\$ 165,400
6,935	2006/2007	55.35	170,350
6,935	2007/2008	56.73	175,450
6,935	2008/2009	58.15	180,700
6,935	2009/2010 (1)	59.61	186,100
6,935	2010/2011 (1)	\$ 61.10	\$ 191,700

(1) Subject to renewal
(2) Daily rates increase 2.5% per year

The contract with Talbert House runs through October 2011 with scheduled 2.5% rate increases taking place annually, the 1st of November.

Probation Department Residential Housing

The following is an analysis of usage and fees paid for the Residential Transitional Housing Program:

Exhibit VI-C

	Calendar Year Analysis				
	<u>2004</u>	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Bed Days - Actual	5,866	2,769	3,655	4,832	5,791
Average Population	16.1	7.6	10.0	13.2	15.9
Average Per Diem Rate	\$ 50.26	\$ 50.72	\$ 54.33	\$ 55.59	\$ 56.92
Total Contract Cost	\$ 294,825	\$ 140,434	\$ 198,592	\$ 268,617	\$ 329,608

Talbert House's Harrison Avenue and Spring Grove Avenue facilities service residents being paid for by municipal, county, state, and federally-funded clients.

The following schedule provides total census data for the facilities and the percentage funded by the Hamilton County Probation Department portion of the HHS Tax Levy:

Exhibit VI-D

	<u>2004</u>	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Total Bed Days					
Harrison Avenue Facility	20,872	21,118	20,358	20,988	21,892
Spring Grove Facility	27,375	29,200	29,200	39,162	39,162
Total Facility Bed Days	48,247	50,318	49,558	60,150	61,054
	100.0%	100.0%	100.0%	100.0%	100.0%
Bed Days - Hamilton County Probation Dept.	5,866	2,769	3,655	4,832	5,791
Percentage contracted by HC probation Dept.	12.2%	5.5%	7.4%	8.0%	9.5%

The largest service cost incurred by Talbert House is for Direct-Contract Staffing. Additional significant Talbert House expenditures include: housing expenses such as rent, utilities, property insurance and maintenance; and, overhead costs such as indirect labor, administration costs, liability insurance, employee benefits and supplies. Expenses related to security, meals and medical expenses are paid for by the Sheriff's Department and are not part of this HHS Tax Levy.

Probation Department Residential Housing

The Exhibit below illustrates current, combined staffing levels for the Spring Grove and Harrison Avenue Facilities. Wages, totals, and averages are estimated, based on December 31, 2008 expenditures reports provided by the Talbert House organization.

Exhibit VI-E

	Number of FTEs	2008 Wage Expenditures	Average Annual Wages
Activity and Security Monitor	21.78	\$ 471,490	\$ 21,648
Administrative Specialist	3.74	102,761	27,476
Case Manager	3.80	106,546	28,038
Clinical Service Provider	9.22	334,273	36,255
Employment Service Provider	1.73	51,336	29,674
Food Service Specialist	4.00	87,859	21,965
Intake Specialist	0.15	5,501	36,673
Manager	2.73	138,876	50,870
Supervisor	1.87	67,900	\$ 36,310
Total	49.02	\$ 1,366,542	

All statistics on FTEs and Wages based on information from Talbert House, Inc

The following Exhibit represents a four-year analysis of the estimated Talbert House direct-staffing costs for the Transitional Housing facilities from information provided by Talbert House.

Exhibit VI-F

	2005	2006	2007	2008
Contracted Staffing				
Activity and Security Monitor	\$ 489,468	\$ 462,289	\$ 440,444	\$ 471,490
Administrative Specialist	78,871	87,428	91,915	102,761
Case Manager	82,719	84,178	84,178	106,546
Clinical Service Provider	393,546	315,092	317,915	334,273
Employment Service Provider	82,397	62,820	50,821	51,336
Food Service Specialist	79,145	73,996	73,170	87,859
Intake Specialist	17,798	17,798	8,013	5,501
Manager	100,006	100,755	114,847	138,876
Supervisor	97,755	63,736	63,045	67,900
Teacher	35,922	36,462	38,813	-
Total Contracted Staffing	\$ 1,457,627	\$ 1,304,554	\$ 1,283,161	\$ 1,366,542

All statistics based on average hourly wage multiplied by number of hours for the positions provided by Talbert House, Inc. The wages are made up of 2 halfway houses (Spring Grove and Harrison Avenue Facilities).

