

# **Allocation Review Committee (ARC)**

## **2019 Strategic Plan**

Updated: March 2019

# Lucas County Allocation Review Committee (ARC) Strategic Plan

## Overview

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The Allocation Review Committee (ARC) Strategic Plan will guide the funding decisions made by ARC committee members. The Strategic Plan identifies possible community responses to issues in Juvenile Justice (Disproportionate Minority Contact (DMC)), Domestic Violence, Law Enforcement, Reentry, and Substance Abuse and Mental Health as it relates to grant funding administered by the Criminal Justice Coordinating Council (CJCC). The Allocation Review Committee represents numerous criminal justice agencies throughout the community. Each member brings their knowledge and expertise of the system to the committee. Through the local allocation process, ARC members are invested in and commit their support to the local projects. Without the CJCC, funding decisions would be made without local input and funding requests would compete with applicants throughout the state. A second related objective for the CJCC is to ensure local compliance with federal requirements to maintain eligibility of funding. In order to accomplish this, the CJCC staff and committee members perform annual programmatic and fiscal site visits. Staff also provides monthly financial review of project financial reports and semi-annual review of project performance reports.

The Strategic Plan was completed in June 2015 and will be updated on an annual basis to reflect new criminal justice goals and changes in ARC membership. Additionally, the state of the local economy will have a major impact on the issues addressed in this plan and the annual updates will reflect this.

The CJCC supports the concept of community planning by providing staff support and resources for development and implementation of the ARC Strategic Plan. Additionally, the CJCC will review grant applications from City of Toledo, Lucas County, and non-profit agencies throughout the county that address gaps in services identified in this Strategic Plan.

# Areas Represented

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## Cities:

- Toledo
- Maumee
- Oregon
- Sylvania
- Waterville

## Villages:

- Berkey
- Harbor View
- Holland
- Ottawa Hills
- Swanton
- Whitehouse

## Townships

- Harding
- Jerusalem
- Monclova
- Providence
- Richfield
- Spencer
- Springfield
- Swanton
- Sylvania
- Washington
- Waterville

## School Districts

- Anthony Wayne
- Maumee
- Oregon
- Ottawa Hills
- Springfield
- Swanton
- Sylvania
- Toledo Public
- Washington Local

## Police Department

- Berkey Police Department
- Harbor View Police Department
- Holland Police Department
- Lucas County Children’s Services
- Lucas County Sheriff’s Office
- Lucas County Prosecutor’s Office
- Maumee Police Division
- Oregon Police Division
- Ottawa Hills Police Department
- Swanton Police Department
- Sylvania Police Division
- Sylvania Township Police Department
- Toledo Lucas County Port Authority
- Toledo Lucas County Area Metroparks
- Toledo Lucas County Health Department
- Toledo Police Department
- University of Toledo Police Department
- Washington Township Police Department
- Waterville Police Department
- Waterville Township Police Department
- Whitehouse Police Department

## Courts

- Lucas County Court of Common Pleas
- Lucas County Juvenile Court
- Lucas County Domestic Relations
- Maumee Municipal Court
- Oregon Municipal Court
- Sylvania Municipal Court
- Toledo Municipal Court

# Lucas County, Ohio Fact Sheet:

## Population

\*Source: 5-year estimates 2017, US Census Bureau, American Community Survey(ACS)

	11,609,756	
Ohio:	433,404	
Lucas County:	279,455	
City of Toledo:		

## Lucas County Population by Age

Median age in Lucas County: 37.9 years old

16 years and over –	344,179	79.4%
18 years and over –	332,916	76.8%
21 years and over –	315,122	72.7%
62 years and over -	81,001	18.7%
65 years and over -	64,879	15.0%

## Male Population in Lucas County

Overall male population - 210,162 48.5%

Median age of males in Lucas County is 36.2 years old.

16 years and over -	164,751	38.0%
18 years and over-	158,781	36.6%
21 years and over-	149,771	34.6%
62 years and over -	35,481	8.2%
65 years and over -	27,797	6.4%

## Female Population in Lucas County

Overall Female population – 223,242 51.5%

Median age of females in Lucas County is 39.5 years old.

16 years and over –	179,428	41.4%
18 years and over –	174,135	40.2%
21 years and over –	165,351	38.2%
62 years and over -	45,520	10.5%
65 years and over -	37,079	8.6%



### Race

\*Source: 5-year estimates 2017, US Census Bureau, American Community Survey(ACS)

Race	Ohio	%	Lucas County	%
All Races	11,609,756	100	433,404	100
White	9,503,779	81.9	313,924	72.4
Hispanic	414,490	3.6	29,559	6.8
Black	1,619,608	14.0	82,399	19.0
American Indian	21,872	0.2	1,163	0.3
Asian	235,878	2.0	7,756	1.8
Pacific Islander	3,499	0.0	139	0.0
Other Race	103,726	0.9	13,866	3.2



### Income

\*Source: estimates 2013-2017, US Census Bureau, American Community Survey(ACS)

Median household income for Lucas County is **\$44,820.00**.

Median household income for Ohio is **\$52,407.00**.

