

# Core Service Report

## Ex-Offender Services

Consumer Category:  
**Special Needs**

Primary Consumer Group:  
**Persons Who Were  
Formerly Incarcerated**



February 2007

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## COMPANION REPORTS

In addition to the information included in this report, a report of the other core services (80 in total), community leader key informant interviews, United Way - First Call for Help staff focus groups, consumer snapshots, and e-survey of United Way funded executive directors, board presidents, and United Way Community Investment staff are available at <http://www.uws.org>.

## ACKNOWLEDGEMENTS

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# SNAPSHOT

**AIRS Code Level I: F – Criminal Justice & Legal Services**

**AIRS Code Level II: FF – Criminal Correctional System**

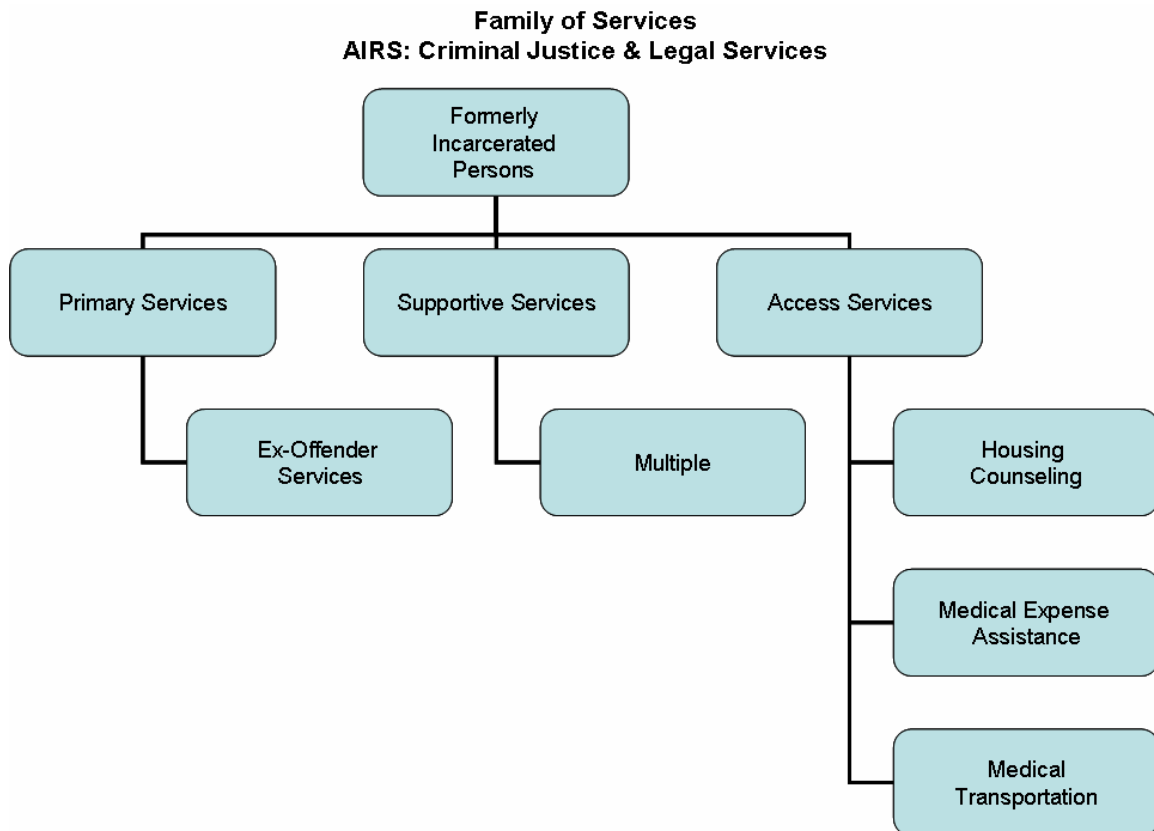
**Core Service: Ex-Offender Services FF-190**

**Investment Committee: Learning and Earning for Life**

**Cluster: Employment**

**AIRS Definition:** Programs that assist people who have been incarcerated in a correctional facility to make the transition to community life.

Ex-offender Services is part of a family of services for persons who were formerly incarcerated. It is the only service targeting this consumer group. There are also three access services that help persons obtain other needed services. (See figure below.)



### *Core Service Environment*

The number of prisoners held in local, state, and federal jurisdictions has increased dramatically. In 2000, the number of incarcerated persons was over 1.3 million (Byrne & Taxman, 2004). In 2002, over 600,000 persons left state and federal prisons to return to their homes communities across the country (Visher & Travis, 2003). Once home, former inmates are expected to live with family members, attempt to find a job, and avoid future criminal activity. But in terms of employment opportunities, family support, available resources and openness, the communities to which they return often are much different than the communities they left (Seiter & Kadela, 2003).

The Second Chance Act of 2005: Community Safety Through Recidivism permits expunction of records for certain nonviolent criminal offenses.

The 1990s saw significant decreases in funding for programming, through “tough-on-crime” measures such as the Violent Crime Control and Law Enforcement Act of 1994 that denied prisoners’ access to Pell Grants, spurring similar retrenchment at the state level. In 1996, for example, almost \$22 billion was spent on prison construction, staff and maintenance of facilities, and prisoners, but only 6 percent of that amount was spent on education, job training, treatment, and similar program activities. This is particularly troublesome because the majority of prisoners enter prison with substance abuse problems, but only 10 percent reported receiving treatment in 1997, compared to 25 percent in 1991.

In Ohio, under “truth-in-sentencing” reforms enacted in 1996, offenders now serve a greater proportion of their sentences in prison as parole and “time off for good behavior” have been eliminated; the judge’s sentence imposed in open court is the sentence actually served by a particular offender (Ohio Criminal Sentencing Commission [OCSC], 2005).

The mental health boards of five jurisdictions in Ohio, including Cuyahoga County, have been awarded grants in the PATH Reentry Prison Pilot Project. PATH will assist people with serious and persistent mental illness who are currently in prison or jail and will be designated as homeless upon release into the community (NAMI Ohio, 2004).

### *Core Service Consumers*

The target population addressed in this core service report is adults ages 18-64 years who were formerly incarcerated.

National statistics show that the reentry population is increasingly geographically concentrated. As more prisoners are released, they are more likely to return to a relatively small number of neighborhoods located in core counties (counties with their central city a metropolitan area). Research suggests that these neighborhoods are either poor or working-class. Unfortunately, these are also communities already stretched for resources and in many ways least capable to facilitate the successful reintegration of former prisoners.

Locally, of the offenders released from Ohio’s prisons in 2001, 22 percent returned to Cuyahoga County, with eighteen percent moving back into the City of Cleveland. Five specific neighborhoods in the city, each marked as economically and socially disadvantaged, accounted for 28 percent of the returning prisoners: Hough, Central, Glenville, Mount Pleasant, and Union-Miles. These five communities have a higher than average rate of poverty, unemployment, female-headed households, vacant housing, renter-occupied housing, and drug arrests. Only 59 percent of the residents are high school graduates (Urban Institute, 2003).

According to an Urban Institute review of the reentry population, “of the nearly 600,000 inmates returning to communities across the country each year, most have not completed high school, have limited employment skills, and have histories of substance abuse and health problems.” Formerly incarcerated persons generally return to the community with the same problems that beset them before incarceration: lack of job skills, substance abuse, family issues, mental and physical health problems, and repeat offending behavior. Moreover, some offenders return from prison with *new* mental health, physical health, and personal problems (Byrne & Taxman, 2004).

In FY 2006, 4,074 individuals 18 and older in the Cleveland Region were estimated to be in need of ex-offender services. The number has been dropping with 4,696 in FY 2004 and 4,483 in FY 2005.

### *Core Service Delivery*

The definition of the core service for this report is: local providers of ex-offender services offer outreach, support, and advocacy services to facilitate the successful return to the community of individuals who were formerly incarcerated and reduce the rate of re-entry. These individuals require a variety of services ranging from assistance in obtaining their GED, finding housing, substance abuse counseling, job-training, social skills training (e.g., anger management, interviewing skills, parenting), and job placement.

Re-entry programs typically provide a range of services to clients who are in prison, were recently released, or who have been incarcerated in the past. Traditionally, re-entry practices have been characterized by an individualized focus on the risks the offender poses, with interventions provided by professionals in the form of sanctions on, or surveillance of, the offender. Policy makers have assumed this characterization offers the best chance of success; the ex-offender will effectively re-integrate into the community as long as sufficient treatment and remediation is provided in prison, and education and employment opportunities are provided on release (Bazemore & Stinchcomb, 2004).

Based on United Way - First Call for Help’s (FCFH) database (February 2005), there are 12 ex-offender service providers operating from 19 different sites, all of which are nonprofit. In FY 2004 (July 2003 to June 2004), United Way funded one provider. FCFH call data shows an increase in the number of total requests for ex-offender services in Cuyahoga County from 192 in 2000 to 242 in 2004 (26 percent). Over the same five-year period, FCFH had 1,421 requests for information on ex-offender services. Of these requests, they were able to make referrals to 99 percent of callers.

The major sources of funding for ex-offender programs are the U.S. Departments of Justice, Education, Labor, and Health and Human Services:

The majority of funding for ex-offender programs in Cuyahoga County comes from the federal government and is passed through the state to local courts and community development departments. For Cuyahoga County, this is the Department of Justice Affairs, Cuyahoga County Juvenile Court, and the City of Cleveland’s Department of Economic Development. Between calendar years 2002 and 2004, government funding for ex-offender services has increased in Cuyahoga County: from \$711,473 in 2002 to approximately \$1.3 million in 2004.

As of May 11, 2006, more than \$1.6 million in revenues for ex-offender programs has been identified countywide. Eighty-three percent of the revenues are from contracts or grants from government organizations; foundations account for 12 percent of total reported funding; and

United Way accounts for 4.45 percent of the total from Investment Committee allocations and designations.

It is difficult to extrapolate the costs of ex-offender programs because they are included in the general costs of incarceration as calculated by each prison. The average cost of incarcerating a prisoner is \$22,650 per inmate per year. According to the Bureau of Justice Statistics, expenditures on corrections alone increased from \$9 billion in 1982 to \$44 billion in 1997. These figures do not include the cost of arrest and prosecution, nor do they take into account the cost to victims. One of the most significant costs of prisoner reentry is the impact on children and communities. Between 1991 and 1999, the number of children with a parent in a federal or state correctional facility increased by more than 100%: from approximately 900,000 to approximately 2,000,000.

*What Works; What Doesn't*

Under the *psychological* approach to discussing and evaluating re-entry methods, Petersilia identified Gandreau's and Ross's (1979) list of principles of effective intervention:

- Treatment services should be behavioral in nature and interventions should employ cognitive behavioral strategies.
- Reinforcements in re-entry programs largely should be positive, not negative.
- Services should be intensive, lasting three to twelve months and occupying 40 to 70 percent of an offender's time during the course of the program.
- Interventions should be conducted in the community as opposed to institutional settings.
- Styles and modes of treatment services should be matched to the learning styles of the particular offender, as he or she may have different learning styles and thus respond more readily to some techniques than to others (Andrews et al., 1996, in Petersilia, 2004).

The City of Cleveland, along with the State of Ohio, has designed and introduced a cutting-edge ex-offender reentry initiative. The continuum approach to case management and centralized data tracking for formerly incarcerated persons includes, but is not limited to, substance treatment, assessment and diagnostics, mental health counseling, life skills education, and vocational/employment services.

An economic analysis performed on fourteen re-entry programs nationwide found that all but one yielded a favorable benefit-cost ratio. 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 (Welsh, 2004).

*Gap Analysis*

The estimated universe of possible consumers is 4,074, including both realized (2,369) and unrealized (1,705) access.

# I. FOREWORD

## INTRODUCTION

United Way of Greater Cleveland (UW), in partnership with the Cuyahoga County Board of Commissioners, has initiated a large scale core service planning process to generate data and engage in community-wide dialogue about the community's safety net of core service and consumer needs in the Greater Cleveland area. In addition, UW envisions this process as an opportunity to better understand its role in the community and its long term capacity to improve the lives of Greater Clevelanders.

The primary goal of the Cuyahoga County core service research is to identify consumer needs and assess whether there are service gaps/duplications on a community-wide level. The findings from this research will guide future funding decisions at UW, and they will also be used to stimulate dialogue with other funders and groups in the community. United Way intends to continue to fund a broad array of "safety net" services that are important to the Greater Cleveland area. But it is hoped that the research findings will inform how UW dollars may be dispersed to have the greatest impact on current realities, needs, and priorities in the Greater Cleveland community.

## METHODOLOGY

United Way contracted with MCS Consulting Service, LLC, to conduct the core service research, which focuses on both the consumers served and services provided. (See Attachment 1 for list of members of the research team.) The research team has obtained information about each core service from multiple data sources. At the end of the research process there will be substantial information available for some services and less for others, which will provide a clearer picture of what information *is* available and where there are *significant gaps*.

The questions addressed are:

- Including public policies, what are the environmental influences that are impacting both service consumers and the capacity for service delivery?
- Who are the service consumers? What are the factors that lead to a need for services? How many consumers are there? How many have there been in the past several years and what factors influenced the historic trend line? What are the projected numbers for the future? What is their demographic profile? Where do they reside? How many are receiving services funded by government and/or United Way?
- What is the philosophy that drives service delivery? Has it changed? What does the service consist of? Who provides the service?
- What are the funding sources? What are the annual revenues from government sources, federated fund raising organizations, foundations, and United Way of Greater Cleveland? What are the historic government funding trends and what is projected for the future? What is the reimbursement amount?
- What works and what doesn't work in service delivery?
- Are there service gaps, duplication, under-utilization?

The primary information sources used for this report are:

- Results of 20 focus groups with 159 direct service staff of United Way member agencies and non-members, and key informant interviews with 93 experts in the respective service areas (February 2005). Participants were asked about consumer populations that are increasing and those with unmet needs; they provided insight about specific service gaps and duplication, as well as services they perceive to be outdated or under-utilized.
- United Way Program Report data for FY 2004 (July 2003 to June 2004). Each year United Way member agencies submit information to their respective investment committees on each funded core service they provide. Among other things, this information includes a demographic profile of the consumers served, the zip codes where the consumers reside, and all revenue sources that support the service. The research team has aggregated this information for each core service.
- United Way - First Call for Help call data (2000 to 2004) - United Way - First Call for Help provides a 24/7 information and referral service through its 211 telephone line. The research team analyzed data from its large database, which includes the names of service providers for most core services, the activities they provide and the zip codes in which they and those they serve are located, the number of calls received, and whether the need was met or unmet. Unmet needs are those for which there was no resource to reference.
- Literature reviews on service trends and issues as well as best practices (i.e., what works/ what doesn't work in service delivery), including impact on the individual/family and on the community.
- Searches for information on public policies that are currently impacting consumers or service delivery.
- U.S. Census and American Community Survey data for various time periods.
- Data from funders on actual consumer populations and funding levels.

(See Attachment 2 for technical notes on the research methodology as well as limitations of the data.)

## II. THE CORE SERVICE ENVIRONMENT

### CORE SERVICE ENVIRONMENT

While no one should really be surprised by the vast numbers of offenders returning to communities from prison each year in this country (see Latessa, 2004), a number of key factors associated with the present situation of offender reentry are cause for concern. Indeed, it is these factors that underlie concerns that offender reentry may soon contribute to an increase in national crime rates. Some of these factors include fewer treatment resources for offenders while in prison, particularly for those in greatest need; the abolition or reduction of parole, which takes away incentives for prisoners to participate in treatment; and less transitional aid (e.g., employment, housing) for prisoners (Petersilia, 2003; Welsh, 2004).