Probation Department Residential Housing

Based on a review of Talbert House's financial statements, we estimate employee benefit and payroll taxes are approximately 27% of wages, providing a total direct-labor cost as follows:

Exhibit VI-G

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Estimated Contracted Staffing	\$ 1,457,627	\$ 1,304,554	\$ 1,283,161	\$ 1,366,542
Estimated employee benefits and taxes	393,600	352,200	346,500	369,000
Sub-Total	\$ 1,851,227	\$ 1,656,754	\$ 1,629,661	\$ 1,735,542
Total Facility Bed Days	50,318	49,558	60,150	61,054
Labor Cost Per Day (1)	<u>\$ 36.79</u>	<u>\$ 33.43</u>	<u>\$ 27.09</u>	<u>\$ 28.43</u>

(1) Cost per day in both the Talbert House Spring Grove and Harrison Avenue Facilities

Next, we subtract the estimated direct-labor cost per day from the total per diem rate paid by Hamilton County. This provides an estimate of the County's daily cost of housing and overhead for the individuals being housed at the Spring Grove and Harrison Avenue Facilities.

Exhibit VI-H

	<u>2005</u>	<u>2006</u>	<u>2007</u>	<u>2008</u>
Average Per Diem Rate Paid	\$ 50.72	\$ 54.33	\$ 55.59	\$ 56.92
Labor Cost Per Day	(36.79)	(33.43)	(27.09)	(28.43)
Total paid for Housing, meals and Overhead	<u>\$ 13.93</u>	<u>\$ 20.90</u>	<u>\$ 28.50</u>	<u>\$ 28.49</u>
Average Per Diem Rate Paid	100%	100%	100%	100%
Labor Cost Per Day	73%	62%	49%	50%
Total paid for Housing and Overhead	27%	38%	51%	50%

● Conclusion:

Approximately one-half of the fees incurred to place an individual into the Transitional Housing Program go toward direct-labor costs. The remainder covers the cost of housing, utilities, food costs, insurance, administration, and overhead.

● **Comparisons and Benchmarking:**

We have split our benchmarking analysis into the following sections:

- HHS Tax Levy Program services vs. service levels provided in comparable Ohio Counties, including Cuyahoga and Franklin Counties.
- Analysis of number of FTEs and compensation levels to similar organizations and/or available regional or national averages based on job description.

● **Benchmarking Analysis – Comparable Ohio Counties:**

Every comparable county reviewed has multiple Halfway House programs. We could not determine the full extent other counties subsidize these programs.

In Cuyahoga County, the 2009 budget provides \$1,041,000 for 115 treatment spots for residential treatment (\$557,000) and a Halfway House initiative (\$484,000) to be paid for by a Health and Human Services Levy. In prior years, these programs were paid for by the County's general fund, and actual total usage statistics are not available.

In Franklin Country, Halfway House services are administered by the Alcohol, Drug and Mental Health Board (ADAMH), which is a small part of a \$90 million budget. Detailed usage statistics were not obtained.

Probation Department Residential Housing

The following table is a statewide listing of Halfway House 2008 rates provided by the Talbert House. This chart presented below indicates that Talbert House's 2008 published rate is in line with state averages and below the actual rate charged to Hamilton County.