Median household income for the nation is **\$57,652.00**

Individuals below the Federal Poverty Level in Lucas County: **20.8%**

Individuals below the Federal Poverty Level in Ohio: **14,0%**

Individuals below the Federal Poverty Level in the nation: **12.3%**

# Allocation Review Committee (ARC) Members

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## 2019 Allocation Review Committee Members

Julia Bates, Lucas County Prosecutor - Committee Chair   
Myron Duhart, Judge, Lucas County Court of Common Pleas  
Lynn Jacquot, Citizen Representative  
David Kontur, Executive Director, Lucas County Family Council  
Cheryl Hunt, Chief, Toledo Police Department  
Timothy Kuhlman, Judge, Toledo Municipal Court  
Diana Minor, Budget Analyst, LC Office of Management and Budget  
Libby Schoen, United Way of Greater Toledo  
Denise Navarre Cubbon, Judge, Lucas County Juvenile Court  
Michael Navarre, Chief, Oregon Police Department  
Bill Sanford, Sylvania Public Safety Director  
Sandy Spang, Councilwoman, Toledo City Council  
Scott Sylak, Executive Director, Lucas County MHRSB  
John Tharp, Sheriff, Lucas County Sheriff's Office  
Robert Vasquez, Director of External Affairs, The Toledo Zoo

## CJCC Staff:

Holly Matthews, Executive Director  
Tom Luettker, Reentry Coordinator  
Tara Butler, Grants Manager

# Identification of Community Problems

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## General Needs and Issues

The 2015 ARC Strategic Plan was developed based on priorities of various criminal justice committees established in Lucas County. The committees are comprised of experts in their fields who see the day to day issues, changes, and trends of our county and communities. Priorities have been established in the following focus areas - Juvenile, Domestic Violence/Sexual Assault, Law Enforcement, Reentry, and Mental Health and Substance Abuse.

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# Juvenile

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## **Disproportionate Minority Contact (DMC)**

Disproportionate Minority Contact (DMC) is the overrepresentation of minority youth in the juvenile justice system. Overrepresentation exists when the percentage of minority youth who come into contact with the juvenile justice system is higher than their percentage in the total youth population. A significant body of research demonstrates that, throughout the United States, a disproportionate percentage of racial minorities come in contact with all stages of the juvenile and criminal justice systems.

The Office of Juvenile Justice Delinquency Prevention (OJJDP), an agency of the U.S. Department of Justice, supports states, local communities, and tribal jurisdictions in their efforts to develop and implement effective programs for juveniles. OJJDP sponsors research, programs, and training initiatives; develops priorities and goals and sets policies to guide federal juvenile justice issues; disseminates information about juvenile justice issues; and awards funds to states to support local programming. OJJDP provides statistical tools, technical assistance, and best practice models that communities can use to address their individual DMC issues.

DMC is measured using the Relative Rate Index (RRI) at various decision points in the juvenile justice system. The RRI compares the rate of occurrence for Caucasian youth to the rate of occurrence for minority youth. If the RRI is 1.00, then the rate of occurrence for Caucasian youth is equal to the rate of occurrence for minority youth. If the RRI is greater than 1.00, then the rate of occurrence for minority youth is higher than the rate of occurrence for Caucasian youth. If the RRI is less than 1.00, then the rate of occurrence for Caucasian youth is higher than the rate of occurrence for minority youth.

### ***Decision Point 1 - Juvenile Arrests***

- The RRI was calculated using Juvenile Court data that represents all official delinquency cases filed and unofficial cases for delinquency offenses received for the reporting period. Using number of referrals as the arrest rate provides a more complete starting point for review of local data since law enforcement data was incomplete at the time of analysis.
- The RRI calculation for this decision point is the rate of cases petitioned per population (1,000 youth).
- RRI values for African-Americans have steadily increased since 2004. African-American youth experienced the highest disproportionality in 2008; they were 5.57 times more likely to be arrested than Caucasian youth. In 2011, African-American youth were 4.53 times more likely to be arrested than Caucasian youth.
- RRI values for Hispanic youth have steadily decreased since 2004. Hispanic youth experienced the highest disproportionality in 2004; they were 1.41 times more likely to be



arrested than Caucasian youth. In 2011, Hispanic youth were less likely to be arrested (RRI = 0.78) than Caucasian youth.

***Decision Point 2 - Referrals to Juvenile Court***

- The RRI was calculated using all official delinquency cases filed and unofficial cases for delinquency offenses received for the reporting period. This excludes official status offenses and unofficial delinquency offenses related to alcohol and tobacco.
- The RRI calculation for this decision point is the rate of referrals to juvenile court per 100 arrests. The RRI for this decision point is not highlighted since it is an arbitrary number. By utilizing the referral number as the arrest rate, the referral RRI is held constant at 1, and has little value for purposes of this plan.

***Decision Point 3 - Cases Diverted***

- The RRI was calculated using all unofficial cases for delinquent offenses, excluding those related to alcohol and tobacco, received for the reporting period.
- The RRI calculation for this decision point is the number of juveniles diverted before adjudication per 100 court referrals.
- While the RRI for African-American youth peaked in 2006 at .95, indicating a minor difference in diversion between Caucasians and African-Americans, in 2011 the RRI for African-Americans dropped to .72, suggesting higher diversion rates among Caucasians.
- While the RRI for Hispanic youth peaked in 2009 at 1.15, indicating that a Hispanic youth was more likely to be diverted than a Caucasian youth, the 2011 RRI for Hispanic youth is .56, suggesting higher diversion rates among Caucasian youth.

***Decision Point 4 - Cases Involving Secure Detention***

- The RRI was calculated using all admissions to Juvenile Detention Center (JDC) for the reporting period.
- The RRI calculation for this decision point is the number of juveniles detained per 100 court referrals.
- African-American Cases Involving Secure Detention remained relatively constant from 2004 through 2011 and peaked in 2009 and 2011. In 2011, an African-American youth was 1.59 times more likely to be securely detained than a Caucasian youth.
- RRI values for Hispanic youth have increased in 2010 and 2011. Hispanic youth experienced the lowest disproportionality in 2006 and 2007; they were 1.12 times more likely to be securely detained than Caucasian youth. In 2011, a Hispanic youth was 1.98 times more likely to be securely detained than a Caucasian youth.

***Decision Point 5 - Cases Petitioned (Charge Filed)***

- The RRI was calculated using all official delinquency cases filed for the reporting period.
- The RRI calculation for this decision point is the number of juvenile cases petitioned (charges filed) per 100 court referrals.
- In 2011, African-American youth were 1.10 times more likely to have a petition filed than Caucasian youth.
- In 2011, Hispanic youth were 1.16 times more likely to have a petition filed than Caucasian youth.