This report discusses the decrease in treatment resources vs. the rise in first-time offenders. This causes a massive problem when considering the recidivism rate of offenders and the cost to society. It has been found that there is an economic argument for correctional treatment, and this report explores implications for offender reentry. This review provides evidence that correctional treatment is a worthwhile, economically efficient approach to reducing re-offending in the community.

As long as there have been prisons, prisoners who have served their time have been returning to the community. Prisoner reentry has always been a challenge in regard to public safety and government budgets as well as the lives of victims, former prisoners, their families, and communities. What makes the issue so significant currently has to do with large scale changes in who is incarcerated, in what numbers, under what conditions and, in the end, how and where they are released.

The story, however, is more complicated than just numbers. While the correctional population has continued to grow over the last ten years, and with it the number of people released from prison, the rate of release has not kept pace. Beginning in 1991, the ratio of released prisoners to the population in prison has declined considerably, suggesting what the Bureau of Justice Statistics (BJS) generally confirms, which is that the average time served in prison has increased. In addition, not only have recently released prisoners been incarcerated longer on average, a larger percentage of them have also served longer terms. These statistical trends reflect changes in policy; the mid to late 1970s onward saw an ideological and political shift away from indeterminate sentencing and discretionary parole and toward an increase in severity, accelerated by the “War on Drugs,” leading to implementation of mandatory minimum sentences, truth-in-sentencing laws, “three-strikes” laws, sex offender community notification, and similar measures (Travis & Lawrence, 2002).

While the number of paroled offenders 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. Almost a quarter of all released prisoners in 1998 had “maxed out” in prison, which was up from about 13 percent in 1990 (there is considerable variation across the states). We don't know whether unconditional releases do better than supervised releases. We do know, however, that those who “max out” are usually the most serious offenders—persons who have shown least willingness to engage in programs and behaviors that earn good-time credits toward an early release (Travis & Lawrence, 2002).

Complicating the picture further, an increasing number of individuals are being released for the first time in their lives: about 44 percent of soon-to-be released prisoners in 1997 fell into this category, up from 39 percent six years earlier, suggesting a general expansion in the population experiencing incarceration. Researchers at the Urban Institute calculated that more than half of first-time prisoners don't return to prison, implying that the ranks of prisoners are being filled by more first-timers. Efforts to prevent recidivism will not address the problems caused by the expansion of incarceration. More and more new people are becoming prisoners.

Other changes in the release population are worth noting. While the percentage of released prisoners who were convicted of more serious, violent offenses remained stable at about 25 percent throughout the 1990s, the absolute number has increased and is likely to increase even more in the coming years because releases have not kept pace with admissions. Both the absolute number and the percentage of released convicted drug offenders increased during the 1990s, with the percentage reaching 32 percent by 1998 (Travis & Lawrence, 2002).

National statistics also show that the reentry population is increasingly geographically concentrated; as more prisoners are released, they are more likely to return to a relatively small number of neighborhoods located in core counties (counties with their central city a metropolitan area). Research suggests that these neighborhoods are either poor or working-class. Whatever the overall impact of the reentry of an expanding group of prisoners who have served longer sentences may be, with little rehabilitative programming and minimal supervision or assistance on release, these neighborhoods will probably be the most affected.

Unfortunately, these are also communities already stretched for resources, and in many ways least capable to facilitate the successful reintegration of former prisoners. In a series of papers commissioned by the Vera Institute about "The Unintended Consequences of Incarceration," the authors highlight two potentially disabling effects on communities with high rates of incarceration: increases in crime as community ties are weakened and prison is demystified; and further economic instability (for individual families and the community as a whole) from the initial loss of an earning member and his/her decreased earning power upon release. Also, there is a dearth of research that specifically documents these effects. We do know, however, that low-income urban communities have lost their labor market share to the suburbs, creating a "spatial mismatch" between jobs and the inner-city residents who need them, including formerly incarcerated persons. These areas are also likely to contain a high percentage of former welfare recipients competing for the same jobs as released prisoners. Moreover, these home communities present particular challenges for individuals trying to avoid the people and places associated with past drug use and criminal activity (Moore, 1996).

On a national level, then, the challenge of prisoner reintegration increased in both scale and severity, exacerbated by public policy that expanded incarceration while reducing communities' capacity, programs, and systems for managing reentry. On an individual level, ex-prisoners face significant barriers to successful reentry. According to an Urban Institute review of the reentry population, "of the nearly 600,000 inmates returning to communities across the country each year, most have not completed high school, have limited employment skills, and have histories of substance abuse and health problems." The study points out that most entered prison with these problems. In addition, prisoners serving longer sentences have more attenuated family connections, which may hurt reintegration efforts. Incarceration further reduces the employability of those with low educational attainment, low skills, and minimal legitimate work history.

A recent survey of employers in five major cities found that 65 percent of employers would not knowingly hire an ex-offender, and at least one third of these employers had checked the criminal histories of recently hired employees. Former prisoners are banned from certain jobs and professions, and denied access to certain public benefits such as housing. Multiplied by the large number of individuals emerging from prison each year, and concentrating in areas already hard hit by the challenges facing urban communities, these problems have implications not just for public safety (the context in which they usually arise) but also for federal, state, and local budgets, and for the economic health of states, municipalities, and families (Atkinson & Rostad, 2003).

Across the country, numerous efforts have been created that range from the Justice Department sponsorship of Reentry Partnership Initiatives and Reentry Courts to the “Transition from Prison Project” supported by the National Institute of Corrections, to the Urban Institute’s Reentry Roundtable, to the growing number of publications addressing reentry. The picture may begin to change in the future as the number of crimes has decreased between 2000 & 2004.

## PUBLIC POLICY ISSUES

### NATIONAL

#### *Federal Laws and Regulations*

#### Second Chance for Formerly Incarcerated Persons Act of 2005

The Second Chance Act of 2005: Community Safety Through Recidivism permits expunction of records for certain nonviolent criminal offenses. In general, any individual convicted of a nonviolent offense who fulfills the necessary requirements may file a petition to expunge the record of their conviction. A “nonviolent offense” means a misdemeanor or felony offense against the United States that does not have as an element the use of a weapon or violence and did not actually involve violence in its commission. Formerly incarcerated persons eligible for this expunction must meet the following test:

- Never convicted of a violent offense (including an offense under state law that would be a violent offense if it were federal) and never convicted of a nonviolent offense other than the one for which expunction is sought;
- Have fulfilled all requirements of the sentence of the court in which conviction was obtained, including completion of any term of imprisonment or period of probation, meeting all conditions of a supervised release, and paying all fines;
- Have remained free from dependency on or abuse of alcohol or a controlled substance for a minimum of 1 year and has been rehabilitated to the satisfaction of the court;
- Have obtained a high school diploma or completed a high school equivalency program; and
- Have completed at least one year of community service, as determined by the court.

In general, an order granting expunction shall restore the individual concerned, in the contemplation of the law, to his/her status prior to the arrest or institution of criminal proceedings for the crime that was the subject of the expunction. The ex-offender will not be required to divulge information pertaining to the expunged conviction of the criminal offense. The expunged records will be restored by operation of law as public records and may be used in all court proceedings if the individual whose conviction was expunged is subsequently convicted of any federal or state offense.

### Trends in Programming for Prisoners

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. The 1990s in particular saw significant decrease in funding for programming through “tough-on-crime” measures such as the Violent Crime Control and Law Enforcement Act of 1994 that denied prisoners access to Pell Grants, spurring similar retrenchment at the state level. In 1996, for example, almost \$22 billion was spent on prison construction, staff, and maintenance of facilities and prisoners, but only 6 percent of that amount was spent on education, job training, treatment, and similar program activities. This is particularly troublesome because the majority of prisoners enter prison with substance abuse problems, but only 10 percent reported receiving treatment in 1997, compared to 25 percent in 1991.

### **STATE**

#### *Ohio Programs*

In Ohio, under “truth-in-sentencing” reforms enacted in 1996, offenders now serve a greater proportion of their sentences in prison as parole and “time off for good behavior” have been eliminated; the judge’s sentence imposed in open court is the sentence actually served by a particular offender. Once offenders’ sentences have been completed, most Ohio offenders (62.3 percent) are released under some form of conditional supervision, with a smaller proportion (37.2 percent) released without such supervision (Ohio Criminal Sentencing Commission [OCSC], 2005).

#### PATH Reentry Prison Pilot Project

The mental health boards of six jurisdictions in Ohio have been awarded grants in the PATH Reentry Prison Pilot Project: Cuyahoga, Lucas, Mahoning, Columbiana, Franklin, and Hamilton Counties. The PATH Reentry Prison Pilot Project will assist people with serious and persistent mental illness who are currently in prison or jail and are being designated as homeless upon release into the community (NAMI Ohio, 2004).

While in prison, the Ohio Department of Mental Health’s (ODMH) Community Linkage Program social worker will assist the pilot project with identifying appropriate consumers. The PATH Reentry worker and the Linkage Program will identify the referred consumers’ psychiatric, housing, financial, and other needs while he or she is still in prison.

The consumer will be released directly to the PATH Reentry worker. This worker will assist the consumer with applying for and obtaining entitlements, maintaining mental health stability, gaining access to housing and employment services. The PATH Reentry worker will meet with the consumer at least once per week to ensure that the consumer is following up with appointments and has access to appropriate services. Path Reentry will assist the consumer until treatment goals and a 3-month housing period of stability have been met.

PATH Reentry Prison Pilot Project funds come from federal grants allocated to ODMH, and the Ohio Department of Development is providing funds for rental subsidies. Each jurisdiction submitted a proposal or plan to ODMH, including a budget. Bridging the Gap Reentry Project is assisting with the development and maintenance of collaborative advisory committees.

### III. THE CORE SERVICE CONSUMERS

#### DEFINITION OF TARGET POPULATION

The target population addressed in this core service report is adults ages 18-64 years who were formerly incarcerated.

#### DEMOGRAPHIC CHARACTERISTICS

The number of prisoners held in local, state, and federal jurisdictions has increased dramatically: in 1925, there were approximately 91,700 state and federal prisoners; in 2000, the number of incarcerated persons was over 1.3 million (Byrne & Taxman, 2004). Although the numbers of incarcerated persons has grown, the remaining constant is that almost every inmate is released from prison. It follows, therefore, that with greater numbers of inmates, there are more offenders being released from prison (Seiter & Kadela, 2003).

A report written by researchers for the Urban Institute (2002) stated that between 1970 and 2000 the number of people incarcerated in state and federal prisons in the United States grew from just under 200,000 to just over 1.3 million (plus another 600,000 or so in local jails, and over 100,000 in youth detention facilities). The rate of incarceration, meaning the number of people incarcerated per 100,000 in the population, increased fivefold during that thirty-year period: from 96 to 478. By way of comparison, the prior thirty-year period had seen a net increase in the number of incarcerated people of only about 20,000, and the rate of incarceration had actually dropped by 27 percent. In the current era, more than 600,000 individuals will be released from state and federal prisons, at least 1,600 per day, with still more coming out of local jails and juvenile facilities (Travis & Lawrence, 2002).

Between 1982 and 2002, Ohio's prison population increased from 17,147 to 45,284 offenders, an increase of 164 percent. This was found to generally track similar trends in prison population growth across the country. The increase in Ohio largely was fueled by increased prison intake for drug offenses and violent crimes and by lengthier prison terms (Urban Institute, 2003).

The study by the Urban Institute (2003) 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. In contrast, in 2002, the state released 25,624 offenders from prison. The report authors stated that 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 (Urban Institute, 2003).

In most states, offenders are released from prison either "with conditions" or "without conditions." Regardless of the method of release, formerly incarcerated persons generally return to the community with the same problems that beset them before incarceration: lack of job skills, substance abuse, family issues, mental and physical health problems, and repeat offending behavior. Moreover, some offenders return from prison with new mental health, physical health, and personal problems (Byrne & Taxman, 2004).

In addition to general health and life skills problems, offense- or behavior-specific issues also confront formerly incarcerated persons. First, sex offenders as a group have lower recidivism

rates than drug or property offenders. But that fact holds true only if sex offenders receive some form of treatment; untreated sex offenders have recidivism rates that are twice as high as their treated peers (Alexander, 1999, in Byrne & Taxman, 2004). Second, research has shown over 80 percent of current state prisoners have at least one prior criminal conviction in their background (Beck & Harrison, 2001, in Byrne & Taxman 2004). Repeat offenders offer public safety challenges because, arguably, they already were unsuccessful in re-integrating into the community after their initial convictions. Third, most offenders are substance abusers at the time of their arrests, with research indicating a median of 65 percent of arrestees nationwide test positively for marijuana, cocaine or crack, heroin and opiates, methamphetamine, and PCP (Taylor et al., 2001, in Byrne & Taxman, 2004). Finally, there are particular concerns associated with “dual diagnosis” offenders. Research has shown that mentally ill substance abusers fail traditional substance abuse treatment programs at a higher rate than singly diagnosed substance abusers (Lurigio et al., 2004, in Byrne & Taxman 2004).

Formerly incarcerated persons most often cite finding a job as their most pressing concern. But their lack of job skills, limited work histories, and substance abuse problems render it difficult to find reliable employment (Seiter & Kadela, 2003). This issue is especially acute for formerly incarcerated females seeking to regain custody of their children. To regain custody, ex-offending mothers must show they have sustained employment, can financially support their children, have permanent and appropriate residences, and no longer engage in criminal activity. Because of these hurdles, reunification with children has been described as an “unrealistic goal” for released mothers (Dodge & Pogrebin, 2001).

The Urban Institute launched the research project “Returning Home: Understanding the Challenges of Prisoner Reentry,” which looks at prisoner reentry issues in Maryland, Illinois, Ohio, and Texas. According to a 2006 update of the report, the Ohio Department of Rehabilitation and Correction released 28,177 individuals from prisons in Ohio in 2004, nearly six times the number of prisoners released in 1980. Ohio has the seventh largest prison population in the country, and 22 percent of released prisoners return to Cuyahoga County, with 79 percent of those returning to Cleveland (Urban Institute, 2006). Five specific neighborhoods in the city, each noted as economically and socially disadvantaged, accounted for 28 percent of the returning prisoners: Hough, Central, Glenville, Mount Pleasant and Union-Miles. These five communities have a higher than average rate of poverty, unemployment, female-headed households, vacant housing, renter-occupied housing, and drug arrests. Only 59 percent of the residents are high school graduates (Urban Institute, 2003). One researcher who helped author the Urban Institute report (2003) commented, “The high rates of people being sent or returned to prison who come from these communities—such high concentrations of residents cycling in and out of prison—may destabilize social networks and social relationships within neighborhoods.”

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. In particular, the 1990s were a period marked by a significant decrease in funding for programming; “tough-on-crime” measures like the Violent Crime Control and Law Enforcement Act of 1994 denied prisoners’ access to Pell Grants and this spurred similar retrenchment in the states. In 1996, for example, almost \$22 billion was spent on prison construction, staff, and maintenance of facilities and prisoners, but only 6 percent of that amount was spent on education, job training, treatment, and similar program activities. This is particularly troublesome because the majority of prisoners enter prison with substance abuse problems, but only 10 percent reported receiving treatment in 1997, compared to 25 percent in 1991 (Travis & Lawrence, 2002).

