

Consumer Group Snapshot

Persons Who Were Formerly Incarcerated

Consumer Category:
Special Needs



February 2007

CONSUMER GROUP: Persons who were formerly incarcerated	
THE CONSUMERS	See Attachment 1: Family of Services & Attachment 2: Consumer Matrix
<i>Stage One: At Risk (Recently Released)</i> (Estimated Number/ Percent County Population)	<p>Total Cuyahoga County population per American Community Survey (2004): 1,361,330</p> <ul style="list-style-type: none"> In 2004, 6,199 released inmates returned to Cuyahoga County, 0.46 percent of the total county population.¹ Ohio Adult Parole Authority Census in Cuyahoga County as of 7/1/2004: 4,696; 0.34 percent of the total county population. As of 7/1/2005: 4,483; 0.34 percent of the 2005 population. As of 7/1/2006, 4,074 (no 2006 county population estimate available).
<i>Stage Two: In Crisis (Returned to Prison)</i> (Estimated Number/ Percent County Population)	<ul style="list-style-type: none"> Two-thirds of released prisoners are expected to be rearrested for felony or serious misdemeanors within 3 yrs of release (Travis, Jeremy, Amy L. Solomon, and Michelle Ward, 2001).² Estimate for Cuyahoga County based on individuals released in 2004 is 4,153 individuals will be rearrested by 2007. Assume one-third annually is 1,384. Those who are homeless and unemployed.
<i>Stage Three: Recently Stabilized</i> (Estimated Number/ Percent County Population)	Those who have successfully integrated into their families and community with permanent housing and adequate employment with benefits.
Age by Generation	Adults
Risk Factors	<ul style="list-style-type: none"> The “truth-in-sentencing” reforms made law in 1996 accounted for a 44 percent increase in the number of offenders released from prison since 1997 alone according to a study by the Urban Institute (2003).³ “Truth in sentencing refers to a range of sentencing practices that aim to reduce the uncertainty about the length of time that offenders must serve in prison.⁴ Throughout the states and in the federal government, there has been, during the past decade, much legislative activity related to truth in sentencing. The federal Violent Crime Control and Law Enforcement Act of 1994 (hereafter, the Crime Act), as amended in 1996, provided for federal grants to states to expand their prison capacity if they increased the incarceration of violent offenders. The Violent Offender Incarceration and Truth-in-Sentencing (VOI/TIS) grant programs represented two federal efforts to encourage states to increase the use of incarceration. To receive VOI funding, a state only needed to give assurances that it had or would implement(ed) policies that ensured that violent offenders served a substantial portion of their sentences, that made punishment for violent offenses sufficiently severe, and that assured that time served was appropriately related to the violent offender’s status and to protect the public. States that

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	<p>met these requirements could receive some funding and all states did receive funding under these criteria. States could enhance their VOI funding by demonstrating that they increased punishment for violent offenders.”</p> <p>Per Livingston, Kirsten D. (n.d.):⁵</p> <ul style="list-style-type: none"> • “The number of people incarcerated in state and federal prisons in the United States grew from just under 200,000 in 1970 to just over 1.3 million in 2000. • “Prisoners who are being released now have been incarcerated longer on average, but also a larger percentage of prisoners have served longer terms. • “The number of offenders on parole has more than tripled in the last twenty years. The rate of increase has slowed in the past ten years because more people are being released unconditionally, without any post-release supervision, after serving most of their sentences. • “An increasing number of those released are being released for the first time in their lives. • “Most released prisoners will not have participated in educational, vocational or pre-release programming and the overall rate of participation has declined, largely due to a decline in the availability of such programs. • “Incarceration further reduces the employability of those with low educational attainment, low skills and minimal legitimate work history. • “Former prisoners are banned from certain jobs and professions, and denied access to certain public benefits such as housing.”
<p>Historic Trend Line</p>	<p>↑ A study by the Urban Institute (2003) and updated in 2006 found that the number of prisoners leaving Ohio prisons tripled during a recent twenty-year period. In 1982, the state’s correctional system released 8,522 offenders from prison.⁶ In contrast, in 2002, the state released 25,624 offenders from prison. In 2004, 28,177 individuals were released.⁷</p>
<p>Influencing Factors Underlying Historic Trend Line (+/-)⁸</p>	<ul style="list-style-type: none"> • In the past, most prisoners were released after parole boards deemed them “ready” and they would serve part of their sentence in prison and part in the community under parole supervision. • Recent truth-in-sentencing policies eliminated the role of parole boards for certain prisoners. Therefore, more were released “automatically” under mandatory release with supervision to follow. • There are also more prisoners whose sentences expired released without any supervision