***Decision Point 6 - Cases Resulting in Delinquent Findings***

- The RRI was calculated using official delinquency cases disposed for the reporting period that had an adjudication outcome of “found delinquent”.
- The RRI calculation for this decision point is the number of juveniles found delinquent per 100 youth petitioned (charged).
- African-American Cases Resulting in Delinquent Findings have increased since 2004. In 2011, an African-American youth was 1.28 times more likely to have a case resulting in a delinquent finding than a Caucasian youth.
- Hispanic Cases Resulting in Delinquent Findings have increased since 2004. In 2011, Hispanic youth was 1.20 times more likely to have a case resulting in a delinquent finding than a Caucasian youth.

***Decision Point 7 - Cases Resulting in Probation Placement***

- The RRI was calculated using all referrals made to Probation Intake with a referral date in the reporting period.
- The RRI calculation for this decision point is the number of juveniles placed on probation per 100 youth found delinquent.
- African-American Cases Resulting in Probation Placement have declined since 2004. In 2011, an African-American youth was less likely (RRI = 0.76) to have a case resulting in a probation placement.
- Hispanic Cases Resulting in Probation Placement have increased since 2004. In 2011, a Hispanic youth was 1.15 times more likely to have a case resulting in a probation placement.

***Decision Point 8 - Cases Resulting in Confinement in Secure Juvenile Correctional Facilities***

- The RRI was calculated using all youth committed to ODYS on new offenses or revocations, and all youth placed at the Youth Treatment Center (YTC) during the reporting period.
- The RRI calculation for this decision point is the number of juveniles placed in secure correctional facilities per 100 youth found delinquent.
- The data suggests that African-Americans are overrepresented in terms of secure confinement for the years 2004-2007. A substantial jump is noted in 2006 with regard to the disproportionality, where an African-American youth was 2.28 times more likely to be confined than a Caucasian youth. This jump was followed by a significant decrease in 2007 and 2008, where the RRI for African-Americans declined to 1.39. This decrease was followed by an increase in the rate of secure confinement for African-American Youth. In 2011, an African-American youth was 2.34 times more likely to be confined in a secure correctional facility.
- There were an insufficient number of Hispanic cases for analysis and an RRI could not be calculated for this decision point.

***Decision Point 9 - Cases Transferred to Adult Court***

- All referrals certified for bindover to the General Trial Division in the reporting period. It should be noted that there were an insufficient number of cases for analysis to calculate an RRI for this decision point.

The following is a chart summarizing RRI data for Lucas County. The overall goal for the DMC funding is to reduce the level of disproportionality for minorities in the juvenile justice system.

**Toledo/Lucas County  
Relative Rate Index (RRI): 2004-2011 Comparison**

	African-American								Hispanic or Latino								All Minorities								
	2004	2005	2006	2007	2008	2009	2010	2011	2004	2005	2006	2007	2008	2009	2010	2011	2004	2005	2006	2007	2008	2009	2010	2011	
Juvenile Arrests (1)	3.84	4.28	4.49	4.91	5.57	5.32	4.96	4.53	1.41	1.21	1.20	1.07	1.25	1.20	1.00	0.78	3.24	3.52	3.67	3.94	4.48	4.26	3.89	3.53	
Refer to Juvenile Court	1.02	1.00	1.01	1.00	1.01	1.01	1.00	1.00	0.99	1.00	1.02	1.00	1.00	1.01	1.02	1.02	1.00	1.01	1.01	1.00	1.00	1.00	1.00	1.00	
Cases Diverted	0.91	0.85	0.95	0.80	0.71	0.76	0.77	0.72	0.97	0.81	0.89	0.87	0.71	1.15	0.71	0.56	0.92	0.88	0.97	0.82	0.74	0.81	0.77	0.74	
Cases Involving Secure Detention	1.38	1.33	1.34	1.44	1.47	1.54	1.38	1.59	1.40	1.37	1.12	1.12	1.24	1.13	1.47	1.98	1.38	1.31	1.31	1.40	1.42	1.50	1.37	1.60	
Cases Petitioned	1.03	1.05	0.73	1.06	1.11	1.08	1.09	1.10	1.01	1.07	1.03	1.04	1.11	0.95	1.11	1.16	1.03	1.04	0.75	1.06	1.10	1.07	1.09	1.09	
Cases Resulting in Delinquent Findings	0.95	0.97	1.47	1.00	1.07	1.09	1.27	1.28	1.09	1.17	1.07	1.16	0.98	1.16	1.31	1.20	0.96	0.98	1.41	1.01	1.05	1.09	1.26	1.26	
Cases resulting in Probation Placement	0.86	0.76	0.82	0.98	0.70	0.76	0.79	0.76	1.06	0.77	0.93	0.92	1.17	1.21	1.63	1.15	0.88	0.79	0.84	0.98	0.74	0.82	0.86	0.80	
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities (2)	1.32	1.34	2.28	1.37	1.39	2.69	2.71	2.34	1.24	1.30	2.07	**	**	**	**	**	1.37	1.41	2.28	1.32	1.35	2.61	2.62	2.22	
Cases Transferred to Adult Court	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**	**

Source: Lucas County Juvenile Court

(1) Lucas County Juvenile Court Reported Delinquent Referrals

(2) Includes commitments to ODYS and the Youth Treatment Center

## Possible Juvenile Program Response:

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Juvenile Justice funding will be allocated to programs that will impact DMC in Lucas County and that will impact the RRI at the following decision points:

### **Arrest:**

- Evidence-based programs that divert minority youth from receiving a SSO violation (in-school pre-arrest diversion programs); and
- Evidence-based programs that target increased youth-law enforcement relations.

### **Cases resulting in Confinement:**

- Increase resources to Lucas County Juvenile Court for alternative placements for minority youth.
  - Implement reentry initiatives to help prepare youth reintegrate into the community post-confinement.
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# **Domestic Violence:**

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## **Domestic violence**

Funding will be used to sustain and expand a coordinated, community response to reducing violence against women and creating mutually respectful partnerships between the criminal justice system and victim service programs. The coordinated community response will include the following components: law enforcement, prosecution, victim services, court services, culturally specific services, and sexual assault. Funded programs will adhere to established best practices within their disciplines when working with survivors of domestic violence.