Of those prison inmates released in, or back to, Cuyahoga County, the majority were male (88 percent) and black (76 percent), with an average age of 31 years. Over one-third of the prisoners (39 percent) had been serving time for drug crimes, approximately 22 percent for violent crimes, 12 percent for violent crimes, and another 9 percent for violation of conditions of supervision (Urban Institute, 2003). While the majority of released inmates receive a period of supervision (56 percent); another 44 percent are discharged from prison without post-release supervision requirements. The vast majority of prisoners returning to Cuyahoga County (77 percent) had served less than 2 years for their crimes (Urban Institute, 2003).

*Estimated Persons in Need*

As of July 1, 2006, there were 4,074 formerly incarcerated persons being supervised by Adult Parole Authority in the Cleveland Region (Ohio Department of Rehabilitation and Correction, 2007). In FY 2006, the majority (43.1 percent) of them had committed crimes against other people, 17.3 percent were convicted for sex offenses and 14.6 percent for drug offenses. The remaining formerly incarcerated individuals had been convicted of offenses such as burglary, fraud, firearms, etc. (See Table 1.) Eighty-nine percent of them were male and 11 percent female. Seventy percent were nonwhite and 30 percent white. The age breakdown is: 20 percent 24 and under; 50 and over, 10 percent, and the remaining 70 percent were between 25 and 49 years.

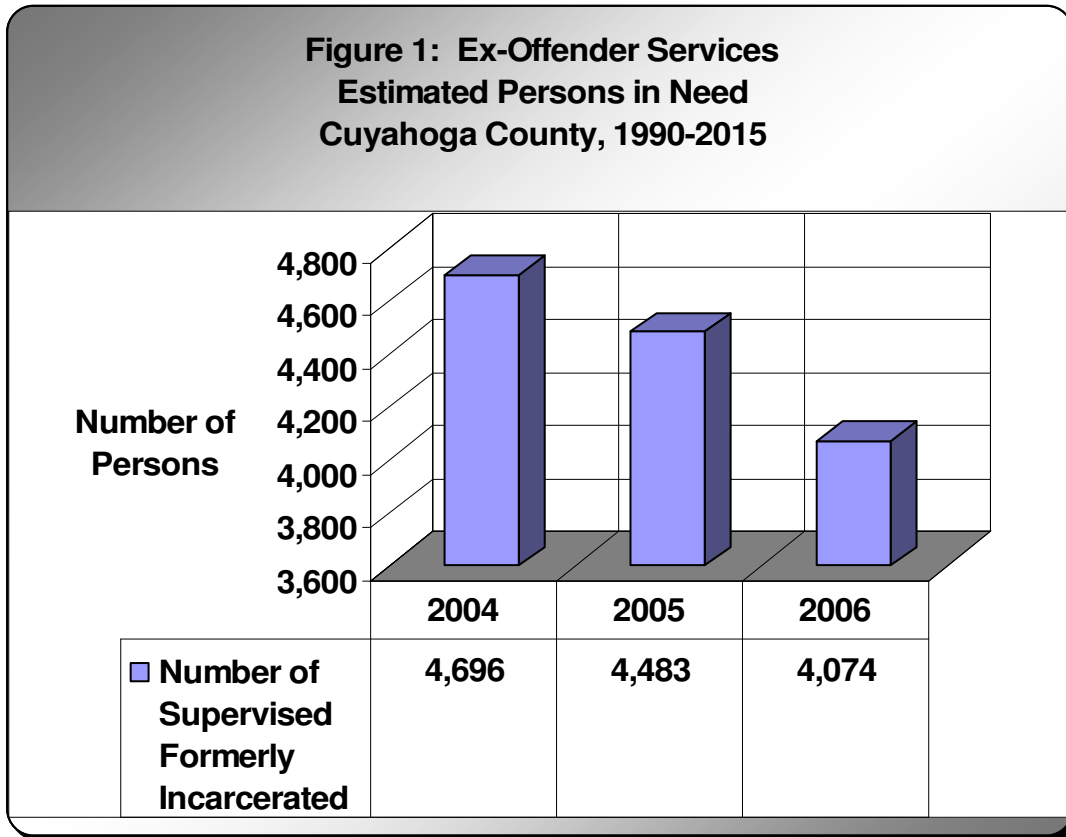
**Table 1: Total Formerly Incarcerated Persons Supervised by Adult Parole Authority in the Cleveland Region by Offense Type, July 2006**

<b>Total formerly incarcerated persons supervised in Ohio</b>	<b>33,437</b>	
<b>Total formerly incarcerated persons supervised in Cleveland Region</b>	<b>4,074</b>	<b>12.2%</b>
<b>Types of offenses committed by formerly incarcerated persons supervised in Cleveland Region</b>		
Crimes Against Persons	1,756	43.1%
Sex Offenses	704	17.3%
Burglary Offenses	438	10.8%
Property Offenses	232	5.7%
Drug Offenses	595	14.6%
Motor Vehicle Offenses	15	0.4%
Fraud Offenses	83	2.0%
Firearm Offenses	48	1.2%
Miscellaneous	203	5.0%

Source: Ohio Department of Rehabilitation and Correction. (2006.) Ohio Adult Parole Authority Census—July 1, 2006. Retrieved February 26, 2007 from <http://www.drc.state.oh.us/web/Reports/APAcensus2006.pdf>

In FY 2006, 4,074 individuals 18 and older in the Cleveland Region were estimated to be in need of ex-offender services. The number has been dropping with 4,696 in FY 2004 and 4,483 in FY 2005. (See Figure 1.) The most significant reason for the decline in FY 2006, according to the Ohio Department of Rehabilitation and Correction, was a legal ruling in Ohio that halted the growth of the Post Release Control (PRC) population. In early 2006 the Ohio Supreme Court, in the Hernandez v. Kelly decision, determined the APA may not impose PRC supervision upon an offender following incarceration for a Senate Bill 2 offense unless the sentencing entity makes the proper reference to PRC. The reference is required even when the sentencing court

addresses the matter in the sentencing hearing. The APA reviewed journal entries of all offenders under discretionary as well as mandatory PRC (ORC 2967.28) and terminated supervision if notice of PRC was insufficient.



Sources:

\*\* Ohio Adult Parole Authority Census, July 1, 2004; July 1, 2005; July 1, 2006. Ohio Department of Rehabilitation and Correction, Office of Policy and Offender Re-entry.

It is recognized that this is a conservative estimate of persons in need of ex-offender programs because persons who are already in the community and not under supervision may not be counted. In addition, this only includes formerly incarcerated persons from state correctional facilities, not federal or local.

### REALIZED ACCESS TO SERVICE

Realized access to service is represented by the numbers of consumers actually served. It includes the actual number of consumers reported by agencies funded by United Way and by government funders from which it was possible to obtain data. Thus, it is an underestimate of actual numbers of consumers receiving service.

In FY 2004, United Way of Greater Cleveland funded 1,285 persons for ex-offender programs. (See Attachment 3.) The number of actual annual consumers funded by Justice Affairs in CY 2004 was 302, with another 782 actual consumers funded by the City of Cleveland Community Development Block Grant in 2004. Another 2,280 youth offenders were funded by the

Cuyahoga County Juvenile Court through their Juvenile Diversion Program. Some of these numbers will be duplicated across program funders.

The sole demographic data was provided by United Way of Greater Cleveland. The consumers served by UW were mostly males (65 percent), and 35 percent were women. The vast majority of actual consumers were African Americans (83 percent), followed by Caucasian (14 percent), and no Asians. Just 2.5 percent of the individuals served were Hispanic. The largest age population served were 20-34 year olds (45 percent) followed by 35-54 year olds (38 percent). Approximately 6 percent were ages 15-19 and another five percent were ages 55-64. All consumers of ex-offender programs reported incomes below \$15,000, with nearly 98 percent reporting incomes below \$10,000.

Geographically, 71 percent of consumers funded by United Way resided in Cleveland and the 23 percent in the suburbs. (See Attachment 4.)

## IV. CORE SERVICE DELIVERY

### CORE SERVICE DEFINITION

The definition of the core service is: local providers of ex-offender services offer outreach, support, and advocacy services to facilitate the successful return to the community of individuals who were formerly incarcerated and reduce the rate of re-entry. These individuals require a variety of services ranging from assistance in obtaining their GED, finding housing, substance abuse counseling, job-training, social skills training (e.g., anger management, interviewing skills, parenting), and job placement.

### BACKGROUND ON CORE SERVICE

Re-entry programs typically provide a range of services to male and female clients in prison, those recently released, or those who have been incarcerated in the past. Current re-entry practices can be categorized according to one of two contexts:

- Re-entry not as a practice or program, but a process that begins at the moment an offender enters prison and extends beyond release, including all activities conducted to prepare ex-convicts to return safely to the community and live as law-abiding citizens (Petersilia, 2004).
- Defined programs that specifically focus on the transition from prison to community, or that begin treatment in prison and link with community programs to provide continuity of care (Seiter & Kadela, 2003, in Petersilia, 2004).

Traditionally, re-entry practices have been characterized by an individualized focus on the risks the offender poses, with interventions provided by professionals in the form of sanctions on, or surveillance of, the offender. Policy makers have assumed this characterization offers the best chance of success; the ex-offender will effectively re-integrate into the community as long as sufficient treatment and remediation is provided in prison, and education and employment opportunities are provided on release (Bazemore & Stinchcomb, 2004.)

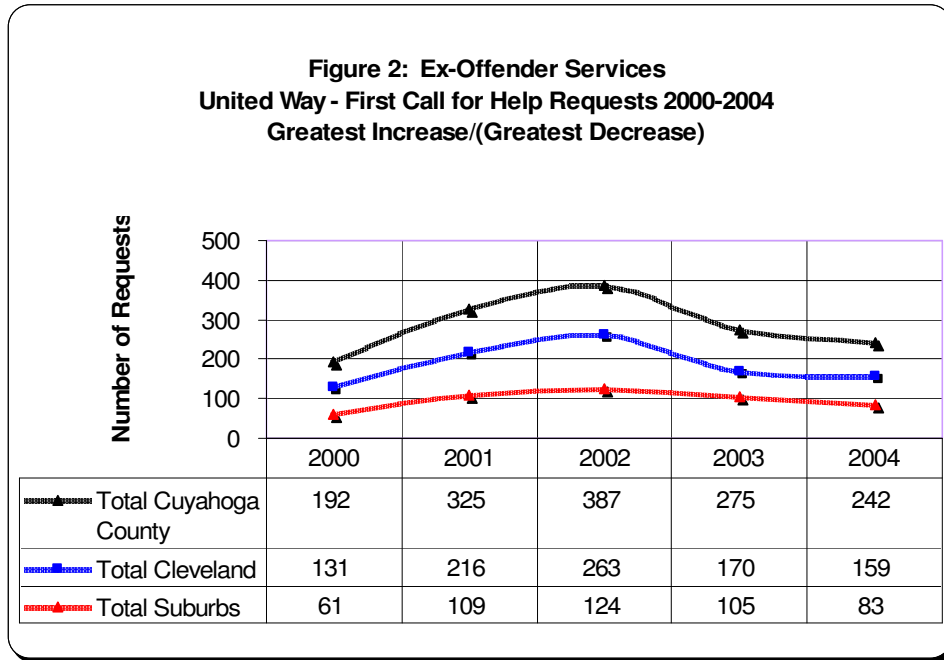
#### *United Way - First Call for Help Call Data*

Based on United Way - First Call for Help's (FCFH) database (February 2005), there are 12 ex-offender service providers at 19 locations in the Cuyahoga County area. (See Attachments 5 & 6.) All of these providers are nonprofit organizations. In FY 2004 (July 2003 to June 2004), United Way of Greater Cleveland funded one of the providers.

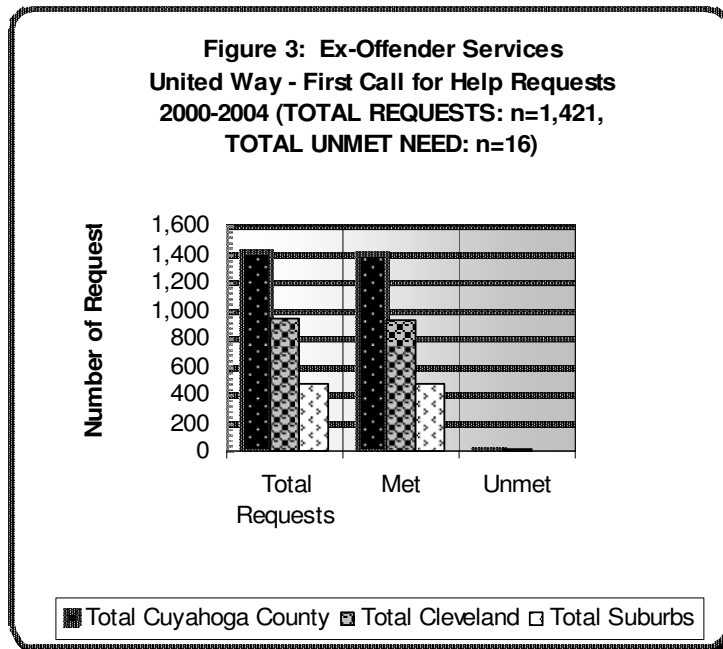
Over the five-year period from 2000 to 2004, the number of United Way - First Call for Help inquiries about ex-offender services peaked in 2002 with over 387 calls. (See Figure 2 & Attachment 7.) Over the five years, calls increased by 26 percent in Cuyahoga County from 192 to 242 calls. More specifically, the number of calls originating from the city of Cleveland increased by 21 percent, while calls from the surrounding suburbs increased by 36 percent over this same five-year period.

The zipcodes with the highest numbers of calls were:

- 44105 (Cleveland/Newburgh Hts/Garfield Hts) – 28 calls;
- 44115 (Cleveland) – 22 calls;
- 44108 (Cleveland/Bratenhal) – 21 calls; and
- 44112 (East Cleveland/Cleveland) – 20 calls.



Aggregated data for Cuyahoga County indicated that for the 1,421 calls between 2000 and 2004, all but one percent of United Way - First Call for Help requests for ex-offender services were successfully referred to service providers. (See Figure 3 & Attachment 8.)



## FUNDING OF CORE SERVICES

### *Major Government Funders*

The major sources of funding for ex-offender programs are:

#### U.S. Department of Justice:

- Serious and Violent Offender Reentry Initiative (SVORI);
- National Institute of Corrections Technical Assistance Funds; and
- Additional DOJ Discretionary Grant Programs.

#### U.S. Department of Education:

- Workplace and Community Transition Training for Incarcerated Youth Offenders;
- Life Skills for State and Local Prisoners; and
- Vocational Education: Basic Grants to States Program.

#### U.S. Department of Labor:

- Work Opportunity Tax Credit (WOTC);
- Welfare-to-Work Tax Credit;
- Workforce Investment Act (WIA);
- Ready 4 Work Initiative; and
- Additional DOL Grant Programs.

#### U.S. Department of Health and Human Services:

- Compassion Capital Fund; and
- Temporary Assistance to Needy Families Program (TANF) (Legal Action Center, n.d.).

#### U.S. Department of Housing and Urban Development:

- Community Development Block Grant.