Exhibit VI-I

Agency	Beds	Per Diem
● Alternatives Agency (Self Center)	91	\$58.50
● Alvis House	198	\$60.44
● ARCA	28	\$61.48
● Cincinnati VOA (Volunteers of America Ohio River Valley)	159	\$65.55
● Community Assessment and Treatment Services (CATS)	69	\$62.73
● Community Corrections Association (CCA)	68	\$59.98
● Community Transitions Center (CTC)	54	\$60.81
● Community Treatment and Correction Center (Canton CTCC)	47	\$62.12
● Crossroads Center for Change	45	\$60.98
● Dayton Salvation Army (Booth House)	16	\$59.98
● Diversified Community Services	47	\$64.71
● Fresh Start	46	\$60.79
● Harbor Light Salvation Army	114	\$60.85
● Mansfield VOA (Volunteers of America Northeast and North Central Ohio)	67	\$62.00
● NOVA House	7	\$59.98
● Ohio Link Corrections and Treatment	8	\$60.19
● Oriana House	207	\$60.53
● Pathfinder House	53	\$60.00
● Southwestern Ohio Serenity Hall (SOS)	31	\$60.77
● Sheryl Kraner (Spencer House)	16	\$63.90
● Talbert House	180	\$61.65
● Toledo VOA (Volunteers of America Northwest Ohio)	78	\$60.54
● Turtle Creek Center	56	\$56.33
Turtle Creek Sex Offender Beds	16	\$71.66
		\$61.52
TOTALS:	1,701	-average

Probation Department Residential Housing

● Wage Analysis:

Current staffing levels, with wages based on December 31, 2008 average wage data, are displayed in the following Exhibit.

Exhibit VI-J

	<u>Number of FTEs</u>	<u>2008 Wage Expenditures</u>	<u>Average Annual Wages</u>
Activity and Security Monitor	21.78	\$ 471,490	\$ 21,648
Administrative Specialist	3.74	102,761	27,476
Case Manager	3.80	106,546	28,038
Clinical Service Provider	9.22	334,273	36,255
Employment Service Provider	1.73	51,336	29,674
Food Service Specialist	4.00	87,859	21,965
Intake Specialist	0.15	5,501	36,673
Manager	2.73	138,876	50,870
Supervisor	1.87	67,900	\$ 36,310
Total	49.02	\$ 1,366,542	

All statistics on FTEs and Wages based on information from Talbert House, Inc

The Exhibit below benchmarks the wages paid by Talbert House against all of Hamilton County.

Exhibit VI-K

Position	Average Annual Wage	Average Wage Index (1)	Above or Below Average
Activity and Security Monitor	21,648	23,945	Below
Administrative Specialist	27,476	40,722	Below
Case Manager	28,038	39,736	Below
Clinical Service Provider	36,255	39,736	Below
Employment Service Provider	29,674	39,736	Below
Food Service Specialist	21,965	20,674	Above
Intake Specialist	36,673	40,722	Below
Manager	50,870	64,869	Below
Supervisor	36,310	39,580	Below

(1) Base data are obtained from the Occupational Employment Statistics (OES) survey, a semi-annual voluntary mail survey of approximately 17,500 (per year) Ohio employers. The data presented above reflects the 2005 survey data inflated 2008 by applying a 2.5% Cost Index to the 2005 database.

Probation Department Residential Housing

Budget Projection:

Exhibit VI-L

Residential Transitional Housing Budget Analysis								
	2008 Actual	2009 Budget	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program Expenditures	\$ 329,608	\$ 413,395	\$ 421,663	\$ 430,096	\$ 438,698	\$ 447,472	\$ 456,421	\$ 2,194,350
Budget inflation		25.4%	2.0%	2.0%	2.0%	2.0%	2.0%	
(1) Inflation factor provided by Hamilton County								

Summary of Principal Observations and Recommendations:

Total bed days have varied widely over the last five years from a low in 2005 of 2,769 to a high in 2008 of 5,791.

The 2009 budget indicates an anticipated 25% increase in the use of Halfway House beds. This will take the total Halfway House usage to contracted maximum with Talbert House.

Approximately 50% of the fees paid by this program are attributable to staffing cost with the remainder made available for housing, meals, and overhead.

Municipal Court's Transition from Jail to the Community Reentry Program

● Overview of Program Services and Background:

The Reentry Program designs reentry plans for marginalized offenders from the moment they enter the criminal justice system. The process incorporates eligible offenders from arrest and continues through community reintegration, including release from jail during pre-trial proceedings, release at the time of sentencing, or release after successfully completing court-ordered sanctions. This process is designed to support transition efforts to the appropriate service systems within the community.