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	at all.
Life Trajectory	Formerly incarcerated ⇒ Successfully transitioned (transitional housing, family & medical care) ⇒ Fully Integrated into community (permanent housing, employed, managing health, mental health & substance abuse issues, family, community)
Consumer Impact Strategy	Prevent recidivism so that formerly incarcerated persons are home to stay. ⁹
Future Projection	Not available
THE SAFETY NET: Which of the 80 safety net core services are needed to empower consumers to positively alter their life trajectory?	
<i>Stage One:</i> At Risk (Recently Released)	<p>Primary Service</p> <ul style="list-style-type: none"> • Ex-Offender Services <p>Access Services</p> <ul style="list-style-type: none"> • Housing Counseling • Medical Expense Assistance • Medical Transportation <p>Supportive Services:</p> <ul style="list-style-type: none"> • Adult Basic Education • Case/Care Management • Comprehensive Outpatient Substance Abuse Program • Emergency Food • Employment Preparation • Ex-Offender Services • Family Support Centers • General Counseling Services (Outpatient Mental Health Facilities) • General Legal Aid • Meals • Homeless Drop-in Center • Homeless Shelter • Money Management • Parenting Education

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	<ul style="list-style-type: none"> • Transitional Shelter • Vocational Rehabilitation
<i>Stage Two:</i> In Crisis (Returned to Prison)	In-prison services; community linkages (no specific core services)
<i>Stage Three:</i> Recently Stabilized	<p>Primary Services</p> <ul style="list-style-type: none"> • Ex-Offender Services <p>Supportive Services</p> <ul style="list-style-type: none"> • Case/Care Management
Intended or Unintended Philosophy Underlying Service Delivery (i.e., assumptions about what will work)	The reentry philosophy of the Ohio Department of Rehabilitation and Corrections is based on the belief that police, courts, institutions, and community corrections all have a role in creating significant long-term rehabilitative change for offenders. This philosophy assumes that criminal justice agencies cannot create long-lasting change for offenders without the inclusion of the family, community-based service providers, and the faith community.
What Works?	<p>Per the Urban Institute Study (2001):¹⁰</p> <ul style="list-style-type: none"> • “Supervision strategies that include some level of treatment or a rehab component in combination with surveillance techniques have been shown to reduce recidivism. • “Substance abuse treatment has been shown to reduce drug use and criminal activity, particularly when in prison treatment is combined with treatment in the community. • “Many inmates received needed health services, but not mental health or follow-up to re-enter the community. These services can reduce public health and public safety risk. • “Having a legitimate job lessens the chances of re-offending following release from prison. • “The higher the wages, the less likely it is that released prisoners will return to prison (King, Weiman, and Western 2000). • “Job training and placement programs show promise in connecting ex-prisoners to work, thereby reducing their likelihood of further offending.”
What Doesn't Work	Surveillance alone does not work. ¹¹
Community-wide Strategies to Impact Life Trajectories	<p>Per The Ohio Plan for Productive Offender Reentry and Recidivism Reduction (July 2002)¹²:</p> <ul style="list-style-type: none"> • Reentry means “Going Home to Stay.” • Reentry mission statement: “The Reentry Initiative is a holistic and systematic approach that seeks to reduce the likelihood of additional criminal behavior. Beginning at

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sentencing and extending beyond release, reentry will assess, identify and link offenders with services specific to their needs. This will be accomplished through associations with community partners, families, justice professionals and victims of crime.”

Planning is underway to develop a structure for assisting formerly incarcerated persons to re-enter the community in Cuyahoga County.

First Call for Help

Between 2000 and 2004, there were 1,421 requests for services for formerly incarcerated persons. Of these, 16 (1 percent) were unmet, meaning that there was no agency to which to refer callers. See Attachment 3: First Call for Help for more detail.