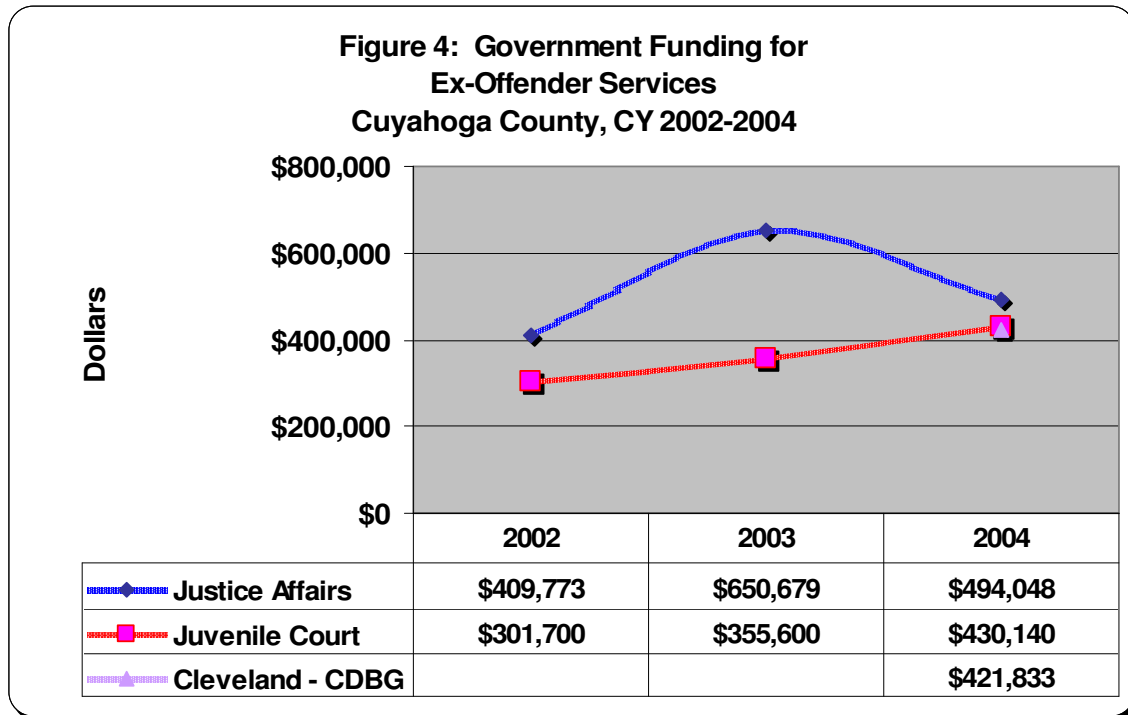
In 1996 in Ohio, \$22 billion was spent on prison construction, staff, and maintenance of facilities and prisoners, but only six percent of that amount was spent on education, job training, treatment, and similar program activities for ex-offender programs. It is difficult to extrapolate the costs of ex-offender programs because they are included in the general costs of incarceration as calculated by each prison. Upon release, the funding for ex-offender programs is incorporated into Ohio Department of Job & Family Services (ODJFS) funds as the formerly incarcerated persons become integrated into the human services system.

The Ohio Department of Job and Family Services (ODJFS), working in conjunction with all 88 counties, set aside funding support in the amount of \$44.4 million for 238 projects for diversion, work support, and job retention programs from various sources. Of this amount, 14.8 percent was channeled to Cuyahoga County for such programming.

### *Trends of Identified Government Funders in Cuyahoga County*

The majority of funding for ex-offender programs in Cuyahoga County comes from the federal government from the sources identified above, and is passed through the state to local courts and community development departments. For Cuyahoga County, this is the Department of Justice Affairs, Cuyahoga County Juvenile Court, and the City of Cleveland's Department of Economic Development.

Between calendar years 2002 and 2004, government funding from multiple sources for ex-offender services has generally increased in Cuyahoga County: from \$711,473 in 2002 to approximately \$1.3 million in 2004. This funding supports persons ages 15 and older. (See Figure 4.)



Source: Justice Affairs, Cuyahoga County Juvenile Court, and City of Cleveland Community Development Block Grant

*Other Identified Funding Sources in Cuyahoga County*

While some communities receive significant financial support from the federal government, specifically the U.S. Department of Justice, the Cuyahoga County area benefits from foundation support to finance ex-offender services. Over a three-year period from 2002 to 2004, over \$750,000 in foundation support has been directed to the Cuyahoga County area for this service. Donations from foundations to support ex-offender services have fluctuated over the last few years. For example, The Cleveland Foundation donated over \$132,000 in FY 2003, but reduced its level of funding to \$10,000 in FY 2004. Likewise, The Gund Foundation donated \$240,000 in FY 2002, but donated \$50,000 in FY 2004.

**IDENTIFIED REVENUES**

As of May 11, 2006, more than \$1.6 million in revenues for ex-offender programs has been identified countywide. (See Table 2.) This includes information from foundations; federated fundraising organizations; regional, county, and municipal government; and United Way of Greater Cleveland.

Eighty-three percent of the revenues are from contracts or grants from government organizations. Cuyahoga County Department of Justice Affairs and Juvenile Court are primary funders of the service passing through funds from the U.S. Department of Justice. Foundations are also major funders of this service, accounting for 12 percent of total reported funding (with

only six reporting). United Way of Greater Cleveland's funds account for 4.45 percent of the total from Investment Committee allocations and designations.

This is likely an underestimation of actual revenues as we were not able to verify a few of historical county funders such as Cuyahoga Metropolitan Housing Authority and the Alcohol and Drug Addiction Services Board.

**Table 2: Annual Revenue for Core Services: Identified Countywide and United Way of Greater Cleveland Ex-Offender Programs, 2003/2004.**

Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
<b>Total - Contributions and dues (less UW designations)</b>			<b>0.00%</b>	<b>239,200</b>	<b>11.92%</b>
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	
<b>Total - Foundations &amp; Trusts</b>		<b>187,500</b>	<b>11.56%</b>	<b>329,000</b>	<b>16.39%</b>
<b>Total - Special Events - Growth</b>			<b>0.00%</b>	<b>5,500</b>	<b>0.27%</b>
United Black Fund of Greater Cleveland		16,000			
<b>Total - Federated Fundraising Organizations</b>		<b>16,000</b>	<b>0.99%</b>	<b>0</b>	<b>0.00%</b>
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	
<b>Subtotal Cuyahoga County Funding Sources</b>		<b>924,188</b>	<b>56.99%</b>	<b>654,600</b>	<b>32.62%</b>
Community Development Block Grant	2004	421,833		304,100	
Other City of Cleveland Funders - Not Elsewhere Classified				357,100	
<b>Subtotal City of Cleveland Funding Sources</b>		<b>421,833</b>	<b>26.01%</b>	<b>661,200</b>	<b>32.95%</b>
Other Board of Education				45,200	
<b>Subtotal Other Govt Funding Sources</b>		<b>0</b>	<b>0.00%</b>	<b>45,200</b>	<b>2.25%</b>
<b>Total - Contracts/grants from government organizations</b>		<b>1,346,021</b>	<b>83.00%</b>	<b>1,361,000</b>	<b>67.82%</b>
<b>Subtotal Non - UWGrCle Support</b>		<b>1,549,521</b>	<b>95.55%</b>	<b>1,934,700</b>	<b>96.40%</b>
<b>Total - UWGrCle designations applied to program</b>		<b>6,560</b>	<b>0.40%</b>	<b>6,560</b>	<b>0.33%</b>
<b>Total - UWGrCle investment committee allocation</b>		<b>65,624</b>	<b>4.05%</b>	<b>65,624</b>	<b>3.27%</b>
<b>Subtotal UWGrCle Support - 4001, 4701 &amp; 4703</b>		<b>72,184</b>	<b>4.45%</b>	<b>72,184</b>	<b>3.60%</b>
<b>Total Support/Revenue</b>		<b>1,621,705</b>	<b>100%</b>	<b>2,006,884</b>	<b>100%</b>

**REIMBURSEMENT/COST**

Not available.

## V. WHAT WORKS; WHAT DOESN'T

### IMPACT ON INDIVIDUALS/FAMILIES

#### *What Works & What Doesn't Work*

With the growth in the number of formerly incarcerated persons leaving prison and re-entering their communities, there has been a wholesale re-evaluation of re-entry practices, guided largely by the question, "What works in re-entry programs?" The needs felt by, and issues confronting, formerly incarcerated persons returning to the community are numerous and of varied severity. Austin and Hardyman (2004) identified the following "rehabilitative attributes" that must be addressed by re-entry efforts: the offenders' education levels; employment-related skills; the presence and degree of mental illness and substance abuse; family relationships; and the need for some degree of stability in residence, employment, and family.

As an illustration of the difficulties faced in transitioning formerly incarcerated persons back into the community, Chicago's Mayor Daley recently made a plea for increased education and job training of inmates and formerly incarcerated persons that he says are crucial to keeping Chicago's crime rate on a downward trend. Mayor Daley and the City of Chicago were faced with the fact that approximately 25,000 inmates were expected to return to Chicago neighborhoods in 2005, up from 18,000 in 2004. To better address the issues confronting these returning formerly incarcerated persons, the mayor has asked the Illinois General Assembly to double the number of inmates who can take GED tests in prison and either make passing the test a requirement for release or offer inmates reduced sentences if they earn high school equivalency diplomas while in prison. (In 2003, only 4 percent of the 40,000 adult inmates in Illinois prisons took the GED.) The mayor has even discussed using technology to offer televised and computerized college courses to prison inmates. To confront charges that the state of Illinois cannot afford to expend such sums on imprisoned offenders, the mayor has responded by saying, "If men are going back to prison, it costs you more money for policing, incarceration. You're just repeating the cycle. You lose another generation of young men and families. You can't do that."

The Urban Institute report (2003) indicated that the Ohio Department of Rehabilitation and Corrections (DRC) has developed a comprehensive approach to dealing with prisoner re-entry. Program objectives undertaken recently by the DRC have included initiating re-entry services at the beginning of offenders' prison terms, enhancing available release preparation programs and encouraging stronger links to community-based services upon release. In particular, the authors reported that on a given day in FY 2002, approximately 25 percent of prison inmates were enrolled in educational programs that ranged from adult literacy to college-level coursework. During that year, about 14,000 inmates participated in substance abuse programs. And in February 2003, just over 8,000 inmates (18 percent of the total prison population) were enrolled in the DRC's Bureau of Mental Health Services case management system (Urban Institute, 2003).

There is a large collection of research written in the last several years measuring the effectiveness of individual re-entry models and proposed programs. Petersilia (2004) performed an overarching review of the literature in this area, breaking out the various studies and articles into two different approaches, one centered in psychology and the other in criminology/sociology. Under the psychological approach to discussing and evaluating re-entry

methods, Petersilia identified Gendreau's and Ross's (1979) seminal list of principles of effective intervention:

- Treatment services should be behavioral in nature and interventions should employ cognitive behavioral strategies.
- Reinforcements in re-entry programs largely should be positive, not negative.
- Services should be intensive, lasting three to twelve months and occupying 40 to 70 percent of an offender's time during the course of the program.
- Treatment interventions primarily should be used with high-risk offenders, as less hardened offenders could be made more prone to criminal activity by intrusive interventions.
- Professionals should discern criminal propensities among offenders by using actuarial-based assessment instruments, not their own clinical judgment.
- Interventions should be conducted in the community as opposed to institutional settings.
- Styles and modes of treatment services should be matched to the learning styles of the particular offender, as he or she may have different learning styles and thus respond more readily to some techniques than to others.

When these principles were followed, subsequent research found a 30 percent reduction in recidivism (Andrews et al., 1996, in Petersilia, 2004). Another psychologically oriented evaluation of re-entry programs found that cognitive behavioral programs were the most reliable (Andrews & Bonta, 1996, in Petersilia, 2004). Cognitive behavioral programs help offenders (1) define the problems that led them to engage in criminal behavior; (2) select goals; (3) generate or create new pro-social alternatives; and (4) implement those alternatives (Cullen & Gendreau, 2000, in Petersilia, 2004).

Under the criminological/sociological approach to discussing and evaluating re-entry methods, the focus is on whether formerly incarcerated persons, after participating in re-entry programs, have lower levels of recidivism. In the largest and most influential study to date, scholars at the University of Maryland (1997) identified the following programs as effectively reducing rates of recidivism.

- Prison-based "therapeutic communities" with follow-up community treatment;
- Cognitive behavioral therapy;
- Community-based sex offender treatment programs;
- Correctional industry programs; and
- Community-based employment programs.

Interestingly, intensive probation and electronic monitoring programs in and of themselves did not reduce rates of recidivism. And programs deemed "promising," but not necessarily effective, were prison-based sex offender treatment; adult basic education programs; and individualized employment preparation services for high-risk offenders (Sherman et al., 1997, in Petersilia, 2004).

Seiter and Kadela (2003) employed the same research methodologies as the earlier University of Maryland study, finding vocational training and work release programs, as well as the use of halfway houses, were effective in reducing recidivism rates. Somewhat surprisingly, education programs offered to formerly incarcerated persons greatly increased math and reading achievement scores, but did *not* decrease recidivism rates (Seiter & Kadela, 2003).

Byrne and Taxman (2004) maintain that re-entry programs should be designed to prepare inmates for their return to the community from the moment they enter prison. The process should involve coordination and collaboration between and among the offender, victim, community treatment providers, police, and institutional and community corrections. These collaborations should focus on the continuity of treatment from prison- to community-based human services providers, making housing options available, identifying employment opportunities, and addressing family needs and victim concerns.

This is similar to the “civic engagement model,” offered by Bazemore and Stinchcomb (2004), in which citizens and community groups serve as the primary catalyst in re-integrating offenders. This latter model focuses explicitly on communities’ roles in re-entry, and encourages offenders to become more active in reconstructing their community image through civic service and restitution (Bazemore & Stinchcomb, 2004). Such collaborations make sense intuitively to the extent corrections and human services agencies serve common clients; recent research shows significantly higher rates of tuberculosis, Hepatitis C, and homelessness exist among formerly incarcerated persons than among the general population (Parent & Barnett 2004).

Byrne and Taxman (2004) suggest the availability of housing represents a more effective inducement than the threat of other sanctions. The authors suggest providing transitional housing to recently released inmates for various periods of 90 to 365 days. And if an offender wants to live in the housing provided during the periods made available, he or she must continue to participate in all required re-entry programs (Taxman, Young & Byrne, 2003, in Byrne & Taxman, 2004). This approach would apply to formerly incarcerated persons released both with and without correctional supervision. And in contrast with other researchers (Gendreau & Ross, 1979; Sherman et al., 1997), Byrne and Taxman (2004) advocate that high-risk offenders should *not* be placed in newly developed re-entry programs. Instead, the authors urge, stakeholders should inaugurate new re-entry initiatives by focusing on lower-risk offenders who are more likely to be compliant. This “low stakes” approach serves to build up community and stakeholder support for such programs during their initiation with the expectation that once shown to be successful the programs could be expanded to encompass high-risk offenders (Byrne & Taxman, 2004).

The City of Cleveland, along with the State of Ohio, has designed and introduced a cutting edge ex-offender reentry initiative. It utilizes a continuum approach to case management and centralized data tracking for formerly incarcerated persons. The initiative focuses on two specific areas, Community Oriented Re-Entry (CORE) and a statewide pilot project called Providing Real Opportunities for Formerly Incarcerated Persons to Succeed (PROES).