● Financial History and Financial Analysis:

Because this program is an addition to the County for 2009, there is no previous financial history for this program.

The 2009 budget information for this new program is presented below:

Exhibit VII-A

	<u>2009 Budget</u>
Total Tax Levy (1)	\$ 7,021,880
Total Program Expenditures	\$ 332,176
As a Percentage of Total Levy	4.7%
(1) This figure excludes the amount that was allocated for the Drake Center, Auditor fees, and indirect and administrative County fees.	

The budget above will cover three full-time employees (1.5 casework specialists and 1.5 mitigation specialists) and \$175,000 to fund a Court Clinic for Curbside Consultation Assessments.

● Comparisons and Benchmarking:

We did not find any benchmarking data for this program.

Municipal Court Reentry Program

● **Budget Projection:**

Exhibit VII-B

Municipal Court Reentry Program Budget Analysis							
	2009 Budget	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program Expenditures	\$ 332,176	\$ 338,820	\$ 345,596	\$ 352,508	\$ 359,558	\$ 366,749	\$ 1,763,231
Budget inflation			2.0%	2.0%	2.0%	2.0%	

(1) Inflation factor provided by Hamilton County

● **Summary of Principal Observations and Recommendations:**

We do not have any significant observations or recommendations regarding this new program.

Probation Department's Reentry Program

● Overview of Program Services and Background:

The Probation Department's Reentry Program is designed to review and examine the current jail population and work with pre-trial services to expedite the release of individuals housed within the jail system. Low-risk offenders are identified, and an alternative to incarceration is presented to the sentencing judge in an effort to free jail space for more serious offenders. This program is new to the County in 2009.

● Financial History:

Because this program is an addition to the County for 2009, there is no previous financial history for this program.

● Financial Analysis:

The 2009 budgeted information for this program is compared to total Levy expenditures for the year.

Exhibit VIII-A

	<u>2009 Budget</u>
Total Tax Levy (1)	\$ 7,021,880
Total Program Expenditures	\$ 85,657
As a Percentage of Total Levy	1.2%

(1) This figure excludes the amount that was allocated for the Drake Center, Auditor fees, and indirect and administrative County fees.

The budget above provides for two full-time mitigation specialists to work with the Hamilton County Justice Center.

Probation Department Reentry Program

The Exhibit below breaks down the cost of the program based on staffing, which is also 100% of the cost of the program. The total number of FTEs for this program is two.

Exhibit VIII-B

	<u>2009</u> <u>Budget</u>
Staffing Costs	
Mitigation Specialist (1)	69,702
Payroll taxes and benefits (estimated)	15,955
<i>All statistics based on information provided by the Hamilton County Probation Department.</i>	
(1) All salaries include service allowances, overtime, vacation and holiday pay.	

● **Comparisons and Benchmarking:**

We did not find any benchmarking data for this program.

● **Budget Projection:**

Exhibit VIII-C

Probation Department's Reentry Program Budget Analysis							
	2009 Budget	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program Expenditures	\$ 85,657	\$ 87,370	\$ 89,117	\$ 90,899	\$ 92,717	\$ 94,571	\$ 454,674
Budget inflation		2.0%	2.0%	2.0%	2.0%	2.0%	
(1) Inflation factor provided by Hamilton County							

Probation Department Reentry Program

● **Summary of Principal Observations and Recommendations:**

We do not have any significant observations or recommendations regarding this new program.

The Sheriff Department's Reentry Program

● Overview of Program Services and Background:

The Sheriff's Reentry Program is a new program. It was established in January 2008 and is a joint effort between the Hamilton County Sheriff, Pretrial, Probation, the Court Clinic and various other community providers. This system-wide Reentry Coordination Team designs tailored transition intervention from the moment an individual enters the criminal justice system and continues through community reintegration.

● Financial History:

2008 was the first year for this program; however, funding in 2008 was not paid out of the Levy funds. The total cost of the program was \$78,703 in 2008.

● Financial Analysis:

The 2009 budgeted information for this program is compared to total Levy expenditures for the year.