## **Possible Domestic Violence Response:**

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Response to issues surrounding domestic violence could be improved by focusing on the following strategies:

- Maintaining existing services:
  - Law enforcement – provide dedicated staff to investigate incidents of domestic violence.
  - Prosecution – provide resources to assist victims in following through with prosecution.
  - Victim Services – provide advocates to assist victims through the court process and provide case management and support to victims of domestic violence. The projects should incorporate evidence-based practices into their programming and include the development of safety planning into their service delivery.
  - Courts – provide resources to enhance the courts ability to address domestic violence.
  - Culturally specific services – provide community-based services to provide culturally relevant and linguistically specific services to culturally specific communities, including American Indians; Asian Americans; Native Hawaiians and other Pacific Islanders; African-Americans; and Hispanics.
  - Sexual Assault – provide resources to meaningfully address sexual assault, including stranger rape, acquaintance rape, alcohol or drug-facilitated rape, and rape within the context of an intimate partner relationship. The sexual assault project must provide services in two or more federal allocation categories (victim services, courts, law enforcement, and prosecution).
- Establish a domestic violence high risk team incorporating one of two models of lethality assessment.

- Establish a peer support network of domestic violence survivors that will help other victims of domestic violence through advocacy, education, and empowerment. The peer support network will have established protocols and will speak publicly about their experience.
- Provide training on best practices and their implementation when working with survivors of domestic violence for funded recipients and other community partners.
- Provide training to collaborative teams and specific programs to ensure working as partners to end violence against women.
- Develop programs and services that provide specific plan for increasing access and providing support and advocacy for domestic violence and sexual assault victim's unmet economic justice needs.
- Establish co-located services for victims of domestic violence.
- Establish a camp for juveniles who have witnessed domestic violence to help ameliorate the effects of witnessing violence. The camp would provide services to a youth who lived in an environment where domestic violence occurred and the adult family member is currently working to remove themselves from the situation.

**Funded projects should incorporate one of following goals identified in the Ohio Best Practices Guide for Domestic Violence (2014).**

- Goal 1:** Multidisciplinary and program specific projects will meaningfully address and ensure coordinated community responses for victims of domestic violence, dating violence, sexual assault, and stalking. Provide training for multidisciplinary and program specific agencies to ensure a coordinated community response. Coordinate resources, address barriers, and advocate for increased access to economic justice needs.
- Goal 2:** Reduce domestic violence homicides throughout the state.
- Goal 3:** Increase access to all services for underserved populations including limited English proficient victims. Increase access to resources for underserved populations and limited English proficient victims.

# Law Enforcement

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Enhance the use of equipment and technology for police departments eligible to receive the disparate jag allocation.

## Possible Law Enforcement Program Response

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Response to law enforcement issues could be improved by focusing on the following:

### **Equipment/Technology -**

- Funding for law enforcement technology and specialized equipment purchases, including the implementation of a body camera system.

### **Responses to Identified Community Issues-**

- Funding to support programs or policy changes that address community needs as identified in the ARC Strategic Plan, including: 1) Evidence-based programs that target increased youth-law enforcement relations; 2) Evidence-based programs that address law enforcement's response to domestic violence; 3) Policies and practices that will enhance the reentry process for returning ex-offenders; and 4) Evidence-based programs and policies that will impact intercept one of the Lucas County Cross-Systems Map.



# Reentry

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Despite Ohio's decrease in the rate of recidivism compared to the national average, the volume and depth of the issues confronting offenders prior to and after their release from correctional facilities makes the elimination of barriers to successful reentry a complicated process requiring coordinated efforts. Ex-offenders face a complex and often extensive number of issues upon their release, making reintegration into their community difficult. Ex-offenders have difficulties securing employment and housing. Many ex-offenders have mental health issues, a history of substance abuse, and medical conditions which require some level of treatment and monitoring.

In the fall of 2013, the CJCC administered a survey to determine what reentry services were available or needed in our community. The CJCC survey was distributed to more than 50 agencies associated with the RCNWO and, with the help of United Way's 2-1-1 program, to an additional 110 agencies identified as possibly providing reentry services. In addition, CJCC performed an analysis of the "Participant Surveys" completed by ex-offenders and their families who attended the "Going Home to Stay" meetings held each month in 2013. Finally, the RCNWO's Services and Support Subcommittee held a retreat on February 20, 2014 to discuss the reentry services that were effective and what additional services were needed in Northwest Ohio. The results of these surveys indicated:

- A lack of understanding among local service providers as to who was involved in the reentry system;
- The need for additional housing, employment, and transportation services; and
- A lack of communication and coordination between service providers.

The following is the overarching goal for reentry programs in Lucas County:

**The overarching goal is to reduce recidivism by 6% by the end of 2015 and by 50% by the end of 2019, which will mean that public safety is enhanced and barriers to successful reentry for our returning citizens will be eliminated.**

## Possible Reentry Solutions:

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The following will help Lucas County achieve its goal to reduce recidivism:

### A. Transition

*Goal: Ensure a successful transition of individuals returning from an institutional setting to our community.*

*Objectives:*

1. Establish connections and relationships with case managers at the ODRC, Ohio Department of Youth Services (ODYS), and CCNO facilities to assist in the development and implementation of individualized reentry plans which would include ORAS valid assessments for individuals returning to Lucas County with the goal of establishing a plan of reentry services at least thirty (30) days prior to their release.
2. Review and advocate for improvements, when necessary, in ODRC, ODYS, and CCNO's relevant policies, including those pertaining to reentry programming and services to ensure:
  - a. Family orientation and visitation.
  - b. Contractor access.
  - c. Training for Certificates of Achievement for Employability.
  - d. Medication policies.
  - e. Obtaining benefits.
  - f. Assignment to prisons/institutions close to Lucas County (i.e., three tier system).
  - g. Receive information on all ex-offenders returning to Lucas County with needs and risks (understand unique needs of different populations, i.e. transition to adulthood, elderly, sex offenders, veterans, etc...).
  - h. Pre-release development of individualized reentry plans.
  - i. Pre-release identification and addressing of barriers to successful reentry (i.e. outstanding warrants, fines, costs, BMV, Child Support, etc.).
  - j. Develop and show a video on reentry services available in Lucas County.
  - k. Develop, update, and circulate a resource guide to all individuals returning to Lucas County.
  - l. Educate prison/institution staff about Lucas County services for returning individuals.
  - m. Promote Fatherhood program training.