CORE assists approximately 100 high-risk serious and violent offenders with reentry into Cuyahoga County by offering services such as employment training, substance abuse services, mental health counseling, and housing. The PROES program is a project designed to reduce the rate of recidivism by utilizing intensive life management, training in job readiness skills, and providing a holistic approach to bring services and training to individuals in a one-stop environment. The program also provides a customized comprehensive service delivery system focused on immediate employment with supportive services integration and works in conjunction with the Alternatives Agency Inc. Employment Solutions Program. PROES offers employment and an ex-offender workshop along with an employment solutions program to 200 formerly incarcerated persons each year for two years. The workshop includes discussion of problems and solutions, upgrading job seeking skills, registering formerly incarcerated persons for job placement, program information, and formerly incarcerated persons veteran’s services.

Within the PROES program the following issues are addressed within the classroom: goals and objectives, anger management, effective communication, critical thinking, introduction to the world of work, and job preparation (resumes, cover letters, interview techniques, etc.)

In all, Cleveland has 19 different community re-entry program sites that help many people annually. The recidivism rate for participants of these programs is less than 5 percent. This contributes to an excellent economic return on investment for the community as well as non-economically for society as a whole.

## IMPACT ON COMMUNITY

An economic analysis performed of fourteen re-entry programs nationwide found that all but one yielded a favorable benefit-cost ratio. 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 (Welsh, 2004).

Other relevant facts include the following:

- Significant portions of state budgets are now invested in the criminal justice system.
- The average cost of incarcerating a prisoner is \$22,650 per inmate, per year, with some states spending as much as \$44,000 per inmate per year.
- According to the Bureau of Justice Statistics, expenditures on corrections alone increased from \$9 billion in 1982 to \$44 billion in 1997.
- These figures do not include the cost of arrest and prosecution, nor do they take into account the cost to victims.
- One of the most significant costs of prisoner reentry is the impact on children and communities.
- Between 1991 and 1999, the number of children with a parent in a federal or state correctional facility increased by more than 100 percent from approximately 900,000 to approximately 2,000,000 (Second Chance Act of 2004).

## ACCREDITATIONS/STANDARDS/CERTIFICATIONS

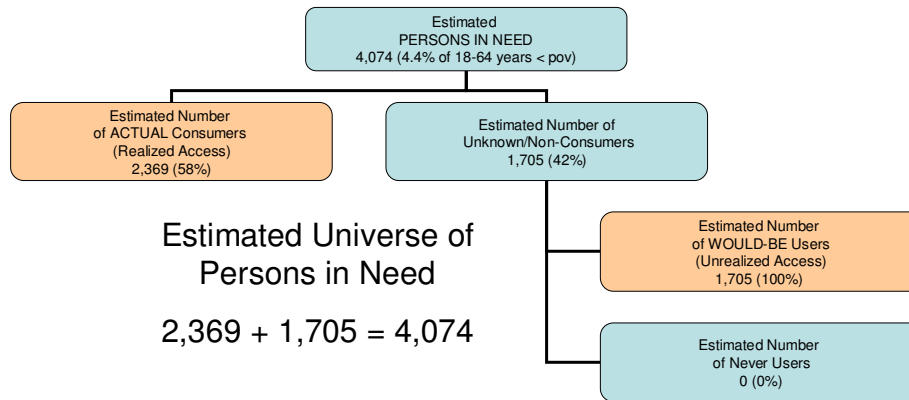
None.

## VI. GAP ANALYSIS

The following is the formula for arriving at the estimated universe of possible consumers for Ex-Offender Services:

- A conservative estimate of 4,074 persons need ex-offender programs, which is the estimate of formerly incarcerated persons in the Cleveland Region in FY 2006.
- Based on available information about actual consumers, approximately 2,369 persons have realized access to ex-offender programs. This number is equal to the total of those served by United Way (1,285), Justice Affairs (302), and the Community Development Block Grant (782). It does not include Juvenile Court consumers.
- There is no way to track the number of individuals who may have been released without any supervision requirements. There may also be individuals who had been released from incarceration many years prior who still need ex-offender services. Finally, there may be individuals who committed crimes but settled for lesser charges to avoid prison and need assistance. In addition, there are formerly incarcerated persons from local and federal correctional institutions who are not included.
- This leaves a net estimate of 1,705 formerly incarcerated persons who are either receiving services from unaccounted-for sources or are not receiving ex-offender services. ( $4,074 - 2,369 = 1,705$ )
- Assuming that all of them would utilize services if they were available, the estimate is 1,705 persons with unrealized access.
- The estimated universe of possible consumers is 4,074, including both realized (2,369) and unrealized (1,705) access. (See Figure 5.)

## Figure 5 - Consumer Estimates: Ex-Offender



### Service Site Index

Countywide, there are 19 service sites for formerly incarcerated persons. This is a ratio of 214 possible consumers (estimated 4,074 total) per service site countywide. Service providers report to United Way - First Call for Help which zip codes are included in their respective service areas. The Service Site Index in Attachment 9 lists the number of sites per zip code and provides a ratio of consumers to service sites for each zip code. This is a measure of potential service accessibility by possible universe of service consumers per zip code area. Note that this measure does not include the capacity of providers to offer the service, for example, the number of ex-offenders that can be served on a daily basis. It is only capturing whether there is a possibility of receiving services as an ex-offender. The lower the ratio, the greater is the chance of receiving services.

The ratios on the Service Site Index range from a high of 26:1 in zip code 44102 (Cleveland/Brooklyn) to a low of 0:1 in zip code 44140 (Bay Village) and 44141 (Brecksville). In addition to 44102, six other zip codes have ratios equal of greater than fifteen consumers per service site. All of these zip codes have a majority of African American residents.

- 44105 (Cleveland/Newburgh Hts/Garfield Hts) – 20:1;
- 44104 (Cleveland) – 19:1;
- 44106 (Cleveland/Cleveland Hts) – 17:1;
- 44108 (Cleveland/Bratenahl) – 16:1;
- 44120 (Shaker Hts/Cleveland) -16:1; and
- 44112 (East Cleveland/Cleveland) – 15:1.

(See Map in Attachment 10.)

## VII. SUMMARY

The following are the major findings from the research on ex-offender services:

- In 2000, the number of incarcerated persons was over 1.3 million nationally. In 2002, over 600,000 persons left state and federal prisons to return to their homes communities across the country.
- The Second Chance Act of 2005: Community Safety Through Recidivism permits expunction of records for certain nonviolent criminal offenses.
- The 1990s saw significant decreases in funding for programming through “tough-on-crime” measures such as the Violent Crime Control and Law Enforcement Act of 1994.
- In Ohio, under “truth-in-sentencing” reforms enacted in 1996, offenders now serve a greater proportion of their sentences in prison as parole and “time off for good behavior” have been eliminated.
- The mental health boards of five jurisdictions in Ohio, including Cuyahoga County, have been awarded grants in the PATH Reentry Prison Pilot Project to assist people with serious and persistent mental illness currently in prison or jail and will be designated as homeless upon release into the community.
- Between calendar years 2002 and 2004, identified government funding for ex-offender services has increased in Cuyahoga County: from \$711,473 in 2002 to approximately \$1.3 million in 2004.
- As of May 11, 2006, more than \$1.6 million in revenues for ex-offender programs has been identified countywide.
- Under the *psychological* approach to discussing and evaluating re-entry methods, Petersilia identified Gandreau’s and Ross’s (1979) list of principles of effective intervention includes: treatment services should be behavioral in nature and interventions should employ cognitive behavioral strategies; reinforcements in re-entry programs largely should be positive, not negative; interventions should be conducted in the community as opposed to institutional settings; styles and modes of treatment services should be matched to the learning styles of the particular offender.
- The estimated universe of possible consumers is 4,074, including both realized (2,369) and unrealized (1,705) access.
- Countywide, according to United Way - First Call for Help (February 2005), there are 19 service sites for ex-offender services. This is a ratio of 214 possible consumers (estimated 4,074 total) per service site countywide.

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## ATTACHMENTS

### Attachment 1: Researcher List

# MCS

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## Attachment 2: Technical Notes

### Technical Notes: Methodology, Caveats, Limitations of Data

The following provides descriptions, definitions, methodologies, caveats, or limitations of data for the following components of the core service reports:

- Unit of Analysis
- First Call for Help Data
- Funding Information for Core Services
- Consumer and Financial Data: Caveats
- Gap Analysis Methodology & Limitations
- Service Site Index

#### Unit of Analysis

The core service is the unit of analysis. United Way of Greater Cleveland either funds or could fund 80 core services. These are the object and subject of the research, specific to Cuyahoga County. A separate report has been developed for each service. It must be noted that the aggregate of any quantifiable data across all of the reports does not comprise a picture of the totality of health and human services in Cuyahoga County because there are many more than 80 services that comprise the community's safety net.

The unit of analysis for estimates of service consumers is the individual, the family, or the household.

#### United Way - First Call for Help Data

For most core services, United Way First Call for Help (FCFH), the community's resource and referral service data, was used in tables that show the number of service providers and service sites, the geographic location of service providers by zip code, the service area by zip code as reported by providers of the respective services, and to show unmet need and greatest increase/decrease in calls received by FCFH for a particular core service.

It is important to remember that FCFH receives calls from a variety of sources that include people calling on behalf of a prospective consumer such as social workers, provider agencies, relatives, etc. Not all calls come directly from a prospective consumer, so some of the zip codes are for hospitals and business addresses, although the numbers for these zip codes are relatively small.

Calls also may be from people who are not interested in receiving a service, but wish instead to make a contribution to a program such as clothing, household items, food, books, crafts supplies, etc.

Because, in many instances, FCFH codes its data with a different level of core services than the 80 core services identified by the United Way Community Investment staff as fundable services, it was necessary to develop a crosswalk. This crosswalk was used for a number of services,

however, seven services did not have a match in the FCFH database. The staff of United Way - First Call for Help gave explanations which follow each core service):

- Adolescent/Youth Counseling: A caller asking about help with their troubled teenager would be referred by the type of counseling rather than age. (Example: counseling for drugs, family, sexual abuse, etc.)
- Advocacy: FCFH does not receive calls from people about advocacy.
- Child Care: Calls are directed to Starting Point.
- Condition Specific Rehabilitation Services: FCFH would refer caller back to their primary care physician for a referral.
- Early Intervention for Mental Illness: FCFH does not receive calls for this, but if they did, they would refer to the county's Help Me Grow program.
- Family Support Centers: FCFH defines data by specific service rather than type of agency. Depending on the call, the caller may be referred to General Counseling or Early Intervention for Infants and Toddlers with Disabilities, and so on.
- Preschools: Calls are directed to Starting Point.

A different match was used for other services that had no crosswalk.

- Medical Transportation and Senior Ride: FCFH uses "Paratransit" as they do not differentiate between senior transportation, medical transportation, and transportation for the disabled.
- Outpatient Mental Health Facilities: FCFH uses "Mental Health Drop-in Centers."

It must also be noted that, for the most part, the FCFH database does not include for-profit agencies. In the case of home health care providers, we contacted the Long Term Care Ombudsman for a more complete list of provider agencies which includes for-profit organizations.

There were several instances where the FCFH database did not code a United Way-funded agency with the core service for which they were receiving funding. In these instances, the agency was added manually to the Service Provider Table along with their site locations. The core services with the respective United Way of Greater Cleveland agencies that were added are:

- Case/Care Management – Care Alliance, Cystic Fibrosis, Epilepsy Foundation, Golden Age Centers
- Comprehensive Outpatient Substance Abuse Treatment – The Covenant
- Disease/Disability Information – The Muscular Disease Society of Northeastern Ohio
- Early Intervention for Infants and Toddlers with Disabilities – United Cerebral Palsy
- Medical Expense Assistance – North Coast Health Ministry
- Medical Transportation (Paratransit in FCFH) – Kidney Foundation of Ohio
- Senior Centers – Catholic Charities Services Corporation, Jewish Community Center of Cleveland, Jewish Family Service Association of Cleveland, University Settlement House.
- Volunteer Development – Neighborhood Leadership Institute

It must also be noted that when numbers are low for trend data reported, the high percentages are slightly exaggerated.

## Funding Information for Core Services

We collected financial information for each core service on a countywide level from multiple sources including major government funders, foundations, federated fund raising organizations, and United Way of Greater Cleveland. While we were successful in gathering a substantial amount of data, there is much that has not been collected. It must also be noted that even if we had all major public and private funding gathered, this would not create a total picture of health and human service funding in Cuyahoga County because there are more than 80 core services provided. The following provide highlights of data collected and some of the limitations for each source. It is important to note that funding in each source is changing and represents point in time amounts. The typical period for trend data, when available, is 2002, 2003, and 2004. Note: some services are funded by private insurance or other self-pay arrangements.

### *Foundation Funding*

We attempted to obtain foundation funding amounts for each core service from the latest annual report or 990 PF (foundation tax return to the IRS) of each major foundation that funds social services in Greater Cleveland. Wherever a description of the grant purpose was given, we used our best judgment to match the grant to the appropriate core service. If the grant fell within more than one core service area, it was not listed. When no description was given, the grant was treated like a general operating grant and assigned to a core service only when the mission of the grant recipient fell mainly within one particular core service. In-kind donations, grants for capital and equipment expenses and administrative salaries were not used. When grants were \$10,000 or greater, they were listed by name of the foundation. All others were placed under Other Foundations and not listed. Typically, we did not attempt to provide trend financial data for foundation funding of core services because of the changing nature of funded programs from year to year.

### *Federated Funding Sources*

We approached the major federated funders of core services in Greater Cleveland for funding and consumer information. Some data provided was for a single point in time; others provided three years of trend data. We often had to do a cross walk of United Way of Greater Cleveland funded core services against those funded by federated agencies to agree on the services.

### *Government Funding*

We approached every major government funder for funding amounts for each core service and also did Internet searches for some federal government sources. Due to the constant state of change in government funding, it is important to note that the data provided is a snapshot in time and that many of the programs funded in 2004 have changed definition, are funded through different revenue sources, or no longer exist at all due to a lack of funding. This is particularly true of Community Development Block Grant dollars which have decreased due to shifting federal priorities.

Every effort was made to appropriately match government funding data to the correct core service area; however, this was not always possible as frequently the service definitions were not a one-to-one match. It was necessary, in some instances, to take the closest match or use the sore service which represented a majority of the services being provided.

In other cases, it was not possible to select a specific core service. An example is Medicaid in which Medicaid-defined services crossed over more than four core services in some instances. In cases where Medicaid is a significant source of revenue, the data was entered as an

aggregate total at the appropriate AIRS level. These aggregates are footnoted under the appropriate funding table.

Every effort was made to include data from municipalities. However, many did not respond after repeated requests for information. We would like to thank those who took the time to help with this project.

### *Medicaid Funding*

A significant portion of Medicaid funding was NOT entered under the countywide total in the core service reports for two reasons: first, because many of the Medicaid services are not a one-to-one match with United Way core services, and second because some Medicaid services fall into more than one AIRS Level 1 categories. In the first instance, Medicaid funding was entered as an aggregate total at the AIRS 1 level, and in the second instance Medicaid funding was entered as an aggregate total under Third Party Payee/Direct Bill in the combined Master Revenue file of funding across all nine AIRS Levels. They are as follows:

#### **Entered as Aggregate Total Under Appropriate AIRS Level**

- Medicaid Service - Home Care (\$17,787,703 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: daily living aids and home health care.
- Medicaid Service - CADAS (\$8,522,183 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: comprehensive outpatient substance abuse treatment, residential substance abuse treatment programs, substance abuse education and prevention.
- Medicaid Service - Therapy (\$2,257,394 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: condition specific rehabilitation, and speech & hearing.
- Medicaid Service - CMH (\$67,773,487 in 2004) - Falls into AIRS 1 Mental Health Care & Counseling and includes the following core services: supportive therapies, adolescent/youth counseling, children's residential treatment facilities, early intervention for mental illness, general counseling services (outpatient mental health facilities), and psychiatric day treatment.