Exhibit IX-A

	<u>2009 Budget</u>
Total Tax Levy (1)	\$ 7,021,880
Total Program Expenditures	\$ 80,007
As a Percentage of Total Levy	1.1%

(1) This figure excludes the amount that was allocated for the Drake Center, Auditor fees, and indirect and administrative County fees.

Sheriff Department Reentry Program

All costs related to this program come from wages as presented below:

The Exhibit below represents an analysis of the staffing for the Sheriff's Reentry Program; expenses coincide with the Levy period being analyzed.

Exhibit IX-B

	<u>Number of FTEs</u>	<u>2008</u>	<u>2009 Budget</u>
Staffing Costs			
Data Entry Operator and Reentry Specialist (1)	2	\$ 60,649	\$ 63,721
Payroll taxes and benefits (estimated)		\$ 18,054	\$ 16,286
<i>All statistics based on actual wage information provided by the Hamilton County Sheriff's Department.</i>			
(1) All salaries include service allowances, overtime, vacation and holiday pay.			

● **Comparisons and Benchmarking:**

We did not find any benchmarking data for this program.

● **Budget Projection:**

Exhibit IX-C

Sheriff Department Reentry Program Budget Analysis								
	2008 Actual	2009 Budget	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program Expenditures	\$ 78,703	\$ 80,007	\$ 85,707	\$ 88,283	\$ 91,188	\$ 93,942	\$ 97,071	\$ 456,191
Budget inflation			7.1%	3.0%	3.3%	3.0%	3.3%	
(1) Inflation factor provided by Hamilton County, amounts exceeds other requests due to a union contract								

● **Summary of Principal Observations and Recommendations:**

We do not have any significant observations or recommendations regarding this new program.

Off The Streets Program

■ **Overview of Program Services and Background:**

- *Off the Streets* (OTS) is an inter-system community collaborative involving representatives from the government, substance abuse, and mental health treatment providers, criminal justice system, social service agencies, communities, and survivors of prostitution throughout Cincinnati and Hamilton County. Cincinnati Union Bethel is the lead agency for this program, which was just awarded the Mutual of America Foundation's Community Partnership Program as one of the top three programs in the country.
- *Off the Streets* addresses the health and well-being of women involved in prostitution. The program coordinates services to assist women involved in prostitution move toward safety, recovery, empowerment, and community reintegration. Levy funding will ensure that OTS will reach more women and expand the base of services available to the women, including housing. Levy funding will also be leveraged with current foundation funding from the Robert Wood Johnson Foundation and support from the City of Cincinnati and the Cincinnati Police Department to ensure continuation of this vital program.

The program is located in the southeast section of downtown Cincinnati, and it provides services for women from Cincinnati and Hamilton County.

- *Off the Streets* began as a result of the increasing negative impact of prostitution on communities, the criminal justice system, and most importantly, the individuals involved. While prostitution was once primarily in downtown and Over-the-Rhine, beginning in the early 2000s, all five districts of the Cincinnati Police Department began receiving significant complaints about the problem in their neighborhoods. It became one of the top two complaints from community members. The problem also began to move out of the city into the suburban communities in Hamilton County.
- As a result of the increased activity, both the Hamilton County Courts and Justice Center were experiencing an increased impact. The women involved in prostitution were frequently cycling through the system with their needs unmet. Other service providers in the community were also struggling to effectively meet the increasing needs of this population.

- *Off the Streets* coordinates services for women involved in prostitution based on their unique individual needs. To begin, OTS provides emergency housing to women engaged in the program through a partnership with the Anna Louise Inn. This program has 16 beds that can be provided to homeless women when they begin the program until they achieve stability and are able to move into transitional and permanent housing.

In addition, the program provides non-traditional group services to assist women through the recovery and empowerment process. The majorities of groups are facilitated by volunteers and provide opportunities for the women to learn new life skills, as well as address the trauma they have experienced. Groups include budgeting, life skills, relapse prevention, health and nutrition, relationships, creative writing/journaling, stress management, exercise, women’s issues, as well as others. Finally, staff works with the women to identify their individual needs and then connect the women with appropriate services within the community to address their needs. Focus areas include housing, medical care, substance abuse and mental health treatment, education, and employment.