- n. Make visitation more accessible and offer alternative methods of interaction with family members (i.e. video visitation, Skype, phone calls at reasonable costs, emailing, transportation provisions, and family-friendly visitation facilities).
3. Immediately provide returning citizens and their families with opportunities to connect with reentry service providers that can assist in their successful reintegration into the community, providing the services that they need with the goal of preventing recidivism.
    - a. Provide orientation and linkage to appropriate service organizations through Going Home to Stay meetings, United Way's 2-1-1, and Ohio Means Jobs.
    - b. Encourage Going Home to Stay participants and returning ex-offenders to regularly attend Citizen Circles and meetings of the RCNWO.
    - c. Provide community education and outreach on the benefits of successful reentry and the reentry services and programs offered in Lucas County.

## **B. Transportation**

*Goal: Secure transportation alternatives for returning citizens*

*Objectives:*

1. With the assistance of the ODRC, ODYS, and CCNO unit managers, TASC case managers and through the RCNWO's Volunteer Attorney Warrant Removal Program, efforts will be made to identify and address outstanding driver's license issues prior to an offender's release. If not completed pre-release, participants will have access to similar services by attending Going Home to Stay meetings. Returning citizens will be encouraged to obtain a valid driver's license, address outstanding warrant blocks, and to utilize the BMV Reinstatement Fee Installment Plan to obtain driving privileges.
2. Establish a partnership with TARTA for non-profits and reentry service providers for reduced or no-cost bus tickets/tokens for returning citizens who do not have transportation or driving privileges for a period of one year post release.
3. Encourage non-profits and reentry service providers to apply for grants that include specific requests for funding for bus tokens or transportation expenses and/or donations for this purpose.

## **C. Housing**

*Goal: Obtain affordable housing for returning citizens and their families*

*Objectives:*

1. Expand admission and tenant selection criteria for HUD-assisted housing (i.e. LMHA, Project-based and Housing Choice Voucher projects and programs) to include ex-offenders and their families.
2. Partner with Advocates for Basic Legal Equality (ABLE) and Legal Aid of Western Ohio (LAWO), the RCNWO and the Toledo Fair Housing Center (TFHC) to advocate for a shortened “look-back” period for admission of ex-offenders into HUD-assisted programs.
4. Work with the Toledo Lucas County Homelessness Board (TLCHB) and the City of Toledo to offer emergency, permanent-supportive, and affordable housing options to ex-offenders and their families (i.e. state and federal homelessness prevention funds, HUD HOME funds including Tenant Based Rental Assistance (TBRA), and Lucas County Land Bank programs and properties).
5. Develop; in conjunction with the RNCWO, ABLE, LAWO, TLCHB, LCMHRBSB, and HUD-assisted programs; a comprehensive approach to providing adequate and appropriate housing for sex offenders given the unique challenges presented by this population due to special requirements and community attitudes.

**D. Alternatives to Incarceration/Diversion**

*Goal: Increase alternatives to incarceration for individuals convicted of crimes in Lucas County*

*Objectives:*

1. Advocate for the creation of specialized courts as an alternative to incarceration in ODRC, ODYS, Lucas County Jail, and CCNO facilities by:
  - a. Advocating for and assisting in the efforts to create specialized Drug, Mental Health, Veterans, and Reentry Courts in Lucas County General and Juvenile Divisions and Municipal Courts throughout Lucas County.
  - b. Conducting assessment utilizing validated assessment tools of all individuals who are participants in these specialized courts.
  - c. Creating and implementing a discharge plan, including any community linkage, for individuals who successfully complete the requirements of participation in these specialized courts.

**E. Education**

*Goal: Increase the educational opportunities for returning citizens in Lucas County*

*Objectives:*

1. Assist local service providers and education institutions, including enrollment and tuition assistance, in providing General Education Development (GED) tests.

2. Coordinate with local service providers and educational institutions to provide assessments, training, and, where available, certification pursuant to the Test of Adult Basic Education (TABE), Adult Basic Literacy Education (ABLE), and WorkKeys program and models.
3. Increase tutoring opportunities through educational institutions, local service providers, and volunteers.

**F. Employment and Job Readiness Training**

*Goal: Increase the Opportunities for employment of returning citizens in Lucas County.*

*Objectives:*

1. Enhance employer awareness of benefits of hiring ex-offenders by completing the following:
  - a. Create an informational section to be posted on the CJCC Reentry website that will include information on:
    - i. Work Opportunity Tax Credits (WOTC),
    - ii. Federal Bonding Program,
    - iii. Updated Title VII/Equal Employment Opportunity Commission (EEOC) guidance,
    - iv. Employment readiness service providers,
    - v. Retention and supportive services for new and entry-level employees,
    - vi. Services available to employers, and
    - vii. HB 86 and SB 337.
  - b. Conduct periodic employer and public education sessions on the benefits of hiring ex-offenders.
  - c. Recruit corporate champions that have hired ex-offenders.
  - d. Engage ex-offenders that have been successful in the workplace to share stories with employers.
  - e. Promote programs to buy services or products from employers that hire individuals that were formerly incarcerated.
2. Support and coordinate models of services that include a balance of evidence-based practices and employment services for incarcerated and returning ex-offenders to enhance their skill level to achieve meaningful and sustainable employment, including the completion of the following:
  - a. Align employment related opportunities in the community to incorporate the following:
    - i. Increase the number of returning citizens participating in the employment training programs in our community ;
    - ii. Job readiness;