#### **Entered as Aggregate Total Under Third Party Payee/Direct Bill**

- Medicaid Service - Inpatient Hospital (\$188,329,269 in 2004) - Falls into two different AIRS 1 categories: Basic needs and health care. It includes the following core services: condition specific rehabilitation and medical expense assistance.
- Medicaid Service - Waiver (\$128,921,354 in 2004) – This category included all PASSPORT services. Since we reported PASSPORT separately, in order to avoid duplication, we deducted the PASSPORT total of \$52,676,048 from this number and reported the remaining \$76,245,306. This total falls into AIRS 1 Basic Needs, Health Care and Individual & Family Life and includes the following core services: adult day care, home-delivered meals, home health care and in-home assistance.
- Medicaid Service - Habilitation (\$55,550,307 in 2004) - Falls into AIRS 1 Health Care and Individual & Family Life and includes the following core services: condition specific rehabilitation services, early intervention for infants and toddlers with disabilities/delays, and residential living options for people with disabilities.

### *United Way of Greater Cleveland Funding*

Financial data for core services funded by United Way of Greater Cleveland was for FY 2004 (July 2003 to June 2004). It included allocations through the community investment committees

and donor designations that United Way funded agencies applied to the respective core services. It is important to note that not all United Way funded agencies applied donor designated gifts, which are unrestricted, to the core service for which they receive United Way funding. It did not include donor designations that non-United Way funded agencies used for any of the 80 core services.

#### *United Way Agency Revenues*

Annually United Way-funded agencies submit revenue budgets to United Way for each funded core service. This information for FY 2004 is reported. However, all of the agency data may not be included in the countywide data as agencies may have assigned dollars from unrestricted grants to a specific core service, or allocated a portion of grant monies that fell within two or more core service areas. It was not always possible to match countywide government or foundation funding with that reported by the agencies and that gathered from other funding sources.

### **Consumer and Financial Data: Caveats**

The following applies to revenue sources on tables and graphs and their corresponding consumer data used in the consumer demographics and zip code tables.

#### *All Core Services*

Data was self-verified by the funder/provider. Whenever data provided by a funder appeared to be inconsistent or incorrect, an attempt was made to contact the funder. If the funder responded, the data was either adjusted according to their instructions, or the reason for discrepancies footnoted. If they did not respond, or if they said it was correct, the data was left as submitted.

Demographic and zip code data provided by the funder/provider is frequently taken from consumer intake forms which may have missing or incomplete data, or from provider agency databases which contain data entry errors or incomplete consumer intake forms. Whenever possible, the funder was asked for corrected data. In cases where a correction was not possible, the data was counted as either unknown or missing. The usage of these terms is footnoted at the bottom of each table and is explained more fully in the Gap Analysis section of this attachment.

It was not always possible to get information in the format requested as each funder tracks data differently, using different service definitions, terminology and variables. Wherever possible, data was matched to a consistent report format.

When a funder could not provide consumer demographics, but could provide an estimated percentage of consumers by category, we took the total number of consumers and applied the percentages to come up with estimated numbers for the consumer tables. For example, Medicaid tracks individual recipients throughout the year, entering new data if there is a change, each time a claim occurs. Thus, a consumer who has a birthday between claims will appear in the system for that year with two different ages.

To resolve this, the percentage of consumers in each age range was determined for the total number of duplicated consumer ages. Those percentages were then applied to the total number of unduplicated consumers for the year in order to reach a total number of unduplicated consumers for each age range.

The time periods for both revenue and consumers vary by funder/provider. United Way Program Report data is for FY 2004 (July 2003 to June 2004). Other funder/provider data is for either a January to December or July to June fiscal year.

### **Gap Analysis Methodology & Limitations**

Based on Anderson's (1964) seminal needs assessment model, realized access is defined as the number of consumers who receive service while unrealized access is the estimated number of consumers who need and would utilize a service, but are not currently receiving it. This could be considered the service gap. Unrealized consumer access to services drives the need for change in the social service delivery system. Ensuring unrealized consumer access to services requires new models of service delivery related to access, effective use of resources, data management, and funding. There were multiple steps used to conduct a gap analysis:

- *Estimate of persons in need of the service:* Unless local research was conducted to determine need for a given service, this estimate was obtained by either using U.S. Census data for Cuyahoga County or applying percentages from national studies and reports to the census data. All references and percentages are footnoted in the respective graphs or tables. In most cases this percentage was also applied to actual 1990 Census figures and population projections 2005 through 2015 that were done by the Ohio Department of Development.
- *Estimate of number of ACTUAL consumers in the public systems (realized access):* Data submitted to United Way by funded agencies was aggregated to determine the number of consumers for each core service. The period was FY 2004, which is July 2003 through July 2004.
  - In some cases data was "unknown," defined as data not collected by agency because no tracking system was available or the type of service delivered made it difficult (i.e., group presentations, telephone information and referral, and drop-ins). This also represents data not completed by consumers either deliberately or inadvertently on intake forms.
  - In other cases, data was missing that, for United Way data, represented computational errors or incorrect completion of online reports. For all other data, "missing" represents data funders/providers were unable to provide.
  - There was no check of the accuracy of data submitted by agencies.
  - Major government funders were asked to provide information about the number of consumers for the respective core services that they funded. In most cases, services were not defined in the same way as the United Way core services which are based on the Alliance for Information and Referral Systems (AIRS) taxonomy. To accommodate these differences, customized crosswalks were developed.
  - We assumed that the numbers of consumers across funding sources were not unduplicated and thus made a judgment about which numbers would be the best estimate of an unduplicated number.
  - The estimate of consumers is not inclusive since it does not include numbers of consumers who use their personal resources to pay for services, nor for other private resources such as insurance or agency fundraising. In addition, it was not always possible to obtain information from some government funders.
- *Estimate of number of "unknown/non-consumers":* This is the difference between the estimated number of actual consumers and the estimate of persons in need.
- *Estimate of number of "would-be users" (unrealized access):* This is the estimate of persons who would use a service if it were available, typically based on research.

- *Estimate of number of “never users”*: This is the difference between the estimated number of unknown/non-consumers and would-be users.
- *Estimate of “universe of possible consumers”*: This is the total of those actually receiving the service (realized access) and those would-be users (unrealized access).

We recognize that this is not a perfect method for assessing either realized or unrealized access to core services. However, we opted to use an imperfect method rather than no method to demonstrate both the complexity and the usefulness of quantifying realized and unrealized access to services as a first step toward a more rigorous methodology. In the business sector this would be a form of market analysis. We also recognize that actual consumer numbers are not unduplicated across funders, or across core services. Thus, there is much work yet to be done to gain realistic estimates of needs.

The numbers we provided are on a countywide level. We recognize that there could be, and often are, differences by demographics and geographical area. In the Actual Consumer Demographics attachment, we have identified the profile of the base consumer group from census, but have little on the estimated persons in need. Occasionally, there is information from other research that describes differences among different racial, ethnic, gender, age, or income groups that is discussed in the narrative. There is also inconsistent information for consumers funded by various governmental bodies. In other words, some funders provided demographic data and others did not. In the Actual Consumer Zip Codes attachment, we have also attempted to identify the geographic profile of the estimated persons in need and actual consumers. However, this information has the same limitations as the demographics.

### **Service Site Index**

For many services a service site index was developed. It provides a ratio of estimated consumers per service site on a countywide level and for each zip code within the county. The ratio is based on the number derived from the gap analysis described in the previous section and on the number of providers who reported to United Way – First Call for Help whether a specific service site includes a given zip code in its service area. A provider site is located in a single zip code, but could serve multiple zip codes. The ratio is a measure of potential service accessibility by estimated universe of service consumers per zip code area. This measure does not include the capacity of providers to offer the service, for example, the number of consumers that can be served on a daily basis. It is only capturing whether there is a possibility of being a consumer. The lower the ratio, the greater is the chance of receiving service. The index also gives an indication of which zip codes have higher ratios which means that consumers have a lower probability of receiving a service as well as any patterns in zip codes that have high percentages of African Americans, Asians, or Hispanics. A map is also attached which provides a graphic picture of the estimated consumers by zip code.

Based on the numbers of providers that report to FCFH whether they serve a given zip code, we had assumed that there would be greater variability across zip codes. In reality, many report that they serve the entire county. Thus the variability across zip codes is often primarily because of differences in the population numbers rather than in service sites that offer service in a given zip code.

## Specific Service Issues

### *Senior Services*

“Senior Centers” was used as a catch-all category when the funder-defined service covered more than one senior success core service and could not be accurately allocated among the separate core services. Often, funding for transportation and home-delivered meals was not broken out from senior activities and supportive services at the municipal level, so it was placed under Senior Centers. Because the core services for congregate and home-delivered meals and senior ride were tracked separately, funding for these core services was not included under Senior Centers to avoid duplication of resources, even though senior center activities can and do include congregate meals.

Senior Ride includes disabled individuals of all ages as well as seniors for most funders with the notable exception of Western Reserve Area Agency on Aging (WRAAA) that requires an individual to be 60 years of age or older in order to receive services. If the transportation service was not provided by a senior center, the number of consumers reflects the number of riders using the system and contains duplicates (e.g. paratransit).

Home improvement/accessibility data includes programs for low-income families and people of all ages with disabilities, as well as seniors.

## References

- Anderson, Ronald M. (1995, March). Revisiting the behavioral model and access to medical care: Does it matter? *Journal of Health and Social Behavior*, 36(1): 1-10.
- Wan, Thomas T. H., Odell, Barbara Gill, & Lewis, David T. (1982). *Promoting the well-being of the elderly: A community diagnosis*. New York: The Halworth Press.

### Attachment 3: Actual Consumer Demographics

Core Service: Ex-Offender Services FF-190								
PERIOD	Total Population (%) <sup>*</sup> 1/1/2000-12/31/2000	Total Population 18-64 yrs (%) <sup>**</sup> 1/1/2000-12/31/2000	Total Population 18-64 yrs Below Poverty (%) <sup>***</sup> 1/1/2000-12/31/2000	Estimated Persons in Need Estimated Ex-Offenders (%) <sup>****</sup> 7/1/2006	Actual Number/Percent of Consumers by Funding Source <sup>*****</sup>			
					UW Program Report Data Cnty Only 94.3% (%) 7/1/2003-6/30/2004	Cuyahoga County Juvenile Court (%) 7/1/2003-6/30/2004	Cuyahoga County Justice Affairs (%) 7/1/2003-6/30/2004	Cleveland CDBG (%) 7/1/2003-6/30/2004
<b>TOTAL</b>	1,393,978	828,827	92,976	4,074	1,285	2,280	302	782
<b>Percent</b>		59.5%	6.7%	4.4%				
<b>GENDER</b>								
Male	47.2%	47.8%	47.2%	N/A	65.3%	0.0%	0.0%	0.0%
Female	52.8%	52.2%	52.8%	N/A	34.7%	0.0%	0.0%	0.0%
Unknown Data <sup>*****</sup>					0.0%	0.0%	0.0%	0.0%
Missing Data <sup>*****</sup>					0.0%	100.0%	100.0%	100.0%
<b>RACE<sup>*****</sup></b>								
White alone	67.1%	69.3%	39.5%	N/A	14.1%	0.0%	0.0%	0.0%
Black or African American alone/combination	27.9%	26.7%	52.0%	N/A	82.9%	0.0%	0.0%	0.0%
Asian alone/combination	2.1%	2.2%	3.0%	N/A	0.0%	0.0%	0.0%	0.0%
American Indian and Alaska Native alone/combination	0.7%	0.2%	1.2%	N/A	0.0%	0.0%	0.0%	0.0%
Native Hawaiian and Other Pacific Islander alone/combination	0.1%	0.0%	0.1%	N/A	0.0%	0.0%	0.0%	0.0%
Some other race alone/combination	2.1%	1.5%	4.2%	N/A	0.0%	0.0%	0.0%	0.0%
Unknown Data <sup>*****</sup>					0.0%	0.0%	0.0%	0.0%
Missing Data <sup>*****</sup>					0.0%	100.0%	100.0%	100.0%
<b>HISPANIC<sup>*****</sup></b>								
	3.3%	3.3%	6.4%	N/A	2.5%	0.0%	0.0%	0.0%
<b>AGE</b>								
0-4	6.5%				0.0%	0.0%	0.0%	0.0%
5-9	7.3%				0.0%	0.0%	0.0%	0.0%
10-14	7.1%				0.0%	0.0%	0.0%	0.0%
15-19	6.4%	4.1%	6.4%	N/A	5.8%	0.0%	0.0%	0.0%
20-34	19.1%	32.1%	19.1%	N/A	45.1%	0.0%	0.0%	0.0%
35-54	29.3%	49.1%	29.3%	N/A	38.3%	0.0%	0.0%	0.0%
55-64	8.7%	14.7%	8.7%	N/A	5.3%	0.0%	0.0%	0.0%
65-74	7.8%				0.0%	0.0%	0.0%	0.0%
75+	7.8%				0.0%	0.0%	0.0%	0.0%
Unknown Data <sup>*****</sup>					5.5%	0.0%	0.0%	0.0%
Missing Data <sup>*****</sup>					0.0%	100.0%	100.0%	100.0%
<b>INCOME<sup>*****</sup></b>								
<b>Average Household Size</b>	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
\$0-\$9,999	11.3%	N/A	N/A	N/A	97.9%	0.0%	0.0%	0.0%
\$10,000-\$14,999	6.9%	N/A	N/A	N/A	2.1%	0.0%	0.0%	0.0%
\$15,000-\$19,999	6.7%	N/A	N/A	N/A	0.0%	0.0%	0.0%	0.0%
\$20,000-\$29,999	13.6%	N/A	N/A	N/A	0.0%	0.0%	0.0%	0.0%
\$30,000 and above	61.5%	N/A	N/A	N/A	0.0%	0.0%	0.0%	0.0%
Unknown Data <sup>*****</sup>					0.0%	0.0%	0.0%	0.0%
Missing Data <sup>*****</sup>					0.0%	100.0%	100.0%	100.0%
<b>Totals</b>	<b>100.0%</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

<sup>\*</sup> U.S. Census 2000, SF1 (P1); SF4(PCT 144)  
<sup>\*\*</sup> U.S. Census 2000, SF1 (P12); SF4 (PCT 144)  
<sup>\*\*\*</sup> U.S. Census 2000, SF1 (P1), SF3 (P52), SF4 (PCT 3), SF4(PCT 144)  
<sup>\*\*\*\*</sup> Ohio Adult Parole Authority Census, July 1, 2006. Ohio Department of Rehabilitation and Correction, Office of Policy and Offender Entry.  
<sup>\*\*\*\*\*</sup> Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.  
<sup>\*\*\*\*\*</sup>Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms.  
<sup>\*\*\*\*\*</sup>Missing Data - For United Way Data - represents computational errors or incorrect completion of online report. For all other data - represents data funder was unable to provide.  
<sup>\*\*\*\*\*</sup>The race categories and data utilize US Census SF4 "Race Iterations," which allow for multiple races to be selected by census respondents. As a result, totals will add to > 100% of population. Universe is "Total Races Tallied." Except "White Alone," all racial categories are "... alone or in combination with some other race." This method isolates and minimizes the non-minority population ("White alone").  
<sup>\*\*\*\*\*</sup>Hispanic - Amount in this field is from data provided by clients on intake forms and may not be accurate as clients may either deliberately or inadvertently provide incomplete data, or data may not be collected by the agency.  
<sup>\*\*\*\*\*</sup>The U.S. Census reports income by household or family, not individuals. Estimates by income category were derived by applying the ratio of total county population (1,393,978) to total households (571,606) = 2.4. The number of households in each income category was multiplied by 2.4 to arrive at an estimate of individuals by income category. The assumption is that the average household size applies to each income category, which may result in more conservative estimates for children, and the "old old," which may actually have larger proportions of persons in the lower income categories.