Just over 100 women seek services from *Off the Streets* each year. Approximately half of these women will engage in services for 30 days or more. Of these women, 86% report no prostitution, 78% report no substance use, 75% obtain their own housing, and 64% return to school or obtain a job. Furthermore, of the women who engaged in services from April 2006 to June 2008, 2,889 fewer days were spent in jail in the six months after they engaged in services compared to the six months prior to engagement, which was a considerable cost savings of Hamilton County dollars.

■ **Financial History:**

Because this program is an addition to the County for 2009, there is no previous financial history for this program.

■ **Budget Projection:**

Exhibit X-A

Off The Streets Budget Analysis	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program Expenditures	\$ 91,160	\$ 92,983	\$ 94,843	\$ 96,740	\$ 98,674	\$ 474,400
Budget inflation		2.0%	2.0%	2.0%	2.0%	

(1) Inflation factor provided by Hamilton County

■ **Summary of Principal Observations and Recommendations:**

We do not have any significant observations or recommendations regarding this new program.

Drug Free Communities Program

Overview of Program Services and Background:

The Coalition for a Drug-Free Greater Cincinnati (CDFGC), established in 1996, serves communities throughout the ten-county, tri-state region by promoting drug-free environments for youth by enhancing partnerships to educate, advocate, and support locally-based community mobilization.

This proposal is intended to empower Hamilton County communities by investing in grassroots efforts to help ordinary people solve problems related to drugs and violence in their own neighborhoods through the support and enhancement of the network of community-based coalitions that already exist throughout the County. The support of strong local neighborhood coalitions throughout Hamilton County will promote long-term positive change in youth drug and alcohol use.

The proposal invests funds to support and enhance the current robust network of existing neighborhood coalitions in the County. Both existing and emerging coalitions will be eligible to apply for local grants to hire neighborhood coordinators. The Coalition for a Drug-Free Greater Cincinnati will manage this program by providing intensive technical assistance in capacity-building and program evaluation to neighborhoods to support the development of strong partnerships among parents, schools, businesses, faith-based community organizations, and other community organizations and stakeholders.

With enhanced support over the next five years, these community coalitions will conduct a community assessment and mobilize members of their community, build capacity within their neighborhood, develop a work plan with interventions based on their local student drug use data, implement, and then evaluate the plan.

We anticipate 3,500 individuals will be involved in this important prevention effort throughout Hamilton County.

A coalition consists of individuals and groups representing all sectors working collaboratively to design and implement comprehensive, community-wide substance abuse prevention strategies. Coalition building promotes collaboration and makes efficient use of limited community resources. Utilizing this comprehensive approach, community coalitions are achieving real outcomes in substance abuse and reduction in violence. They are changing community norms and standards of conduct relating to substance abuse among residents.

Drug Free Communities Program

Research¹ shows that neighborhood coalitions are effective in creating positive changes related to drug and alcohol use rates in communities. A recent evaluation of the Federal Drug-Free Communities (DFC)² Program, which focuses exclusively on supporting the development of local anti-drug coalitions, indicated that substance use rates among youth within DFC Communities were significantly lower than national rates. The Coalition for a Drug-Free Greater Cincinnati has been a DFC grantee since 1999 and serves ten counties across the tri-state area, including Hamilton County.

The network of local coalitions has been a key force in contributing to youth substance abuse prevention efforts at the individual neighborhood level. Using data indicators from the biannual Student Drug Use Survey specific to their neighborhood, they are able to focus their resources on customized strategies to address their community's issues. Hamilton County has six coalitions funded by the DFC Program, as well as a number of non-DFC funded coalitions, which represent citizens of diverse socio-economic backgrounds and which have strong connections to their neighborhood schools.