- iii. Strong case management;
  - iv. Supportive services, including behavioral health;
  - v. Programs and services that focus on:
    - 1. Credentialed training;
    - 2. On-the-job training, transitional employment, or apprenticeship;
  - vi. Employer engagement, focusing on industries that are more likely to hire and require the skills that formerly incarcerated individuals will have.
  - vii. Front-end risk and employment readiness assessments;
  - viii. Linkages between service providers and employers;
  - ix. Influence work-readiness programs in ODRC, ODYS and Community-Based Correction Facilities, pre-release activities; and
  - x. Explore the use and development of innovative or promising pilot programs, such as “One-Stop-Shops” and entrepreneurial programs and linkages.
3. Continue advocacy that promotes criminal justice reforms specific to employment and issues.
- a. Increase community awareness of the employment barriers faced by people with criminal records.
  - b. Build a broad-based coalition to work towards eliminating or reducing these barriers through fair employment hiring practices (i.e. enactment of “Ban the Box” resolutions by governmental entities and adopted on the 2012 EEOC Guidelines for Consideration of Arrest and Conviction Records in Employment Decisions by public and private employers).
  - c. Reduce employment-related administrative licensing sanctions.
  - d. Increase employer incentives for hiring ex-offenders (i.e. enactment of pending SB 157).

**G. Community Awareness**

*Goal: Increase Public Awareness of the Need to Eliminate Barriers to Successful Reentry.*

*Objectives:*

- 1. Develop a unified message that is the cornerstone for framing and presenting the CJCC’s reentry initiatives.
- 2. Use words that are understandable and respectful to those involved (agree on how to refer to individuals who have been incarcerated; i.e., returning citizen, restored citizens, etc.).
- 3. Continue to use and promote the CJCC’s Reentry website as an on-line centralized website for all reentry information.

4. Educate decision-makers and other stakeholders on reentry issues and best practices for assisting ex-offenders in Lucas County using data, offering resources, and presenting solutions that support successful reentry.
5. Identify media outlets to create partnerships with and create a brand for reentry.

#### **H. Research and Evaluation**

*Goal: Utilize data collection systems to evaluate the effectiveness of reentry services in Lucas County.*

*Objectives:*

1. Analyze and utilize data already collected by ODRC, ODYS, CCNO, and NORIS.
2. Create standardized definitions of recidivism and factors that might predict recidivism (i.e. utilizing the various ORAS assessment instruments).
3. Identify stakeholders available from each reentry service areas to commit to research and evaluation.
4. Determine current and future ability to gather and evaluate data relating to project outcomes.
5. Develop and implement a centralized method of sharing relevant information that can be aggregated across reentry service areas.
6. Develop a centralized database of reentry related statistics for funding, education and community outreach.
7. Build the collection of a common set of core indicators into contracts that include performance-based accountability, as well as more specific indicators on a by contract basis.
8. Share information and arrange for training on evidence-based and innovative reentry programs and practices.
9. Provide reports on results of local and national evaluations and research related to reentry issues.
10. Present data and analysis to the CJCC Reentry Committee, reentry population and community stakeholders.

#### **I. Behavioral and Physical Healthcare**

*Goal: Increase the delivery of behavioral and physical healthcare to our returning citizens.*

Behavioral and Physical healthcare have been identified as strategic goals. The enactment of the Affordable Care Act Implementation Health Reform (ACA) and Ohio's acceptance of Medicaid Expansion benefits are anticipated to increase the number of individuals who will have access to and types of health care services to individuals including the returning citizens to our community.

*Objectives:*

1. Returning citizens be connected to community based treatment and health care providers.
2. Returning citizens receive adequate medication, including psychiatric medication, and case management follow up to prevent their physical and/or mental condition from deteriorating.
3. A system for a continuum of care and case management be developed for individuals with medical and mental health needs.



# **Substance Abuse and Mental Health Issues**

## **Sequential Intercept Mapping Overview**

On March 27 & 28, 2014 the Criminal Justice Coordinating Council participated in a planning initiative to consider opportunities for diverting persons with mental illness out of the criminal justice system and into more appropriate treatment alternatives sponsored by the Mental Health and Recovery Services Board of Lucas County (MHRSB). Jointly, MHRSB and the Lucas County Sheriff's Department responded to an "Invitation for Letters of Interest" issued by the Ohio Criminal Justice Coordinating Center for Excellence (OCJCCE). Lucas County requested two workshops, the Sequential Intercept Mapping and Taking Action for Change, from the Center. Staff from the OCJCCE was on site to facilitate the workshops at the March meetings with the specific goals of providing assistance to Lucas County with:

- Creation of a map indicating points of interface among all relevant local systems;
- Identification of resources, gaps, and barriers in the existing systems;
- Development of a strategic action plan to promote progress in addressing the criminal justice diversion and treatment needs of adults with mental illness who are in contact with the criminal justice system.

The participants in the workshops included 41 individuals representing multiple stakeholder systems including mental health, substance abuse treatment, housing, corrections, county jail, developmental disabilities, consumers, law enforcement, courts, and hospitals as well as vocational, veteran, and county administration services.

Upon completion of the two-day event, the attached report was created. The report includes:

- A brief review of the origins and background for the workshop;
- A summary of the information gathered at the workshop;
- A sequential intercept map as developed by the group during the workshop;
- An action planning matrix as developed by the group;
- Observations, comments, and recommendations to help Lucas County achieve its goals.

The report has been reviewed and approved by the Behavioral Health Criminal Justice Alternatives (BHCJA) Committee that is being convened at the request of the Jail Relocation Committee. The Criminal Justice Coordinating Council (CJCC) has endorsed the Sequential Intercept Mapping Report and is working toward implementation of its recommendations and priorities.