### Attachment 4: Actual Consumer Zip Codes

Core Service: Ex-Offender Services FF-190									
					Estimated Persons in Need	Actual Number/Percent of Consumers by Funding Source *****			
	City/Town (% Cleveland)	Total Population (%) <sup>*</sup> 1/1/2000-12/31/2000	Total Population 18-64 yrs (%) <sup>**</sup> 1/1/2000-12/31/2000	Total Population 18-64 yrs Below Poverty (%) <sup>***</sup> 1/1/2000-12/31/2000	Estimated Ex-Offenders (%) <sup>****</sup> 7/1/2006	UW Program Report Data (%) 7/1/2003-6/30/2004	Cuyahoga County Juvenile Court (%) 7/1/2003-6/30/2004	Cuyahoga County Justice Affairs (%) 7/1/2003-6/30/2004	Cleveland CDBG (%) 7/1/2003-6/30/2004
<b>TOTAL</b>		<b>1,393,978</b>	<b>828,827</b>	<b>92,976</b>	<b>4,074</b>	<b>1,285</b>	<b>2,280</b>	<b>302</b>	<b>782</b>
<b>Percent</b>			<b>59.5%</b>	<b>6.7%</b>	<b>4.4%</b>				
44017	Berea	1.4%	1.5%	0.6%	N/A	0.0%	0.0%	0.0%	0.0%
44022	Bentleyville	1.3%	1.2%	0.2%	N/A	0.0%	0.0%	0.0%	0.0%
44040	Gates Mills/Mayfield Village	0.2%	0.2%	0.0%	N/A	0.0%	0.0%	0.0%	0.0%
44070	North Olmsted	2.4%	2.5%	0.8%	N/A	0.0%	0.0%	0.0%	0.0%
44101	Cleveland (100%)	0.0%	0.0%	0.0%	N/A	0.1%	0.0%	0.0%	0.0%
44102	Cleveland/Brooklyn (95%)	3.7%	3.8%	8.7%	N/A	6.3%	0.0%	0.0%	0.0%
44103	Cleveland (100%)	1.8%	1.7%	4.9%	N/A	12.7%	0.0%	0.0%	0.0%
44104	Cleveland (100%)	2.1%	1.8%	6.4%	N/A	5.5%	0.0%	0.0%	0.0%
44105	Cleveland/NewburghHts/GarfieldHts (75%)	3.9%	3.8%	6.9%	N/A	4.7%	0.0%	0.0%	0.0%
44106	Cleveland/Cleveland Hts (60%)	2.3%	2.5%	5.6%	N/A	10.0%	0.0%	0.0%	0.0%
44107	Lakewood/Cleveland	4.1%	4.6%	3.2%	N/A	3.1%	0.0%	0.0%	0.0%
44108	Cleveland/Bratenah (90%)	2.6%	2.3%	5.5%	N/A	9.2%	0.0%	0.0%	0.0%
44109	Cleveland/Brooklyn Hts (98%)	3.3%	3.4%	4.9%	N/A	2.3%	0.0%	0.0%	0.0%
44110	Cleveland/East Cleveland (98%)	1.9%	1.8%	3.7%	N/A	3.6%	0.0%	0.0%	0.0%
44111	Cleveland (100%)	3.1%	3.3%	2.9%	N/A	1.5%	0.0%	0.0%	0.0%
44112	East Cleveland/Cleveland	2.4%	2.3%	5.0%	N/A	5.9%	0.0%	0.0%	0.0%
44113	Cleveland (100%)	1.4%	1.6%	3.7%	N/A	2.4%	0.0%	0.0%	0.0%
44114	Cleveland (100%)	0.3%	0.3%	1.0%	N/A	1.5%	0.0%	0.0%	0.0%
44115	Cleveland (100%)	0.6%	0.6%	2.6%	N/A	8.6%	0.0%	0.0%	0.0%
44116	Rocky River	1.5%	1.4%	0.3%	N/A	0.0%	0.0%	0.0%	0.0%
44117	Euclid/Cleveland	0.9%	0.8%	1.1%	N/A	0.6%	0.0%	0.0%	0.0%
44118	Cleveland/Hts/UniversityHts/ShakerHts	3.2%	3.5%	2.3%	N/A	0.9%	0.0%	0.0%	0.0%
44119	Cleveland/Euclid (50%)	1.0%	1.0%	0.6%	N/A	0.0%	0.0%	0.0%	0.0%
44120	Shaker Hts/Cleveland	3.4%	3.3%	5.5%	N/A	5.5%	0.0%	0.0%	0.0%
44121	University Hts/South Euclid	2.5%	2.6%	1.6%	N/A	0.9%	0.0%	0.0%	0.0%
44122	Beachwood/Highland Hills/ShakerHts	2.5%	2.2%	1.0%	N/A	0.3%	0.0%	0.0%	0.0%
44123	Euclid	1.3%	1.3%	0.8%	N/A	0.6%	0.0%	0.0%	0.0%
44124	Pepper Pike/MayfieldHts/Lyndhurst	2.9%	2.7%	0.9%	N/A	0.0%	0.0%	0.0%	0.0%
44125	Valley View/Garfield Hts	2.1%	2.1%	1.1%	N/A	0.2%	0.0%	0.0%	0.0%
44126	Fairview Park/Cleveland	1.2%	1.2%	0.4%	N/A	0.0%	0.0%	0.0%	0.0%
44127	Cleveland (100%)	0.6%	0.6%	1.5%	N/A	0.2%	0.0%	0.0%	0.0%
44128	Warrensville Hts/Cleveland	2.4%	2.3%	2.3%	N/A	1.6%	0.0%	0.0%	0.0%
44129	Brooklyn/Parma/Cleveland	2.1%	2.1%	0.7%	N/A	0.1%	0.0%	0.0%	0.0%
44130	Parma/Cleveland	3.8%	3.8%	1.7%	N/A	0.5%	0.0%	0.0%	0.0%
44131	Independence/Seven Hills/BrooklynHts	1.5%	1.4%	0.3%	N/A	0.0%	0.0%	0.0%	0.0%
44132	Euclid	1.1%	1.1%	0.7%	N/A	0.0%	0.0%	0.0%	0.0%
44133	North Royalton	2.1%	2.2%	0.5%	N/A	0.0%	0.0%	0.0%	0.0%
44134	Parma/Cleveland	2.9%	2.8%	1.2%	N/A	0.0%	0.0%	0.0%	0.0%
44135	Cleveland/Linddale (90%)	2.0%	2.1%	1.9%	N/A	2.2%	0.0%	0.0%	0.0%
44136	Strongsville	3.1%	3.3%	0.6%	N/A	0.2%	0.0%	0.0%	0.0%
44137	Maple Hts/Cleveland	1.9%	1.8%	0.8%	N/A	1.5%	0.0%	0.0%	0.0%
44138	Olmsted Twp/Olmsted Falls	1.3%	1.3%	0.3%	N/A	0.3%	0.0%	0.0%	0.0%
44139	Bentleyville/Glenwillow/Solon	1.6%	1.6%	0.3%	N/A	0.0%	0.0%	0.0%	0.0%
44140	Bay Village	1.2%	1.2%	0.2%	N/A	0.0%	0.0%	0.0%	0.0%
44141	Brecksville	1.0%	1.0%	0.2%	N/A	0.2%	0.0%	0.0%	0.0%
44142	Brookpark/Cleveland	1.5%	1.5%	0.5%	N/A	0.2%	0.0%	0.0%	0.0%
44143	Highland Hts/Richmond Heights	1.7%	1.7%	0.6%	N/A	0.1%	0.0%	0.0%	0.0%
44144	Brooklyn/Cleveland	1.6%	1.6%	1.1%	N/A	0.0%	0.0%	0.0%	0.0%
44145	Westlake	2.3%	2.3%	0.5%	N/A	0.0%	0.0%	0.0%	0.0%
44146	Walton Hills/Oakwood/Bedford	2.3%	2.4%	1.3%	N/A	0.7%	0.0%	0.0%	0.0%
44147	Broadview Hts	1.1%	1.2%	0.3%	N/A	0.0%	0.0%	0.0%	0.0%
44149	Strongsville					0.0%	0.0%	0.0%	0.0%
	Unknown Cuyahoga County Zip Codes****					5.8%	0.0%	0.0%	0.0%
	Missing****					0.0%	100.0%	100.0%	100.0%
	Unknown****					6.1%	0.0%	0.0%	0.0%
	<b>Total Cuyahoga County*****</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>N/A</b>	<b>100.0%</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>
	<b>Total Known Cleveland</b>	<b>40.3%</b>	<b>40.7%</b>	<b>64.9%</b>	<b>N/A</b>	<b>70.8%</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>
	<b>Total Known Suburbs</b>	<b>59.7%</b>	<b>59.3%</b>	<b>35.1%</b>	<b>N/A</b>	<b>23.4%</b>	<b>0.0%</b>	<b>0.0%</b>	<b>0.0%</b>
	<b>Unknown &amp; Missing</b>					<b>6.1%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

\* U.S. Census 2000, SF1 (P1)  
 \*\* U.S. Census 2000, SF1 (P12)  
 \*\*\* U.S. Census 2000, SF4 (PCT 144)  
 \*\*\*\* Ohio Adult Parole Authority Census, July 1, 2006. Ohio Department of Rehabilitation and Correction, Office of Policy and Offender Reentry.  
 \*\*\*\*\* Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.  
 \*\*\*\*\*Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County.  
 \*\*\*\*\*Missing Data - For United Way - represents computational errors or incorrect completion of online report. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County. For all other data - represents data funder was unable to provide.  
 \*\*\*\*\* Totals vary because of rounding. County total population 1,393,978 does not correspond to the total of zip codes because some zip codes include data from adjacent counties

### Attachment 5: Profile of Core Service Providers – 2005

<b>PROFILE OF CORE SERVICE PROVIDERS - 2005</b>		
<b>Source: United Way - First Call for Help Refer Database February 2005</b>		
	Count	Sub-Count: UW-Affiliated
Total Number of Providers	12	1
Number of Providers by Type		
Nonprofit	12	-
For-profit	-	-
Government	-	-
Other	-	-
Total Number of Sites	19	-
Number of Service Sites per Provider		
1	9	-
2 – 5	3	-
6 – 10	-	-
11+	-	-
Geographical Location of Service Sites, by ZIP Code		
44017 – Berea	-	-
44022 – Bentleyville	-	-
44040 – Gates Mills/Mayfield Village	-	-
44070 – North Olmsted	1	-
44101 – Cleveland	-	-
44102 – Brooklyn/Cleveland	-	-
44103 – Cleveland	4	-
44104 – Cleveland	2	-
44105 – Newburgh Hts/Garfield Hts	-	-
44106 – Cleveland Hts/Cleveland	1	-
44107 – Cleveland/Lakewood	-	-
44108 – Cleveland/East Cleveland	-	-
44109 – Cleveland/Brooklyn Hts	-	-
44110 – Cleveland/Bratenahl	-	-
44111 – Cleveland	-	-
44112 – Cleveland/East Cleveland	2	-
44113 – Cleveland	3	-
44114 – Cleveland	1	-
44115 – Cleveland	4	-
44116 – Rocky River	-	-
44117 – Cleveland/Euclid	-	-
44118 – Euclid/University Hts	-	-
44119 – Cleveland/Euclid	-	-
44120 – Cleveland/Shaker Hts	-	-
44121 – University Hts/South Euclid	-	-
44122 – Orange/Warrensville Hts	-	-
44123 – Euclid	-	-
44124 – Pepper Pike/Mayfield Village	-	-
44125 – Valley View/Garfield Hts	-	-
44126 – Cleveland/Fairview Park	-	-
44127 – Cleveland	-	-
44128 – Cleveland/Warrensville Hts	-	-

Attachment 5: Profile of Core Service Providers – 2005 (continued)

<b>PROFILE OF CORE SERVICE PROVIDERS - 2005</b>		
<b>Source: United Way - First Call for Help Refer Database February 2005</b>		
	Count	Sub-Count: UW-Affiliated
44129 – Cleveland/Brooklyn/Parma	-	-
44130 – Cleveland/Parma	-	-
44131 – Seven Hills/Brooklyn Hts	-	-
44132 – Euclid	-	-
44133 – North Royalton	-	-
44134 – Parma/Cleveland	-	-
44135 – Cleveland/Linndale	-	-
44136 – Strongsville	-	-
44137 – Maple Hts/Cleveland	-	-
44138 – Olmsted Twp/Olmsted Falls	-	-
44139 – Bentleyville/Glenwillow/Solon	-	-
44140 – Bay Village	-	-
44141 – Brecksville	-	-
44142 – Cleveland/Brookpark	-	-
44143 – Highland Hts/South Euclid	-	-
44144 – Brooklyn/Cleveland	-	-
44145 – Westlake	-	-
44146 – Walton Hills/Oakwood/Bedford	1	-
44147 – Broadview Hts	-	-
44149 – Strongsville	-	-

**Attachment 6: Providers and Functions – 2005**

<b>Service Providers &amp; Functions</b>	
<b>Source: United Way - First Call for Help Refer Database February 2005</b>	
<b>Agency</b>	<b>Services</b>
Alternatives Agency	Halfway House For Offenders
Berea Children's Home And Family Services	Juvenile Court - Mental Health Services – Girls, Juvenile Court - Probation Counseling, Juvenile Court - Consultation And Counseling
Cleveland UMADAOP	Holistic Program For Ex-Offenders
<b>Community Re-Entry</b>	Support Services - Women Ex-Offenders, Community Service - Male Ex-Offenders, Support Services - Ex-Offenders, Support And Referral - Male Ex-Offenders
Fresh Start	Halfway House - Men - Fresh Start II, Halfway House - Men - Fresh Start VI, Halfway House - Women - Fresh Start I
Goodwill Industries Of Greater Cleveland	Half Way House For Ex-Offenders
Gospel House Prison Ministry	Prison Ministry - Services For Inmates/Ex-Offenders/Families
Mt. Sinai Baptist Church	Community Readjustment Program
Oriana House	Residential Community Corrections
Prison Fellowship Ministries	Counseling/Support
Salvation Army – The	Halfway Houses - Ex-Offenders
Support To At-Risk Teens	Semi-Independent Living – Teens

**Bold** represents agencies funded by United Way for this service. Other agencies that provide services to formerly incarcerated individuals include:

- Centers for Families and Children
- Towards Employment
- Vocational Guidance Services

**Attachment 7: United Way - First Call for Help Ex-Offender Services Requests – 2000-2004: Greatest Increase/Greatest Decrease**