There are currently ten active, established coalitions in Hamilton County:

- Coalition for a Drug-Free Lower Price Hill
Lower Price Hill
- Commission on Alcohol and Other Drug Education
Clifton Heights
- Greater Cincinnati Health Coalition
Avondale, Corryville, Mt. Auburn, West End
- Hamilton County Safe Communities
Southwest Ohio region
- Hamilton County Tobacco-Free Partnership
- Madeira Community Drug Task Force
City of Madeira
- Madisonville Weed & Seed Sustained, Inc.
Madisonville

¹ Batelle. *Interim DFC Program Evaluation Findings Report*, Office of National Drug Control Policy, September 2008.

² Currently, there are 14 DFC grantees in the multi-county region, each garnering \$100-125K in federal funding annually over a five year period to support their work. There are currently six DFC grantees, including CDFGC, in Hamilton County. CDFGC has played a significant role in assisting these local DFC grantees successfully write for these funds, and continues to assist new applicants each year.

Drug Free Communities Program

- Northeast Community Challenge (NECC) Coalition
City of Blue Ash, City of Montgomery, Sycamore and Symmes Townships
- SAGA Coalition
Anderson Township and Village of Newtown
- Winton Woods Community Coalition
Greenhills, Forest Park, and Springfield Township

There are also several new and emerging coalitions that could be eligible for this funding, as well, including the People of Color Wellness Alliance (POCWA-serves Over the Rhine/West End), Avondale/Evanston, Colerain, and Westwood/Fairmount.

● **Financial History:**

Because this program is an addition to Hamilton County for 2009, there is no previous financial history for this program.

● **Budget Projection:**

Exhibit XI-A

Drug Free Communities Budget Analysis						
	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program Expenditures	\$ 350,000	\$ 357,000	\$ 364,140	\$ 371,423	\$ 378,851	\$ 1,821,414
Budget inflation		2.0%	2.0%	2.0%	2.0%	
(1) Inflation factor provided by Hamilton County						

● **Summary of Principal Observations and Recommendations:**

We do not have any significant observations or recommendations regarding this new program.

Treatment Court Staff Program

🌟 Overview of Program Services and Background:

Program Design and Implementation

The Hamilton County Common Pleas Court is seeking to implement a Substance Abuse and Mental Illness Court (SAMI).

Relying on Forensic Assertive Community Treatment (FACT), 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 and substance use disorders. This funding request is being made by stakeholders within the proposed collaborative, and by design, it promotes project ownership, organizational learning, and a more trusting political and social climate. Pretrial services working in conjunction with The Central Clinic will help to identify and assess potential participants for the program.

In order to qualify for this program, participants must:

- 🌟 Suffer from an Axis I persistent mental illness and may suffer from co-occurring disorders, including substance abuse
- 🌟 Commit a non-violent felony offense without victim consent
- 🌟 Reside in Hamilton County, Ohio
- 🌟 Have consent of the victim in lower-level, violent felonies
- 🌟 Not have committed a sexual offense
- 🌟 Not be a persistent felony offender unless approved by the presiding judge

Once identified, assessed for eligibility, and transferred into the program, participants will be assigned to a case manager from Greater Cincinnati Behavioral Health Services (GCBHS) who will perform a service assessment identifying the participants' needs. Appropriate services will then be provided to the participant including:

- 1) FACT, outpatient mental health and substance abuse treatment – GCBHS
- 2) Day reporting, job training and job placement programs – Talbert House
- 3) Inpatient mental health treatment – Summit Collaborative
- 4) Inpatient substance abuse treatment – Crossroads Recovery Services

🌟 Financial History:

Because this program is an addition to Hamilton County for 2009, there is no previous financial history for this program.

Treatment Court Staff Program

Budget Projection:

Exhibit XII-B

Treatment Court Staff Budget Analysis						
	2010 Budget	2011 Budget	2012 Budget	2013 Budget	2014 Budget	Total Budget 2010 - 2014
Total Program Expenditures	\$ 185,000	\$ 175,000	\$ 175,000	\$ 175,000	\$ 175,000	\$ 885,000
Budget inflation		-5.4%	0.0%	0.0%	0.0%	

Summary of Principal Observations and Recommendations:

We do not have any significant observations or recommendations regarding this new program.