# Possible Mental Health and Substance Abuse Program Solutions:

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The Cross-System Mapping recommendations and established priorities include:

## General

- Build interaction and ongoing relationships with additional consumers and family members who have shown interest in collaborating to improve the continuum of criminal justice and behavioral health services.
- At all stages of the Intercept Model, seek opportunities to utilize and share data across systems that will aid in identifying and documenting the involvement of people with severe mental illness and often co-occurring disorders in the Lucas County criminal justice system, e.g., jail booking information compared to mental health system client rosters to recognize individuals as they enter and reenter the justice system.
- Be strategic in collecting data. Identify clearly what data will help to inform the mental health and criminal justice systems of needs within the systems and needs of persons being served.
- Implement a Crisis Intervention Team (CIT) encounter form to be used by all Law Enforcement agencies. This will enable more targeted communication with mental health providers, as well as a means for evaluating law enforcement strategies and outcomes when interacting with persons in crisis who have a mental illness.

## Intercept I: Law Enforcement

- Establish a CIT companion training for call takers and dispatchers, to include an understanding of the CIT officer role and overall program, how to identify possible mental illness, and practical verbal de-escalation strategies
- Implement a procedure for collecting and analyzing law enforcement data on mental health calls, encounters, and dispositions.
- Work with Probate Court to develop an agreed upon Civil Commitment protocol and train all appropriate law enforcement personnel and staff.

## Intercept II: Initial Detention/Initial Court Hearing (following arrest)

- Consider using a validated screening tool in the jail, such as the Brief Mental Health Jail Screen, to identify individuals with possible mental illness.
- Consider standardizing release days and times, or agree upon a protocol with TASC, to ensure that quick release individuals are connected with TASC at or prior to release.

- Standardize or formalize screening and referral at municipal court, creating a liaison with the mental health system to coordinate response by the court and the mental health agencies for defendants with mental health needs.

### **Intercept III: Jails/Courts**

- Review revised jail standards that will take effect this year; plan for required changes and identify additional opportunities for improvements. Consider establishing a policy to ensure that persons with mental illness have uninterrupted access to needed medications upon release from incarceration.
- Consider expanding the hours of availability of psychiatry services in the jail.
- Identify a mechanism for cross-referencing inmate names with mental health system enrollment rosters as a part of booking processing to establish earlier access to resources and services.
- Utilize valid screening tool(s) in jail to identify individuals who may need further assessment.

### **Intercept IV: Prison/Reentry**

- Expedite enrollment in Medicaid; consider onsite enrollment assistance at the jail, probation offices, and community agencies.
- Work with Social Security to facilitate applications for SSI.

### **Intercept V: Community Corrections/Community Support**

- Create opportunities for cross training between systems.

### **Priorities (As established by the workgroup)**

1. Data and information sharing, including arrest information and mental health history (Intercept 2).
2. Weekend access to services, including medications and family supports (Intercept 3).
3. Transportation, including access to services, coordination, and liability concerns (Intercept 1).
4. Lack of Screening Tool or protocol for 911 (Intercept 1).
5. Alternative residential options for pre-trial (Intercept 3).

# Funded Projects – CY2014

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The following projects were funded by the Allocation Review Committee (ARC) in 2014:

## Juvenile Justice (JJDP Title II and JABG):

<i>Program</i>	<i>Amount</i>	<i>Description</i>
YMCA PUSH Program/YMCA of Greater Toledo	\$32,606.91	This program will provide pre-arrest mentoring for 15 students attending Leverette Elementary School. Youth will be referred to the PUSH Program by teachers, principal, social worker, school psychologist and behavioral case manager(s). An Individualized Service Plan will be developed for each youth. The plan will identify goal(s) to be accomplished and will track behavioral changes. Enrolled youth will have one-on-one meetings with the behavior coach one time per week, will meet with PUSH staff during lunch and as needed during the afternoon.
HOE CPIP – Robinson/House of Emmanuel	\$38,932.94	This program will provide crisis intervention and prevention services for 30 students attending Robinson Elementary School. Services will be provided 24 hours a day, seven days a week throughout the school year. The program will also facilitate an in school suspension program and provide both group and individual mentoring before, during and after school.
HOE CPIP – Pickett/House of Emmanuel	\$31,778.96	This program will provide crisis intervention and prevention services for 30 students attending Pickett Elementary School. Services will be provided 24 hours a day, seven days a week throughout the school year. The program will also facilitate an in school suspension program and provide both group and individual mentoring before, during and after school.
In-School Diversion Program/Youth Advocates Program	\$38,932.00	This program will provide a pre-arrest mentoring program for 15 students attending Scott High School. Youth will be referred to the in-school diversion program by the school administration, where they will work with an advocate to develop a plan to address the harm caused to the school or other parties involved. A Youth Advocate Program advocate will be housed at Scott High School five days each week for four hours each day. The advocate will provide crisis intervention, counseling, mentoring, educational support, tutoring, and conflict mediation. Also, the advocate will work in the community and at the youth’s home for approximately five hours each week. Requirement for completion of the program includes a program staff assessment of progress, a school staff member assessment of improvements, and a reduction in disruptive and violent behaviors.
Gang Reduction Intervention Program/UMADAOP of Lucas County	\$27,994.16	The project will provide comprehensive, wrap-around gang prevention services to 48 at-risk Lucas County Youth ages 14-17. Youth are matched with a Life Coach who serves as a mentor during the program. The Life Coaches will meet with the youth on a weekly basis. Services will be offered at scattered sites and the main office. Transportation is provided. The project will use the positive action curriculum and human conduct training curriculum. The program will also focus on family engagement.
Community Control	\$27,869.00	Lucas County Juvenile Court contracts with the East Toledo Family Center to provide services to youth offenders assigned to Level 2 (Day Reporting) and Level 3 (Home Supervision). Approximately 150 youth will be served.