FF-190 Ex-Offender Services								
United Way - First Call for Help Requests 2000-2004								
Greatest Increase/(Greatest Decrease)								
Zip Code		TOTAL REQUESTS					%Change* 00&04	Avg. # Calls 00-04
		2000	2001	2002	2003	2004		
44114	Cleveland	1	4	6	7	12	1100%	6
44132	Euclid	1	1	4	2	5	400%	3
44110	Cleveland/East Cleveland	3	10	13	9	10	233%	9
44135	Cleveland/Linndale	1	8	7	5	3	200%	5
44123	Euclid	2	2	2	3	6	200%	3
44146	Walton Hills/Oakwood/Bedford	2	2	4	8	5	150%	4
44112	East Cleveland/Cleveland	8	33	25	20	16	100%	20
44143	Highland Hts/Richmond Heights	1	0	0	1	2	100%	1
44107	Lakewood/Cleveland	2	0	4	3	4	100%	3
44105	Cleveland/Newburgh Hts/Garfield Hts	18	33	33	24	33	83%	28
44106	Cleveland/Cleveland Hts	4	18	21	11	7	75%	12
44108	Cleveland/Bratenahl	15	18	39	15	20	33%	21
44124	Pepper Pike/Mayfield Hts./Lyndhurst	0	0	1	0	5	N/A	1
44126	Fairview Park/Cleveland	0	1	0	1	3	N/A	1
44017	Berea	0	1	3	0	2	N/A	1
44139	Bentleyville/Glenwillow/Solon	0	1	3	1	1	N/A	1
44070	North Olmsted	0	1	3	1	1	N/A	1
44119	Cleveland/Euclid	0	1	1	0	1	N/A	1
44138	Olmsted Twp/Olmsted Falls	0	0	0	0	2	N/A	N/A
44142	Brookpark/Cleveland	0	0	1	0	1	N/A	N/A
44145	Westlake	0	0	0	0	1	N/A	N/A
44141	Brecksville	1	0	2	0	0	(100%)	1
44147	Broadview Hts	2	0	0	2	0	(100%)	1
44101	Cleveland	1	1	1	0	0	(100%)	1
44137	Maple Hts/Cleveland	1	5	5	3	0	(100%)	3
44136	Strongsville	1	1	2	0	0	(100%)	1
44125	Valley View/Garfield Hts	1	3	1	5	0	(100%)	2
44118	ClevelandHts/UniversityHts/ShakerHts	9	5	5	3	3	(67%)	5
44115	Cleveland	24	32	27	18	11	(54%)	22
44134	Parma/Cleveland	2	1	1	1	1	(50%)	1
44121	University Hts/South Euclid	2	2	5	3	1	(50%)	3

Attachment 7: United Way - First Call for Help Ex-Offender Services Requests – 2000-2004: Greatest Increase/Greatest Decrease (continued)

<b>FF-190 Ex-Offender Services</b>								
<b>United Way - First Call for Help Requests 2000-2004</b>								
<b>Greatest Increase/(Greatest Decrease)</b>								
Zip Code		TOTAL REQUESTS					%Change*	Avg. #
		2000	2001	2002	2003	2004	00&04	Calls 00-04
4128	Warrensville Hts/Cleveland	8	7	14	15	4	(50%)	10
44127	Cleveland	5	4	4	7	3	(40%)	5
<b>**Total Cuyahoga County</b>		<b>192</b>	<b>325</b>	<b>387</b>	<b>275</b>	<b>242</b>	<b>26%</b>	<b>284</b>
<b>**Total Cleveland</b>		<b>131</b>	<b>216</b>	<b>263</b>	<b>170</b>	<b>159</b>	<b>21%</b>	<b>188</b>
<b>**Total Suburbs</b>		<b>61</b>	<b>109</b>	<b>124</b>	<b>105</b>	<b>83</b>	<b>36%</b>	<b>96</b>
* Extremely high percentages are due to low numbers.								
** These totals do not reflect the sum of the numbers above which are the zip codes reflecting the greatest increase or decrease. Rather, they are the total of calls from ALL zip codes many of which do not appear on this table.								

**Attachment 8: United Way - First Call for Help 2000-2004: Unmet Need**

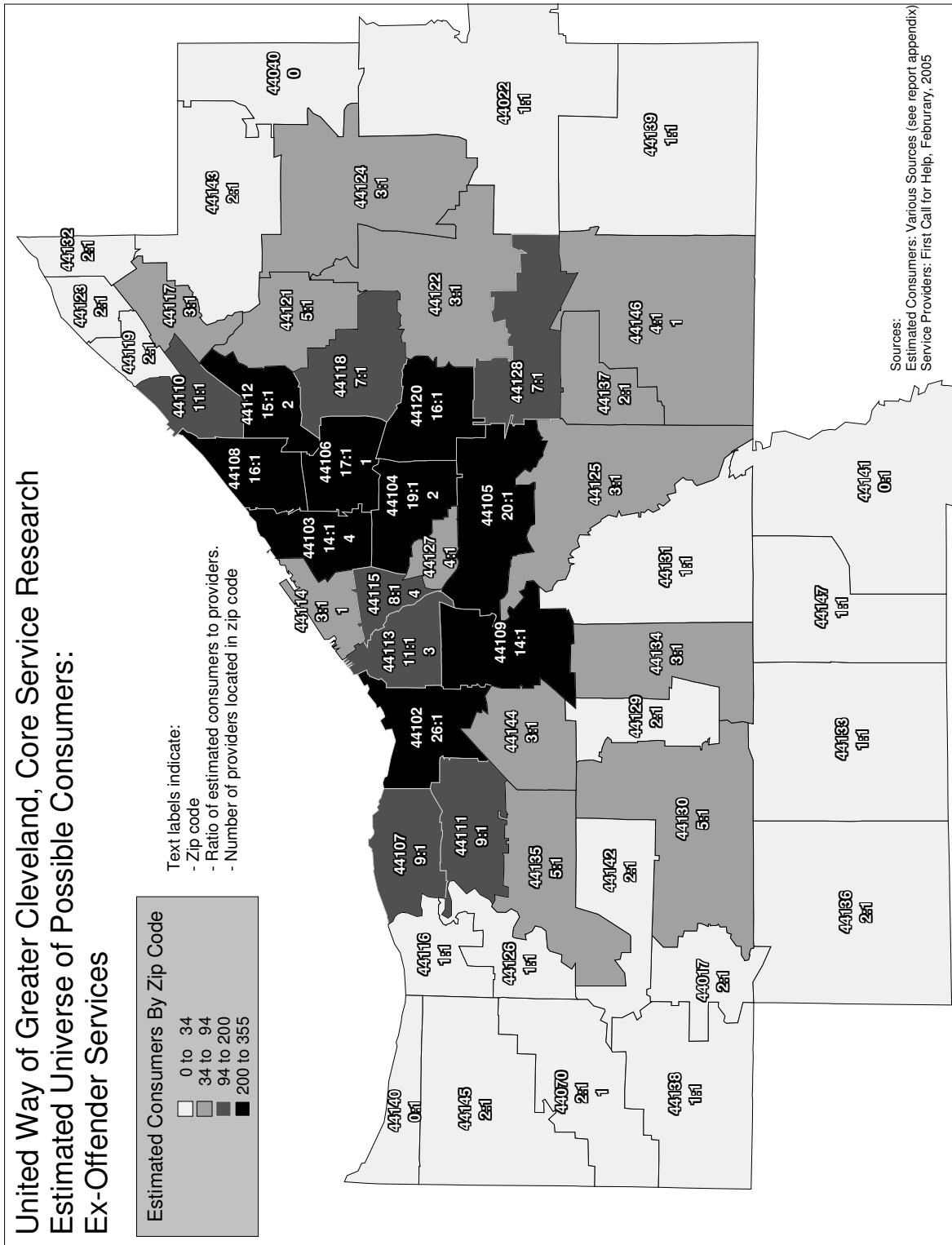
FF-190 Ex-Offender Services					
United Way - First Call for Help Requests 2000-2004					
Unmet Need					
Zip Code		TOTALS 00-04			%
		Requests	Met	Unmet	Unmet
44022	Bentleyville	1	0	1	100%
44109	Cleveland/Brooklyn Hts	45	42	3	7%
44135	Cleveland/Linndale	24	23	1	4%
44115	Cleveland	112	108	4	4%
44114	Cleveland	30	29	1	3%
44110	Cleveland/East Cleveland	45	44	1	2%
44112	East Cleveland/Cleveland	102	100	2	2%
44106	Cleveland/Cleveland Hts	61	60	1	2%
44103	Cleveland	80	79	1	1%
44105	Cleveland/Newburgh Hts/Garfield Hts	141	140	1	1%
<b>* Total Cuyahoga County</b>		<b>1,421</b>	<b>1,405</b>	<b>16</b>	<b>1%</b>
<b>* Total Cleveland</b>		<b>939</b>	<b>926</b>	<b>13</b>	<b>1%</b>
<b>* Total Suburbs</b>		<b>482</b>	<b>479</b>	<b>3</b>	<b>1%</b>
<b>FCFH DATA NOTES</b>					
<p><b>Met</b> = service request resulting in referral to an organization. (Does not mean agency was able to provide the service.)</p> <p><b>Unmet</b> = service request for which there was no referral.</p> <p><b>Note:</b> Zip Codes shared by Cleveland and surrounding suburbs whose boundaries fall 50% and greater within the city of Cleveland are highlighted and totaled as Cleveland. Others are totaled as Suburbs.</p> <p>* These totals do not reflect the sum of the numbers above which are the zip codes reflecting unmet need in 2004. Rather, they are the total of calls from ALL zip codes some of which do not appear on this table.</p>					

### Attachment 9: Service Site Index

Core Service: Ex-Offender Services FF-190									
Service Site Index									
Zip	Number of Sites *****	City/Town (% Cleveland)	Proportion of Minorities in Geographical Area	Total Population (#) **	Total Population 18-64 yrs (#) **	Total Population 18-64 yrs Below Poverty (#)***	Estimated Universe of Possible Consumers	Number of Service SITES Serving Geographical Area (Per Agencies Reported Intended Service Area to First Call for Help)*****	Potential Service ACCESSIBILITY by Service Consumers per Geographical Area
							Estimated Ex-Offenders (#)****		Ratio of CONSUMERS to Service SITES
Period				1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	7/1/2006	1/2005	
<b>TOTAL</b>	<b>19</b>			<b>1,393,978</b>	<b>828,827</b>	<b>92,976</b>	<b>4,074</b>	<b>19</b>	<b>247:1</b>
<b>Percent</b>					<b>59.5%</b>	<b>11.2%</b>	<b>4.4%</b>		
44117		Euclid/Cleveland	African Am 53.1%	12,078	6,535	1,030	45	16	3:1
44105		Cleveland/NewburgHts/GarfieldHts (75%)	African Am 61.9%	54,834	31,767	6,455	283	16	20:1
44106	1	Cleveland/Cleveland Hts (68%)	African Am 62.2%	32,417	20,701	5,437	238	16	17:1
44110		Cleveland/East Cleveland (98%)	African Am 74.7%	26,536	15,236	3,419	150	16	11:1
44120		Shaker Hts/Cleveland	African Am 76.7%	47,349	27,638	5,102	224	16	16:1
44103	4	Cleveland (100%)	African Am 80.2%	25,348	13,877	4,567	200	16	14:1
44108		Cleveland/Bratenahl (90%)	African Am 94.9%	36,456	19,378	5,120	224	16	16:1
44112	2	East Cleveland/Cleveland	African Am 95.2%	33,222	19,166	4,677	205	16	15:1
44128		Warrensville Hts/Cleveland	African Am 95.8%	33,612	19,320	2,144	94	16	7:1
44104	2	Cleveland (100%)	African Am 97.5%	28,904	15,051	5,985	262	16	19:1
44115	4	Cleveland (100%)	African Am 98.4%	8,186	4,924	2,386	105	16	8:1
44114	1	Cleveland (100%)	Asian 20.3%	3,891	2,726	942	41	16	3:1
44109		Cleveland/Brooklyn Hts (98%)	Hispanic 20.3%	45,783	28,132	4,577	201	16	14:1
44102		Cleveland/Brooklyn (95%)	Hispanic 20.4%	52,108	31,739	8,091	355	16	26:1
44113	3	Cleveland (100%)	Hispanic 23.5%	19,466	13,162	3,414	150	16	11:1
44017		Berea		19,005	12,167	527	23	15	2:1
44022		Bentleyville		17,720	10,170	199	9	15	1:1
44040		Gates Mills/Mayfield Village		2,883	1,650	11	0	15	0
44070	1	North Olmsted		34,081	20,909	717	31	15	2:1
44101		Cleveland (100%)		-	-	0	0	11	N/A
44107		Lakewood/Cleveland		56,710	37,889	2,984	131	16	9:1
44111		Cleveland (100%)		42,967	27,180	2,729	120	16	9:1
44116		Rocky River		21,122	11,602	250	11	15	1:1
44118		ClevelandHts/UniversityHts/ShakerHts		45,279	28,727	2,134	94	15	7:1
44119		Cleveland/Euclid (50%)		13,493	7,955	533	23	16	2:1
44121		University Hts/South Euclid		35,185	21,545	1,465	64	16	5:1
44122		Beachwood/Highland Hills/ShakerHts		34,883	18,536	926	41	16	3:1
44123		Euclid		18,363	11,031	714	31	15	2:1
44124		Pepper Pike/MayfieldHts/Lyndhurst		40,334	22,290	827	36	15	3:1
44125		Valley View/Garfield Hts		29,876	17,118	988	43	16	3:1
44126		Fairview Park/Cleveland		17,196	10,094	392	17	16	1:1
44127		Cleveland (100%)		8,403	4,631	1,421	62	16	4:1
44129		Brooklyn/Parma/Cleveland		29,658	17,238	695	30	16	2:1
44130		Parma/Cleveland		53,615	31,476	1,607	70	16	5:1
44131		Independence/Seven Hills/BrooklynHts		20,666	11,465	308	13	16	1:1
44132		Euclid		15,322	9,247	617	27	15	2:1
44133		North Royalton		28,685	18,286	428	19	15	1:1
44134		Parma/Cleveland		40,396	23,093	1,085	48	16	3:1
44135		Cleveland/Lindale (90%)		28,561	17,217	1,729	76	16	5:1
44136		Strongsville		43,858	27,346	563	25	15	2:1
44137		Maple Hts/Cleveland		26,107	15,070	771	34	16	2:1
44138		Olmsted Twp/Olmsted Falls		18,046	10,815	261	11	15	1:1
44139		Bentleyville/Glenwillow/Solon		22,231	13,105	289	13	15	1:1
44140		Bay Village		16,076	9,591	225	10	15	0:1
44141		Brecksville		13,676	7,962	140	6	15	0:1
44142		Brookpark/Cleveland		21,132	12,716	484	21	16	2:1
44143		Highland Hts/Richmond Heights		23,730	14,164	593	26	15	2:1
44144		Brooklyn/Cleveland		21,805	13,233	1,032	45	16	3:1
44145		Westlake		31,972	18,863	502	22	15	2:1
44146	1	Walton Hills/Oakwood/Bedford		31,648	19,483	1,174	51	15	4:1
44147		Broadview Hts		15,954	9,592	310	14	15	1:1

\* U.S. Census 2000, SF1 (P1)  
 \*\* U.S. Census 2000, SF1 (P12)  
 \*\*\* U.S.  
 \*\*\*\* Ohio Adult Parole Authority Census, July 1, 2006. Ohio Department of Rehabilitation and Correction, Office of Policy and Offender Reentry.  
 \*\*\*\*\* United Way First Call for Help - February 2005

Attachment 10: Map





**United Way of  
Greater Cleveland**

1331 Euclid Avenue  
Cleveland, Ohio 44115

[uws.org/CoreServicesPlanning](http://uws.org/CoreServicesPlanning)