RESOURCES

Identified Resources 2003-04

Identified Formerly Incarcerated Revenues		
As of 5/11/06		
	Community	UW*
Ex-Offender Services	\$1,621,705	\$72,184
Total	\$1,621,705	\$72,184

* UW revenues are included in community totals.

NOTE: This does not include all monies for this consumer group. See Attachments for detail and Attachment 5 for a Revenue Checklist.

Government Resource Trend Line

↑

Future Direction of Government Funding

Funding for services for formerly incarcerated persons is typically imbedded in other governmental funding for basic needs, education and employment, mental health, and substance abuse. For example, some states and localities have adopted creative approaches—including using the structure and funding provided by the Workforce Investment Act (WIA)—to increase access to training and education for individuals returning to the community from prison.¹³

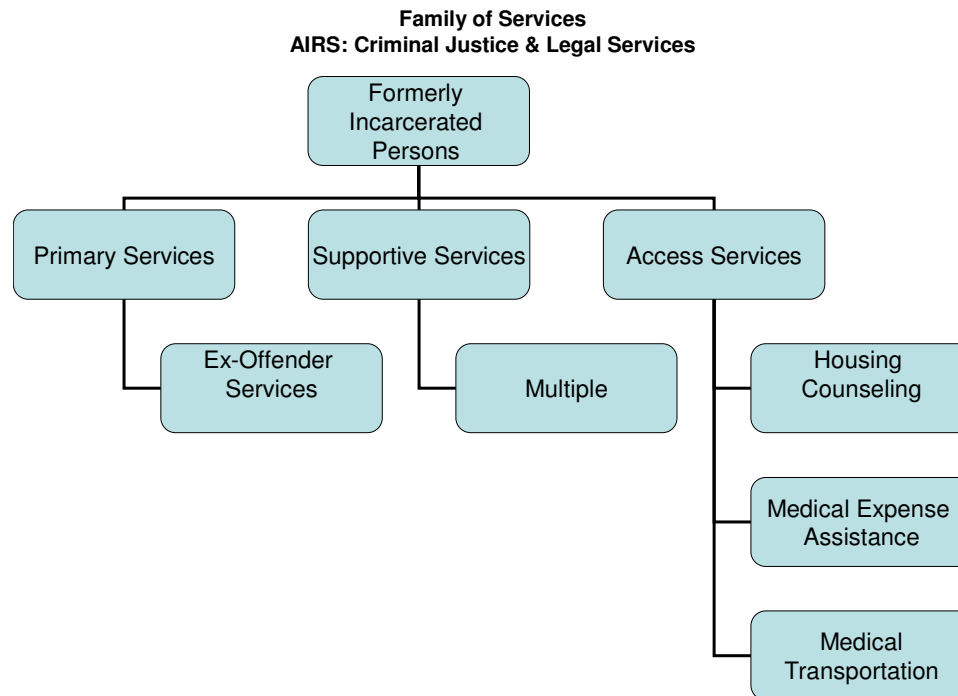
Because of the increasing numbers of incarcerated persons, it is anticipated that funding for this population will increase; however, many advocates argue that funding levels are

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	inadequate.
Return on Investment	<p>An economic analysis of fourteen re-entry programs across the nation found that all but one yielded a favorable benefit-cost ratio (Welsh, B.C., 2004).¹⁴ This research indicated that re-entry program benefits outweighed program costs; for every one dollar spent on re-entry, benefits ranged from 1.13 to 270 “units” of savings from the lower criminal justice and community costs incurred as a result of offenders ceasing to engage in criminal activities. The research study stressed the benefits from re-entry programs often are obtained in a relatively short period of time, typically within two years of post-treatment. This might have a positive political significance, as funding for such programs could therefore produce short-term benefits well within politicians’ election cycles.</p> <p>Per the Domestic Policy for a More Perfect Union (Rand Corporation):¹⁵ <i>“Repeal federal mandatory minimum sentences as a matter of efficiency, if not justice.</i> For many reasons, crime rates are currently low, while prison populations and incarceration costs are way up. But current sentencing policies are not necessarily cost-effective. For example, federal mandatory minimum sentences now impose very long sentences. One federal law requires that a person convicted of possessing a half kilogram or more of cocaine powder be sentenced to at least five years in prison. Many states impose similarly lengthy sentences for drug crimes. Yet if reducing cocaine consumption is the goal, more could be achieved by spending the additional amount of money arresting, prosecuting, and sentencing a greater number of dealers to standard prison terms rather than sentencing fewer dealers to longer, mandatory terms. It would be more cost-effective to repeal mandatory minimum sentencing laws and expand the number of enforcement agents, prosecutors, and judges enough to hold constant the total spending on drug enforcement. Similarly, California's tough "three-strikes-and-you're-out" law for mandatory sentencing of repeat offenders is not the most cost-effective option available. An alternative approach--guaranteeing full terms for <i>all</i> serious offenders, even first-timers, with <i>no</i> imprisonment for many minor felons--would produce the same reduction in serious crime at lower cost.”</p>