**Justice Assistance Grant:**

<i>Program Name/Agency</i>	<i>Amount</i>	<i>Description</i>
Toledo Police Department	\$146,010.69	The City of Toledo Police Department plans to purchase license plate recognition systems. The systems, used on police vehicles or stationary locations, search license plates for reported stolen vehicles and wanted persons through a software interface. The department will incorporate the invaluable law enforcement tool into regular patrol. Review of available systems, with competitive bidding and evaluation, will identify an appropriate vendor to provide dual camera automated license plate recognition systems (ALPR), along with any necessary supplies, installation, software, configurations and training identified through the process.
Lucas County Sheriff's Office	\$62,576.01	The Lucas County Sheriff's Office will purchase sixty one (61) X2 Tasers for assignment and use by Lucas County Road Patrol Officers. The new and improved Tasers will increase the safety of the Road Patrol Officers while performing routine law enforcement related functions. This law enforcement tool will be used as an alternative to deadly force and will be utilized when it is necessary to protect officer safety while minimizing the risk of physical injury to suspects.
Domestic Violence Court Advocacy/Family & Child Abuse Prevention Center	\$13,452.06	DV Court Advocacy will provide victim advocates in Toledo Municipal Court, Arraignment Courtroom to explain the court system; provide court accompaniment by attending pre-trials, trials and sentencing; and work closely with the Prosecutor's Office and the Toledo Police/Lucas County Sheriff to ensure that victims are aware of arrests and court dates. Advocates are also available on-site at the Toledo Municipal Prosecutor's office each afternoon to assist victims who are filing charges. Approximately 249 victims will be served.
Harbor House Plus Program/Harbor House	\$17,154.10	Harbor House Plus Program will provide case management, individual and group counseling, aftercare and necessary referrals to other agencies for 25 single homeless women. Program participants gain increased self sufficiency through GED tutoring, life and social skills training, parenting classes, job readiness and referrals to permanent housing.
Sylvania Youth Diversion Program/Sylvania Area Family Services	\$36,096.99	Sylvania Youth Diversion Program will provide six months of intervention, education and follow-up supervision for first-time non-violent juvenile offenders. Youth and their parents must attend 10 weekly education sessions as part of program participation. Youth sign a contract that includes a statement of admission, apology letter, community service hours and minimum GPA requirements. Youth fulfilling contract obligations will have no criminal record upon program completion.
COVAW Prosecutor/Toledo Prosecutor's Office	\$7,792.10	The COVAW Prosecutor program is designed to increase the City of Toledo's conviction rate for COVAW cases to, at least, 40 percent. Improved information, evidence-gathering and case-preparation techniques are used to allow for prosecution even in the absence of the victim. The project tracks, analyzes and monitors individual charges involving COVAW from their inception and enhances the level of communication between victims and the City of Toledo Prosecutor's Office. Funding will be used to hire a law school intern to assist the Domestic Violence Trial Team with file preparation, victim interviews and gathering evidence.

**Domestic Violence (VAWA Funding):**

<i>Program Name/Agency</i>	<i>Amount</i>	<i>Description</i>
Integrated Investigations/Lucas County Sheriff's Office	\$25,666.76	Integrated Investigations will provide an immediate response to all reported cases of violent crimes against women in Lucas County. The IIO assists the victim in filing criminal charges, provides a comprehensive list of service providers within Lucas County, and monitors the case to ensure that the appropriate charges are filed with the prosecutor. The project will coordinate and facilitate one "round-up" of suspects with open warrants for crimes of violence committed against women. The IIO will assist in the development and service of Civil Protection Orders in cases that do not require or qualify for criminal prosecution. The project increases the number of investigations initiated in crimes involving violence against women and provides immediate linkage between female victims and service providers. Approximately 645 victims will be served.
DV Court Advocacy/Family and Child Abuse Prevention Center	\$26,576.23	DV Court Advocacy will provide victim advocates in Toledo Municipal Court, Arraignment Courtroom to explain the court system; provide court accompaniment by attending pre-trials, trials and sentencing; and work closely with the Prosecutor's Office and the Toledo Police/Lucas County Sheriff to ensure that victims are aware of arrests and court dates. Advocates are also available on-site at the Toledo Municipal Prosecutor's office each afternoon to assist victims who are filing charges. Approximately 403 victims will receive services
VAW Response Team/Toledo-Lucas County Victim-Witness Assistance Program	\$44,498.18	VAW Response Team will provide female victims of violent crime with access to a 24-hour emergency response team and childcare at <i>Kids Space</i> in the Toledo Municipal Court building for women victims who are attending court hearings. The 24-hour Crisis Response Team will receive direct calls from the Toledo Police Department and respond to the scene, to emergency rooms and homes to assist the victims and provide linkage to support services. Approximately 3,400 victims and women participating in their domestic violence case will receive services.
Domestic Violence Unit/Toledo Police Department	\$28,173.89	TPD Domestic Violence Unit will decrease violent behavior in the City of Toledo by investigating incidents of domestic violence-related crimes against women and appropriately enforcing applicable laws. The Unit consists of one police detective and a civilian assistant. The detective will assist the prosecutor in obtaining necessary information to effectively prosecute suspects committing violent crimes against women. The civilian assistant coordinates and performs day-to-day operations including data collection and report preparation. Staff will conduct needs assessments for victims and make appropriate referrals.
Outreach Advocate/YWCA of Northwest Ohio	\$33,077.66	Outreach Advocate will provide crisis intervention, DV assessment, safety planning and case management services to female victims residing in the YWCA's Battered Women's Shelter. The case manager will complete assessments, develop safety plans and provide direction, referral and stabilization to women residing at the shelter. The Case Manager will also provide culturally specific services to Latina women in collaboration with local agencies. Approximately 800 victims will receive services.
Family Violence Intervention Program/Lucas County Juvenile Court	\$20,000.00	Family Violence Intervention Project (FVIP) will provide services to maternal victims of youth perpetrated violence. The maternal victims receive safety assessments, ongoing safety monitoring, family safety planning, court advocacy and accompaniment. The project also provides referrals to community service agencies and offers assessment for and referral to the 26-week Step-Up program for victims requesting additional safeguards.