ATTACHMENTS

Attachment 1: Family of Services



Attachment 2: Matrix

CORE SERVICES	SUB-CONSUMER GROUPS	ESTIMATED PERSONS IN NEED			ESTIMATED UNIVERSE OF POSSIBLE CONSUMERS		
		Description	Number	% of Total Population Families Households	Description	Number	% of Total Population Families Households
Ex-offender Services	Adults ages 18-64 years who were formerly incarcerated.	Ohio Adult Parole Authority Census, July 1, 2006. Ohio Department of Rehabilitation and Correction, Office of Policy and Offender Reentry.	4,074	0.3% Population	Ohio Adult Parole Authority Census, July 1, 2006. Ohio Department of Rehabilitation and Correction, Office of Policy and Offender Reentry.	4,074	0.3% Population

Attachment 3: First Call for Help

Persons who were formerly incarcerated											
CORE SERVICES	TOTAL REQUESTS					%Change*	MET				
	2000	2001	2002	2003	2004		2000	2001	2002	2003	2004
Ex-offender Services	192	325	387	275	242	26%	190	321	382	273	239
Total	192	325	387	275	242	26%	190	321	382	273	239

Persons who were formerly incarcerated									
CORE SERVICES	UNMET					TOTALS 00-04			%
	2000	2001	2002	2003	2004	Req.	Met	Unm.	
Ex-offender Services	2	4	5	2	3	1,421	1,405	16	1%
Total	2	4	5	2	3	1,421	1,405	16	1%

Attachment 4: Revenue Table

Ex-offender Services					
Revenues as of May 11, 2006					
Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
Total - Contributions and dues (less UW designations)			0.00%	239,200	11.92%
Abington Foundation, The		25,000			
Bruening Foundation, Eva L. and Joseph M.		65,000			
Cleveland Foundation, The		10,000		128,400	
Gund Foundation, The George		50,000		25,000	
Reuter Foundation, The		17,500			
Saint Luke's Foundation				40,000	
Wean Foundation, The Raymond John		20,000			
Other Private Foundations - Not Elsewhere Classified				135,600	
Total - Foundations & Trusts		187,500	11.56%	329,000	16.39%
Total - Special Events - Growth			0.00%	5,500	0.27%
United Black Fund of Greater Cleveland		16,000			
Total - Federated Fundraising Organizations		16,000	0.99%	0	0.00%
Board of Alcohol & Drug Addiction Services (410 Board)				65,000	
County Commissioners				387,400	
Cuyahoga Metropolitan Housing Authority (CMHA)				176,200	
Justice Affairs	2004	494,048			
Juvenile Court	2004	430,140			
Other Cuyahoga County Funders - Not Elsewhere Classified				26,000	
Subtotal Cuyahoga County Funding Sources		924,188	56.99%	654,600	32.62%
Community Development Block Grant	2004	421,833		304,100	
Other City of Cleveland Funders - Not Elsewhere Classified				357,100	
Subtotal City of Cleveland Funding Sources		421,833	26.01%	661,200	32.95%
Other Board of Education				45,200	
Subtotal Other Govt Funding Sources		0	0.00%	45,200	2.25%

Attachment 4: Revenue Table (continued)

Ex-offender Services					
Revenues as of May 11, 2006					
Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
Total - Contracts/grants from government organizations		1,346,021	83.00%	1,361,000	67.82%
Subtotal Non - UWGrCle Support		1,549,521	95.55%	1,934,700	96.40%
Total - UWGrCle designations applied to program		6,560	0.40%	6,560	0.33%
Total - UWGrCle investment committee allocation		65,624	4.05%	65,624	3.27%
Subtotal UWGrCle Support - 4001, 4701 & 4703		72,184	4.45%	72,184	3.60%
Total Support/Revenue		1,621,705	100%	2,006,884	100%

Attachment 5: Revenue Checklist

Persons who were formerly incarcerated					
Category	Administrator of Funding	Ex-offender Services			
Private Foundation	Abington Foundation, The	✓			
Private Foundation	Bruening Foundation, Eva L. and Joseph M.	✓			
Private Foundation	Cleveland Foundation, The	✓			
Private Foundation	Gund Foundation, The George	✓			
Private Foundation	Reuter Foundation, The	✓			
Private Foundation	Wean Foundation, The Raymond John	✓			
Federated Organization	United Black Fund of Greater Cleveland	✓			
Cuyahoga County	Department of Justice Affairs	✓			
Cuyahoga County	Juvenile Court	✓			
City of Cleveland	Department of Community Development	✓			
United Way Greater Cleve	United Way of Greater Cleveland designations applied to program	✓			
United Way Greater Cleve	United Way of Greater Cleveland investment committee allocation	✓			
✓ = Revenue was identified specifically for this core service and the amount allocated in Cuyahoga County appears in the revenue table of the core service report.					
x = Revenue was identified from these sources, but no dollar amount is available because either it was not possible to obtain data for Cuyahoga County alone, or it was not possible to obtain data specifically for this core service because funding covers multiple core services.					

NOTES

- 1 Visher, C., Baer, D., and Naser, R. (2006). Ohio prisoners' reflections on going home. Urban Institute. Retrieved March 7, 2007 from http://www.urban.org/UploadedPDF/311272_ohio_prisoners.pdf
- 2 Travis, Jeremy, Amy L. Solomon, and Michelle Ward. (2001) FROM PRISON TO HOME: The dimensions and consequences of prisoner reentry. The Urban Institute.
- 3 Urban Institute. (2003). Number of prisoners released in Ohio triples in 2 decades: 62 percent head for 7 counties, led by Cuyahoga. Retrieved October 26, 2005, from Urban Institute Web site: <http://www.urban.org/url.cfm?ID=900669>.
- 4 William J. Sabol, William J., Katherine Rosich, Kamala Mallik Kane, David P. Kirk, and Glenn Dubin. (2002, April). The influences of truth-in-sentencing reforms on changes in states' sentencing practices and prison populations. Retrieved on April 29, 2006 from: http://www.urban.org/uploadedPDF/410470_FINALTISrpt.pdf
- 5 Levingston, Kirsten D. (n.d.) Counted out: The Census Bureau's miscount of people in prison. Retrieved on April 26, 2006 from http://www.opportunityagenda.org/site/c.mwL5KkN0LvH/b.1405939/k.A6BF/Criminal_Justice.htm
- 6 Urban Institute. (2003).
- 7 Visher, C., Baer, D., and Naser, R. (2006). Ohio prisoners' reflections on going home. Urban Institute. Retrieved March 7, 2007 from http://www.urban.org/UploadedPDF/311272_ohio_prisoners.pdf
- 8 Travis et al. (2001).
- 9 Ohio Department of Rehabilitation and Corrections. (2002) The Ohio plan for productive offender reentry and recidivism reduction. Urban Institute Justice Policy Center. Retrieved on April 26, 2006 from <http://www.drc.state.oh.us/web/ReentryFinalPlan.pdf>
- 10 Travis et al. (2001).
- 11 Ibid.
- 12 The Ohio Department of Rehabilitation and Correction, (2002).
- 13 Workforce Alliance. (2006). Providing access to re-entry services through the Workforce Investment Act. Retrieved March 7, 2007 from www.reentrypolicy.org/reentry/Document_Viewer.aspx?DocumentID=1330
- 14 Welsh, B.C. (2004). Monetary costs and benefits of correctional treatment programs: implications for offender reentry. *Federal Probation*, 68: 9-12.
- 15 Domestic Policy for a More Perfect Union. Retrieved March 16, 2006 from: <http://www.rand.org/publications/randreview/issues/rr.7.00/policy.html>



**United Way of
Greater Cleveland**

1331 Euclid Avenue

Cleveland, Ohio 44115

uws.org/CoreServicesPlanning